



SAN PABLO SAFE ROUTES TO SCHOOL MASTER PLAN

Adopted March 2022



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Information contained in this document is for planning purposes and should not be used for final design of any project. All results, recommendations, concept drawings, cost opinions, and commentary contained herein are based on limited data and information and on existing conditions that are subject to change. Further analysis and engineering design are necessary prior to implementing any of the recommendations contained herein.

Executive Summary

The City of San Pablo is a diverse community of over 30,000 residents in the East Bay. Covering less than three (3) square miles, San Pablo is a relatively flat, compact community – providing ample opportunity for walking and bicycling. Almost 6,000 children in San Pablo are enrolled in K-12 schools, as of 2019. Approximately 60 percent of these students are enrolled in elementary and middle schools, while 36 percent are high school students, and just five (5) percent are in kindergarten¹.

What is Safe Routes to School?

Safe Routes to School (SR2S) is an international movement that uses programming and infrastructure to improve safety and encourage students to walk and bicycle to school. SR2S work is happening in all grade levels across California and within the Bay Area through the work of organizations and communities.

About this Safe Routes to School Master Plan

The 2017 *San Pablo Bicycle and Pedestrian Master Plan (BPMP)* recommended that the City of San Pablo (City) establish a Safe Routes to School program². The purpose of this *Safe Routes to School Master Plan (SR2S Plan)* is to identify ways to make walking and bicycling safer, more comfortable, and more enjoyable for students, families, and school staff in San Pablo.

During the SR2S Plan process, the Project Team evaluated safety and accessibility conditions around ten (10) schools in San Pablo and made engineering, education, encouragement, and engagement recommendations. This evaluation was centered around virtual and in-person walk audits that allowed students, families, teachers, and principals to document their experiences walking and bicycling to school. In response to the COVID-19 pandemic, and to support virtual walk audits, the Project Team created an online engagement tool. The Project Team also implemented a temporary demonstration “pilot” of two engineering recommendations.



¹ 2019: ACS 5-Year Estimates

² [City of San Pablo Bicycle and Pedestrian Master Plan \(2017\)](#)

Focus Schools

San Pablo is part of the West Contra Costa Unified School District (WCCUSD)³—with six (6) WCCUSD schools fully located within City boundaries—in addition to other private schools that serve San Pablo youth. This SR2S Plan focuses on ten (10)⁴ schools:

Eight (8) WCCUSD Schools:

- Bayview Elementary School
- Dover Elementary School
- Downer Elementary School
- Lake Elementary School
- Riverside Elementary School
- Helms Middle School
- Middle College High School
- Richmond High School

Two (2) Private Schools:

- St. Paul's School
- Salesian College Preparatory

Some students live in San Pablo, but attend schools further outside of the City, including DeAnza High School in Richmond and Betty Reid Soskin Middle School (formerly Crespi Middle School) in El Sobrante (i.e., unincorporated Contra Costa County).

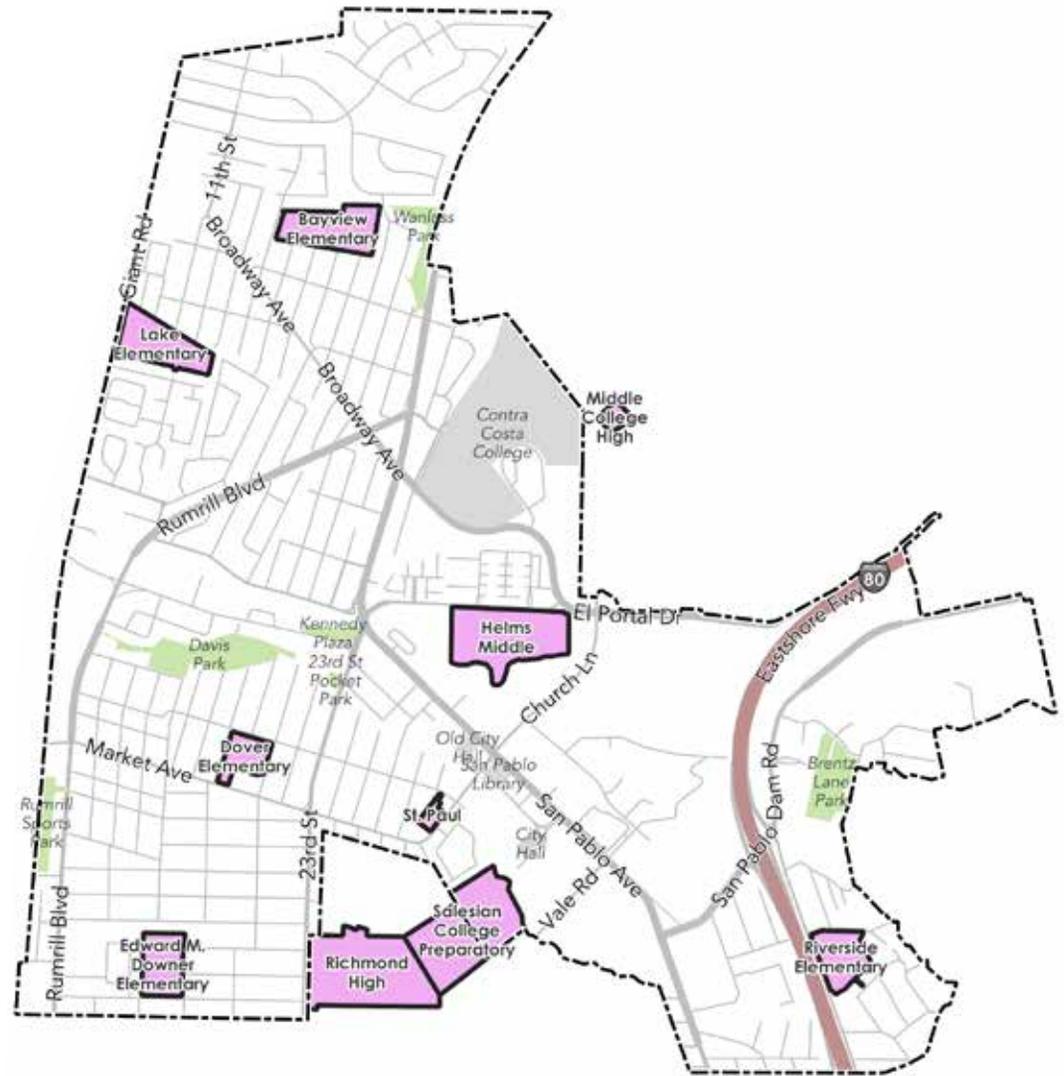


Figure ES-01: Locations of the ten schools evaluated in this SR2S Plan.

³ West Contra Costa Unified School District (WCCUSD) serves San Pablo, Richmond, El Cerrito, Pinole, Hercules, and unincorporated areas of Bayview-Montalvin Manor, East Richmond Heights, El Sobrante, Kensington, North Richmond, and Tara Hills.

⁴ Three (3) of the schools are located outside of San Pablo City limits: Richmond High School is located in the City of Richmond; Middle College High School is located on Contra Costa College campus, split between the City of San Pablo and unincorporated Contra Costa County; and the Salesian College Preparatory campus is split between the cities of San Pablo and Richmond.

Project Timeline



Figure ES.02: Project Timeline

Key Considerations

Creation of this SR2S Plan emphasized:

- Bilingual community outreach and engagement, including both in-person and digital techniques.
- Data-informed recommendations that directly address specific needs and issues around San Pablo schools.
- Coordination with other ongoing planning and design efforts, including the *San Pablo Bicycle and Pedestrian Corridor Study*, Lake Elementary School Renovation, and the Beacon Community Schools Initiative Evaluation process.
- Working with implementing agencies early and often, including WCCUSD, Contra Costa College, City of Richmond, and the Contra Costa Transportation Authority (CCTA).

Recommendations

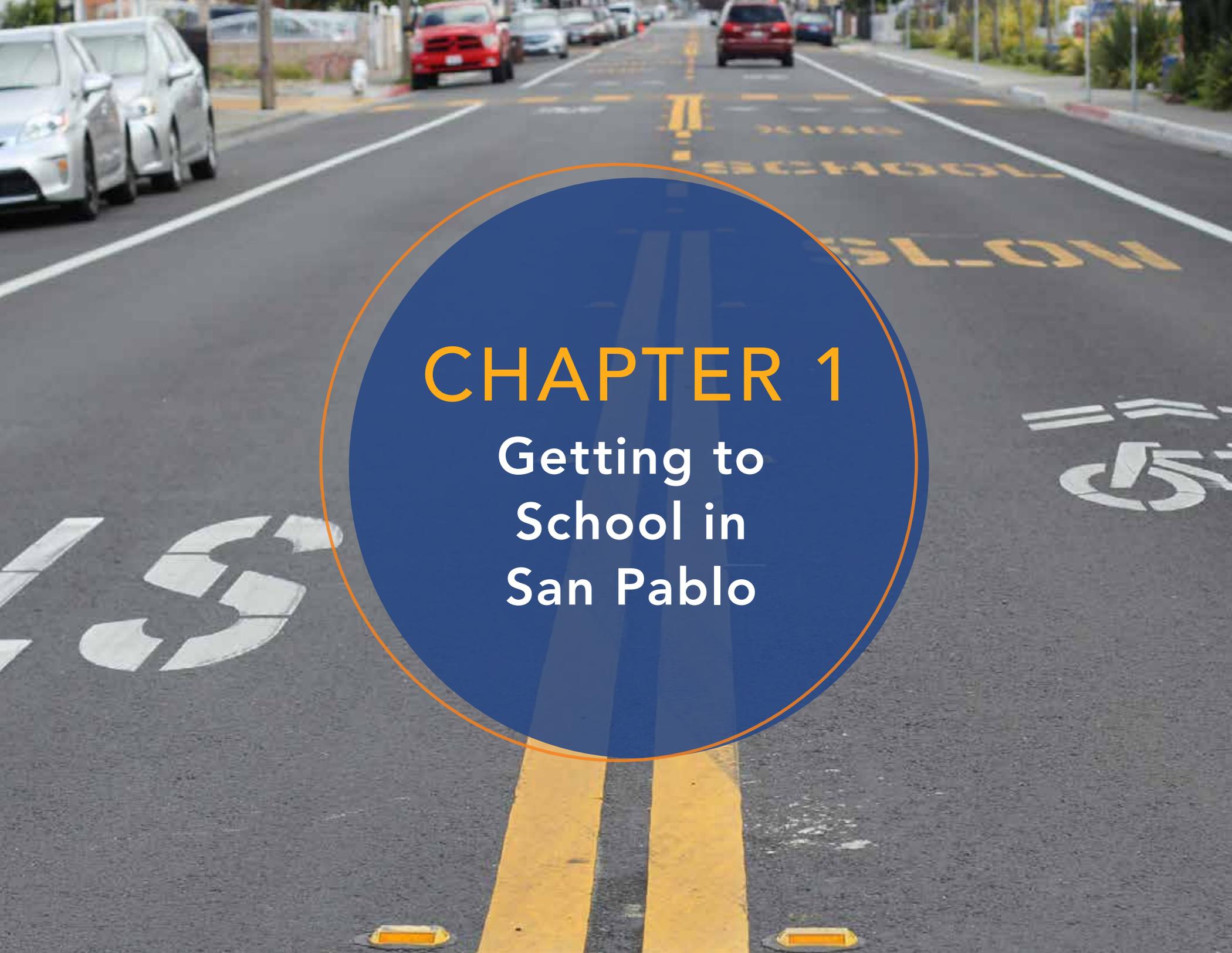
This SR2S Plan recommends that the City of San Pablo **establish a Citywide Safe Routes to School Program**. Targeted interventions that directly address the needs of San Pablo students and families, the City should focus on:

- Engineering
- Encouragement
- Education
- Engagement



Figure ES-03: Youth cycling on a pop-up bicycle lane on Broadway Avenue near Lake Elementary and Bayview Elementary



A photograph of a street with cars and road markings. A large blue circle with an orange border is overlaid in the center, containing the chapter title. The background shows a street with a red truck, a white car, and a red car. Road markings include 'SCHOOL' and 'SLOW' in yellow, and a wheelchair symbol in white. A large white 'S' is also visible on the road.

CHAPTER 1

Getting to School in San Pablo

School Attendance Zones: Where are students traveling to and from?

Attendance zones are determined by the West Contra Costa Unified School District (WCCUSD) and include students that live within roughly one (1) mile of each school. Figure 1-04 (page 10) illustrates the attendance zones for the five (5) elementary schools that are included in this *Safe Routes to School Master Plan* (SR2S Plan). The attendance zones for Bayview Elementary and Riverside Elementary extend beyond the San Pablo city limits into unincorporated Contra Costa County.

Figure 1-05 (page 11) shows the attendance zones for the middle and high schools. Richmond High and Helms Middle have the same school attendance zone, which extends beyond the San Pablo city limits into North Richmond. Middle College High and the two (2) private schools – Salesian and St Paul – do not have attendance zones. Students travel from the adjacent neighborhoods, or from as far as Walnut Creek and Antioch, to reach Middle College High, Salesian College Preparatory, and St Paul.⁵

The size and boundaries of school attendance zones have a major impact on students' school travel experience. Students attending Dover, Downer, and Lake Elementary Schools live within walking or bicycling distance (about half a mile), and their routes to school are typically characterized by low-traffic, neighborhood streets. Families traveling to Bayview and Riverside Elementary Schools may live relatively close to the schools, but also may experience more walking and bicycling barriers on their way to school. For example, students may need to cross San Pablo Avenue (a major arterial) to reach Bayview Elementary, or Interstate-80 to reach Riverside Elementary. Many of the middle and high school students are likely traveling from farther away and are more likely to rely on being driven or taking transit to get to school. More details on the specific barriers for school travel are provided in **Chapter 3: Site-Specific Recommendations.**

⁵ Information about student travel patterns was provided by school administrators.

⁶ Statewide Integrated Traffic Records System (SWITRS) 2015-2019. This data includes only collisions reported to the police. This data may not include all the collisions that occurred.

⁷ Along certain arterial streets, including Rumrill Boulevard, San Pablo Avenue, and El Portal Drive, posted speed limits are as high as 35 MPH. In limited locations on Road 20 and Broadway Avenue, 15 MPH signs are posted at speed humps.

Traffic Safety: How safe are trips to and from school?

Collision and posted speed limit data suggest that San Pablo schools are generally located away from high-speed corridors and streets with higher occurrences of collisions. Three (3) of the focus schools—Riverside Elementary School, Richmond High School, and St. Paul—have their main entrances on streets (Amador Street, 23rd Street, and Church Lane respectively) identified in the Contra Costa Transportation Authority (CCTA) Vision Zero Contra Costa Safety Priority Locations.

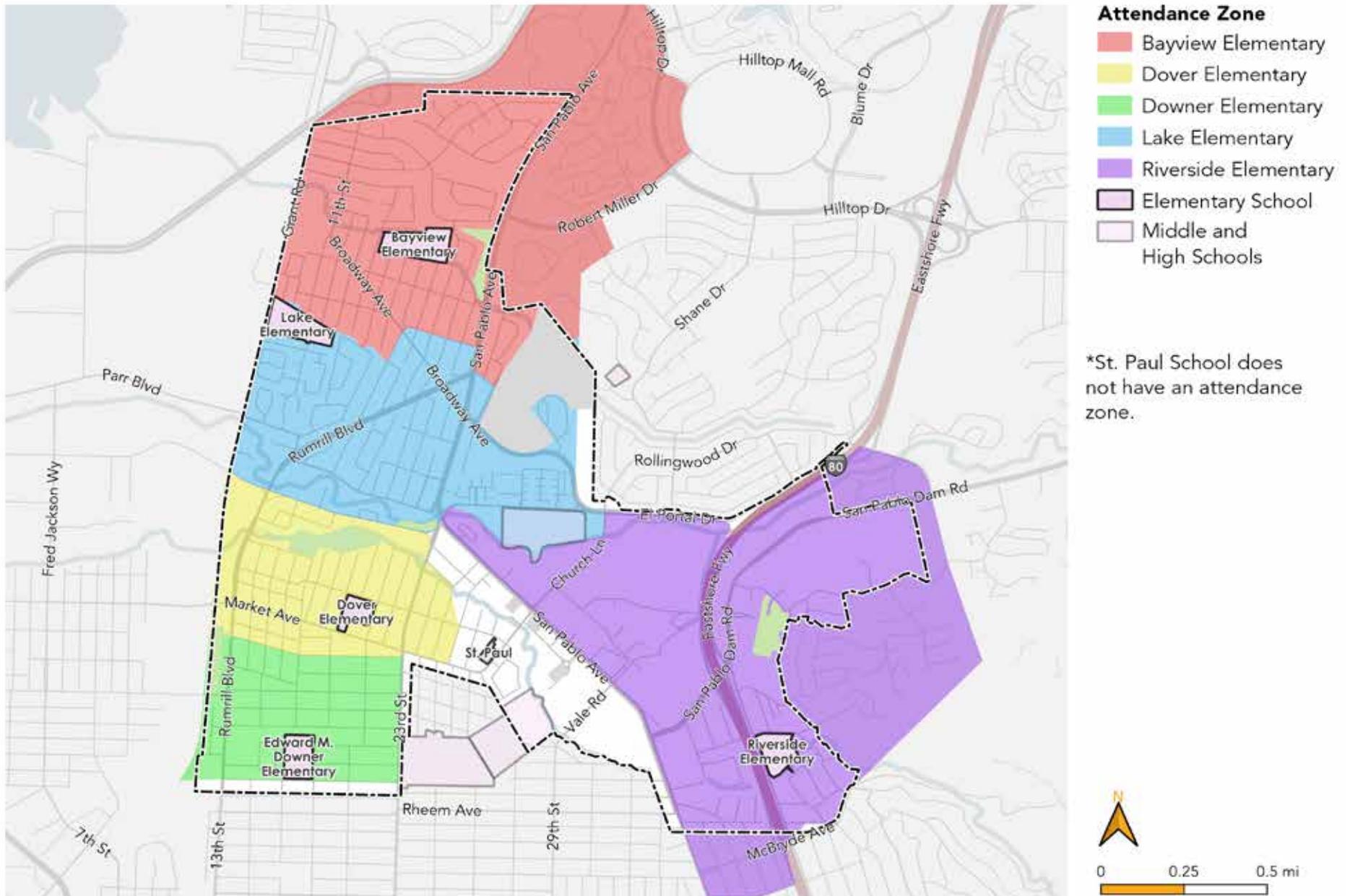
Collision data from 2015-2019⁶ is shown in Figure 1-06 (page 14); however, near-misses between two (2) vehicles or between a vehicle and a person walking or bicycling—as well as community members' perceptions of traffic safety—are not shown because these data are not typically reported.

While the posted speed limit for most streets in San Pablo is 25 miles per hour (MPH), posted speed limits do not always represent the typical speeds drivers travel.⁷

A systemic safety approach, as taken by the Project Team, requires an assessment of safety that moves beyond reported collisions and posted speed limits. Therefore, this SR2S Plan explored other data—including user experience, site observations, and speed data—to develop a more complete understanding of traffic safety conditions around San Pablo schools. Detailed observations about traffic safety are provided for each school in **Chapter 3: Site-Specific Recommendations.** The Project Team also implemented a temporary demonstration “pilot” of two engineering recommendations



Figure 1-04: Elementary School Attendance Boundaries



Transportation Options: How can students travel to and from school?

Walking, bicycling, rolling, taking a bus, and taking a car⁸ are all travel options for students in San Pablo. The viability of each travel option can vary based on where students live, which school they attend, and household schedules.

Existing Pedestrian Network

Generally, sidewalks have been constructed along both sides of the street throughout San Pablo. However, the 2017 San Pablo *Bicycle and Pedestrian Master Plan* (BPMP) reports that there are a number of sidewalk gaps within a half mile of Lake Elementary and Riverside Elementary (BPMP Figure 3-1 page 3-2: Sidewalk Network Gaps). Specifically, there are sidewalks missing on neighborhood streets directly south and east of Lake Elementary, where many students live, and also sidewalk gaps along San Pablo Dam Road and Amador Street, which are key routes to Riverside Elementary. Approximately 27% of students and staff walk to school, according to survey responses.

What is included in “rolling”?

In transportation planning and design, “rolling” includes any travel modes that use wheels, but are not bicycles, cars, or transit. “Rolling” devices include (electric and manual) scooters, skateboards, rollerblades/skates, and Segways. Rolling as mode can include wheelchairs, but some people who use wheelchairs prefer to be included under the banner of walking.

Existing Bicycle Network

The City of San Pablo has 6.3 miles of existing bicycle facilities⁹ and approximately 9.9 miles¹⁰ of planned bicycle facilities. Currently, several planning and design projects are underway to expand the bicycle network. Existing Class II bicycle lanes are located directly adjacent to Dover Elementary, Richmond High, and St. Paul schools. In the future, students traveling to and from Helms Middle may be able to use the proposed¹¹ Class IV separated bicycle lane along El Portal Drive. Approximately 2% of students and staff bicycle to school, according to survey responses.



Figure 1-01: Example of a Class II bicycle lane in San Pablo (Located along Market Avenue, adjacent to Dover Elementary)



Figure 1-02: Example of a Class IV bicycle lane in San Pablo (Located on El Portal Drive between Church Lane and Fordham Street)

⁸ “Car” will generally be used in this plan to reference any sort of passenger vehicle (e.g., compact car, van, truck).

⁹ San Pablo’s existing bicycle network includes 1.1 miles of Class I shared-use paths, 4.1 miles of Class II bicycle lanes and 0.9 miles of Class III bicycle routes.

¹⁰ San Pablo’s planned bicycle facilities include: 1.1 miles of Class II bicycle lanes, 4.1 miles of Class III bicycle routes, and 4.7 miles of Class IV separated bicycle lanes. These planned bicycle facilities include those recommended in the San Pablo *Bicycle and Pedestrian Corridor Study* (2022).

¹¹ [San Pablo Bicycle and Pedestrian Corridor Study](#).

Existing Transit Routes

AC Transit routes run throughout the City, providing local and regional connections. Most San Pablo schools are within a quarter mile of a bus stop for one or more AC Transit routes:

- **Bayview Elementary:** Route 71
- **Dover Elementary:** Routes 74 and 76
- **E. M. Downer Elementary:** Routes 70 and 71
- **Lake Elementary:** Route 71
- **Riverside Elementary:** None¹²
- **Helms Middle:** Routes 72, 74, and 76
- **Richmond High:** Routes 70, 74, and 76
- **Middle College High**¹³: 71, 72, 72R, 74, 76
- **Salesian College Preparatory:** Route 70
- **St Paul:** Route 76, 72, 72R, L

According to stakeholder input, elementary school students are unlikely to take transit alone, but some travel to school via transit with their caregivers. Some high school students, teachers, and staff use transit to get to school. Approximately 7% of students and staff take transit to school, according to survey responses.

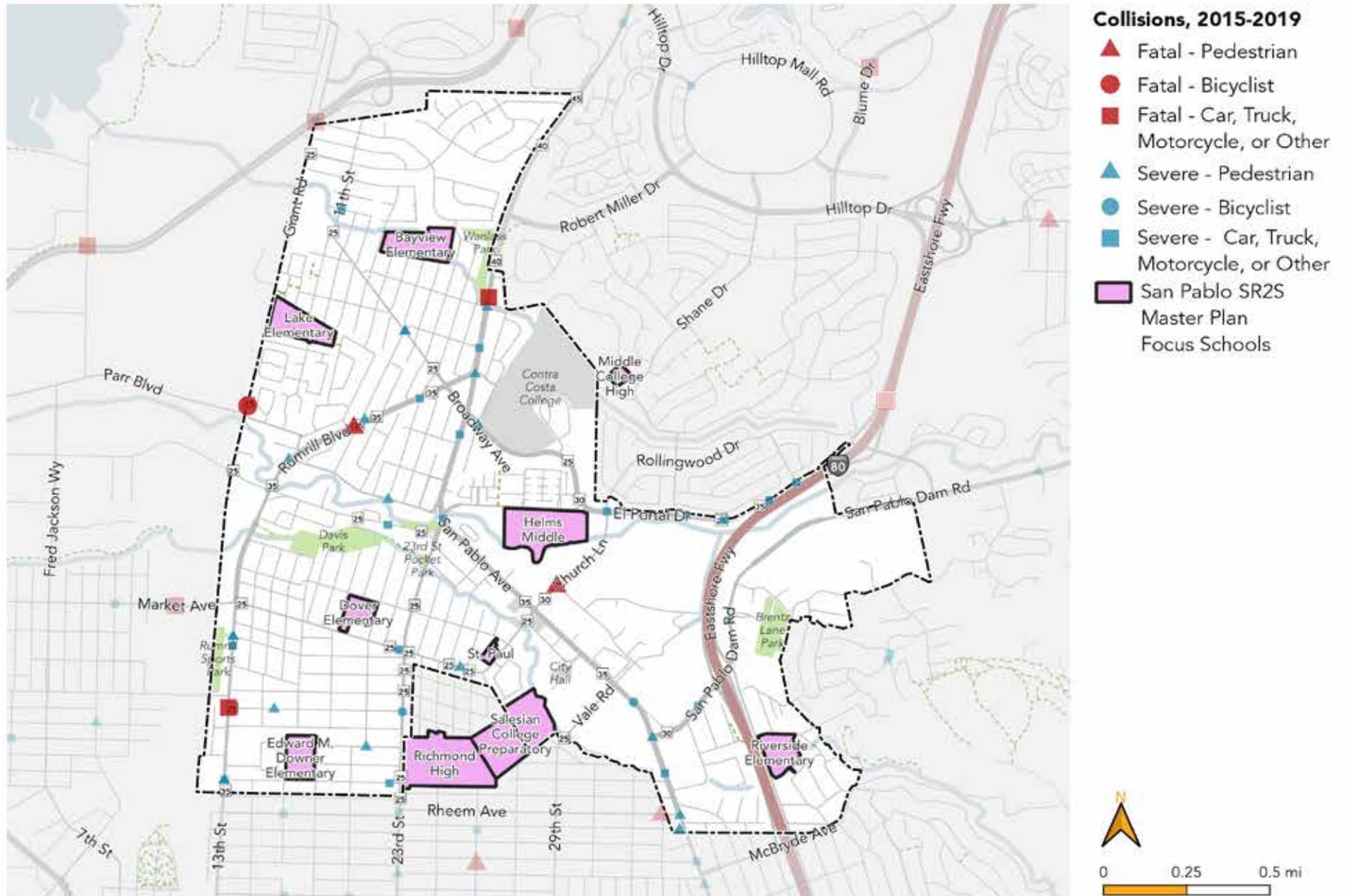
¹² AC Transit Route 70 has one (1) stop on San Pablo Dam Road that is just outside of Riverside’s quarter mile walkshed.

¹³ Middle College High is located on the Contra Costa College (CCC) campus and is served by the CCC Transit Center. In addition to the AC Transit routes, WestCAT Route C3 from Hercules also runs to and from the CCC Transit Center.



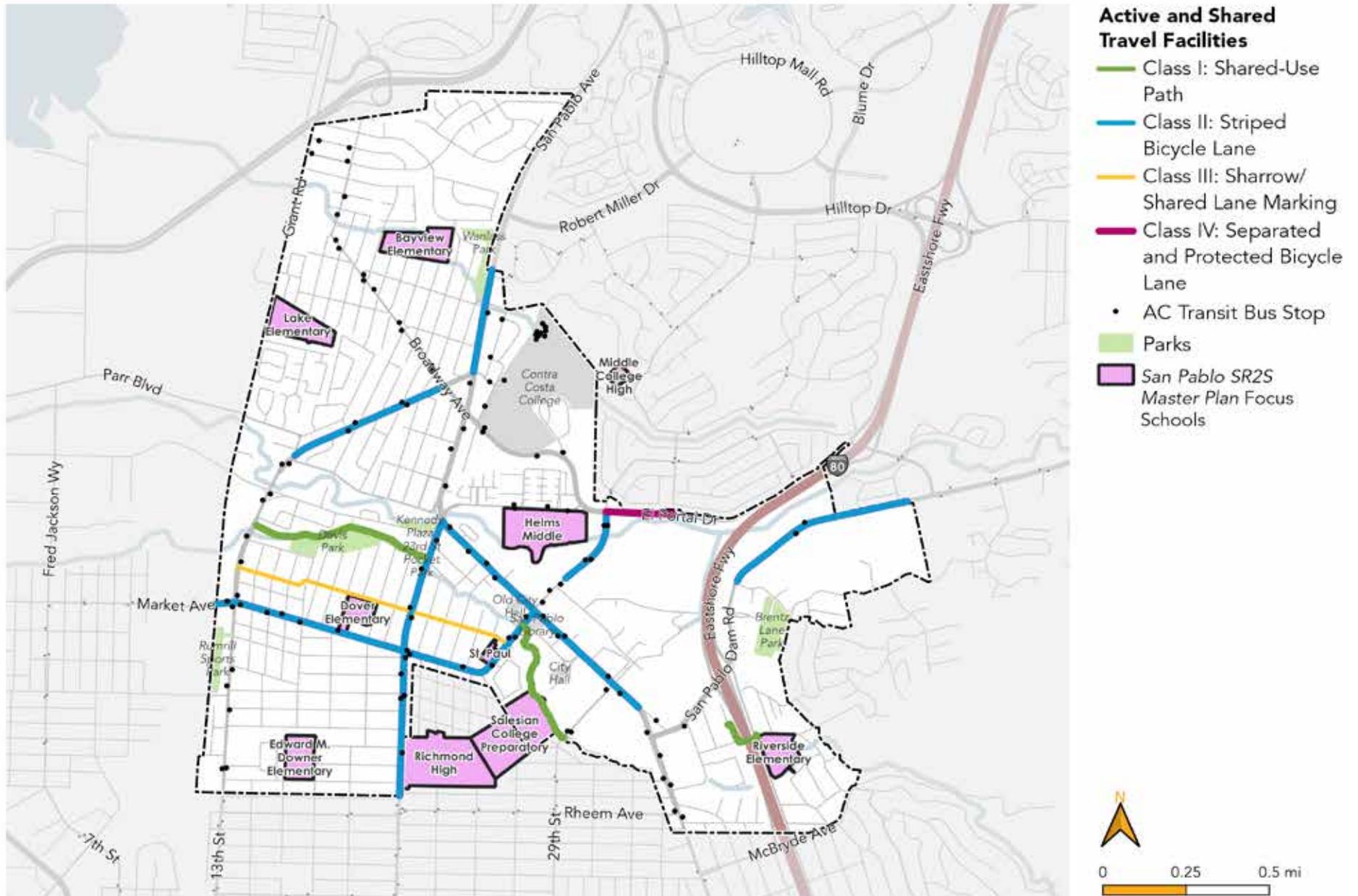
Figure 1-03: A robust transit network and bicycle network can help students walk and bicycle to school.

