

CITY of SAN PABLO

Bicycle and Pedestrian Master Plan

Prepared by:



CITY OF SAN PABLO
City of New Directions

AUGUST 2017

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Table of Contents

Chapter 1.	Introduction	1-1
	About San Pablo.....	1-1
	Purpose of this Plan	1-4
	Public Engagement	1-4
	Elements of this Plan	1-6
Chapter 2.	Why Active Transportation Matters.....	2-1
	Vision.....	2-1
	Goal: Health	2-1
	Goal: Safety.....	2-1
	Goal: Mobility	2-2
	Goal: Livability	2-2
Chapter 3.	Walkable San Pablo	3-1
	Overview & Existing Network.....	3-1
	Common Challenges and Strategies.....	3-3
Chapter 4.	Bikeable San Pablo	4-1
	Overview & Existing Network.....	4-1
	Recommendations.....	4-5
	Bicycle Parking.....	4-13
	Wayfinding.....	4-13
Chapter 5.	Programs.....	5-1
	Existing Programs.....	5-1
	Recommended Programs.....	5-1
Chapter 6.	Implementation Strategy	6-1
	Plan Cost Estimates	6-1
	Bikeway Project List	6-2
	Phasing	6-4
	Maintenance Costs	6-4
Appendix A.	Existing Plans and Policies.....	A-1
Appendix B.	Needs Assessment	B-1

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Chapter 1. Introduction

About San Pablo

San Pablo is a largely residential community located in west Contra Costa County, surrounded by the City of Richmond and unincorporated Contra Costa County west of Giant Road. In addition to local creeks and parks, the City is near many regional attractions including the San Francisco Bay and East Bay Regional Park District facilities like Point Pinole Regional Shoreline and Wildcat Canyon Regional Park.

Demographics

San Pablo is home to 29,516 residents with a population density of about 11,000 people per square mile, according to the 2014 Census Bureau American Community Survey. The population is relatively young, with over 80 percent of residents 54 years old or younger. San Pablo is also a racially and ethnically diverse community, where 55 percent of the population identifies as Hispanic or Latino, 54 percent White, 16 percent Black or African American, and 15 percent Asian.

Access to Personal Vehicles

The majority of households in San Pablo have access to at least one vehicle, however, approximately 14 percent of households do not have access to at least one vehicle. Households without access to a car rely on other modes of transportation for their daily travel needs, whether for work, recreation, or personal errands.

Commute Travel

The majority of workers (16 years and over) drive to work, with 59 percent driving alone and 22 percent carpooling. Public transportation is the next most common means of getting to work (13 percent). Almost 3 percent of residents walk to work, while less than 1 percent bicycle to work. Approximately 4 percent of workers live and work in San Pablo, and one-third of workers live less than ten miles from their primary job, which presents an opportunity to shift toward active modes for work commutes.

Land Use Patterns

The City of San Pablo is approximately three square miles, and is geographically divided by Interstate 80, with a larger section to the west and a smaller section to the east. San Pablo Avenue and 23rd Street serve as the main commercial and retail corridors, running north-south through the City. Residential neighborhoods and schools surround these corridors. Figure 1-1 shows the current land use designations in San Pablo.

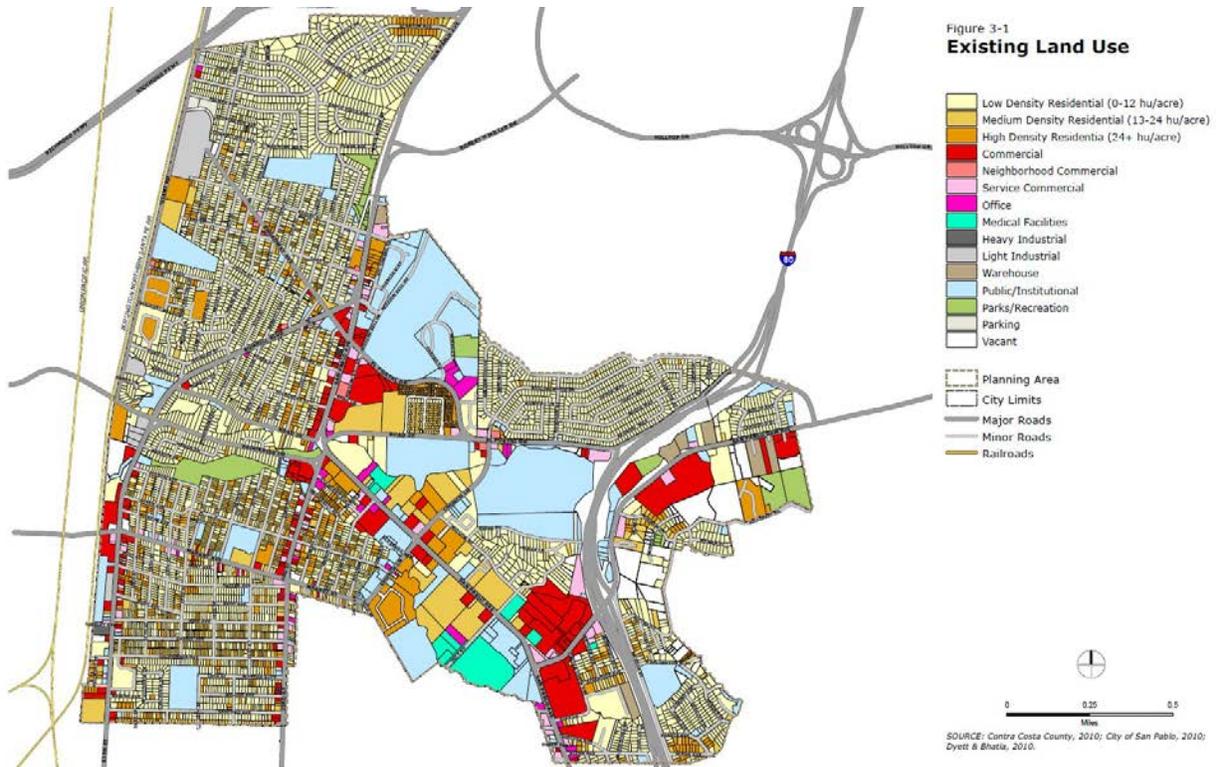


Figure 1-1 Existing Land Use

Activity Generators

Activity generators include schools, parks, community centers, major employers, and other facilities in San Pablo that could potentially generate pedestrian or bicycle activity. With the exception of some schools, most of the activity generators in the city are located east of 23rd Street and the north segment of San Pablo Avenue. Figure 1-2 and Figure 1-3 illustrate activity generators citywide and in the downtown area.

Schools

There are fourteen K-12 grade schools and one community college in San Pablo. Eleven of the K-12 schools are public, two are private, and one is parochial. The schools are distributed throughout the city. Contra Costa College is located in the northwest quadrant at the border of San Pablo and Richmond.

Library, Health Centers, and Retail

The new library is centrally located adjacent to Plaza San Pablo. Five health centers are located along San Pablo Avenue and accessible by public transit. Shopping and grocery stores are concentrated in the southeast part of the city.

Parks and Open Space

Davis Park and the Wildcat Creek Trail running east-west throughout the city offer residents recreational opportunities and places to gather. Other prominent parks in the community include Wanlass Park, Brentz Lane Park, Kennedy Plaza, and Rumrill Sports Park.

Major Employers

The largest employers in San Pablo are Casino San Pablo, Contra Costa College, Vale Care Center, Creekside Health Care Center, San Pablo Health Care Center, Las Montañas, Food Maxx, and Raley’s.

DESTINATIONS

San Pablo Bicycle & Pedestrian Plan

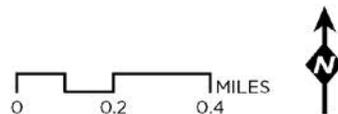
San Pablo, CA

Points of Interest

-  PreK-12 School
-  College
-  Civic/Government
-  Medical
-  Shopping
-  Library
-  Entertainment

Land Use

-  School Grounds
-  Commercial
-  Medical
-  Parks & Open Space



June 2017
DATA SOURCE:
City of San Pablo

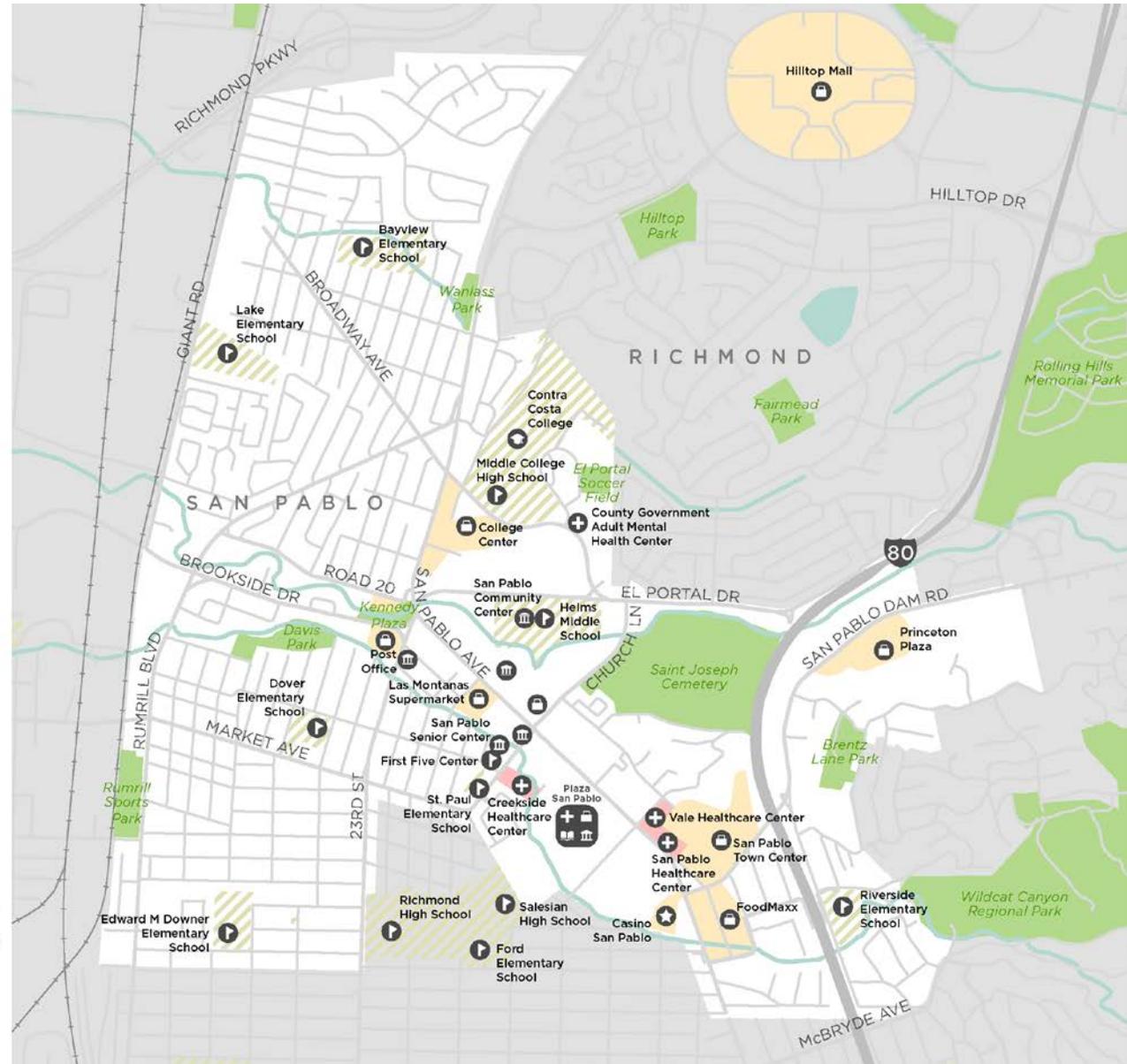


Figure 1-2 Activity Generators

Purpose of this Plan

This Bicycle and Pedestrian Master Plan supports local and regional policies that advocate for improved health, air quality, and transportation choices. Key regional planning efforts include:

- **Plan Bay Area 2040** directs funding to local active transportation improvements with an emphasis on high-quality connections to transit and reducing greenhouse gas emissions.
- The **One Bay Area Grant (OBAG)** program allows flexibility for congestion management agencies to fund bicycle and pedestrian improvements and Safe Routes to School projects.
- The **Contra Costa Bicycle and Pedestrian Plan**, which is currently being updated, provides a countywide view of active transportation challenges and opportunities.

At the local level, this Plan was developed to help the City of San Pablo implement its General Plan by providing more detailed analysis into and thorough community input about bicycle and pedestrian opportunities in the area.

Public Engagement

Development of this Plan relied heavily on input from the San Pablo community gathered through a variety of events and strategies described below. All events and materials were offered in both English and Spanish.

Steering Committee

A Steering Committee provided guidance to project staff and reviewed drafts at key milestones during development of this Plan. The committee included representatives from Bike East Bay, West Contra Costa Unified School District, the San Pablo Police Department, San Pablo Development Services, the San Pablo Senior Center, San Pablo Economic Development Corporation, First 5 Contra Costa, Contra Costa Health Services, San Pablo Public Works, and the San Pablo Planning Commission. Meetings were held August 15, 2016; January 24, 2017; and March 21, 2017.



Workshop participants mark challenges and opportunities on a map

Public Workshops

A workshop held in November 2016 was attended by 41 people, who expressed a desire for wider, accessible sidewalks, improved lighting and comfort at night, and safer crossings.

A second workshop, attended by 38 people, was held in April 2017 to present draft recommendations for the community to review.

Workshop materials were translated into Spanish, and interpreters were present at both events.

Community Survey

A public survey was made available both online and in a paper version in English and Spanish. A total of 369 responses were received, including 286 English and 83 Spanish responses. Project staff distributed business cards with the survey link during outreach events to encourage people to respond.

More than one quarter of survey respondents were under 16 years old, and just over one third were between 25 and 44 years old.



Community members fill out a comment card at Las Montañas grocery store



Plan Maestro Peatonal y Ciclista de la Ciudad de San Pablo

Taller Comunitario

Durante los últimos seis meses, la Ciudad ha estado platicando con residentes sobre las oportunidades para mejorar las condiciones para caminar y andar en bicicleta en San Pablo. Con base en esas conversaciones, la Ciudad compartirá las recomendaciones ciclistas y peatonales preliminares para que el público las conozca y opine sobre éstas. ¡Ven a conocer más y a compartir tu opinión!



CITY OF SAN PABLO
City of New Directions

MÁS INFORMACIÓN EN:
www.ci.san-pablo.ca.us/1491/Bicycle-and-Pedestrian-Master-Plan



CUÁNDO:
26 DE ABRIL DE 2017
MIÉRCOLES 7:00-9:00 PM

DÓNDE:
SAN PABLO
COMMUNITY CENTER
2450 Road 20
San Pablo, CA 94806

QUIÉN:
¡PARA TODA LA FAMILIA!
• Habrá comida
• Actividades para los niños y niñas
• Traducción al español disponible

Event Tables

Project staff shared information and gathered feedback from attendees at multiple community events and busy locations, including the Nutrition Olympics and Las Montañas grocery store.

Stakeholder Meetings

Meetings were held to gather input from San Pablo Rotary, San Pablo Economic Development Corporation, Senior Center, Senior Advisory board, Childhood Obesity Prevention Task Force, San Pablo Youth Commission, Contra Costa College, Lao Family, and other groups.

Elements of this Plan

A Bicycle and Pedestrian Master Plan provides the vision, goals, and strategies needed to support increased walking, bicycling, and other active modes of transportation. This plan supports the six Es of active transportation planning:

- **Engineering:** Creating safe and convenient places for people to walk and ride
- **Education:** Providing residents of all ages and abilities the skills and confidence to walk and ride
- **Encouragement:** Creating a culture that supports walking and bicycling as a normal, daily activity
- **Enforcement:** Ensuring safe roads for everyone
- **Evaluation:** Celebrating successes and progress toward achieving the vision
- **Equity:** Providing disadvantaged and historically underserved community members opportunities to help shape the Plan and enjoy its benefits

This Plan is organized into the following chapters:

- **Chapter 1: Introduction** outlines the purpose and context for this plan
- **Chapter 2: Why Active Transportation Matters** presents a vision and goals for active transportation in San Pablo
- **Chapter 3: Walkable San Pablo** documents pedestrian challenges in priority areas and presents best-practice design guidelines for walking facilities
- **Chapter 4: Bikeable San Pablo** describes the existing and proposed bicycling network and support facilities in San Pablo
- **Chapter 5: Programs** reviews existing and proposed program activities to support walking and bicycling
- **Chapter 6: Implementation Plan** includes project priorities and estimated costs

Chapter 2. Why Active Transportation Matters

Transportation plans are built around a vision and goals that identify what the community desires to achieve over the long term. The following vision and goals form the foundation of active transportation in San Pablo for the next twenty years.

Vision

San Pablo is a city that supports walking and bicycling as safe, convenient, and healthy transportation options for people of all ages and abilities to access jobs, schools, recreation, and other daily needs.

Goal: Health

More people will bicycle or walk for transportation and recreation, improving public health and reducing greenhouse gas emissions.

Where we live, learn, work, and play—and how we get there—affects our health. Designing cities and transportation systems that allow residents and visitors to reach their destinations without relying on vehicles can positively impact health and quality of life. Walking and bicycling are easy ways to increase daily physical activity, which can prevent obesity, diabetes, and heart disease in addition to improving mental health. Reducing driving also reduces greenhouse gas emissions and pollutants that contribute to respiratory illnesses.

The infrastructure recommendations in this Plan will help San Pablo residents access parks, grocery stores, and health care facilities more easily on foot or by bicycle. Together with the programs recommended, this will encourage and reinforce healthy transportation decisions.

Health Needs

- Only one in three adults in San Pablo currently walks at least 150 minutes each week, the CDC's recommended physical activity level
- Fewer than half of San Pablo students meet Healthy Fitness Zone standards, and most fall behind their peers in the County and State when evaluated physical fitness
- San Pablo residents have higher rates of obesity, diabetes, and asthma than Contra Costa County and California as a whole

Goal: Safety

Bicycling and walking conditions will be safer for a wide range of ages and abilities.

People walking and bicycling encounter unique safety concerns compared to other road users. Many roadways are primarily designed for motor vehicles, with high speeds and wide crossings that make it difficult and uncomfortable for bicyclists and pedestrians to navigate. In addition, people walking or bicycling do not have the protection offered by a motor vehicle, making them more likely to be seriously injured in the event of a collision.

This Plan seeks to better accommodate bicyclists and pedestrians on the transportation network by providing protected space with designated bicycle facilities and sidewalks, and addressing challenging crossings to reduce conflicts with motor vehicles.

Safety Needs

- Between 2011 and 2015, 46 bicycle collisions and 66 pedestrian collisions occurred in San Pablo (accounting for 23 percent of all collisions in the city)
- In a community survey, only 25 percent of pedestrians and 10 percent of bicyclists reported they feel safe from cars
- Improved sidewalks, bicycle lanes, and crossings were among the top priorities for investments among survey respondents

Goal: Mobility

Key destinations will be reachable by an accessible, convenient, and connected bicycling and walking network.

For walking and bicycling to be attractive choices for San Pablo residents, transportation networks must offer comfortable and convenient routes to meaningful destinations. Bicycling and walking are affordable, accessible transportation choices for many people, and are relied on by some as their only means of transportation if they either cannot afford a car or do not have access to one.

This Plan seeks to improve mobility for all residents and visitors to San Pablo by providing networks and programs that allow people to more easily reach their destinations on foot and by bicycle.

Mobility Needs

- About 14 percent of households in San Pablo do not have access to a vehicle for their daily transportation
- Currently 13 percent of residents take transit to work, 3 percent walk, and fewer than 1 percent of residents commute by bicycle

Goal: Livability

Bicycling and walking will support economic development and create a sense of place.

Creating inviting public spaces that encourage walking and bicycling leads to a more vibrant community and increased business activity along retail corridors. Providing opportunities for residents to meet each other walking in the neighborhood or biking to parks, work, school, transit, or shopping can promote social cohesion and increase San Pablo's quality of life for everyone.

Livability Needs

- Survey respondents cited lack of adequate street lighting, excessive litter, and vagrancy as major barriers to walking near their homes and visiting local parks more often.

Chapter 3. Walkable San Pablo

Overview & Existing Network

San Pablo has about 50 total miles of street network. Sidewalks exist on both sides of the street on 41 miles of the network, while 3.9 miles have a sidewalk on one side of the street and four miles do not have sidewalks on either side. These gaps are most prevalent in the residential area south of Lake Elementary School and in the southeast area where many commercial, retail and health services are located. Figure 3-1 shows the sidewalk network in San Pablo.

Property owners are generally responsible for sidewalk repair and maintenance, with the exception of if the damage is due to a City tree or collapse of underlying utility.

In addition to sidewalks, pedestrian facilities such as safe crossings, curb ramps, curb extensions, traffic calming features, and other improvements help create a safer and more comfortable walking environment. Figure 3-2 shows pedestrian crossing features in the city. As part of the 2009 ADA Transition Plan, the City conducted an inventory of curb ramps, missing sidewalks, and bent crosswalks to evaluate accessibility for disabled individuals. While the majority of curb ramp locations were found to be in reasonably good condition, locations of concern included:

- San Pablo Avenue near City Hall
- Various locations near Living Skills Center for the Visually Impaired
- Folsom Avenue
- 11th Street, north of Broadway
- Rivers Street
- I80 / San Pablo Dam Road Interchange, San Pablo Dam Road, and Amador Street
- San Pablo Dam Road between San Pablo Avenue and I80
- El Portal Drive between I80 and Church Lane
- Lake Street

SIDEWALK NETWORK GAPS

San Pablo Bicycle & Pedestrian Plan

San Pablo, CA

Sidewalk Gaps

- Sidewalk Exists on One Side of Street
- Sidewalk Does Not Exist on Either Side

Land Use

- School Grounds
- Commercial
- Medical
- Parks & Open Space

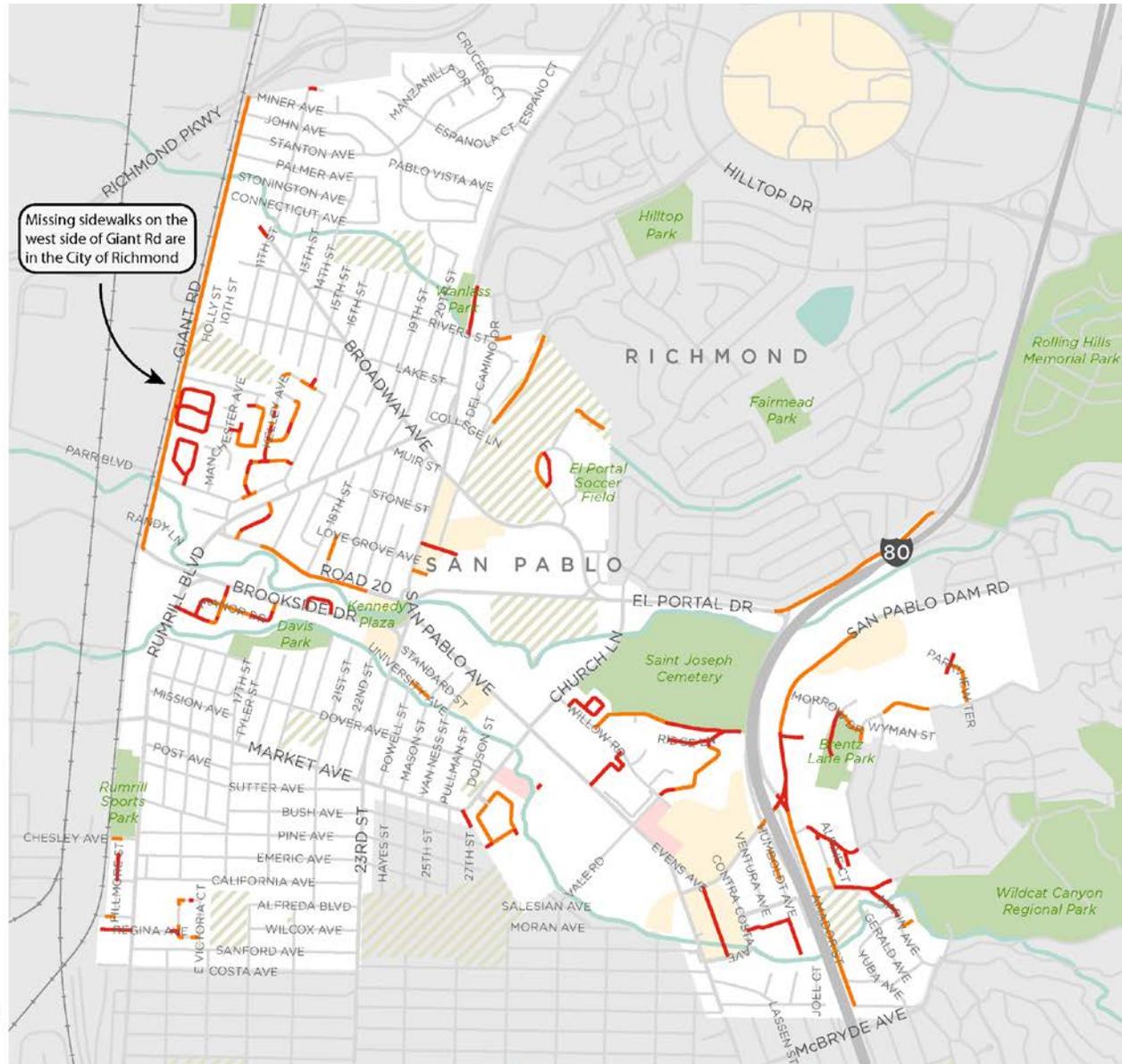
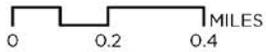


