RECOMMENDATIONS TO IMPROVE PEDESTRIAN & BICYCLIST SAFETY IN THE CITY OF SHASTA LAKE



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SAFE TRANSPORTATION RESEARCH AND EDUCATION CENTER

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BY TONY DANG, JAIME FEARER, WENDY ALFSEN, CALIFORNIA WALKS; JILL COOPER, JESUS BARAJAS, UC BERKELEY SAFETREC

INTRODUCTION

In collaboration with the Shasta Regional Transportation Agency (SRTA) and Shasta Living Streets, the City of Shasta Lake was identified as a site for the Community Pedestrian and Bicyclist Safety Training program based on the residents' interest in and need for technical assistance and resources to improve pedestrian safety, bicyclist safety, walkability, and bikeability in the community

Following planning conversations with the City of Shasta Lake Development Services Department and community stakeholders—including Shasta Lake Fire Protection Board, Heritage Roasting Company, Damboree, Chamber of Commerce, Shasta Living Streets, and SRTA—the community invited the University of California at Berkeley's Safe Transportation Research and Education Center (SafeTREC) and California Walks (Cal Walks) to the City of Shasta Lake to facilitate a community-driven pedestrian and bicyclist safety action-planning workshop.

Cal Walks facilitated the workshop on September 28, 2016, which consisted of: 1) an overview of multidisciplinary approaches to improve pedestrian and bicyclist safety; 2) three walkability and bikeability assessments along Shasta Dam Boulevard where residents and visitors walk and bike to/from home, businesses, and other community services; and 3) small group action planning discussions to facilitate the development of community-prioritized recommendations to inform the City and region's active transportation efforts. This report summarizes the workshop proceedings, as well as ideas identified during the process and recommendations for pedestrian and bicyclist safety projects, policies, and programs.

BACKGROUND

Community Pedestrian & Bicyclist Safety Training Program

The Community Pedestrian and Bicyclist Safety Training (CPBST) program is a joint project of UC Berkeley SafeTREC and Cal Walks. Funding for this program is provided by a grant from the California Office of Traffic Safety (OTS) through the National Highway Traffic Safety Administration (NHTSA). The purpose of the CPBST is to train local neighborhood residents and safety advocates on how to improve pedestrian and bicyclist safety and to educate them on how to collaborate effectively with local officials and agency staff to make communities safer and more pleasant to walk and bike. The half-day training is designed to provide participants with both pedestrian and bicyclist safety best practices and a range of proven strategies (the 6 E's: Empowerment & Equity, Evaluation, Engineering, Enforcement, Education, and Encouragement) to address and improve pedestrian and bicyclist safety conditions and concerns. Participants are then guided on a walkability and bikeability assessment of nearby streets before setting pedestrian and bicyclist safety priorities and actionable next steps for their community.

For a summary of outcomes from past CPST workshops, please visit: <u>www.californiawalks.org/wp-content/uploads/2016/05/CPST-Annual-Report-2015.pdf</u> <u>https://safetrec.berkeley.edu/sites/default/files/cpst_annual_report_2015_nov20_1.pdf</u>

Selected Pedestrian & Bicyclist Safety Conditions in the City of Shasta Lake



High Traffic Speeds & Wide Streets

SHASTA DAM BOULEVARD, OR STATE ROUTE 151, FUNCTIONS AS THE MAIN STREET FOR THE CITY OF SHASTA LAKE

Shasta Dam Boulevard—or State Route 151—traverses the City of Shasta Lake and functions as the main east-west surface arterial street for the City. Roughly a decade ago, Caltrans implemented a road diet on Shasta Dam Boulevard, resulting in its current configuration of 1-2 traffic lanes in each direction, a center turn lane, and bicycle lanes on both sides of the street. Posted speed limits vary from 45 MPH at either end of the City to 30 MPH in the downtown core. Despite the road diet, traffic speeds along the Boulevard appear to be higher than desired for a pedestrian-oriented downtown commercial district, and the overall roadway width creates challenging crossing conditions for people walking.