Figure 1-06: Collisions in San Pablo between 2015 and 2019

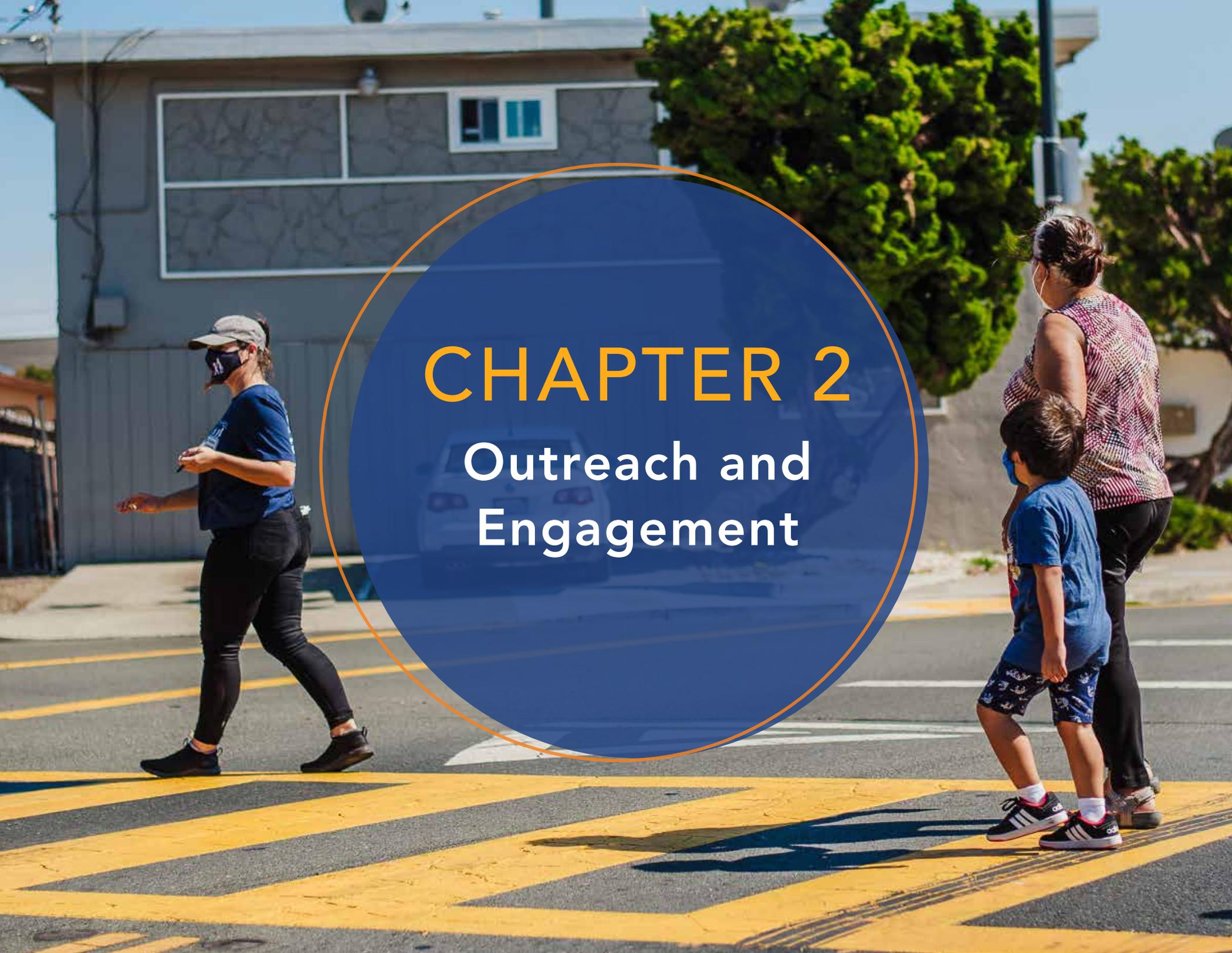


Note: Collisions on Interstate 80 have been excluded on this map. Collision data reflects reported data and may not include all collisions.

Figure 1-07: Public Transit and Bikeways in San Pablo



Note: This map shows 2020 bus stop and route information

A photograph of a street scene with a large blue circular overlay. In the background, a woman in a blue t-shirt, black pants, a grey cap, and a black face mask is walking across a crosswalk from left to right. In the foreground, a woman in a colorful patterned sleeveless top and black pants is walking across a crosswalk from right to left, accompanied by a young child in a blue t-shirt and patterned shorts. The crosswalk has yellow diagonal stripes. A grey building with a window and a green tree are visible in the background.

CHAPTER 2

Outreach and Engagement

The Project Team began the SR2S planning process by preparing a detailed Community Engagement Strategy with the goals of authentic engagement, equity, balance, and implementation. The strategy outlined a set of online and in-person outreach and engagement techniques. These techniques included:

- Focused Stakeholder Engagement
- In-person Walk Audits
- Digital “Walk Audits”
- Pilot Recommendation
- Publicity and Promotion

A description of each engagement technique is provided below.

Stakeholder Engagement

Throughout this planning effort, the Project Team conducted engagement that sought to reach the diverse community of San Pablo, with a focus on inclusivity and in compliance with the public health mandates for COVID-19. The planning effort set forth meaningful engagement opportunities that were tailored to key stakeholders who included:

- Students and families
- Principals, school administrators, staff, and teachers
- Beacon Directors (see box on right)
- San Pablo Youth Commission (SPYC)¹⁴
- West Contra Costa United School District (WCCUSD) staff



San Pablo Beacon Community Schools Initiative

The San Pablo Beacon Community Schools Initiative (SPBCSI) is a cross-sector program to transform San Pablo schools into full service “community schools.” Community schools take a comprehensive “whole child” approach to addressing student needs.

As part of this program, each school is assigned a Beacon Director who serves as a liaison between the City and the school. Beacon Directors coordinate services to ensure all students receive equitable support for intellectual, social, emotional, and physical health and well-being. More information about SPBCSI and Beacon Directors is available on the [program webpage](#).

Walk Audits

The Project Team conducted a series of ten (10) walk audits that formed the basis of the SR2S Plan’s recommendations. The Project Team facilitated one (1) walk audit at each school in Spring of 2021 to observe infrastructure conditions, traffic circulation, and behavior patterns. Due to COVID-19 and public health guidelines, schools were not conducting in-person learning at this time; therefore, the Project Team was unable to observe peak traffic circulation and in-person school behavior patterns. Additionally, due to public health concerns, the Project Team was unable to gather a large group of school stakeholders to participate in the walk audits.

To overcome this limitation, the Project Team met with a small group of stakeholders at each school to discuss the infrastructure conditions, issues, and opportunities for each school. Walk audit participants included principals, assistant principals, administrative staff, Beacon Directors, and representatives from WCCUSD, Contra Costa Transportation Authority (CCTA) and Contra Costa Health Services (CCHS). A detailed list of participants for each school is provided in **Chapter 3: Site-Specific Recommendations**.

¹⁴ The San Pablo Youth Commissioners are local high school students who apply to the Youth Commission in order to recommend improvements and provide a voice for youth in San Pablo.

Each walk audit lasted approximately one (1) hour, with additional time for the Project Team to introduce the purpose of the walks and then have a group debrief. Walk audit attendees received a packet with the agenda, walking route map, summary of school statistics and nearby crash patterns, aerial map for documenting observations, and a checklist of items to observe.

Walk audit observations and discussions focused on three (3) key elements:

- **Infrastructure Conditions:** Review of the presence, quality, and design of sidewalks, school area signs and pavement markings, pathways, bicycle lanes, bicycle parking, drop-off/pick-up areas, accessibility and visibility, and personal safety.
- **Street Crossing Conditions:** Review of traffic signal features, signal phasing and operations for all travel modes, marked crosswalk conditions, curb ramp presence and compatibility, and crossing guard presence.
- **Traffic Circulation and Behavior:** Review of student and parent/caregiver behaviors, particularly relating to walking patterns, bicycling routes, general motorist behavior, and behavior during drop-off and pick-up; traffic volumes, speeds, and patterns.

Following each walk audit, the Project Team summarized both the observed and reported¹⁵ issues at key locations within a quarter mile of each school. The Project Team then developed a set of recommendations for each school, which directly address the identified issues. Recommendations for each school are provided in **Chapter 3: Site-Specific Recommendations**.



Outreach and Engagement During COVID-19

The San Pablo SR2S Master Plan was developed during the COVID-19 pandemic. To ensure the health and safety of community participants, the Project Team designed a flexible engagement strategy that included both digital and socially-distanced in-person techniques. For example, the digital “walk audit” tool allowed community members to explore the conditions around their school and upload photos of any issues they observed. The Project Team also conducted outreach at a mobile vaccine clinic to reduce barriers to participation.



Figure 2-01: Key stakeholders attended the walk audits, including Beacon Directors, WCCUSD staff, and CCTA staff.

¹⁵ “Observed” issues include anything the Project Team observed first-hand during walk audits or site visits. “Reported” issues include anything the Project Team heard from key stakeholders such as principals or Beacon Directors.

Digital “Walk Audits”

Due to COVID-19 public health concerns, the in-person walk audits were limited to a small group of Project Team members and school stakeholders, and were not open to students, families, or the broader community. Therefore, the Project Team designed a bilingual, interactive survey and web-map so that entire school communities could participate in digital “walk audits.” The survey questions were customized for different user groups including:

- Students
- Parents or caregivers
- Teachers, administrators, or school staff
- Neighbors (people who live near a San Pablo school)
- Other interested San Pablo residents

During the survey, users selected their school, answered questions about their travel experience to and from school (Figure 2-04, page 20), and

Who Responded to the Survey?

Figure 2-02: Response rates by user groups

Choose the statement that best describes you:		
Descriptor	Count	Percent
I am a student.	156	49%
I am a parent or guardian of a student.	62	20%
I am a teacher, administrator, or school staff member.	31	10%
I am a neighbor near a San Pablo school.	24	8%
I live in San Pablo and am interested in this project.	14	4%
Other	29	9%
Total	316	

provided input about what might support them to walk, bicycle, or roll to school more often. Using the web-map tool (Figure 2-05, page 20), users chose a location, provided feedback on the infrastructure conditions at that location, and could upload a photograph of any key issues they observed. The full list of customized survey questions is provided in **Appendix A: Digital “Walk Audits” – Online Survey and Map.**

The digital “walk audit” tool was distributed via email, social media, school platforms, direct mailers, flyers, posters, and the City’s website. The tool was also advertised during meetings with key stakeholder groups such as principals and Beacon Directors. The tool was live for six (6) months, from March to August 2021. To reach more students and families, the Project Team conducted on-the-ground surveying using digital tablets during a vaccination clinic held at Helms Middle School on June 10, 2021.

The Project Team received 316 responses in total from the ten (10) school communities. A summary of all survey responses is provided in **Appendix A: Digital “Walk Audits” – Online Survey and Map.**

Figure 2-03: Racial and ethnic identity of survey respondents

What races or ethnicities do you identify with?*		
Race or ethnicity**	Count	Percent
African American or Black	8	6%
Asian or Pacific Islander	18	14%
Latinx or Hispanic	69	54%
Native American or Alaskan native	2	2%
White or Caucasian	21	16%
Prefer not to say	10	8%

*This question, as well as other personal demographic information, was *not* asked of students/minors. Responses include adults only.

**Alone or in combination with other races or ethnicities.

Figure 2-04: An extract from the online English survey for students

Questions for Students

Answer the questions below, then tap "Next" to continue.

Which school do you go to? Choose one.

When you go to school in person (before the pandemic), how do you get to or from school most days? Choose all that are true.

<input type="checkbox"/> I walk by myself 	<input type="checkbox"/> I take the bus 
<input type="checkbox"/> I walk in a group 	<input type="checkbox"/> I drive myself 
<input type="checkbox"/> I ride a bike 	<input type="checkbox"/> My family drives me 
<input type="checkbox"/> I "roll" (scooter, skateboard, or rollerblade) 	<input type="checkbox"/> I carpool with other families or friends 
<input type="checkbox"/> Some other way <input type="text" value="Tell us how"/>	

If you could pick any way to get to or from school, what would you choose?
Choose as many as you like.

<input type="checkbox"/> Walk by myself	<input type="checkbox"/> Take the bus
<input type="checkbox"/> Walk with other people	<input type="checkbox"/> Drive myself
<input type="checkbox"/> Ride a bike	<input type="checkbox"/> Drive with my family
<input type="checkbox"/> Scooter, skateboard, or rollerblade	<input type="checkbox"/> Carpool with other families or friends
<input type="checkbox"/> Some other way <input type="text" value="Tell us how"/>	

Figure 2-05: An extract from the online Spanish web-map

Cuéntenos sobre cómo es caminar y andar en bicicleta cerca de las escuelas de San Pablo

Utilice los botones de abajo para elegir una ubicación y subir fotos. [Ocultar instrucciones](#)

- Encuentre su escuela o ubicación. Amplie el mapa para acercarse a su escuela, o toque el botón para acercarse a su ubicación actual.
- Elija un botón con el ícono que quiera describir.
- Añada un punto de ubicación en el mapa.
- Suba una foto de esa ubicación (opcional).
- Responda a las preguntas que aparecen y haga clic en "Enviar".
- Cuando haya terminado, simplemente cierre la ventana del navegador, ¡¡ ya está!



The map shows the San Pablo area with various locations marked. A legend on the left lists categories: Banquetas (pink), Cruzar la calle (orange), En bicicleta (yellow), Carros y tráfico (green), Demasiado oscuro (blue), and Algo más (grey). The map includes labels for San Pablo Supermarket, Las Montañas Supermarket, Empire Buffet, FoodMaxx, Pablo Lytton Casino, and Wildcat Canyon Regional Park. Other nearby areas like North-Richmond, Belding Woods, and East Richmond Heights are also visible.

Coordination with *San Pablo Bicycle and Pedestrian Corridor Study*

The *SR2S Plan* planning process was conducted concurrently with *San Pablo Bicycle and Pedestrian Corridor Study* (Corridor Study) and included ongoing close coordination between the projects. Key opportunities for collaboration included:

- Helms Middle is located on Road 20 and within 250 feet of El Portal Drive, both of which are part of the Corridor Study.
- Bayview Elementary and Lake Elementary are located within a quarter mile of Broadway Avenue, which is part of the Corridor Study.
- Riverside Elementary is located within a half mile of San Pablo Dam Road, which is part of the Corridor Study.
- There was overlap between key stakeholders that contributed to both projects, including the San Pablo Youth Commission and Contra Costa Health Services.
- Shared data between the efforts, including traffic counts, parking analyses, safety data, and land use and transportation GIS data.

Natural overlaps between the two (2) projects also allowed the project teams to collaborate on a “pilot recommendation.” The pilot recommendation involved the short-term installation of a set of engineering recommendations that are included in both the Corridor Study and the *SR2S Plan*.

The Corridor Study conceptual designs for Road 20 and Broadway Avenue are provided in **Appendix D: Conceptual Design**.

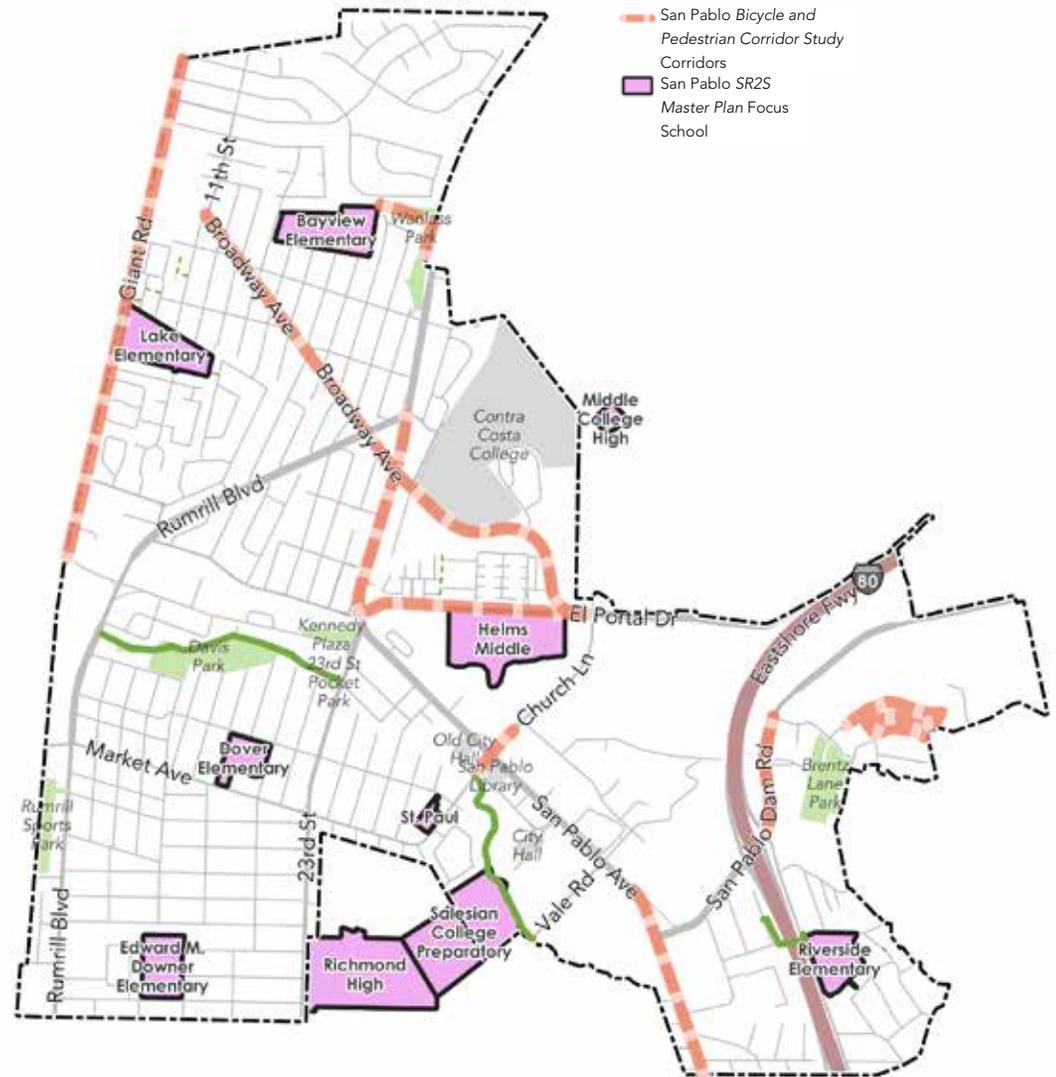


Figure 2-06: This map illustrates the areas shared between the ten (10) *SR2S Plan* schools and the ten (10) *Corridor Study* corridors.

Pilot Recommendation: Walk & Bike Broadway

On Friday, September 24, 2021, the Project Team implemented the Walk & Bike Broadway pilot recommendation in collaboration with the *Corridor Study* outreach effort. For one day, from 8:00AM to 6:00PM, the Project Team installed bicycle and pedestrian improvements along Broadway Avenue between 15th Street and Rivers Street. This location is within a quarter mile of both Bayview Elementary and Lake Elementary.

The Project Team installed and tested two (2) engineering recommendations identified during the school walk audits:

- **A new temporary crosswalk** on the southeast leg of the intersection at Broadway Avenue and 14th Street
- **A new temporary curb extension** at the southwest corner of the Broadway Avenue and 15th Street intersection

During the event, the Project Team conducted field surveys to gather feedback on the crosswalk and the curb extension. In total, the Project Team collected almost 50 surveys from a wide variety of residents including youth, older adults, families, bicyclists, people walking, neighbors, and more. Surveys were conducted in both English and Spanish. The Project Team also facilitated a bilingual scavenger hunt for children to get them engaged with the pilot recommendation event. Survey and scavenger hunt respondents were eligible to win a prize from a random drawing, which included gift cards and bicycle related giveaways (e.g., bicycle helmets, bicycle locks, bicycle lights, a toddler balance bicycle, an adult bicycle) donated by local organizations.

Figure 2-07: If this intervention were made permanent, would you cross the street here more often?

Crosswalk at Broadway Ave & 14th Street



Curb Extension at Broadway Ave & 15th Street



Figure 2-08 (top): New temporary crosswalk installed at the intersection of Broadway Avenue and 14th Street

Figure 2-09 (bottom): New temporary curb extension at the existing raised crosswalk at the intersection of Broadway Avenue and 15th Street

Publicity and Promotion

The Project Team used a range of online and in-person methods to publicize the project, and to promote the survey and Walk & Bike Broadway pilot recommendation event. All outreach materials were provided in English and Spanish. Images of the outreach materials are provided in **Appendix B: Outreach Materials**.

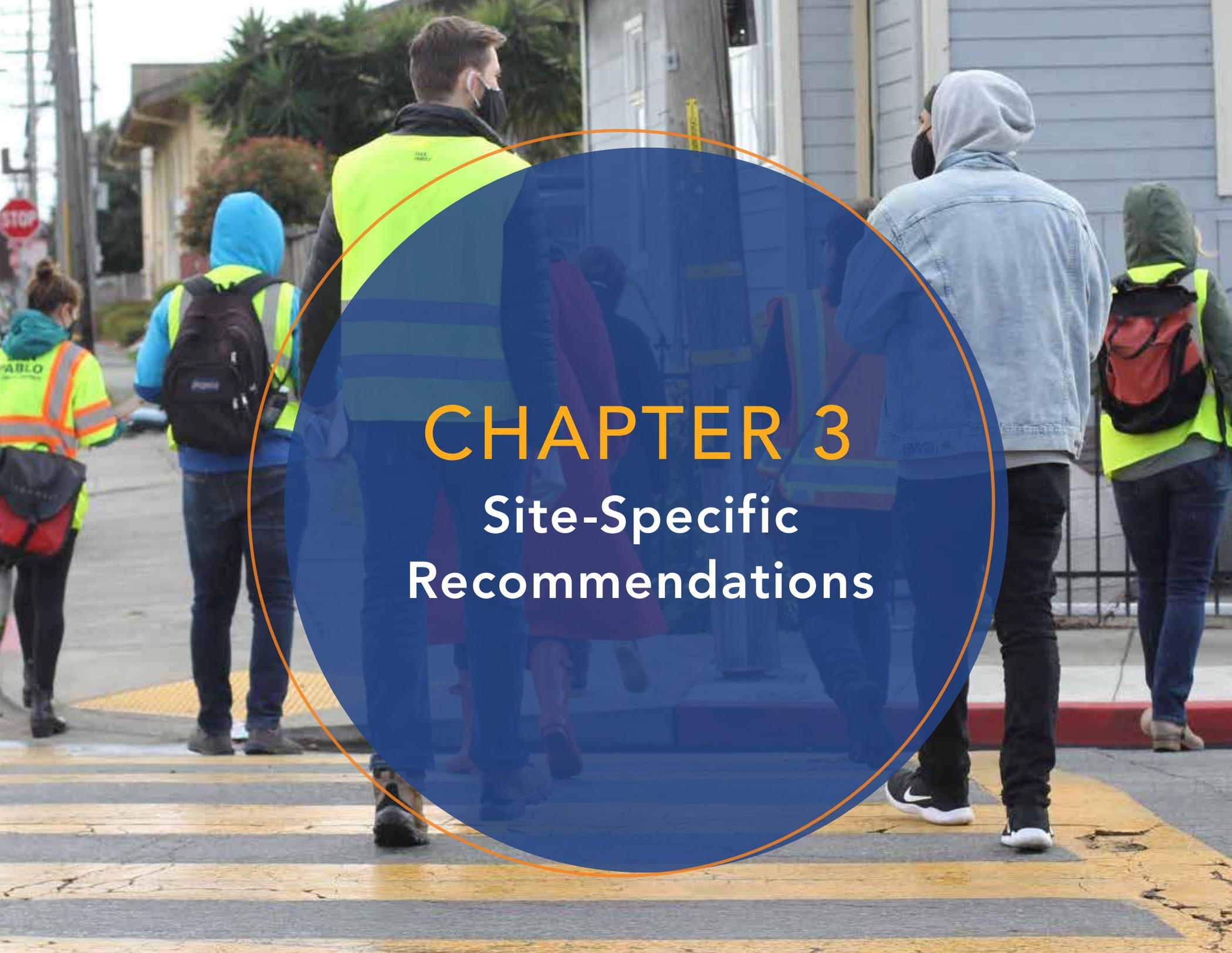
Key publicity and promotion methods included:

The **City of San Pablo Website** was updated to include a project webpage, which included key information in both Spanish and English about the SR2S Plan effort and links to the online survey.

- Project information was distributed through **City of San Pablo social media**—including Facebook, Instagram, Twitter, NextDoor and e-News—with a focus on regular, bilingual Facebook posts throughout the project. Additionally, the El Portal Newsletter included the survey link.
- The Project Team conducted **in-person outreach** and surveying at a vaccination clinic hosted at Helms Middle School.
- The Project Team distributed 250 informational postcards to families during the **Back to School Closet** event and mailed ~4,700 **postcards** directly to all addresses within 500 feet of a San Pablo school or with at least one student at a San Pablo public school.
- Beacon Directors hung up **posters** in their schools and distributed hard-copy **flyers** to students and families.
- **Digital flyers** about the project were distributed to families with school-aged children via **Peachjar** and **Class Dojo**, digital notice-board platforms through which schools communicate directly with parents or caregivers.
- Flyers were distributed through the **San Pablo Library**.
- The Project Team distributed 200 flyers in advance of the Walk & Bike Broadway event to households within 500 feet.
- **Email and phone outreach** was conducted to key stakeholders and community groups throughout the project.



Figure 2-10 (top and bottom): Youth participated in a scavenger hunt during the pilot recommendation event.



CHAPTER 3

Site-Specific Recommendations



The Project Team developed site-specific recommendations for each of the ten (10) schools, including infrastructure, policy and program recommendations.

Recommendations were developed based on community input and analysis of the following data:

- Collisions and posted speed limits within a quarter mile of the schools
- Location of transit stops and bicycle facilities within a quarter mile of the schools
- Observations about infrastructure conditions, circulation, and driver behavior from the walk audits
- Issues and opportunities reported by school staff and administrators
- Perceptions of traffic safety and infrastructure conditions as reported by students, parents or caregivers, staff, and neighbors using the digital walk-audit tool.

The Project Team developed site-specific recommendations and school summaries for each school, including:

1. Key statistics and demographics
2. Walk audit dates and attendance
3. Key issues and opportunities
4. A map of collisions, posted speed limits, and transit stops within a quarter network mile¹⁶ of school entrances
5. A map of key recommendations¹⁷

Click the school name to jump to a specific school summary.

Bayview Elementary School	26
Dover Elementary School	32
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Riverside Elementary School	50
Helms Middle School	56
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Richmond High School	68
St. Paul School	74
Salesian College Preparatory	78

16 A network mile is defined as the length of a mile within the road network (as opposed to an “as the crow flies” mile). A network mile more accurately captures travel distance for people walking and bicycling.

17 A full list of recommendations is included in Appendix D: Project Prioritization Method and Results. The Contra Costa Transportation Authority (CCTA) Countywide Toolbox for Designing Safe Travel for People Walking and Bicycling provides additional descriptions for many of the identified recommendations.

BAYVIEW ELEMENTARY SCHOOL

**BAYVIEW
ELEMENTARY
SCHOOL**

Bayview Elementary School

Key Statistics and Demographics

About Bayview Elementary

The Bayview Elementary School campus is located in a residential neighborhood and accessed via neighborhood streets. 14th Street, which is an important street for pedestrian access to school, has speed bumps for traffic calming and a posted speed of 25 mph. Bayview Elementary is located eight blocks from the San Pablo Avenue bicycle lanes. Bayview Elementary School serves one of the higher numbers of Black families of any WCCUSD elementary school, and is co-located with a WCCUSD preschool.