Figure 3-1: Sidewalk Network Gaps

PEDESTRIAN CROSSINGS

San Pablo Bicycle & Pedestrian Plan

San Pablo, CA

Crosswalks

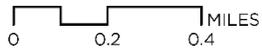
- Yellow Crosswalk
- White Crosswalk

Crossing Features

- Crossing Countdown Timer
 - Flashing Beacon
 - Refuge Island
 - Curb Extension
- Inventory Corridor

Land Use

- School Grounds
- Commercial
- Medical
- Parks & Open Space



June 2017
DATA SOURCE:
City of San Pablo

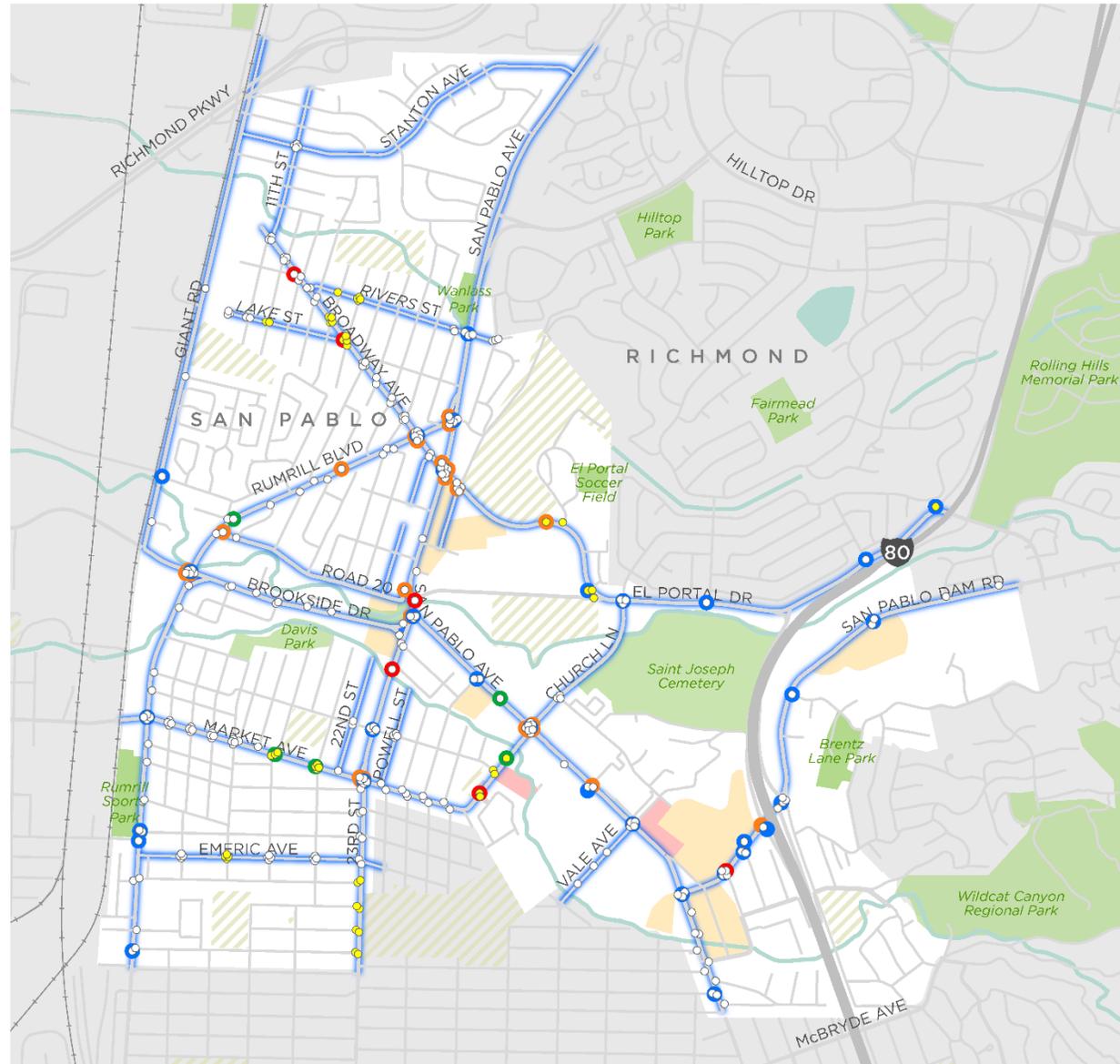
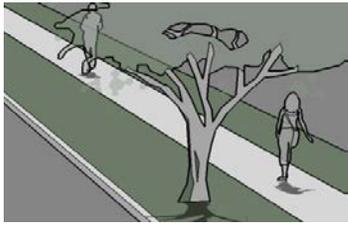


Figure 3-2: Pedestrian Crossing Features

Common Challenges and Strategies

Table 3-1 below presents common pedestrian challenges identified by the San Pablo community, and potential infrastructure improvement types.

Table 3-1: Pedestrian Challenges and Tools

Challenge	Tools
<p>Missing Sidewalks</p>	<p>Sidewalk Improvements connect existing segments of sidewalk to create a continuous pathway for pedestrians.</p> 
<p>Not Enough Lighting</p>	<p>Pedestrian Scale Lighting is oriented toward pedestrians to improve comfort, safety, and security while walking and encourage the use of pathways, commercial areas, and public spaces during more hours of the day.</p> 
<p>Crossings Feel Unsafe</p>	<p>Pedestrian Beacons that flash when activated with a push button are designed to increase vehicle yielding compliance.</p> 
	<p>Refuge Islands shorten crossing distances by providing a safe waiting area in the middle of multi-lane crossings, improve visibility of pedestrians, and can reduce vehicle speeds by visually narrowing the roadway.</p> 
	<p>High Visibility Crosswalks are more noticeable to drivers at a distance, increasing the amount of time they have to see a pedestrian and stop for them, and can encourage pedestrians to cross at designated locations.</p> 

Challenge	Tools
<p>Cars Drive Too Fast</p>	<p>Speed Humps are raised areas of the street typically placed across both travel lanes to reduce speed on residential streets. Some are designed with notches or space at the sides (called 'slotted speed humps') that allow bicyclists to pass through.</p> 
	<p>Mini Roundabouts are smaller versions of traffic roundabouts that are intended to reduce speeds at minor intersections in residential areas that are often uncontrolled (e.g., yield instead of stop control), though there are examples of mini roundabouts combined with stop controls.</p> 
<p>Uninviting Public Spaces</p>	<p>Street Trees, Landscaping, and Site Furnishings provide shade, pleasant resting areas, and physical separation from traffic that can make walking more comfortable and enhance the pedestrian environment to make walking more desirable.</p> 
	<p>Placemaking is the creation of safer and more inclusive spaces that facilitate human interaction and natural visibility, and promote a sense of belonging for the community. Placemaking considers both the design of spaces and the surrounding land uses.</p> 

Priority Pedestrian Zones

To identify priority areas for pedestrian investment, a number of factors were evaluated. Together, these areas reflect areas of San Pablo where investments in pedestrian facilities are most likely to lead to more people walking. Areas considered to be high demand included:

- Youth: Areas near K-12 schools
- Seniors: Areas near destinations such as medical facilities, shopping, and libraries
- Commuters: Areas near transit stops, and areas with a high concentration of households without access to a vehicle

A composite map of priority pedestrian areas is shown in Figure 3-2. The community provided input at the second workshop identifying locations of the challenges noted above (Figure 3-3).

PEDESTRIAN PRIORITY NETWORK

San Pablo Bicycle & Pedestrian Plan
San Pablo, CA

Pedestrian Priority Walking Zones

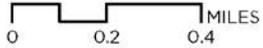


Destinations

- PreK-12 School
- College
- Civic/Government
- Entertainment
- Medical
- Shopping
- Library

Land Use

- School Grounds
- Commercial
- Medical
- Parks & Open Space



June 2017
 DATA SOURCE: ESRI, City of San Pablo

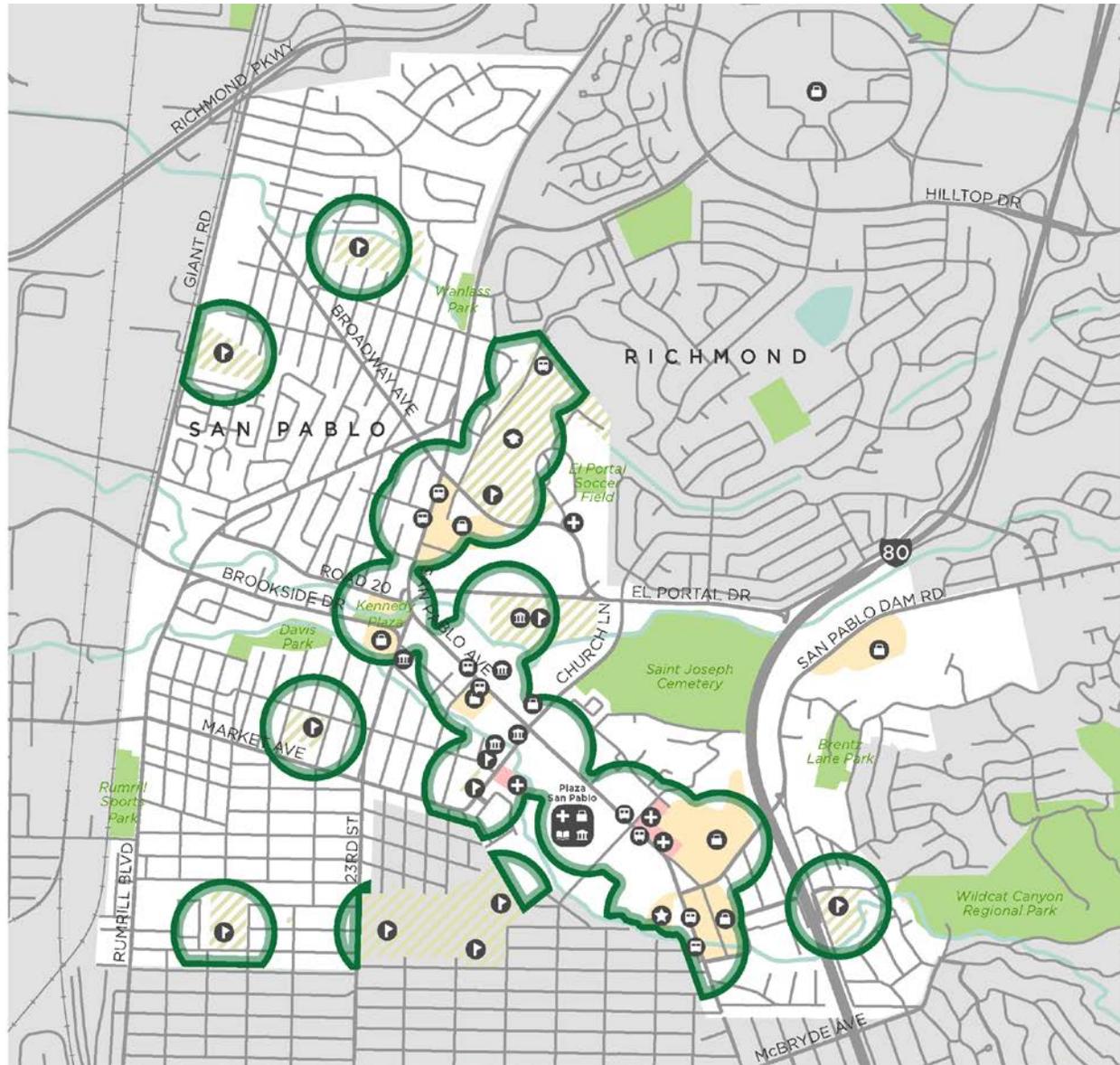


Figure 3-3: Pedestrian Priority Network

PRIORITY PEDESTRIAN CHALLENGES

San Pablo Bicycle & Pedestrian Plan

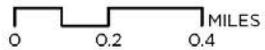
San Pablo, CA

Public Comments

- Missing Sidewalks
- Not Enough Lighting
- Crossings Feel Unsafe
- Cars Drive Too Fast
- Uninviting Public Spaces

Land Use

- School Grounds
- Commercial
- Medical
- Parks & Open Space



June 2017
DATA SOURCE
City of San Pablo

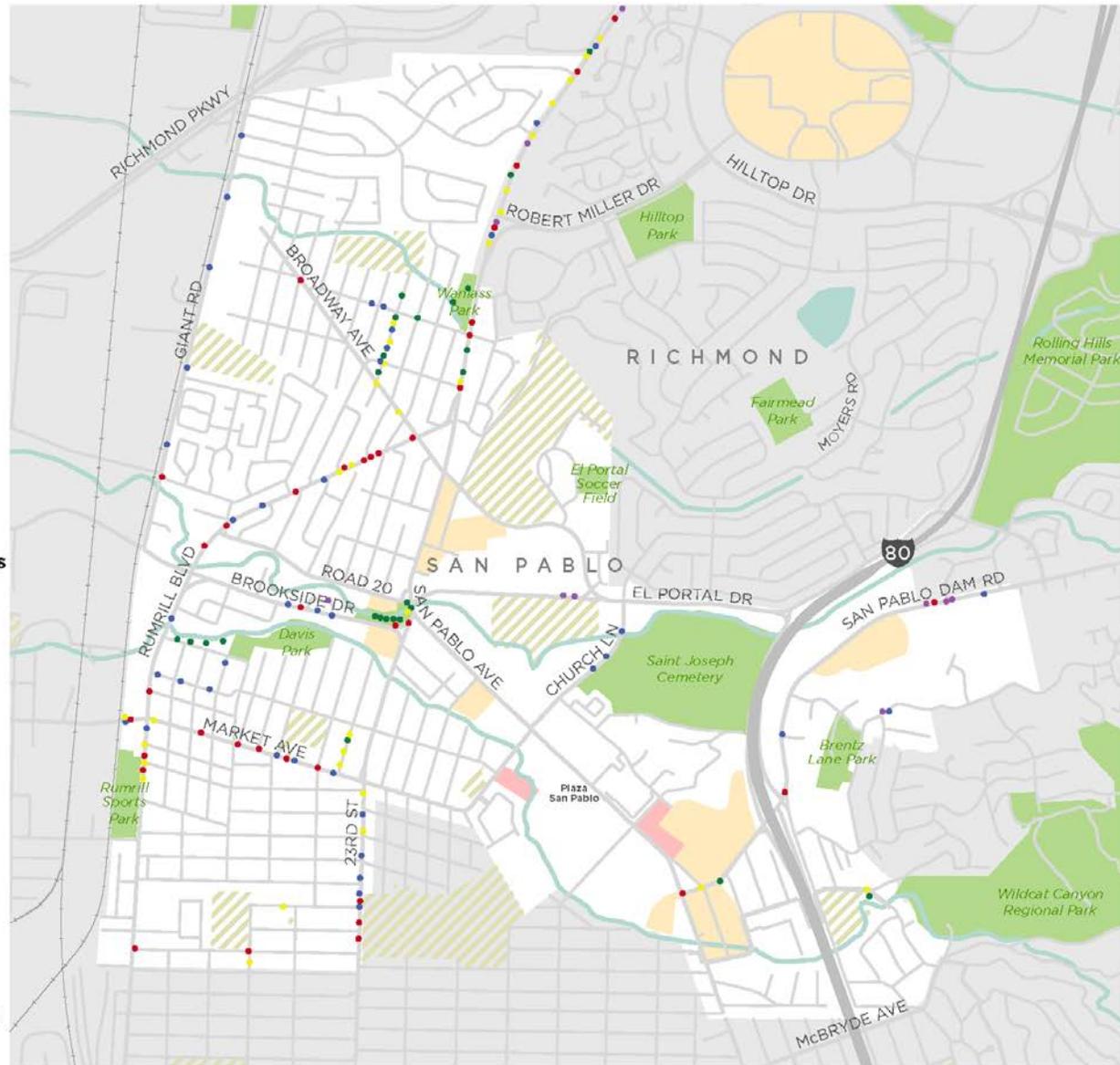


Figure 3-4: Public Input on Priority Pedestrian Challenges

Chapter 4. Bikeable San Pablo

Overview & Existing Network

Bikeways are designated into four classes by Caltrans that vary by their level of separation from motor vehicle travel.

This section describes the types of facilities and summarizes where they exist in San Pablo today. San Pablo has less than five miles of bicycle paths, a few segments of bicycle lanes, and no existing bicycle routes or separated bikeways. Existing bikeways are shown in Figure 4-1.

Class I - Shared Use Path



Class I shared use paths are off-street facilities, dedicated exclusively to use by bicyclists and pedestrians, and in some cases may be used by equestrians or for other non-motorized travel such as roller skating or skateboarding. Paths can be paved or treated with a natural surface. They must be at least 8 feet wide with 10-12 feet preferred. San Pablo currently has a paved Class I facility along Wildcat Creek from Rumrill Boulevard to 23rd Street, providing separated bicycle and pedestrian access.

Miles in San Pablo: 0.7

Class II - Bicycle Lane



Class II bicycle lanes delineate a portion of the street for bicyclists through the use of pavement markings and signage. The bicycle lane is located directly adjacent to motor vehicle travel lanes

and is used in the same direction as motor vehicle traffic. Bicycle lanes are typically on the right side of the street, between the adjacent travel lane and curb, road edge or parking lane. Bicycle lanes should be at least 5 feet wide, but 6 feet is preferred if adjacent to on-street parking. For wider streets or streets with higher volumes or speed limits, or with truck traffic, buffered bicycle lanes can be installed. Buffered bicycle lanes are conventional bicycle lanes paired with a designated buffer space, separating the bicycle lane from the adjacent motor vehicle travel lane and/or parking lane. Buffers should be at least 2 feet wide. If the buffer area is 4 feet or wider, white chevron or diagonal markings should be used. Standard bicycle lanes are currently installed on portions of 23rd Street, San Pablo Avenue, Market Street, Church Street, and San Pablo Dam Road.

Miles in San Pablo: 3.7

Class III – Bicycle Routes



Class III bicycle routes are routes where the travel lane is shared by drivers and bicyclists. Class III routes are generally designated on roadways with low levels of motor vehicle traffic where bicyclists may share the travel lane. Class III bicycle boulevards are also routes where the travel lane is shared, however additional infrastructure tools have been used to further reduce traffic speeds and/or volumes to provide a high level of comfort for all ages and bicycle abilities. Bicycle boulevards use signs, pavement markings and traffic calming techniques. Bicycle boulevard markings or shared lane markings should be placed at regular intervals along the route to identify the bicycle boulevard.

Miles in San Pablo: 0.0

Class IV – Separated Bikeways



Class IV separated bikeways are a new class of bicycle facility. Generally, Class IV bikeways are on-street bicycle facilities that are separated from vehicle traffic by some kind of physical protection— including a curb, on-street parking, flexible bollards, planters, or other similar separator. They may provide for one-way travel on each side of a road or two-way travel on the same side. The City is planning to install a Class IV separated bikeway on a portion of Rumrill Boulevard from Market Street south to the City of Richmond border. Funds are also being raised to continue the facility along Rumrill Boulevard north to San Pablo Avenue to implement the Rumrill Boulevard/13th Street Complete Streets Study.

Miles in San Pablo: 0.0

Bicycle Parking

The West Contra Costa Transportation Advisory Committee manages a program for businesses to install free bicycle racks outside their storefront to encourage their employees and customers to bicycle. The program is funded by a grant from the Bay Area Air Quality Management District. To date, bicycle parking has been installed at San Pablo Town Center, Las Montañas Supermarket, and Jennifer and Todd’s Cafe Soleil on San Pablo Dam Road. The City waives the encroachment permit for bicycle racks in the public right-of-way as well as the review fee on private properties.

EXISTING BICYCLE FACILITIES

San Pablo Bicycle & Pedestrian Plan

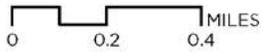
San Pablo, CA

Existing Facilities in San Pablo

-  **Class I Shared Use Path**
(0.7 miles)
-  **Class II Bike Lane**
(3.7 miles)
-  **Class III Bike Route**
(0 miles)

Land Use

-  **School Grounds**
-  **Commercial**
-  **Medical**
-  **Parks & Open Space**





 June 2017
 DATA SOURCE: City of San Pablo



Figure 4-1: Existing Bicycle Facilities

Recommendations

Recommended bicycle improvements include the installation of new bicycle lanes, enhancements to existing bicycle lanes, trail connections, and studies to determine the feasibility of adding new facilities. These recommendations respond to the needs of residents who provided input through surveys and public workshops and were guided by a steering committee that represented a diverse group of stakeholders, including staff from several City departments. Additional studies are needed to determine the feasibility and tradeoffs for adding new trails and bikeways along constrained roadways and stream corridors.

Over 10 miles of new bicycle facilities and over 7 miles of areas to be studied, shown on Figure 4-2 and summarized in Table 4-1 below, are recommended to create a safer, more convenient and more comfortable bicycling environment in San Pablo. The addition of new trails, bicycle lanes, bicycle routes and separated bikeway will more than double the City's existing 4.4 miles of bikeways and trails and help create a more comprehensive bicycle network. This section describes each type of recommendation and identifies specific opportunities to implement these recommendations.

Table 4-1: Recommended Bicycle Network Additions

Bikeway Type	Length (miles)
Class I Shared Use Path	0.42
Class II Bicycle Lane (Buffered)	1.30
Class III Bicycle Route	6.53
Class IV Separated Bikeway	1.67
New Additions Sub Total	9.92
Shared Use Path Study	2.40
Corridor Study	5.09
Study Sub Total	7.49
Grand Total	17.41

BICYCLE NETWORK

San Pablo Bicycle & Pedestrian Plan
San Pablo, CA

Proposed Bikeways

- Class I Shared Use Path
- Class II Buffered Bike Lane
- Class II Bike Lane
- Class III Bike Route or Bike Boulevard
- Class IV Separated Bikeway

Proposed Studies

- Shared Use Path Study
- Corridor Study
Class II, III, or IV

Existing Bikeways

- Class I Shared Use Path
- Class II Bike Lane
- Class III Bike Route

Destinations

- PreK-12 School
- College
- Civic/Government
- Entertainment
- Medical
- Shopping
- Library

Land Use

- School Grounds
- Commercial
- Medical
- Parks & Open Space



June 2017

DATA SOURCE:
City of San Pablo



*If Bus Rapid Transit is installed on 23rd St, 19th St could serve as an alternative Class III bicycle lane.

Figure 4-2: Recommended Bicycle Network

Class I Shared Use Path

Wildcat Creek Trail

The Wildcat Creek Trail is a planned 3.5 mile, multi-municipal trail. When complete, it will connect residents in Richmond and San Pablo to the San Francisco Bay Trail network on the west and Alvarado Park and Wildcat Canyon Regional Park to the east (see Figure 4-3 below). Approximately 1.25 miles of this trail exists in Richmond and 0.55 miles in San Pablo. Closing the gaps in this regionally significant trail will provide San Pablo with a high quality recreation and transportation asset.

