



Bicycle and Pedestrian Advisory Committee Meeting Agenda Thursday, February 13, 2020 5:30 p.m.

Chair: Matt Turner
Vice Chair: Kristi Marleau

Staff Liaisons: [Carolyn Clevenger](#), [Chris G. Marks](#)
Public Meeting Coordinator: [Angie Ayers](#)

1. Call to Order

2. Roll Call

3. Public Comment

4. BPAC Meeting Minutes Page/Action

4.1. [Approve November 21, 2019 BPAC Meeting Minutes](#) 1 A

5. Regular Matters

5.1. [Caltrans District 4 Pedestrian Plan Update](#) 7 I

5.2. [Alameda County Safe Routes to Schools Program Update](#) 9 I

5.3. [2020 Countywide Transportation Plan: Needs Assessment for Active Transportation](#) 35 I

6. Staff Reports

6.1. [2019 Performance Report](#) 45 I

7. Member Reports

7.1. [BPAC Calendar](#) 49 I

7.2. [BPAC Roster](#) 51 I

8. Adjournment

Next Meeting: Thursday, April 30, 2020

Notes:

- All items on the agenda are subject to action and/or change by the committee.
- To comment on an item not on the agenda (3-minute limit), submit a speaker card to the clerk.
- Call 510.208.7450 (Voice) or 1.800.855.7100 (TTY) five days in advance to request a sign-language interpreter.
- If information is needed in another language, contact 510.208.7400. Hard copies available only by request.
- Call 510.208.7400 48 hours in advance to request accommodation or assistance at this meeting.
- Meeting agendas and staff reports are available on the [website calendar](#).
- Comments from the public on agenda items must be received no later than 48 hours before the meeting in order to be distributed to BPAC members in advance of the meeting.
- Alameda CTC is located near 12th St. Oakland City Center BART station and AC Transit bus lines. [Directions and parking information](#) are available online.



Alameda CTC Schedule of Upcoming Meetings for February and March 2020

Commission Chair

Mayor Pauline Russo Cutter,
City of San Leandro

Commission Vice Chair

Councilmember John Bauters,
City of Emeryville

AC Transit

Board Vice President Elsa Ortiz

Alameda County

Supervisor Scott Haggerty, District 1
Supervisor Richard Valle, District 2
Supervisor Wilma Chan, District 3
Supervisor Nate Miley, District 4
Supervisor Keith Carson, District 5

BART

Vice President Rebecca Saltzman

City of Alameda

Mayor Marilyn Ezzy Ashcraft

City of Albany

Mayor Nick Pilch

City of Berkeley

Mayor Jesse Arreguin

City of Dublin

Mayor David Haubert

City of Fremont

Mayor Lily Mei

City of Hayward

Mayor Barbara Halliday

City of Livermore

Mayor John Marchand

City of Newark

Councilmember Luis Freitas

City of Oakland

Councilmember At-Large
Rebecca Kaplan
Councilmember Sheng Thao

City of Piedmont

Mayor Robert McBain

City of Pleasanton

Mayor Jerry Thorne

City of Union City

Mayor Carol Dutra-Vernaci

Executive Director

Tess Lengyel

Commission and Committee Meetings

Time	Description	Date
2:00 p.m.	Alameda CTC Commission Meeting	February 27, 2020 March 26, 2020
9:00 a.m.	Finance and Administration Committee (FAC)	March 9, 2020
9:30 a.m.	I-680 Sunol Smart Carpool Lane Joint Powers Authority (I-680 JPA)	
10:00 a.m.	I-580 Express Lane Policy Committee (I-580 PC)	
10:30 a.m.	Planning, Policy and Legislation Committee (PPLC)	
12:15 p.m.	Programs and Projects Committee (PPC)	

Advisory Committee Meetings

1:30 p.m.	Joint Paratransit Advisory and Planning Committee (PAPCO) and Paratransit Technical Advisory Committee (ParaTAC)	February 24, 2020
1:30 p.m.	Alameda County Technical Advisory Committee (ACTAC)	March 5, 2020
5:30 p.m.	Independent Watchdog Committee (IWC)	March 9, 2020
9:30 a.m.	Paratransit Technical Advisory Committee (ParaTAC)	March 10, 2020
1:30 p.m.	Paratransit Advisory and Planning Committee (PAPCO)	March 23, 2020

All meetings are held at Alameda CTC offices located at 1111 Broadway, Suite 800, Oakland, CA 94607. Meeting materials, directions and parking information are all available on the [Alameda CTC website](http://www.AlamedaCTC.org). Meetings subject to change.



Bicycle and Pedestrian Advisory Committee Meeting Minutes Thursday, November 21, 2019, 5:30 p.m.

4.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

1. Call to Order

Bicycle and Pedestrian Advisory Committee (BPAC) Chair Matt Turner called the meeting to order at 5:30 p.m.

2. Roll Call

A roll call was conducted and all members were present with the exception of Liz Brisson, Jeremy Johansen, Howard Matis, and Ben Schweng.

Subsequent to the roll call:

Jeremy Johansen and Ben Schweng arrived during item 5.1.

3. Public Comment

There were no public comments.

4. BPAC Meeting Minutes

4.1. Approve September 5, 2019 BPAC Meeting Minutes

David Fishbaugh made a motion to approve this item. Kristi Marleau seconded the motion. The motion passed with the following votes:

Yes: Fishbaugh, Hill, Marleau, Murtha, Turner

No: None

Abstain: None

Absent: Brisson, Johansen, Matis, Schweng

5. Regular Matters

5.1. 2020 Countywide Transportation Plan: Approach

(This item was presented after 5.3)

Carolyn Clevenger presented this item and noted that staff have been working with the Commission since January to develop an approach to the long-range Countywide Transportation Plan (CTP). Ms. Clevenger shared that the 2020 CTP will have a 2050 horizon and will also be included in the Regional Transportation Plan. She noted that the final CTP, once adopted in October 2020, will include: a Vision and Goals, Needs Assessment, Gaps Analysis, and Project Screening. She also noted there will be multiple opportunities for stakeholder engagement before the plan is adopted.

Feliz Hill asked if there are additional changes from the 2016 CTP. Ms. Clevenger said yes, the 2016 CIP did not narrow down and prioritize projects.

This item is for information only.

5.2. I-80/Ashby Avenue (SR-13) Interchange Improvement Project Update

(This item was presented before item 5.1)

Chris Marks noted that Susan Chang and John Kenyon with TY Lin will provide a status update and receive feedback from the committee on the bicycle and pedestrian facilities for the I-80/Ashby Avenue (SR-13) Interchange Improvement project. Ms. Chang provided a brief update on the I-80/Gilman Interchange project, last presented to BPAC in October 2017. She noted that the environmental dwas cleared in June 2019, and concurrent design was being done with input from weekly stakeholder workshops that were held with the cities of Albany and Berkeley. Ms. Chang noted that the project is at 95 percent design and the project will go out for bid next year to be followed by construction. Regarding the I-80/Ashby Avenue Interchange Improvement Project, Ms. Chang stated the scoping meeting was held in May and the project is currently going through the screening process. A bicycle and pedestrian stakeholder group has been formed with the cities of Emeryville and Berkeley to collect specific input on the active transportation elements of the intersection reconfiguration. John Kenyon presented this agenda item and provided an update on the project background, timeline, status, and key design challenges and issues. Mr. Kenyon requested BPAC to provide input/feedback.

Dave Murtha asked how will the land around the intersection will be used. Mr. Kenyon stated that the project team is having discussions with Caltrans about a vista point and that the project would go beyond traditional landscaping. Ms. Chang stated that it's expected that the land will stay a Caltrans Right-of-Way and will remain for public use.

Dave Murtha asked which of the at-grade crossings would be signalized. Mr. Kenyon said currently it's a signalized intersection with no turn on red in each option, and Ms. Chang stated that a full intersection analysis will need to be done.

Dave Murtha asked if the diverging diamond intersection configuration would run bicycle and pedestrian facilities down the center of the diamond or will the approach be similar to the tight diamond. Mr. Kenyon stated that the they have a free-flow high speed movement so you do not want people crossing travel lanes. Brian Ray stated that it would be more exposure and putting it in the middle is a way to mitigate the exposure and the number of conflict points.

Ben Schweng asked if elevation can be gained on 65th for Option C. Mr. Kenyon said you could; however, it would require a significant land acquisition.

Ben Schweng commented that the ramp turns should be widened. The bicycle turns should open up by 10 to 12 feet and that the design should include treatments to account for the nearby homeless population.

Feliz Hills asked if Option C was designed to meet American Disabilities Act requirements. Mr. Kenyon said yes, and that gentle grades also allow a more comfortable experience for all users.

Matt Turner encouraged changing the turn width to handle things like cargo bikes which may grow in popularity in the future. He also noted that crime prevention through environmental design is important especially for this intersection.

A public comment was heard from Jonathan Singh resident of Emeryville and he strongly supports a separated bicycle and pedestrian crossing and suggested a more limited re-design of the intersection for vehicles.

A public comment was heard from Preston Jordan. He noted that the process used for the I-80/Gilman Interchange project was successful and will benefit this project as well. He suggested considering user volumes like those on nearby University Avenue overcrossing which has no motorist traffic crossings.

This item is for information only.

5.3. San Pablo Avenue Multimodal Corridor

(This item was presented after 5.2)

Carolyn Clevenger provided a project update and requested input on the San Pablo Avenue Corridor Project. Ms. Clevenger noted that in February 2019 staff presented BPAC with different alternative concepts that were taken into outreach. She presented a project status update and schedule, the results of outreach efforts conducted in Spring 2019, and a summary of the technical analysis along with the next steps.

Ben Schweng asked about total throughput with a bus-only lane versus two auto travel lanes. Ms. Clevenger said the alternative with two auto lanes has the highest person-throughput and noted that as automobile performance degrades the bus did not pick up enough passengers to make up the loss of auto capacity.

Ben Schweng commented on parking needs in the area that should be paired with development. He also stated that potential business owners will not be able to come in without parking being available. Ms. Clevenger stated that Berkeley and El Cerrito business communities were especially vocal about parking loss. El Cerrito has decreased parking requirements for new housing developments and is concerned about parking loss on San Pablo.

Feliz Hill asked what pedestrian improvements are requested by cities. Ms. Clevenger stated that maintenance was an issue especially for the median. Other concerns are lighting, cross walk improvements, and cleaning up star intersections in Oakland.

Kristi Marleau commented that Concept A2 is Bike East Bay's preference and she requested staff to explain the trade-offs for bike and bus-only lanes vs. other options.

Ms. Clevenger said it difficult is enforce side-running bus and there are concerns with intersection delays at major intersections. Benefits for side-running bus lanes are more room at intersections, constructability and some see side bus stop locations as easier to access for pedestrians.

David Fishbaugh asked if the project will use a variety of concepts to treat the different parts of the corridor and how will the concepts be merged. Ms. Clevenger stated that the team will look at as much consistency as possible, while respecting local context.

Ben Schweng asked if the models consider parking and double parking. Adam Dankberg from Kimley-Horn stated that double parking is not accounted for in the countywide travel model used. He noted that some enforcement technologies are emerging that may reduce double parking.

Jeremey Johansen asked how much space was required for a bus stop in the median. Mr. Dankberg stated that at a minimum of 10 feet for one direction and 14 feet for stops serving both directions. He noted that this will also accommodate people with disabilities. Mr. Johansen asked how does this compare to side-running. Mr. Dankberg said that 13 feet were required for a stop for side-running buses. Ms. Clevenger stated that during outreach seniors and people with disabilities reported they are not comfortable with median stops.

Jeremey Johansen asked if there would be bus shelters. Mr. Dankberg said yes, for rapid stops.

Ben Schweng commented bus shelters are best in the center to discourage encampments.