Bayview Elementary is a Beacon School

School Information

3001 16th St.
San Pablo, CA 94806
West Contra Costa
Unified School District
CDS Code:
07-61796-6004600

Enrollment

2020–21**443**
2019–20.....**496**
2018–19.....**512**

School Hours

Pre: 8:15 AM–11:00 AM
12:00 PM–3:00 PM
TK–3: 8:30 AM–2:20 PM
4–6: 8:30 AM–2:40 PM
Minimum Days:
TK–3: 8:30 AM–1:45 PM
4–6: 8:30 AM–2:05 PM

Where do students live? (2019-2020)

78% of students live in San Pablo.
22% of students live in Richmond.
The remaining 1% live in Suisun City.
76% of students live within a mile of a school access point.

About Bayview Elementary Students

Percentage of Students with Disabilities (2018–19)



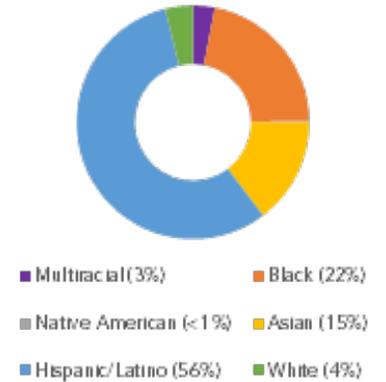
Percentage of Socioeconomically Disadvantaged Students (2018–19)



Percentage of Students with Low Aerobic Fitness (2018–19)



Enrollment by Race and Ethnicity (2019–20)



Percentage of Students Eligible for Free or Reduced-Price Lunch (2019–20)



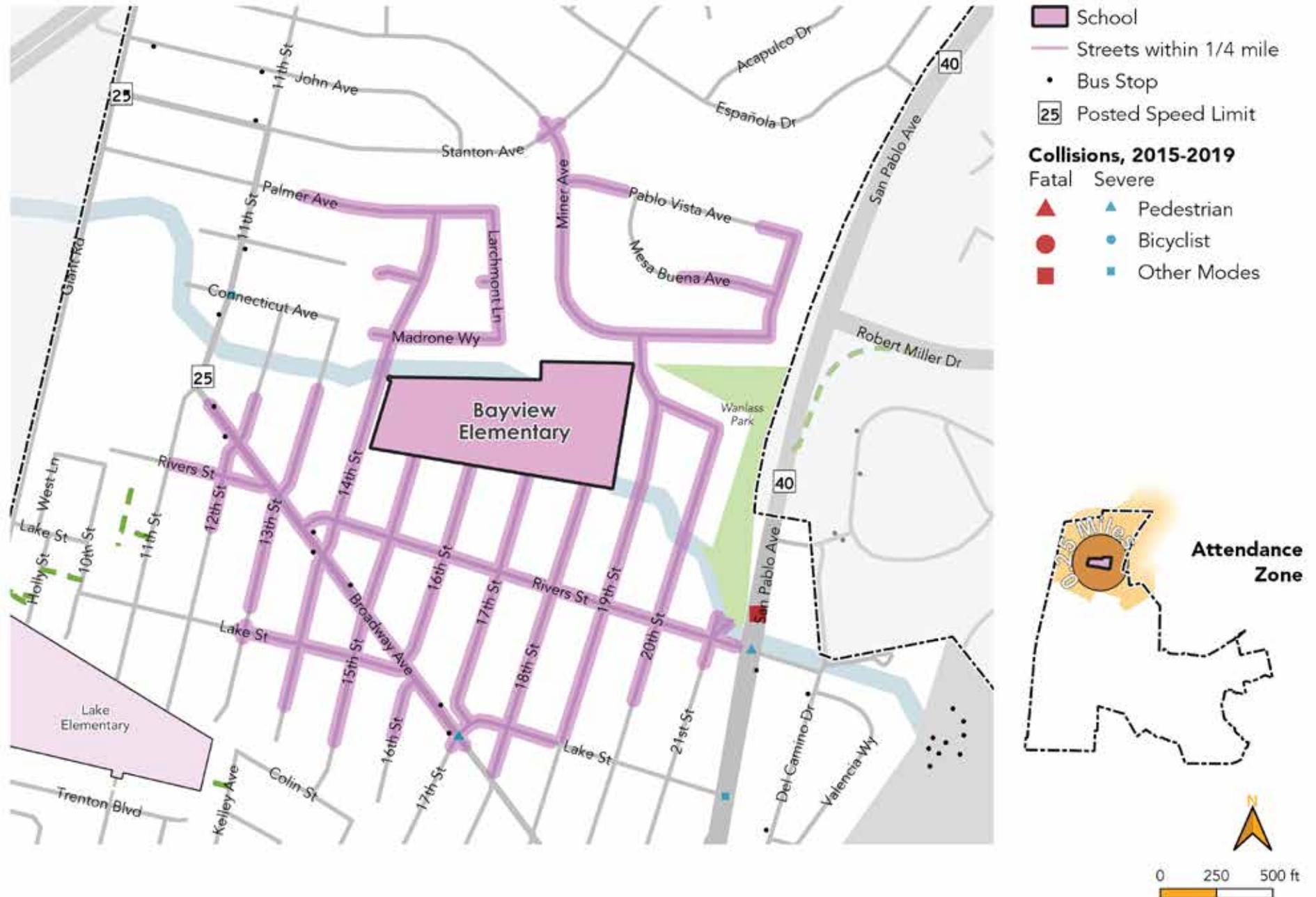
Percentage of English Learner Students (2019–20)



All data represent the most recent available data prior to the COVID-19 Pandemic. "Pre" refers to preschool. "TK" refers to Transitional Kindergarten.

Key Safety and Mobility Considerations

Figure 3-01: Bayview Elementary School data: collisions, posted speed limits, transit stops, and attendance zone



Bayview Elementary Walk Audit

Date: March 2021

Route: The walk audit focused on the streets surrounding the school including 14th Street, 15th Street, 16th Street, 17th Street, 18th Street, and Rivers Street, as well as Rheem Creek and the WCCUSD land to the northeast of the school.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Theresa Williams, Principal
- Omar Williams, Beacon Director
- Ellen Mejia Hooper, WCCUSD

Key Issues and Opportunities

During the walk audit, school administrators described circulation issues around key school access points on 15th Street and 16th Street. On both streets, drivers double park and park on the sidewalk during pick-up and drop-off, and sidewalks are missing on the school property. Stakeholder concerns about driver behavior were concentrated around Broadway Avenue, two (2) blocks south of the school property. A conceptual design for a reconfiguration of Broadway Ave is provided in **Appendix E: Conceptual Design.**

On streets around Bayview Elementary, recurring issues include faded pavement markings and missing crosswalks. Prior planning efforts also identified opportunities for lighting and crosswalk improvements.

Bayview Elementary is connected to the residential neighborhood to the northeast by an informal path running through WCCUSD property and over Rheem Creek, which is under the jurisdiction of the Contra Costa County Flood Control and Water Conservation District. A pedestrian “desire line”¹⁸ through the WCCUSD property shows a convenient route for students that live to the northeast of Bayview Elementary. However, substantial infrastructure upgrades would be required to formalize this route. Additionally, this route presents access management challenges for school administrators, and safety issues for students, such as poor lighting and limited or no adult supervision.



Figure 3-02 (top): Walk audit participants discuss bicycle and pedestrian access and vehicle flow into campus.

Figure 3-03 (bottom): A pedestrian “desire line” leads from 19th Street through WCCUSD land to an unmaintained pathway and crossings along Rheem Creek, which are jurisdiction of the Contra Costa County Flood Control and Water Conservation District. This connects to the northern access point of Bayview Elementary.

¹⁸ A pedestrian “design line” is typically a dirt path created as a shortcut where no walking path exists, showing the desire for a formalized path.

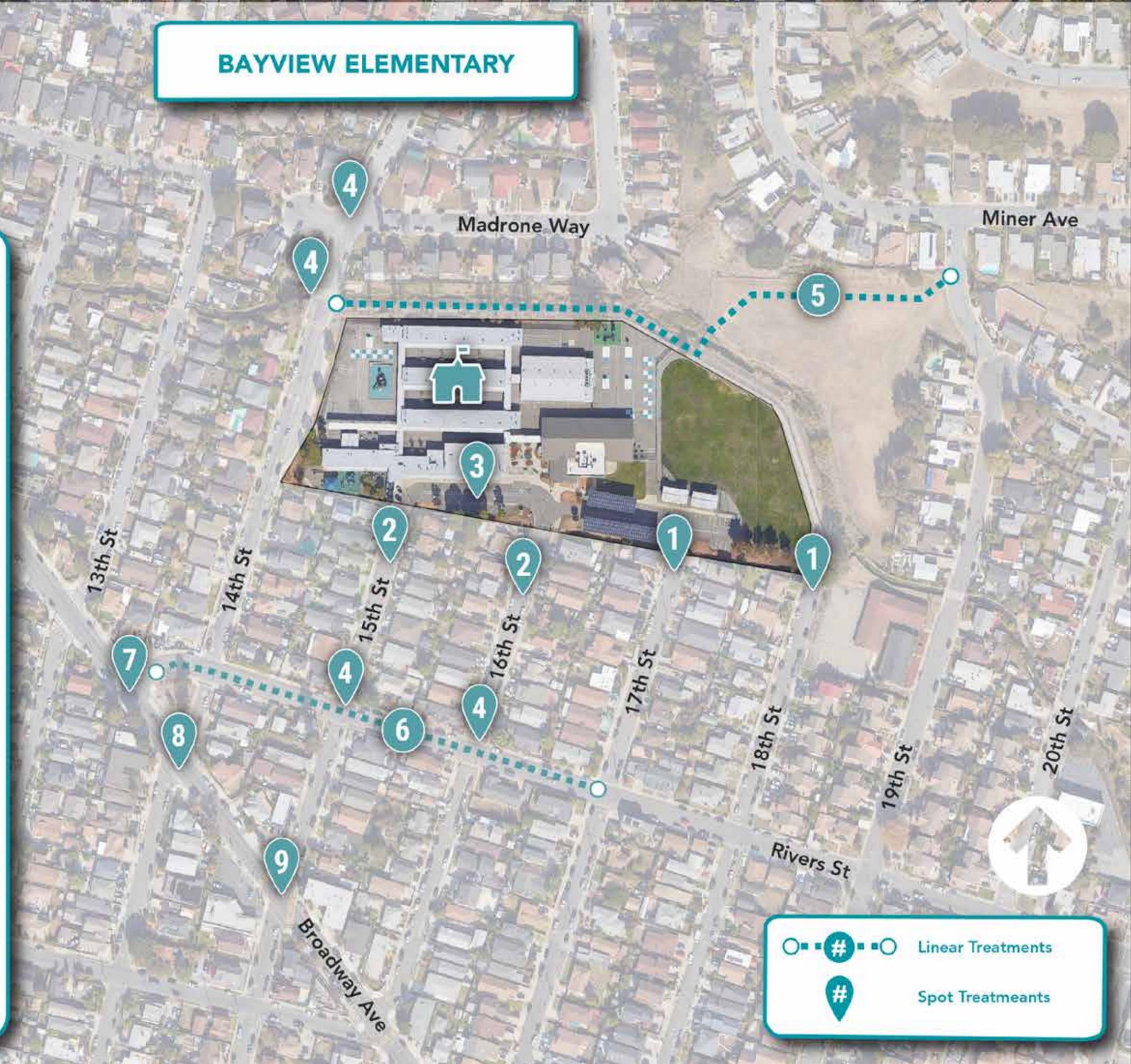
Figure 3-04

BAYVIEW ELEMENTARY

Site-Specific Recommendations

- 1 Add wayfinding to main school entrance.
- 2 Install new crosswalks with curb ramps.
- 3 Restripe crosswalk and widen curb ramps.
- 4 Install crosswalks with curb ramps and signage.
- 5 Long-term, funding permitting: Establish formal pathway between 19th Street and 14th Street along Rheem Creek.
- 6 Install crosswalks with curb ramps, pavement markings, and signage.
- 7 Enhance crosswalk with curb extensions, pavement markings and signage.
- 8 Install crosswalk with curb ramps and signage, and consider closing northbound access to 14th Street.
- 9 Enhance crosswalk with a rectangular rapid flashing beacon (RRFB), curb extensions, pavement markings and signage.

A full list of recommendations is included in Appendix D: Project Prioritization Method and Results.



- - # - ○ Linear Treatments
- # Spot Treatments

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DOVER ELEMENTARY SCHOOL

DOVER
ELEMENTARY
SCHOOL

Dover Elementary School

Key Statistics and Demographics

About Dover Elementary

Dover Elementary School is the largest elementary school in West Contra Costa County. WCCUSD and special education preschool classes are co-located on the campus. Dover Elementary is located adjacent to Market Avenue—a minor arterial with an AC Transit bus route and a posted speed limit of 25 mph. The entrance to the school faces 19th Street—a neighborhood street. Dover Elementary is also located less than 1,000 feet from Davis Park and the Wildcat Creek Trail.



Dover Elementary is a Beacon School

School Information

1870 19th St.
San Pablo, CA 94806
West Contra Costa
Unified School District
CDS Code:
07-61796-6004691

Enrollment

2020–21 **589**
2019–20..... **655**
2018–19..... **657**

School Hours

Pre: 8:15 AM–1:00 AM
12:00 PM–3:00 PM
TK–K: 8:15 AM–2:05 PM
1–3: 8:30 AM–2:20 PM
4–6: 8:30 AM–2:40 PM

Where do students live? (2019–2020)

88% of students live in San Pablo.

11% of students live in Richmond.

The remaining 1% live in El Sobrante and Pinole.

82% of students live within a mile of a school access point.

About Dover Elementary Students

Percentage of Students with Disabilities (2018–19)



(68)

Percentage of Socioeconomically Disadvantaged Students (2018–19)



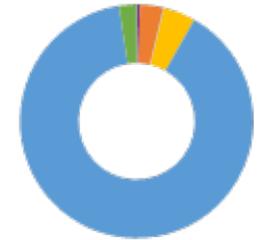
(634)

Percentage of Students with Low Aerobic Fitness (2018–19)



(8 of 63 tested)

Enrollment by Race and Ethnicity (2019–20)



■ Multiracial (<1%) ■ Black (3%)
■ Native American (<1%) ■ Asian (4%)
■ Hispanic/Latino (89%) ■ White (2%)

Percentage of Students Eligible for Free or Reduced-Price Lunch (2019–20)



(519)

Percentage of English Learner Students (2019–20)

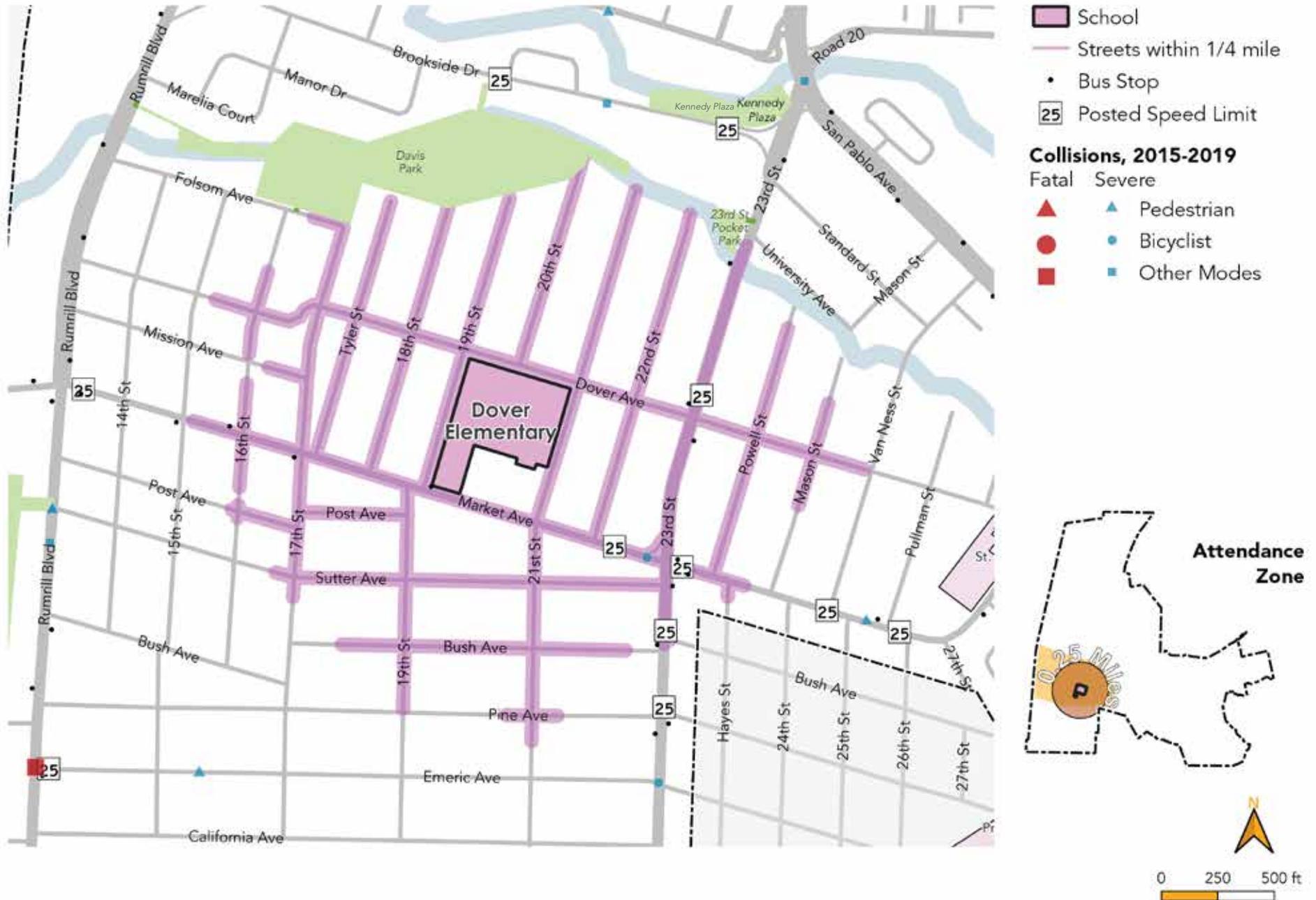


(415)

All data represent the most recent available data prior to the COVID-19 Pandemic.

Key Safety and Mobility Considerations

Figure 3-05: Dover Elementary School data: collisions, posted speed limits, transit stops, and attendance zone



Dover Elementary Walk Audit

Date: March 2021

Route: The walk audit focused on the streets immediately adjacent to the school site including Dover Avenue, 21st Street, Market Avenue, and 19th Street.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Melynda Piezas, Principal
- Edgar Medina, Beacon Director
- Colin Clarke, CCTA
- Ellen Mejia Hooper, WCCUSD

Key Issues and Opportunities

The primary issues observed during the Dover Elementary walk audit were concentrated on Market Avenue, to the south of the school property. Stakeholders describe high speeds on Market Avenue and drivers infrequently yielding to pedestrians. The walk audit attendees observed that the pedestrian infrastructure at Market Avenue and 21st Street and at Market Avenue and 19th Street are not effectively slowing or stopping traffic.

The walk audit attendees also observed that the sidewalks are narrow (less than five [5] feet) on 19th Street and 21st Street and are further obstructed by utility poles. Community members that used the online web-map echoed these issues – they reported feeling unsafe crossing the street at key intersections around the school, and that sidewalks are narrow and obstructed in some locations.



Figure 3-06: Principal Piezas describes issues and opportunities at Dover Elementary during the walk audit.

Figure 3-07

DOVER ELEMENTARY

Site-Specific Recommendations

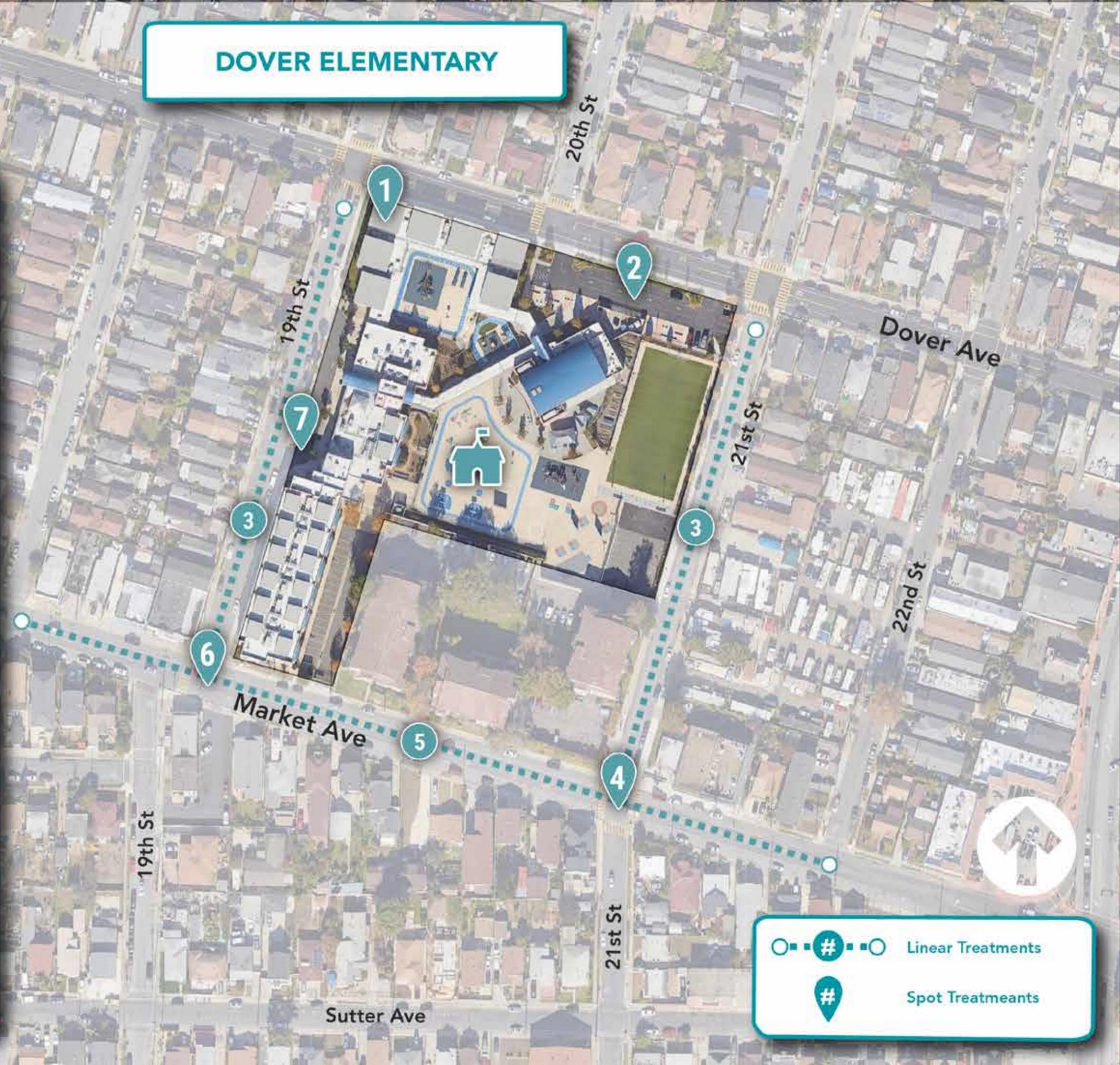
- 1 Daylight intersection*
- 2 Improve drop-off/pick-up circulation with signage, crossing guard and restricted left turns
- 3 Relocate utilities or widen sidewalk
- 4 Enhance crosswalk with RRFB, curb extensions, pavement markings and signage
- 5 Install traffic calming elements
- 6 Enhance crosswalk with curb extensions, pavement markings and signage
- 7 Improve drop-off/pick-up circulation with signage and restricted left turns

Schoolwide Recommendations

-  Install secure bicycle parking

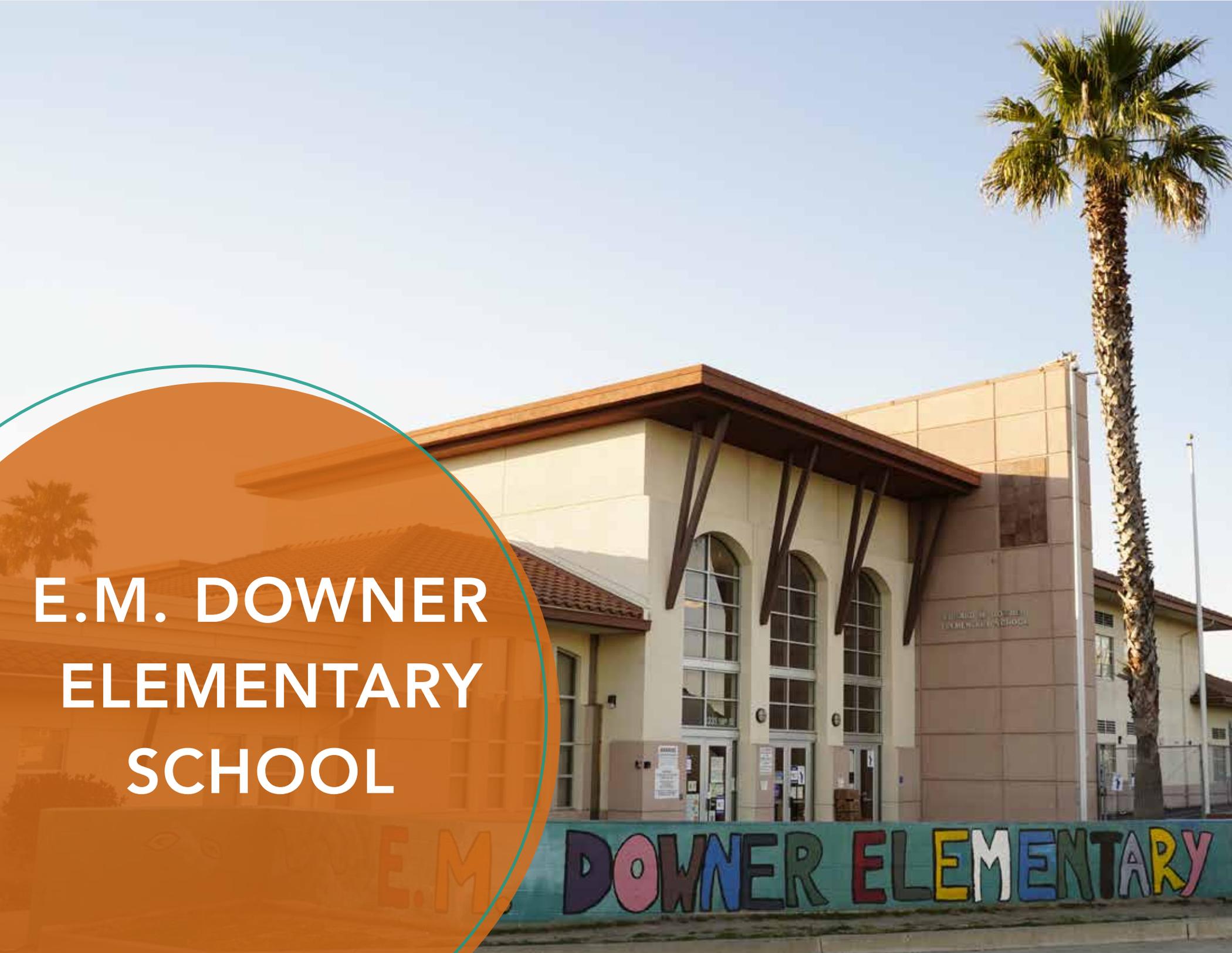
* Daylighting refers to removing physical barriers to improve visibility.

A full list of recommendations is included in Appendix D: Project Prioritization Method and Results.



-  Linear Treatments
-  Spot Treatments

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The image shows the exterior of E.M. Downer Elementary School. The building is a two-story structure with a light-colored facade and a dark brown roof. It features several large, arched windows and a central entrance. A tall palm tree stands to the right of the building. In the foreground, there is a colorful mural on a wall that reads "DOWNER ELEMENTARY". An orange circular graphic is overlaid on the left side of the image, containing the school's name in white text.

E.M. DOWNER ELEMENTARY SCHOOL

DOWNER ELEMENTARY

E.M. Downer Elementary School

Key Statistics and Demographics

About Downer Elementary

E.M. Downer Elementary School is located in a residential neighborhood in south San Pablo, and is accessed via neighborhood streets. Three important streets for pedestrian and vehicle access to the school are 18th Street, Wilcox Street, and Alfreda Boulevard. These streets have speed bumps for traffic calming, and posted speed limits of 25 mph. E.M. Downer Elementary is also situated two blocks from the 23rd Street bike lanes. E.M. Downer Elementary is home to a Dual Language Immersion program and is co-located with a WCCUSD preschool.



Edward M. Downer Elementary is a Beacon School

School Information

1231 18th St.
San Pablo, CA 94806
West Contra Costa
Unified School District
CDS Code:
07-61796-6057210

Enrollment

2020–21 **518**
2019–20 **542**
2018–19 **592**

School Hours

K-3: 8:30 AM–2:20 PM
4-6: 8:30 AM–2:40 PM
K-3: 8:30 AM–1:45 PM
4-6: 8:30 AM–2:05 PM
(Wednesdays only)

Where do students live? (2019–2020)

76% of students live in San Pablo.

22% of students live in Richmond.

The remaining 2% live in El Cerrito, El Sobrante, Martinez, Oakland, Pinole, and Vallejo.

73% of students live within a mile of a school access point.

Most students live north of the school property.