Beyond the Boulevard, major streets in the City of Shasta Lake tend to be wide with high posted speed limits (45-50 MPH), including Lake Boulevard and Cascade Boulevard. Many of these streets are located near schools, parks, and other community destinations.

Sidewalk Connectivity & Americans with Disabilities Act (ADA) Compliance



Aside from sidewalks along Shasta Dam Boulevard/Front Street in the downtown core, sidewalks are generally missing from most neighborhood and arterial streets. The discontinuous nature of sidewalks, as well as frequent utility pole obstructions present on existing sidewalks, present challenges for those navigating Shasta Lake on foot or by wheelchair. Additionally, truncated domes at numerous curb ramps-

STUDENT WALKING HOME ON SHASTA DAM BOULEVARD ON ROADWAY WHERE SIDEWALKS EXIST ONLY PARTIALLY ON ONE SIDE OF THE STREET

used to assist those with limited or no sight—are in a poor state of repair creating a difficult environment to navigate on foot. The lack of safe walking connections to residential streets may encourage residents to drive to the downtown core for shopping and entertainment even if they live within reasonable walking distance. Improving the walking conditions in the downtown core and the connections to it may encourage more residents to walk and bike to school, work, or shopping.



TRUNCATED DOMES AT CURB RAMP IN DISREPAIR.

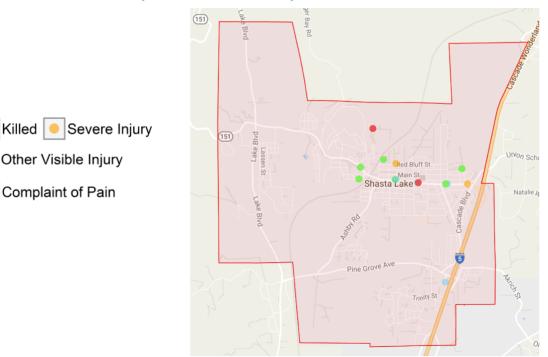
Lack of Comfortable Bicycle Facilities

While marked bicycle facilities do exist within the downtown core and on some arterial streets, these on-street facilities are located on roadways with high traffic speeds and volumes. Without providing physical separation, many people who wish to bicycle for transportation in Shasta Lake may not feel comfortable using the existing facilities next to vehicles travelling 40-50 MPH.



LAKE BOULEVARD NEAR PUBLIC SCHOOL WITH POSTED 50 MPH SPEED LIMIT, NO SIDEWALKS, AND FADED SHOULDER BICYCLE LANE.

Shasta Lake's Pedestrian & Bicyclist Collision History

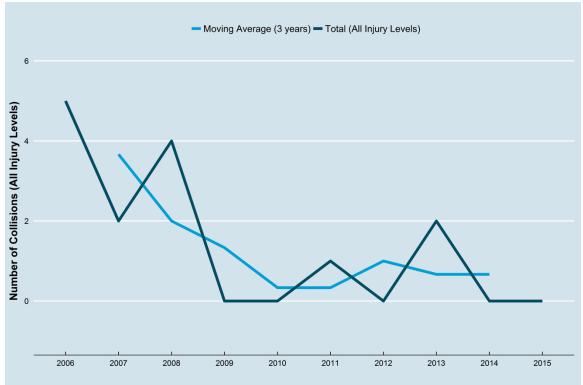


2006-2015 PEDESTRIAN COLLISIONS IN THE CITY OF SHASTA LAKE. 2014 AND 2015 DATA ARE PROVISIONAL.