Matt Turner noted deciding between center and side for the bus is challenging. The center bus is a lot of work and has higher costs to businesses and public works. Mr. Turner commented that in regards to bicycles he suggested extending side walks to provide more protection. He stated concerns around driveways, but they can be overcome with established design. Mr. Turner said that enforcement on side-running bus is critical to preserving bus performance.

A public comment was heard from Jonathan Singh. He said he supports Concept A with the bus in the center lanes. He encouraged including protected and continuous bicycle lanes along the length of the corridor.

A public comment was heard from Preston Jordan. He stated that he addressed a letter to BPAC three months earlier and the committee received it tonight. Mr. Jordan requested continuation of this item in the next meeting since the BPAC did not have an opportunity to read his correspondence in advance. Regarding the project, he requested to add Concept A3, with center-running bi-directional segment buses and remove Concept D.

A public comment was heard from Ian Macleod. He encouraged including protected and continuous bicycle lanes along the length of the corridor.

Dave Murtha commented that if a lane is dedicated for bicycles they should be separated to be protected from encroachment.

The committee discussed the delay in receiving written communications from the public for items on the agenda. They suggested staff should send the correspondence addressed to the BPAC, and which are received in advance of the meeting, so the BPAC members have time to review the correspondence. The BPAC also discussed continuing this item for discussion at the next meeting. Ms. Clevenger stated that staff will determine a method for distributing public communications to the BPAC. Regarding continuing the San Pablo Avenue Multimodal Corridor item in the February meeting, Ms. Clevenger stated that there are no decision being made, so it would be most helpful to start the next phase of project and bring this item back later when there is new information to share.

David Fishbaugh made a motion to receive public communications prior to BPAC meetings for items on the BPAC agenda. Matt Turner second the motion. The motion passed with the following votes:

Yes: Fishbaugh, Hill, Johansen, Marleau, Murtha, Schweng, Turner
No: None
Abstain: None
Absent: Brisson, Matis

This item is for information only.

6. Staff Reports

6.1. Caltrans District 4 Pedestrian Plan Update

Chris Marks gave an update on Caltrans District 4 Pedestrian Plan.

Ben Schweng requested a place to make a comment on resiliency and noted that Caltrans closes roads to cars, trucks, bicycles and pedestrians due to problems such as flooding; however, bicycles and pedestrians should be able to continue to travel the roads even if cars can't. Chris Marks noted that Caltrans is soliciting input on their pedestrian plan, and suggested Mr. Schweng provide feedback in that forum.

7. Member Reports

7.1. BPAC Calendar

The committee calendar is provided in the agenda packet for review purposes.

7.2. BPAC Roster

The committee roster is provided in the agenda packet for review purposes.

8. Meeting Adjournment

The meeting adjourned at 8:15 p.m. The next meeting is scheduled for February 13, 2020, at the Alameda CTC offices.

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Memorandum

5.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: February 6, 2020

TO: Bicycle and Pedestrian Advisory Committee

FROM: Chris G. Marks, Associate Transportation Planner

SUBJECT: Caltrans District 4 Pedestrian Plan

Recommendation

Receive information on the Caltrans District 4 Pedestrian Plan.

Summary

One of the main roles of the Countywide BPAC is to advise regional agencies as they develop and update countywide and regional Pedestrian and Bicycle Plans.

The California Department of Transportation (Caltrans) plans to complete its Pedestrian Plan for District 4 in 2020 and is currently seeking input from the BPAC as they prepare a draft of the plan. The plan identifies needs and prioritizes investments to improve pedestrian facilities on and across the state-owned transportation network for the nine counties of the Bay Area. Like the Caltrans District 4 Bicycle Plan, approved in 2018, the pedestrian plan will be guided by, and build on, the four goals of the California State Bicycle and Pedestrian Plan, Towards an Active California: Safety, Mobility, Equity, and Preservation. It will document existing conditions for pedestrians, analyze gaps and barriers, and develop a list of location-based needs (i.e. Projects) to address those gaps and barriers.

Caltrans has been using Street Story, an open community engagement tool to collect information about safety—including near misses and general hazards—developed by the Safe Transportation Research and Education Center. Alameda CTC staff distributed an informational flier on behalf of Caltrans for how to report information in Street Story to be included in the District 4 Pedestrian Plan at the November BPAC meeting. Caltrans staff will present the work completed to date at the February 13th meeting of the BPAC.

Fiscal Impact: There is no fiscal impact. This is an information item only.

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Memorandum

5.2

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: February 6, 2020

TO: Bicycle and Pedestrian Advisory Committee

FROM: Leslie Lara-Enríquez, Senior Program Analyst

SUBJECT: Alameda County Safe Routes to Schools Program Update

Recommendation

Receive an update on the Alameda County Safe Routes to Schools (SR2S) Program.

Summary

Periodically, Alameda CTC staff updates the Bicycle and Pedestrian Advisory Committee on the status of the Alameda County Safe Routes to Schools (SR2S) Program. The BPAC was last briefed on this program in October 2017—when staff kicked off a major overhaul of the program. This update includes a brief overview of the activities and changes implemented since the previous update, as well as the results of the first comprehensive program evaluation.

Program Background

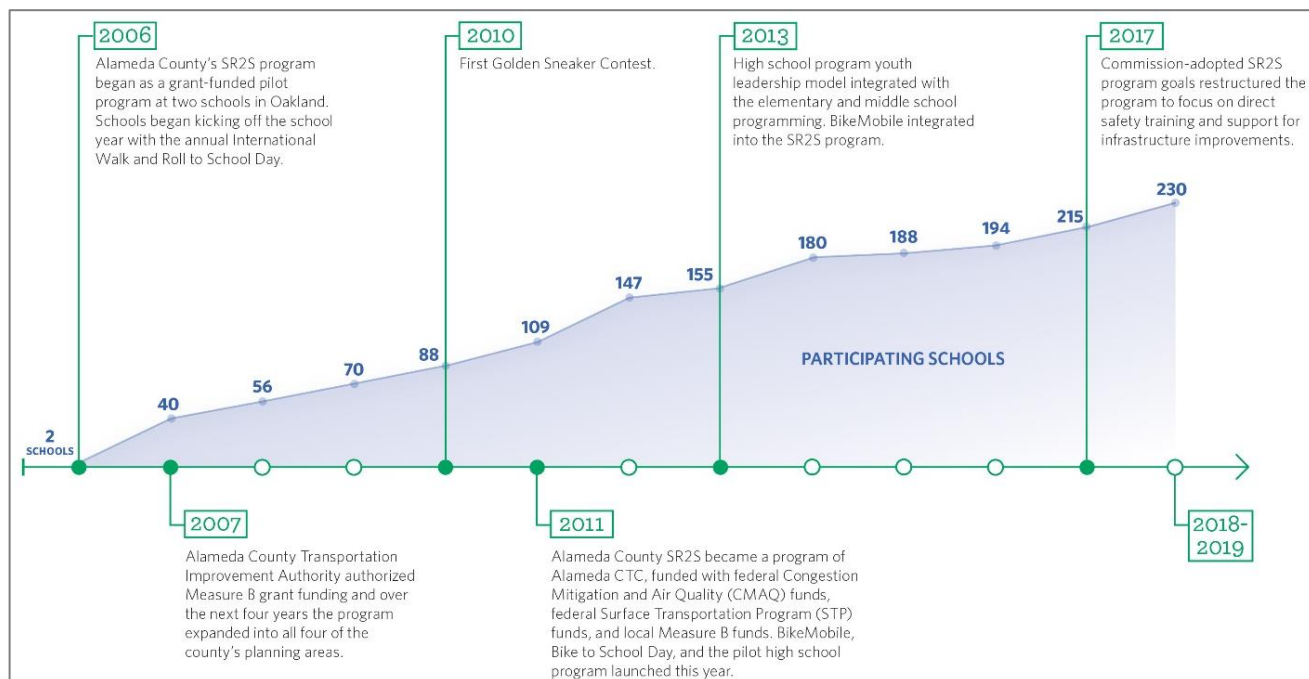
The SR2S Program promotes safe active (walking and rolling) and shared (carpooling and transit) transportation choices as fun and easy options for parents and students to travel to and from school. The program offers direct support and various program elements to public elementary, middle, and high schools in Alameda County, and it fosters partnerships and collaborates with school communities across the county to promote active and shared transportation options while emphasizing and teaching safety.

The program was established in 2006 through a Caltrans grant-funded pilot program. The following year, the Alameda County Transportation Improvement Authority (ACTIA) authorized \$1.3 million in Measure B funds to continue the program. The program is now administered and managed by the Alameda County Transportation Commission (Alameda CTC) and is funded through a combination of federal, state and local Measure B funds.

The program has changed and grown significantly over time (see Figure 1). Initially, resources focused on developing program elements while encouraging walking and rolling to school through three major encouragement events (International Walk and Roll

to School Day, the Golden Sneaker Contest, and Bike to School Day) held throughout the school year. As the program grew, additional innovative program elements (such as the Alameda County BikeMobile) were introduced; however, program resources continued to focus on encouragement events.

FIGURE 1. ALAMEDA COUNTY SR2S PROGRAM GROWTH AND MAJOR MILESTONES



In 2016, staff assessed the long-term viability and structure of the program. The findings from this assessment showed that rather than focusing on encouragement events, the program needed to be re-balanced among the Six E's framework of Safe Routes to School (Education, Encouragement, Engineering, Enforcement, Evaluation, and Equity) in order to ensure program success and sustainability. As a result, the Commission adopted a new policy and program framework in early 2017, which the Commission to adopt new program implementation goals. Attachment A lists the Commission-adopted goals and describes the work completed toward each goal.

One of the goals called for the prioritization of evaluation efforts at the school level to ensure that the program strives for continuous improvement, as well as to actively monitor program impact. Over the course of the last two school years, the program team worked to conduct the comprehensive program evaluation. The 2019 Evaluation Report is the first effort to conduct a comprehensive evaluation of the Alameda County SR2S Program and will be updated every two years. The biennial program evaluation is intended to guide Alameda CTC staff and the SR2S consultant team in:

1. Identifying efficiencies and the most successful program elements for different contexts, and
2. Identifying more or less successful program elements and recommending future improvements.

The report includes a robust analysis of the SR2S Program's growth, impact, and plans for the future—with the goal of continuously improving program elements and program effectiveness, and allocating resources most effectively and efficiently.

2018-19 School Year Program Delivery Achievements

The 2018-19 school year was the program's thirteenth year of promoting active and shared transportation choices to students and families. The program grew by approximately seven percent from the previous year for a total of 230 schools now enrolled in the program. Of those, 165 are elementary schools, 40 are middle schools, and 25 are high schools.

The program delivered nearly 2,000 individual activities and events—reaching over 97,000 students with in-school, hands-on training and hosting over 1,000 individual ongoing events throughout the county. These numbers exclude the program's reach at community events and events held off school grounds because participation is more difficult to track.

Additional successes from the 2018-2019 school year include:

- Almost 50 percent of schools participated in 1–5 events/activities and almost a quarter of the schools held between 6–10 events/activities
- 16 schools participated in more than 21 events/activities
- 215 SR2S Champions helped implement the program
- 137 schools participated in International Walk and Roll to School Day, with approximately 71 percent of students reported arriving via active or shared modes
- 89 schools participated in the Golden Sneaker Contest, and for the first time in program history a high school (San Leandro High) was awarded the Platinum Sneaker Award
- 106 schools participated in Bike to School Day and nearly 4,700 students reported arriving at school on their bike, scooter or skateboard
- 351 individual ongoing events were held throughout the county
- 28 students from 6 different high schools participated in the Youth Task Force
- 19 school safety assessments were completed in partnership with local jurisdictions

In addition, the rail safety education program—ACT Safely—was implemented thanks to a grant from the California Office of Traffic Safety. The program delivered rail safety education to over 2,800 students at 25 schools in central Alameda County. Furthermore, over 3,700 families and community members throughout Alameda County received rail safety education and information at parent meetings, community meetings and community events. For complete details on the implementation of the ACT Safely program see Attachment D.