About E.M. Downer Elementary Students

Percentage of Students with Disabilities (2018–19)



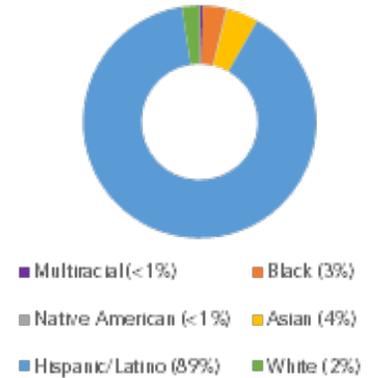
Percentage of Socioeconomically Disadvantaged Students (2018–19)



Percentage of Students with Low Aerobic Fitness (2018–19)



Enrollment by Race and Ethnicity (2019–20)



Percentage of Students Eligible for Free or Reduced-Price Lunch (2019–20)



Percentage of English Learner Students (2019–20)



All data represent the most recent available data prior to the COVID-19 Pandemic.

Key Safety and Mobility Considerations

Figure 3-08: E.M. Downer Elementary School data: collisions, posted speed limits, transit stops, and attendance zone



E.M. Downer Elementary Walk Audit

Date: March and November¹⁹ 2021

Route: The walk audit focused on the streets to the north and east of the school property, including California Avenue, 21st Street, Alfreda Boulevard, and 18th Street.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Chris Read, Principal
- Ellen Mejia Hooper, WCCUSD

Key Issues and Opportunities

Opportunities for improvement at E.M. Downer Elementary are concentrated on 18th Street, along the school frontage from Alfreda Boulevard to Sanford Avenue. While excessive speeds were not observed, congestion and driver behavior were issues. The existing loading zone is under-utilized, and instead, parents and caregivers idle or park along red curbs, make illegal left turns into the loading zone, and do not stop at the Alfreda/18th Street intersection. Students run and walk across 18th Street, outside of crosswalks, to get to the main school entrance. Further away from the school property, issues include narrow and obstructed sidewalks, as well as faded pavement markings and missing crosswalks.

Feedback received via the web-map mirrored these findings. Map users flagged locations where the sidewalk was obstructed by cars, and requested improvements to the student loading zone along 18th Street. A conceptual design for a reconfiguration of 18th St is provided in **Appendix E: Conceptual Design**.

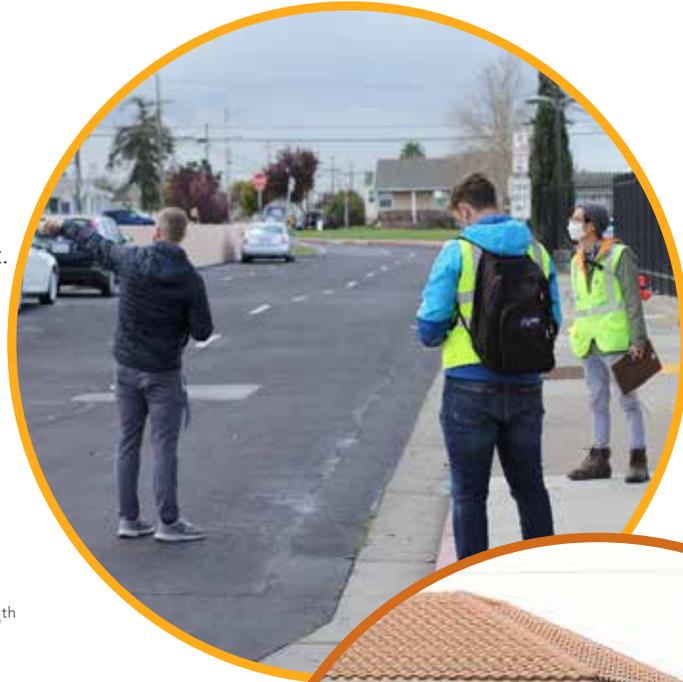


Figure 3-09 (top): Principal Read describes pick-up and drop-off behaviors and patterns during the E.M. Downer Elementary walk audit.

Figure 3-10 (bottom): Two youth ride bicycles through the loading zone while schools were closed due to COVID-19.

¹⁹ For certain traffic circulation issues identified as part of the in-person walk audits, the Project Team needed additional drop-off/pick-up observations in order to develop appropriate engineering recommendations. The Project Team conducted these follow-up site visits in the Fall of 2021, when schools were able to return to in-person learning.

Figure 3-11

E.M. DOWNER ELEMENTARY

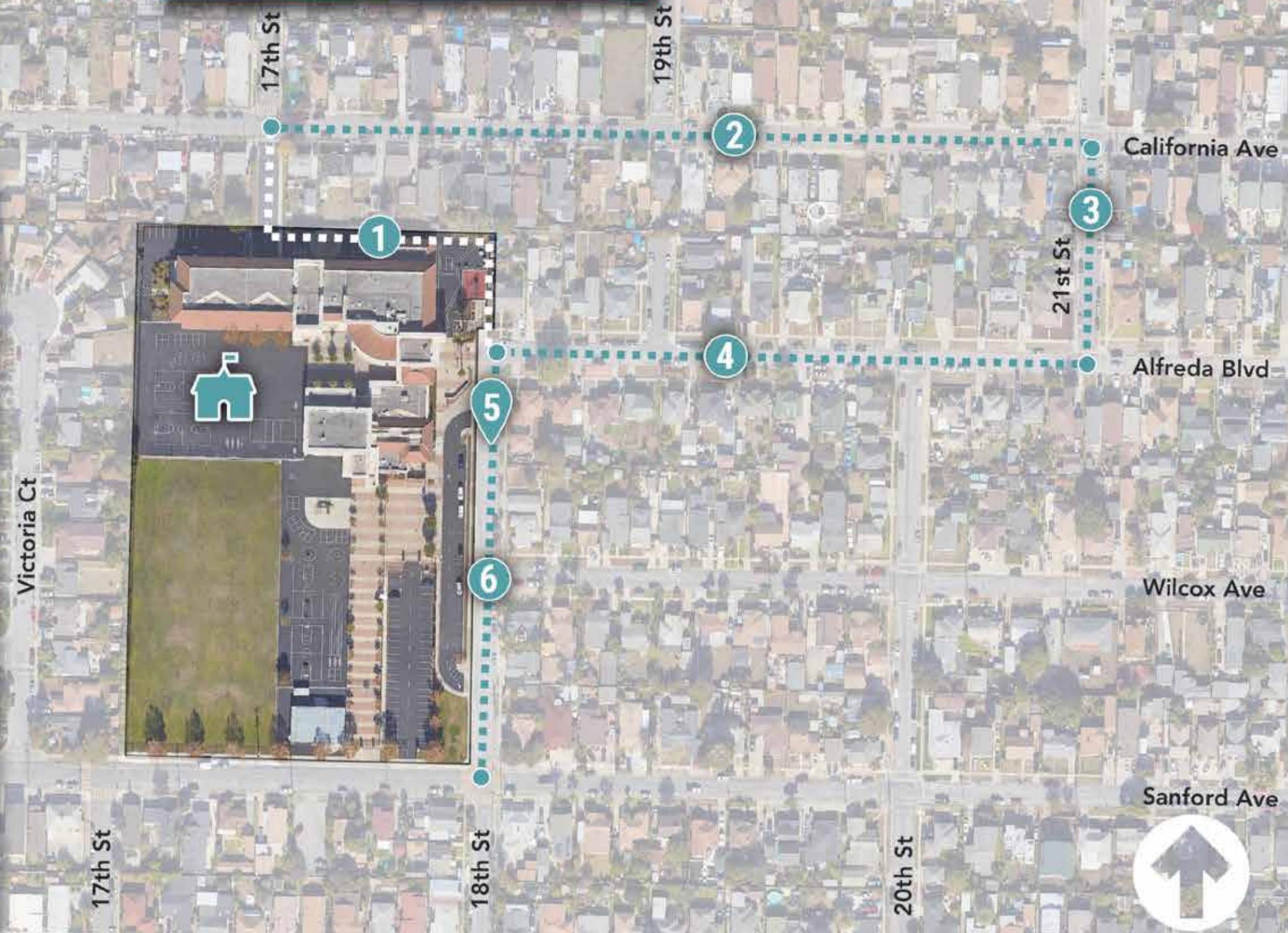
Site-Specific Recommendations

- 1 Long-term, funding permitting: Construct path between California Ave and main school entrance.
- 2 Ensure ADA compliance by relocating utilities and/or widening the sidewalk; installing new curb ramps, crosswalks, and pavement markings.
- 3 Relocate utilities or widen sidewalk.
- 4 Install crosswalks with curb ramps, signage and pavement markings.
- 5 Install hardened centerline.
- 6 Consider making street segment one-way.

Schoolwide Recommendations

-  Perform regular maintenance on pedestrian-only access point.

A full list of recommendations is included in Appendix D: Project Prioritization Method and Results.



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LAKE SCHOOL

2700 11TH STREET

WARNING
DISRUPTIVE CONDUCT

ALL VISITORS
MUST REPORT TO
THE MAIN OFFICE
VIOLATION OF
SCHOOL POLICY WILL
RESULT IN A FINE

TODOS LOS
VISITANTES
DEBEN REPORTAR
LA OFICINA

LAKE
ELEMENTARY
SCHOOL

Lake Elementary School

Key Statistics and Demographics

About Lake Elementary

The school is located in a residential neighborhood with vehicle access on 11th Street and 12th Street, as well as pedestrian-only access points from Manchester Avenue and Kelley Avenue. These streets have speed bumps for traffic calming, and posted speed limits of 25 mph. Giant Road, a connector street that runs adjacent to the west side of the campus, will receive multiple safety improvements as part of the Giant Road Cycletrack & Pavement Repair Project (in design as of 2022). Lake Elementary School is scheduled to undergo reconstruction starting in June 2022.



Lake Elementary is a Beacon School

School Information

2700 11th St.
San Pablo, CA 94806
West Contra Costa
Unified School District
CDS Code:
07-61796-6004824

Enrollment

2020–21 **387**
2019–20..... **390**
2018–19..... **375**

School Hours

K-3: 8:30 AM–2:20 PM
4-6: 8:30 AM–2:40 PM
TK-3: 8:30 AM–1:45 PM
4-6: 8:30 AM–2:20 PM
(Wednesdays only)

Where do students live? (2019–2020)

77% of students live in San Pablo.
18% of students live in Richmond.
The remaining 5% live in El Sobrante and Pinole.
58% of students live within a mile of a school access point.

About Lake Elementary Students

Percentage of Students with Disabilities (2018–19)



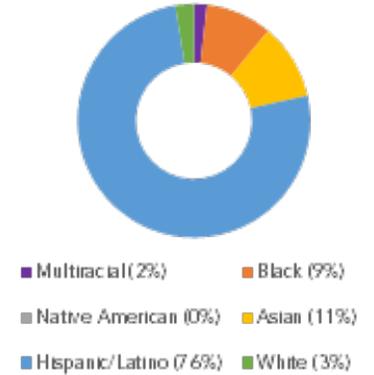
Percentage of Socioeconomically Disadvantaged Students (2018–19)



Percentage of Students with Low Aerobic Fitness (2018–19)



Enrollment by Race and Ethnicity (2019–20)



Percentage of Students Eligible for Free or Reduced-Price Lunch (2019–20)



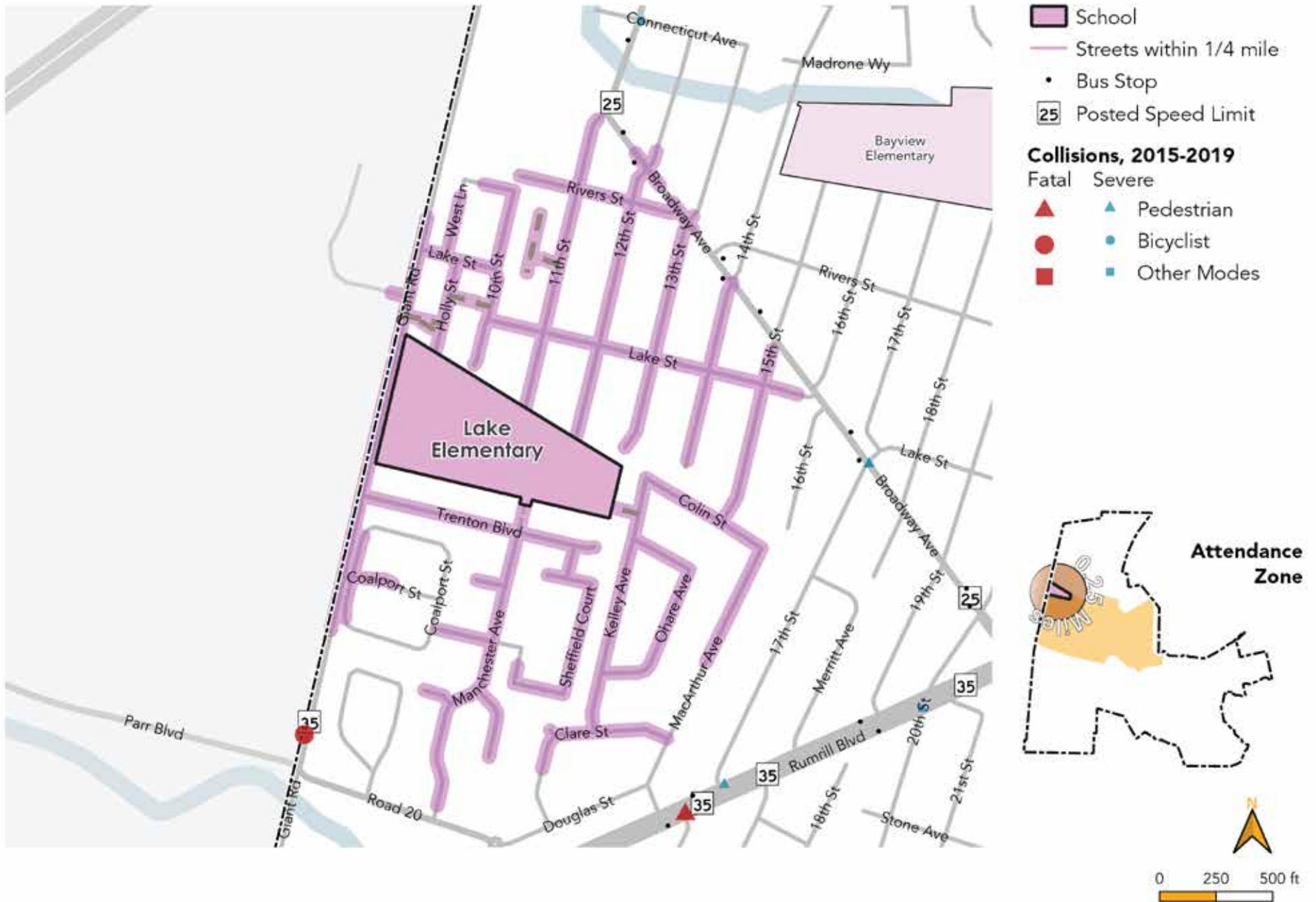
Percentage of English Learner Students (2019–20)



All data represent the most recent available data prior to the COVID-19 Pandemic.

Key Safety and Mobility Considerations

Figure 3-12: Lake Elementary School data: collisions, posted speed limits, transit stops, and attendance zone



Lake Elementary Walk Audit

Date: March 2021

Route: The walk audit focused on the streets that provide access to the campus -including 11th Street, 12th Street and Lake Street -- as well as the pedestrian-only access points on Manchester Avenue and Kelley Avenue.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Kenneth Bonner, Principal
- Jeannie Williams, Vice-Principal
- Katherine Garcia, Beacon Director
- Jamie Hemmings, Facilities Manager
- Ellen Mejia Hooper, WCCUSD
- Luz Gomez, Contra Costa Health Services

Key Issues and Opportunities

The Lake Elementary buildings and campus are currently being redesigned, with the reconstruction scheduled to be completed in the Summer of 2025.

Therefore, rather than focusing on current conditions on-campus, the walk audit attendees focused on the walking and bicycling conditions on the surrounding streets including 11th and 12th Streets. Participants noted that neither 11th Street nor 12th Street are stop-controlled intersections; rather, 11th Street and 12th Street have YIELD signs for drivers approaching Lake Street. A nearby residents shared that this condition causes many near misses at these intersections. Web-map users reported that drivers speed and do not sufficiently stop for people crossing the street.

Additionally, while curb ramps are present on Lake Street, they are diagonal curb ramps that direct users into the streets, and potentially into on-coming traffic.

A conceptual design for a reconfiguration of Broadway Ave is provided in **Appendix E: Conceptual Design.**



Figure 3-13 (top): The walk audit participants discuss the plans for redeveloping the campus property.

Figure 3-14 (bottom): The Project Team identifying access considerations from 11th Street into the school parking lot.

Figure 3-15

LAKE ELEMENTARY

Site-Specific Recommendations

- 1 Add wayfinding to route students to the 11th Street access point.
- 2 Install traffic calming elements and enhance crosswalks.
- 3 Enhance crosswalk with striping.
- 4 Enhance crosswalk with rectangular rapid flashing beacon (RRFB) and striping.
- 5 Enhance crosswalk with curb ramps and striping.

Schoolwide Recommendations

-  Perform regular access point maintenance.

A full list of recommendations is included in Appendix D: Project Prioritization Method and Results.



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**RIVERSIDE
ELEMENTARY
SCHOOL**

Riverside Elementary School

Key Statistics and Demographics

About Riverside Elementary

Riverside Elementary School is located on Amador Street, a local street that fronts Interstate 80 (I-80). A pedestrian crossing over I-80 connects the campus to mixed residential and commercial areas west of I-80. The school campus is surrounded primarily by residential neighborhoods to the north and south, and outdoor recreational parks and trails to the east. Wildcat Canyon Regional Park is located roughly two (2) blocks from the school, just outside of the San Pablo city limits. A WCCUSD preschool is co-located on campus.



Riverside Elementary is a Beacon School

School Information

1300 Amador St.
 Richmond, CA 94806
 West Contra Costa
 Unified School District
 CDS Code:
 07-61796-6004931

Enrollment

2020–21 **372**
 2019–20..... **367**
 2018–19..... **390**

School Hours

K: 8:15 AM – 2:05 PM
 1-3: 8:25 AM– 2:20 PM
 4-6: 8:25 AM– 2:40 PM
 K: 8:15 AM – 1:30 PM
 1-6: 8:25 AM – 1:45 PM
 (Wednesdays only)

Where do students live? (2019-2020)

60% of students live in San Pablo.
 31% of students live in Richmond.
 The remaining 9% live in Berkeley, El Cerrito, El Sobrante, and Hercules.
 50% of students live within a mile of a school access point.

About Riverside Elementary Students

Percentage of Students with Disabilities (2018–19)



Percentage of Socioeconomically Disadvantaged Students (2018–19)



Percentage of Students with Low Aerobic Fitness (2018–19)



Enrollment by Race and Ethnicity (2019–20)



■ Multiracial (4%) ■ Black (19%)
 ■ Native American (1%) ■ Asian (17%)
 ■ Hispanic/Latino (55%) ■ White (5%)

Percentage of Students Eligible for Free or Reduced-Price Lunch (2019–20)



Percentage of English Learner Students (2019–20)



All data represent the most recent available data prior to the COVID-19 Pandemic.

Riverside Elementary Walk Audit

Date: April 2021

Route: The walk audit focused on Amador Street, the street adjacent to the school property, from Riverside Avenue to McBryde Avenue. Attendees also walked over the I-80 pedestrian crossing at Amador Street and Riverside Avenue to better understand how students were traveling to school on foot.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Amy Adkins, Beacon Director
- Luz Gomez, Contra Costa Health Services
- Beatriz Ortega, WCCUSD
- Ali Mohammed, WCCUSD
- Ellen Mejia Hooper, WCCUSD
- Alejandra Navarro, Highly-Engaged Parent

Key Issues and Opportunities

The primary concerns identified and discussed during the walk audit were speeding issues on Amador Street and sight line issues for pedestrians when crossing the street at adjacent intersections (e.g., Amador Street at Shasta Avenue and Glenn Avenue). Drivers were observed speeding down Amador Street from both the north and south; school staff confirmed that this was typical of vehicles traveling down the street.

The walk audit attendees identified potential for pedestrian crossing improvements on Amador Street from Riverside Avenue to McBryde Avenue (which is located in the City of Richmond), as well as the opportunity to add more school zone signage in the neighborhood to encourage drivers to slow down as they enter the school zone.



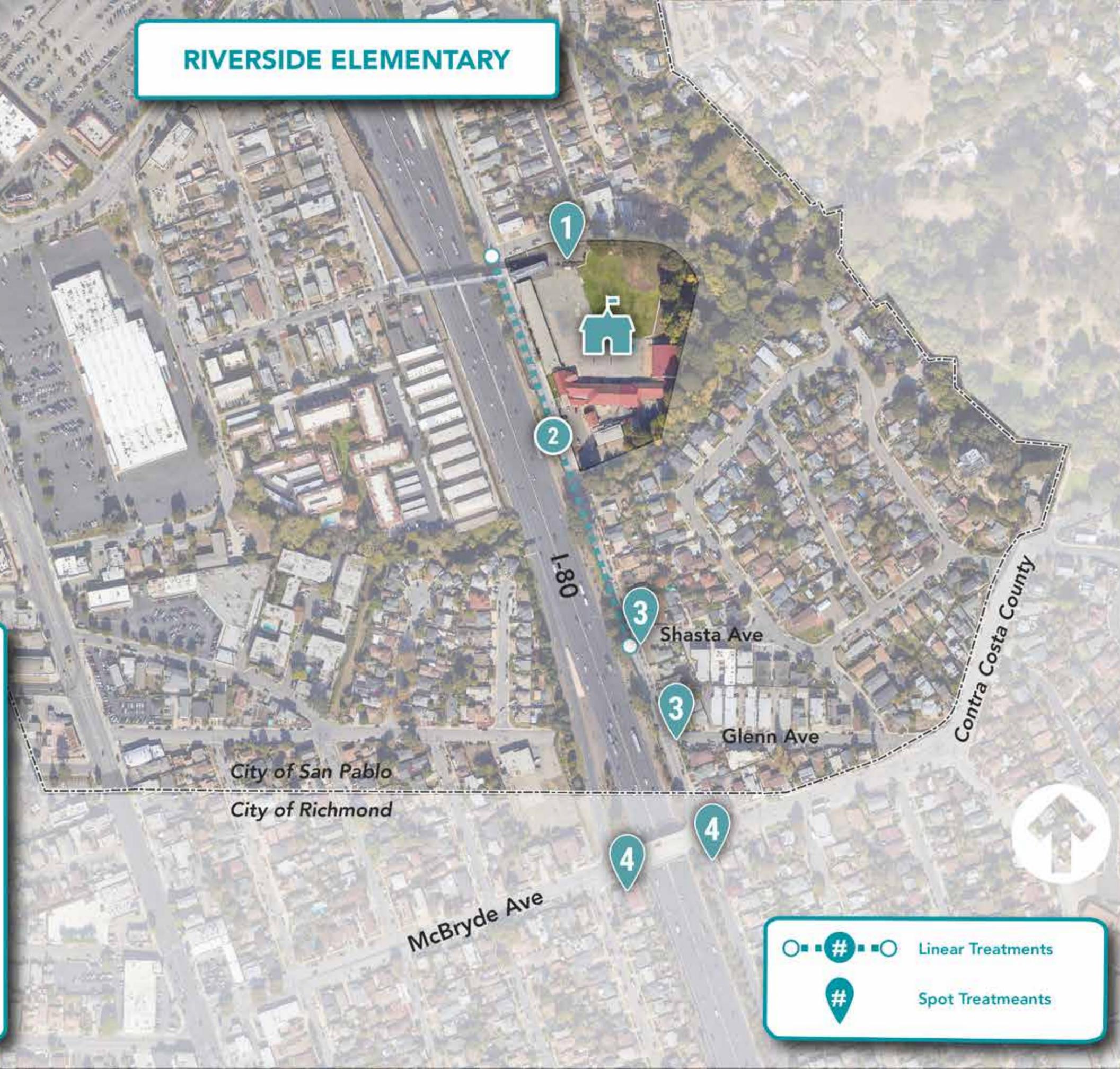
Figure 3-17. Existing traffic calming elements on Amador Road at Riverside Elementary.

Figure 3-18

RIVERSIDE ELEMENTARY

Site-Specific Recommendations

- 1 Extend sidewalk and enhance crosswalks with curb ramps and striping
- 2 Repaint curb to relocate the drop-off/pick-up loading zone and install media x posts and a bicycle route
- 3 Daylight and enhance crosswalks with curb ramps and striping
- 4 Add Leading Pedestrian Interval (LPI) and audible feature to pedestrian signal



○ — # — ○ Linear Treatments
Spot Treatments

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WALTER T. HELMS
MIDDLE SCHOOL

2500 ROAD 20

MAIN OFFICE

F.A.C.P.

HELMS
MIDDLE
SCHOOL



Helms Middle School

Key Statistics and Demographics

About Helms Middle School

Helms Middle School is the only middle school in San Pablo. The school is located on a minor arterial street (Road 20) that has a speed limit of 25 mph. Some students use the AC Transit routes and stops located in front of the school to travel to and from campus. The school faces a residential area to the north, and is separated from industrial and commercial areas to the south by San Pablo Creek.



Helms Elementary is a Beacon School

School Information

2500 Road 20
 San Pablo, CA 94806
 West Contra Costa
 Unified School District
 CDS Code:
 07-61796-6057228

Enrollment

2020–21 **773**
 2019–20..... **851**
 2018–19 **864**

School Hours

7–8: 8:40 AM–2:40 PM
 7–8: 8:40 AM–1:40 PM
 (Wednesdays only)

Where do students live? (2019–2020)

49% of students live in San Pablo.

49% of students live in Richmond.

The remaining 2% live in Antioch, El Cerrito, El Sobrante, Hercules, Pinole, and Rodeo.

21% of students live within a mile of a school access point.

About Helms Middle School Students

Percentage of Students with Disabilities (2018–19)



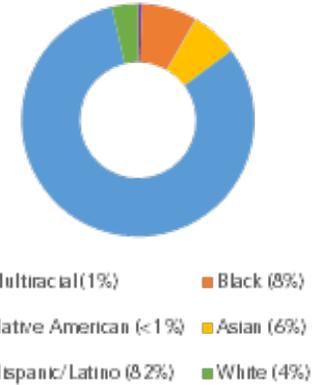
Percentage of Socioeconomically Disadvantaged Students (2018–19)



Percentage of Students with Low Aerobic Fitness (2018–19)



Enrollment by Race and Ethnicity (2019–20)



Percentage of Students Eligible for Free or Reduced-Price Lunch (2019–20)



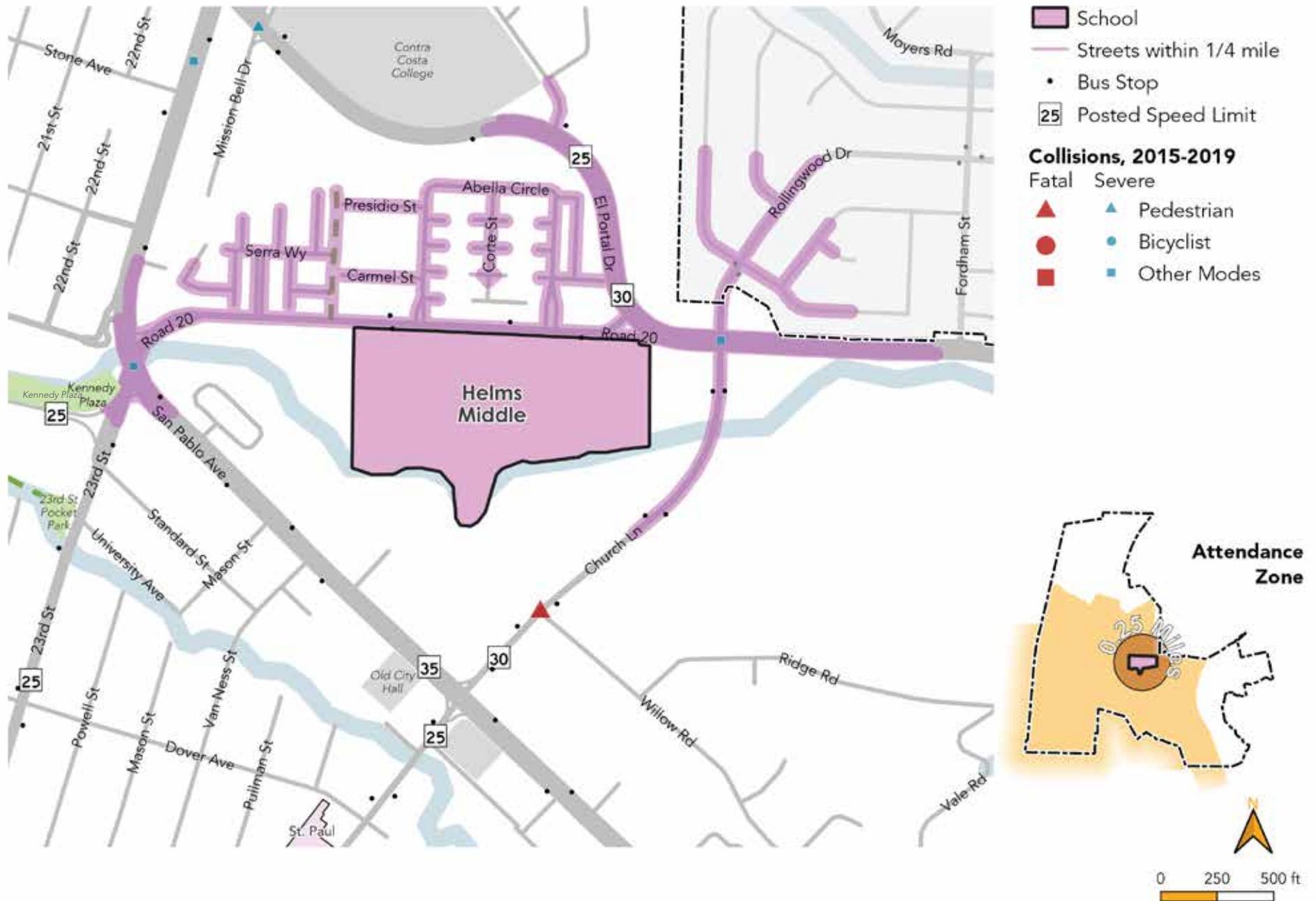
Percentage of English Learner Students (2019–20)



All data represent the most recent available data prior to the COVID-19 Pandemic.