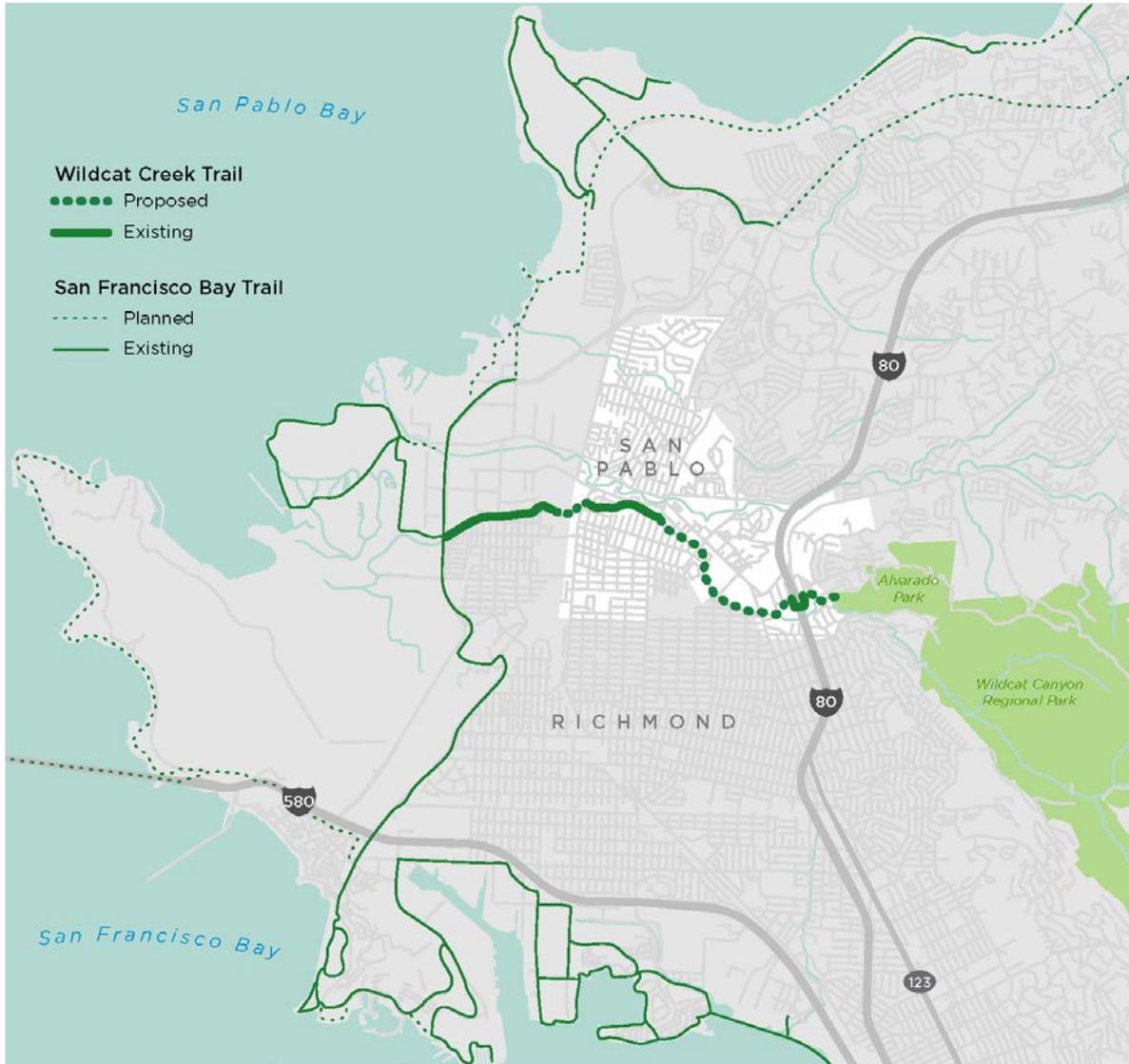


Figure 4-3: Regional Connections to the Wildcat Creek Trail

This plan recommends the development of a connecting path from Church Lane to Vale Road. This \$1.5 million project will fill a gap in the Wildcat Creek Trail and serve as an off-street alternative connection that parallels San Pablo Avenue. Additional segments will require further study to determine available right-of-way, assess private property and environmental impacts, coordinate a rail road crossing, and develop conceptual designs and cost estimates.

Wanlass Park/Rheem Creek Trail

The City plans to expand Wanlass Park on available land north between 20th Street and San Pablo Avenue and west between Wanlass Avenue and Miner Avenue. A potential trail could link this expanded open space with Bayview Elementary School. A pedestrian bridge over the creek is already in place to facilitate this connection.



This plan also recommends studying the opportunity to develop a trail connection across San Pablo Avenue and through Contra Costa College along Rheem Creek. Walking paths in Contra Costa College already exist and this trail could help students and residents access existing transit and serve as an active transportation connection to the planned College Transit Center.

Princeton Plaza Trail

On the hill above Princeton Plaza, City-owned open space could provide a trail connection and off-road alternative to access Brentz Lane Park. Access points to explore include San Pablo Dam Road, Brentz Lane, and Parkview Terrace.

Class I Shared Use Path Recommendation: 0.42 mile

Class I Shared Use Path Studies: 2.4 miles

Class II Bicycle Lanes

San Pablo Avenue (Rumrill Boulevard to Hilltop Drive)

In partnership with the City of Richmond, San Pablo has been leading the design for auto, pedestrian, bicycle, transit, and landscape improvements on San Pablo Avenue from Rumrill Boulevard in San Pablo to Hilltop Drive in Richmond. Funded by the One Bay Area Grant program, this project will include 1.3 miles of buffered Class II bicycle lanes. While the majority of the bicycle lanes will not be in the city boundary, they will provide a critical bicycle and pedestrian connection to residents and workers who need access to Hilltop Mall.

Class II Bicycle Lanes: 1.3 miles (only 1,500 feet in San Pablo, from Rumrill Boulevard to Lancaster Drive)

Class III Bicycle Routes

Class III routes were selected to help create logical connections to schools and fill in connections between existing Class II bicycle lanes. Providing a network of neighborhood connections, through Class III bicycle routes and bicycle boulevards, will help residents get to school, parks, and transit using low speed, low volume roadways. These routes should be properly marked and signed as a shared road facility and the City may pursue traffic calming treatments to further encourage bicycle use. Wayfinding signage should also be considered along routes. Examples of wayfinding signs are shown below.

Class III Bicycle Routes Recommended: 6.53 miles



Figure 4-4: Bicycle May Use Full Lane sign



Figure 4-5: Bicycle Boulevard Pavement Marking

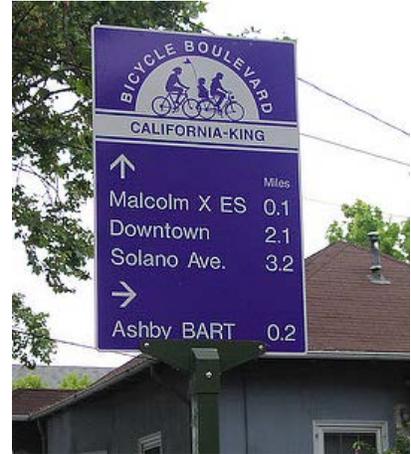


Figure 4-6: Bicycle Boulevard Wayfinding Signage

Class IV Separated Bikeways

The City of San Pablo conducted a Complete Streets Corridor Study on Rumrill Boulevard and 13th Street in partnership with the City of Richmond in 2013. In addition to pedestrian improvements along the corridor, a Class IV separated bikeway was recommended. The City is pursuing development in two phases. The first phase from Market Street south to the City border at Costa Avenue is funded for development and construction is expected to begin in 2017. The City is seeking funding for the second phase from Market Street north to San Pablo Avenue.

Class IV Separated Bikeways Recommended: 1.67 miles

Corridor Studies

The following corridors represent opportunities to further expand the bikeway network and provide critical connections to major destinations in San Pablo. Constrained roadway width means there is not an opportunity to install bicycle facilities without evaluating the potential impacts to parking or automobile travel delay. The City will need to conduct additional studies to understand these impacts and engage residents and business owners along these corridors about the potential tradeoffs. A preliminary planning level assessment was performed and presented to the public at the April 26, 2017 community workshop. The opportunities and constraints that need further study are described on the next page.

San Pablo Avenue (Road 20 to Rumrill Boulevard)

Opportunities/Connections: Would fill in a gap on San Pablo Avenue between the planned buffered bicycle lanes starting at Rumrill Boulevard and heading north to Hilltop Road and the existing bicycle lanes on San Pablo Avenue from Road 20 heading southeast to Evans Avenue. This gap would also connect to the planned Class IV separated bikeway on Rumrill Boulevard. The roadway is currently configured for two travel lanes in each direction, a center median/turn lane, and a parking lane on each side of the street. Narrowing the travel lanes and parking lanes may provide enough room for a standard Class II bicycle lane.

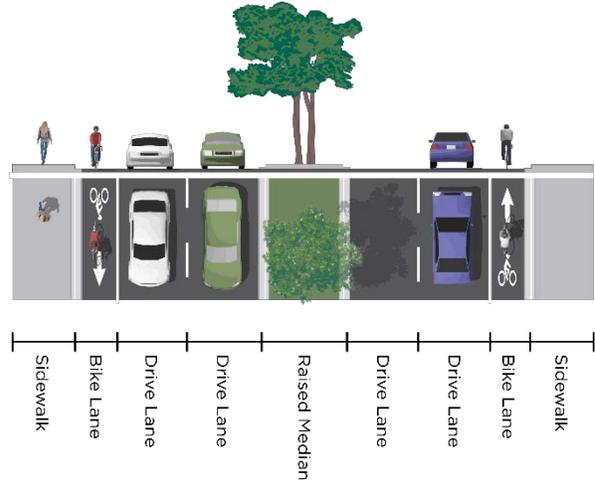


Figure 4-7: Potential San Pablo Avenue Cross Section - Road 20 to Rumrill Boulevard

Constraints/Impacts: Narrowing travel lanes to ten feet each on this high-volume roadway may not be feasible. The study would analyze available road right of way and a parking occupancy study to determine if a bicycle lane could be substituted for the parking along this portion of the corridor. In the section of San Pablo Avenue where bicycle lanes exist there is no on-street parking.

Giant Road (Miner Avenue to Brookside Drive)

Opportunities/Connections: Would provide a bicycle facility on the City’s western border, helping to create a regional connection in Contra Costa County. The project would connect to a proposed Class I trail along the railroad right-of-way in the City of Richmond to the south and proposed Class I and Class II facilities in the City of Richmond to the north. The City of San Pablo could explore removing the center turn lane on Giant Road and study adding bicycle lanes, buffered bicycle lanes (see Fig. 4-8), or a separated bikeway. Giant Road is a low volume street.

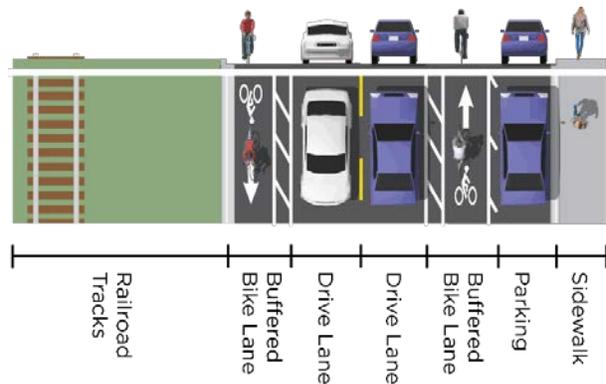


Figure 4-8 Potential Giant Road Cross Section - Miner Ave to Brookside Dr

Constraints: Narrowing travel lanes and removing a center turn lane could potentially cause issues for turning movements, especially for trucks that continue to access this corridor. A more detailed review of traffic and turning movements will be needed to pursue implementation in this corridor.

Broadway Avenue (11th Street to San Pablo Avenue)

Opportunities: Would provide a connection to Class III routes, schools, and San Pablo Avenue. Broadway Avenue is a low traffic street that serves as a connector between San Pablo Avenue and residential streets and could also connect to a new proposed bicycle facility on El Portal Drive. Other options here might include traffic calming and development of a Class III route that does not require removal of parking.

Constraints: Would require removal of parking on one side of the street in a residential area. A comprehensive parking study would be needed to understand the potential impacts.

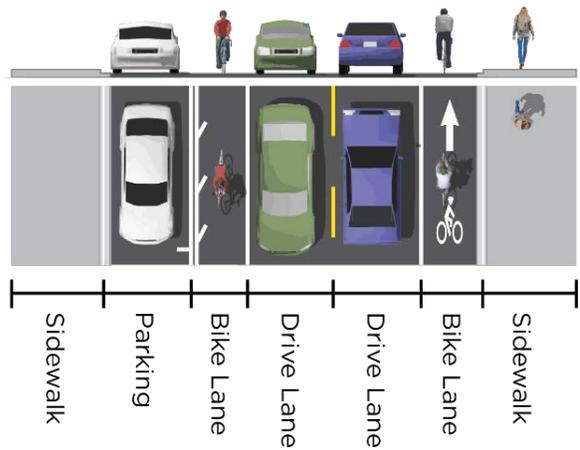


Figure 4-9 Potential Broadway Avenue Cross Section - 11th St to San Pablo Ave

Road 20 (San Pablo Avenue to El Portal Drive)

Opportunities: Would provide a connection from proposed bicycle lanes on El Portal Drive to bicycle lanes on San Pablo Avenue. Proposed project would widen the sidewalk on the south side of Road 20 in front of Helms Middle School to create a shared use path. This would preserve parking and roadway configuration; narrower travel lanes would also act as traffic calming.

Constraints: Widening the sidewalk would require significant civil engineering work, including costly changes to drainage, utility relocation, driveways, and others.

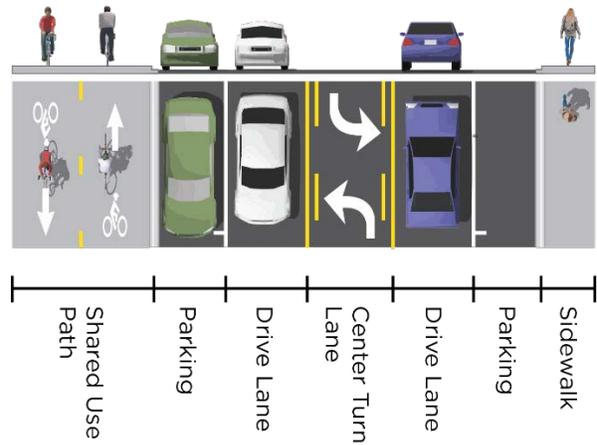


Figure 4-10 Potential Road 20 Cross Section - San Pablo Ave to El Portal Dr

Church Lane (400 feet north of Willow Road to San Pablo Avenue)

Opportunities: Would close a gap in the bicycle network from Class II bicycle lanes on Church Lane to existing Class II bicycle lanes on San Pablo Avenue.

Constraints: Would require removal of parking on one side of the street or center turn lane. A comprehensive parking study and traffic counts would be needed to understand the potential impacts.

San Pablo Dam Road (Morrow Drive to Amador Street)

Opportunities: Would provide a connection from existing bicycle lanes on San Pablo Dam Road to the proposed Class III bicycle route on Amador Street in San Pablo and create a connection to Princeton Plaza and Raley’s Grocery Store. Would require some combination of narrowing drive lanes and converting existing shoulders to bicycle lanes.

Constraints: San Pablo Dam Road narrows as it approaches Amador Street, creating the need for potential roadway widening and/or lane narrowing to accommodate bicycle lanes. San Pablo Dam is a high-traffic, high-speed road that creates potential issues with comfort of bicyclists using this facility. The I-80 ramps present a particular challenge, especially for bicyclists connecting from San Pablo Dam Road to Amador Street. This study should consider potential ramp improvements at I-80 including possibly green conflict striping, bicycle boxes, signalization strategies, or other strategies to make this connection more useful.

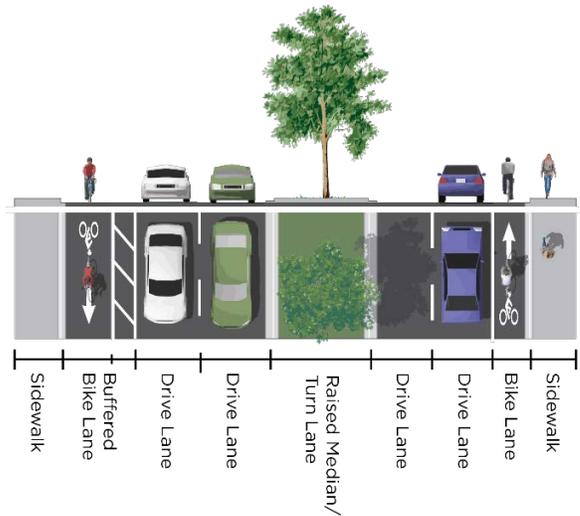


Figure 4-11 Potential San Pablo Dam Road Cross Section - Morrow Dr to Amador St

El Portal Drive (San Pablo Avenue to Glenlock Street)

Opportunities: Would provide a bicycle facility on El Portal Drive connecting to several other existing and proposed facilities. Where there is parking on the south side, consider replacing with buffered bicycle lanes and narrowing travel lanes. This would provide both bicycle facilities and potential traffic calming.

Constraints: Roadway dimensions change and narrow from Rollingwood Drive to San Pablo Road. Removing the existing median and landscaping would be expensive and undesirable.

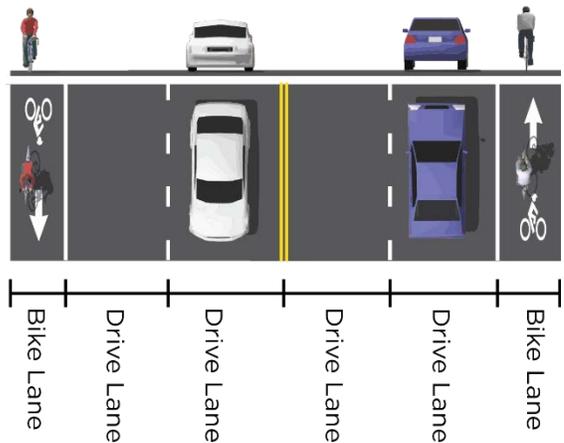


Figure 4-12 Potential El Portal Drive Cross Section - San Pablo Ave to Glenlock St

Bicycle Parking

Bicycle parking can range from a simple bicycle rack to storage in a bicycle locker or cage that protects against weather, vandalism and theft. Across the city, bicyclists visiting retail locations along San Pablo Avenue, parks, schools and places of employment need safe places to park their bicycles. Long-term parking is recommended at the Contra Costa College transit hub and future Transit Oriented Development site. Figure 4-13 presents recommended types of bicycle parking. San Pablo may also pursue branded or sculptural bicycle racks. Additional bicycle parking details and considerations can be found in the City of San Pablo's Commercial Design Guidelines (Zoning Code Appendix A).



Figure 4-13 Recommended Bicycle Parking Designs

Wayfinding

Wayfinding is an important element of both pedestrian and bicycle networks, making a transportation system easier to navigate. The following principles should be considered when guiding design, placement, and destination logic. By following a clear set of principles, an organized approach to wayfinding design will be achieved.

1. **Connect Places:** Effective wayfinding information should enable both locals and visitors to travel between destinations as well as to discover new destinations and services accessible by foot or bicycle.
2. **Promote Active Travel:** Wayfinding should encourage more people to walk and bicycle by creating a clear and attractive system that is easy to understand and navigate, validating active transportation as an option, and reducing fear among those potentially interested in bicycling.
3. **Maintain Motion:** Wayfinding should present information in a way that is easy to understand while walking or riding a bicycle.
4. **Be Predictable:** Wayfinding should be predictable and consistent. Predictability should relate to all aspects of wayfinding placement and design (i.e. sign materials, dimensions, colors, forms, and placement).
5. **Keep Information Simple:** Information should be presented in as clear and logical form as possible. Wayfinding should be both universal and usable for the widest possible demographic.

Fundamental Elements

The fundamental family of signs that provide pedestrians and bicyclists with navigational information consists of decision, confirmation, and turn signs (Figure 4-14). Typical locations for sign placement are identified in Figure 4-15.

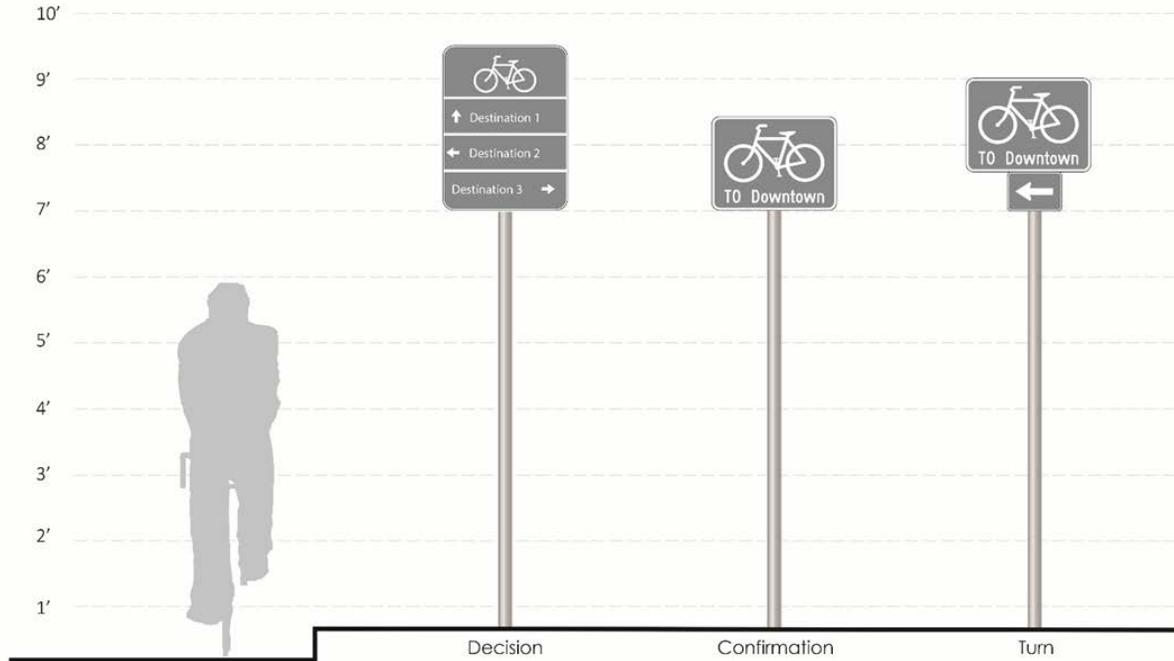


Figure 4-14 Elements of Wayfinding

Decision Sign:

- Clarify route options when more than one is available
- Typically consist of a system brand mark
- Up to 3 destinations
- Distance in time or miles (based on 10 mph or 6 min per mile)

Confirmation Sign:

- Placed after turn movement or intersection to reassure the cyclist is on the correct route

Turn Sign:

- Clarify a specific route at changes in direction
- Used when only one route option is available

The City should consult the most recent edition of the California Manual of Uniform Traffic Control Devices (CA MUTCD) for sign design details.

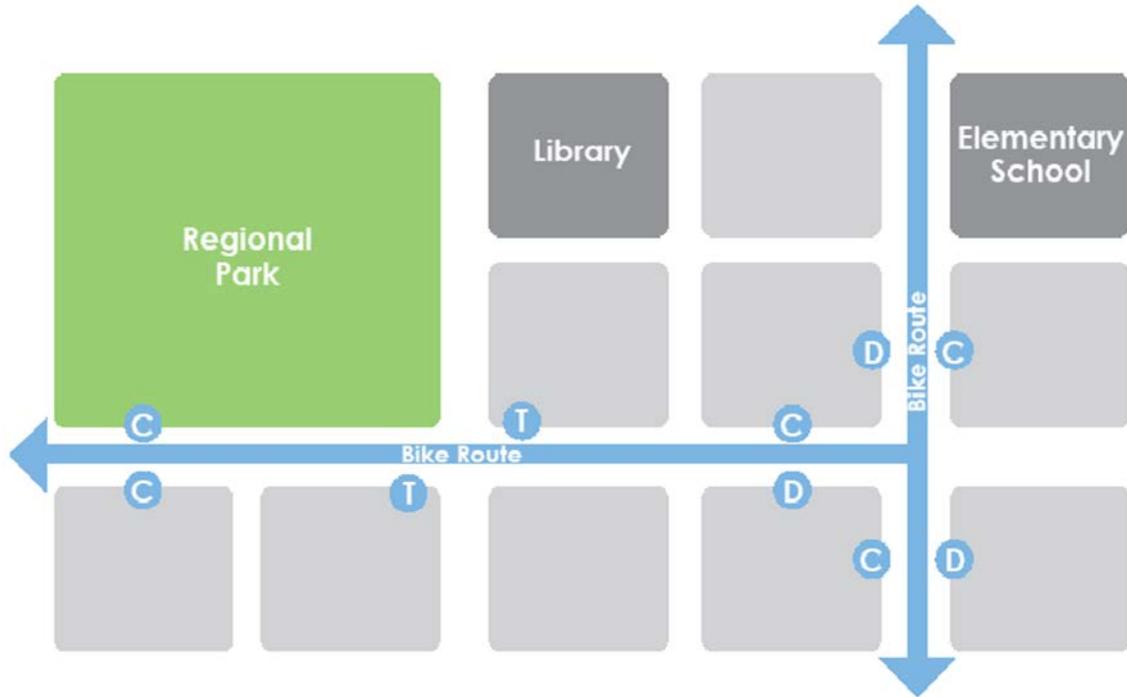


Figure 4-15 Typical Wayfinding Signage Placement

Sign Types

A variety of standards and guidelines influence both the sign designs and placement of wayfinding elements in San Pablo. While the MUTCD provides standards and guidelines for the design, size, and content of wayfinding signs, many jurisdictions have implemented unique signs to enhance visibility while reinforcing local identity. Figure 4-16 presents a spectrum of flexibility in applying the MUTCD wayfinding elements that have been implemented by municipalities around the nation. The range extends from rigid MUTCD on the left to the more flexible options on the right.



- CA MUTCD compliant signs
- Information is clear and consistent
- Regional context or local identity is not present
- Variation in sign size and shape compliant signs
- Encouragement information not present
- D1 series signs consolidate into a single sign reduces the number of signs required, overall sign clutter and sign dimension variation.
- CA MUTCD does not provide for travel times however numerous cities and states incorporate this additional information. For example, distance measured in time is included within Oregon's MUTCD supplement.
- Community signs may be augmented by unique system or municipality identifiers or enhancement markers as per Section 2D.50.
- MUTCD allows for custom color variations for community wayfinding signs.
- Directional sign with clear directional information and arrows, high contrasting text, custom sign post and decorative elements.
- Custom framing and support structures, unique sign shapes, high contrast graphic content and non-standard colors and layout.