Lastly, Alameda CTC was awarded a \$3.7 million regional Active Transportation Program (ATP) grant to provide a comprehensive active transportation program at 70 under-resourced schools in Alameda County that have never participated in the SR2S or similar programs. Alameda CTC is actively working to roll out the ATP-funded program elements.

The complete 2018-2019 Year-End Report is available at alamedacountysr2s.org/our-program/reports-and-resources/year-end-reports.

Alameda County Safe Routes to Schools 2019 Program Evaluation

As noted above, one of the goals adopted by the Commission in 2017 called for continuous evaluation of the SR2S program in order to ensure that it is context-sensitive and allows the program to adjust. As part of this work, staff developed an Evaluation Framework to guide the evaluation process and determined that a two-year data collection period would result in a more cost-effective and robust analysis.

At the same time, staff developed the various survey instruments and data collection methods that would inform the evaluation analysis. All survey instruments were developed specifically for the Alameda County SR2S Program, with the exception of the student travel tallies, which were based on the National Center for Safe Routes to Schools' student travel hand tally process. The evaluation report considered quantitative and qualitative data from the survey instruments, focus groups, school safety assessments, and general feedback from stakeholders.

Key Findings

The following themes emerged as the top findings from the overall program analysis:

- Administrators, SR2S Champions, local jurisdiction staff, parents, and students value the SR2S Program almost unanimously and see it as an asset for their schools.
- Driver behavior and a lack of safe walking and bicycling facilities near schools are major barriers to families using active modes.
- Other issues beyond transportation affect the commute choice. The Alameda County SR2S Program could help address other barriers to walking, rolling and shared travel by building partnerships.
- A one-size-fits-all approach may result in under-participation by under-resourced schools and/or a mismatch of program resources.

In addition to the overall program analysis, the evaluation team also dug deeper into four focus areas: mode, safety, program elements and participation. The mode analysis revealed that, on average, 31 percent of students at enrolled schools use active transportation options, while 13 percent use shared modes. In addition, 57 percent of families living within a quarter mile of their school currently use active modes. For the schools where longitudinal data was available, the analysis found that schools that have participated in the program over the last five years have increased use of active modes by three percent; increased shared mode use by four percent; and decreased driving alone by three percent.

In terms of safety, driver behavior—specifically, speeding—near schools emerged as the top concern keeping families from walking or rolling to school. Additionally, the absence of safe walking and biking infrastructure is a barrier keeping some students from using active modes to get to school, and crime and personal safety concerns were identified as significant barriers for students walking and biking to school. The analysis also found

that a significant proportion of parents/caregivers of elementary and middle school students report having concerns about letting their child walk, roll, or take transit, even with a trusted adult.

Related to participation and program elements, the analysis found that all areas of the county are served by the program, although some discrepancies in active program participation still exist. Also, the majority of schools enrolled in the program (85 percent) are active participants, meaning that they participate in at least one activity or event per year. The analysis also found that active SR2S Champions and supportive school administrators are essential to program success and program element implementation; however, Champion and school staff availability and turnover are major ongoing challenges. In addition, lack of parent support or interest emerged as the key barrier for organizing and implementing SR2S program elements in schools. Individual program element effectiveness was difficult to glean based on the current evaluation methodology and will require a revised evaluation strategy to accurately gauge effectiveness. The full Alameda County Safe Routes to Schools 2019 Program Evaluation Report and appendices are available at alamedacountysr2s.org/our-services/plan-an-event/evaluation.

Access Safe Routes Pilot Program Evaluation

During the 2017–18 school year, program staff launched the two-year Access Safe Routes Pilot Program, which aimed to increase program participation in historically under-resourced schools. The pilot provided highly-tailored, face-to-face support to participating schools to help identify and address the barriers to increased use of active and shared modes. At the same time, school site coordinators worked with the schools to build internal leadership that would result in a more sustainable program in the long term. Program staff also tested strategies to understand and address the needs of under-resourced schools in order to help these, and other under-resourced schools, successfully implement a SR2S program.

The pilot evaluation found that the Access Safe Routes Pilot Program implementation model successfully enabled under-resourced schools to participate in the Alameda County SR2S Program in higher proportions. For example, Access schools participated in SR2S program elements at a higher rate than non-Access schools, suggesting that the additional support offered through the Access Safe Routes Pilot Program stimulated increased participation. Additionally, during the program evaluation process, several Champions noted the importance of focused staff time and support from the SR2S program in their ability to offer program elements and engage with their schools.

Additional findings from the pilot evaluation include:

- Turnover of champions and school administrators can disrupt awareness of and support for the SR2S program, impeding schools from participating in events/activities from year to year

- Constrained resources and funding limitations at the schools impact the ability of under-resourced schools to participate in the SR2S Program
- In-person engagement was more effective, producing better and more responsive relationships
- Infrastructure improvements were identified as an important step in increasing walking and biking to school

The findings from the Access Safe Routes Pilot Program evaluation helped inform the recommendations to the overall program as outlined below. The ATP grant funding secured by Alameda CTC in 2019 is specifically focused on expanding the Access Safe Routes Program. The complete Access Safe Routes Pilot Program report is included as an appendix to the 2019 Evaluation Report available at alamedacountysr2s.org/our-services/plan-an-event/evaluation.

Next Steps

Based on lessons learned during this evaluation period, the evaluation team proposed the following recommendations to be considered for future program implementation. The timeframe for the recommendations considers activities that were already in progress (short-term) or that are achievable with existing resources and work plans (medium-term). Long-term recommendations may require additional resources.

Short-Term Recommendations (2019–20 School Year)

1. Continue focusing resources on direct student safety training, school safety assessments that identify infrastructure improvements near schools, and ongoing events that sustain behavior change.
2. Dedicate resources to address driver behavior near schools through development of new program elements or strategies, such as targeted age- and culturally-appropriate outreach campaigns and messaging, and/or coordinated enforcement efforts.
3. Dedicate resources to understand the barriers to participation for inactive schools already enrolled in the program and identify solutions to reduce those barriers.
4. Prioritize engaging parents as the transportation decision-makers to address parents' attitudes toward and concerns about walking, rolling, and transit use.
5. Track local investments in infrastructure near schools, particularly projects that were identified in the school safety assessments to better evaluate the impact of the assessments.

Medium-Term Recommendations (2020–21 School Year)

1. Increase targeted face-to-face outreach to schools in under-represented areas of the county, especially at districts with program enrollment below the countywide average.
2. Provide more tailored messaging to Champions and school administrators about the benefits of the SR2S Program and individual program elements.

3. Advocate for funding for infrastructure improvements near schools that reduce driving speeds (traffic calming) and provide separation between people walking, rolling, and driving.
4. Explore, develop and pilot program elements that could address the non-transportation barriers that impact families' transportation decisions, including building partnerships with other agencies/organizations around the county that work to address these barriers.

Long-Term Recommendations

1. Research best practices and develop strategies to identify high-reach, low-cost program elements that are most likely to sustain travel behavior change, such as an anti-speeding campaigns near schools.
2. Give priority to program offerings that are most effective at sustaining behavior change and impacting safety.
3. Identify opportunities to increase targeted face-to-face support for Champions and school administrators to facilitate their organizing and publicizing of SR2S events and activities.
4. Work with local jurisdiction partners to prioritize traffic calming and complete streets near schools.

Attachments:

- A. Alameda County SR2S Program Goals and Accomplishments to Date
- B. [Alameda County Safe Routes to Schools 2018-19 Year-End Report](#)
- C. [Alameda County Safe Routes to Schools 2019 Program Evaluation](#)
- D. California Office of Traffic Safety Pedestrian and Bicycle Safety Program Grant Final Report
- E. [School and District Snapshots](#)

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Alameda County SR2S Program Goals and Accomplishments to Date

Adopted by the Alameda CTC Commission in January 2017, the following desired program outcomes guide the Alameda County Safe Routes to Schools (SR2S) Program:

- » **Mode shift:** Increase use of active and shared transportation modes (rolling, walking, taking transit, and carpooling) to access schools and promote these as viable, everyday transportation options, and
- » **Safety:** Increase safe pedestrian and bicycling behaviors, decrease incidence of collisions, and increase student and parent confidence in safe walking, bicycling and/or transit riding abilities.

The Commission also adopted seven goals to guide program implementation. The table below highlights how the SR2S Program has been working to meet the Commission-adopted goals.

ALAMEDA COUNTY SR2S PROGRAM GOALS AND ACCOMPLISHMENTS

Goal	Summary of Work Towards Goal
1. Provide a comprehensive, equitable program in a fiscally responsible manner.	<ul style="list-style-type: none"> • Implemented an online Schools Database that allows for improved tracking of activities at schools and more effective coordination among the SR2S team. • Launched the Access Safe Routes Pilot Program to encourage greater participation by under-resourced schools. • Implemented scheduling guidelines for all program elements to ensure effective and geographically equitable distribution of resources. • Re-balanced the program among the Six E's to ensure delivery of a comprehensive program that increased focus on safety and elements that sustain behavior change.
2. Develop a core program where every student has access to age-appropriate bicycle and pedestrian safety training.	<ul style="list-style-type: none"> • Developed School Activity Plans in an effort to support schools in strategically planning their SR2S efforts. • Launched new program elements to increase access to age-appropriate programming, including ACT Safely (the rail safety program element), Travel Training, and Drive Your Bike 102. • Launched the Access Safe Routes Pilot Program to understand how to build sustainable programs and deepen our understanding of effective methods and strategies to implement SR2S programming at under-resourced schools.

Goal	Summary of Work Towards Goal
3. Establish and maintain strong, effective partnerships to foster program sustainability.	<ul style="list-style-type: none"> • Cultivated a robust network of school-based Champions (parent volunteers and school staff) who support program implementation at the school level. • Supported eight local SR2S Task Forces to increase coordination and support effective program implementation at the school level. • Convened local partner meetings to identify opportunities for coordination and to leverage existing resources. • Fostered partnerships with various relevant groups throughout the county, including the Alameda County SafeKids Coalition, the Child Injury Prevention Network – Bay Area, the Union City Family Center, the Eden Area Traffic Safety Committee, the Livable Streets Bucket in Ashland, and the Southern Alameda County Spare the Air Resource Team, to tap into existing structures and expand the impact of the program, and cross-leverage resources.
4. Support improvements to the built environment near schools to improve access and increase safety.	<ul style="list-style-type: none"> • Convened local jurisdiction staff to identify their needs in the SSA process and produce SSA reports that respond to those needs in order to increase the likelihood of implementation. • Strengthened partnerships and coordination with local jurisdiction staff to conduct and participate in SSAs, thereby increasing the likelihood of implementation of the improvement recommendations. • Enhanced the SSA process to include more robust data collection to support grant applications with the goal of implementing SSA recommendations. • Developed an SSA Toolkit in response to local jurisdictions staff's needs in order to increase the likelihood of implementation.
5. Encourage adoption of Safe Routes to Schools policies and curriculum within schools.	<ul style="list-style-type: none"> • Conducted research to identify best practices and model programs from across the region and the country. • Inventoried existing SR2S-supportive policies at the city and school district level throughout Alameda County.

Goal	Summary of Work Towards Goal
<p>6. Evaluate the SR2S Program at the school level so that it is context-sensitive and allows the program to adjust.</p>	<ul style="list-style-type: none"> • The 2019 Program Evaluation Report kicks off the first in an ongoing series of biennial comprehensive program evaluations. • The SR2S Program surveys students, parents, school administrators, SR2S Champions, and education activity participants to gauge program effectiveness and better understand school-level challenges and successes. • The 2019 Program Evaluation Report makes specific recommendations related to program participation, program elements, mode shift, and safety findings.
<p>7. Engage parents as transportation “decision makers.”</p>	<ul style="list-style-type: none"> • Developed a new and more strategic and comprehensive Communications Plan, which outlines the most effective communication tools to reach different audiences, with a particular focus on how to reach parents and the best messages to resonate with parents.

