

AGENDA ITEM 4

The draft Countywide Bicycle and Pedestrian Plan (CBPP) may be downloaded at www.ccta.net, click on “Bike & Pedestrian” on the main page. The full plan can be viewed/downloaded from the following page.

The May 6, 2009 CCTA Staff report, a list of Acronyms, the CBPP Executive Summary, and Existing and Proposed Countywide Bikeway Network Map is attached for information.

Subject	Release of Draft Countywide Bicycle and Pedestrian Plan
Summary of Issues	Working with the Countywide Bicycle and Pedestrian Advisory Committee, the consultant team of Fehr & Peers and Eisen Letunić has prepared a draft update of the Countywide Bicycle and Pedestrian Plan. The draft document updates the information and policies outlined in the 2003 CBPP and provides additional detail to make it easier for local jurisdictions to use the document for BTA eligibility. We intend to hold meetings with the RTPCs and public to present the draft and ask for comments.
Recommendations	Recommend the release of the Draft 2009 CBPP for review by the RTPCs, local and regional agencies and the general public
Financial Implications	One of the objectives of the CBPP is to help local jurisdictions become eligible for State BTA funding. Two-thirds of the funds in the Measure J Pedestrian, Bicycle and Trail Facilities program are set aside only for projects identified in the CBPP. In addition, staff hopes to use the CBPP to influence policies for selecting bicycle and pedestrian projects and programs for funding through MTC.
Options	None
Attachments	A. Draft Countywide Bicycle and Pedestrian Plan Executive Summary B. Full Draft CBPP available for download at www.ccta.net
Changes from Committee	

Background

Last year, the Authority began updating its *Countywide Bicycle and Pedestrian Plan*, which was first adopted in December 2003. The purpose of the 2003 CBPP was:

...to assess the needs of bicyclists and pedestrians in Contra Costa, and identify a set of countywide improvements and implementation strategies that will encourage more people to walk and bicycle. More specifically, the CBPP is intended to:

- Outline bicycle and pedestrian needs for Contra Costa to help in planning and programming, including in the renewal of Measure C
- Identify a countywide system of bikeways and pedestrian districts and needed projects and programs to encourage bicycling and walking
- Establish criteria for allocating countywide funding and set priorities for bicycle and pedestrian improvements using those criteria
- Provide local agencies that adopt the CBPP with eligibility for various funding programs, including the State Bicycle Transportation Account (BTA)

- Act as a resource and coordinating document for local actions

The update to the 2003 CBPP was driven in large part by the need to address a number of important changes affecting walking and bicycling in Contra Costa that have taken place since adoption of the original CBPP. Among the significant changes are the following:

- Outline an approach for programming Measure J Pedestrian, Bicycle and Trail Facilities program and other bicycle and pedestrian funds
- Addressing MTC's "routine accommodation" policy (adopted June 2006) and other new regional, state and federal policies
- Refining the vision, goals and policies in the original CBPP
- Updating and expanding data on existing conditions, especially collision data and commuting statistics for pedestrians and bicyclists
- Refining the list of recommended projects and programs in the plan and
- Identifying actions for carrying the plan's goals and policies.

The updated CBPP is also meant to help local jurisdictions in two primary ways. First, the consultant team has worked with jurisdiction staff to provide much more detail in the updated plan about local conditions than was included in the 2003 CBPP. This change responds to Caltrans comments on the 2003 CBPP that additional local detail was needed to make the plan more readily useable by jurisdictions applying for BTA funds. Second, the CBPP will provide updated resources that jurisdictions can use to develop or refine guidelines for planning and designing pedestrian-and bicycle-friendly developments. (Measure J GMP requires that each jurisdiction "incorporate policies and standards into its development approval process that support transit, bicycle and pedestrian access in new developments" to comply with the updated GMP.¹)

The Technical Coordinating Committee reviewed the draft update to the CBPP at its April meeting and had several questions but did not suggest changes to the document. Individual members may have technical corrections before Authority release.

We are asking that the Planning Committee review the draft document, suggest changes and clarifications, and recommend that the Authority release the draft CBPP for review by the public, the RTPCs and other agencies.