Between 2006-2015¹, there were 14 pedestrian collisions, including 2 fatalities and 2 severe injuries in the City of Shasta Lake, with collisions concentrated on Shasta Dam Boulevard. While the number of

¹ Please note that 2014 and 2015 collision data are provisional and not yet final.

collisions is relatively low relative to urban areas, the rate of injury crashes is higher, given the smaller overall population of the City of Shasta Lake. Shasta Lake is similar to other rural areas in this respect Over one-third (5 collisions, or 35.7%) of pedestrian collisions did not have a known or stated Primary Collision Factor. An additional one-third (5 collisions, or 35.7%) can be attributed to a driver violation, and 14.3% of pedestrian collisions (2 collisions) can be attributed to a pedestrian violation. Drivers' failure to yield to a pedestrian with the right-of-way in a crosswalk² and unsafe starting or backing accounted for the majority of the identified driver violations (4 collisions, or 80%). Over a third of collisions involved pedestrians walking in the roadway (including the shoulder) (5 collisions, or 35.7%), while over a quarter involved a pedestrian crossing not in a crosswalk at an intersection (4 collisions, or 28.6%) and one-fifth involved a pedestrian crossing not in a crosswalk³ (3 collisions, 21.4%). Over the 10-year period between 2006-2015, pedestrian collisions appear to be on a downward trajectory.



2006-2015 PEDESTRIAN COLLISIONS IN THE CITY OF SHASTA LAKE. 2014 AND 2015 DATA ARE PROVISIONAL.

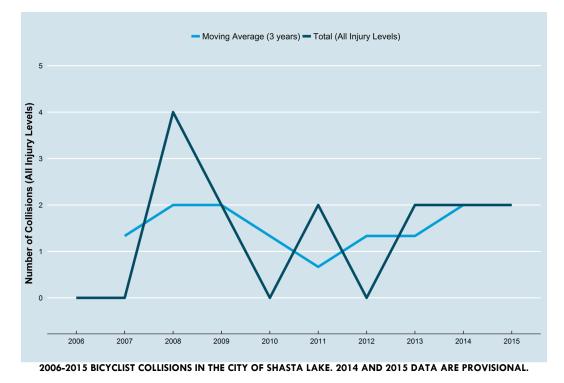
² Pedestrian Right-of-Way Violations are defined as instances where a driver fails to yield to a pedestrian in a marked or unmarked crosswalk when the pedestrian has the right of way (e.g., when the pedestrian has a "Walk" signal at a signalized intersection).

³ Pedestrians have the right-of-way in marked and unmarked crossings, and drivers are legally required to yield to pedestrians in these instances. However, when pedestrians cross outside of marked or unmarked crossings, pedestrians must yield the right-of-way to drivers. This is not the same as the term "jaywalking," which refers to crossing outside of a marked or unmarked crossing between two signalized intersections. A pedestrian is legally able to cross outside of a marked or unmarked crossing between two intersections where one or none of the intersections is signalized but only if the pedestrian yields the right-of-way to oncoming drivers.



2006-2015 BICYCLIST COLLISIONS IN THE CITY OF SHASTA LAKE. 2014 AND 2015 DATA ARE PROVISIONAL.

Between 2006-2015⁴, there were 14 bicyclist collisions, including 1 severe injury in the City of Shasta Lake, with collisions concentrated on Shasta Dam Boulevard, Lake Boulevard, and Cascade Boulevard. Nearly half of bicyclist collisions can be attributed to drivers and/or bicyclists failing to obey traffic signals and signs (6 collisions, or 42.9%), while over a quarter can be attributed to a violation of the driver's right-of-way (4 collisions, or 28.6%). In recent years beginning in 2011, bicyclist collisions appear to be on an upward trajectory.



⁴ Please note that 2014 and 2015 collision data are provisional and not yet final.

SEPTEMBER 28 WORKSHOP



The City of Shasta Lake staff requested a workshop to 1) provide City/County staff, community organizations, and residents with a toolkit for promoting pedestrian and bicyclist safety to inform current and future active transportation efforts for the community; 2) strengthen the open and collaborative relationship between community-based organizations, residents, and City/County agencies; and 3) develop consensus regarding

PARTICIPANTS LEARNING THE 6 E'S APPROACH TO PEDESTRIAN & BICYCLIST SAFETY

pedestrian and bicyclist safety priorities and actionable next steps for the City of Shasta Lake. Additionally, Caltrans District 2 leveraged the workshop to seek feedback from participants on an upcoming sidewalk improvement project along Shasta Dam Boulevard.