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Always look and listen for trains

Cross only at designated railroad crossings

Take your time – never race the train to the crossing or travel along the tracks

California Office of Traffic Safety

PEDESTRIAN AND BICYCLE SAFETY PROGRAM

GRANT

Final Report

PREPARED BY THE ALAMEDA COUNTY SAFE ROUTES TO SCHOOLS PROGRAM

OCTOBER 2019



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SECTION 1. INTRODUCTION

The Alameda County Safe Routes to Schools (SR2S) Program implemented a brand new program element—called ACT Safely—that delivers much-needed pedestrian and bike safety education curriculum with a focus on safety near railroad tracks funded by a grant from the California Office of Traffic Safety (OTS). The duration of the grant was October 1, 2018 to September 30, 2019, and was completed by a project team consisting of the Alameda County Safe Routes to Schools program manager and consultant staff.

The purpose of the program is to provide rail safety education to elementary, middle, and high school students who attend schools in Alameda County located within one mile of railroad tracks. In addition, the program aimed to engage the general community through presentations and educational programming to senior citizens (or “older adults”), adults, parents, teachers, and community members. The program was implemented through the following efforts:

- Developing an educational campaign that included a website, educational materials, and a National Rail Safety Week campaign
- Providing pedestrian and bicyclist rail safety presentations to students
- Providing pedestrian safety presentations to adults with a focus on parent groups and PTAs, as well as older adults
- Incorporating rail safety education into SR2S Task Force meetings
- Tabling at community events to share rail safety information and educational materials
- Distributing safety equipment, including bicycle helmets and lights

This report summarizes the efforts and accomplishments over the course of the one-year grant, as well as successes and challenges. Detailed information about specific events can be found in the quarterly reports submitted to OTS throughout the grant period.



SECTION 2. RAIL SAFETY PROGRAM DEVELOPMENT

Since this was the first time the Alameda County SR2S Program integrated rail safety into the SR2S Program, new materials had to be developed to communicate and share information about:

- The rail safety program
- How interested schools and community members could schedule events
- What actions students, families, and/or community members could take to improve safety around railroad tracks and trains

To implement the program, the project team developed a program brand and website, created a suite of educational materials, and conducted a media educational campaign during National Rail Safety Week in September 2019. Rail safety messaging was also integrated into other SR2S educational efforts and events throughout the year. The following sections describe each effort in more depth.

ACT SAFELY BRANDING

To begin this effort, the team developed the ACT Safely brand for the rail safety educational program, which included creating a logo and consistent messaging. The logo (Figure 1) and messaging focused on communicating three actions that individuals should take around tracks and trains:

- Always look and listen for trains
- Cross only at designated railroad crossings
- Take your time — never race the train to the crossing or travel along the tracks.



Figure 1. ACT Safely logo

The team created branding guidelines for the ACT Safely program to ensure consistency among materials and offer guidance to internal and external stakeholders about how and when to use logos, sponsorship language, and colors.

ACT SAFELY WEBSITE

In August 2019, the rail safety website launched as a sub-site (alamedacountysr2s.org/rail-safety) on the Alameda County SR2S Program website. It is a one-stop shop for all information about the program element, offering opportunities to schedule educational presentations, learn more about rail safety and rail service in Alameda County, view or print resources, and/or obtain rail emergency information.

EDUCATIONAL MATERIALS

Printable rail safety materials were created in coordination with Operation Lifesaver (OLI)¹ to support the ACT Safely program element. These materials are posted on the rail safety website and printed copies were available at presentations and events. These materials can be found online at alamedacountysr2s.org/rail-safety/act-safely-resources and include:

1. **ACT Safely: The Facts.** This brochure provides an overview of safe behaviors around tracks and trains for people walking, biking, and driving. It also provides program and emergency contact information.
2. **ACT Safely: Guide for Parents.** This flyer focuses on how parents should set a safe example for children around tracks and trains (see Figure 2).
3. **Soccer Field Poster.** OLI had previously created a poster about how many football fields it takes for a train to stop. This poster built upon this theme by using soccer fields to better tailor the messaging for students and families in Alameda County.

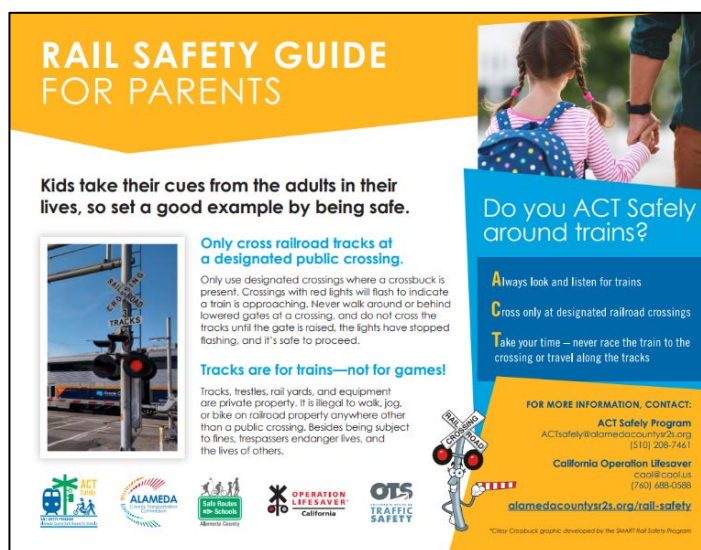


Figure 2. Rail safety flyer

4. **Do You ACT Safely?** This poster was targeted for middle school students and uses a railroad track and train image to show proper crossing behavior.
5. **What's Not Safe?** This activity sheet was adapted from Operation Lifesaver's materials and designed for elementary school students.

¹ Operation Lifesaver is the only nationally-recognized rail safety education organization authorized to develop rail safety educational curriculum by federal transportation administrations (FHWA, FTA, FRA). More information on Operation Lifesaver can be found at oli.org.

RAIL SAFETY WEEK MEDIA EDUCATIONAL CAMPAIGN

The Alameda County SR2S Program participated in National Rail Safety Week from September 22-28, 2019. The program sent out a media press release announcing the event and publicized the ACT Safely program through social media educational campaigns on both Twitter and Facebook.

In addition, schools were provided with sample newsletter text and materials to promote the event through their school newsletters and communications channels.



Figure 3. Rail Safety Week social media post on Twitter



SECTION 3. PRESENTATIONS AND EVENTS

A large portion of grant funds focused on teaching pedestrian and bicycling safety near railroad tracks to students and community members through presentations in schools, at community events, and in parent-focused forums. These presentations were led and facilitated by the Alameda County SR2S site coordinators, who completed the certification process and became Operation Lifesaver Authorized Volunteers (OLAVs). This certification involved completing an Authorized Volunteer E-learning (AVE) online training module and an eight-hour classroom training delivered by staff from California Operation Lifesaver (CAOL).

The OTS grant had set objectives for the number and types of presentations to be conducted, events to be attended, and materials to be distributed. Table 1 shows a summary breakdown of these requirements as well as what was completed over the course of the grant. More detail on each objective is described in the following sections.

Table 1. Summary and completion of OTS grant objectives

Objectives	Target	Total Completed	Achieved Target Goal
Conduct safety presentations (students)	25	25	Yes
Conduct safety presentations (adults and seniors)	25	23	Almost
Participate in community events	9	10	Yes
Participate in Safe Routes to School coalition meetings	4	4	Yes
Participate in educational safety campaigns	3	3	Yes
Distribute pedestrian safety equipment	N/A	500	Yes
Distribute bicycle safety equipment	N/A	387	Yes
Distribute, properly fit and inspect bicycle helmets	250	250	Yes

As shown in Table 1, nearly all the target amounts were achieved or exceeded. The team did not fully achieve the target for adult safety presentations (two out of 25 were not completed) due to last-minute cancellations at the end of the grant cycle.

PRESENTATIONS AND EVENTS

The following provides a detailed overview of all the events SR2S site coordinators attended, facilitated, and led over the course of the grant. This section is organized by the grant objectives listed in Table 1.

Conduct Safety Presentations (Target Audience: Students)

Site coordinators scheduled and conducted the following in-school presentations. The format of these presentations varied from in-classroom presentations to assembly-style presentations. **These presentations reached over 2,800 students over the course of the one-year grant.**

Goal: 25 presentations

	School	Date
1	Tennyson High (Hayward)	January 8, 2019
2	Winton Middle (Hayward)	February 14, 2019
3	Strobridge Elementary (Hayward)	April 12, 2019
4	Hillview Crest Elementary (Hayward)	April 17, 2019
5	Burbank Elementary (Hayward)	April 24, 2019
6	Madison Elementary (San Leandro)	April 24, 2019
7	Jefferson Elementary (San Leandro)	May 10, 2019
8	Park Elementary (Hayward)	May 14, 2019
9	Tyrrell Elementary (Hayward)	May 15, 2019
10	Lorenzo Manor Elementary (Hayward)	May 21, 2019
11	James Monroe Elementary (San Leandro)	May 22, 2019
12	Colonial Acres Elementary (San Lorenzo)	May 22, 2019
13	Washington Manor Middle (San Leandro)	May 22, 2019
14	Washington Elementary (San Leandro)	May 23, 2019
15	Corvallis Elementary (San Leandro)	June 5, 2019
16	Bohannon Middle (San Lorenzo)	June 11, 2019
17	Cesar Chavez Middle (Hayward)	June 26, 2019
18	Lincoln High (San Leandro)	August 30, 2019
19	Anthony W. Ochoa Middle (Hayward)	September 11, 2019
20	Bowman Elementary (Hayward)	September 16, 2019
21	Key Academy Charter (Hayward)	September 20, 2019
22	Bay Elementary (San Lorenzo)	September 26, 2019
23	Faith Ringgold School of Arts and Science (Hayward)	September 24, 2019
24	Schafer Park Elementary (Hayward)	September 30, 2019
25	Lorin Eden Elementary (Hayward)	September 30, 2019

Conduct Safety Presentations (Target Audience: Adults and Seniors)

These presentations were targeted at and tailored for adult groups in school communities and included presentations to PTA groups, parent meetings with principals, among others. Site coordinators completed 23 of the 25 presentations. Per OTS grant requirements, four of the presentations had to target senior audiences specifically due to the high incidence of death among pedestrians 65 and over in Alameda County. We worked with our partners throughout Alameda County to identify senior groups and were able to exceed the presentation grant requirement to target seniors. **These presentations reached over 500 parents and community members over the course of the one-year grant.**

Goal: 25 presentations

Event		Date
1	Schafer Park Elementary (Hayward) — Cafe with the Principal	May 3, 2019
2	Skyline High (Oakland) — Staff and PTA board member presentation	May 13, 2019
3	Burbank Elementary (Hayward) — Cafe with the Principal	May 10, 2019
4	Bowman Elementary (Hayward) — Cafe with the Principal	May 21, 2019
5	Strobridge Elementary (Hayward) — ELAC	May 24, 2019
6	Peralta Elementary (Oakland) — PTA	June 1, 2019
7	Tyrrell Elementary (Hayward) — Mother's Group	June 4, 2019
8	Padres Unidos de Cherryland (Hayward)	June 5, 2019
9	Senior Injury Prevention Network* (San Leandro)	June 6, 2019
10	Cherryland Community Association (Hayward)	July 9, 2019
11	Anne B. Diament Plaza (Alameda) — Senior Housing Complex*	July 15, 2019
12	Wittenberg Manor Senior Housing* (Hayward)	July 16, 2019
13	Coast Guard National Night Out (Alameda)	August 6, 2019
14	Children's Reading Festival (Hayward)	August 10, 2019
15	Transportation Safety Town Hall* (Berkeley)	August 20, 2019
16	Emeryville Senior Center* (Emeryville)	August 30, 2019
17	Piedmont Ave Elementary (Oakland) — Parents group	September 10, 2019
18	Park Elementary (Hayward) — PTO	September 11, 2019
19	Hillview Crest Elementary (Hayward) — Parents group	September 17, 2019
20	Searles Elementary (Union City) — Parents group	September 20, 2019
21	Washington Elementary (San Leandro) — Parents group	September 25, 2019
22	Eden Walk and Roll Fest (Ashland)	September 26, 2019
23	Encompass Elementary (Oakland) — Parents group	September 26, 2019

*Denotes presentation to seniors.