1 Contra Costa Transportation Authority, *Measure J: Contra Costa's Transportation Sales Tax Expenditure Plan*, July 21, 2004, p. 24

Executive Summary

WALKING AND BICYCLING are increasingly recognized as important components of the transportation system. They can reduce traffic, air pollution and energy consumption, and also improve the health and quality of life of residents and communities. In recognition of these benefits and to provide support for these transportation modes, the Contra Costa Transportation Authority adopted the first *Contra Costa Countywide Bicycle and Pedestrian Plan* (CBPP) in 2003. The plan assessed the needs of bicyclists and pedestrians in the county and identified a set of countywide improvements that would encourage more people to walk and bicycle.

PURPOSES OF THE UPDATED CBPP

The 2009 update to the Authority's CBPP was driven in large part by the need to address a number of important changes affecting walking and bicycling in Contra Costa that have taken place since adoption of the original CBPP. Among the significant changes are the following:

- In 2004, Contra Costa voters passed Measure J, which extends the county's half-cent sales tax for transportation improvements, including bicycle and pedestrian facilities, and continues the countywide Growth Management Program.
- Other new funding sources for pedestrian and bicycle improvements were created and some existing funding sources were modified.
- The Metropolitan Transportation Commission (MTC), the regional transportation planning agency for the Bay Area, adopted a "routine accommodation" policy generally requiring that new transportation projects consider the needs of bicyclists and pedestrians.
- Public support for non-motorized transportation has continued to increase since the adoption of the 2003 CBPP. People increasingly view walking and bicycling as potential solutions to traffic congestion, sprawl, global warming, physical inactivity and other concerns.

In addition to addressing these changes, the CBPP was updated with a number of other important objectives in mind. Key objectives include:

- Refine the vision, goals and policies in the original CBPP.
- Update the existing conditions, especially the collision data and commuting statistics for pedestrians and bicyclists.
- Update the priorities for pedestrian improvements and the countywide bicycle network.
- Provide planning, design and implementation tools and other resources to local jurisdictions regarding pedestrian and bicycle facilities, access to transit, and safety, promotion and education programs.
- Update the implementation tasks and establish evaluation criteria for prioritizing recommended improvements for available funds.
- Incorporate guidelines for pedestrian-and bicycle-friendly developments.
- Assist local jurisdictions in complying with requirements of the state's Bicycle Transportation Account (BTA). The BTA is a statewide funding program for bicycle facilities administered by Caltrans. To be eligible for BTA funds, cities and counties must have adopted bicycle plans that include certain required components.

CONTENTS OF THE UPDATED CBPP

The 2009 CBBP contains the following chapters and appendices:

Chapter 1: Introduction

This chapter describes the original CBPP briefly, the changes that prompted an update, the purposes of the updated CBPP, the update process (including public involvement), the contents of the CBPP and,

lastly, how those contents meet Caltrans requirements for bicycle plans.



Chapter 2: Existing conditions

Chapter 2 discusses three important factors that shape the walking and bicycling environment in Contra Costa. The first is the physical landscape, including climate, topography and development patterns. The county's mild and generally dry climate is conducive to walking and bicycling. Its diverse natural landscape both accommodates and presents obstacles to walking and, especially, bicycling: on one hand, the county enjoys many trail segments along the coast and inland, both on flatlands and through the area's many hills; on the other, natural features such as the East Bay hills, northern Diablo Range, San Pablo and Suisun bays and Sacramento-San Joaquin River Delta make inter-county travel challenging. The county exhibits a broad range of development patterns, from a few older, compact, pede-

plans, programs, policies and other planning efforts that will affect and be affected by implementation of the CBPP. These planning efforts include:

Local and County Plans

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- Contra Costa Countywide Comprehensive Transportation Plan
- Measure J

Regional Plans

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- East Bay Regional Park District
- San Francisco Bay Trail
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Other Plans

- ADA Accessibility Guidelines
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strian-oriented districts to large swaths of low-density suburban sprawl.