The September 28 workshop was hosted from 12:00 pm-5:00 pm at the Wintu Cultural Center with lunch provided to encourage community resident participation. Colette Curtis—Administrative Analyst in the Town Manager's Office for the Town of Paradise—also joined the workshop to share her experiences with pedestrian safety action planning, including her participation in and outcomes of the 2013 Paradise CPBST workshop. Ms. Curtis shared how the CPBST workshop catalyzed community action to pursue and implement numerous pedestrian and bicyclist safety improvements,



COLETTE CURTIS FROM THE TOWN OF PARADISE SHARES THE TOWN'S EXPERIENCE AS A 2013 CPBST SITE AND ACCOMPLISHMENTS SINCE THE CPBST WORKSHOP.

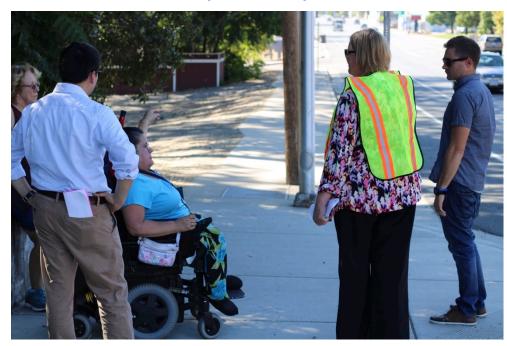
including implementing a road diet on Skyway Boulevard with enhanced pedestrian crossings, receiving in-kind donations from the Rotary Club and PG&E for beautification elements on Skyway Boulevard

(planters, benches, trash receptacles), revitalizing downtown as a vibrant commercial corridor, launching their first downtown-focused walking event (Wine in the Pines), and securing \$9.2 million from the state Active Transportation Program (ATP) to implement various pedestrian and bicyclist safety infrastructure improvements.

Eighteen (18) individuals attended the workshop, representing a wide variety of organizations, City/County agencies, and the community-at-large, including:

- City of Shasta Lake, Development Services Department;
- Caltrans District 2;
- City of Redding, Public Works Department;
- Heritage Roasting Company;
- The McConnell Foundation;
- Redding Area Bus Authority;
- Shasta County Public Health Department;
- Shasta Damboree;
- Shasta Lake Chamber of Commerce;
- Shasta Living Streets;
- Shasta Regional Transportation Agency (SRTA);
- Local Business Leaders; and
- Local residents and community leaders who serve on numerous local community boards and commissions.

Reflections from Walkability & Bikeability Assessment



PARTICIPANTS DISCUSS OBSERVATIONS DURING WALKABILITY ASSESSMENT.

Walkability and bikeability assessments were conducted along Shasta Dam Boulevard, the City's main thoroughfare where residents and visitors walk and bike to/from home, businesses, and other community services, with one group traveling further afield to evaluate Lake Boulevard at Shasta Dam Boulevard. Participants were asked to 1) observe infrastructure conditions and the behavior of all road users; 2) apply strategies learned from

the 6 E's presentation that could help overcome infrastructure deficiencies and unsafe driver, pedestrian, and bicyclist behavior in and around the City; and 3) identify positive community assets and



SIDEWALK ABRUPTLY ENDS DURING WALKABILITY ASSESSMENT.

strategies which can build upon these assets. Following the walkability and bikeability assessment, the participants shared the following reflections:

• Lack of Shade Along Sidewalks & At Intersections: Participants noted the lack of shade during the walkability assessments as a barrier for many people who could walk, but currently do not, in and around the downtown area. Participants highlighted the need for either additional shade trees or shade structures.

• Few Crossing Opportunities: Participants highlighted that they felt there were few existing crossing opportunities along Shasta Dam Boulevard, given the businesses and other community resources that exist on both sides of the Boulevard. Participants also noted that they have observed underuse of the existing marked crossings, which may warrant additional safety enhancements to encourage their use.

• High Traffic Speeds & Volumes: Participants agreed that Shasta Dam Boulevard experiences high traffic volumes as the City's main

east-west thoroughfare, including high amounts of freight traffic. The high traffic volumes and speeds contributed to a noisy atmosphere that may deter people from walking and biking. Participants noted that despite being signed for a lower speed in the downtown core, the high posted speed limits (45-50 MPH) at either end of the downtown core appear to result in drivers generally driving at the higher speed limits for the entire corridor.