Community Events

Site coordinators participated in the community events listed below to help raise awareness about rail safety in Alameda County and educate attendees by engaging them in activities such as trivia, hands-on activities, brief rail safety presentations, as well as distributing educational materials and safety equipment. The grant required that four of the nine events also target senior audiences. We also exceeded this grant requirement. **Through these community events, we reached over 2,100 people over the course of the one-year grant.**

Goal: Nine events

Event		Date
1	Dayton Elementary Fall Carnival (San Lorenzo)	October 31, 2018
2	Cherryland Elementary Harvest Festival (Hayward)	November 1, 2018
3	Union City Family Center's 5th Annual Community Resource Fair (Union City)*	March 23, 2019
4	19th Annual California Senior Injury Prevention Educational Forum (Oakland)*	April 18, 2019
5	13th Annual Senior Health & Wellness Resource Fair (Castro Valley)*	May 2, 2019
6	Tennyson Community All-American Festival (Hayward)*	June 29, 2019
7	Pleasanton Earth Day (Pleasanton)	April 13, 2019
8	Alameda County Safe Kids Day (Albany)	May 4, 2019
9	Cherry Festival (San Leandro)	June 1, 2019
10	Healthy Living Festival (Oakland Zoo)*	September 19, 2019
11	Niles Canyon Stroll & Roll (Fremont)	September 22, 2019

*Denotes presentation to seniors.

Safe Routes Coalition Meetings

Site coordinators also worked to educate our SR2S Champions by delivering safety presentation at task force meetings. Site coordinators discussed rail safety efforts and events at the following task force meetings:

Goal: Four meetings

Event		Date
1	Oakland Task Force	April 16, 2019
2	New Haven/Newark Task Force	April 23, 2019
3	Youth Task Force	April 24, 2019
4	Central Alameda County Task Force	April 29, 2019

These presentations reached 52 SR2S Champions over the course of the one-year grant.

Educational Safety Campaigns

Over the course of the grant, we integrated rail safety information into the following educational campaigns through messaging (both via traditional media and social media), in-person conversations, and distribution of educational materials.

Goal: *Three educational campaigns*

Educational Campaign		Date
1	Bike to School Day	May 9, 2019
2	National Rail Safety Week	September 22–28, 2019
3	International Walk and Roll to School Day	September 2019

Distribute Safety Equipment

The grant funded the purchase of pedestrian (LED zipper pulls) and bike (lights) safety equipment that was distributed at various events late in the grant period. Also, 250 bike helmets were purchased, fitted and distributed. Many of the helmet distributions, fittings and inspections were coordinated with Alameda County BikeMobile visits in order to encourage participation and leverage resources. **Safety equipment was distributed to over 1,100 students/community members.**

GRANT-FUNDED PURCHASES

The following materials were purchased over the course of the grant. These materials were distributed to schools, as well as to adults and students at community events and presentations.

- OLI rail safety banners
- Posters
- LED zipper pulls
- Bike Lights
- Bike Helmets



SECTION 4. SUCCESSES AND CHALLENGES

Our rail safety education program is the first of its kind in Alameda County and, therefore, a learning experience for the project team. The following summary of successes and challenges in grant implementation can inform future rail safety education work in Alameda County.

CHALLENGES

While, overall rail safety program implementation was successful, a few areas were challenging, including:

- **Presentation slides only in English.** While site coordinators had printed materials in Spanish and could deliver presentations in Spanish, the actual PowerPoint presentation slides were only in English, due to the fact that the slides are from Operation Lifesaver and cannot be edited. Some of the adult presentations were for predominantly Spanish-speaking community members and the lack of Spanish slides was inattentive to the needs of the communities served. In the future, a version in Spanish would be useful.
- **Shortened timeline.** The overall timeline of program implementation was the greatest challenge — the grant was delayed by three months due to contracting paperwork delays and staff were not able to start scheduling events until January, essentially resulting in only having 75 percent of the projected time to schedule 100 percent of the events. The challenge in scheduling and booking the events was exacerbated by the fact that three of the available months for scheduling were during schools' summer vacation.

SUCSESSES

The following are notable successes of the rail safety program:

- **Enthusiasm from older adults.** Initially, the project team was concerned about being able to schedule enough presentations for older adults, given that the majority of the team's expertise was with students and families. Over the course of the grant, the team found older adults to be especially receptive to hosting presentations and enthusiastic in recommending other venues to present at on rail safety.
- **Appreciation of safety equipment.** Safety equipment and bike helmets were available for free at some of the rail safety presentations and events. School administrators and parents were especially appreciative of these items to further their efforts to increase the safety of their students.
- **Connecting to stories.** Throughout the presentations and events, many students and adults came forward with personal stories about acquaintances and loved ones being involved in rail collisions. These stories helped personalize the presentations and demonstrated how important rail safety is to the community.
- **Multilingual materials.** Site coordinators had printed materials in both Spanish and English. Having resources in multiple languages helped reach and connect with a broader range of students and families.
- **Alameda County BikeMobile collaboration.** Scheduling the Alameda County BikeMobile visits in tandem with presentations and distribution of safety equipment were positive pairings that reinforced the messages of both services and encouraged participation.
- **Positive feedback.** The project team enjoyed seeing students genuinely respond and engage with rail safety education, often sharing that they learned something new and important.

Since rail safety presentations are now a permanent Alameda County SR2S Program offering, more schools have requested services and expressed interest. Furthermore, the successes of this grant demonstrate that there is demand for rail safety education in Alameda County schools and in the greater community.

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DATE: February 6, 2020

TO: Bicycle and Pedestrian Advisory Committee

FROM: Carolyn Clevenger, Deputy Executive Director of Planning and Policy
Kristen Villanueva, Senior Transportation Planner

SUBJECT: 2020 Countywide Transportation Plan: Needs Assessment for Active Transportation

Recommendation

This item is to provide the Bicycle and Pedestrian Advisory Committee (BPAC) with an update on the first part of a needs assessment conducted of the Alameda County transportation system for the 2020 Countywide Transportation Plan (CTP). This item is for information only. Part of this item was presented at the January 2020 meetings of the Planning, Policy and Legislation Committee (PPLC) and Alameda County Technical Advisory Committee (ACTAC).

Summary

Each year, Alameda CTC produces a Performance Report, which compiles data on countywide trends and issues and how performance of the transportation system has changed over time. Developing the CTP every four years provides the opportunity to investigate these issues at a deeper level and recommend strategies to address them. The needs assessment for the 2020 CTP organizes challenges and strategies for five types of transportation modes or facilities in Alameda County: active transportation, transit, arterial roadways, freeways, and goods movement. While people use multiple facilities and multiple modes in the course of their travel, it is still helpful to consider the needs by facility type and mode; findings and strategies will be integrated to ensure multimodal needs and strategies are identified. The assessment also identifies challenges for each of the four planning areas in the county. This effort will help inform how the Commission ultimately identifies a 10-year set of priority projects and programs to advance through the CTP as well as a focused set of strategies for Alameda CTC to advance that would address remaining gaps in the transportation system.

One of the primary roles of the BPAC is to review and advise Alameda CTC staff on plans that affect active transportation in Alameda County. This memo presents the draft needs assessment for active transportation. The strategies included in this memo have been

compiled based on a review of recent plans, like the 2019 Countywide Active Transportation Plan, and in alignment with the four goals adopted by the Commission in September 2019.

Approach to CTP Needs Assessment

The needs assessment sourced data, findings and recommendations from a multitude of planning efforts that have been completed or are underway since the update to the previous countywide plan was adopted in 2016. Table 1 presents the main sources referenced in the needs assessment, with sources for active transportation highlighted in bold.

Table 1. Sources for 2020 CTP Needs Assessment

Plan/Project Name and Year Adopted	
<ul style="list-style-type: none">• 2016 Countywide Transportation Plan• 2016 Alameda Countywide Multimodal Arterial Plan• 2016 Alameda Countywide Transit Plan• 2016 Alameda County Goods Movement Plan• 2018 Level of Service Monitoring Report – Traffic and Transit	<ul style="list-style-type: none">• 2018 Rail Strategy Study• 2018 and 2019 Corridor Projects: East 14th Street/Mission Boulevard and Fremont Boulevard, San Pablo Avenue• 2019 Countywide Active Transportation Plan• Alameda CTC Safe Routes to Schools Site Assessments (on-going) and Evaluation Reports (underway)

Additionally, the needs of those who travel in Alameda County vary depending on not only when, why, and how they travel, but also where in the county they are located. Assessment for the CTP summarizes current conditions and breaks down the challenges and opportunities for each of the four planning areas in the county: north, central, south and east. Planning areas represent collections of 3-6 Alameda County jurisdictions that have similar characteristics in travel and development patterns. Attachment A presents the four planning areas of Alameda County and the cities contained within each one.

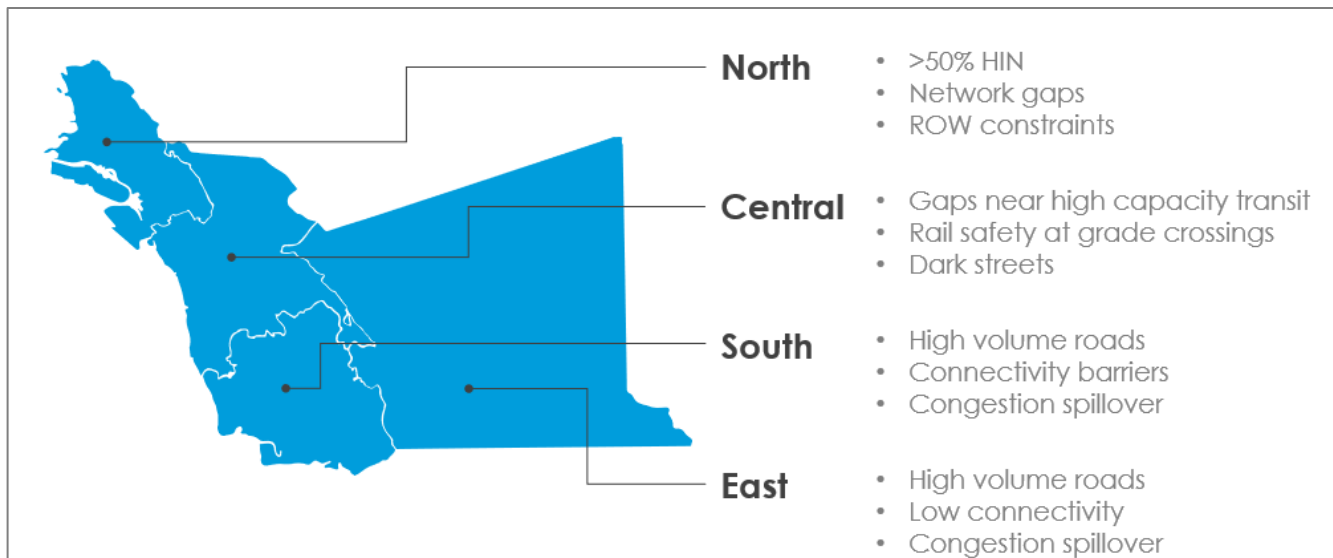
Needs Assessment – Active Transportation

From a review of previous plans and agency performance monitoring reports, the key challenges for active transportation in the county include:

- a high intensity of collisions on the High-injury Network (HIN) identified in the 2019 Countywide Active Transportation Plan (about 60% of collisions occur on 4% of roads),
- increasing severity of collisions with vulnerable users,
- many key destinations in the county are currently accessed via high volume roadways that do not include sufficient infrastructure for safe access by pedestrians and cyclists,
- increased competition for curbspace, particularly from ridehail companies and e-scooters.