Key Safety and Mobility Considerations

Figure 3-19: Helms Middle School data: collisions, posted speed limits, transit stops, and attendance zone



Helms Middle Walk Audit

Date: April and November²⁰ 2021

Route: The walk audit focused on Road 20 from San Pablo Avenue/23rd Street to El Portal Drive, the street adjacent to the school property.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Jessica Petrilli, Principal
- Joyce Synnott, Beacon Director
- Davis Okonkwo, Contra Costa Health Services
- Jean Clark, City of San Pablo
- Ali Mohammed, WCCUSD

Key Issues and Opportunities

The primary concerns identified and discussed during the walk audit were loading zone issues during school drop-off, as well as pedestrian crossing and driver behavior issues at Road 20 and El Portal Drive. School staff described congestion in the mornings as parents and caregivers drop their students off in the staff parking lot, use the curbside loading zones in front of the school, or let students out as they wait at the Abella Circle stop sign.

Comments provided in the online web-map were consistent with the observations and discussions during the walk audit, emphasizing the traffic, drivers going too fast for people to feel safe crossing the street, and congestion and challenges with student loading.

The walk audit attendees identified potential for school drop off improvements in front of the Helms Middle School campus, as well as the opportunity to reconfigure the Road 20/El Portal Drive intersection to mitigate illegal vehicle maneuvers. A conceptual design for a reconfiguration of Road 20 is provided in **Appendix E: Conceptual Design**.



Figure 3-20: Students crossing in front of Helms Middle School

²⁰ For certain traffic circulation issues identified as part of the in-person walk audits, the Project Team needed additional drop-off/pick-up observations in order to develop appropriate engineering recommendations. The Project Team conducted these follow-up site visits in the Fall of 2021, when schools were able to return to in-person learning.

Figure 3-21

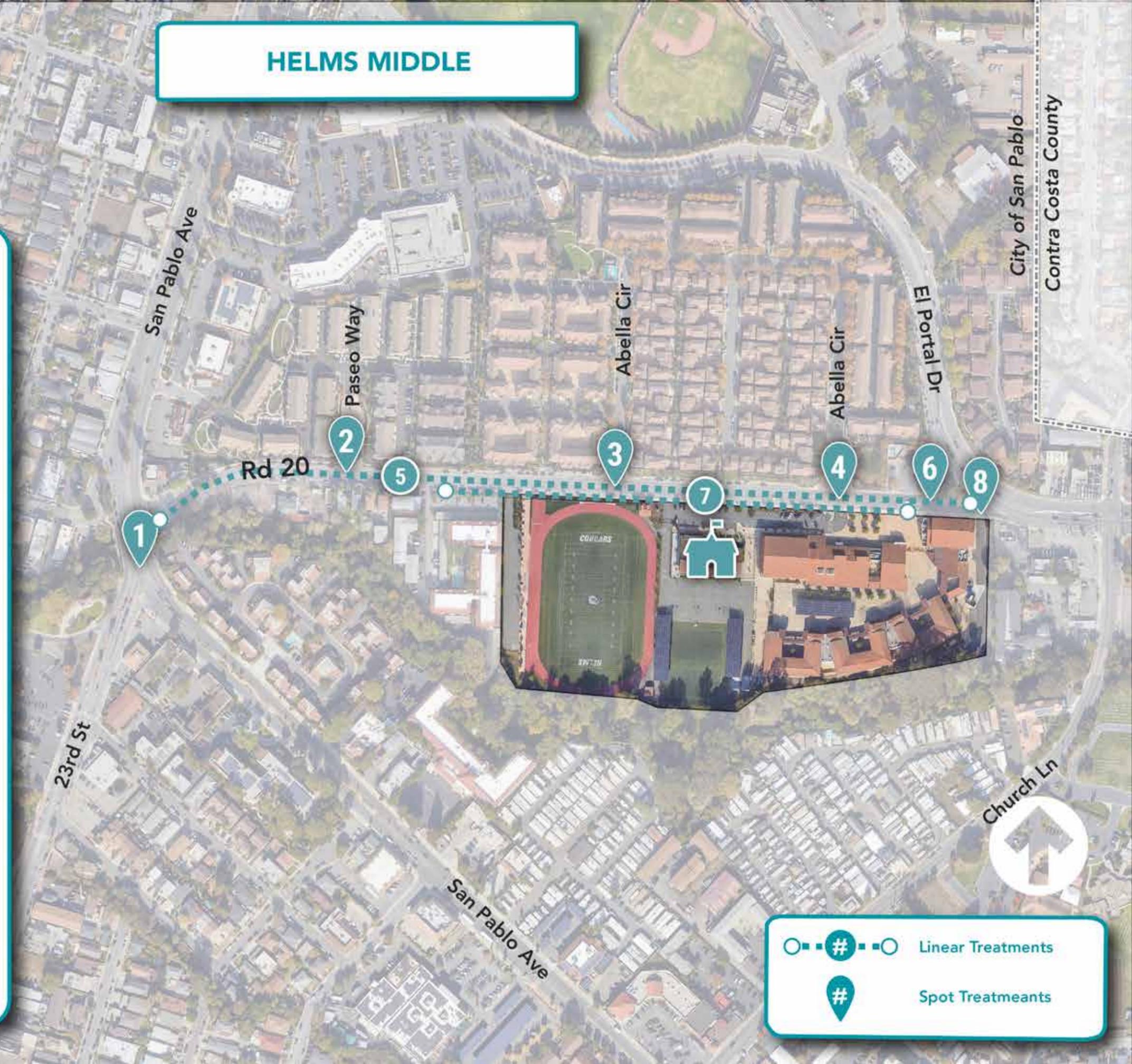
HELMS MIDDLE

Site-Specific Recommendations

- 1 Redesign intersection with improved pedestrian and bicycle facilities
- 2 Install crosswalk with curb ramps and signage
- 3 Repair tactile strip
- 4 Relocate school zone signage
- 5 Install bicycle facilities
- 6 Redesign intersection with improved pedestrian and bicycle facilities
- 7 Improve drop-off/pick-up circulation with crossing guard, school staff, parent communication, and coordination with the Community Center
- 8 Close slip-lane

Schoolwide Recommendations

- Install secure bicycle parking



○ - # - ○ Linear Treatments
Spot Treatments

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APPLIED ARTS
AA

MIDDLE
COLLEGE
HIGH
SCHOOL

Middle College High School

Key Statistics and Demographics

About Middle College High

Middle College High School is located on the eastern part of the Contra Costa College campus. It is located on Campus Drive, which is a one-way street with a posted speed limit of 25 mph. Vehicular access to the school is only available via Campus Drive. Pedestrians access the school on foot paths on the college campus. Middle College High is primarily surrounded by residential neighborhoods to the northeast and southeast of the school campus, and by Contra Costa College to the west.

School Information

2600 Mission Bell Dr.
San Pablo, CA 94806

West Contra Costa
Unified School District

CDS Code:
07-61796-0730291

Enrollment*

2019–20.....**279**
2018–19.....**288**

*Admissions are
application-based

Where do students live? (2019–2020)

56% of students live in San Pablo.
38% of students live in Richmond.
The remaining 5% live in El Sobrante, Hercules, and Pinole.
Most students live more than a mile from a school access points

About Middle College Students

Percentage of Students with Disabilities (2018–19)



Percentage of Socioeconomically Disadvantaged Students (2018–19)



Percentage of Students with Low Aerobic Fitness (2018–19)



Enrollment by Race and Ethnicity (2019–20)



■ Multiracial (2%) ■ Black (11%)
■ Native American (0%) ■ Asian (32%)
■ Hispanic/Latino (49%) ■ White (6%)

Percentage of Students Eligible for Free or Reduced-Price Lunch (2019–20)



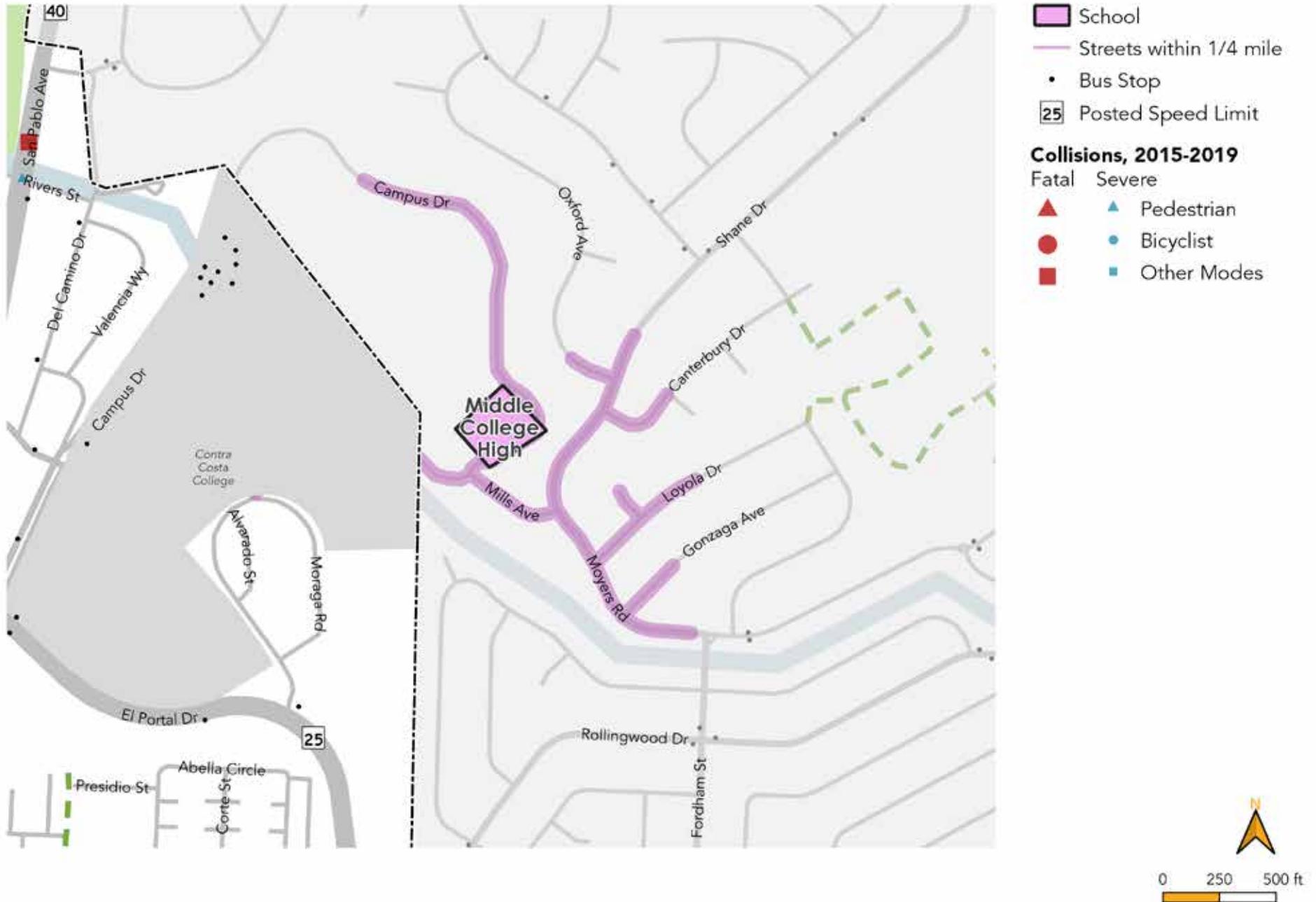
Percentage of English Learner Students (2019–20)



All data represent the most recent available data prior to the COVID-19 Pandemic.

Key Safety and Mobility Considerations

Figure 3-22: Middle College High School data: collisions, posted speed limits, transit stops, and attendance zone



Middle College Walk Audit

Date: April 2021

Route: The walk audit focused on Campus Drive and the transit hub at the Middle College High School campus.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Patrick Phelan, City of Richmond

Key Issues and Opportunities

During the walk audit, the walk audit attendees observed a lack of signage for bicycle parking and faded signs at the transit hub on campus. The attendees identified opportunities for upgrading signage around campus to improve wayfinding, especially for bicyclists and transit users.

Since Middle College High is located on the Contra Costa College (CCC) campus, the City does not have jurisdiction over the street network. The City has shared the findings of this walk audit with CCC staff and may look for ways to partner on installing safe routes to school improvements.

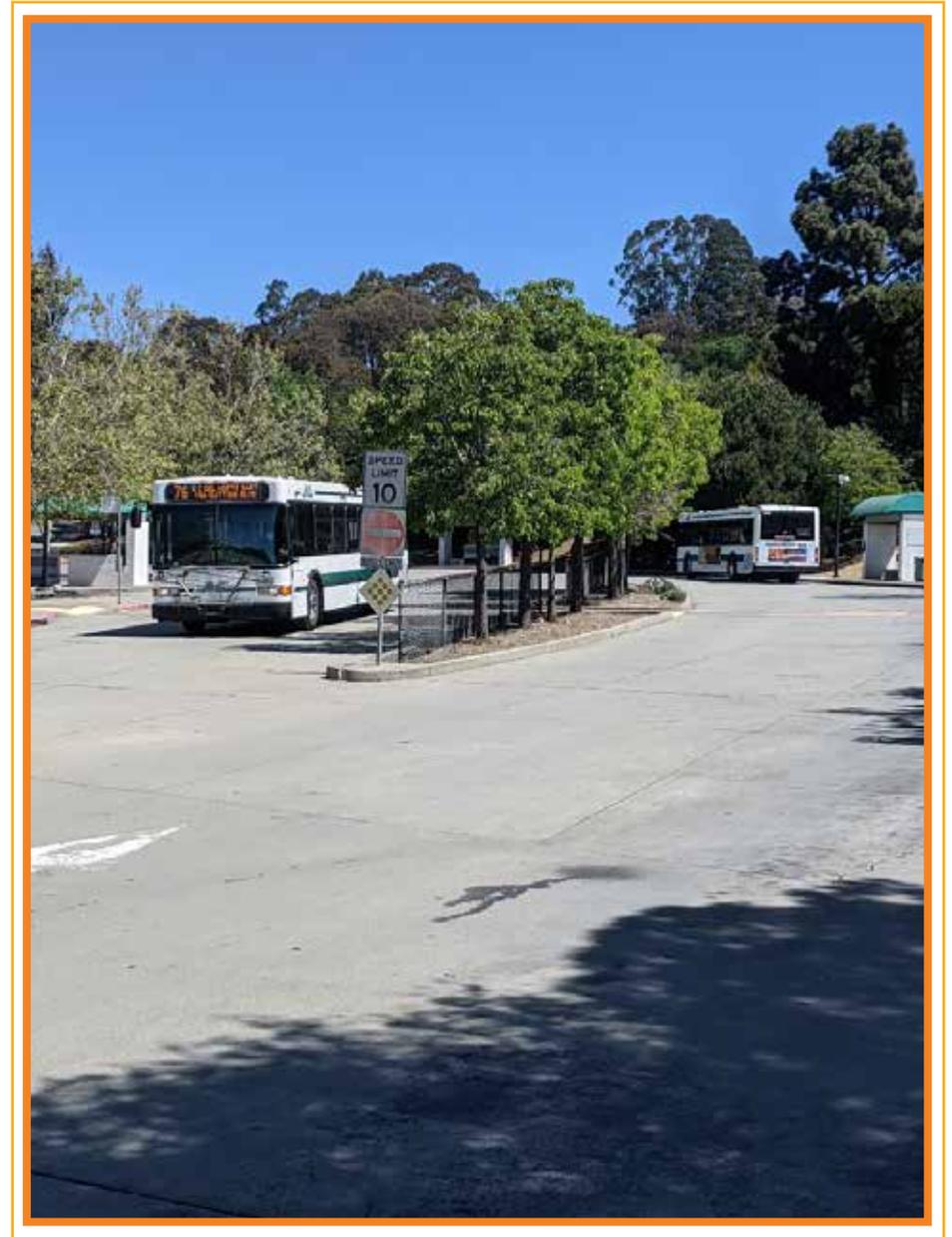


Figure 3-23: Middle College High is located on Contra Costa College campus and has access to the CCC transit hub, which is served by AC Transit and WestCAT bus service.

Figure 3-24

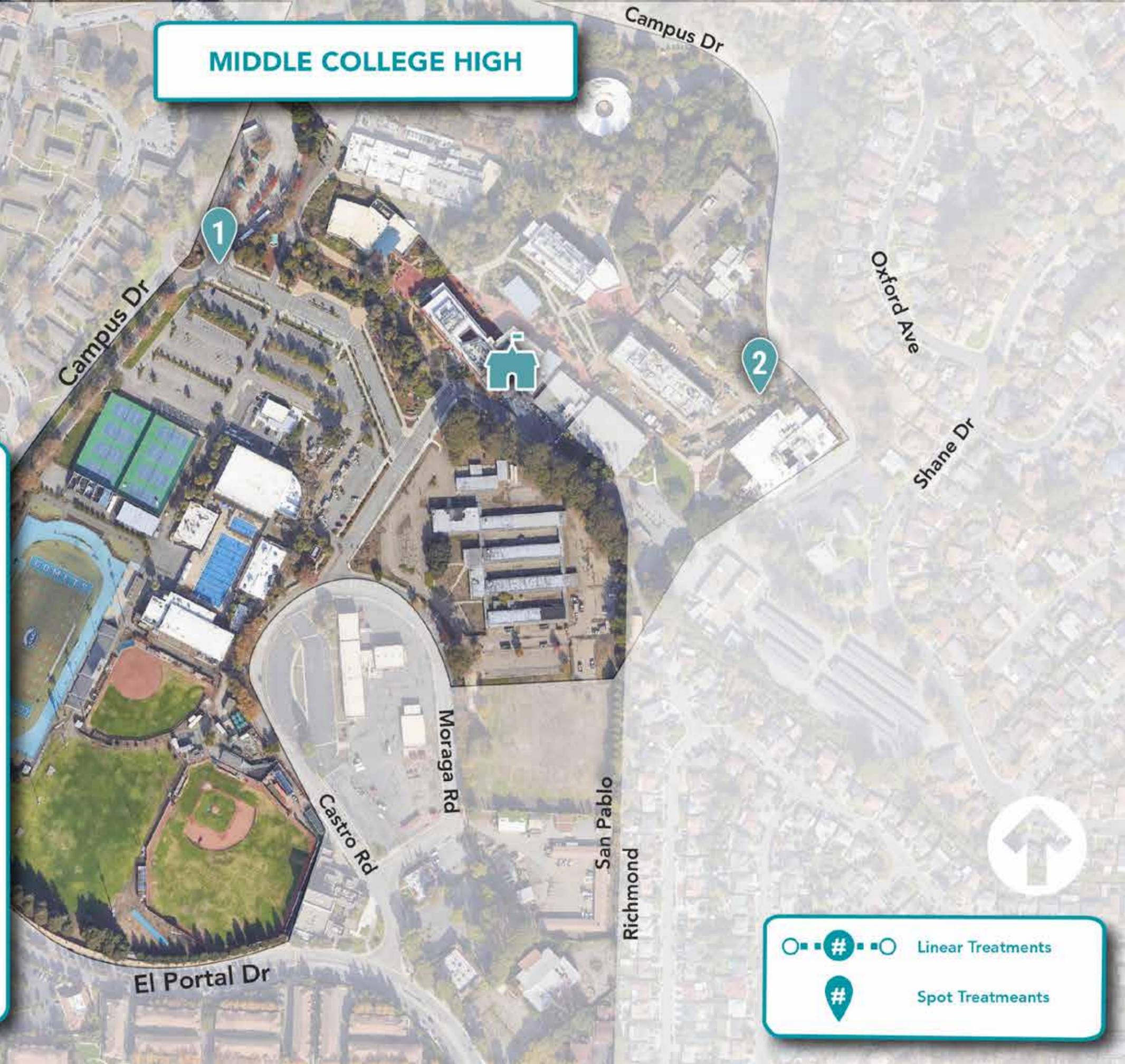
MIDDLE COLLEGE HIGH

Site-Specific Recommendations

- 1 Replace transit signs
- 2 Restripe pedestrian crosswalk markings

Schoolwide Recommendations

-  Add bicycle rack/bicycle locker locations to campus map
- Develop pedestrian and bicycle plan for campus
- Add additional wayfinding signs for walkable paths of travel
- Install campus maps throughout campus



-  Linear Treatments
-  Spot Treatments

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Home
Of The
 **RICHMOND**
OILERS
HIGH SCHOOL

**RICHMOND
HIGH
SCHOOL**



Richmond High School

Key Statistics and Demographics

About Richmond High

Richmond High School is located in the city of Richmond, just outside of the San Pablo city limits, and draws students from across West Contra Costa County. The school campus includes a Health Center for Richmond High students, and is located directly adjacent to Salesian College Preparatory and Ford Elementary School. The school campus is located along a principal arterial (23rd Street) with posted speed limits of 25 mph. The school is surrounded by residential neighborhoods, except for a strip of commercial businesses along 23rd Street.



Richmond High School is a Beacon School

School Information

1250 23rd St.
 Richmond, CA 94804
 West Contra Costa
 Unified School District
 CDS Code:
 07-61796-0735902

Enrollment

2020–21**1523**
 2019–20.....**1494**
 2018–19.....**1567**

Richmond High is a Beacon School.

Where do students live? (2019–2020)

47% of students live in San Pablo.
 52% of students live in Richmond.
 The remaining 1% live in Benicia, El Sobrante, Fairfield, Pinole, and Vallejo.
 44% of students live within a mile of a school access point.

About the Richmond High Students

Students with Disabilities (2018–19)



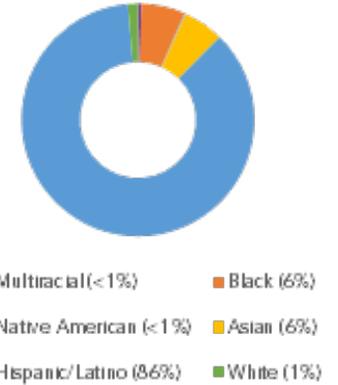
Socioeconomically Disadvantaged Students (2018–19)



Students with Low Aerobic Fitness (2018–19)



Enrollment by Race and Ethnicity (2019–20)



Students Eligible for Free or Reduced-Price Lunch (2019–20)



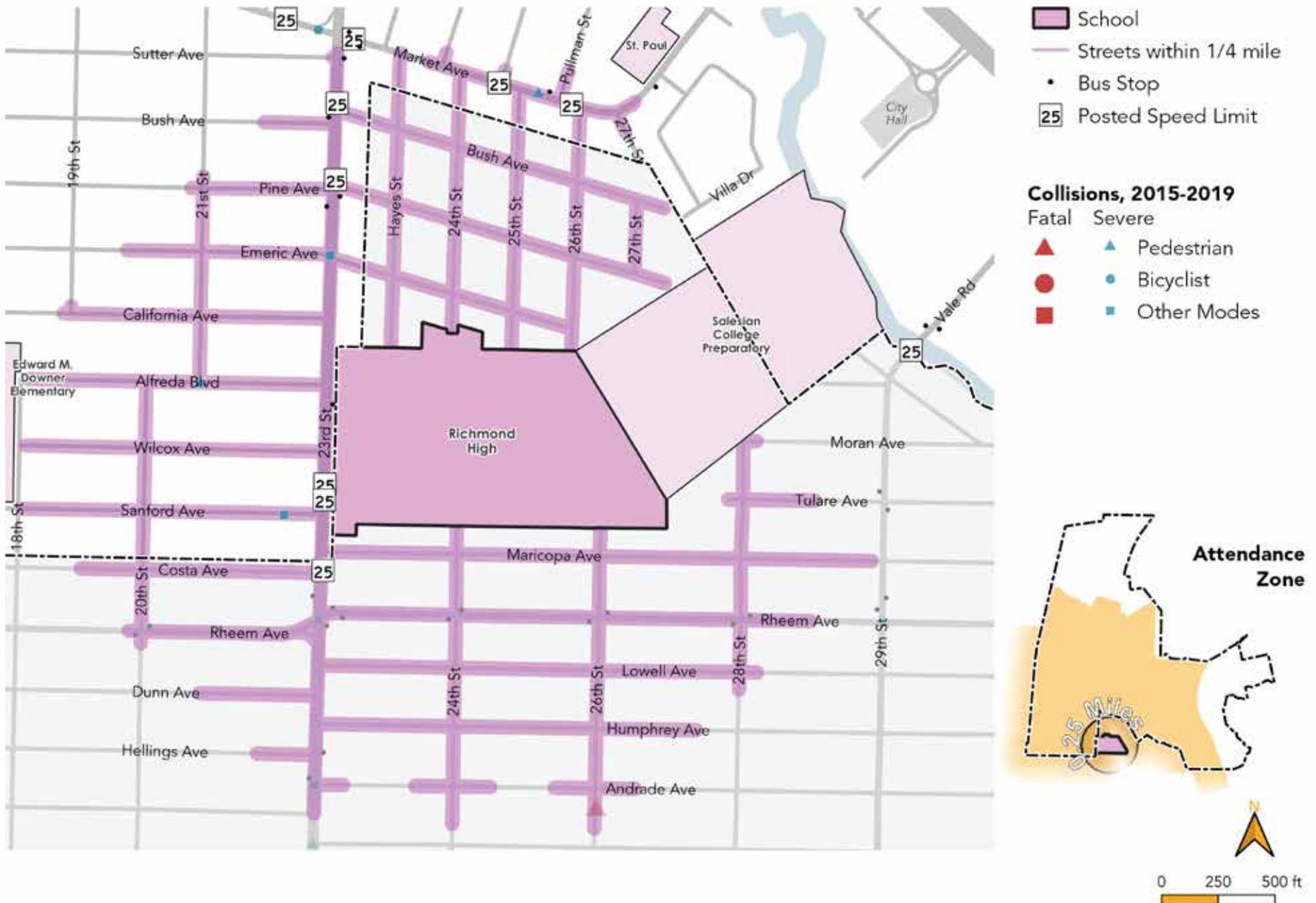
English Learner Students (2019–20)



All data represent the most recent available data prior to the COVID-19 Pandemic.

Key Safety and Mobility Considerations

Figure 3-25: Richmond High School data: collisions, posted speed limits, transit stops, and attendance zone



Richmond High Walk Audit

Date: April and November²¹ 2021

Route: The walk audit focused on 23rd Street from Emeric Avenue to Maricopa Avenue.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Jose De Leon, Pincipal
- Patrick Phelan, City of Richmond
- Emily Carroll, City of Richmond
- Davis Okonkwo, Contra Costa Health Services
- Luz Gomez, Contra Costa Health Services
- Ali Mohammed, WCCUSD

Key Issues and Opportunities

The primary concerns identified on the walk audit were speeding along 23rd Street and congestion due to school drop-off in the morning. Drivers primarily use the loading zone to drop students off at Richmond High, but as congestion increased, the walk audit attendees observed drivers using the travel lane and center two-way left turn lane for drop-off. The attendees also observed vehicles using the center two-way turn lane as passing lanes to bypass traffic, as well as vehicles making U-turns in the middle of the street to continue traveling once students were dropped off; school staff confirmed this was typical driver behavior.

Several enhanced crosswalks with pedestrian crossing signage and in-pavement flashers are installed along 23rd Street, but there are opportunities to make signage more visible and increase awareness of pedestrians crossing 23rd Street. Comments provided through the online web-map further

emphasized the issues identified along 23rd Street and the desire for slower vehicle speeds and preventing drivers from using the center two-way turn lane as a passing lane.