Figure 4-16 Spectrum of Flexibility in Wayfinding Signage Design

Chapter 5. Programs

Existing Programs

Several programs in San Pablo and Contra Costa County support walking and bicycling.

Safe Routes to School

Contra Costa Health Services operates the Safe Routes to School (SRTS) program throughout the County as part of the Injury Prevention and Physical Activity Promotion project. The program encourages school-age children to walk and bike to school by addressing traffic and infrastructure related safety issues, as well as issues that impact perception of safety. Program activities include Walk and Roll events and contests at schools to encourage walking and biking, assemblies and classroom presentations to teach students about traffic safety, and bicycle rodeos to teach riding skills.

Walking Challenge

The City of San Pablo hosts the Walking Challenge to encourage residents to walk for physical fitness. Participants set goals and track their number of steps each week, and receive prizes by submitting their tracking sheets at the San Pablo Community Center.

Childhood Obesity Prevention Task Force

The Childhood Obesity Prevention Task Force (COPTF) was formed by the City Council in 2012 to address the rising obesity rate in San Pablo. The task force is comprised of representatives from public, private, and nonprofit organizations who guide healthy eating and active living policy and program priorities for obesity prevention. Active transportation related efforts include Safe Routes to School, improving park spaces, and establishing Play Streets in San Pablo that are occasionally closed to traffic to allow community members of all ages to use the space for physical activities. The COPTF continues to work to implement the Active Living programs, including pedestrian and bike skills workshops, promoting competitive physical activity events such as the City 5k and Thanksgiving Turkey Trot, and promoting the Adopt-A-Spot program to improve and maintain parks, trails, and other public spaces.

Recommended Programs

Community and staff input was used to evaluate and identify programs for the City to consider implementing. These recommended programs will help the City and its partners **educate** residents on how to walk or bicycle safely, **encourage** more residents to try walking and bicycling, **enforce** safe behavior, and **evaluate** the effectiveness of programs and infrastructure implemented in the City.

Priority programs for implementation were identified based on a qualitative review of how well they meet the vision and goals of this Plan.

Education

Safe Routes to School (Priority Program)

Encourages students to get to school by active or shared forms of transportation, including walking, bicycling, carpooling, and public transit. It often includes a combination of events, educational activities, and infrastructure enhancements around the school.

First Steps

Partner with Contra Costa Health Services to expand programs beyond Helms Middle School by coordinating with the West Contra Costa Unified School District and individual schools. Secure funding to develop a Safe Routes to School Plan.



Bicycle and Pedestrian Safety Education (Priority Program)

Instructional classes for youth and adults teach the rules of the road, how to safely ride a bike in different scenarios, and how to safely navigate streets.

First Steps

Explore partnership opportunities with Contra Costa College, Bike East Bay, and Rich City Rides, a local bicycle shop, to develop after-school education and bicycle maintenance programs. Seek support from the San Pablo Police Department to offer educational school assemblies.



Walking and Bicycling Route Maps

Develop maps and guides that show existing networks, and highlight walking and bicycling routes for accessing key destinations throughout the city. Maps can also include safety information, highlight bike shops and other amenities, or provide reminders about local ordinances related to walking and bicycling.



Bicycle Repair Workshops

Bicycle repair workshops can either offer an overview of basic maintenance and repair skills, or can be structured as a walk-in format where participants can bring their bicycles to work on with the assistance of a trained volunteer.



Encouragement

Walking School Bus (Priority Program)

Families living in the same neighborhood form a walking group to take children to and from school. Parents or volunteers take turns walking along a set route, either collecting children from “bus stops” along the way or starting and ending at an established gathering location. Walking school buses can also be used with special events like Walk to School Day, where carpools or school buses drop students off at a designated location to walk to school as a group.



Bike to Work Day

Typically held in May, this event encourages commuters to try biking to work by providing education and support facilities along the way, and by offering celebrations or incentives for those who participate. The City has staffed an event station for the past few years, and should continue its support of Bike to Work Day activities.



Bicycle Friendly Businesses

Merchants encourage customers and employees to bike to their business by offering discounts or other incentives to patrons, and by providing secure bicycle parking, changing areas, and other amenities for employees to bike to work.



Giveaways

Provide bikes and gear such as helmets, bike locks, or bike lights to encourage safe riding. Giveaways are most commonly used to incentivize or reward participation in another program activity.



Bike Share

Explore opportunity to pilot bicycle sharing with Contra Costa College. Bike Share programs make bicycles available for shared use to individuals on a very short term basis and allow users to conveniently pick-up and drop-off at different locations.

Enforcement

Progressive Safety Enforcement (Priority Program)

Police officers encourage safe behavior by all road users, focusing on the most common or serious traffic violations. Enforcement is conducted in three phases: first, educate and raise community awareness of the problem; second, warn people of actions that will be taken if violations occur and why; and third, issue citations after the warning period has expired.

First Steps

Partner with the San Pablo Police Department to identify priority locations and behaviors.



Evaluation

Pre/Post Studies of New Infrastructure (Priority Program)

Collect data at key locations prior to installing new pedestrian or bicycle infrastructure, and again after installation, to determine its impact on users.

First Steps

Partner with the City Safety Commission to recruit volunteers to conduct bicycle and pedestrian counts or other observations at project locations.



Report Card

Every two years, the City will prepare an evaluation assessing its progress toward goals outlined in this Bicycle and Pedestrian Master Plan and implementation of infrastructure projects and programs.

MONTEREY ROAD COMPLETE STREET PROJECT

EVALUATION MEASURES	EXISTING	CONCEPT 1 CONVENTIONAL STREET	CONCEPT 2 CONVENTIONAL WITH BIKE LANE	CONCEPT 3 BIKEWAY WITH BIKE LANE	CONCEPT 4 SIMPLE
ACCESSIBILITY					
• Accessibility	Low	Low	Low	Low	Low
• ADA compliance (at least 50% of total length)	Low	Low	Low	Low	Low
• ADA compliance (at least 50% of total length)	Low	Low	Low	Low	Low
• ADA compliance (at least 50% of total length)	Low	Low	Low	Low	Low
• ADA compliance (at least 50% of total length)	Low	Low	Low	Low	Low
BIKEWAY					
• Equipped with signage, pavement markings, and other infrastructure	Low	Low	Low	Low	Low
• Equipped with signage, pavement markings, and other infrastructure	Low	Low	Low	Low	Low
BIKEWAY					
• Equipped with signage, pavement markings, and other infrastructure	Low	Low	Low	Low	Low
• Equipped with signage, pavement markings, and other infrastructure	Low	Low	Low	Low	Low
BIKEWAY					
• Equipped with signage, pavement markings, and other infrastructure	Low	Low	Low	Low	Low
• Equipped with signage, pavement markings, and other infrastructure	Low	Low	Low	Low	Low
SAFETY					
• Reduced number of crashes	Low	Low	Low	Low	Low
• Reduced number of crashes	Low	Low	Low	Low	Low
• Reduced number of crashes	Low	Low	Low	Low	Low
ECONOMIC					
• Increased property values	Low	Low	Low	Low	Low
• Increased property values	Low	Low	Low	Low	Low
• Increased property values	Low	Low	Low	Low	Low

Chapter 6. Implementation Strategy

This Plan includes projects, programs, and policy changes intended to create a more walkable and bikeable City of San Pablo. Implementation of this Plan will require community support and political leadership in addition to funding for both initial investments and ongoing maintenance. This chapter outlines a strategy towards implementation.

Plan Cost Estimates

Unit Cost Assumptions

Table 6-1 presents the planning level cost assumptions used to determine project cost estimates. Unit costs are typical or average costs informed by Alta Planning + Design's experience working with California communities. Costs are estimated in 2017 dollars, and may rise in future years due to inflation and other factors. While they reflect typical costs, unit costs do not consider project-specific factors such as intensive grading, landscaping, or right-of-way acquisition that may increase actual costs. For some segments, project costs may be significantly greater.

Unit cost assumptions include a 20 percent contingency and the following soft costs: 5 percent for traffic control, 5 percent for mobilization, 15 percent for design, 10 percent for cost recovery, 15 percent for construction management, and 10 percent for staff administration time during design and construction phases.

Units used include each (EA) for lump-sum improvement costs and linear mile (MI) for other improvements. Estimates have been rounded to the nearest \$1,000.

Table 6-1: Unit Cost Assumptions

Item	Unit	Cost Assumption	Notes
Class I Shared-Use Path Study	EA	Varies	Cost depends on need for survey.
Class I Shared Use Path	MI	\$1,500,000	Cost higher if right-of-way acquisition required
Class II Bicycle Lanes	MI	\$80,000	Includes both sides of road
Class II Buffered Bicycle Lanes	MI	\$180,000	Includes both sides of road
Class III Bicycle Route	MI	\$31,000	Includes both sides of road and shared lane markings
Class IV Separated Bikeway	MI	Varies	Cost depends on type of physical separation selected
Corridor Study	EA	Varies	Cost depends on need for parking occupancy study, traffic counts, or survey

Bikeway Project List

Table 6-2 identifies the recommended bikeway projects by type of facility and location.

Table 6-2: Project List

Street	From	To	Length (mi)	Cost Estimate	Notes
Proposed Class I - Shared Use Path Studies					
Plaza San Pablo Bay Trail	Church Ln	Vale Rd	0.42	\$1,500,000	Trail opportunity along Wildcat Creek Trail behind Plaza San Pablo
Wildcat Creek Trail Gap	City Boundary	Rumrill Blvd	0.12	Further Study	Trail opportunity from Rumrill Blvd to Rail Road tracks/City border
Wildcat Creek Trail	23rd St	Church Ln	0.35	Further Study	Trail opportunity along Wildcat Creek from 23rd Street to Church Lane
Wildcat Creek Trail	Vale Rd	San Pablo Ave	0.45	Further Study	Trail opportunity along Wildcat Creek from Vale Road to San Pablo Avenue/ FoodMaxx Parking Lot.
Wanlass Park Trail	14th St	Rivers St	0.55	Further Study	Trail opportunity connecting Bayview Elementary to Wanlass Park
Contra Costa Connector Trail	San Pablo Ave	Contra Costa College Property Line	0.54	Further Study	Trail opportunity connecting Wanlass Park through Contra Costa College
Princeton Plaza Trail	San Pablo Dam Rd	Brentz Lane	0.40	Further Study	Trail opportunity behind Princeton Plaza
Proposed Class II - Bicycle Lanes					
San Pablo Ave	Rumrill Blvd	Hilltop Dr	1.30	See Study in Chapter 4	Additional detail provided in the San Pablo Avenue Complete Streets Study (2013).
Proposed Class III - Bicycle Routes					
Dover Ave	Rumrill Blvd	Church Ln	0.85	\$26,500	
Vale Rd	San Pablo Ave	Howard St	0.25	\$7,700	To 150 ft SW of Wildcat Creek
11th St	Miner Ave	Lake St	0.51	\$15,800	
14th St	Palmer Ave	Broadway Ave	0.30	\$9,400	
Amador St	San Pablo Dam Rd	Mc Bryde Ave	0.59	\$18,300	
Market Ave	23rd St	Villa Dr	0.30	\$9,400	
Brookside Dr	Giant Rd	San Pablo Ave	0.68	\$21,000	

Street	From	To	Length (mi)	Cost Estimate	Notes
Stanton Ave	Miner Ave	Espanola Dr	0.90	\$2,800	
Miner Ave	Stanton Ave	Giant Rd	0.38	\$11,800	
Espanola Dr	Stanton Ave	La Puerta Rd	0.25	\$7,800	
La Puerta Rd	Espanola Dr	San Pablo Ave	0.04	\$1,200	
Riverside Ave	Contra Costa Ave	Humboldt Ave	0.13	\$4,000	
Riverside Ave	Amador St	N Arlington Blvd	0.23	\$7,130	Terminate at entrance to Alvarado Park
Kirk Ln	San Pablo Ave	Contra Costa Ave	0.10	\$3,100	
19th St	California Ave	Dover Ave	0.69	\$21,400	From: 550 ft W of 19th St (17th St) to John Herbert Davis Park
Emeric Ave	Rumrill Blvd	23rd St	0.52	\$16,200	
Road 20	Rumrill Blvd	San Pablo Ave	0.52	\$16,200	
Lake St	11th St	16th St	0.24	\$7,400	
Marin Ave	Riverside Ave	Mc Bryde Ave	0.24	\$7,400	
Proposed Class IV - Separated Bikeways					
Rumrill Blvd	San Pablo Ave	Costa Ave	1.67	See Study in Chapter 4	Additional detail provided in the Rumrill Complete Streets Study (2015).
Proposed On-Street Corridor Studies - Facility Class To be Determined					
San Pablo Ave	Road 20	Rumrill Blvd	0.65	Further Study	
Church Ln	San Pablo Ave	Willow Rd	0.20	Further Study	
El Portal Dr	San Pablo Ave	Glenlock St	1.38	Further Study	Extend 1,000 feet west Glenlock St
Giant Rd	Miner Ave	Brookside Dr	1.08	Further Study	
Broadway Ave	11th St	San Pablo Ave	0.68	Further Study	
Road 20	San Pablo Ave	El Portal Dr	0.49	Further Study	
San Pablo Dam Rd	Morrow Dr	Amador St	0.23	Further Study	
San Pablo Ave	San Pablo Dam Rd	Glenn Ave	0.38	Further Study	Extend 500 feet north of San Pablo Dam Road

Phasing

Phasing of potential projects will depend on available funding, resources, and community support. Potential opportunities for implementation of these projects include:

- Incorporate into other projects. As part of regular road resurfacing efforts, San Pablo has the opportunity to implement many of the Class II bicycle lanes and Class III bicycle route projects. These projects typically involve road striping and signage and can be implemented for limited additional cost.
- Seek Grant Funding. For the on-street corridor studies and Class I trail studies, the City can apply for grant funding to advance high priority projects. Grant funding sources include the state's Active Transportation Program (ATP), the One Bay Area Grant (OBAG) program, East Bay Regional Parks (for select trail projects), the Strategic Growth Council Urban Greening Grant program, and others.

Maintenance Costs

Maintaining the walking and bicycling environment once it has been implemented preserves the investment and will help support a high quality of life for San Pablo residents. Maintenance costs are a concern for most cities, as there are grant programs to fund construction of projects but not to maintain them.

On-street bikeways should be maintained as part of the normal roadway maintenance program. Emphasis should be placed on keeping bicycle lanes and roadway shoulders clear of debris and keeping vegetation overgrowth from blocking visibility.

Table 6-3: Maintenance Cost Assumptions

Activity	Frequency	Unit	Estimated Cost
Crosswalk restriping	Arterials: 5-7 years Minor streets: 10 years	EA	\$2,800
Sidewalk and curb ramp repair	As needed		Varies
Class I Shared Use Path repair and maintenance	Ongoing, annually	MI	\$8,750
Sign repair	As needed	EA	\$300
Class II Bicycle Lane restriping, replacing stencils and signs as needed	Ongoing, annually	MI	\$2,000
Class III Bicycle Route sign and sharrow stencil replacement	Ongoing, annually	MI	\$1,250

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Appendix A. Review of Existing Plans and Policies

Introduction

The San Pablo Bicycle and Pedestrian Master Plan builds on existing transportation and land use plans and policies in place within the City of San Pablo and Contra Costa County. Over the last decade, a number of strategic transportation-planning efforts have taken place in the City of San Pablo and the region. To understand the priorities and goals put forth by past planning efforts, the following documents were reviewed:

- San Pablo General Plan 2030 (2011)
- San Pablo Municipal Code (2015)
- San Pablo Zoning Code (2015)
- San Pablo Climate Action Plan (2012)
- San Pablo ADA Transition Plan Update (2009)
- San Pablo Annual Pavement Maintenance Project
- Rumrill/13th St Complete Streets Study (2015)
- San Pablo Ave Complete Streets Study (2013)
- 23rd Street Specific Plan (2007)
- San Pablo Ave Specific Plan (2011)
- Contra Costa Countywide Bicycle and Pedestrian Plan (2009)
- West Contra Costa High Capacity Transit Study

The review of these existing plans and policies revealed several overarching themes that will be used to develop a draft vision, goals, and objectives for the San Pablo Bicycle and Pedestrian Master Plan:

- Create a safe and convenient transportation network that accommodates travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities by integrating Complete Streets policies and design features.
- Encourage transit-oriented and mixed-use development to attract pedestrian activity, support economic development, and increase neighborhood vibrancy.
- Ensure that community gathering spaces, open spaces, and recreational facilities are accessible by foot, bicycle, and transit.
- Reduce collisions and traffic related injuries and fatalities.
- Increase opportunities for bicycling and walking for transportation and recreation to improve public health.
- Encourage non-motorized transportation to reduce greenhouse gas emissions.

City Plans and Policies

San Pablo General Plan 2030 (2011)

The San Pablo General Plan was adopted in 2011 and serves as a policy document for long-term development of the City of San Pablo, providing direction and a vision for future growth of the City. As a policy document, the General Plan provides the legal basis for all zoning, subdivision, and related actions.

Land Use & Physical Design

The purpose of the Land Use and Physical Design Element is to enhance community character, improve how the city looks, and present a framework to guide future land use decisions and development.

Urban Design

Implementing Policies

LU-I-1: Amend the Zoning Ordinance to implement new General Plan land use designations and promote Transit-Oriented Development (TOD) at appropriate locations.

Community Design

Guiding Policies

LU-G-3: Preserve and strengthen the City's overall image and create a safe, walkable and attractive urban environment for current and future generations of residents.

Implementing Policies

LU-I-8: Provide incentives for new pedestrian-friendly anchor retail at important road intersections to attract retail clientele and maximize foot traffic.

LU-I-11: Enhance the City's unique identity and image by adopting a consistent palette of landscaping, street trees, lighting, and signage within the public right-of-way for neighborhood and street improvements.

Residential Neighborhoods

Implementing Policies

LU-I-13: Ensure the new development in or adjacent to established neighborhoods is compatible in scale and character with the surrounding area by:

- Promoting a transition in scale and architecture character between new buildings and established neighborhoods; and
- Requiring pedestrian circulation and vehicular routes to be well integrated.

Mixed Use

Guiding Policies

LU-G-6: Promote site sensitive design and pedestrian oriented activities in mixed-use development

Implementing Policies

LU-I-19: Require pedestrian-oriented amenities and design in mixed use areas, such as outdoor seating, plazas, public art, ground floor retail, and waiting areas (benches and shelters).

Special Planning Subareas

San Pablo is divided into four subareas: San Pablo Ave, Rumrill Blvd, San Pablo Dam Road, and 23rd St. In addition to city-wide policies based on land use designations, the Land Use Element also contains policies specific to the subareas.

Guiding Policies

LU-G-11: Recognize the importance of mixed-use areas along San Pablo Avenue, San Pablo Dam Road, 23rd Street, and Rumrill Boulevard to the vitality and quality of life in San Pablo.

Implementing Policies – San Pablo Avenue

LU-I-40: Use design guidelines established by the San Pablo Avenue Specific Plan for development review in the San Pablo Corridor.

Implementing Policies – San Pablo Dam Road

LU-I-46: Improve pedestrian access within the hillside neighborhood, its connection to the regional park system, and connections to the Entertainment District across the I-80 overpass.

Implementing Policies – 23rd Street

LU-I-47: Use the development standards and design guidelines established by the 23rd Street Specific Area Plan for development review along 23rd Street.

LU-I-49: Strengthen Market Avenue’s relationship and connection to 23rd Street by identifying the intersection as both nodes of commerce and social activities through the installation of plazas, street furniture, and public transit facilities/stops.

Circulation

The circulation element ensures an efficient circulation system for all road users. The City is committed to designing a multi-modal system of regional routes, local roads, public transit, and bicycle and pedestrian routes that will enhance the community and protect the environment.

Street Design Standards

Guiding Principles

C-G-1: Develop a transportation system that meets the needs of all segments of the community, including residents, businesses, visitors, and the region.

C-G-2: Protect the character of local residential streets.

Implementing Policies

C-I-1: Design and operate city streets based on a “Complete Streets” Concept that enables safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.

C-I-2: Include “Complete Streets” considerations in the design of all circulation improvement projects.

C-I-5: Install traffic calming devices, such as signage, road bulbs (also called curb extensions), chicanes, raised crosswalks, and speed humps, as needed and appropriate in existing neighborhoods.

Bicycle and Pedestrian Circulation

Guiding Policies

C-G-5: Develop a safe and comprehensive bicycle and pedestrian network.

Implementing Policies

C-I-14: Expand and maintain a safe and comprehensive bicycle system that connects the City’s neighborhoods to regional bicycle routes.

C-I-16: Require provision of bicycle parking and related facilities in new employment-generating development to facilitate multi-modal commute choices.

C-I-18: Adopt a Bicycle Master Plan to enhance bicycle circulation and planning, based on the route network and the Contra Costa Countywide Bicycle and Pedestrian Plan.

C-I-19: Use brightly-colored paint or a one-foot buffer strip along bicycle routes to provide a visual signal to drivers to watch out for bicyclists and nurture a “share the lane” ethic. Start with areas of town where automobile-bicycle collisions have occurred in the past, based on data from the Statewide Integrated Traffic Records System maintained by the California Highway Patrol.

C-I-21: Work with the City of Richmond and Contra Costa County to develop safe and clearly marked pedestrian and bicycle linkages from downtown San Pablo to the Bay Trail. Improvements should connect Contra Costa College to the Wildcat Creek bikeway west of Davis Park to Alvarado Park east of the city.

C-I-22: To maintain walkability and pedestrian safety, consider reducing curb-to-curb road widths and employing roadway design features such as islands, pedestrian refuges, and pedestrian countdown signals.

C-I-23: Provide pedestrian facilities that are accessible to persons with disabilities and ensure that roadway improvement projects address accessibility and universal design concepts.

C-I-24: In mixed-use areas or other areas with high pedestrian traffic, provide mid-block pedestrian crossings, where feasible, to create more direct walking routes and slow vehicle speeds.

Air Quality and Climate Change

Guiding Policies

OSC-G-7: Protect and improve the air quality of San Pablo.

OSC-G-8: Reduce emissions of greenhouse gases that contribute to global climate change.

Implementing Policies

OSC-I-25: Support non-polluting transportation modes and opportunities (i.e. pedestrian, bike, carpooling opportunities and public transit improvements) as specified in the Circulation Element.

Health

The Health Element brings together community opinion and experiences, health data, and literature on the effects of the built, natural, and social environment on health. Guiding and implementing policies that relate to the San Pablo Bicycle and Pedestrian Master Plan are listed below.

Healthy Transportation and Physical Activity

Guiding Policies

HEA-G-1: Ensure that all San Pablo residents have access to a variety of transportation and physical activity options that enhance health and that work for diverse lifestyles, incomes, and abilities.

HEA-G-2: Achieve more walkable, livable neighborhoods by expanding the multimodal transportation system and creating a safe, pedestrian-oriented environment.

Implementing Policies

HEA-I-1: Implement street design features that facilitate walking and biking in both new and established areas. Require a minimum standard of these features for new developments.

HEA-I-2: Improve signage directing residents and visitors to public parks and recreational facilities from all parts of the community. Integrate parks signage with bikeway and pedestrian-oriented signage throughout San Pablo.

HEA-I-3: Improve the conditions for youth walking and bicycling in areas surrounding schools by working with the Contra Costa Health Services and the school district to implement the Safe Routes to School program that is already underway. Participate in the necessary assessments and prioritize identified Safe Routes to School infrastructure improvements in annual transportation improvements budgets.

HEA-I-4: Act as a model to other large employers by selecting and implementing a suite of transportation demand management (TDM) programs designed to reduce single-occupant vehicle trips and overall vehicle emissions generated by trips that start or end in San Pablo. Programs may include, but are not limited to:

- Installation of showers, lockers, and secure bicycle parking facilities in city-owned buildings;
- Designation of preferred parking spaces for carpools, carshare programs, and clean fuel vehicles; and
- Provision of transit benefits that reduce direct employee public transportation costs.

HEA-I-7: Work with interested community members and organizations to plan and develop an exercise circuit that takes advantage of existing parks, creeks, and other pedestrian infrastructure. The course should be clearly marked, and contain simple stations and diagrams for self-guided training.

Access to Services and Planning for People First

Guiding Policies

HEA-D-5: Create complete neighborhoods with access to a range of day-to-day goods and services within walking distance, including medical facilities, community services, youth programs, and employment opportunities, and to increase the sense of social cohesion among residents.

Crime Reduction and Perceptions of Safety

Guiding Policies

HEA-G-6: Use the built environment and city planning tools to deter crime, increase respect for neighbors and property, and improve the public perception of safety throughout the community.

Implementing Policies

HEA-I-34: Incorporate Crime Prevention Through Environmental Design principles and best practices into the Zoning Ordinance and project review procedures for new development and major renovations. Guidelines and checklists should include concepts such as:

- Natural Surveillance, e.g. orient building and windows to provide maximum surveillance of exterior areas, and locate entryways such that they are visible to adjacent neighbors or passerby;
- Natural Access Control, e.g. use landscaping such as low hedges and flowerbeds to identify points of entry and movement on property, and use signage and symbolic barriers to direct vehicular and pedestrian traffic;
- Natural Territorial Reinforcement, e.g. use thorny or thick plant materials in perimeter landscape areas to discourage cutting through parking areas, trampling vegetation, approaching ground floor windows or climbing fences and walls;
- Maintenance, e.g. make it easier to maintain property by recommending graffiti-resistant surface materials, vandal-proof lighting, and landscaping selected for durability and easy maintenance;
- Shared Facilities, e.g. promote activity in public areas throughout the day by coordinating shared uses of facilities (parking lots, parks, sports fields).