The second factor is commute statistics. According to various sources, walking accounts for 1.5–1.8 percent of work trips or of commuters while bicycling represents 0.3–0.6 percent. This compares to approximately 70 percent for drive-alone, 12–16 percent for carpooling and 9–13 percent for transit. The CBPP estimates on an order-of-magnitude basis the current daily number of all bicyclists in Contra Costa—commuters and others—as 24,600 and the future number, assuming completion of the countywide bicycle network and supporting facilities, as 68,600.

The third factor is collisions involving cars and pedestrians or bicyclists, based on data from the California Highway Patrol’s Statewide Integrated Traffic Records System (SWITRS). In the five years from 2002 to 2006—the latest for which SWITRS data is available—59 pedestrian fatalities, 1,308 pedestrian injuries, 19 bicycle fatalities and 1,120 bicycle injuries were reported for Contra Costa. Pedestrians and bicyclists represent a disproportional number of the transportation-related fatalities in the county. In 2002–2006, pedestrians and bicyclists made up almost 16 percent and 5 percent respectively of the traffic fatalities even though walking and bicycling combined account for less than 2.5 percent of work trips or commuters.

Chapter 3: Relationship to other plans

The CBPP will build on, and need to coordinate with, a number of related planning efforts occurring not only at the countywide level but also at the city, regional, state and federal levels. Chapter 3 provides an overview of the policy framework surrounding non-motorized transportation in Contra Costa by summarizing the key

Chapter 4: Goals and policies

This chapter refines the vision, goals and policies that were established in the original CBPP, particularly to stress the Authority’s special role within the county as a transportation planning, funding and coordinating agency. The five goals, each of which is supported by several more detailed policies, are:

1. Expand, improve and maintain facilities for walking and bicycling;
2. Improve safety for pedestrians and bicyclists;
3. Encourage more people to bicycle and walk;
4. Support local efforts to improve conditions for walking and bicycling; and
5. Consider and plan for the needs of pedestrians and bicyclists.

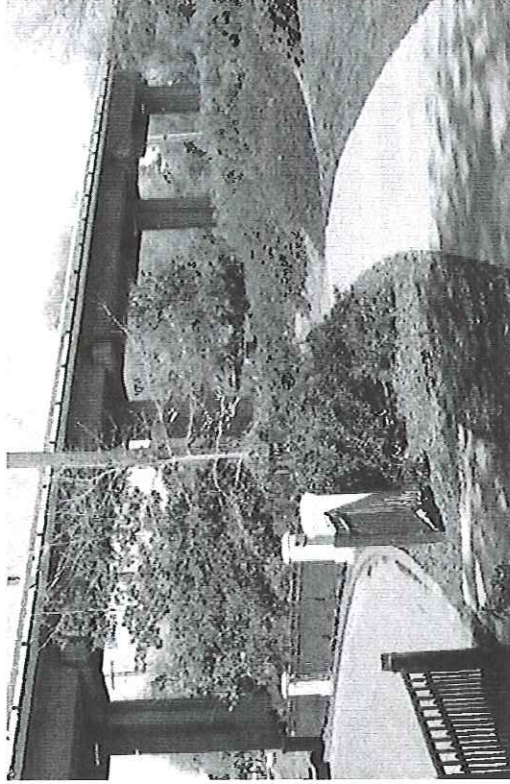
Chapter 5: Pedestrian facilities

The heart of this chapter is a discussion of general locations to which the Authority will give priority under its funding sources for capital pedestrian projects. Pedestrians have a much more limited access and mobility range than other transportation users. Unlike bicyclists and drivers, who use streets and trails to travel between cities throughout the county, pedestrians do not typically travel long distances. Walking does not rely on a countywide network of facilities but instead is clustered in small, local, accessible nodes and short, direct access routes. Pedestrians, however, are able to expand their access range greatly by walking to transit. There are three types of "pedestrian-priority" locations that follow from this definition of walking:

- Downtowns and other "pedestrian-oriented districts" (areas where walking receives relatively high priority and importance, either by practice or policy);
- Access routes to transit stations and stops; and
- Access routes to other activity centers such as significant employment, shopping and commercial centers, schools, public venues, parks and trails.