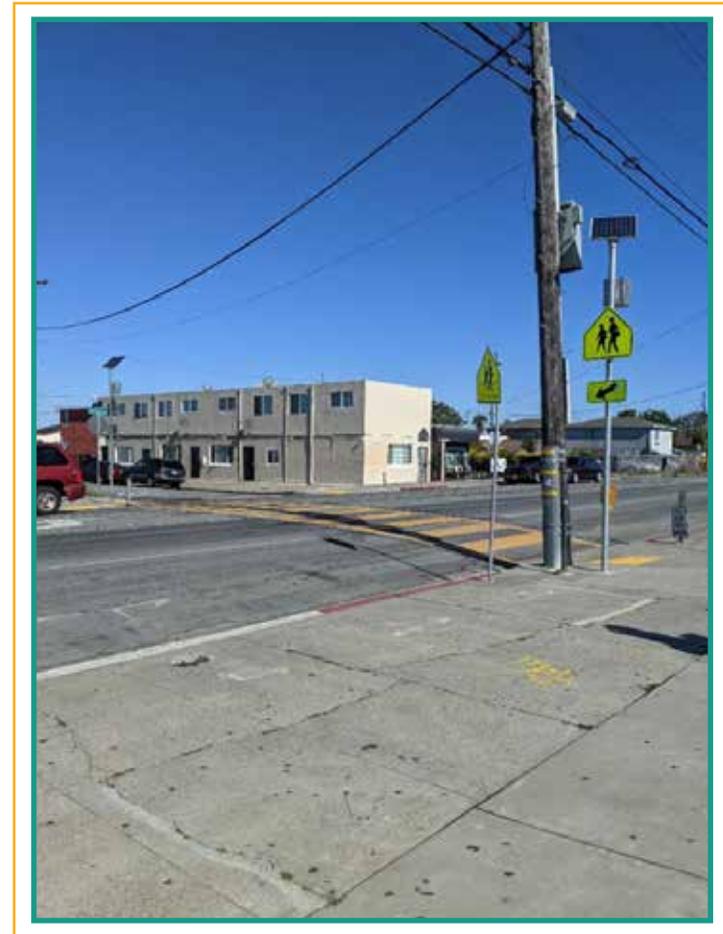


Figure 3-26: Pedestrian Crossing on 23rd Street and Wilcox Avenue at Richmond High.

²¹ For certain traffic circulation issues identified as part of the in-person walk audits, the Project Team needed additional drop-off/pick-up observations in order to develop appropriate engineering recommendations. The Project Team conducted these follow-up site visits in the Fall of 2021, when schools were able to return to in-person learning.

Figure 3-27

RICHMOND HIGH

Site-Specific Recommendations

- 1 Improve drop-off/pick-up circulation with signage, striping, school staff and loading coordination between AC Transit and Special Education buses.
- 2 Install traffic calming elements, including restriped bicycle facilities.
- 3 Enhance crosswalk with RRFB and removal of old infrastructure.
- 4 Enhance crosswalk with signage, striping and removal of old infrastructure.
- 5 Install street lights on both sides of crosswalk at Emeric Ave/23rd St.
Install school zone signs along Emeric Ave from 23rd St to 24th St.
- 6 Install street lights on both sides of crosswalk at Maricopa Ave/23rd St.
Install school zone signs along Maricopa Ave from 23rd St to 24th St.

Schoolwide Recommendations

-  Install secure bicycle parking



 Linear Treatments

 Spot Treatments

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ST. PAUL SCHOOL

St. Paul School

Key Information

About St. Paul School

St. Paul School is a private school located on Church Lane, a minor arterial with a posted speed limit of 25 mph. The school is adjacent to residential neighborhoods to the north, west, and south, some of which are located in the City of Richmond. St. Paul School is approximately 1,000 feet north of the campus that hosts Salesian College Preparatory, Richmond High School, and Ford Elementary School. The school is also located roughly three blocks from key commercial services, including San Pablo City Hall, two senior centers, and the San Pablo Library. St. Paul Catholic Church is located on the school campus.

School Information

1825 Church Ln.
San Pablo, CA 94806
Private School

St. Paul School Walk Audit

Date: April 2021

Route: The walk audit focused on the streets that surround the St. Paul School campus (Market Avenue, Church Lane, Dover Avenue, and Pullman Street), as well as the pedestrian crosswalk at Villa Drive.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Erma Flores, Principal

Key Issues and Opportunities

The primary concern identified during the walk audit included driver behavior during school drop-off and pick-up at Church Lane and Villa Drive and vehicles speeding on Market Avenue and Church Lane. School staff have observed drivers using Villa Drive to make U-turns to travel west along Market Avenue, obstructing the pedestrian crosswalk while doing so. The walk audit attendees observed vehicles speeding on Market Avenue and Church Lane; school staff confirmed this is typical driver behavior.

The attendees identified opportunities to potentially reconfigure Church Lane to discourage speeding along the street and add signage in the eastbound direction of Market Avenue to warn drivers of the curve in the street and the pedestrian crosswalk ahead. A conceptual design for a reconfiguration of Church Lane is provided in **Appendix E: Conceptual Design**. The concept includes narrowing Church Lane between San Pablo Avenue and Dover Avenue. Additional intersection improvements are recommended at Church Lane and Villa Drive, with possible consideration of a neighborhood traffic circle.

Figure 3-28: Raised pedestrian crosswalk at Church Lane and Villa Drive at St Paul School.



Key Safety and Mobility Considerations

Figure 3-29: St. Paul School data: collisions, posted speed limits, transit stops, and attendance zone

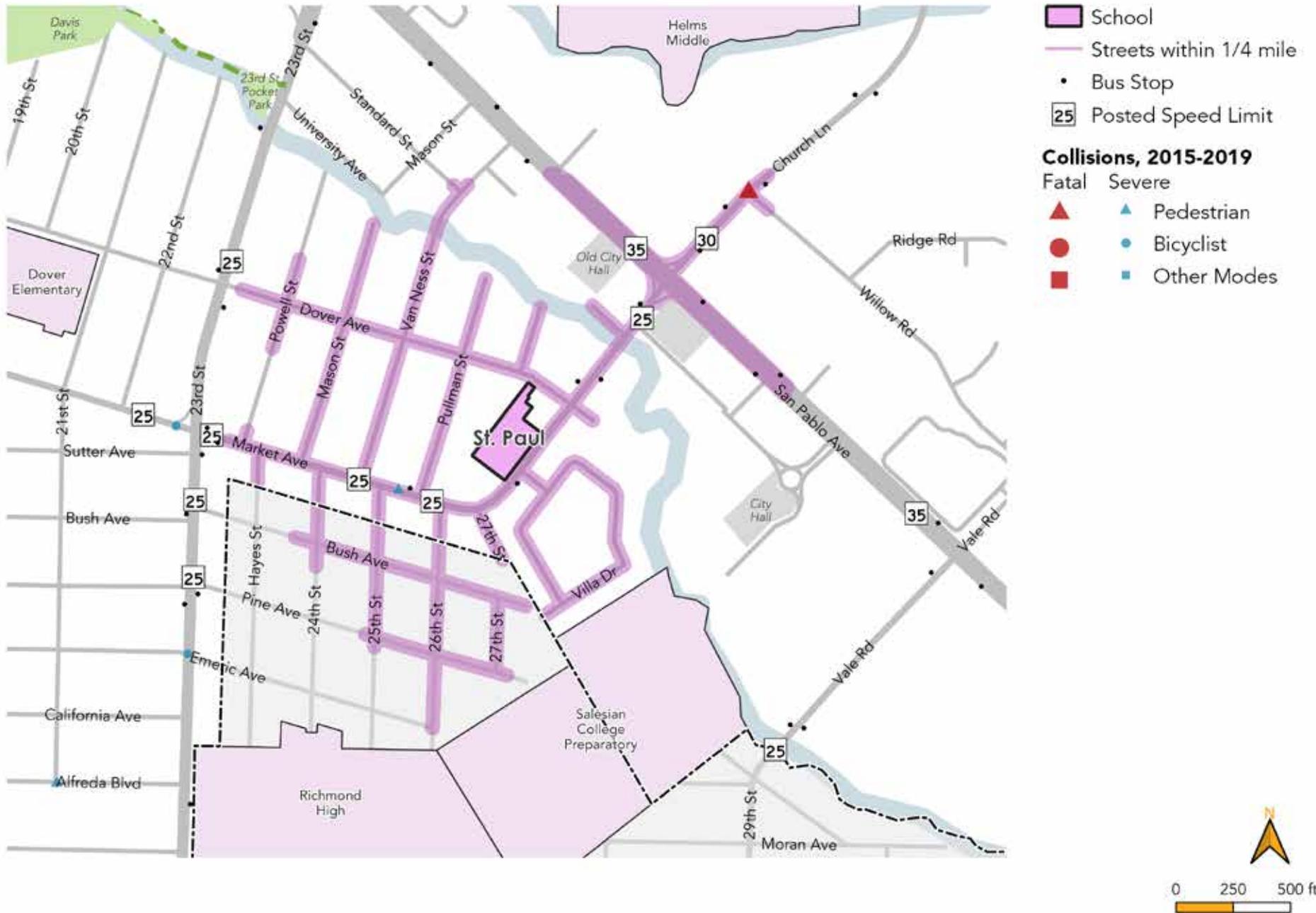


Figure 3-30

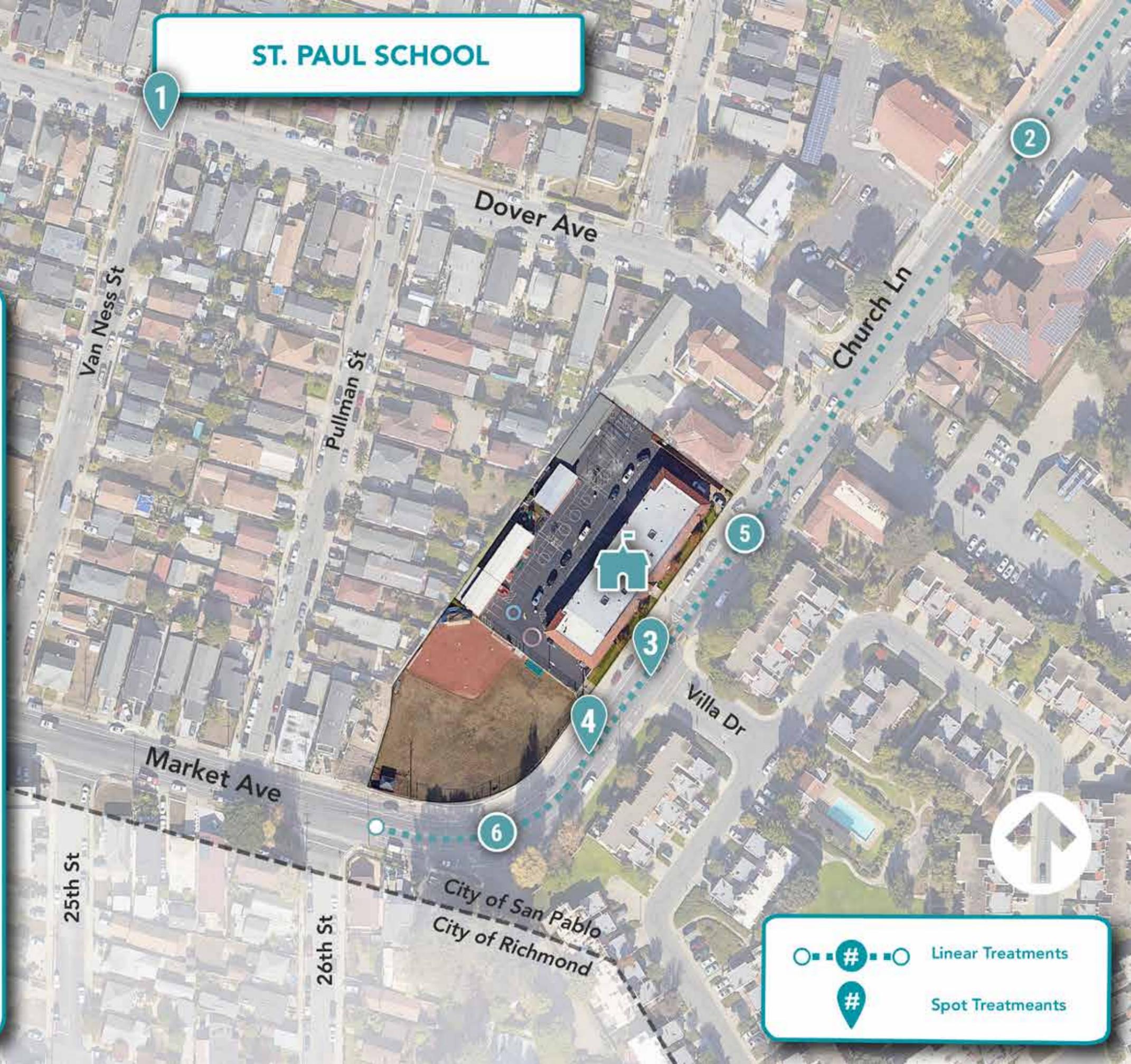
ST. PAUL SCHOOL

Site-Specific Recommendations

- 1 Enhance crosswalk with striping and signage
- 2 Install traffic calming elements, including curb extensions
- 3 Consider constructing a neighborhood traffic circle and other crosswalk enhancements
- 4 Install flexible posts in median
- 5 Relocate CURVE AHEAD signage
- 6 Install speed feedback sign and CROSSWALK AHEAD sign before curve

Schoolwide Recommendations

-  Install NO PARKING signs or red curb along bicycle facilities
- Install school zone and speed limit signs within school zone



SALESIAN COLLEGE PREPARATORY

STAYING WELL WITH



PRIDE

Salesian College Preparatory

Salesian College Preparatory

Key Statistics and Demographics

Salesian College Preparatory

Salesian College Preparatory is a private high school that is adjacent to Richmond High School and Ford Elementary School, and is located partially within the City of San Pablo. Pedestrians and motorists access Salesian College Preparatory via Salesian Avenue, a quiet, local road. Salesian Avenue feeds into Vale Road and 29th Street, where the posted speed limit is 25 mph. The school campus is surrounded by residential neighborhoods to the northwest and south, and commercial businesses to the northeast.

School Information

2851 Salesian Ave
Richmond, CA 94804
Private School

Enrollment

2020–21 **379**
2019–20..... about **400**
2018–19..... about **400**

School Hours

8:00 AM – 4:00 PM

Where do students live? (2019–2020)

15% of students live in San Pablo.

28% of students live in Richmond.

21% of students live in Hercules.

The remaining 36% are distributed throughout the East Bay.

How do students get to school? (2020-2021)

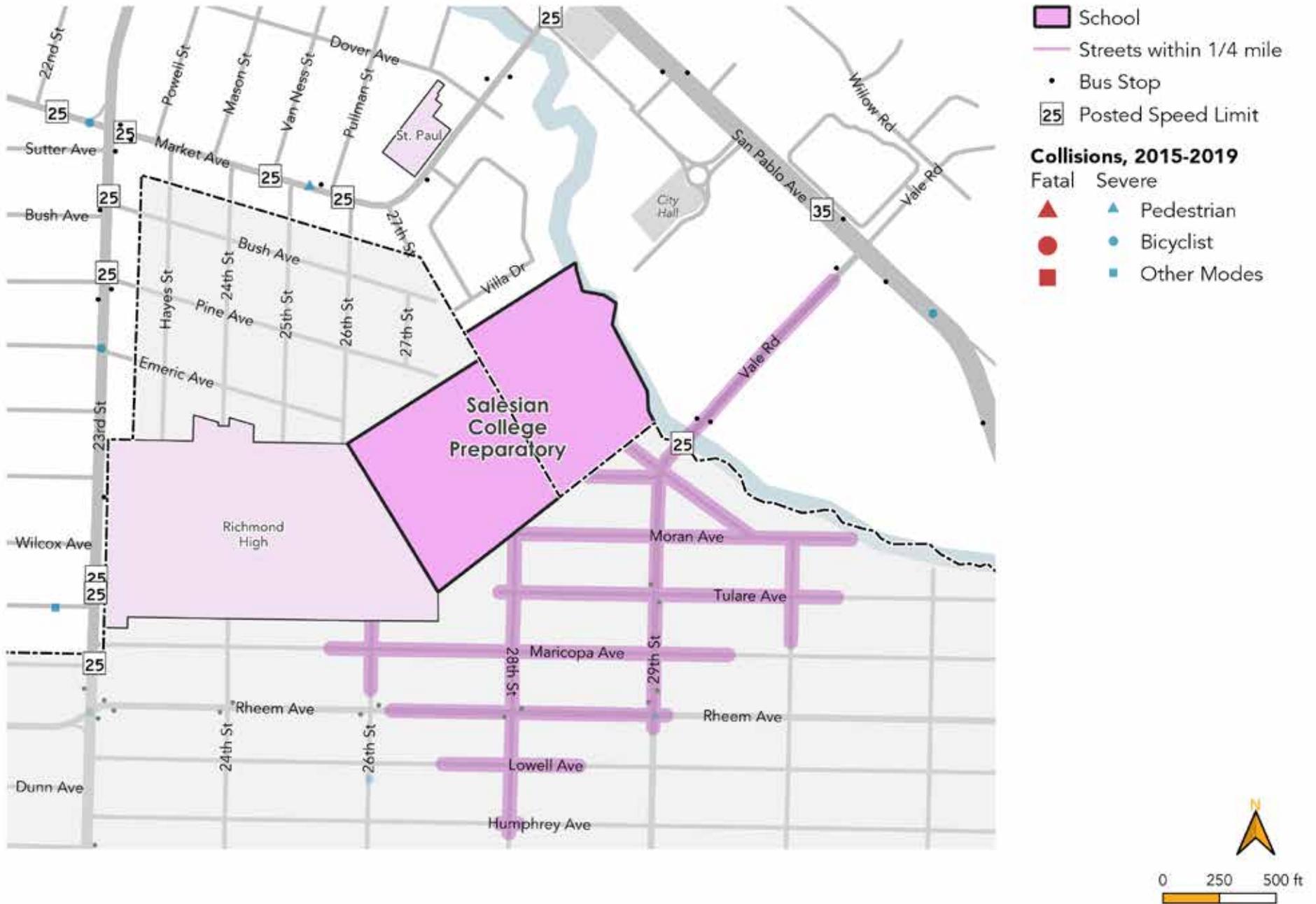
Most students and families drive to and from school. The school offers a vanpool program with 13 school vans. The program services roughly 55 students. Parents act as volunteer drivers from areas outside of San Pablo and Richmond. Some students walk to school along Emeric Avenue and Bush Avenue to the north of the campus.



All data represent the most recent available data prior to the COVID-19 Pandemic.

Key Safety and Mobility Considerations

Figure 3-31: Salesian College data: collisions, posted speed limits, transit stops, and attendance zone



Salesian College Preparatory Walk Audit

Date: April 2021

Route: The walk audit focused on the intersection of Salesian Avenue, Howard Avenue, Vale Road, and 29th Street.

Attendees:

- City of San Pablo Project Team
- Consultant Staff
- Henry Moe, School Staff
- Marcus Julian, School Staff
- Patrick Phelan, City of Richmond

Key Issues and Opportunities

The primary concerns identified during the walk audit were centered around the intersection of Salesian Avenue, Howard Avenue, Vale Road, and 29th Street. The intersection currently has a wide footprint and no crosswalk striping or signage. A curve on Vale Road to connect to 29th Street reduces visibility to pedestrians crossing at the intersection. School staff have also observed vehicles speeding southbound on Vale Road. The walk audit attendees identified an opportunity to install signage to warn drivers of the curve in the street and signage to alert drivers that they are entering a school zone. Opportunities to install crosswalk striping and signage were also identified.



Figure 3-32: City of Richmond staff Patrick Phelan (left) attends the Salesian College walk audit. Part of the Salesian College Preparatory campus is located in Richmond.

Figure 3-33

SALESIAN COLLEGE PREPARATORY

Site-Specific Recommendations

- 1 Install centerline and curb-line roadway striping, curb extensions at crosswalks and new crosswalks.

Install curb extensions at crosswalks or other geometric improvements to decrease total footprint of intersection, shorten crossing distances, and provide traffic calming through intersection.

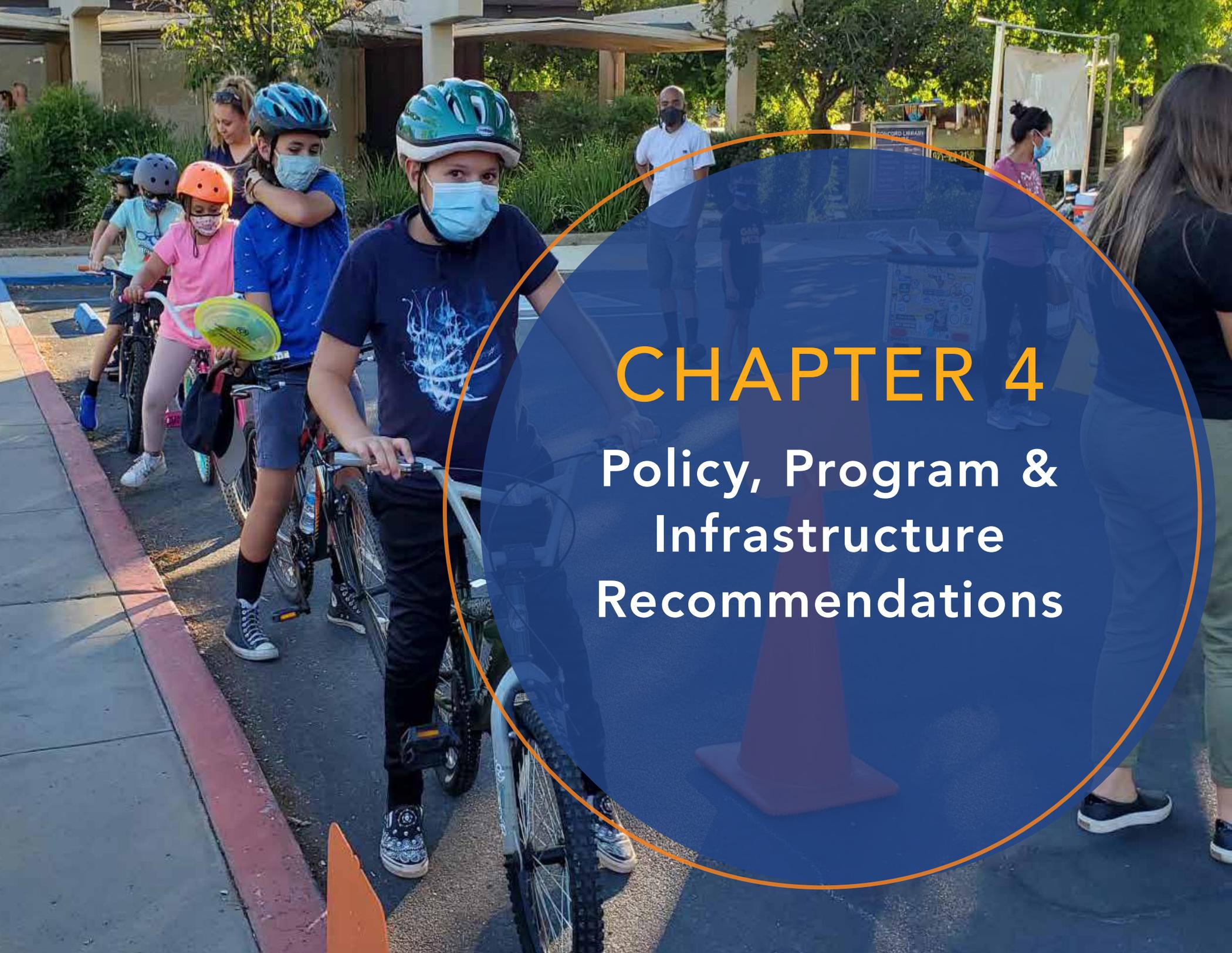
Install crosswalks across Vale Rd-29th St.

Install street lighting at crossings.
- 2 City of Richmond to conduct speed study and determine appropriate traffic calming elements. Install school zone signage and speed limits.
- 3 City of San Pablo to install school zone and speed limit signs within school zone; prioritize placement close to San Pablo Ave.
- 4 Install CURVE AHEAD signs.
- 5 Consolidate street sweeping signs with yield-for-advance-crossing signs on Vale Rd near Wildcat Creek Trail crossing.



- - # - ○ Linear Treatments
- # Spot Treatments

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CHAPTER 4

Policy, Program & Infrastructure Recommendations

What Is Safe Routes to School?

Safe Routes to School (SR2S) is an international movement that uses programming and infrastructure to improve safety and encourage students to walk and bicycle to school. It spans across elementary, middle, and high school grade levels.

SR2S work is happening across California and within the Bay Area, with the support of organizations and communities large and small. Three (3) groups have been particularly influential: the National Center for Safe Routes to School (Vision Zero for Youth), the Safe Routes Partnership, and the Caltrans Active Transportation Resources Center. Each has a distinct purpose and set of methods; however, together these organizations provide an array of resources for SR2S planning at a local and county level.

Building off recommendations from school walk audits, a holistic citywide Safe Routes to School Program (“SR2S Program”) can improve conditions to walk and bicycle to school on a systemic level. Addressing SR2S issues requires policy, program, and infrastructure recommendations to be implemented in tandem.

22 [City of San Pablo Bicycle and Pedestrian Master Plan](#)

23 The City highlights goals and actions related to improving active and shared modes in a number of policies and plans including the [Climate Action Plan](#) (2012), [Bicycle and Pedestrian Master Plan](#) (2017) and the [Childhood Obesity Prevention Task Force Community Action Plan](#) (2014).

24 [Contra Costa Health Services – Safe Routes to School](#)

25 The 6 E’s of Safe Routes are Engineering, Encouragement, Education, Engagement, Evaluation, and Equity. See more information on page 87.

Overall Goal:

Establish a Citywide Safe Routes to School Program

A coordinated citywide SR2S Program is the recommended approach for implementing the projects and programs identified in this Plan, and was a priority recommendation in the 2017 San Pablo *Bicycle and Pedestrian Master Plan* (BPMP)²². The City currently does not have a citywide SR2S program, but San Pablo schools are served by the Contra Costa Health Services’ SR2S program (“CCHS Program”), which serves different Contra Costa County schools on a rotating basis.

Why establish a SR2S Program?

A dedicated SR2S Program, focused on implementing identified SR2S recommendations, would support the City’s goal of improving active and shared modes of transportation to its schools.²³ This program could build upon CCHS’ existing SR2S programming²⁴ to expand opportunities and improve safety for school communities.

While the existing CCHS Program supports some schools across the County—including Helms Middle School in San Pablo for their 2021-2024 funding cycle—CCHS SR2S programming is limited by grant funding in the scope and scale of services they can provide.

A city-led SR2S program would ensure that San Pablo schools receive regular, dedicated programming and that the program is sustainable in the long-term. A local program will also allow schools to receive customized, context-appropriate programming related to each of the six (6) E’s of Safe Routes.²⁵

What are the benefits of walking and bicycling to school?

Walking and bicycling to school can boost academic performance, improve individual physical health outcomes for students, create opportunities to mitigate the impact of climate change, and help address historical inequities in transportation infrastructure and policy. The Centers for Disease Control recommend at least 60 minutes of daily moderate physical activity for children,²⁶ and mild exercise has been shown to improve concentration in students.²⁷ Walking or bicycling to school, instead of driving, is a great way for children to exercise, reduce carbon emissions, improve air quality, decrease school-related traffic congestion, and reduce transportation costs.

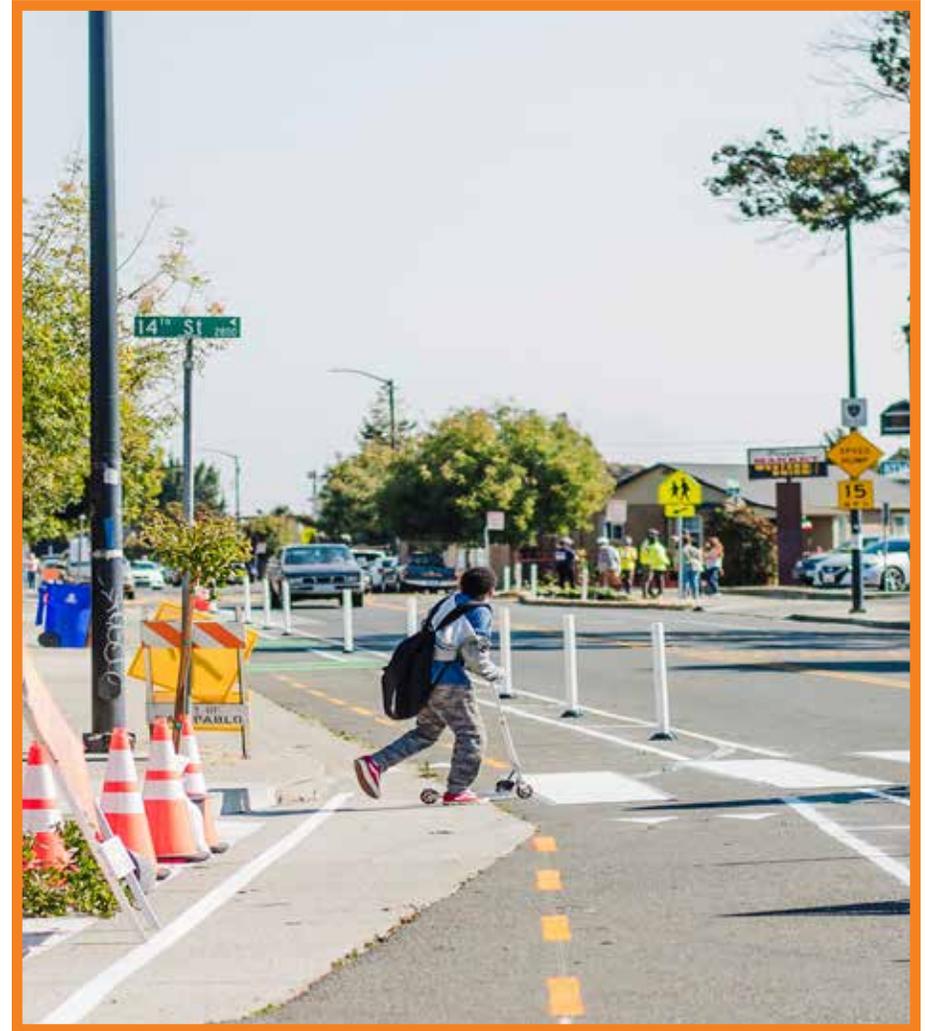


Figure 4-01: A student looks before crossing Broadway Ave.