HEA-I-37: Ensure that San Pablo has minimum illumination standards for streetlights and, if necessary, update the standards to reflect best practices for safety lighting.

San Pablo Municipal Code (2015)

The San Pablo Municipal Code was updated in November 2015 through Ordinance 2015-007. The regulations listed below are relevant to the San Pablo Bicycle and Pedestrian Master Plan.

Traffic Regulation

10.04.020 Pedestrians standing in roadways. No person shall stand in any roadway other than in a safety zone or in a crosswalk if such action interferes with the lawful movement of traffic. This section shall not apply to any public officer or employee, or employee of a public utility when necessarily upon a street in line of duty.

10.04.050 Vehicles not to be driven on sidewalks or parkways. The driver of a vehicle shall not drive within any sidewalk area or any parkway except at a permanent or temporary driveway.

10.04.070 Driving in public parks prohibited. It is unlawful for any person to ride any bicycle or to drive any type of vehicle whatsoever within the public parks of the city.

10.04.090 Restrictions on use of freeways. No person shall drive or operate any bicycle, motor-driven cycle or any vehicle which is not drawn by a motor vehicle upon any street established as a freeway, as defined by state law, nor shall any pedestrian walk across or along any such street so designated and described except in space set aside for the use of pedestrians; provided, official signs are in place giving notice of such restrictions.

10.04.100 Erection and contents of signs on one-way streets and alleys. Whenever any ordinance or resolution of the city designates any one-way street or alley, the city traffic engineer shall place and maintain signs giving notice thereof, and no such regulations shall be effective unless such signs are in place. Signs indicating the direction of lawful traffic movement shall be placed at every intersection where movement of traffic in the opposite direction is prohibited.

10.04.140 Trains not to block crossings. It is unlawful for any person to cause or permit any railway train or railway cars or similar vehicle on rails to operate or to be operated in such a manner as to prevent the use of any street for the purposes of travel for a period of time longer than ten minutes, except that this provision shall not apply to railway trains, cars or similar vehicles on rails while blocking or obstructing a crossing because of an accident which requires the operator of the train, car or similar vehicle on rails to stop at or near the scene of the accident.

10.04.160 Increase of prima facie speed limit on designated streets.

It is determined upon the basis of an engineering and traffic investigation that the speed permitted by state law upon the following streets is less than is necessary for safe operation of vehicles thereon by reason of the designation and signposting of such streets as through highway and by reason of widely spaced intersections, and it is declared that the prima facie speed limit shall be set forth as follows on those streets or parts of streets designated in this section when signs are erected giving notice thereof:

Name of Street or Portion Affected	Declared Prima Facie Speed Limit (miles per hour)
Dam Road for freeway overpass to northeast city limits	35
Thirteenth Street from south city limits to San Pablo Creek	30

10.04.170 Decrease of prima facie speed limit on designated streets. It is determined upon the basis of an engineering and traffic investigation that the speed permitted by state law outside of business and residence districts as applicable upon the following streets is greater than is reasonable or safe under the conditions found to exist upon such streets, and that the prima facie speed limit shall be as set forth in this section on those streets or parts of streets designated as follows when signs are erected giving notice thereof:

Name of Street or Portion Affected	Declared Prima Facie Speed Limit (miles per hour)
Amador Street from south city limits to San Pablo Dam Road	30
Broadway from San Pablo Avenue to Road 20	30
Church Lane from San Pablo Avenue to north city limits	25
Dam Road from San Pablo Avenue to freeway overpass	25
Giant Highway from Road 17 (Brookside Drive) to north city limits	25
Rumrill Boulevard from northerly line of Brookside Drive to a point 900 feet north on Rumrill Boulevard	30
Rumrill Boulevard from a Point 900 feet north of northerly line of Brookside Drive to San Pablo Avenue	35

10.04.180 Speed limit on Giant Road from Road 20. After traffic surveys having been made, it has been determined that the public safety requires that the speed limit be set and posted at twenty-five miles an hour on Giant Road from Road 20 to a distance seven hundred feet northerly thereof, in the city, and that when the same has been properly signed and posted in accordance with this section no person shall exceed said speed limit and that any person violating said speed limit as posted shall be guilty of an infraction.

10.04.190 Regulation of speed by traffic signals. The city traffic engineer is authorized to regulate the timing of traffic signals so as to permit the movement of traffic in an orderly and safe manner at speeds slightly at variance from the speeds otherwise applicable within the district or at intersections, and shall erect appropriate signs giving notice thereof.

10.04.290 Obedience to persons appointed to control traffic at school crossings. It is unlawful for any person to refuse or fail to comply with any lawful order, signal or direction of

a traffic or police officer, or at any school crossing to refuse or fail to obey any order, signal, or direction of any person appointed by the chief of police to control traffic at school crossings; provided, that such person giving any order, signal or direction at such school crossing shall at the time be wearing some insignia indicating such appointment.

10.04.300 Traffic regulations to apply to persons riding bicycles or animals. Every person riding a bicycle or riding or driving an animal upon a highway shall be granted all of the rights and shall be subject to all of the duties applicable to the driver of a vehicle by this title, except those provisions which by their very nature can have no application.

Bicycles

10.20.020 License—Required. It is unlawful for any person to operate or use a bicycle in the city which has not been registered and licensed and equipped with one or more license plates as provided in Sections 10.20.020 through 10.20.160. *[City may consider modifying this ordinance and replace it with voluntary bicycle licensing through Bike Index, a 501(c)(3) non-profit corporation. Bike Index is the most widely used bicycle registration service in the world with over 129,000 cataloged bikes.]*

10.20.170 Safe mechanical condition required for operation. It is unlawful for any person to ride or operate a bicycle in the city unless such bicycle is equipped and in safe mechanical condition as provided in Section 10.20.070.

10.20.180 Riding on sidewalks—Generally. No person shall ride or operate a bicycle on any sidewalk in the city except as specifically permitted in this chapter.

10.20.190 Riding on sidewalks—By juveniles. Juveniles under the age of eighteen years, exercising due care, may ride and operate their bicycles upon the sidewalk, except such sidewalks as are in front of stores or other buildings used for business purposes.

10.20.200 Group riding. Persons riding or operating bicycles in the city shall not ride more than two abreast, except on paths or parts of a roadway set aside for the exclusive use of bicycles; provided further, that persons riding bicycles on the sidewalk shall do so in single file.

10.20.210 Passengers. No person riding or operating a bicycle in the city shall carry another person on such bicycle unless such person or passenger is seated upon an individual seat or carrier separate from that used by the operator.

10.20.240 Races and endurance contests. No person riding or operating a bicycle upon a public highway or street shall participate in any race, speed or endurance contest unless such race or endurance contest has the written permission of the city council, and under the supervision of the chief of police.

10.20.260 Parking.

A. No person shall park any bicycle against windows or on the main-traveled portion of the sidewalk, nor in such manner as to constitute a hazard to pedestrians, traffic or property.

B. If there is no bicycle rack or other facilities intended to be used for the parking of bicycles in the vicinity, bicycles may be parked on the sidewalk in an upright position parallel to and within twenty-four inches of the curb.

C. Any merchant or person desiring to construct and erect bicycle racks may do so after obtaining the approval of the chief of police as to the type of rack and the place where such person or merchant intends to erect such bicycle racks.

10.20.270 Speed and operation generally. No person shall ride or operate a bicycle faster than is reasonable and proper, and every bicycle shall be operated with reasonable regard to the safety of the operator and other persons upon the streets, sidewalks and public highways of the city.

10.20.280 Riding in parks, playgrounds or school ground. No person shall ride or operate a bicycle upon any playground, park or school ground, where children are playing, without permission of the person having supervision thereof.

10.20.290 Passing and meeting vehicles. Every person operating a bicycle shall pass to the left when passing vehicles going in the same direction, and shall pass to the right when meeting vehicles going in the opposite direction.

10.20.330 Abandoned and unidentified bicycles. The police department shall comply with Welfare and Institutions Code Section 217 relating to all abandoned bicycles, unidentified bicycles and toys remaining in the hands of the chief of police which have been unclaimed for a period of at least sixty days. Such bicycles or toys, or both, may, instead of being sold at public auction to the highest bidder pursuant to the provisions of Section 2080.5 of the Civil Code, be turned over to the county welfare department or to any charitable or nonprofit organization which is authorized under its articles of incorporation to participate in a program or activity designed to prevent juvenile delinquency and which is exempt from income taxation under federal or state law, or both, for use in any program or activity designed to prevent juvenile delinquency.

Streets, Sidewalks, and Public Spaces

12.04.010 Sidewalk defined. "Sidewalk" as used in this chapter, in addition to paved walkways, includes parks or parking strips maintained in the area between the property line and the street line, and also includes driveways, curbing, and other works constructed by any person under and by virtue of any permit or right granted by law or by the city council or city officer in charge thereof upon sidewalk areas of the public highways.

12.04.015 Property owner responsibility to repair and maintain sidewalk area.

A. The owner of a parcel of real property which fronts on any portion of a sidewalk area between the property line of the parcel and the street line, including a parking strip and curb, is responsible for the repair and maintenance of the sidewalk area and shall pay the cost and expense of repair and maintenance.

B. The owner of a parcel of real property is under a duty to members of the public to keep the portion of any sidewalk area described in subsection A in a safe condition. If the owner makes an alteration to the sidewalk, the owner must use ordinary care in making the alteration and in keeping the altered portion of the sidewalk in a reasonably safe condition.

C. The failure of an owner to fulfill the duties imposed by subsections A and B is negligence and the owner is liable to members of the public injured as a result of that negligence.

D. If the owner of the parcel of real property is not the person in possession, then the responsibilities and duties imposed by subsections A and B are also imposed on the person in possession of the property.

12.04.020 Notice to repair—Required when. If any portion of any improved sidewalk in the city is out of repair or in a dangerous or defective condition, or in a condition to endanger persons or property passing thereon, or in a condition to interfere with the public convenience in the use thereof, and the superintendent of streets has personal notice of the same, it shall be his duty to notify the owner or person in possession of the property fronting on that portion of the sidewalk so out of repair to repair the same.

12.04.120 Sidewalk obstructions—Prohibited—Owner’s duty to remove.

A. Every owner of real property in the city shall keep the entire width of the sidewalk in front of such property from curb to lot line, free and clear of all weeds, rubbish, debris or other obstructions or material which from any cause whatever has accumulated or may accumulate upon the sidewalk above the established grade of the same.

B. Upon the failure or refusal of any owner of real property in the city to so remove any obstructions from the sidewalk as provided in subsection A of this section, the provisions of 12.04.020 to 12.04.100 relative to the repair of sidewalks shall apply.

12.04.130 Repair of damage to sidewalks, curbs and gutters by vehicle. Whenever any vehicle has crossed the sidewalks, curbs and gutters in the city with resulting damage to the same, then the owner or owners of such vehicle will be responsible for repairing same.

12.12.010 Rubbish, filth, garbage and obstructions—Duty of owner or occupant to keep sidewalk clear. It shall be the duty of every person owning or occupying any lot or block of land in the city which is bounded on any side thereof by any legally established sidewalk, lane or alley, to keep such sidewalk or alley free from all rubbish, filth, garbage and obstructions of every kind, and as far as the edge of such sidewalk nearest to the street and as far in length as the corresponding dimensions of such lot or block.

12.12.070 Barrier required around dangerous portion of street or highway. Any person by whom, or under whose direction or authority, as principal, or as contractor, or employer, any portion of a public street, alley, roadway or thoroughfare may be made dangerous shall erect, and so long as the danger continues, maintain around the portion of the street or highway so made dangerous, a good and substantial barrier.

12.12.080 Erecting business stands or other obstructions prohibited. No person shall erect, place or maintain any business stand or other obstruction on any portion of any street, sidewalk or alleyway of the city.

12.12.090 Obstructing free passage on sidewalks prohibited. Any number of persons gathered together in one place so as to interrupt the free passage of travel on any of the sidewalks or pavements in the city is liable to arrest alike and shall be punished for committing a nuisance.

Streets, Alleys, and Easements

16.20.020 Streets, alleys and easements. As a condition of approval of a tentative map, the subdivider shall dedicate or make an irrevocable offer of dedication of all parcels of land within the subdivision that are needed for streets and alleys, including access rights and abutters' rights, drainage, public greenways, bicycle paths, trails, scenic easements, public utility easements and other public easements. In addition, the subdivider shall improve or agree to improve all streets and alleys, including access rights and abutters' rights, drainage, public greenways, bicycle paths, trails, public utility easements and other public easements. Improvements shall be in accordance with Chapter 16.22 (Improvements).

San Pablo Zoning Code (2015)

The San Pablo Zoning Code was most recently updated in May 2015. The majority of the City west of San Pablo Ave is zoned for residential use. The western border is a combination of industrial, commercial, institutional, and open space. The central and eastern portions of the City are a combination of industrial, commercial, institutional, and open space, with some multifamily residential designated areas. The zoning district map is shown in Figure A-2. The regulations listed below are relevant to the San Pablo Bicycle and Pedestrian Master Plan.

17.54.130 Bicycle parking.

A. Applicability. Bicycle parking shall be provided for all new construction, additions of ten percent or more floor area to existing buildings, and changes in land use classification. Single-family homes, duplexes, and multifamily dwellings with fewer than four units are exempt.

B. Short-Term Bicycle Parking. If a land use or project is anticipated to generate visitor traffic, the project must provide permanently anchored bicycle racks within fifty feet of the visitor's entrance. To enhance security and visibility, the bicycle racks shall be readily visible to passersby. The bicycle capacity of the racks must equal an amount equivalent to five percent of all required motorized vehicle parking. There shall be a minimum of one rack with capacity for two bicycles. [*The City may modify the short-term bicycle parking regulations to address bicycle parking requirements.*]

C. Long-Term Bicycle Parking. Buildings with more than ten tenant-occupants (e.g., multifamily tenants, owners, employees) shall provide secure bicycle parking for five percent of required motorized vehicle spaces, with a minimum of one space. [*The City may modify the long-term bicycle parking regulations to address bicycle parking requirements.*] Acceptable parking facilities shall be convenient from the street and include one or a combination of the following:

1. Covered, lockable enclosures with permanently anchored racks for bicycles.
2. Lockable bicycle rooms with permanently anchored racks.
3. Lockable, permanently anchored bicycle lockers.
4. In the case of residential development, a standard garage is sufficient, if available.

D. Bicycle Lockers. Where required bicycle parking is provided in lockers, the lockers must be securely anchored.

E. Bicycle Racks. Required bicycle parking may be provided in floor, wall, or ceiling racks. Where required bicycle parking is provided with racks, the racks must meet the following requirements:

1. The bicycle frame and one wheel can be locked to the rack with a high-security U-shaped shackle lock if both wheels are left on the bicycle.
2. A bicycle six feet long can be securely held with its frame supported so that the bicycle cannot be pushed or fall in a manner that will damage the wheels or components.
3. The rack must be securely anchored.

F. Parking and Maneuvering Areas. Each required bicycle parking space must be accessible without moving another bicycle. There must be an aisle at least five feet wide adjacent to all required bicycle parking to allow room for bicycle maneuvering. Where the bicycle parking is adjacent to a sidewalk, the maneuvering area may extend into the right-of-way. The area devoted to bicycle parking must be hard surfaced.

G. Visibility. If required bicycle parking is not visible from the street or main building entrance, a sign must be posted at the main building entrance indicating the location of the bicycle parking.

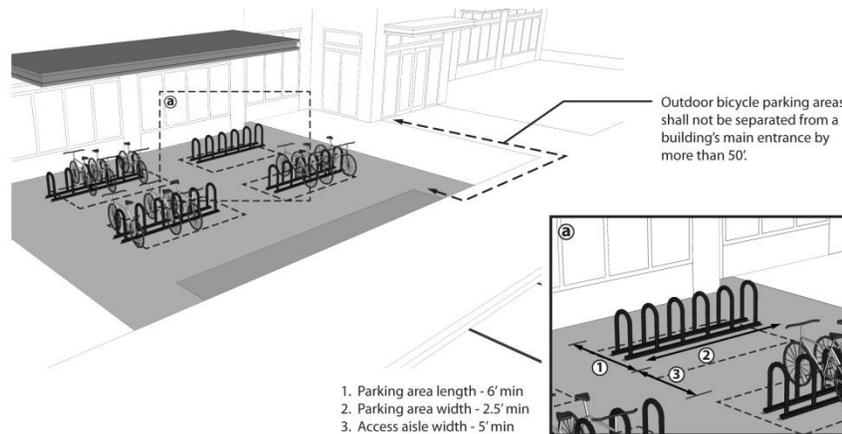


Figure A-1 Bicycle Parking Dimensions

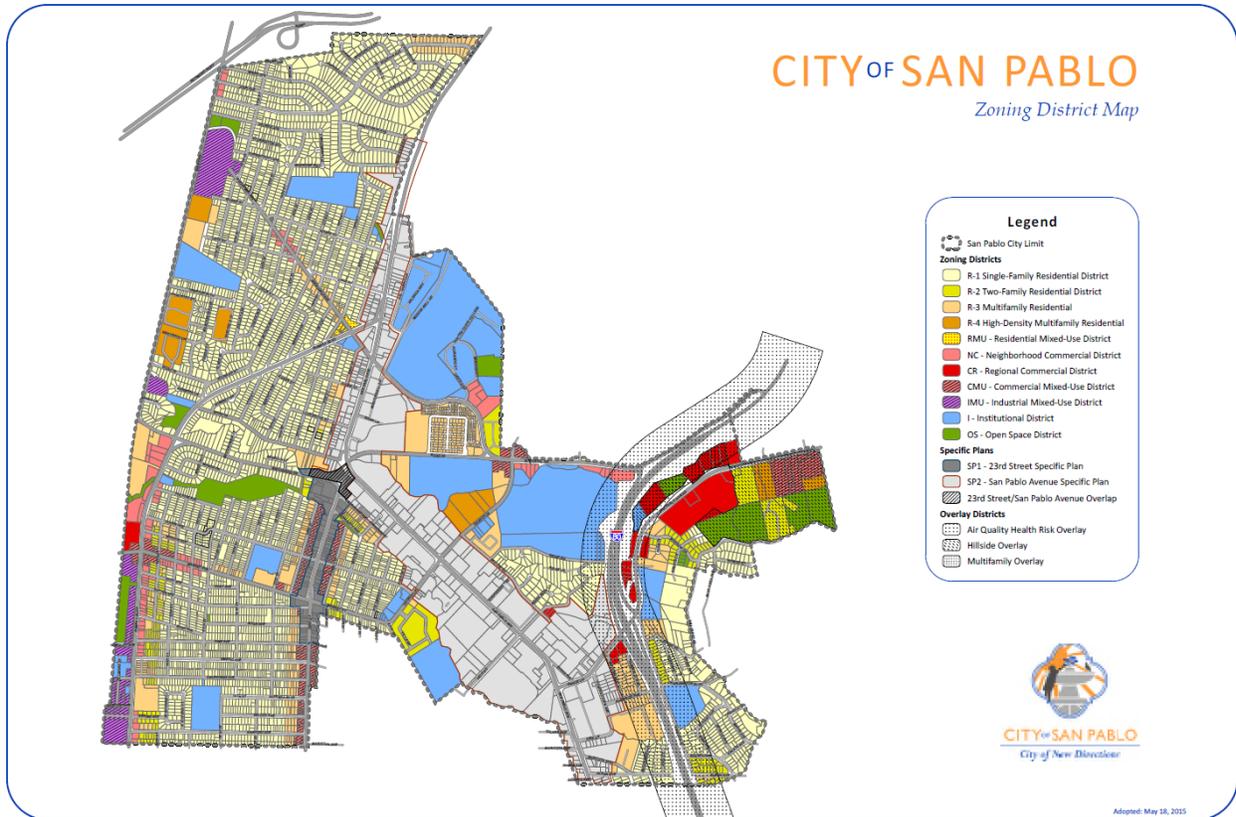


Figure A-2 Zoning

San Pablo Climate Action Plan (2012)

The Climate Action Plan (CAP) was developed by City of San Pablo staff in collaboration with Strategic Energy Innovations, members of the Small Cities Climate Action Partnership (SCCAP) team, and Climate Corps Bay Area members. The CAP is a policy-planning document which outlines a course of action for the City of San Pablo to reduce greenhouse gas (GHG) emissions to 15% below 2005 levels by 2020 and 30% below 2005 levels by 2035, consistent with the requirements of Assembly Bill 32 (AB 32). An inventory of emission sources found that the transportation sector contributes to 60% of emissions, coming from sources including cars and trucks on local roads, major thoroughfares such as San Pablo Avenue, and the portion of I-80 Freeway which runs through the city.

Transportation and Land Use Objectives

The Transportation and Land Use objectives and performance measures align with the Land Use & Physical Design, Growth Management, and Circulation elements of San Pablo's General Plan.

TLU1: Increase density of mixed-use, infill development along transportation corridors to reduce vehicle miles traveled by 25%.

- Strategy TLU 1.1: Transit Oriented Development – Increase residential and commercial density and diversity along major transit corridors and encourage Transit Oriented Development along major bus routes to attract new employers and better serve the daily needs of residents and employees.
- Strategy TLU 1.3: Parking Management Strategy – Develop a Parking Management Strategy that both responds to market conditions and encourages high-density development and alternatives to driving.

TLU2: Reduce Vehicle Miles Traveled (VMT) by 3% by increasing walking and bicycle ridership.

- Strategy TLU 2.1: Bicycle and Pedestrian Plan – Develop a Bicycle and Pedestrian Plan to expand and improve the City's bicycle and pedestrian infrastructure, including addressing current mobility gaps, creating more bike lanes and boulevards, more secure bicycle parking and by developing design standards to enhance the pedestrian environment and increase connectivity.

TLU3: Develop car-free outreach and education campaigns specific to San Pablo.

- Strategy TLU 3.1: Commuter Incentive Programs – Partner with businesses to develop trip reduction outreach programs and alternative transportation incentives for employees.
- Strategy TLU 3.2: Public Outreach & Education Campaign – Develop community education and outreach strategy to promote alternative modes of transportation for daily activities and provide information on incentive programs.

San Pablo ADA Transition Plan Update (2009)

The ADA Transition plan outlines the steps that the City will take to improve access for people with disabilities throughout the city and meet the requirements of Title II of the Americans with Disabilities Act (ADA), which protects qualified individuals with disabilities from discrimination on the basis of disability in programs, activities, and services provided or operated by all state or local governments. The ADA defines “disability” as (1) a physical or mental impairment that substantially limits one or more major life activities; (2) a record of such an impairment; or (3) being regarded as having such an impairment. The ADA Transition Plan identifies issues and planned improvements around City Hall, other city facilities, and sidewalk accessibility and curb ramps.

City Hall

The improvements listed below consider the intersection adjacent to City Hall and the cross streets within several blocks of City Hall (which encompass nearby bus stops on the AC Transit L, 70, 72, 72R, 76 and 376 lines).

Problem	Recommended Course of Action	Estimated Cost
Steep cross slopes at driveways along San Pablo Avenue.	Install 42 ADA compliant driveways.	\$200,000
Locations along San Pablo Ave lack ADA compliant curb ramps.	Install 18 ADA compliant curb ramps.	\$27,000
Tripping hazards along San Pablo Ave where large trees distort the sidewalk.	Remove 20 trees, replace them, install grates, repave the surrounding area.	\$50,000
Tripping hazards along San Pablo Ave where areas surrounding tree trunks are lacking grates	Install 20 tree grates.	\$6,000

The improvements listed below relate to the City Hall parking lot.

Problem	Recommended Course of Action	Estimated Cost
“NO PARKING” not written in aisle between handicap parking spaces.	Write “NO PARKING” in aisle	\$100
Curb ramps in parking lot lack truncated domes, have large lips.	Install six ADA compliant curb ramps.	\$12,000
No space for wheelchair to sit next to two separate benches.	Remove several plants, pave extra space for a wheelchair.	\$300
Low lighting levels at night making wheelchair-bound users more difficult to see and making seeing difficult for persons with impaired vision.	Retrofit lighting fixtures with brighter lights.	\$10,000

Other City Facilities

Transportation-related barriers to accessibility of City facilities are listed below.

Davis Park

- “NO PARKING” not written in loading zones.
- Van accessible space has no “Van accessible” sign.
- Two trees on sidewalk by entrance require grates.
- Benches next to south playground are not wheelchair accessible.

Police Station

- “NO PARKING” not written in handicap loading zones.
- No van accessible parking space.
- One more handicap parking space needed.
- No truncated domes on loading ramp at handicap parking space.

Church Lane Senior Center

- One handicap accessible parking space forces user to go directly behind cars. Signage should be removed.
- Landing at the top of the ramp from accessible parking spaces is blocked by a bench. Bench should be moved.
- No truncated domes to cross driveway.
- Bench by back side of the building has no adjacent space for a wheelchair.