Chapter 5 also includes an overview of pedestrian facilities in Contra Costa; important considerations in the planning of pedestrian facilities;

ties; the main types of facilities that local jurisdictions can implement (including sidewalks, curb ramps, intersection improvements, traffic calming measures, direct connections and streetscape improvements); and online tools and resources for local agencies on the planning and design of pedestrian facilities.



Chapter 6: Bicycle facilities

Most importantly, chapter 6 describes and contains maps of the "countywide bikeway network" (CBN) of existing and proposed facilities, both on- and off-street, that connect residential neighborhoods throughout the county with employment and shopping centers, schools, parks, transit hubs, downtowns and other key activity centers. The CBN can be thought of in terms of the following "building blocks:"

trians and bicyclists for accessing transit: safe routes to stops and stations; pedestrian- and bicycle-oriented amenities at stops and stations; and accessible transit vehicles. It also contains a discussion of encouragement programs and projects (including bicycle parking, showers and changing rooms, and promotions) and of safety, education and enforcement programs and projects (including safe routes to schools, education and law enforcement). The chapter includes a number of online resources on support programs for walking and bicycling.

Chapter 8: Other tools for local agencies

This chapter provides online tools, resources, references and other information for local agencies (and also for the Authority) on four additional issues identified as important for the update of the CBPP:

- Measure J requires that local jurisdictions comply with the Measure J Growth Management Plan (GMP) to receive funds under certain funding programs. Among the requirements of the GMP is that each jurisdiction “incorporate policies and standards into its development approval process that support transit, bicycle and pedestrian access in new developments.” Chapter 8 aims to help the County and cities comply with this requirement by providing resources on the planning and design of pedestrian- and bicycle-friendly developments.
- The roles and responsibilities of local agencies and the Authority under MTC’s routine accommodation policy, especially with regard to the routine accommodation checklist.
- How local agencies can use the CBPP to become eligible for funds from the state’s Bicycle Transportation Account (BTA).
- Guidance on the application of the Americans with Disabilities Act (ADA) to public rights-of-way.

- The Bay Trail;
- San Pablo Avenue corridor;
- West County–Central County connections;
- Central County–Alameda County connection;
- Central County–San Ramon Valley corridor;
- Central County connections;
- Central–East County corridors; and
- Regional trails.

Chapter 6 also describes bicycle connections between Contra Costa and neighboring counties and includes a table of unbuilt segments of the CBN. The chapter also discusses key considerations in planning for bicyclists, the main types of bicycle projects that local jurisdictions can implement (including bike paths, bike lanes, bike routes, multi-use trails, traffic calming measures, bicycle boulevards, direct connections, signage, bicycle-activated loop detectors and maintenance); and online tools and resources for local agencies on the planning and design of bicycle facilities.

Chapter 7: Support programs

While critical, facilities are only part of the walking and bicycling experience. Another important aspect are the various support programs and projects that increase the number of people who walk and bicycle and allow them to derive the greatest utility and pleasure from the facilities that have been built. Chapter 7 discusses the main types of support programs for non-motorized transportation that local jurisdictions in Contra Costa could support or implement themselves: access to transit, encouragement, safety, education and enforcement.

The chapter includes a discussion of the eight transit operators that serve Contra Costa and discusses the three primary needs of pede-

Chapter 9: Implementation

While the CBPP is a document of the Authority, it can only be implemented with the collaboration of local jurisdictions and certain special agencies and district in Contra Costa. It is these agencies that have the land use responsibilities that enable the planning, design and construction of pedestrian and bicycle improvements. Chapter 9 updates the lists of implementation tasks to be undertaken by the Authority and of those suggested for local jurisdictions and other agencies. It also describes the main funding programs under Measure J that local jurisdictions can use to fund their non-motorized transportation projects and programs, and also funding sources outside of Measure J.