- Discontinuous, Obstructed, & Poorly Maintained Sidewalks: Participants noted several locations where sidewalks were obstructed by utility poles and overgrown vegetation.
 Sidewalks, particularly as they connect to neighborhood streets, are either lacking or discontinuous. Lastly, poor sidewalk maintenance results in accumulated trash and debris, as well as uplifted portions due to tree roots.
- Placemaking Opportunities with Existing Assets: Participants highlighted several existing community features they would like to build off of to create an increased sense of place



NAVIGATING SIDEWALK OBSTRUCTIONS DURING WALKABILITY ASSESSMENT.

in Shasta Lake, including the Veterans Memorial Park (at the start of the downtown Shasta Dam Boulevard couplet), the mural at the Redding Area Bus Authority (RABA) bus stop, the stormwater bridge, Clair Engle Park, and the BMX and soccer facilities at Margaret Polf Park.

• Need for Visitor Wayfinding: During the assessment, participants noted that the lack of oneway signage on the couplet section of Shasta Dam Boulevard. While residents are aware that each leg of the couplet is a one-way street, this is configuration is not readily apparent to visitors, particularly due to the lack of signage and gore markings at the eastern entrance to the couplet, as drivers head west. Participants proposed that the addition of one-way signage, as well as other wayfinding signs pointing to tourist-oriented services and resources, as a shortterm fix to better orient visitors to safely navigate the City of Shasta Lake.



STRETCH OF LAKE BOULEVARD (50 MPH POSTED SPEED LIMIT) LACKING SIDEWALKS THAT STUDENTS REGULARLY TRAVERSE ON FOOT TO/FROM SCHOOL, HOME, AND NEIGHBORHOOD CONVENIENCE STORE.

Community Resident Recommendations

Following the walkability and bikeability assessments, Cal Walks facilitated two rounds of small-group action planning discussions. Workshop participants were tasked with developing concrete recommendations to improve pedestrian safety and walkability and bikeability in Shasta Lake in response to targeted questions related to City of Shasta Lake policies (new and existing); brainstorming transformative community projects that will be competitive for state and federal funding programs; interim pedestrian and bicycle safety improvements (low-cost, quick build); and priorities for the upcoming GoShasta regional Active Transportation Plan. Workshop participants generated numerous recommendations (see Appendix A for a summary of group discussions and recommendations), though the group reached broad consensus on the following recommendations:



PARTICIPANTS DISCUSSING PRIORITIES FOR THE CITY OF SHASTA LAKE

- Policy Changes
 - Adopt a resolution declaring that investments in walking and bicycling are a priority for the City of Shasta Lake and that the City commits to pursuing all potential funding sources for walking and biking projects.
 - Require consistency of the City's Capital Improvement Program (CIP) with the to-beadopted General Plan on an annual basis. The updated General Plan will include goals related to complete streets, walking, and bicycling, and the City's CIP investments should work to further those goals.
 - Establish a policy specific to the City of Shasta Lake regarding the frequency of marked crossings.
 - Evaluate minimum parking requirements in the zoning code and develop new minimum (or even maximum) parking requirements following study of existing parking utilization rates to establish a minimum threshold requirement.

• Transformative Project Ideas

- Participants voiced strong support for focusing competitive grant applications on comprehensive transformations of priority streets that include a package of pedestrian and bicyclist safety improvement components including pedestrian-scale lighting.
- While the details varied by group, there was broad consensus that the City should focus on establishing an East-West Complete Streets Corridor and a North-South Complete Streets Corridor.
- For the east-west corridor, participants identified Shasta Dam Boulevard as the most appropriate street, with a priority on the downtown to Toyon School segment, which would connect the community to the existing BMX and soccer fields at Polf Park and Shasta Dam.

