

COUNTY OF SAN MATEO BICYCLE AND PEDESTRIAN ADVISORY COMMITTEE

Department Liaison:
San Mateo County Office of
Sustainability
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August 17, 2023

County of San Mateo Board of Supervisors
Hall of Justice
400 County Center
Redwood City, CA 94063

RE: Safe Shared Streets Pilot Program

Dear Supervisor Mueller:

The San Mateo County Bicycle and Pedestrian Advisory Committee (BPAC) recommends that the County support and fund a **Safe Shared Streets Pilot Program**.

As your BPAC, our charge is to advise you on matters related to cyclists and pedestrians using the streets and pathways of unincorporated San Mateo County. We are guided by the Unincorporated SMC Active Transportation Plan, the C/CAG SMC Comprehensive Bicycle and Pedestrian Plan, the C/CAG SMC Countywide Transportation Plan, the San Mateo County Safe Routes to School Program, the SMC Community Climate Action Plan, relevant sections of the SMC General Plan, and the SMC Trails Master Plan.

The goal of the Unincorporated SMC Active Transportation Plan is to improve walking and bicycling conditions and encourage more people to use active transportation. In order for people to make the choice to leave the car at home and ride a bicycle, or to let their children ride on our streets, they need to feel that it is safe to do so. Unfortunately, the July 10, 2023 San Mateo County Civil Grand Jury found:

- “The number of bicyclists in San Mateo County has not increased since 2002”
- “Without greater focus on bike safety, the number of riders will remain low, because people will avoid bicycling when they don’t feel safe”

This Grand Jury emphasized “San Mateo County, and its cities and towns have a responsibility to make it safe for drivers and pedestrians, as well as bicyclists”

Surveyed riders and potential riders report that near misses are what keep them from riding more, or riding at all.

Having a good source of data is the best way for us to determine where the problem areas are and where the risk can be reduced. Unfortunately, the standard method for collecting data on conflicts between motor vehicles and bicyclists for most jurisdictions in California is through the Statewide Integrated Traffic Records System (SWTRS) which only reports actual collisions where there has been a fatality, injury, or property damage. Additionally, as many as 70% of incidents resulting in cyclists

COMMITTEE MEMBERS:

Elaine Salinger, *Chair* Cristina Aquino (Alternate)
John Langbein, *Vice Chair* Annie Tsai (Alternate)
Fred Zyda
Susan Doherty

An Advisory Committee to the San Mateo County Board of Supervisors



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requiring medical care in Emergency Rooms are not even reported to law enforcement based on the Centers for Disease Control and Prevention (CDC) and National Highway Traffic Safety Administration (NHTSA) data.

During previous meetings the BPAC has firmly established that some of the SWITRS data is often inaccurate and incomplete.

We believe the best solution for generating accurate and complete data about the risks of riding a bicycle on public streets is the Safe Shared Streets Pilot Program.

As an example, CyclistVideoEvidence.com has developed an Incident Management System that allows cyclists to self-report near miss incidents giving them the tools to objectively document, map and analyze the actual threats and risks they experience riding on roads. This near-miss incident data can be used by cities and counties to identify areas of risk such as unsafe roads or repeating patterns of behavior that can be addressed.

This Pilot Program could involve training a small number of active cyclists in the use of bike mounted camera technology to report near miss incidents to Law Enforcement and a system such as the CyclistVideoEvidence.com Incident Management System. This program would provide the County with the most highly motivated, experienced, and free work force possible: cyclists interested in their own safe active transportation. The costs to the County in funding and **staff time would be minimal.**

Once the pilot has been completed there may be the opportunity to expand this program to give the County a competitive advantage in future grants for safety and infrastructure funding.

The BPAC recommends that the County support and fund this Pilot Program.

Sincerely,

Elaine Salinger, Chair
San Mateo County Bicycle and Pedestrian Advisory Committee

Attachments:

Potential Proposal from Cyclist Video Evidence for a Safe, Shared, Streets Pilot Program

CVE Slide Presentation

The 2021 Unincorporated San Mateo County Active Transportation Plan Executive Summary

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Elaine Salinger
Chair
San Mateo County Bicycle and Pedestrian Advisory Committee

Ms. Salinger,

This document provides the requested detailed proposal for the Cyclist Video Evidence Safe, Shared, Streets Pilot Program.