Figure 1 presents a high-level overview of active transportation needs by area of the county.

Figure 1. Active Transportation Needs by Planning Area



At January PPLC, staff received feedback from the Commission to focus on the HIN and other Vision Zero principles. Attachment B presents the HIN for bicycles and pedestrians in each planning area. Over half of the HIN is located in the north county.

In addition to focusing on the HIN, Table 2 presents an initial set of potential strategies the Commission may consider as part of the 2020 CTP. These strategies will be refined throughout the first half of 2020 via discussions with ACTAC, smaller planning area meetings with agency staff and Commissioners, BPAC, and public engagement.

Table 2. Potential Strategies to Consider Including in CTP for Active Transportation

Potential Strategy	Brief Description
Focus Safety Improvements on HIN and Vision Zero	Prioritize safety improvements to reduce fatalities and severe injuries on the countywide HIN and incorporate Vision Zero principles in planning and engineering such as speed reduction on the HIN, education and enforcement
Countywide Projects	Focus on regionally significant barriers to travel, such as freeway crossings, regional routes, multi-jurisdictional major corridors, trail gaps/trail access, and at-grade rail crossings.
Transit Integration	Provide safe, comfortable, and convenient access to transit for active modes through complete streets corridor and bus stop design as well as bike storage on buses.
Health and Equity	Incorporate health into active transportation by focusing on short trip opportunities particularly in communities underserved by active transportation infrastructure. Engage community groups for scoping transportation projects.

Potential Strategy	Brief Description
Urban Greenways and Trail Planning	Advance separated paths to address existing challenges with high-stress auto facilities and improve connectivity of high quality bicycle and pedestrian facilities.
Emerging Mobility and Technology	Provide resources related to shared- and micro-mobility. Consider opportunities for e-bicycles and e-scooters to expand reach of “active” modes while proactively addressing safety concerns. Support technology deployment in vehicles related to advanced detection and other safety features.
SR2S and Safety Education Program Expansion	Promote and teach walking and biking as viable, safe modes of transportation. Incorporate funding for engineering treatments near schools.
Best Practices	Provide jurisdictions with resources and training on best practice facility design, planning process, and public engagement.
Bike Parking	Provide guidance on bicycle parking standards to improve end-of-trip facilities consistently across the county.
All Ages and Abilities	Upgrade walkways, sidewalks, and bike paths to increase accessibility, close gaps, and promote walking and biking for all ages and abilities.

Project Submissions – Active Transportation

In addition to strategies, the CTP will reflect transportation projects that Alameda CTC and its partner agencies have submitted for inclusion in the CTP. As presented to BPAC in November 2019, the 2020 CTP will have both a long-range component with needs identified out to 2050 as well as a shorter list of projects and strategies to advance within a 10-year time horizon. Staff have developed screening criteria to aid in the prioritization process that supports the multimodal nature of the adopted CTP goals. For example, whether a project improves safety on the HIN will be a key evaluation factor for project submissions.

Staff are currently reviewing project submissions from fall 2019. Several jurisdictions submitted new trail projects such as San Lorenzo Creek Trail, Dumbarton to Quarry Lakes Trail, and Niles Canyon Trail as well as extensions to the county's three major trails: Bay Trail, Iron Horse Trail, and East Bay Greenway. Additionally, many jurisdictions are proposing Class IV and Class II enhanced bikeways on roadways to make them multimodal corridors. More information on the project and strategy recommendations for the CTP will be shared with BPAC when the draft plan is released.

CTP Next Steps

Table 3 reflects a high-level schedule of CTP development topics through fall 2020. Staff will return to PPLC in March to discuss the needs assessment for transit, arterials and goods movement. Staff will reflect Commissioner and ACTAC comments on draft strategies in a revised needs assessment document and in prioritization work on projects submitted to the CTP. To develop the draft plan, staff will conduct meetings with Commissioners and ACTAC members for each planning area with focused discussions on 10-year priorities and findings from a gaps analysis. In addition, two outreach efforts are planned: targeted outreach in the spring including focus groups, intercept surveys and pop up events throughout the county, and broad public outreach in the summer when the draft CTP is released.

Table 3. Draft Milestone Schedule for 2020 CTP

Jan 2020	<ul style="list-style-type: none">• Performance Report and Needs Assessment Part 1
March – April	<ul style="list-style-type: none">• Needs Assessment Part 2: arterials, transit, goods movement• Transit recommendations• Planning area meetings with ACTAC on 10-year priorities• Targeted public outreach: Focus group meeting, intercept surveys and pop up events
May – June	<ul style="list-style-type: none">• Update on outreach and community-based transportation planning• Planning area meetings with Commissioners on 10-year priorities• Targeted public outreach: Focus group meetings, intercept surveys and pop up events
July	<ul style="list-style-type: none">• Presentation on the draft 2020 CTP
Summer	<ul style="list-style-type: none">• Broad public outreach on draft Plan
Fall	<ul style="list-style-type: none">• Review and adoption of the final 2020 CTP

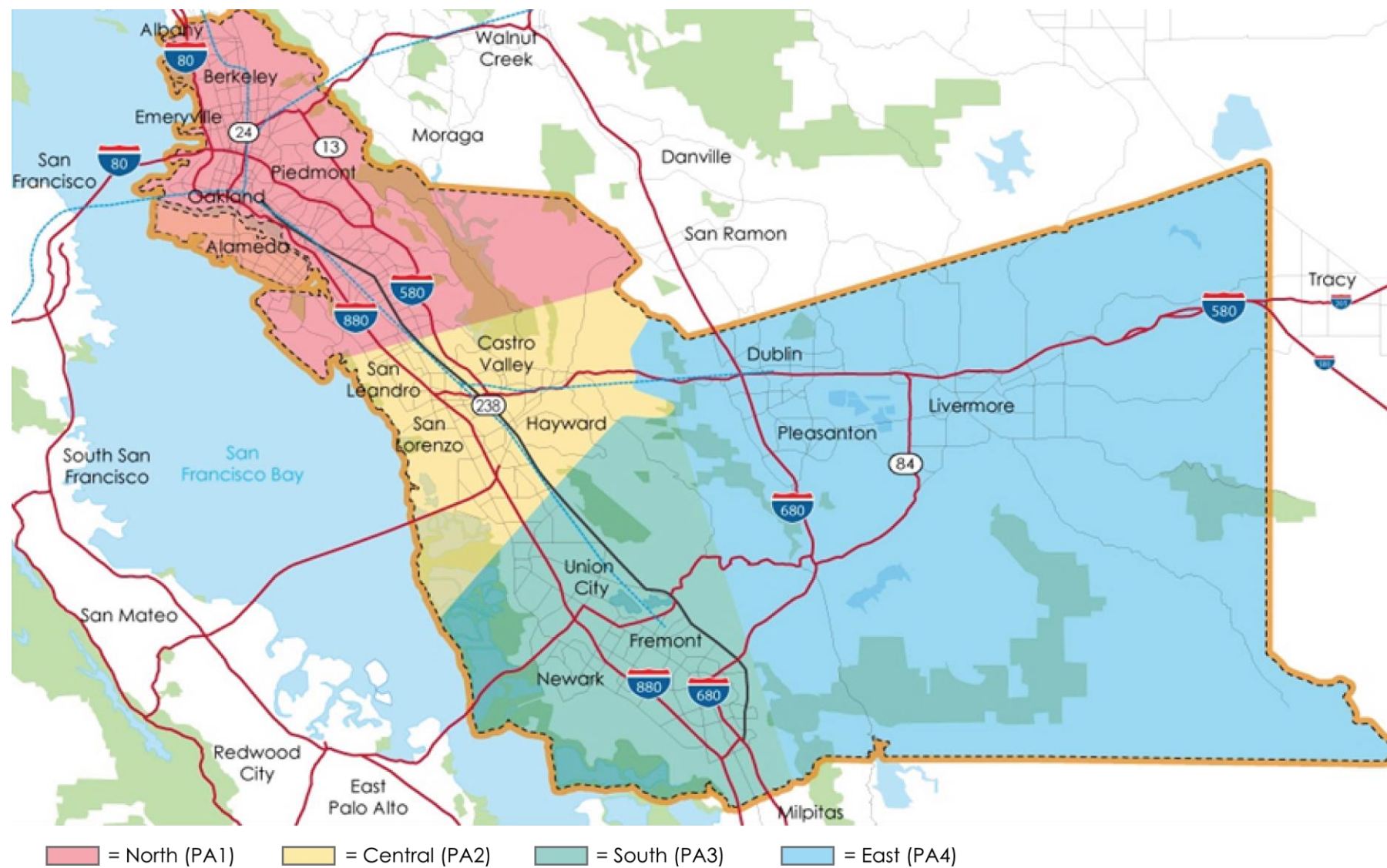
Fiscal Impact: There is no fiscal impact. This is an information item only.

Attachments:

- A. Four Planning Areas of Alameda County
- B. Active Transportation HIN by Planning Area

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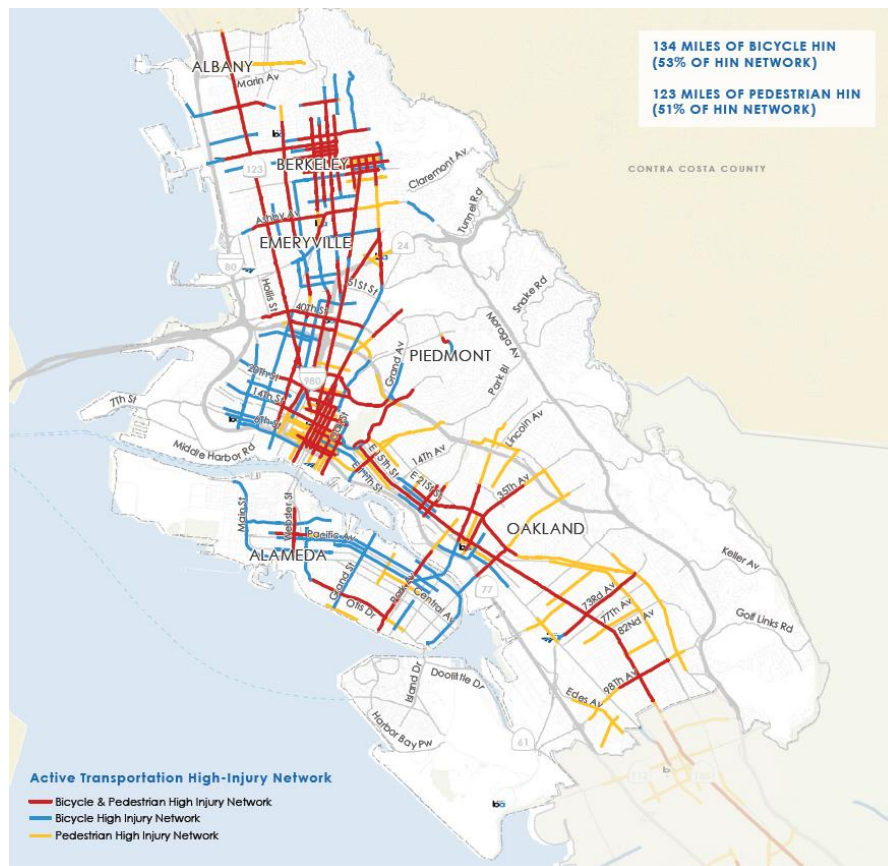
Attachment A: Four Planning Areas of Alameda County