The Authority's main role with respect to implementation of the CBPP is to provide funding to local jurisdictions and special districts (such as the EBRPD) to plan, design and construct pedestrian and bicycle improvements. Perhaps most importantly for this reason,

chapter 9 proposes evaluation criteria for prioritizing projects for funds available through the Authority, including under Measure J. The proposed criteria and priority types of projects are:

- **Safety:** Projects designed to address a documented or commonly recognized safety deficiency, especially conflicts with motor vehicles.
- **Feasibility:** Low-cost, low-complexity projects, especially for which planning and preliminary design work have been done.
- **User groups:** Projects that attract and meet the needs of a broad array of distinct user groups, including school children, students, seniors, the disabled, families, commuters and recreationalists.
- **Countywide significance:** Projects in a pedestrian priority area or on the countywide bicycle network.
- **Public support:** Projects for which there is evidence of public support or that have been identified as priorities by the public; for bicycle projects, this criterion would be limited to the priority bikeways.
- **Destinations served:** Projects near existing and planned activity centers such as commercial and employment centers, parks, schools and transit centers.
- **Other latent demand criteria:** Projects in areas with attributes (other than destinations served) that influence the decision to walk or bicycle; these include population and employment density, mix of land uses and percentage of zero-vehicle households.
- **Connectivity:** Projects that would close a gap or remove a barrier to access.
- **Integration:** Projects that appear in a local plan or integrate with other local efforts being undertaken.
- **Matching funds:** Projects that have partial funding, secured or promised, from other sources.

Appendices

The updated CBPP includes three appendices:

- **Appendix A:** Explains the methodologies used to estimate the following information that appears in chapter 2, "Existing Conditions:" current and projected daily bicycle ridership in Contra Costa and in each of the local jurisdictions; current and projected daily bicycle trips countywide; and current and projected motor-vehicle trips and miles reduced as a result of bicycle trips countywide.
- **Appendix B:** Contains information gathered from the local jurisdictions in Contra Costa in response to the following three pedestrian-oriented questions: (i) Does the jurisdiction have a pedestrian-oriented plan or policies adopted as part of its general plan that support walking?; (ii) Has the jurisdiction identified locations where it especially wants to encourage walking and improve the safety and comfort of pedestrians?; and, (iii) Has the jurisdiction incorporated concerns for pedestrians (and bicyclists) into its review and approval process for development projects?
- **Appendix C:** Contains data gathered from the local jurisdictions in Contra Costa on the 11 bicycle-related informational topics required by Caltrans to be included in bicycle plans for purposes of BTA eligibility. The information has been organized into four tables, covering the jurisdictions under each of the four Regional Transportation Planning Committees in Contra Costa: (i) West County jurisdictions (El Cerrito, Hercules, Pinole, Richmond and San Pablo); (ii) Central County jurisdictions (Clayton, Concord, Martinez, Pleasant Hill and Walnut Creek); (iii) East County jurisdictions (Antioch, Brentwood, Oakley and Pittsburg) and also the unincorporated areas; and (iv) Southwest County jurisdictions (Danville, Lafayette, Moraga, Orinda and San Ramon).

List of Acronyms

Below is a list of acronyms used frequently in the Countywide Bicycle and Pedestrian Plan:

ADA	American with Disabilities Act
BTA	Bicycle Transportation Account
CBN	Countywide Bicycle Network
CBPAC	(Contra Costa) Countywide Bicycle and Pedestrian Advisory Committee
CBPP	(Contra Costa) Countywide Bicycle and Pedestrian Plan
CCTA	Contra Costa Transportation Authority
CMA	Congestion Management Agency
CTP	Countywide (Comprehensive) Transportation Plan
EBMUD	East Bay Municipal Utility District
EBRPD	East Bay Regional Park District

FHWA	Federal Highway Administration
GMP	Growth Management Program
MTC	Metropolitan Transportation Commission
RTPC	Regional Transportation Planning Committee
SRTS	Safe Routes to School
SR2T	Safe Routes to Transit

Executive Summary

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- Other new funding sources for pedestrian and bicycle improvements were created and existing funding sources, both from Measure C and regionally, were modified.
- The Metropolitan Transportation Commission (MTC), the regional transportation planning agency for the Bay Area, adopted a "routine accommodation" policy requiring that new transportation projects receiving State and federal funding consider the needs of bicyclists and pedestrians.
- Public support for non-motorized transportation has continued to increase since the adoption of the 2003 CBPP. People increasingly view walking and bicycling as potential solutions to traffic congestion, sprawl, global warming, physical inactivity and other concerns.