²⁶ Centers for Disease Control and Prevention. *The Association between School-Based Physical Activity, Including Physical Education, and Academic Performance*. Atlanta, GA: U.S. Department of Health and Human Services; 2010. https://www.cdc.gov/healthyyouth/health_and_academics/pdf/pa-pe_paper.pdf

²⁷ Hillman C.h., et al. "The Effect of Acute Treadmill Walking on Cognitive Control and Academic Achievement in Preadolescent Children." *Neuroscience*, vol.159, no. 3, 2009, pp.1044-1054. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2667807/>

The “6 E’s” in Safe Routes to School

The “6 E’s” is a long-standing framework for comprehensive SR2S initiatives. It is a popular organizing framework for strategies that make it easier and safer to students to walk and bicycle to school. However, the Es framework can also limit flexibility and creativity in program implementation, and can reinforce silos between different program elements. For this reason, this Plan is organized loosely around the 6 E’s, but is customized for the specific needs of the City of San Pablo. To directly address issues and opportunities at the ten (10) focus schools, recommendations are organized using the following four (4), out of six (6), “E’s”:

- **Engineering:** Creating physical improvements to streets and neighborhoods that make walking and bicycling safer, more comfortable, and more convenient.
- **Encouragement:** Generating enthusiasm and increased walking and bicycling by students through events, activities, and programs.
- **Education:** Providing students and the community with the skills to walk and bicycle safely, educating them about benefits of walking and bicycling, and teaching them about the broad range of transportation choices.
- **Engagement:** Implementing ongoing engagement opportunities to connect with school stakeholders, working with existing community organizations, and building relationships with ongoing mutual learning.

Once a SR2S program is established, longer term recommendations should also be directed to:

- **Evaluation:** Assessing which SR2S efforts are most successful, ensuring that programs and initiatives are supporting equitable outcomes, and identifying unintended consequences or opportunities to improve the effectiveness of each approach.
- **Equity:** Ensuring that SR2S initiatives are benefiting all demographic groups, with particular attention to ensuring safe, healthy, and fair outcomes for low-income students, students of color, students of all genders, students with disabilities, and others. The City of San Pablo centers equity in its SR2S efforts due to its standing as a small, disadvantaged community; therefore, no equity-specific recommendations are included in this SR2S Plan.

A Note on Enforcement

Partnerships with law enforcement officials can implement measures to change travel behaviors of people driving, bicycling, and walking for safety reasons. The City of San Pablo views law enforcement as a partner in implementing Safe Routes to School programming while emphasizing Engagement, Encouragement, Education, and Engineering strategies.

The *San Pablo Bicycle and Pedestrian Master Plan* outlined three (3) key phases of law enforcement, including

1. Educate and raise community awareness of a problem,
2. Warn people of actions to take if violation occurs and why, and
3. Issue citation after warning period expires.



Engineering Recommendations

The City recognizes that citywide street improvements are needed to create safe and comfortable walking and bicycling routes to schools. **Table 1** includes engineering recommendations that should be implemented around all schools to standardize essential safety treatments in San Pablo. Planning-level cost estimates for each recommendation are categorized as follows:

Table 1. Citywide Engineering Recommendations

Recommendation(s)	Description/ Details	Financial Cost Estimate ²⁸	Operations and Maintenance Considerations
Install high-visibility crosswalks at uncontrolled intersections	Yellow crosswalks are only allowed within school zones (i.e., 600 feet of a school building or grounds) per the MUTCD. Prioritize high-visibility (i.e., ladder) crosswalks at uncontrolled intersections in school zones. Identify specific locations and include ongoing maintenance costs during project prioritization.	Moderate	For painted markings, replace every 5 years. For thermoplastic markings, replace every 10 years or with roadway paving maintenance cycle.
Install advanced school zone signage	MUTCD Section 7 provides detailed guidance for signage, such as sign size and color, as well as identifying streets for sign placement. Sign placement should optimize visibility for people driving and prioritize driver awareness of school zone.	Low	Replace signs when CA-MUTCD standards are updated. For signs with flashing lights, plan to replace solar batteries every 1-2 years, or per manufacturer specifications.
Install pedestrian crossing signage	MUTCD Section 7 provides detailed guidance for in-street and overhead pedestrian crossing signs, including size, placement in the roadway, and street conditions. Sign placement should optimize visibility for people driving and prioritize motorist awareness of school zone.	Low	Replace signs when CA-MUTCD standards are updated.

²⁸ Financial cost estimates are for installation only and do not include ongoing maintenance.

Recommendation(s)	Description/ Details	Financial Cost Estimate ²⁸	Operations and Maintenance Considerations
Install leading pedestrian intervals	Leading pedestrian intervals (LPIs) allow pedestrians to start crossing a signalized intersection before the vehicles get their green light in order to increase pedestrians' visibility, reduce conflicts between pedestrians and drivers that are turning, and reduce exposure for people who need more time to cross the street. Recommend minimum 5 second LPI. Prioritize LPIs in school zones.	Low	<ul style="list-style-type: none"> • None
Install curb extensions	Curb extensions encourage motorists to slow down before they turn, which increases motorists' response time and visibility of pedestrians. Where possible, include bicycle lane cut-throughs at curb extensions to protect bicyclists from vehicles where the roadway narrows. Incorporate drainage features to prevent puddling.	High	<ul style="list-style-type: none"> • Design curb extensions to account for street sweeper turn maneuvers. • Ensure corner radii allow for effective street sweeping.
Daylight intersections	Daylighting improves pedestrian visibility for motorists by removing on-street parking near or around an intersection. Prohibit on-street parking within 25 feet of minor intersections through signage and/or red curb.	Low	<ul style="list-style-type: none"> • Repaint red curb every 5-10 years, as necessary. • Replace signage every 5-10 years, as needed.
Refresh existing roadway striping	Roadway striping provides visual cues for people driving. Refreshing existing striping will restore this vital communication tool to alert drivers of an upcoming crosswalk, school zone, stop-controlled intersection, parking space, loading zone, and speed limits.	Paint: Moderate Thermoplastic: High	<ul style="list-style-type: none"> • For painted markings, repaint every 2 years. • For thermoplastic markings, replace every 10 years or with roadway paving maintenance cycle.
Install pedestrian-scale lighting	Pedestrian-scale lighting illuminates the spaces where pedestrians travel, including sidewalks, crosswalks, and trails. Pedestrian-scale lighting improves comfort and perceptions of personal safety, in addition to improving traffic safety by enhancing visibility of pedestrians when they cross the street (when lighting is correctly placed). To maximize visibility of pedestrians, lighting at crosswalks should be placed in advance of the crosswalks rather than directly overhead, to avoid back-lighting pedestrians (and thus making them harder to see). Additional photometric studies may be needed to assess specific lighting needs and prioritize lighting within school zones and along key routes to school.	High	<ul style="list-style-type: none"> • Involves ongoing cost of power. • Bulb replacement – LED's typical lifespan is greater than 10 years. • Replacement as needed, e.g., if damaged by a vehicle.

Recommendation(s)	Description/ Details	Financial Cost Estimate ²⁸	Operations and Maintenance Considerations
Collaborate with schools to ensure MUTCD compliance	The California MUTCD Section 7 provides detailed requirements and guidance for signage, striping, crosswalks, and crossing guards within school zones. Ensure that all schools are compliant with MUTCD requirements. Encourage all schools to also meet MUTCD “guidance”, which is recommended, but not required.	Moderate	<ul style="list-style-type: none"> • Monitor changes to CA-MUTCD. • Upgrade signage and striping to remain compliant.
Where feasible, move or underground utility infrastructure, or construct curb extensions around utilities	Utility poles obstruct the pedestrian right-of-way, and limit accessibility for wheelchairs, strollers, and other mobility devices, especially in residential neighborhoods with narrow sidewalk widths. Under-grounding or relocating utilities—or constructing wider sidewalks or curb extensions around utility poles—can improve accessibility, safety, and comfort for people walking or rolling.	High	<ul style="list-style-type: none"> • Design curb extensions to account for street sweeper turn maneuvers. • Ensure corner radii allow for effective street sweeping • If utilities are under-grounded, maintain accurate utility as-built drawings.
Replace rolled curbs with vertical curbs	Rolled curbs can allow for flexible use of space—e.g., at locations where emergency access is important, or in public spaces used for events (such as a public plaza that allows food trucks)—and can be cheaper to construct. However, rolled curbs are less necessary on traditional residential streets, where they may encourage drivers to park on the sidewalk. Traditional vertical curbs can be more expensive to construct, but they can provide pedestrians more protection from vehicles and are better at channeling stormwater towards drains.	High	<ul style="list-style-type: none"> • None

Summary of Policy and Program Recommendations

The following pages detail 11 policy and program recommendations appropriate for all schools in San Pablo. **Table 2** summarizes the primary recommendations by category (Engineering, Encouragement, Education, or Engagement), and provides high-level information about the lead agency responsible for implementation, level of staff effort, and financial cost. More details on each recommendation, as well as additional 'secondary recommendations' are provided on pages 92 – 98. Implementation of some actions will require dedicated staff time, and may include establishing new staff roles within the City of San Pablo.

Table 2. Summary of Policy and Program Recommendations for All Schools

Category	Primary Actions	Lead Agency	Staff Effort	Financial Cost
Engineering-Supportive	Host regular walk audits with school stakeholders to identify popular walking routes and safety issues	City of San Pablo	High	Low
	Develop Neighborhood Traffic Calming Guidelines	City of San Pablo	Moderate	Moderate
	Update ADA Transition Plan	City of San Pablo	Moderate	High
Encouragement	Initiate "Bicycle Caravans" and "Walking School Buses"	WCCUSD, Schools	High	High
	Organize "Bicycle Rodeos"	WCCUSD, Schools	Moderate	Low
Education	Develop (or leverage existing) classroom curricula related to safe walking, bicycling, and taking transit	Schools	Low-Moderate	Low
	Implement a Traffic Safety Marketing and Outreach Campaign	City of San Pablo	Moderate	Low-Moderate
Engagement	Implement a crossing guard program at each San Pablo school	City of San Pablo, WCCUSD	Moderate	Moderate
	Conduct community outreach and engagement to understand why residents choose to park on the sidewalk	City of San Pablo	High	Low

Engineering-Supportive Policies and Programs

Successful SR2S engineering recommendations require policies and programs that support sustainable, high-quality infrastructure, rather than ad-hoc capital improvements. The following policy and program recommendations can support the City's engineering efforts.

Priority Recommendations

Action 1: Host regular walk audits with school stakeholders to identify popular walking routes and safety issues

Lead Agency: City of San Pablo

Supporting Agencies: WCCUSD, Schools, Neighborhood Associations, Parent/Teacher Groups, Non-Profits or Community Based Organizations, San Pablo Youth Commission (SPYC), Contra Costa Health Services, City of Richmond (as needed)

Description: Hosting regular walk audits allows school and community stakeholders to understand routes students are taking to school, conduct safety assessments, and identify context-appropriate safety improvements. Walk audits should include representatives from the City of San Pablo, as well as other agencies and jurisdictions that are responsible for upgrades such as WCCUSD, the individual schools, and City of Richmond. Every school in San Pablo should receive a walk audit approximately once every five (5) years.

Staff effort: High | **Financial cost:** Low

Action 2: Develop Neighborhood Traffic Calming Guidelines

Lead Agency: City of San Pablo

Supporting Agencies: CCTA

Description: Develop context-appropriate Neighborhood Traffic Calming design guidelines for each school zone that seek to reduce vehicle speeds, while creating a safe and comfortable environment for people walking, bicycling, and rolling. Guidelines can inform upgrades during planned pavement maintenance projects.

Staff effort: Moderate | **Financial cost:** Moderate

Action 3: Update ADA Transition Plan

Lead Agency: City of San Pablo

Supporting Agencies: CCTA

Description: The City of San Pablo last updated its ADA Transition Plan in 2009. A new update would allow the City to identify any barriers in the public right-of-way and to address deficiencies, including around schools. The update would include a comprehensive inventory of missing and non-compliant curb ramps in San Pablo. Ideally, the update will also include guidance for City staff on best practices for accessibility and universal design.

Staff effort: Moderate | **Financial cost:** High

Figure 4-02 (Right): This curb ramp at the intersection of Dover Avenue and 21st Street (near Dover Elementary School) is ADA compliant and represents best practice in accessible design for curb ramps.



Secondary Recommendations

Action 4: Adopt Complete Streets Policy and Develop Complete Streets Design Guidelines

Lead Agency: City of San Pablo

Supporting Agencies: CCTA

Description: A Complete Streets Policy and Complete Streets Guidelines can specify the design and implementation of Complete Streets strategies that are appropriate to San Pablo's context, including consistency with AC Transit Multimodal Corridor Guidelines, and ensuring adequate access and circulation for emergency vehicles. The policy and guidelines would provide opportunities to implement walking and bicycling infrastructure changes within neighborhoods, and can be aligned with regional and statewide Complete Streets policies.

Staff effort: High | **Financial cost:** High



Action 5: Explore application of "Smart Cities" Technology

Lead Agency: City of San Pablo

Supporting Agencies: CCTA

Description: Smart Cities technology, such as advanced signals and automatic counters, are being implemented by cities across California. The implementation of "Smart City" technology is still in early stages but advocates believe that through the use of sensors and artificial intelligence, intelligent transportation systems have the potential to make streets safer and more connected. Specific technologies, such as advanced signals can respond to roadway conditions in real-time and reroute/redistribute vehicle and pedestrian traffic across a roadway network. Moreover, data collected from sensors can be used to inform transportation planning, operations, and maintenance decisions.

Staff effort: Moderate | **Financial cost:** Very High



Figure 4-03: Hosting regular walk audits can identify safety issues.



Encouragement Policies and Programs

Encouragement programs generate enthusiasm for walking and bicycling to school, and provide opportunities for students and families to travel to school together.

Priority Recommendations

Action: Initiate "Bicycle Caravans" and "Walking School Buses"

Lead Agency: WCCUSD, Schools

Supporting Agencies: CCHS, local transportation nonprofits, Safe Routes to School National Partnership, City of San Pablo, San Pablo Youth Commission (SPYC)

Description: Bicycle Caravans (also called Bike Trains) and Walking School Buses provide safe and comfortable environments for students and families to travel to school by bicycle or foot. A Bicycle Caravan is a group of students who bicycle to school together on the same route, led by an adult. Bicycle Caravans offer safety in numbers and increase visibility of the riders. They also offer an opportunity for students to learn safe bicycling practices, get to know safe and comfortable cycling routes to school, and establish community and comradery around cycling. Bicycle Caravans are most appropriate for middle and high school students.

Similarly, Walking School Buses involve a group of students that walk to school together, accompanied by one or more adult chaperones, and are more appropriate for elementary and middle school students.

The [Safe Routes to School National Partnership](#) provide detailed resources to assist with organizing [Bicycle Caravans](#) and [Walking School Buses](#).

The San Pablo *BPMP*²⁹ identified Walking School Buses as a priority encouragement program.

Staff effort: Moderate | **Financial cost:** Low

²⁹ [City of San Pablo Bicycle and Pedestrian Master Plan](#)

Action: Organize "Bicycle Rodeos"

Lead Agency: WCCUSD, Schools

Supporting Agencies: Non-profit organizations and Community-Based Organizations (e.g., Bike East Bay)

Description: Bicycle Rodeos are highly interactive, on-site, hands-on, bicycle safety training events for students of all ages. Providing this service to schools can spark interest and excitement among students to learn how to bike, or to bike more. A number of organizations in the Bay Area, including [Bike East Bay](#) and [Cycles of Change](#) offer "Bicycle Rodeos." Bike East Bay and Cycles of Change also offer online training videos that can be shared with students or families not able to participate in Bicycle Rodeos in person.

The San Pablo *BPMP* identified bicycle repair workshops, which can be incorporated into Bicycle Rodeos, as a recommended program.

Staff effort: Moderate | **Financial cost:** Low



Figure 4-04: Bicycle Rodeos are a great way to introduce bicycling to young students.

Secondary Recommendations

Action: Provide incentives for students using active and shared modes to get to school

Lead Agency: 511 Contra Costa and CCHS

Supporting Agencies: City of San Pablo, San Pablo Economic Development Corporation (EDC), West Contra Costa Transportation Advisory Committee (WCCTAC), non-profit organizations or Community-Based Organizations

Description: Incentive programs with gift cards, cash prizes, discounts at local businesses, or more can be offered to students who walk, bicycle, ride transit, or use other active or shared modes.

The program can be modeled after the League of American Bicyclists' Bicycle Friendly Business program, in which bicycling is encouraged by offering giveaways such as helmets, bicycle locks, or bicycle lights, and by providing secure bicycle parking and other amenities. In recent years, the San Pablo EDC has had success organizing community sponsors, from local small businesses to large corporations such as Kaiser Permanente, to fund events and programming for youth, seniors, and families in San Pablo.

The San Pablo *BPMP* identified Bicycle Friendly Businesses and Giveaways as recommended programs.

Staff effort: Low | **Financial cost:** Low

Bike to Work Day

Bike to Work Day is an annual encouragement event hosted by the Bay Area Metropolitan Transportation Commission (MTC). The event takes place every May throughout the Bay Area. The City of San Pablo participates in Bike to Work Day by hosting an "energizer station" and encouraging residents to bicycle to work. A San Pablo SR2S Program should continue to participate in Bike to Work Day, and could implement a concurrent Bike to School Day effort. The Alameda County SR2S Program runs an annual Bike to School Day event in collaboration with MTC, and can provide resources and guidance to the City of San Pablo.

Action: Include information on Safe Routes to School and transportation resources in annual orientation packets

Lead Agency: Schools

Supporting Agencies: CCHS, 511 Contra Costa, AC Transit

Description: San Pablo schools could include information on suggested walking and bicycling routes, and connect students and families to incentives for active transportation modes (e.g., the 511 Contra Costa Electric Bicycle Rebate Program and MTC's Youth Clipper Card).

Additionally, providing information about these free or low-cost active transportation resources during the start of the school year could increase the chance of behavior change as families settle into new commuting patterns.

The San Pablo *BPMP* identified Walking and Bicycling Route Maps as a recommended program.

Staff effort: Moderate | **Financial cost:** Low



Figure 4-05: Incentives, such as a helmet, can provide the encouragement for students to walk or bike to school.



Education Policies and Programs

Education policies and programs provide students and the community with the skills to walk and bicycle safely, an understanding of the benefits of walking and bicycling, and awareness of available transportation choices.

Priority Recommendation

Action: Develop (or leverage existing) classroom curricula related to safe walking, bicycling, and taking transit

Lead Agency: Schools

Supporting Agencies: City of San Pablo, CCHS, Schools, Neighborhood Associations, Non-Profits or CBOs, SPYC, Parent and Teacher Groups

Description: The City could work with principals, Beacon Directors, and teachers to identify ways to incorporate safe walking and bicycling skills into classroom curricula. Physical education or health education classes are often a good fit for these lessons.

Organizations such as the [Safe Routes to School National Partnership](#), [Bike East Bay](#), and the [Alameda County SR2S Program](#) offer free resources to help schools develop curricula tailored to each school community's needs. Resources include educator guides, lesson plans, classroom exercises, safety training videos, and bicycle maintenance guides. There are also local organizations that offer education and training for a fee, including [TransForm](#) and [Cycles of Change](#) (both based in Oakland, CA).

In addition to classroom education, safety training resources can be distributed during existing school and community health or wellness events (e.g., Downer Elementary's Walkathon, the Spring to Wellness events at Riverside and Lake Elementary Schools, and Dover Elementary's end-of-year Health Fair).

The San Pablo *BPMP* identified Bicycle and Pedestrian Safety Education as a priority education program.

Staff effort: Low – Moderate | **Financial cost:** Low

Secondary Recommendation

Action: Implement a Traffic Safety Marketing and Outreach Campaign

Lead Agency: City of San Pablo

Supporting Agencies: CCHS, Schools, Neighborhood Associations, Non-Profits or CBOs, SPYC, Parent and Teacher Groups

Description: Campaigns focused on ensuring students get home safely to their family may be an effective way to encourage safer driving behavior in San Pablo. A marketing and outreach campaign may include media buys, advertisements, and billboards appealing to the shared values of family and community. Similar campaigns in peer communities may provide ideas and inspiration (e.g., City of Vallejo).

All education and encouragement campaigns should be bilingual and accompanied by infrastructure improvements that help address the root cause of the behavior.

Staff effort: Moderate | **Financial cost:** Low - Moderate

Engagement Policies and Programs

Engagement policies and programs offer an opportunity for relationship building, collaboration and mutual learning between all members of a school community (e.g., students, families, teachers, school leaders, the City).

Priority Recommendations

Action: Implement a crossing guard program at each San Pablo school

Lead Agency: WCCUSD

Supporting Agencies: City of San Pablo, Neighborhood Associations, Non-profits or CBOs

Description: Crossing guards help students cross streets at key locations, make pedestrians more visible around school sites, and encourage parents and caregivers to allow their kids to walk to school. Spanish-speaking crossing guards should be considered for San Pablo schools. Using law enforcement as crossing guards is discouraged; although, if necessary, some training through the police department may be appropriate. The [California MUTCD Section 7](#) also provides some guidance on crossing guard programs.

Staff effort: Moderate | **Financial cost:** Moderate

Action: Conduct community outreach and engagement to understand why residents choose to park on the sidewalk

Lead Agency: City of San Pablo

Supporting Agencies: Neighborhood Associations, Non-Profits or CBOs

Description: Vehicle parking on sidewalks creates challenging environments for students and families when walking to school. Having a conversation with residents about parking on sidewalks, compared to ticketing or other enforcement tactics, allows for a deeper understanding of the reasons for the behavior and can help identify appropriate solutions and additional needed outreach. Possible explanations for parking on the sidewalk may include street sweeping, high-speed cut-through traffic, multi-generational households having multiple vehicles, and street widths not conducive to larger vehicle sizes.

Staff effort: High | **Financial cost:** Low

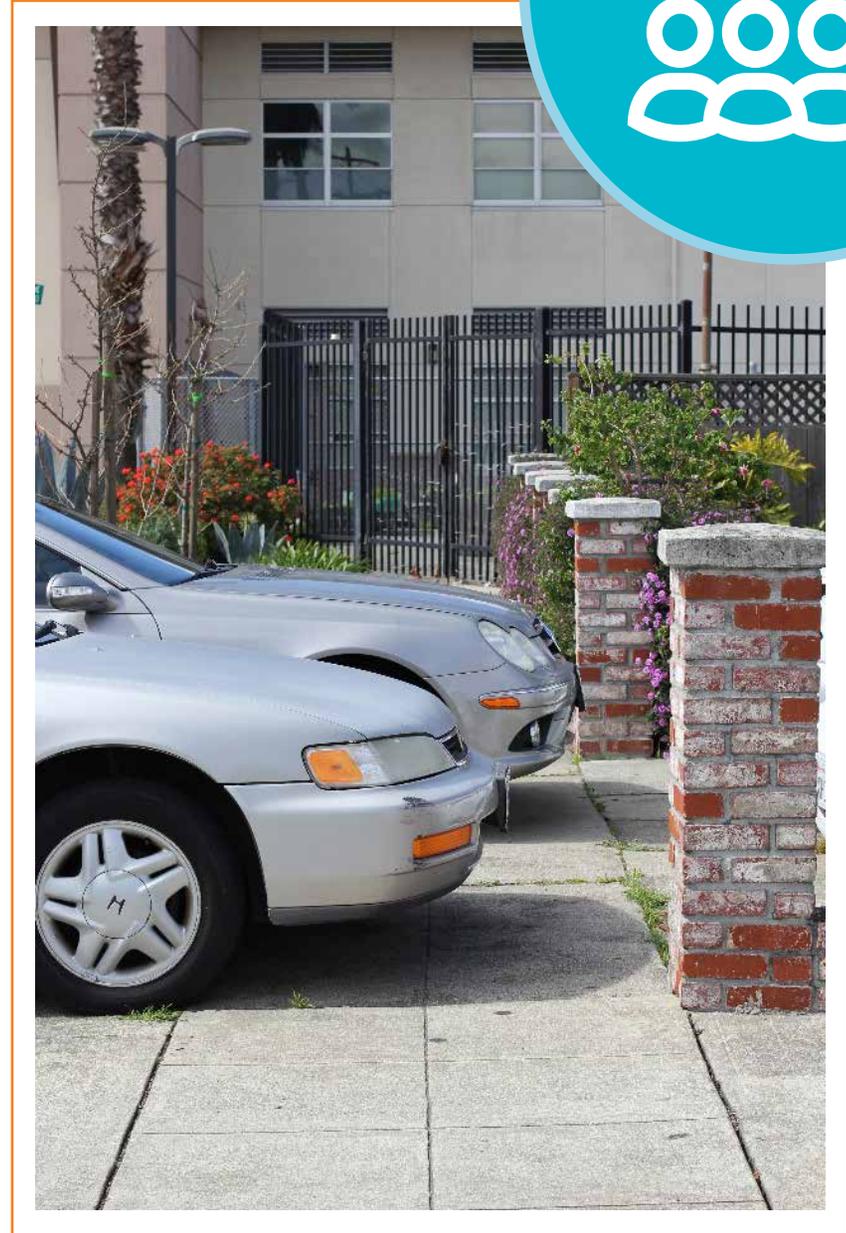


Figure 4-06: Engaging with communities about sidewalk parking can create a foundational understanding that is crucial for addressing parking behavior.

Secondary Recommendations

Action: Coordinate with WCCUSD school bus program staff to understand school bus circulation

Lead Agency: City of San Pablo

Supporting Agencies: WCCUSD

Description: WCCUSD provides school bus service exclusively for students with disabilities. Understanding school bus circulation can provide the City with more detailed information about travel patterns, routes to school, and sites that need to be prioritized for upgrades. Once the City has access to school bus circulation information, City staff can work with WCCUSD to identify engineering and programmatic recommendations that support multimodal travel to school.

Staff effort: High | **Financial cost:** Low

Action: Coordinate with peer cities to understand how they are addressing key issues

Lead Agency: CCTA

Supporting Agencies: MTC, City of San Pablo, WCCTAC Member Jurisdictions, CCHS

Description: Countywide and regional agencies, such as WCCTAC, CCTA, and MTC, can facilitate conversations between peer cities to discuss key transportation safety issues affecting their community, share knowledge and best practices, and collaborate on cross-jurisdictional initiatives. These conversations can occur as part of a safety working group or subcommittee that meets on a quarterly basis.

Staff effort: Low | **Financial cost:** Low

Action: Increase awareness of Reach San Pablo digital app

Lead Agency: City of San Pablo

Supporting Agencies: WCCUSD, Schools

Description: The City of San Pablo manages the Reach San Pablo app (via [Apple](#) or [on Google Play](#)) for residents to report issues such as illegal dumping, graffiti, safety, etc. within the City. By increasing awareness, school communities and families can more readily alert the City to walking and bicycling barriers, like issues related to sidewalks, crossings, storm drains, lighting, signs, and more.

Staff effort: Moderate | **Financial cost:** Low

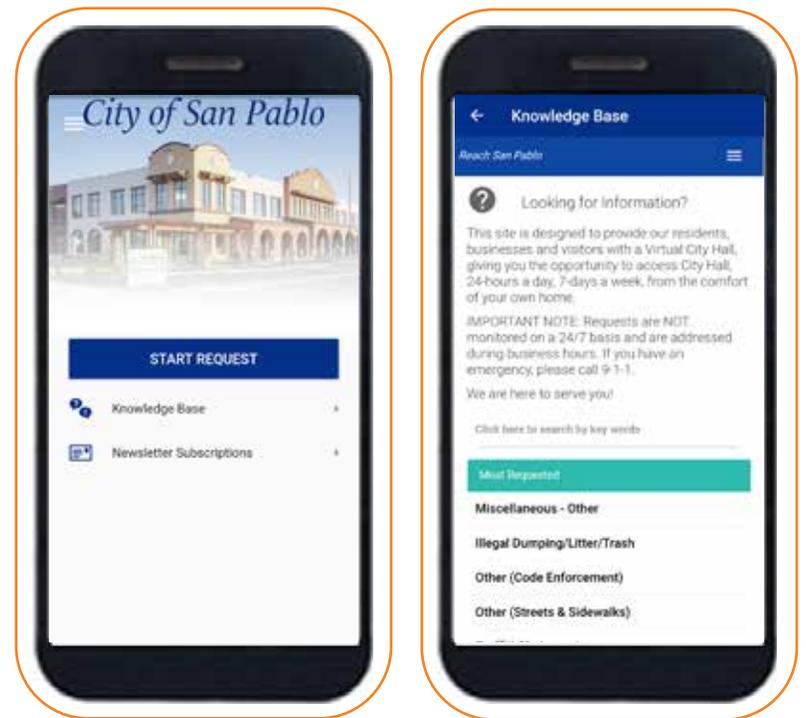


Figure 4-07: Reach San Pablo App Homepage and Knowledge Base page.