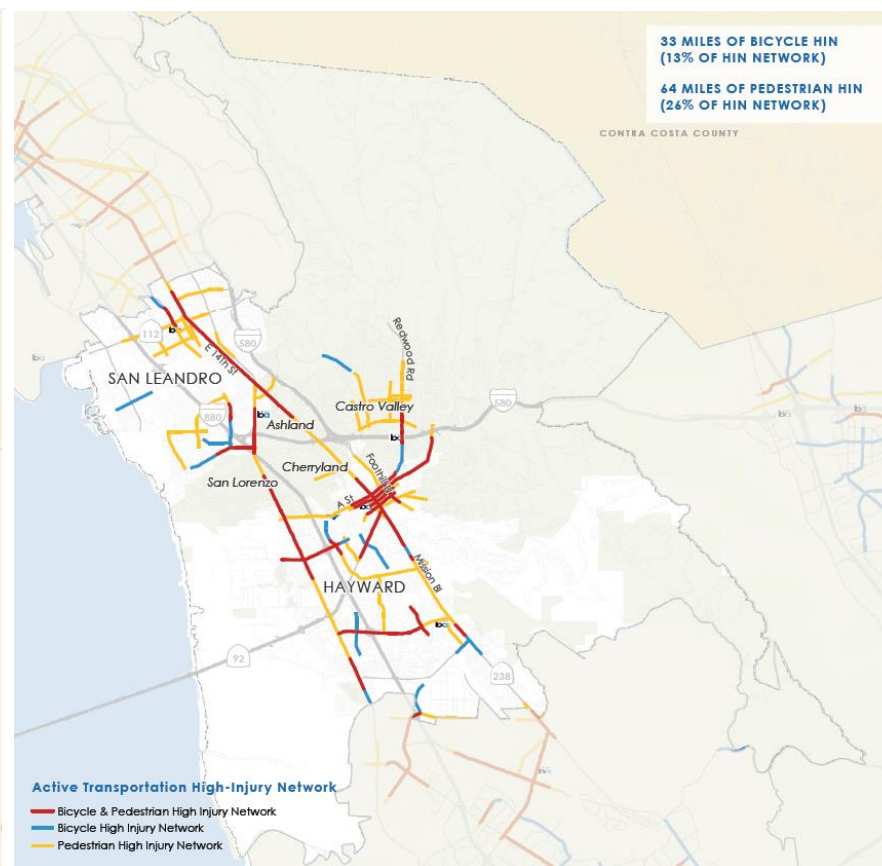
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Attachment B. Active Transportation High-injury Network by Planning Area

North Planning Area

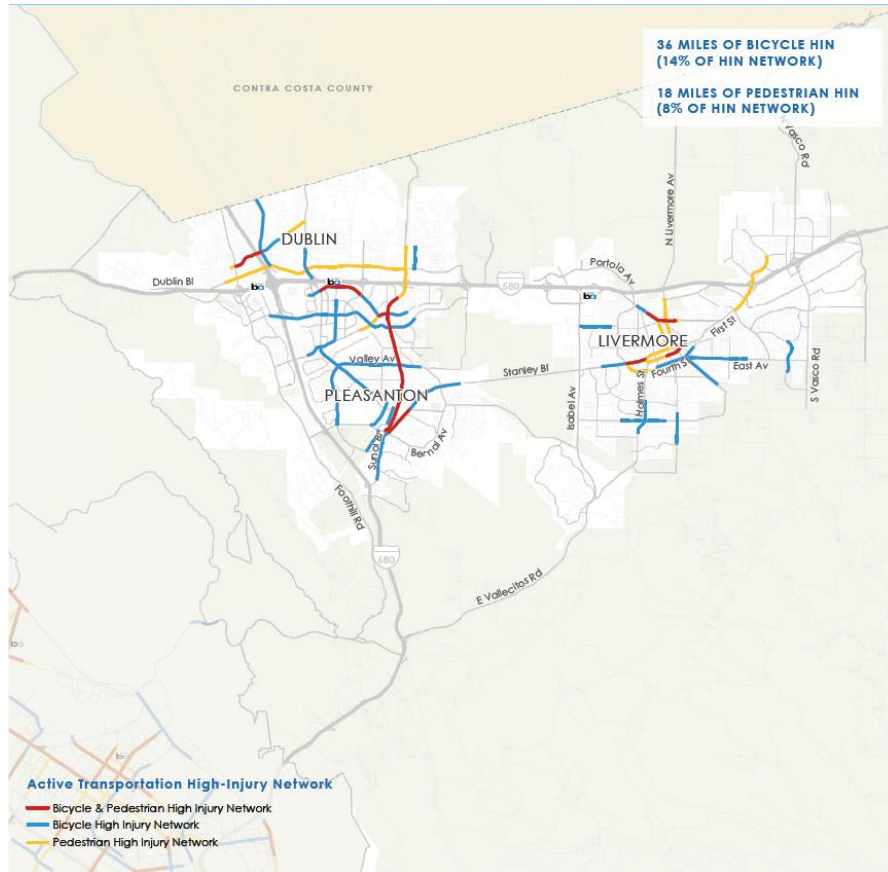


Central Planning Area

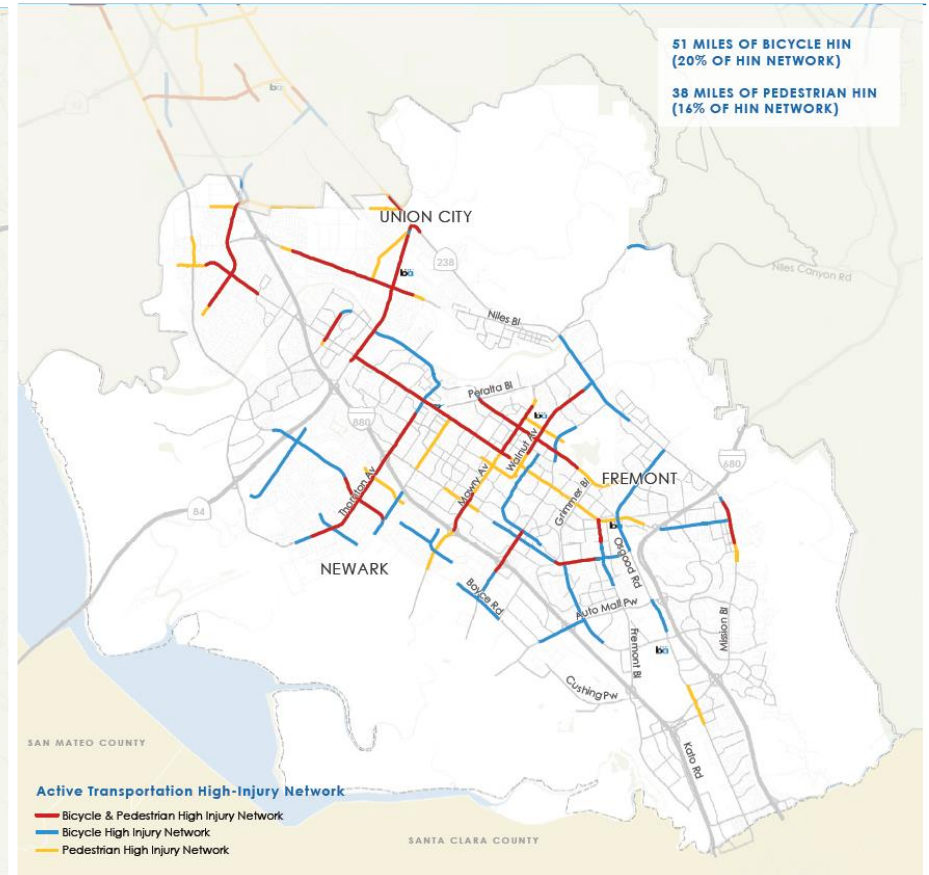


Source: Countywide Active Transportation Plan HIN, Analysis of SWITRS/TIMS 2012-2016 Collision data by Kittelson Inc.

East Planning Area



South Planning Area



Source: Countywide Active Transportation Plan HIN, Analysis of SWITRS/TIMS 2012-2016 Collision data by Kittelson Inc.

Alameda County Active Transportation

FACT SHEET

January 2020



Alameda County Active Transportation: for All Ages and Abilities



The number of people biking and walking in the United States continues to grow as communities realize the benefits these activities have for public health and quality of life. Cities and counties across the Bay Area continue to invest in bicycle and pedestrian infrastructure, which continues to improve safety and comfort.

Alameda County is home to an extensive major trails and greenways network, which includes the Bay Trail, East Bay Greenway, Ohlone Greenway and the Iron Horse Trail. In addition, several other trails are under development throughout the County.

COUNTYWIDE ACTIVE TRANSPORTATION PLAN

The first Alameda Countywide Active Transportation Plan (CATP) combines updates of the Countywide Bicycle Plan and Countywide Pedestrian Plan. The CATP serves two purposes: 1) At the countywide level, the CATP includes analysis of low stress bike networks, identifies a countywide high injury pedestrian and bicycle network, evaluates major barriers to the bicycle and pedestrian network, and establishes a framework for prioritizing projects of countywide significance to inform decision-making around active transportation funding at Alameda CTC. 2) At the local level, the CATP provides resources to member agencies to help advance projects that provide complete, safe, and connected networks for biking and walking, including better connections to the regional transit network.

SAFE ROUTES TO SCHOOLS

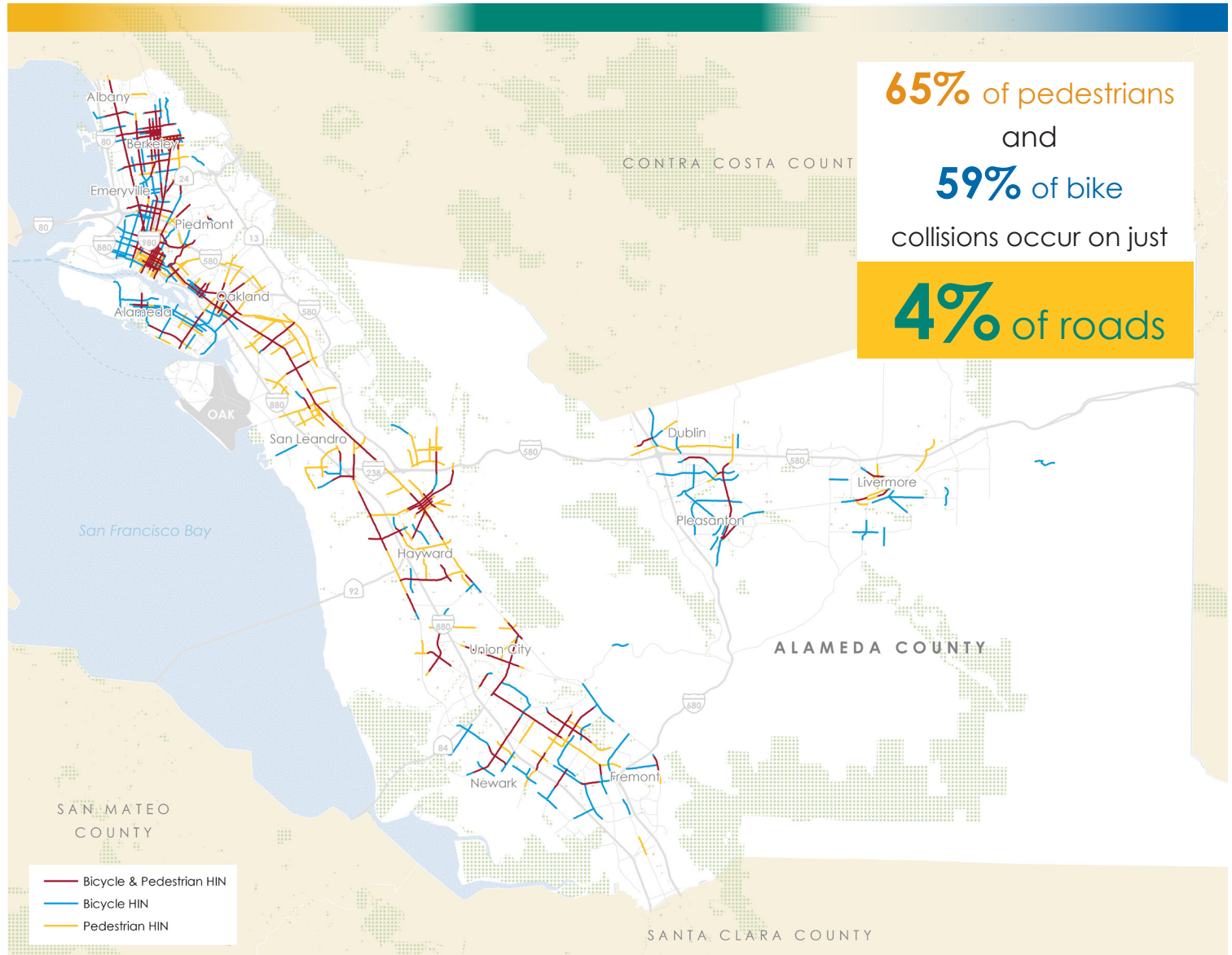
Infrastructure is only one aspect of providing a safe, comfortable transportation system. The Alameda County Safe Routes to Schools Program (SR2S) promotes and teaches safe walking and biking (as well as carpooling and transit use) as a viable way for students and families to travel to and from school. Over 200 public elementary, middle, and high schools in Alameda County are currently enrolled in the SR2S program.