City Corporation Yard

- No disabled parking.

Sidewalk Accessibility and Curb Ramps

The City conducted an inventory of curb ramps, missing sidewalks, and dangerous bent crosswalks in 2009 to evaluate pedestrian accessibility for disabled individuals. The City has been working to bring sidewalks and curb ramps into compliance since the publication of this report. Each site that requires a curb ramp was given one of four rankings:

- “Compliant” – Complies fully with current ADA regulations.
- “Good” – Minor problems (such as lack of truncated domes), but generally accessible.
- “Poor” – Major problems that could pose an obstacle to sidewalk access. Frequently encountered problems were things such as lack of any warning surface or directional indication (neither appropriate grooves nor truncated domes), inadequate landing, and steep cross slope.
- “None” – Locations that require a curb ramp but lack one.

Locations of concern include:

- San Pablo Avenue near City Hall
- Various locations near Living Skills Center for the Visually Impaired
- Folsom Avenue
- 11th Street, north of Broadway
- Rivers Street
- I80 / San Pablo Dam Road Interchange, San Pablo Dam Road, and Amador Street
- San Pablo Dam Road between San Pablo Avenue and I80
- El Portal Drive between I80 and Church Lane
- Lake Street

The following priorities were established for determining which issues are to be fixed or installed first, going from most important to least important.

1. Ensuring that all public services are accessible is the primary focus of the Americans with Disabilities Act, and a necessary function of any civic institution. As a result, locations near public institutions such as schools, Vale Hospital, Contra Costa College, Davis Park, the Senior Center, the Library, the Police Department, and, City Hall, were given top priority.
2. The City of San Pablo is host to several facilities that serve disabled individuals. Most notably, the Living Skills Center for the Visually Impaired at any time hosts 14 blind or visually impaired individuals and teaches them various skills useful for everyday life. After completing a one year program, many graduates of the Living Skills Center continue to live in San Pablo. The City thus places a high priority on ensuring accessibility and safety along pathways between the Living Skills Center and other institutions such as Contra Costa College, nearby shopping centers, and City Hall. In addition, the City is also home to several senior housing facilities. Areas near such facilities were also given high priority.
3. The City of San Pablo contains some hilly regions. These hills produce large slopes, which can be hazardous for wheelchair users. The City assumes that such slopes discourage wheelchairs from using these sidewalks, and that flattening the hills is a highly infeasible option. As a result, the City has decided to focus primarily on building curb ramps in flat regions.
4. Building ramps at corners where there currently are no ramps is to take priority over fixing noncompliant ramps.
5. Arterial streets and areas of high foot traffic, especially streets that serve bus lines, are to be prioritized over low traffic areas.

San Pablo Annual Pavement Maintenance Project

Through the Capital Improvement Program, the City has an ongoing pavement maintenance and improvement program. Each year, the City evaluates its streets to track the condition and determine where and what type of maintenance is needed.

Corridor Plans and Policies

Rumrill/13th St Complete Streets Study (2015)

The study area for the Rumrill/13th Street Complete Study encompasses the length of Rumrill Boulevard through the City of San Pablo and 13th Street through the City of Richmond. San Pablo has received funding to implement a section of the project on Rumrill Boulevard from the City of Richmond border to Market Street. Rumrill Boulevard serves as an important corridor, connecting Central Richmond and the Richmond BART stations to key commercial nodes and destinations in San Pablo. Concerns and needs were identified through a series of community workshops, outreach to businesses, and review of existing conditions included: sidewalk gaps, unsafe or limited crossing opportunities, lack of bicycle facilities, discomfort at transit stops, and heavy auto and truck volumes. Three alternatives was developed, and the preferred alternative to be implemented over the subsequent one to two years includes:

- Lane reduction with space reallocated to pedestrian, bus rider, and bicycle improvements
- New marked crosswalks with refuges, high visibility ladder striping, and shorter crossing distances
- Sidewalk repairs
- Pedestrian scale lighting throughout the corridor
- Cycle tracks
- Bicycle parking throughout the corridor
- Bus shelters and far side bus stops

San Pablo Avenue Complete Streets Study (2013)

The San Pablo Avenue Complete Streets Study is focused on improving multimodal access, safety, and connections along the San Pablo corridor by identifying needs and prioritizing improvements to facilitate pedestrian, bicycle, and transit trips. The study area encompasses San Pablo Ave between Hilltop Drive and Rivers St, running through both cities of San Pablo and Richmond. The review of existing conditions and needs assessment revealed high vehicular speeds, wide vehicle lanes, sidewalk gaps, limited intersection crossings, pedestrian visibility issues, and lack of bicycle facilities. Final plans include extending the project to Rumrill Boulevard. The project will include:

- Class 2 bicycle lanes
- Sidewalk
- Traffic Signal
- Replacement of slip lane with a right turn pocket

23rd Street Specific Plan (2007)

The 23rd Street Specific Plan provides a long-term strategy to revitalize and increase the development potential for 23rd Street, a major commercial corridor in the City of San Pablo. The Specific Plan Area includes roughly a half mile stretch of 23rd Street, from San Pablo Avenue at the north to Pine Avenue at the south.

The Specific Plan's vision for the future of 23rd Street is based on five goals, which align with goals and policies from the General Plan:

- Create a safer, more pedestrian-friendly streetscape. People should feel comfortable and safe when they walk on 23rd Street. There should be a hospitable environment with public open space, parks and other neighborhood amenities that take advantage of and enhance existing community assets.
- Identify opportunities for infill development. Take advantage of 23rd Street's vacant parcels to enhance the street's character, provide new housing and create retail destinations for the community.
- Provide parking for neighborhood businesses. Ensure that if visitors choose to drive to 23rd Street, they will have a place to park.
- Include existing 23rd Street merchants in revitalization and planning efforts for 23rd Street.
- Create an economically viable and healthy corridor. Reinvigorate the corridor so it is economically healthier, provides new jobs and is more economically competitive.

The following goals and policies are relevant to the San Pablo Bicycle and Pedestrian Master Plan:

Land Use

Goal LU-1: A land use mix that encourages pedestrian activity and a lively mixed-use corridor.

- Policy LU-1.1: Allow for a mixture of retail shops, office and residential uses that complement one another and contribute to an active pedestrian environment.
- Policy LU-1.2: Require active commercial ground floor uses along 23rd Street that contribute to the pedestrian environment.

Urban Design

Goal UD-1: Physical development that is designed to facilitate a safe and active pedestrian environment.

- Policy UD-1.1: Encourage development that provides wider sidewalks, outdoor seating or displays, façade variation and other components that contribute to the pedestrian environment on 23rd Street.
- Policy UD-1.2: Provide public open spaces and clear connections to them.

Goal UD-2: Safe and well-defined sidewalk and pedestrian areas in front of buildings on 23rd Street.

- Policy UD-2.3: Ensure that development creates a continuous built edge along 23rd Street consisting of either a physical structure, exterior plaza or seating area that helps define the pedestrian realm.

Circulation

Goal CIR-1: A circulation system that is both safe and clear for pedestrians, bicyclists and vehicular traffic.

- Policy CIR-1.1: Where feasible, provide mid-block pedestrian connections to facilitate pedestrian crossings and slow vehicle speeds.
- Policy CIR-1.2: Encourage clear access from 23rd Street to streets that run parallel to it, such as Powell and 22nd Streets. Policy CIR-1.3: Encourage development along Wildcat Creek to incorporate the principles and guidance provided in the ABAG's Bay Trail Design Guidelines.

Goal CIR-2: Adequate parking that does not compromise the creation of a pedestrian-friendly environment on 23rd Street.

- Policy CIR-2.1: Encourage development that provides parking areas behind buildings.
- Policy CIR-2.2: Encourage curbside parking that provides a buffer between pedestrians and vehicular traffic.
- Policy CIR-2.3: Encourage the construction of parking facilities on parcels that front on Powell Street and/or 22nd Street.

San Pablo Avenue Specific Plan (2011)

The San Pablo Avenue Specific Plan provides a vision and policies for how the Avenue can become a vibrant, accessible, and sustainable mixed-use corridor. San Pablo Avenue is the City's primary arterial and provides access to major public facilities and community destinations. It is also the primary route for the majority of transit lines that pass through the City.

The broad objective of the Specific Plan is to foster revitalization of San Pablo Avenue into a pedestrian- and transit-oriented boulevard, with amenities that draw residents from the entire city and surrounding region. The Specific Plan works in tandem with the General Plan and the 23rd Street Specific Plan. Some of the General Plan policies that will be implemented by the Specific Plan include:

LU-I-35: Initiate planning, rezoning and marketing of the City Hall site, consistent with the San Pablo Avenue Specific Plan, if the City Hall moves to an alternative location.

LU-I-39: Use the San Pablo Avenue Specific Plan to guide future development in the Circle-S site focus area.

LU-I-40: Use design guidelines established by the San Pablo Avenue Specific Plan for development review in the San Pablo Avenue corridor.

The 23rd Street Specific Plan planning area overlaps with the San Pablo Specific Plan planning area. Both plans articulate common elements in the visions regarding an economically viable

and healthy corridor with a neighborhood and community scale and focus, a safe and pedestrian-friendly street environment, as well as opportunities for revitalization, in-fill development, and well-designed parking along the corridor.

The following Guiding Policies and Implementing Policies are related to the San Pablo Bicycle and Pedestrian Master Plan.

Land Use

Guiding Policies

2-G-1: Promote development of San Pablo Avenue as an attractive boulevard, lined with a diverse array of uses that promote vibrant street life, and maintain eyes on the street at all times.

2-G-3: Promote pedestrian- and transit-friendly development that enhances the public realm.

Implementing Policies

2-I-1: Establish mixed-use, transit-supportive nodes of development near the intersections of San Pablo Avenue and the following streets: Rumrill Boulevard, El Portal Drive, Church Lane, and San Pablo Dam Road.

2-I-5: Ensure that ample community gathering spaces, open spaces, and recreational facilities are part of any mixed-use development or master planned area.

2-I-7: Encourage pedestrian-friendly retail anchors to locate at major intersections and gateways within commercial and mixed-use areas, in an effort to enhance the image recognition of the corridor and maximize foot traffic.

2-I-16: Encourage structured or underground, or tuck-under parking in new development, to maximize occupied uses and open space at the ground level. Discourage new or expanded surface parking lots.

Access, Circulation, and Parking

Transit

Guiding Policies

3-G-1: Establish the San Pablo Avenue transit hub as a major transit destination, with improved pedestrian and streetscape facilities, safety measures, and visibility.

3-G-2: Improve the quality, visibility, and safety of transit stops along the San Pablo Avenue corridor.

3-G-3: With new construction, ensure access to transit is provided for seniors, families with children, and persons with disabilities throughout the Planning Area.

Implementing Policies

3-I-1: Work with AC Transit and West CAT to establish a station of consolidated bus stops that best serves Contra Costa College and existing and planned high-density residential development. This may be located at College Lane, El Portal Drive, or along San Pablo Avenue.

Formalize the Transit Hub by consolidating stops to one location, installing shelters, signage with system information and next-bus updates, bus pull-out areas, and expanded pedestrian furnishings and pedestrian-scaled lighting for visibility and security.

3-I-3: Identify direct paths to bus stops for pedestrians and bicyclists, and identify opportunities for implementation—either new connections through redevelopment or improvements to existing development.

3-I-4: Work with Contra Costa College to develop and improve connections to the proposed Transit Hub near the college, by designating paths and improving signage.

3-I-5 Provide wayfinding signage to indicate pathways to and location of major bus stops.

3-I-6: Improve the pedestrian crosswalks at El Portal Drive and Rumrill Boulevard to ensure accessibility for persons with disabilities and provide greater connectivity near high density mixed-use development, such as the potential student housing at Mission Plaza.

3-I-7: Provide signalized pedestrian crosswalks at mid-block crossings and countdown signals at wide crosswalks or near bus stop locations.

3-I-8: Improve streetscape design to establish greater pedestrian comfort and access to transit stations.

Pedestrians and Bicyclists

The San Pablo Avenue Specific Plan encourages pedestrian and bicycle connectivity. In addition, the Specific Plan emphasizes signage, safety, and provision of bicycle amenities, including storage and bicycle parking.

Guiding Policies

3-G-4: Provide continuous pedestrian sidewalks and safe bike travel routes throughout the Planning Area and within development projects.

3-G-5: Improve pedestrian and bicycle amenities throughout the Planning Area to encourage walking and bicycle trips along the corridor.

3-G-6: Ensure that private development integrates pedestrian and bicycle connections to transit, open space, and key destinations.

Implementing Policies – Pedestrian Network

3-I-12: Create internal streets within new mixed-use developments that maximize safe and efficient pedestrian circulation by incorporating design elements such as wider landscaped sidewalks, reduced vehicular speed limits, pedestrian-oriented lighting, bulb-outs, curb extensions at intersections, high visibility crosswalks, and on-street parking to buffer pedestrians from moving vehicles.

3-I-13: Provide mid-block connections through new developments that accommodate bicyclists and pedestrians, or all modes, to facilitate access to transit stops and major public destinations.

3-I-14: Consider connections and extensions to future bike and walking trails in anticipation of future amenities and improvements at Wildcat, San Pablo, and Rheem creeks, and potential park sites.

3-I-15: Enhance pedestrian connections and amenities and prioritize pedestrian access and circulation in Pedestrian Priority Zones.

Implementing Policies – Bicycle Network

3-I-16: Provide signage that clearly and explicitly indicates connections to local and regional bicycle facilities.

3-I-17: Provide secure short- and long-term bicycle parking at transit stops. Bicycle parking should be safe and secure, and protected from inclement weather where possible.

3-I-18: Encourage provision of bike racks and locking systems in all multifamily residential developments, multi-tenant retail and office developments, and government and institutional uses.

3-I-19: Incorporate a one-foot buffer, distinguished through color or paving, between the bicycle lane and the adjacent travel lane along the length of San Pablo Avenue, to enhance visibility and safety for bicyclists.

3-I-20: Maintain bike lanes along San Pablo Avenue, including pavement condition as well as clearing of debris.

Implementing Policies – Accessibility and Universal Design

3-I-21: Ensure that alleyways and other circulation routes internal to blocks are ADA-compliant and have visible entries from a street.

3-I-22: Within the public right-of-way, construct or reconstruct curb cuts with tactile domes to meet the latest ADA guidelines.

3-I-23: Maintain a minimum clear pedestrian pathway width on sidewalks to meet ADA guidelines.

3-I-24: Re-time traffic signals to allow adequate time for pedestrians to cross, specifically in Pedestrian Priority Zones.

Roadway Network

Guiding Policies

3-G-9: Support roadway improvement efforts to establish San Pablo Avenue as a Complete Street. Balance the needs of cars with those of pedestrians, bicyclists, and transit.

Implementing Policies

3-I-25: Ensure that new developments provide fine grain street grids, creating shorter blocks and more route options that emphasize pedestrian connectivity to and from San Pablo Avenue, transit, and key destinations.

Circle-S Site:

3-I-27: Establish a central pedestrian-oriented street that provides a direct link from San Pablo Avenue to improved open space along Wildcat Creek.

Towne Center:

3-I-29: Establish a pedestrian-only axis that leads directly from the Casino through the site in order to create a single, cohesive entertainment district.

Mission Plaza:

3-I-30: Provide vehicular access to off-street parking from San Pablo Avenue via a new pedestrian-oriented roadway through the site.

Parking

Guiding Policies

3-G-11 Avoid excessive supplies of parking that would discourage transit ridership and pedestrian or bicycle trips.

Implementing Policies

3-I-31 Establish in the Municipal Code parking standards for the Specific Plan area that reflect its designated role as a vital, transit- and pedestrian-oriented district, with commensurate reductions in off-street parking requirements.

3-I-35: Build in the Municipal Code requirements for the amount and location of bicycle parking for larger developments.

Urban Design and Building Development Standards

Guiding Policies

4-G-2: Ensure that streets and open spaces form the framework for development, with the public realm designed to be accessible from the surroundings, and designed to enhance pedestrian movement.

Implementing Policies

4-I-1: Develop a street grid that provides direct connections to Church Lane and San Pablo Avenue, and ensures easy pedestrian movement through the site. Block lengths should generally be between 150 and 300 feet.

4-I-7: Incorporate a parking structure within the site that can be accessed directly from San Pablo Avenue and can be used by office, medical, and retail uses on the site and in conjunction with adjacent uses, if desired. Ensure that the ground level of the parking structure is occupied with active pedestrian-oriented uses.

Streetscape Design

Guiding Policies

4-G-11: Design the streetscape at the pedestrian scale with wide sidewalks, bike lanes, and amenities for pedestrians and cyclists such as bike racks, comfortable street furnishings, sufficient and attractive lighting, and street trees for shading and aesthetics.

Implementing Policies

4-I-32: Ensure that sidewalks are continuous on all streets throughout the Planning Area.

4-I-33: Where possible, provide curb bulb-outs at street corners and midblock crossings to calm traffic and heighten pedestrian visibility and comfort.

4-I-34: Provide greater pedestrian safety by utilizing street medians for pedestrian refuge across wide street crossings.

4-I-35: Design new streets in the Planning Area—internal to mixed-use developments—to be pedestrian-oriented and scaled, rather than wide and automobile oriented.

San Pablo Avenue

4-I-37: Create a clear identity for San Pablo Avenue by developing a comprehensive master streetscape plan that:

- Provides consistent tree planting pattern that knits the corridor together, with particular focus at Pedestrian Priority Zones.
- Provides wide sidewalks, pedestrian-scaled lighting, shade, planters, and benches.
- Maintains on-street parking where existing, and adds on-street parking on the west side in San Pablo Avenue Central area (along Circle-S site), to enhance easy access to stores and services.
- Visually highlights crosswalks with a change in paving material or striping, signage, and/or signalization.
- Provides landscaped medians that alternate as turn lanes where the width of the street permits and provide pedestrian refuge at midblock crossings.
- Emphasizes gateways with public art, special signage, banners, and landscaping.
- Highlights access to 23rd Street with special wayfinding, landscaping, and enhanced crosswalks to visually connect the two areas.

Pedestrian Priority Zones

4-I-43: Require sidewalks to be a minimum eight feet wide throughout Pedestrian Priority Zones. In some locations, this may entail setting new development further back from the property line.

4-I-44: Require sidewalks to be equipped with ample pedestrian amenities. Amenities should serve to highlight and enhance transit stops.

4-I-45: Prioritize crosswalk improvements within Pedestrian Priority Zones.

Wayfinding, Visibility, and Safety

Guiding Policies

4-G-16: Ensure that residents, workers, and visitors can easily navigate the San Pablo Avenue corridor and Planning Area with clear and highly visible wayfinding and other signage.

4-G-17: Design public spaces and streetscapes to maximize visibility and safety for pedestrians.

Implementing Policies

4-I-59: Maximize lighting for safety, especially along connections between transit facilities, in public plazas, pedestrian-oriented destinations, parking areas, and other major public destinations.

4-I-60: Locate wayfinding elements such as kiosks and directional signage at key public destinations, including the library, City Hall, and entrances to the College, to help orient visitors.

Community Facilities

Guiding Policies

6-G-2: Connect to local and regional bikeways and trail networks to the greatest extent possible.

6-I-5: Incorporate art and San Pablo Avenue streetscape design elements into park design, such as banners, street tree alignments, signage, and lighting design to reflect a consistent community character.

County Plans and Policies

Contra Costa Countywide Bicycle and Pedestrian Plan (2009)

The Contra Costa Countywide Bicycle and Pedestrian Plan (CBPP) was originally adopted in 2003 and updated in 2009. The original CBPP was established to set goals and policies to guide the Contra Costa Transportation Authority's (Authority) actions and decisions in supporting walking and bicycling in Contra Costa County. The 2009 plan refines the vision, goals and policies, and updates existing conditions, implementation strategies, and costs based on changes and progress made since the previous plan. The goals, objectives, and policies established in the 2009 plan that help guide the San Pablo Bicycle and Pedestrian Master Plan are listed below.

Goal 1: Expand, improve and maintain facilities for walking and bicycling

Objective: Increase the number of bikeway miles and pedestrian-oriented districts in Contra Costa.

- Policy 1.1: Describe a countywide system of nonmotorized transportation facilities and key destinations and other attractors of pedestrians and bicyclists.
- Policy 1.2: Identify significant gaps and barriers to walking and bicycling and define funding priorities for removing these obstacles and implementing other needed pedestrian and bicycle projects and programs.

- Policy 1.3: Provide funding for the construction and maintenance of priority bicycle and pedestrian facilities to provide access to activity centers and other key destinations; connect cities within Contra Costa; and connect Contra Costa to neighboring counties.
- Policy 1.4: Include the costs to maintain pedestrian and bicycle facilities when estimating the maintenance needs of streets and roads; encourage local jurisdictions to do the same and also to maintain their pedestrian and bicycle facilities.
- Policy 1.5: Discourage jurisdictions in Contra Costa from removing, degrading or blocking access to pedestrian and bicycle facilities, or converting them to motor vehicle use, without providing an alternative that is at least equally safe and convenient.

Goal 2: Improve safety for pedestrians and bicyclists

Objective: Reduce the rate of pedestrian and bicycle fatalities and injuries per capita.

- Policy 2.1: Give relative funding priority to projects that address safety deficiencies for pedestrians and bicyclists, especially conflicts with motor vehicles.
- Policy 2.2: Provide funding for traffic calming, intersection improvements and other projects if they improve safety for both pedestrians and bicyclists.
- Policy 2.3: Assist local jurisdictions in planning and designing safe streets by providing information, tools and other resources.
- Policy 2.4: Analyze data on traffic collisions involving pedestrians and bicyclists and share this information with local agencies to assist them in identifying and remedying problem locations.
- Policy 2.5: Support programs that educate drivers, bicyclists, and pedestrians of their rights and responsibilities, as well as pedestrian and bicycle education and safety programs for adults and youth.
- Policy 2.6: Support the development of “bike trains,” “walking school buses” and “safe routes to school” programs at schools throughout Contra Costa to encourage more students of various ages to walk or bicycle to school.
- Policy 2.7: Support enforcement by local police departments of laws that aim to protect pedestrians and bicyclists from collisions with motor vehicles.

Goal 3: Encourage more people to walk and bicycle

Objective: Increase the share of all trips made by walking and bicycling in Contra Costa.

- Policy 3.1: Work with local and regional agencies to develop and implement encouragement and promotion programs for walking and bicycling aimed at a broad range of audiences and potential users.
- Policy 3.2: Incorporate bicycle- and walking-related services into broader transportation demand management and commute alternatives programs and support events such as “bike to work” days, “walk to school” days and “National Walk at Lunch Day.”

- Policy 3.3: Support wayfinding programs for pedestrians and bicyclists, such as free maps, trip-planning services, the regional 511 BikeMapper SM program and signage at transit stations; and work with local agencies to develop a countywide signage scheme, including directional and destination signs for bikeways and trails and location maps in pedestrian districts.
- Policy 3.4: Provide funding for secure short- and long-term bicycle parking and encourage local jurisdictions to install bicycle lockers and racks at public facilities and on sidewalks in downtowns and to require it as part of new developments.
- Policy 3.5: Support bicycling-skills classes and other programs that help bicyclists learn how to ride safely.

Goal 5: Consider and plan for the needs of pedestrians and bicyclists

Objective: Help every local jurisdiction in Contra Costa adopt and begin implementing effective policies and standards for pedestrian-and bicycle-friendly developments.

- Policy 5.1: Encourage local jurisdictions to consider the impacts of their development decisions on walking and bicycling and, consistent with the Authority’s Growth Management Program, require the jurisdictions to adopt policies and standards that support pedestrian, bicycle and transit access in new developments.
- Policy 5.2: Monitor capital improvement projects to ensure that the needs of pedestrians and bicyclists (including children, seniors and persons with disabilities) are considered in programming, planning, design, construction, operation and maintenance activities and products; encourage local agencies to do the same.
- Policy 5.3: Comply with the “routine accommodation” requirements of the Metropolitan Transportation Commission concerning the evaluation of needs for pedestrian and bicycle facilities, and assist local implementing agencies in meeting their responsibilities.
- Policy 5.4: Require that roadway projects funded by the Authority incorporate “complete streets” principles as appropriate so that they provide safe and convenient access to bicyclists and pedestrians, among other users.
- Policy 5.5: For transportation projects funded by the Authority that result in the removal or degradation of pedestrian or bicycle facilities, provide at least equally safe and convenient alternatives.
- Policy 5.6: For transportation projects funded by the Authority, provide temporary accommodations for pedestrians and bicyclists during construction activities.

West County High-Capacity Transit Study

The West County High-Capacity Transit Study, being conducted by the West Contra Costa Transportation Advisory Committee, began in 2015 and is scheduled to conclude in spring 2017. The study area encompasses West Contra Costa County from the southern boundary at the Alameda County line north to the Carquinez Bridge and Solano County line, including the cities of El Cerrito, Hercules, Pinole, Richmond, and San Pablo and the unincorporated communities of Crockett, El Sobrante, and Rodeo. The purpose of the study is to identify and evaluate the feasibility and effectiveness of high-capacity transit (HCT) options in west Contra Costa County. HCT provides substantially higher levels of passenger capacity with typically fewer

stops, higher speeds, and more frequent service than community-based or local public bus services.