Policy and Program Resources

The following resources can help the City of San Pablo, WCCUSD, Beacon Directors, and school representatives to launch and maintain the policies and programs described in **Chapter 4: Policy, Program, and Infrastructure Recommendations**.

Table 3. Policy and Program Resources

Category	Priority Actions	Title and Link	Source	Description
Engineering	Host regular walk audits with school stakeholders to identify popular walking routes and safety issues	Let's Go for A Walk: A Toolkit for Planning and Conducting a Walk Audit	Safe Routes to School National Partnership	Tools and instructions for community members to host their own walk audits
		Keep Up the Pace: Next Steps After Conducting a Walk Audit	Safe Routes to School National Partnership	A factsheet to help analyze the results of a walk audit
	Develop Neighborhood Traffic Calming Guidelines	CCTA Countywide Toolbox for Designing Safer Travel for People Walking and Bicycling	Contra Costa Transportation Authority (CCTA)	A countermeasure toolbox that can be used as a basis for local roadway safety and traffic calming guidelines in San Pablo
		Designing Streets for Kids	NACTO	Global guidelines for designing bicycle and pedestrian facilities with a focus on children and their caregivers
	Update ADA Transition Plan	Engaging Students with Disabilities in Safe Routes to School	Safe Routes to School National Partnership	An infobrief that provides information on how to develop a SR2S program that meets the needs of students with disabilities.
		Permanent Pedestrian Facilities ADA Compliance Handbook	Caltrans	Latest Caltrans guidance on ADA compliance for pedestrian facilities
		Transit Street Design Guide: Universal Design Elements	NACTO	National best practice design guide for designing transit-oriented streets for all users, especially people using wheelchairs or mobility devices, seniors, children, and caregivers.

Category	Priority Actions	Title and Link	Source	Description
Encouragement 	Initiate "Bicycle Train/ Caravans" and "Walking School Buses"	The Wheels on the Bike Go Round and Round: Bike Train Toolkit	Safe Routes Partnership and Active Transportation Resources Center	A guide with "tried-and-true" methods to quickly start a bicycle train at your school
		Step by Step: How to Start a Walking School Bus at Your School	Safe Routes Partnership and Active Transportation Resources Center	A toolkit designed to help parents, caregivers, educators, and community members plan and organize a walking school bus with adult volunteers
	Organize "Bicycle Rodeos"	Roll Up to a Bicycle Skills Clinic	Safe Routes to School National Partnership	Instructions for planning and hosting a bicycle skills clinic
Education 	Develop (or leverage existing) classroom curricula related to safe walking, bicycling, and taking transit	Roll Bicycle Education into Your Physical Education Program	Safe Routes to School National Partnership	A report detailing the benefits of bicycle education and steps to take to develop a bicycle education program for physical education classes
		California Pedestrian and Bicycle Safety Curriculum	Active Transportation Resources Center	Bicycle and pedestrian safety curriculum for students in 4 th and 5 th grade
		Pedestrian Safer Journey	Federal Highway Administration	An interactive website with videos, quizzes and resources on pedestrian safety for students ages 5-18
		Bicycle Safer Journey	Federal Highway Administration	An interactive website with videos, quizzes and resources on bicyclist safety for students ages 5-18
		Safe Routes to School and Student Leaders (middle school facilitator's guide)	Safe Routes Partnership and Active Transportation Resource Center	A guide with practical tools for adult facilitators to support middle school students in promoting SR2S

Category	Priority Actions	Title and Link	Source	Description
Engagement 	Implement a crossing guard program at each San Pablo school	California School Crossing Guard Training Guidelines	Active Transportation Resource Center	Guidelines and procedures for school crossing guards in California
		California School Crossing Guard Training (Parts 1, 2, 3, 4)	Active Transportation Resource Center	Online training courses for new and existing crossing guards in California

Table 4. Other Policy and Program Resources

Other Helpful Policy and Program Resources				
Category	Topic	Title and Link	Source	Description
Engineering	Student Loading/ Managing Arrival and Dismissal	Keep Calm and Carry On: Improving Arrival and Dismissal	Safe Routes to School National Partnership	A brief on how to address arrival and dismissal in school travel plans as well as other planning, policy, and programming efforts
		Improve Your School Arrival and Departure Procedures: A Toolkit for School Safety Committees	Feet First	A resource to improve circulation around school sites and provides a step-by-step guide to creating a circulation plan, complete with principles for success.
		Student Drop-Off and Pick-Up Tools: Signs	Pedestrian and Bicycle Information Center (PBIC)	Information on proper use for drop-off and pick-up signage.
	Tactical urbanism	Tactical Urbanism and Safe Routes to School	Safe Routes to School National Partnership	A factsheet outline how pop-up projects can be used to advance SR2S projects along with examples of pop-ups
	Vision Zero	Contra Costa Countywide Vision Zero	Contra Costa Transportation Authority (CCTA)	Contra Costa Countywide Vision Zero framework, How-To Guide and Toolbox for local Vision Zero implementation

Other Helpful Policy and Program Resources

Category	Topic	Title and Link	Source	Description
Encouragement	Walk or Bicycle to School Day events	How to Plan a Walk to School Day Event	OCHCA and National Center for SRTS	Instructions and resources to plan and promote a Walk to School Day event
		Walk to School Day: Planning Your Program in 4 Easy Steps	Safe Routes to School National Partnership	A step-by-step guide to planning a Walk to School Day event
		National Walk and Bike to School Events	National Center for SRTS	A resource to register for Walk to School Day, plan your own event, and learn more about what to do after the event
Education	Implement a Traffic Safety Marketing and Outreach Campaign	Traffic Safety Campaigns	Oregon Department of Transportation	A state-wide Safe Routes to School safety campaign toolkit as an example of what a safety campaign in San Pablo may look like
		Go Human Campaign	Southern California Association of Governments (SCAG)	A regional Safe Routes to School safety campaign toolkit as an example of what a safety campaign in San Pablo may look like
		Your Move Campaign	Ohio Department of Transportation	A state-wide Safe Routes to School safety campaign toolkit as an example of what a safety campaign in San Pablo may look like

Other Helpful Policy and Program Resources

Category	Topic	Title and Link	Source	Description
Engagement	Parent involvement	How to Be a Parent Champion for Safe Routes to School	Safe Routes to School National Partnership	Instructions for parents and caregivers on how to get involved in SR2S through data collection, school and neighborhood improvement, policy change, and programs
		How to Be a PTA Champion for Safe Routes to School	Safe Routes to School National Partnership	Instructions for PTA members on how to promote policy change and improvements to the built environment
	Virtual engagement	Equitable community engagement in a time of social distancing	Safe Routes to School National Partnership	A blog detailing creative ways to continue equitable engagement during COVID-19



CHAPTER 5

Implementation Plan

This SR2S Plan’s infrastructure and programmatic recommendations represent specific opportunities for the City of San Pablo to more fully develop the transportation network and to improve travel options for years to come. Implementation of the recommended SR2S projects will occur over time, depending on available funding sources and capacity among City staff members to deliver projects. This chapter summarizes project cost estimates, project prioritization, quick-build options, and funding opportunities.

Project Prioritization

The full range of recommended projects cannot reasonably be implemented concurrently, due to funding and staffing constraints as well as the practicality of having multiple construction projects underway throughout the City. Therefore, the projects are organized based on their estimated benefit-to-cost ratio in order to assist the City with project implementation.

Factors considered as part of project benefit include:

- Existing safety issues at the location, both stakeholder reported issues and issues derived from collision data
- Anticipated safety benefits of the proposed recommendations
- Crossing distances (where applicable)
- Percent of student addresses within a walkable and bikeable distance from a school (i.e., within one mile of the school)
- Public vs. private funding of school

High-level cost estimates were developed using the Caltrans Contract Cost Database for District 4 (2021), consultant expertise based on similar engineering projects in the Bay Area, and City staff knowledge of recent costs for implementation in San Pablo. The high-level costs assume that all projects will be completed by outside contractors.

A benefit-to-cost ratio for the recommendations was created using the estimated project benefit and project costs. Recommendations were then “bundled” into projects, and sorted by the overall benefit-to-cost ratio.

Table 5 presents the recommendations for the City of San Pablo, sorted by benefit-to-cost ranking, school and location. See **Appendix D: Project Prioritization Method and Results** for a full list of recommendations.



Table 5: Benefit-to-Cost Ratio of Location-Specific Engineering Recommendations

Benefit to Cost Ratio: ☆☆☆☆		
School	Location	Engineering Recommendation
Bayview	Rivers St & 14 th St	Install crosswalks on all legs
		Restripe the SLOW SCHOOL ZONE pavement markings with shark teeth and sign with arrow
		Restripe as high-visibility crosswalks
	Rivers St & 15 th St	Install crosswalks on all legs
		Restripe as high-visibility crosswalks
	Rivers St & 16 th St	Restripe as high-visibility crosswalks
	Rivers St & 17 th St	Install crosswalks on all legs
		Restripe the SLOW SCHOOL ZONE pavement markings with shark teeth and sign with arrow
		Restripe as high-visibility crosswalks
	Schoolwide	Update school signage from yellow to current standard fluorescent yellow-green
Dover	Dover Ave & 20 th St Parking Lot	Consider preventing left turns into parking lot during pick-up and drop-off, as they cause congestion and increase conflict opportunities. This can be achieved by installing temporary centerline with stanchions or traffic cones.
	19 th St (at student loading zone)	Install NO LEFT TURN signage. Consider installing centerline delineators, either permanent or temporary
		Add pick-up/drop-off zone signage
	Market Ave (18 th to 22 nd)	Install advanced school zone signage
		Install traffic calming along Market Ave that is appropriate for emergency access routes, such as curb extensions (at intersections or mid-block), chicanes, rubber modular speed cushions, or Rectangular Rapid Flashing Beacons (RRFB)
21 st St (California to Alfreda)	Consider relocating utilities and/or paving sidewalk around utilities to maintain 5-foot functional width	

Benefit to Cost Ratio: ☆☆☆☆☆

School	Location	Engineering Recommendation
Downer	Schoolwide	Install dual language wayfinding, school zone, speed, and traffic control signage (e.g., NO LEFT TURN)
Helms	El Portal Dr & Road 20	Close right-turn by-pass while maintaining access to school parking lot
Lake	Lake St & 16 th St	Restripe as high-visibility crosswalks
	10 th St	Restripe pavement markings
Richmond	Emeric Ave (23 rd to 24 th)	Install school zone signs along Emeric Ave from 23rd to 24th
	Schoolwide	Install school zone and school zone speed limit signs in and around school zone
Riverside	Amador St (south of school property)	Cut back tree
	Amador St & Glenn Ave	Install curb ramps, yellow outer lines for crosswalk, with centerline double yellow extended ~60 ft back with yellow reflector, extend red curb along Amador St to the south to daylight the crosswalk
	Amador St from Riverside Dr to Shasta Ave (at school frontage)	Install flexible posts in median
		Stripe and sign Class III bicycle facilities (bicycle route)
	Amador St & Shasta Ave	Install curb ramps, yellow outer lines only for crosswalk, with centerline double yellow extended ~60 ft back with yellow reflector, extend red curb along Amador St to the south to daylight the crosswalk
	Schoolwide	Install high visibility/reflective School Zone sign (from north and south approach)

Benefit to Cost Ratio: ☆☆☆

School	Location	Engineering Recommendation
Bayview	14 th St (at midblock crosswalk)	Add crossing signage
		Consider installing additional mid-block crossing, south of pick-up/drop-off loop
	15 th St (at school loading zone)	Install marked crossings from end of sidewalk to sidewalk on opposite side of street, and add curb ramps as necessary
		Consider closing northbound access point to 14th St
	Broadway Ave & 14 th St	Install additional high-visibility crosswalk on east leg of intersection, including constructing curb ramps and installing advance warning signage
		Install rectangular rapid flash beacon (RRFB)
Madrone Way & 14 th St	Install stop sign and stop bar across Madrone Way	
	Install marked crosswalks at north, east, and south legs of intersection, including installing curb ramps	
Dover	Market Ave & 19 th St	Install advance yield lines and YIELD HERE TO PEDESTRIANS signage
		Install curb extensions to reduce crossing distances and encourage driver yielding
Downer	18 St (at student loading zone)	Install hardened centerline
	18 th Street (Alfreda to Sanford)	Replace signpost
		Consider making 18th St one-way (southbound), including signage
	Alfreda Blvd (18 th to 21 st)	Restripe pavement markings
		Relocate crosswalk from east leg to west leg and reconstruct curb ramps, as feasible
		Add crosswalks on all three (3) legs at Alfreda Blvd & 19th St (2 N-S High visibility ladder), 1 E-W Outside Stripes)
Painted or raised intersection, install north/south crosswalk		

Benefit to Cost Ratio: ☆☆☆

School	Location	Engineering Recommendation
Helms	Road 20 & Abella Cir (unsignalized)	Relocate SCHOOL ZONE SPEED LIMIT signage closer to El Portal Dr
Richmond	23 rd St (Emeric to Maricopa)	Restripe bicycle lanes to Class IV bicycle lanes (protected bicycle lanes) Install corridor-wide traffic calming such as raised crossings and/or speed humps
	23 rd St & Wilcox Ave	Upgrade pedestrian crossing with high-visibility crosswalks and school crossing signs Remove pedestrian push button poles at curb ramps and remove in-pavement flashers
	Maricopa Ave (east of 23 rd St)	Install school zone signs along Maricopa Ave from 23 rd to 24 th
Riverside	Riverside Ave & Yuba St	Extend sidewalk and install curb ramps (3), improve crosswalk striping



Benefit to Cost Ratio: ☆

School	Location	Engineering Recommendation
Bayview	Broadway Ave & 15th St	Restripe as high-visibility crosswalks
		Install RRFB at existing raised crossing
		Reconstruct curblines to build curb extension for SW corner of intersection, daylighting and red curb zone or painted curb extensions at NE corner
	Broadway Ave & Rivers St	Install additional crossing signage
		Upgrade existing crosswalk to raised crosswalk
		Add curb extensions to shorten crossing distance at existing crosswalk
Dover	19th (Market to Dover)	Consider relocating utilities and/or paving sidewalk around utilities to maintain 5-foot functional width
	21st St (Market to Dover)	Consider relocating utilities and/or paving sidewalk around utilities to maintain 5-foot functional width
		Install advance yield lines and YIELD HERE TO PEDESTRIANS signage
	Market Ave & 21st St	Replace in-pavement flashing lights with RRFB
Install curb extensions to reduce crossing distances and encourage driver yielding		
Downer	California Ave (15th to 21st)	Restripe pavement markings
		Install crossing on eastern leg of intersection at California Ave & 15th St
		Relocate crosswalk from east leg to west leg and reconstruct curb ramps, as feasible
		Consider relocating utilities and/or paving sidewalk around utilities to maintain 5-foot functional width

Benefit to Cost Ratio: ☆

School	Location	Engineering Recommendation
Helms	San Pablo Ave & Road 20 & 23rd St	Include new tactile strips at crosswalks as part of intersection redesign Redesign intersection
	Road 20 (at school property)	Install bicycle lanes or two-way cycle track
	Road 20 (west of El Portal Dr)	Cut back tree Realign Rd 20 as perpendicular to El Portal Dr; develop signal coordination and add lead pedestrian intervals (LPIs)
	Road 20 & Abella Cir (signalized)	Repair/replace tactile strip
	Road 20 & Paseo Way	Install curb ramps, stripe high-visibility yellow ladder crosswalk
Lake	Broadway Ave & 16th St	Restripe as high-visibility crosswalks
		Install RRFB at existing crossing
	Kelley Ave Crosswalk	Upgrade crosswalk, including high-visibility striping, curb ramps, and drainage
	Manchester & Trenton	Upgrade crosswalk, including high-visibility striping, curb ramps, and drainage
	Lake St (10th to Broadway)	Install advanced school zone signage
		Install concrete curb extensions at Lake St & 11th St
		Install painted curb extensions at Lake St & 13th St
		Install painted curb extensions at Lake St & 14th St
		Install painted curb extensions at Lake St & 15th St
		Convert side-street yields to side-street stop control
Install corridor-wide traffic calming that is appropriate for emergency access routes, such as curb extensions (at intersections or mid-block), chicanes, rubber modular speed cushions, or RRFBs		
Install crossings on all legs when feasible. Potential conflicts may include driveways, utilities, drainage, and private landscaping.		
Install speed feedback signage		

Benefit to Cost Ratio: 

School	Location	Engineering Recommendation
Richmond High	23rd St (at school property)	Improve signage and striping for passenger loading zone and bus stop
		Install speed feedback sign
	23rd St & California Ave	Remove pedestrian push button poles at curb ramps
		Remove in-pavement flashers and install RRFB
Salesian	Schoolwide	Consolidate signage on fewer poles (street sweeping and yield-for-advance-crossing signs) on Vale Rd near Wildcat Creek Trail crossing
		Install school zone and speed limit signs; prioritize placement closer to San Pablo Ave
St. Paul	Church Ln (at school property)	Move CURVE AHEAD sign to west of Villa Dr crosswalk
	Church Ln (at parking lot exit)	Install flexible posts in median
	Church Ln (Dover to San Pablo)	Narrow Church Ln cross-section for through-traffic; convert perpendicular parking to angle parking; convert road to 1 lane in each direction
		Install curb extensions at Church Ln & Dover Ave crosswalk
	Dover Ave & Pullman St	Install yellow outside striping on crosswalk
	Market Ave/Church Ln (26th to Villa)	Restripe School Zone markings
		Install speed feedback sign and "CROSSWALK AHEAD" sign before curve
	Schoolwide	Install no parking signs or red curb along Class II bike lane on curve to keep drivers out of bike lane
Install school zone and speed limit signs within school zone		



Figure 5-01: A separated bicycle lane constructed using quick-build materials in Point Richmond

Quick Build Alternatives

Quick-build projects are adjustable traffic safety improvements that can be installed relatively quickly. Unlike major capital projects that may take years to plan, design, bid, and construct, quick-build projects can be constructed within weeks or months. They also require much smaller expenditures to implement, potentially in the tens of thousands of dollars range rather than the hundreds of thousands or even million-dollar range for capital projects. Quick-build projects also provide the added flexibility to be evaluated and reviewed within the initial months following implementation and then adjusted based on direct observations of how they are operating. Typical quick-build type improvements include:

- Paint, traffic delineators, modular rubber raised “roadway” areas, and street signs
- Parking and loading adjustments
- Traffic signal timing

Some quick-build treatments can feel new or unusual to drivers upon initial implementation, and people may need some time to adjust to the appearance of quick-build projects. Depending on materials used, quick-build projects may need maintenance on a more frequent schedule than capital projects. For example, in locations where drivers bump into or drive over traffic delineators, such as near a parallel parking stall, a delineator may become sufficiently damaged as to merit replacement. Nevertheless, installing quick-build projects is becoming a more common tactic among Bay Area agencies and nationally to provide traffic safety solutions sooner rather than later. They also offer agencies the opportunity to test traffic safety improvements that are new for the local community without the sizable expenditure of capital projects, affording the agency the opportunity to revisit specific features of the improvement before moving forward with the complementary capital improvement.

Examples of quick-build improvement alternatives, compared to standard concrete improvements, are shown on the next page for some of the capital projects identified in this plan.

Side by Side: Concrete Interventions vs. Quick Build Alternatives



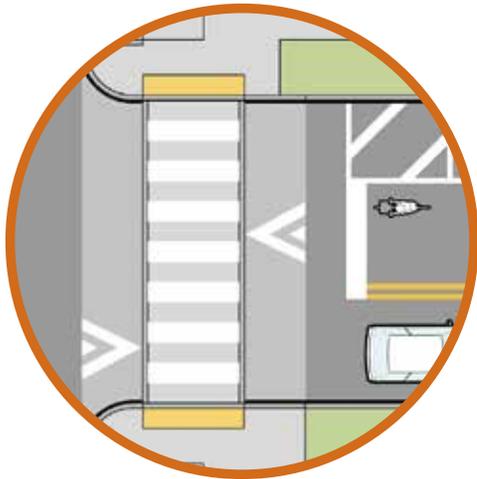
Curb Extension



Concrete Improvement



Paint and Traffic Delineators ("Flex Post")



Raised Crosswalk

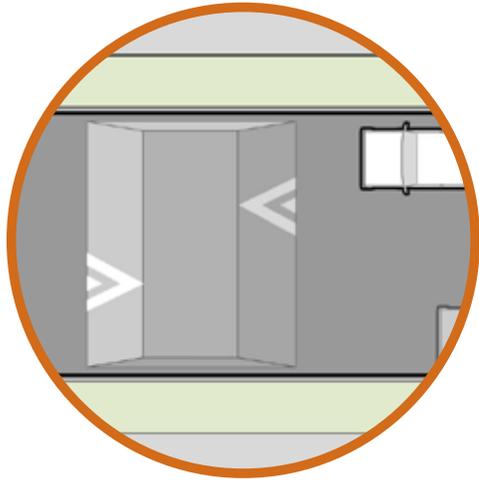


Concrete Improvement



Modular Rubber Raised Crossing

Side by Side: Concrete Interventions vs. Quick Build Alternatives



Speed Hump



Concrete Improvement



Modular Rubber Speed Hump



Two-Way Separated
Bike Lane



Concrete Improvement



Flex Post as Vertical Element
(with striping)

Side by Side: Concrete Interventions vs. Quick Build Alternatives



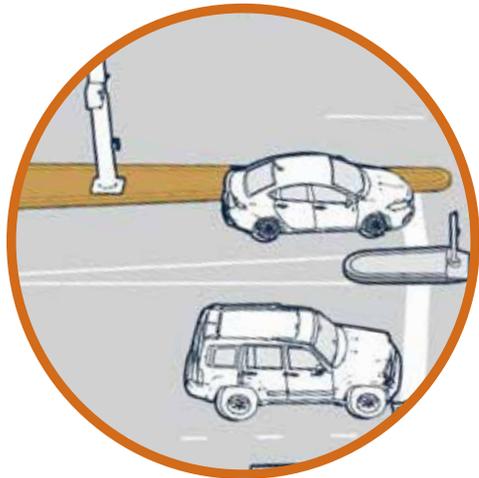
**Median or Pedestrian
Refuge Island**



Concrete Improvement



Paint and Flex Posts



Hardened Centerline



Concrete Improvement



Rubber Centerline and Flex Posts

Funding Opportunities

The recent passing of the Infrastructure Investments and Jobs Act provides a significant increase in funding for active transportation programs through the Transportation Alternatives Program (\$2.5 billion from 2022 to 2026) and increases the opportunities for safe routes to school projects and programs. The new legislation explicitly states that funds from the Surface Transportation Program and Highway Safety Improvement Program can be used for SR2S projects. Previously, SR2S projects were funded through the Transportation Alternatives Program. Additionally, high schools and tribal agencies are explicitly included as eligible recipients for SR2S funding.

Safe Routes to School projects can be funded in a variety of other ways, from the federal to the local level. Table 6 provides an overview of several funding sources that can help fund the SR2S improvements identified in this Plan.

Table 6. Funding Sources

Funding Source	Description/Details	Eligible Uses (Relevant to this SR2S Plan)
Federal/National Funding Programs		
US Department of Transportation: Infrastructure Investments and Jobs Act (2022-2026)	Provides funding for several types of projects, including significant funding for active transportation projects and programs. Increases opportunities for funding SR2S funds through the Transportation Alternatives Program. Eligible SR2S projects and programs include improving roadway safety for all users. The latest federal funding program will provide funds from 2022-2026.	Roadway improvements; transit, bicycle and pedestrian infrastructure; non-infrastructure safety and complete streets plans
US Department of Transportation: RAISE Discretionary Grants (Capital and Planning)	Provides funding for major road, rail, transit, and port infrastructure projects that aim to improve safety, reduce greenhouse gas emissions, and address climate change impacts through active transportation projects. Application deadline is April 14, 2022, for the next round of funds.	Roadway improvements; transit, bicycle, and pedestrian infrastructure; non-infrastructure plans and programs
America Walks: Community Change Grants	Supports the growing network of organizations working to advance walkability. Grants are awarded to innovative, engaging, and inclusive programs and projects that create change and opportunity for walking and movement at the community level. Grant applications open each year; funding for 2024 should be opening in late 2022.	Pedestrian infrastructure (e.g., sidewalks, trails, ADA accessibility, green spaces) and safety education programs

Funding Source	Description/Details	Eligible Uses (Relevant to this SR2S Plan)
Federal/National Funding Programs		
US Department of Housing and Urban Planning: Community Development Block Grants (CDBG)	Provides annual grants to larger cities and urban counties to develop livable communities by providing decent housing, a suitable living environment, and opportunities to expand economic opportunities, principally for low- and moderate-income persons. Grant applications open about every two (2) years. Applications for 2023 funds are expected to be announced in the first quarter of 2022.	Bicycle and pedestrian infrastructure
Federal Highway Administration: Congestion Management & Air Quality (CMAQ) Program	Provides funding for transportation projects or programs that support the Clean Air Act. Grant applications open annually.	Bicycle infrastructure, pedestrian crosswalk infrastructure, traffic calming measures
People for Bikes: Industry Community Grants	Provides \$5,000 - \$10,000 to assist with small scale bike facility projects. People for Bikes funding requires a minimum 50% match. Fall 2021 grants already allocated. Keep an eye out for 2022 grant cycle on the People for Bikes Grants webpage .	Bicycle infrastructure, non-infrastructure programs

Funding Source	Description/Details	Eligible Uses (Relevant to this SR2S Plan)
State Funding Programs		
California Department of Transportation (Caltrans): Active Transportation Program (ATP)	Competitive statewide program created to encourage increased use of active modes of transportation, such as biking and walking. Grant applications open approximately every two (2) years. ATP Cycle 6 applications will open up in March 2022.	Bicycle and pedestrian facilities, traffic calming measures, non-infrastructure education programs
Caltrans: Highway Safety Improvement Program (HSIP)	The purpose of the HSIP program is to achieve a significant reduction in traffic fatalities and serious injuries on all public roads, including non-State-owned public roads. Grant applications open every two (2) years. HSIP Cycle 11 applications will be open in April 2022.	Safety related improvements to roadways and bicycle and pedestrian facilities
Caltrans: Sustainable Transportation Planning Grants	Includes funding for local and regional transportation planning in line with statewide goals as well as addressing statewide, interregional, or regional transportation deficiencies that support sustainable communities' strategies and GHG reduction targets. Grant applications open annually and are expected to open in Fall of 2022 for the 2023/2024 fiscal year.	Multimodal corridor or area-wide studies
California Office of Traffic (OTS) Safety Grants	Provides funding to local and state public agencies for programs that help enforce traffic laws, educate the public in traffic safety, and provide effective means of reducing fatalities and injuries from collisions.	Non-infrastructure programs and policies
California Strategic Growth Council: Transformative Climate Communities	Provides funds for community-led development and infrastructure aimed at improving environmental, health, and economic benefits in disadvantaged communities through the state. Application pre-proposals due April 22, 2022 (Round 4).	Bicycle and pedestrian facilities, multimodal corridors, non-infrastructure programs (must be a part of a larger place-based strategy)
California Strategic Growth Council: Community Assistance for Climate Equity (CACE) Program/ BOOST	BOOST pilot launched into 2021 – ten (10) communities in CA received funding. Provides funding to cities and counties that are under-resourced or vulnerable to climate risks. The next round of funding is anticipated for 2023.	Non-infrastructure programs and planning

Funding Source	Description/Details	Eligible Uses (Relevant to this SR2S Plan)
Regional and Local Funding Programs		
Metropolitan Transportation Commission (MTC): One Bay Area Grants (OBAG)	Uses federal funds to maintain MTC’s commitments to regional transportation priorities. Cities and counties can use funds from the county program to invest in local street and road maintenance, streetscape enhancements, bicycle and pedestrian infrastructure, transportation planning, and Safe Routes to School projects. Applications for OBAG 3 are expected to open in May 2022.	Bicycle and pedestrian facilities, traffic calming measures, non-infrastructure programs
MTC: Regional Active Transportation Fund	Similar to Caltrans ATP grants, MTC provides funding to regional level active transportation improvements.	Bicycle and pedestrian facilities, traffic calming measures, non-infrastructure programs
MTC: Transportation Development Act	Allows each county to establish a quarter-cent sales tax to finance transportation projects. Funding estimates for 2022-23 are anticipated to be released February 2022. Contra Costa Health Services currently uses TDA to fund education and encouragement programming ¹ at schools in Contra Costa County	Pedestrian and bicycle facilities, non-infrastructure education programs
Contra Costa Transportation Authority (CCTA): Measure J	An extension of Measure C, Measure J provides funding for local and countywide transportation projects and programs in Contra Costa County. Measure J is in effect through 2034, at which point a new sales tax measure will need to be voter approved.	Bicycle and pedestrian facilities, traffic calming measures, non-infrastructure programs
511 Contra Costa: Bicycle Funding Program	Through funding provided by Bay Area Air Quality Management District and CCTA, 511 Contra Costa provides bike racks and lockers to encourage bicycle use to schools, public buildings, employment sites and retail centers.	Bicycle racks and lockers

¹ Contra Costa Health Services (CCHS) uses TDA funds to provide helmets and other bicycle and pedestrian safety equipment to youth at community events. Each TDA cycle, CCHS uses TDA funds to implement programming for a different grade level. During the 2020-2021 school year, TDA funds were used to implement programming at Helms Middle School. Future TDA funds may be used to run programming at Elementary or High Schools.

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