6 percent
of Alameda County
residents bike or walk
to work.



Countywide High-Injury Network



HIGH-INJURY NETWORK

The **High-injury Network (HIN)** identifies the **least-safe streets** in Alameda County, based on severity and frequency of collisions*. As is common in many locations nationwide, collisions are concentrated on just a few high-risk streets, **primarily surface highways and major arterials**. Addressing unsafe conditions on those streets can significantly reduce collisions systemwide.

KEY FINDINGS

- Men are involved in 75 percent of bicycle collisions.
- Injury collisions are more than twice as likely to occur in disadvantaged communities.
- 1 in 5 pedestrian and 1 in 7 bike collisions are either a felony or misdemeanor hit and run.
- Older pedestrians (65+) are most at risk.
- Surface highways and major arterials make up less than 15 percent of road miles, but almost 80 percent of the bike and pedestrian HINs.

Active Transportation Safety Remains an Issue

A safe experience while walking and biking is integral to improving quality of life across the County. Yet, collisions remain high for bicyclists and pedestrians, who are the most vulnerable users on roads. One of Alameda CTC's goals is to provide a safe, comfortable, and interconnected multimodal network throughout the county to better support all users.



BIKE AND PEDESTRIAN COLLISIONS

Bikes and pedestrians are involved in...

10 percent
of total crashes, but

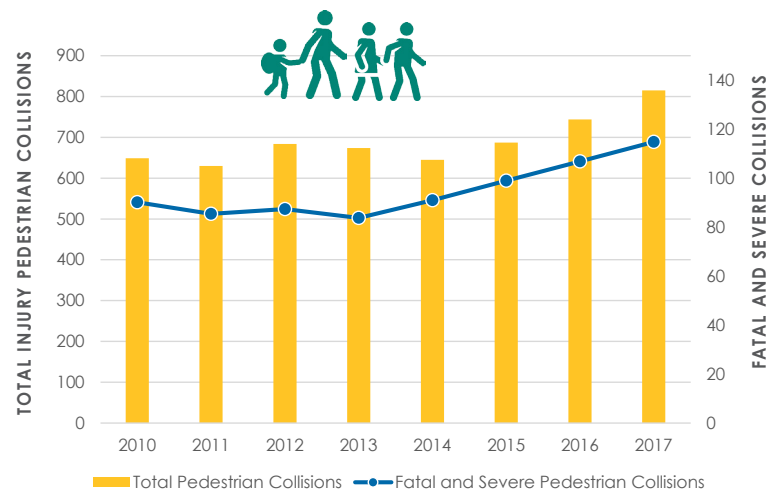
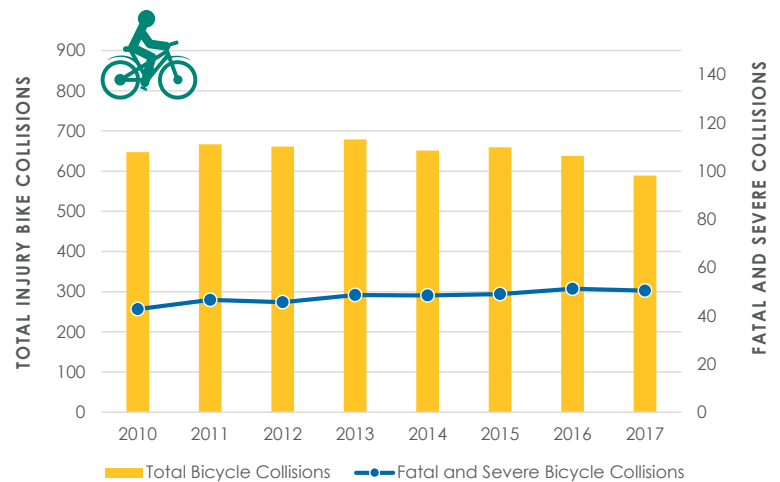
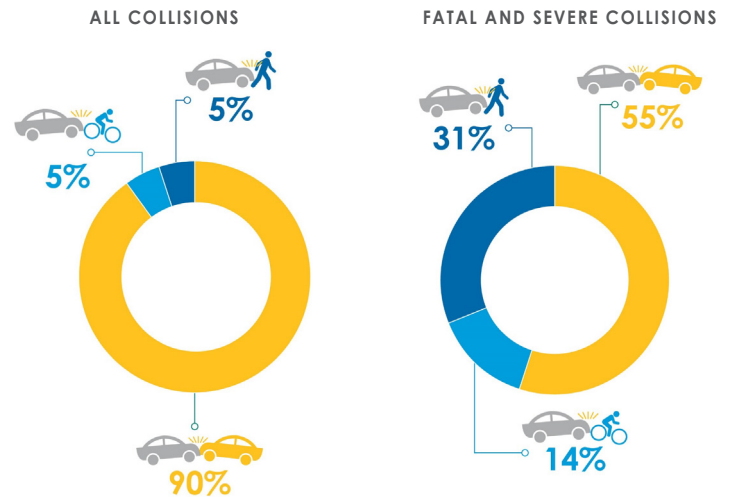
45 percent
of fatal and severe crashes

Bike collisions remained flat.

While bicyclist safety remains a concern, total collisions in Alameda County have remained flat over the last decade, even as the population has grown. Per capita collisions fell almost 20 percent, yet more than 50 cyclists are killed or injured each year.

Pedestrians are the most vulnerable.

The numbers of pedestrians, killed or seriously injured in collisions has continued to rise over the last five years. Further, collisions with pedestrians are the most severe. While pedestrians are involved in just five percent of collisions, they are involved in more than 30 percent of fatal and severe collisions. Seniors are the most at risk; the California Office of Traffic and Safety ranks Alameda County as the least safe county for pedestrians over the age of 65.



Active Transportation Challenges and Opportunities

Alameda County's temperate weather provides a highly supportive environment for outdoor active transportation. Biking and walking are quick and efficient ways to travel short distances, affordable, pollution- and emission-free, and positive for public health.

Bikeshare in the East Bay

79
Bikeshare
Stations

850+
bikes

Launched in 2017 in Oakland, Berkeley and Emeryville. The City of Fremont also has a dockless bikeshare program.



Walking Trips



Half
of Alameda County
BART stations
have at least 30 percent
of their boardings from
walking trips.



CHALLENGES

Curb management becoming complex. Transportation Network Companies (like Uber and Lyft) and micromobility providers have increased the demand for curb space which impacts some bicycle facilities and pedestrian crossings.

Commutes are the longest trip we make. The average Bay Area commute more than 13 miles — not always conducive to daily biking and walking.

Partnerships are essential for regional trails. Developing, building and maintaining trails and greenways requires extensive partnerships with cities, counties, park districts, Caltrans, transportation agencies, community members, regulatory agencies, funding partners and in some cases, non-profits.

Benefits should be shared equitably. Active modes have the potential to reduce the share of household income spent on transportation, but only if disadvantaged communities share access to new facilities.

OPPORTUNITIES

Emergence of new technologies. New markets for scooters, dockless bikes, and e-bikes, all of which are in Alameda County, represent both a challenge and opportunity for public agencies to manage. The proliferation of new technology poses risks for safety as well — 21 percent of pedestrians in California reported they had been hit, or nearly hit, by a driver distracted by a cell phone.

Alameda County has the second most multimodal commutes of all Bay Area counties. 16 percent of residents use transit, 6 percent bike or walk to work. Only San Francisco County has a lower automobile mode share.

Every trip begins and ends with a walk. As a commute mode, walking has held steady—used by between 3 and 4 percent of Alameda County workers, by every trip begins with a walk, so a safe pedestrian environment is important for all.



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AlamedaCTC.org

Alameda County Transportation Commission
Bicycle and Pedestrian Advisory Committee

7.1

DRAFT Meeting Schedule for 2019-2020 Fiscal Year
Updated February 6, 2020

	Meeting Date	Meeting Purpose
1	Sept 5, 2019	<ul style="list-style-type: none">• Oakland/Alameda Access Project• I-80/Gilman Project Update• East 14th Street/Mission Boulevard and Fremont Boulevard Corridor Project Update
2	Nov 21, 2019	<ul style="list-style-type: none">• 2020 Countywide Transportation Plan: Approach• I-80/Ashby (SR-13) Interchange Improvement Project• San Pablo Avenue Multimodal Corridor Project
3	Feb 13, 2020	<ul style="list-style-type: none">• Caltrans District 4 Pedestrian Plan• Safe Routes to School Program Update• 2020 Countywide Transportation Plan: Needs Assessment
4	Apr 30, 2020	<ul style="list-style-type: none">• Review TDA Article 3 Projects• 2020 Countywide Transportation Plan• Annual Performance Report

Other items to be scheduled:

- Oakland-Alameda Access Project
- East Bay Greenway

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**Alameda County Transportation Commission
Bicycle and Pedestrian Advisory Committee
Roster and Attendance Fiscal Year 2019-2020**

	Suffix	Last Name	First Name	City	Appointed By	Term Began	Re-apptmt.	Term Expires
1	Mr.	Turner, Chair	Matt	Castro Valley	Alameda County Supervisor Nate Miley, District 4	Apr-14	Dec-19	Dec-21
2	Ms.	Marleau, Vice Chair	Kristi	Dublin	Alameda County Mayors' Conference, D-1	Dec-14	Jan-19	Jan-21
3	Ms.	Brisson	Liz	Oakland	Alameda County Mayors' Conference, D-5	Dec-16	Dec-18	Dec-20
4	Mr.	Fishbaugh	David	Fremont	Alameda County Supervisor Scott Haggerty, District 1	Jan-14	Mar-19	Mar-21
5	Ms.	Hill	Feliz G.	San Leandro	Alameda County Supervisor Wilma Chan, District 3	Mar-17	Jul-19	Jul-21
6	Mr.	Johansen	Jeremy	San Leandro	Alameda County Mayors' Conference, D-3	Sep-10	Feb-18	Feb-20
7	Mr.	Matis	Howard	Berkeley	Alameda County Supervisor Keith Carson, District 5	Sep-19		Sep-21
8	Mr.	Murtha	Dave	Hayward	Alameda County Supervisor Richard Valle, District 2	Sep-15	Jun-19	Jun-21
9	Mr.	Schweng	Ben	Alameda	Alameda County Mayors' Conference, D-2	Jun-13	Jul-19	Jul-21
10		Vacancy			Transit Agency (Alameda CTC)			
11		Vacancy			Alameda County Mayors' Conference, D-4			

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