Currently, the I-80 corridor is routinely congested, particularly during peak commute hours, but also during off-peak hours and weekends. While some trips originate or terminate within west Contra Costa County, much of the traffic results from trips to and from destinations outside the sub-county region that are just passing through. HCT improvements in West County are needed to address increasingly unreliable travel times for transit trips made on the area's congested roadways and insufficient transit capacity to meet the demands of current and future travel within and through the area. A set of alternatives will be developed after reviewing existing conditions, gathering public input, and conducting a market analysis of trip origins, destinations, and socioeconomic characteristics of the study area.

The following goals and objectives serve as a framework for the study's development and evaluation of long-term HCT improvements and relate to the San Pablo Bicycle and Pedestrian Master Plan.

Goal 1: Increase transit ridership by providing efficient, frequent, and reliable service

- Objective 1a: Improve high-capacity transit service, travel times, and connections.
- Objective 1b: Improve access to existing and proposed transit hubs by all modes of transportation and increase the total number of trips taken by transit.

Goal 2: Improve connections between transit systems and services

- Objective 2a: Connect communities in the corridor to the regional transit network and other regional centers.
- Objective 2b: Provide user-friendly connections between regional and local transit services.

Goal 3: Expand transit in competitive corridors to new and underserved travel markets

- Objective 3a: Identify opportunities to match transit improvements with unmet and anticipated future needs in local, regional, and inter-regional markets.

Goal 4: Protect and enhance the environment and maintain a high quality of life

- Objective 4b: Improve air quality and decrease greenhouse gas emissions by reducing reliance on single-occupant vehicles.

Goal 5: Support sustainable urban growth

- Objective 5a: Support economic and transit-oriented development in the corridor to advance the regional Sustainable Communities Strategies and Priority Development Area policies that support them.
- Objective 5b: Support development of compact, mixed-use, and sustainable communities that can be served effectively by transit.

Goal 6: Provide equitable access for residents and businesses

- Objective 6a: Improve transit access to jobs, housing, education, and other regional resources for a broad cross-section of socio-economic groups, ethnicities, and household types, especially for transit-dependent populations.
- Objective 6b: Preserve mobility of people and goods throughout the corridor.

Appendix B. Needs Assessment

This appendix provides an overview of walking and bicycling needs identified through a demand model, community engagement events, stakeholder meetings, and a community survey.

Walking and Bicycling Demand

Understanding pedestrian and bicyclist related demand will help identify locations for improvements and prioritize implementation. Although increasing walking and bicycling is a goal of the San Pablo Bicycle and Pedestrian Master Plan (Plan), it is understood that not all trips can be made by foot or bicycle. Many residents use public transit to commute to work or access regional destinations. However, approximately one-third of work-eligible residents live less than ten miles from their primary job, which presents an opportunity to shift to active modes.

To analyze the relationship between demand and locations where improvements are needed, a GIS-based model was used in the development of this Plan. The Bicycle and Pedestrian Suitability Index (BPSI) model provides a general understanding of potential demand for bicycle and pedestrian activity by quantifying factors that generate bicycle and pedestrian movement, such as where people live, work, learn, play, and access transit.

The demand model scores each category of the model – live, work, learn, play, and transit – within a one-mile radius around San Pablo City boundaries. Scores are calculated for each category based on density and proximity of features within a radius of one-eighth mile, and then summed to create an overall composite score. The demand scores for categories are independent of each other.

The “live” category evaluates population density based on 2010 U.S. Census data, representing potential trip origins. The “work” category represents the density of trip destinations for people working in San Pablo and the surrounding area based on U.S. Census Longitudinal Employer-Household Dynamics data. The “learn” category measures the density of schools in San Pablo and the surrounding area, including K-12 public, private, and parochial schools, as well as Contra Costa College. The “play” category includes a combination of major recreational and leisure destinations: parks, community centers, retail, and libraries. While this list is not exhaustive, it provides insight on where residents and visitors recreate. The “transit” category represents patterns of transit use based on the frequency of boarding and alighting at transit stops during weekdays.

Results of the BPSI composite demand model are used to characterize the geographic distribution of demand within the City of San Pablo. The composite model results, illustrated in Figure B-1, show high demand areas in red. Areas that yielded highest demand include the confluence of schools, retail, employment, higher density residential areas, and use of transit stops.

Areas in San Pablo with highest potential walking and bicycling demand include the central commercial area around the intersection of San Pablo Ave and El Portal Dr, the overlapping residential and commercial areas south of the intersection of Rumrill Blvd and Market Ave, and

the areas surrounding schools, particularly Lake Elementary School, Dover Elementary School, Edward M Downer Elementary School, Malcom X Academy, St. Paul Elementary School, Riverside Elementary School, Bayview Elementary School, and Helms Middle School.

When separating the demand model by categories, the analysis reveals that places to learn (Figure B-2) overlap with areas with overall high demand. While most people live (Figure B-3) on the north and west sides of the city, the majority of the work (Figure B-4) and play (Figure B-5) demand is concentrated east of 23rd St and San Pablo Ave, with San Pablo Ave and San Pablo Dam Rd as main corridors running through the areas of highest work and play demand scores. Although outside of City boundaries, the area around Hilltop Mall also generates high work and play demand for San Pablo. Key points of access to transit (Figure B-6) are concentrated along San Pablo Ave, especially near Contra Costa College, and match the distribution of high work and play demand. In addition, the Richmond BART station and Hilltop Mall are major access points to transit that serve the San Pablo community. The wide geographic distribution of key destinations and demand highlights the need for a bicycle and pedestrian network that enables people to travel across the City from all directions. The transit system can be leveraged to support and provide connections to the pedestrian and bicycle network where gaps exist.

WHERE PEOPLE LIVE, WORK, PLAY, AND LEARN

COMPOSITE DEMAND ANALYSIS RESULTS

San Pablo Bicycle & Pedestrian Plan

Demand Intensity

- Low Demand
- Medium Demand
- High Demand
- Very High Demand

Points of Interest

- ▶ Pre-K-12 School
- ⌂ College
- ⚖ Civic/Government
- + Medical
- 🛒 Shopping
- 📖 Library
- ★ Entertainment
- City of San Pablo

0 0.2 0.4 MILES



June 2017
 Data Sources:
 City of San Pablo, NHGIS,
 US Census Bureau

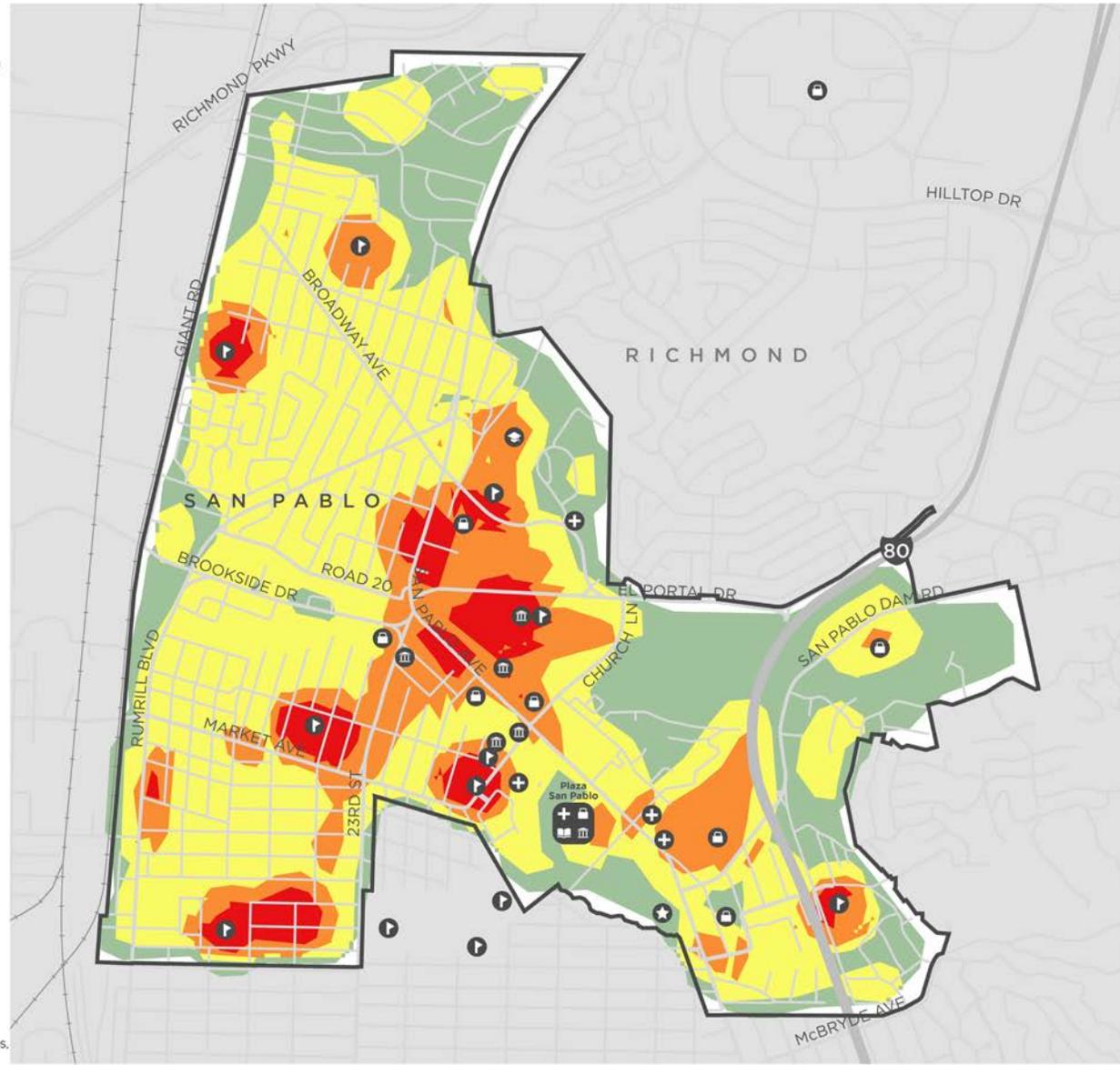


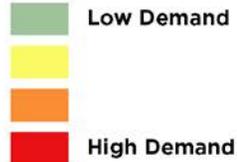
Figure B-1: Composite Demand Analysis Results

WHERE PEOPLE LEARN

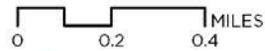
DEMAND ANALYSIS RESULTS

San Pablo Bicycle & Pedestrian Plan

Demand Intensity



Points of Interest



June 2017
Data Sources:
City of San Pablo, NHGIS,
US Census Bureau

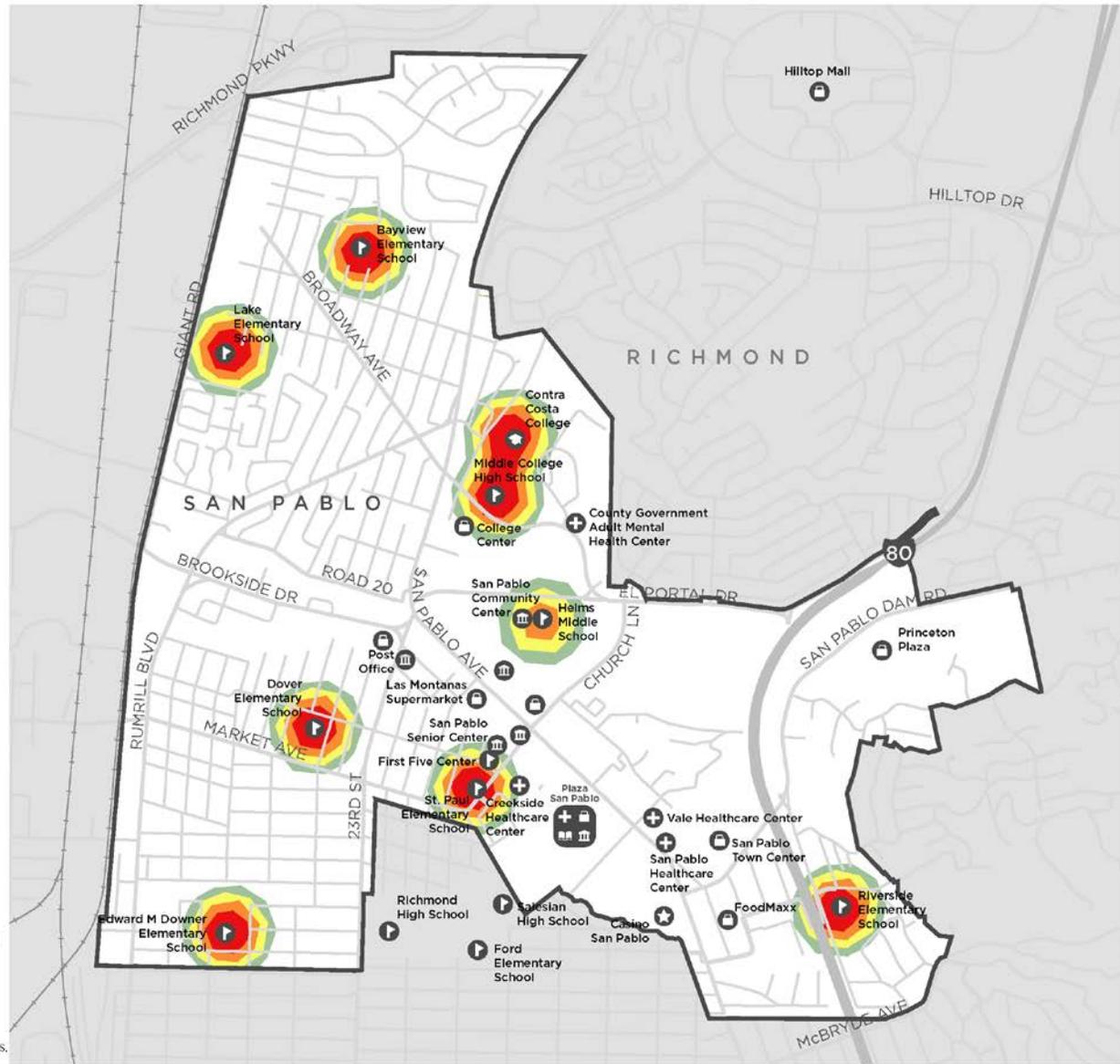


Figure B-2: "Learn" Demand Analysis

WHERE PEOPLE LIVE

DEMAND ANALYSIS RESULTS

San Pablo Bicycle & Pedestrian Plan

Demand Intensity



Points of Interest



June 2017
Data Sources:
City of San Pablo, NHGIS,
US Census Bureau

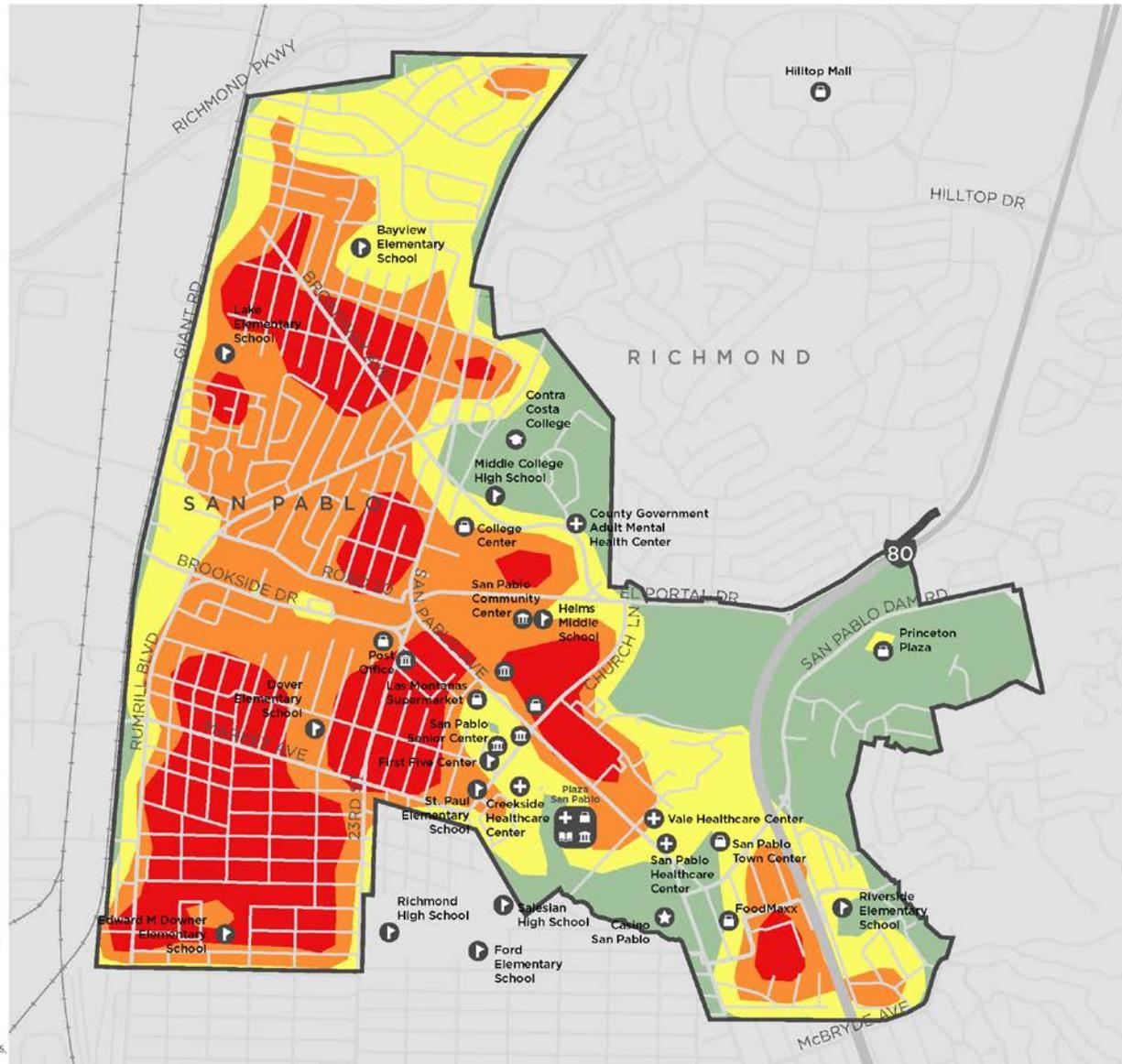


Figure B-3: "Live" Demand Analysis

WHERE PEOPLE WORK

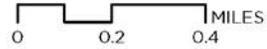
DEMAND ANALYSIS RESULTS

San Pablo Bicycle & Pedestrian Plan

Demand Intensity



Points of Interest



June 2017
Data Sources:
City of San Pablo, NHGIS,
US Census Bureau

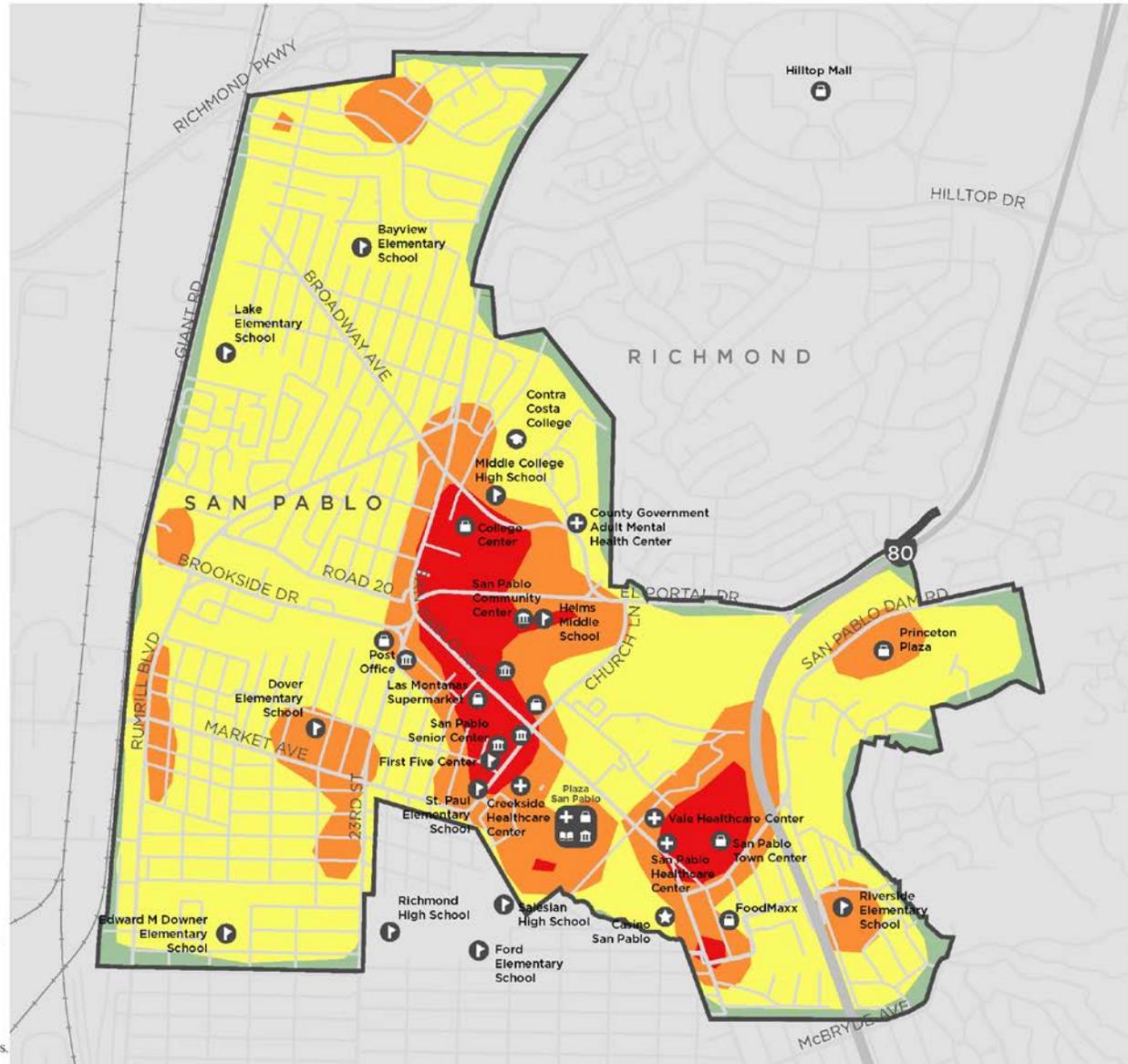


Figure B-4: "Work" Demand Analysis

WHERE PEOPLE PLAY

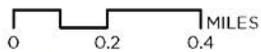
DEMAND ANALYSIS RESULTS

San Pablo Bicycle & Pedestrian Plan

Demand Intensity



Points of Interest



June 2017
 Data Sources:
 City of San Pablo, NIKGIS,
 US Census Bureau

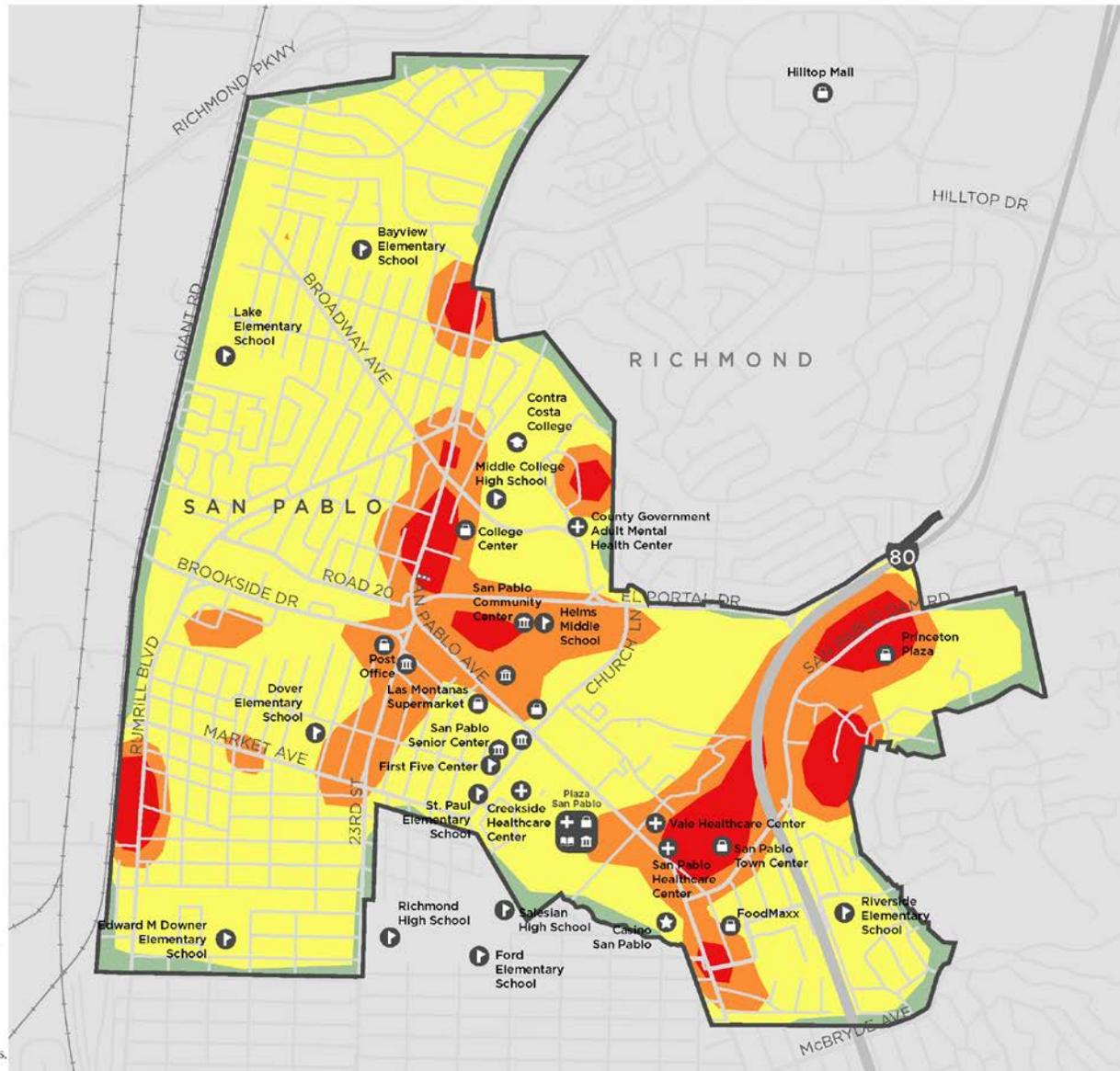


Figure B-5: "Play" Demand Analysis

WHERE PEOPLE ACCESS TRANSIT

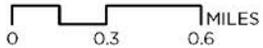
DEMAND ANALYSIS RESULTS

San Pablo Bicycle & Pedestrian Plan

Demand Intensity



Points of Interest



June 2017
Data Sources: City of San Pablo, NHTS, US Census, AC Transit, Caltrans, ESRI