- For the north-south corridor, participants did not identify a specific street, but they did identify the need to connect downtown to the Gateway Greenbelt and then beyond to the existing Sacramento River Trail system.
- Interim, Low-Cost, Quick-Build Strategies
 - Participants identified the following low-cost, quick-build strategies the City and Caltrans should pursue in the short-term in tandem with ongoing maintenance or other capital improvement projects:
 - Signage: one-way signage, gore markings, and warnings (potentially "Do Not Enter" signs) on Shasta Dam Boulevard on the couplet section; updated fluorescent yellow/green school signage
 - Enhanced Pedestrian Crossings: upgrading existing standard crosswalks to highvisibility markings; installing rectangular rapid flashing beacon (RRFB) at the Taco Shop crossing; evaluate possibility of decorative/art crosswalks
 - Code Enforcement: Notify property owners to keep sidewalks clear of overgrown vegetation and sandwich board signs

• Priorities for GoShasta Plan

- Participants discussed and identified the following priority destinations that should be connected by the regional walking/biking system developed as part of the GoShasta Plan:
 - City of Shasta Lake to Shasta College
 - City of Shasta Lake to Redding (via existing trail systems: Sacramento River Trail, Bureau of Land Management (BLM) trails)
 - City of Shasta Lake to Shasta Dam
 - Improving the "4 Corners" Area at Lake Boulevard and Shasta Dam Boulevard: implement wayfinding; construct a rest area/parking lot to encourage walking and biking to Shasta Dam rather than driving

California Walks/SafeTREC Recommendations

California Walks and SafeTREC submit the following recommendations for consideration by community advocates, the City of Shasta Lake, and Caltrans:

- Pilot a Separated Bikeway (Class IV Bikeway or Cycle Track) on Shasta Dam Boulevard: Shasta Dam Boulevard has excess parking supply on both sides of the street through downtown Shasta Lake. We recommend that Caltrans work with the City of Shasta Lake to evaluate and implement a pilot separated bikeway on Shasta Dam Boulevard to create safer, more inviting conditions for residents to bike to/from the downtown core. This pilot would align with residents' expressed priority for Shasta Dam Boulevard to be reimagined as the community's major east-west complete streets corridor.
- First/Last Mile Connections—Improve Pedestrian and Bicyclist Access to Transit: RABA Route 1 goes through the City of Shasta Lake in a one-way loop. We recommend that Caltrans, RABA, and the City of Shasta lake work together to prioritize safe access to bus stops for those on foot (typically within ¼-mile) and those on bike (typically within ½-mile), with particular focus through the downtown core and key destinations including schools and parks and. Safe access improvements could include improved, high-visibility crossings at current crossing locations; additional crossings to facilitate access to transit and nearby destinations; and complete sidewalk networks within a ¼-mile radius of RABA Route 1.

ACKNOWLEDGMENTS

We would like to thank the City of Shasta Lake for inviting us into their community and for hosting the Community Pedestrian and Bicyclist Safety Training. Thank you to Debbie Israel, Anne Thomas, and Keith Williams for their full commitment to and leadership of community-driven transportation planning and meaningful engagement with community residents. We would also like to thank the Wintu Tribe of Northern California for generously donating the meeting space for the workshop and Debbie Israel for generously donating lunch for workshop participants.

We would like to acknowledge the community members and City, County, and State agency staff whose attendance at and participation in the workshop and dedication to pedestrian and bicyclist safety meaningfully informed and strengthened the workshop's outcomes.

Funding for the Community Pedestrian and Bicyclist Safety Training program was provided by a grant to the University of California at Berkeley Safe Transportation Research & Education Center (SafeTREC) from the California Office of Traffic Safety through the National Highway Traffic Safety Administration.