In addition to addressing these changes, the CBPP was updated with a number of other important objectives in mind, including:

- Refine the vision, goals and policies in the original CBPP.
- Update the existing conditions, especially the collision data and commuting statistics for pedestrians and bicyclists.
- Update priorities for pedestrian improvements and the county-wide bicycle network.
- Provide planning, design and implementation tools to local jurisdictions regarding pedestrian and bicycle facilities, access to transit, and safety, promotion and education programs.
- Update the implementation tasks and establish evaluation criteria for prioritizing recommended improvements for available funds.
- Provide resources to help local jurisdictions meet the new Measure J requirements that the needs for pedestrians and bicyclists be considered in the review of new developments.
- Assist local jurisdictions in complying with requirements of the state's Bicycle Transportation Account (BTA). The BTA is a state-wide funding program for bicycle facilities administered by Caltrans. To be eligible for BTA funds, cities and counties must have adopted bicycle plans that include certain required components.

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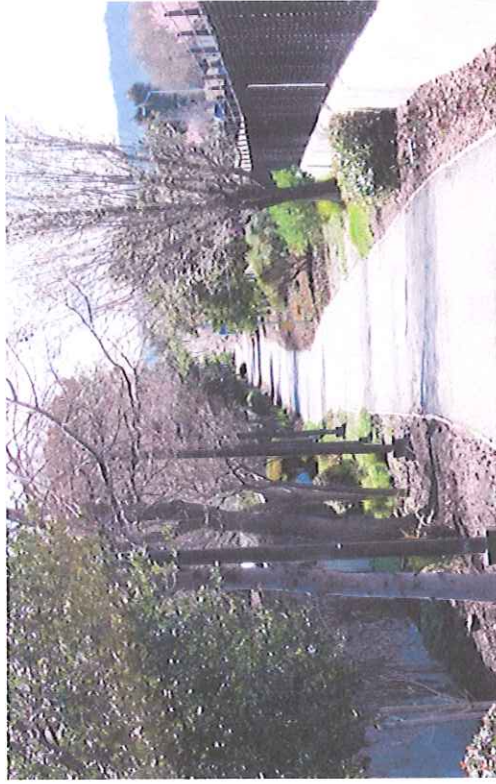
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chapter 9 proposes evaluation criteria for prioritizing projects for funds available through the Authority, including under Measure J. The proposed criteria and priority types of projects are:

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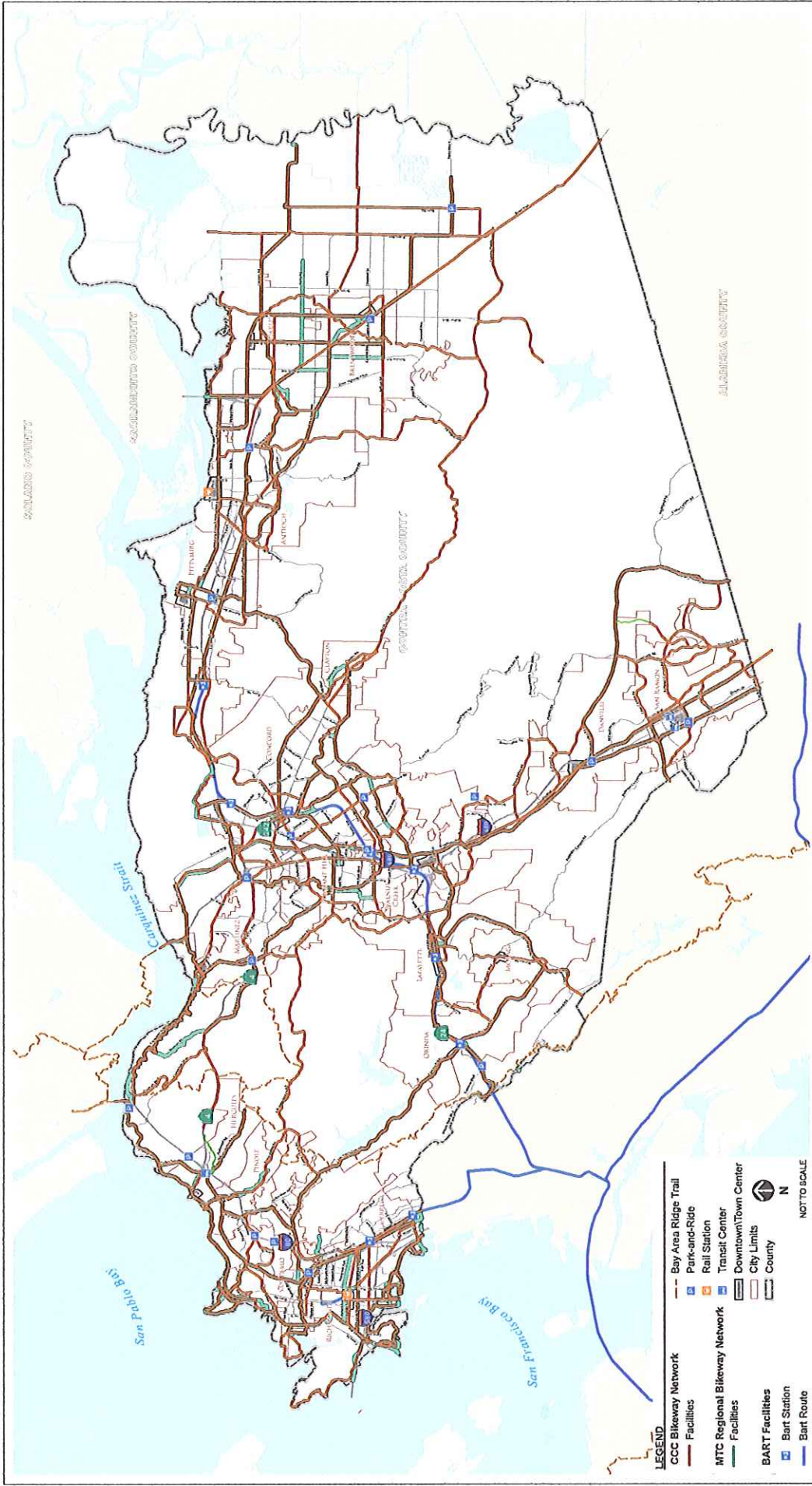
Appendices

The updated CBPP includes three appendices:

- **Appendix A:** Explains the methodologies used to estimate the following information that appears in chapter 2, “Existing Conditions:” current and projected daily bicycle ridership in Contra Costa and in each of the local jurisdictions; current and projected daily bicycle trips countywide; and current and projected motor-vehicle trips and miles reduced as a result of bicycle trips countywide.
- **Appendix B:** Contains information gathered from the local jurisdictions in Contra Costa in response to the following three pedestrian-oriented questions: (i) Does the jurisdiction have a pedestrian-oriented plan or policies adopted as part of its general plan that support walking?; (ii) Has the jurisdiction identified locations where it especially wants to encourage walking and improve the safety and comfort of pedestrians?; and, (iii) Has the jurisdiction incorporated concerns for pedestrians (and bicyclists) into its review and approval process for development projects?
- **Appendix C:** Contains data gathered from the local jurisdictions in Contra Costa on the 11 bicycle-related informational topics required by Caltrans to be included in bicycle plans for purposes of BTA eligibility. The information has been organized into four tables, covering the jurisdictions under each of the four Regional Transportation Planning Committees in Contra Costa: (i) West County jurisdictions (El Cerrito, Hercules, Pinole, Richmond and San Pablo); (ii) Central County jurisdictions (Clayton, Concord, Martinez, Pleasant Hill and Walnut Creek); (iii) East County jurisdictions (Antioch, Brentwood, Oakley and Pittsburg) and also the unincorporated areas; and (iv) Southwest County jurisdictions (Danville, Lafayette, Moraga, Orinda and San Ramon).

The final CBPP will include a listing of bicycle and pedestrian projects, and projects that include significant bicycle or pedestrian components, that local jurisdictions and agencies are pursuing. This list will be drawn from the Authority’s Comprehensive Transportation Project List which is being updated over the summer of 2009.

DRAFT



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EXISTING AND PROPOSED COUNTYWIDE BIKEWAY NETWORK
FIGURE