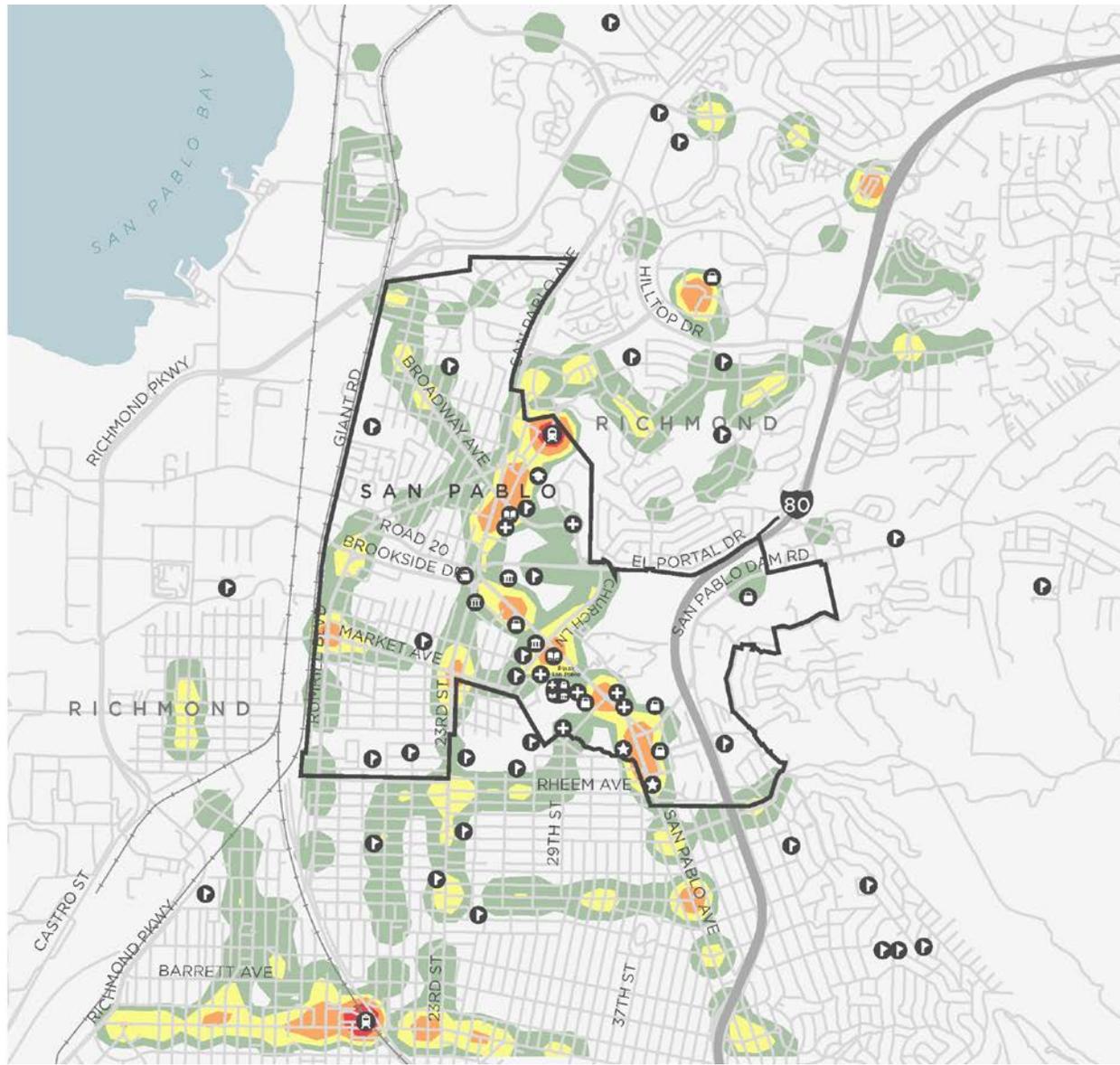


Figure B-6: "Transit" Demand Analysis

Community Workshop and Survey

A community workshop was held on November 17, 2016 to gather feedback about existing conditions, community concerns and priorities, and the proposed vision and goals for this Plan. In total, 41 adults and teenagers attended the workshop. In conjunction, a community survey was conducted to gather additional input on needs and preferences for this Plan. Surveys were made available online and in print, in English and Spanish. The survey was distributed at community events, such as the City’s Nutrition Olympics, a tabling event outside of Las Montañas, and the community workshop. City of San Pablo staff also conducted outreach about the survey and Plan to community groups, including business and merchant groups, Rotary, San Pablo Economic Development Corporation, Senior Center, Senior Advisory Board, Childhood Obesity Prevention Task Force, San Pablo Youth Commission, Contra Costa College, Lao Family, Planning Commission, and Safety Commission. In addition, business cards containing the survey link were distributed at the events and by the Steering Committee to advertise the survey to community members. Key challenges and opportunities reported by the 369 survey respondents and 41 community workshop attendees are summarized below.

Survey Respondent Demographics

The age distribution of survey respondents closely matches the population of San Pablo, with youth under 17 years old being the largest represented age group. Figure B-7 shows the age group of survey respondents compared to the population age distribution of San Pablo, according to the American Community Survey (ACS). The majority (60%) of respondents live in San Pablo and 28% work in San Pablo.

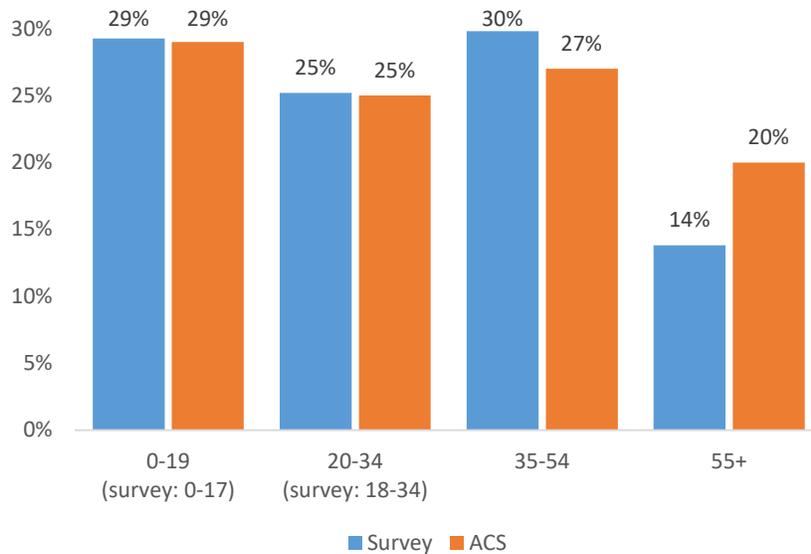


Figure B-7: Age of Survey Respondents Compared to Population

Walking

Only one-fourth of the survey respondents reported that they feel safe from cars while walking and one-third feel that they can walk conveniently where they want. As shown in Figure B-8, the most common barriers identified from the survey were lack of time or distance to destinations, safety on roads and sidewalks, and that other modes such as driving or taking

public transit are more convenient. Consistent with these findings, attendees at the community workshop also expressed a desire for safer crossings at busy intersections and around schools and that noted sidewalks are in poor condition or pose tripping hazards. Non-infrastructure related issues were also commonly noted by community members. Balancing infrastructure improvements with programmatic education and encouragement efforts can help to reduce barriers to walking.

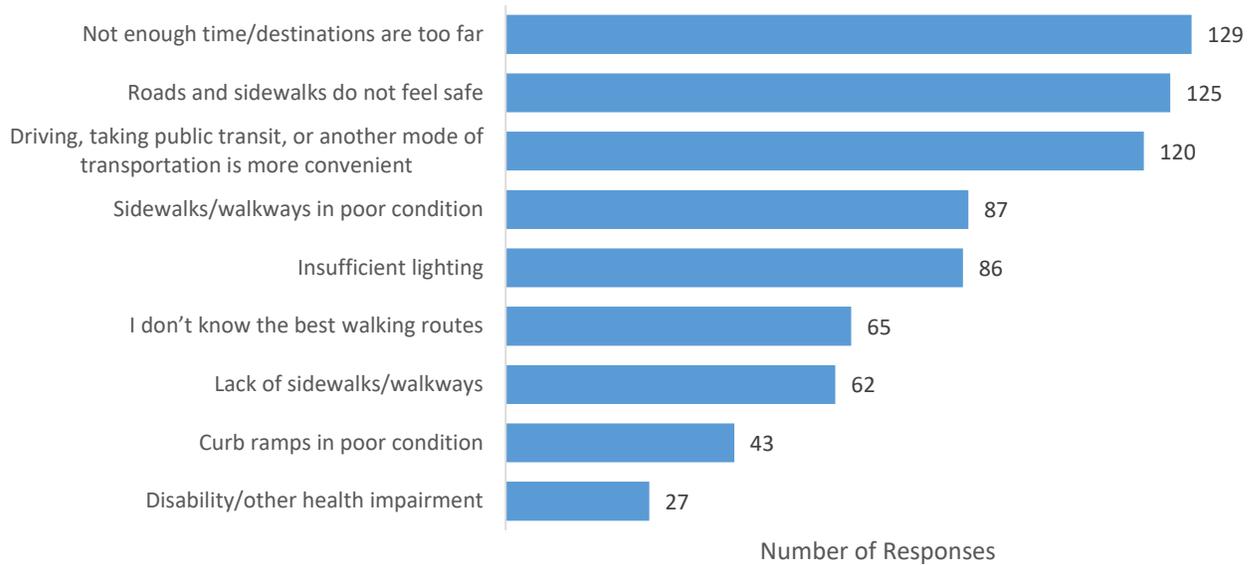


Figure B-8: Barriers to Walking

As shown in Figure B-9, streets and intersections that community members most frequently identified for pedestrian improvements include:

- Crossings on Rumrill Boulevard (Rumrill & Market)
- 23rd St/San Pablo Avenue
- Area around Contra Costa College
- Road 20
- El Portal Drive
- San Pablo Dam Road

Not surprisingly, these streets were also among the most commonly identified favorite places to walk by survey respondents and areas that scored the highest in multiple categories of the demand analysis. An analysis of the overall transportation network can help prioritize and focus improvements on streets that are most conducive for walking.

Community Input: Walking Challenges

San Pablo Bicycle
& Pedestrian Plan

San Pablo, CA

 Intersection Challenges

 Corridor Challenges

Points of Interest

-  PreK-12 School
-  College
-  Civic/Government
-  Medical
-  Shopping
-  Library
-  Entertainment

Land Use

-  School Grounds
-  Commercial
-  Medical
-  Parks & Open Space

0 0.2 0.4 MILES





 June 2017
 DATA SOURCE:
 City of San Pablo

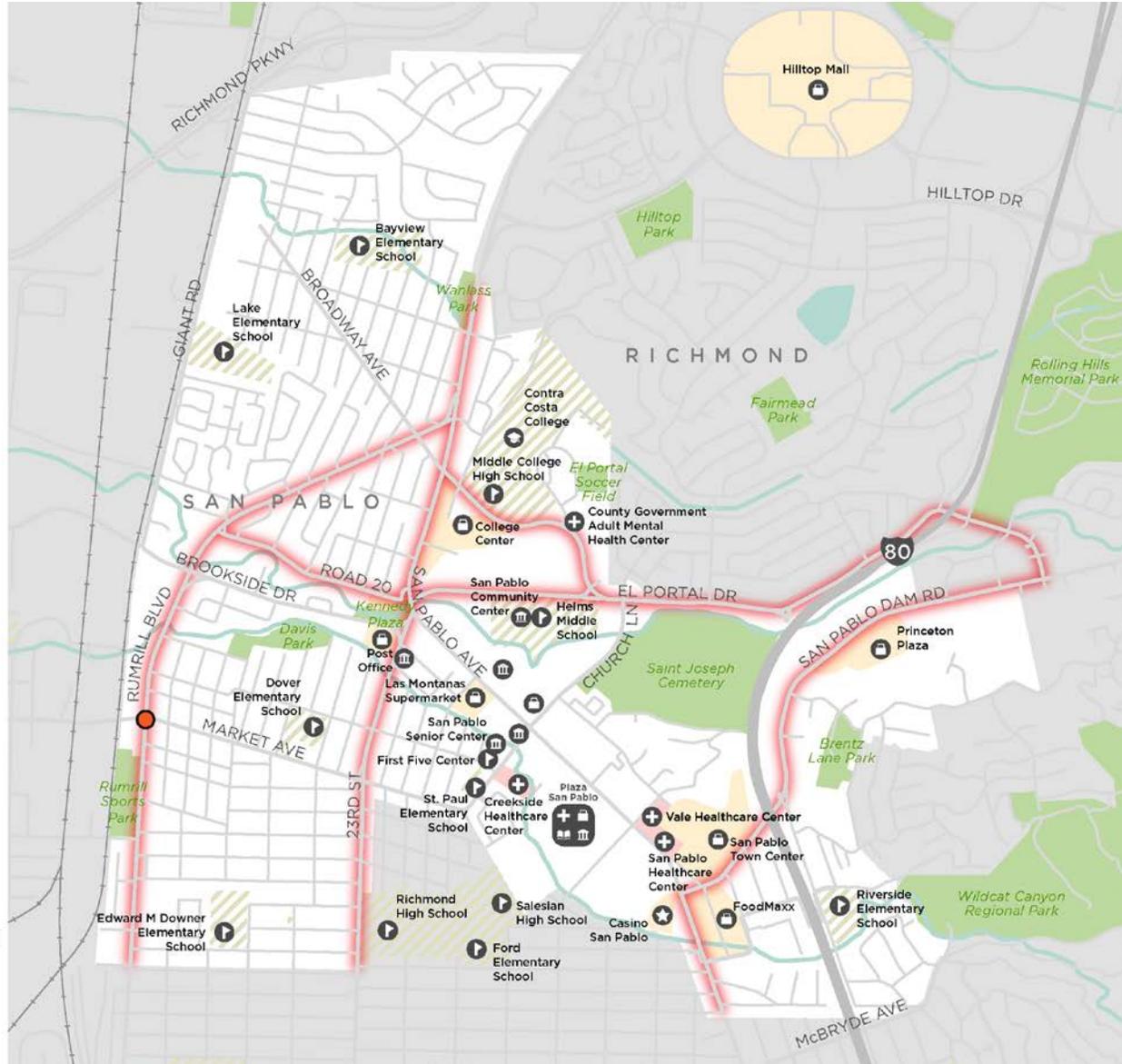


Figure B-9: Community Identified Walking Challenge Areas

Biking

Similar to walking, only 10% of the survey respondents feel safe from cars while biking and only 15% feel that they can conveniently bike where they want. As shown in Figure B-10, the most common barriers identified from the survey were safety on roads, lack of dedicated space for bicyclists, and that other modes such as driving or taking public transit are more convenient. Attendees at the community workshop specifically identified the need for added or improved bike lanes on Brookside Drive, Rumrill Blvd, San Pablo Ave, 23rd St, Broadway Ave, Giant Hwy, and El Portal Drive. Community members also expressed interest in programs and services that would support biking such as bicycle repair stations and bike lockers, as well as education on safe riding techniques, helmet use, rules of the road, and proper bicycle locking technique, which would also help to address some of the non-infrastructure barriers identified by the survey results.

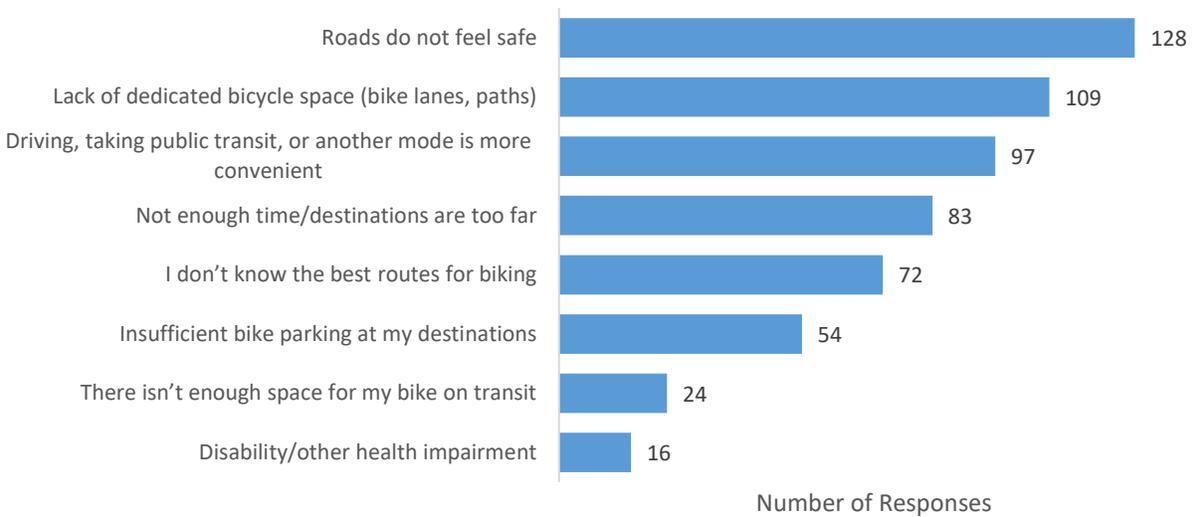


Figure B-10: Barriers to Biking

As shown in Figure B-11, streets and intersections that community members most frequently identified for bicycle improvements include:

- Rumrill Boulevard
- San Pablo Dam Road
- 23rd Street/San Pablo Avenue
- El Portal Drive

Enhanced bicycle facilities on these streets would allow residents to access areas of high demand throughout the City.

Community Input: Bicycling Challenges

San Pablo Bicycle
& Pedestrian Plan

San Pablo, CA

 Corridor Challenges

Points of Interest

-  PreK-12 School
-  College
-  Civic/Government
-  Medical
-  Shopping
-  Library
-  Entertainment

Land Use

-  School Grounds
-  Commercial
-  Medical
-  Parks & Open Space

0 0.2 0.4 MILES





 June 2017
 DATA SOURCE:
 City of San Pablo

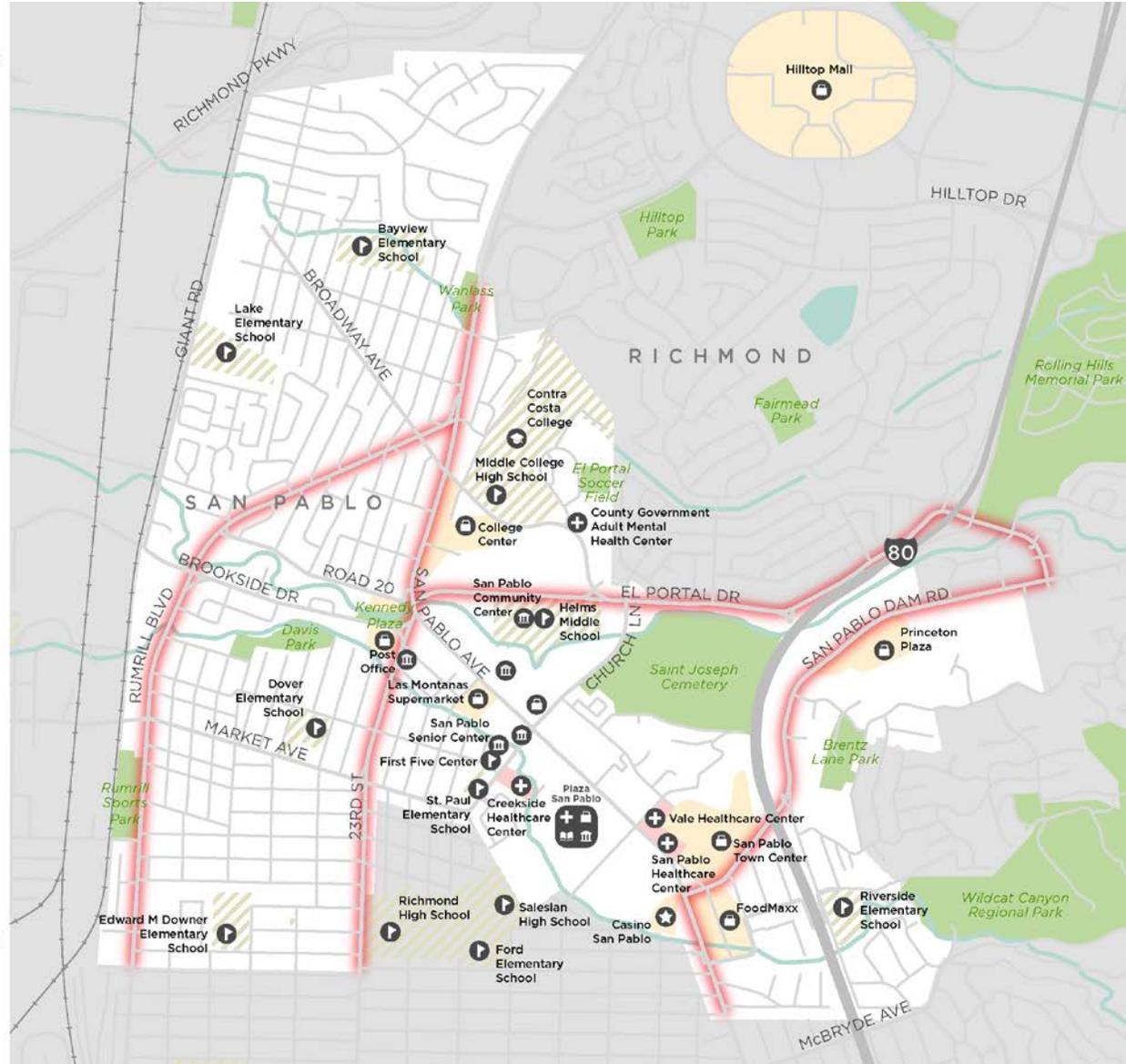


Figure B-11: Community Identified Bicycling Challenge Areas

Additional Comments

The top priorities for future investments identified by survey respondents were to improve or install additional sidewalks, bike lanes, and pedestrian crossings in San Pablo. Through both the survey and workshop, community members also expressed interest in developing maps with walking and biking routes, education and enforcement of traffic laws for all road users, and efforts to reduce trash, loitering, and other undesirable activities to create a more welcoming environment.

Conclusion

Through the existing conditions analysis, survey results, and community meeting, safety has emerged as a top concern and priority for walking and bicycling in San Pablo. At the community meeting, the Safety goal received more votes of support from attendees than any other goal. Creating dedicated routes and facilities for pedestrians and cyclists is an important strategy for improving safety, and also supports the top priorities for investments (sidewalks, bike lanes, and pedestrian crossings) that were identified by the survey respondents. However, infrastructure is only one part of the equation. Even if facilities to support pedestrians and bicyclists are in place, comfort and safety (actual and perceived), also depend on the behavior of drivers and other road users. Thus enforcement and education in using these facilities is also necessary.

Several streets were repeatedly identified for needing both walking and bicycling improvements:

- 23rd St/San Pablo Avenue
- El Portal Drive
- Road 20
- Rumrill Boulevard
- San Pablo Dam Road

The demand analysis reveals that these streets comprise the core backbone of the City, connecting people to key activity generators and places of employment, learning, recreation, and residence. Yet, these streets are also where the most collisions have historically occurred. Focusing on improving safety along these streets through enhanced crossings, sidewalks and curb ramps, a connected network of bicycle lanes, and safe behavior will help make walking and bicycling safer and more convenient modes of transportation in San Pablo.



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