Appendix A: Transcription of Small Group Action Planning Discussions

Торіс	Group 1	Group 2	Group 3
Policy Changes	 5-year Capital Improvement Program: review every year for General Plan consistency Planning commission once a year checks to see if Public Works Capital Improvement Program is consistent with General Plan; Reports to City Council 	 Priority 1: Make walking/biking a priority Priority 2: Always pursue non- motorized funding; Has Shasta Lake ever applied for ATP funding? Priority 3: Consistent sidewalks from Locust West Priority 4: Avoid obstructions (light posts, bushes, sign boards from businesses) on sidewalks Priority 5: make crosswalks more visible Other ideas Pave more streets in residential areas Education for safe walking/biking campaign Consider walking/biking with street maintenance for lines Street sweeping Bikes ≠ gravel Slower speed limit Reuse design standards (current) and serve non- drivers Daylighting Lack of crosswalks 	 Priority 1: Frequency of marked crosswalks Priority 2: Re-examine parking requirements Priority 3: Examine existing "use rate" of parking and repurpose land use if below agreed upon threshold Other Ideas Daylighting Adopt alternative design guides Maximum lane width and/or roadway width Reserve X% of project funds for artistic enhancements Fundraise for paint or other low-cost projects No right-turn only lanes

Transformative Project Ideas	 Downtown to Dam Project Smooth ADA compliant trail— paved; Investigate possibility of homeland security funding; Check General Plan Update; From Shasta Dam Blvd go behind Mountain Lakes School-back trail to Centimudi Boat Ramp area; Areas for parking across from little league park/side of Toyon property; 2 part project: 1) Downtown to past Toyon property/Polf Park 2) Secure federal funds for Toyon property up Lake Blvd to Shasta Dam Margaret Polf Park Trail: needs to be ADA compliant and to go across Blvd. to hook into trail to Shasta Dam area 	 Submit to ATP 1) Pedestrian improvement package; bike/walk route from City to Shasta Dam and BMX park 2) Route lighting along 151 from train trestle to BMX M. Polf Park 3) Sidewalk and infrastructure for trees from Cascade to train trestle 4) North south trail along Churn Creek-Shasta College to Lake Shasta near Mtn Gate 	 1) North-South Regional connections: e.g., from Downtown Shasta Lake to "Gateway Greenbelt" and beyond to Sacramento River Trail 2) East-West: Shasta Dam Blvd. with trees, cycle tracks, connectors to community resources Other Ideas Community connector: parallel to railroad? Easement; Ashby Rd. (possibly) to Pine Grove
Interim, Low-Cost, Quick-Build Strategies	 Priority 1: Pedestrian signal at Shasta Dam Blvd. and Shasta St. (near Taco Shop) Priority 2: Encourage businesses/private property owners to keep sidewalks clear and clean. Weeds, dumpsters, sign Other Ideas 	 Priority 1: More visible crosswalks with school signage; Lake and Shasta Dam Blvd. Priority 2: Trim back shrubs, grasses that impede sidewalks routinely Other Ideas One-way signs; Locust and 	 Priority 1: Artfully enhanced crosswalks Priority 2: advance warning safety signage/marking Other Ideas Painted bulbouts Inexpensive traffic circles Painted intersections as traffic calming

	 Continental crosswalks Repair truncated domes to comply with ADA/grade changes between Taco Shop and Rite Aid Take power poles out of sidewalks 	 Shasta Dam Blvd.; Heritage Coffee, Sunshine Market A tree pilot project "A cooler happier town" Street sweeping to remove gravel (dangerous for bicyclists) Caltrans: pedestrian island by Ashby and Shasta Dam Blvd.; bike lanes to Shasta Dam on Lake Blvd. 	 Reduce turning radii w flexible bollards and paint Safety/refuge islands with paint and/or concrete curbs
Priorities for GoShasta Plan	 Priority 1: wayfinding and stopping spot at 4 corners (Shasta Dam Blvd. and Lake) Priority 2: Downtown to Margaret Polf Park; kids should feel safe to bike there 	 Priority 1: Route from City of Shasta Lake to Shasta College— bike/walk safely Priority 2: City of Shasta Lake to Redding trails, BLM trails, Shasta Dam Other Ideas: Shasta Dam to City of Shasta Lake 	 Priority 1: Shasta Lake to Sacramento River Trail Priority 2: Shasta Lake to Shasta College Priority 3: Acid Canal (Bike & Ped) Other Ideas: Shasta Lake to The Lake Shasta Lake to Redding