Overview

The top reasons cyclists stop cycling, and potential cyclists don't ride, are near misses and perceived risk. Our mission is to create safe, shared, streets by preventing near misses, collisions, injuries and fatalities.

This four-month pilot program has three innovative value propositions:

- 1) Empower cyclists with agency in their own safe active transportation by objectively documenting all of their near miss incidents in CVE's free Incident Management System and by submitting their near miss incident reports to law enforcement.
- 2) Create an innovative community partnership between cyclists and law enforcement that provides a critical opportunity for law enforcement to change dangerous drivers' behavior, via education or citation, based on the violation, before collisions occur.
- 3) Generate accurate, objective, authenticated, high resolution, and first hand near miss incident data, documenting the actual threats and risks that are limiting San Mateo County's potential cycling population. This creates the opportunity for an innovative community partnership with San Mateo County Public Works to leverage high resolution near miss incident data to help the county identify dangerous areas and secure road safety improvement funding.

Each of these three innovative value propositions are highly valuable on their own.

Participating cyclists are empowered by riding with a camera and submitting all of their near miss incident reports along [CVE's Near Miss Spectrum](#). In the first month they go through immersive technical training on camera/video technology, including operation, resolutions, strengths/weaknesses, mounting and maintenance. They also receive immersive training on near miss spectrum awareness, including the vehicle code, law enforcement processes, calibration or recalibration of cyclists' awareness of near miss incidents, near miss incident reporting to CVE's Incident Management System (IMS), incident updating, analysis, mapping, and searching for repeat offenders. Lastly, they receive immersive training on submitting near miss incident reports to law enforcement, ensuring they are accepted, and guiding them through the legal system.

Also In the first month CVE, the SMC Unincorporated BPAC Chair and the BPAC Liaison work with local law enforcement to secure their program participation. The goal is to create an innovative community partnership between cyclists and law enforcement that provides a critical opportunity for law enforcement to change dangerous drivers' behavior, via education or citation, based on the violation, before collisions occur. This can be the most effective cyclist centered and proactive collision prevention system.

In the first month CVE, the SMC Unincorporated BPAC Chair and the BPAC Liaison will work with Public Works to secure their program participation. Participating cyclists' near miss incident reports generate accurate, objective, authenticated, high resolution, and first hand near miss incident data, documenting the actual threats and risks that are limiting San Mateo County's potential cycling population. This creates the opportunity for an innovative community partnership with San Mateo County Public Works to leverage high resolution near miss incident data to help the county identify dangerous areas and secure road safety improvement funding.

During months two and three, participating cyclists always ride with their camera and submit and manage all of their near miss incident reports along the Near Miss Spectrum to CVE's free Incident Management System. They also submit three-foot violations and criminal near miss violations to law enforcement. CVE will serve as the cyclists' advocate when working with law enforcement and District Attorneys, help shepherd cases to, and through, the legal system, help cyclists document case progression and status updates, help cyclists analyze, map and report on their near miss incidents, and provide technical support for every cyclist.

In month four, CVE will analyze and report on cyclists' post program attitudes and change in confidence regarding riding on the roads. Program participants will complete a post program experience survey and CVE will produce a post program analysis and summary report that includes: mapping of cyclists' near miss incident reports, broken down by type, cyclists' initial baseline reported confidence cycling in San Mateo County and post program confidence cycling in San Mateo County, cyclists' initial baseline reported sense of agency in their own active transportation and post program sense of agency in their own active transportation, cyclists' initial baseline reported confidence in the legal system enforcing existing laws for cycling safety and post program confidence in the legal system, cyclists' confidence using video technology to document their near miss incident reports, cyclists' confidence reporting, analyzing and shepherding their near miss incident reports through the legal system, and cyclists' confidence that reporting and documenting near misses can prevent collisions.

Background

Effectively mitigating cycling safety threats requires the best possible understanding of cyclists' experienced and perceived threat environment, such as [this Alameda County middle schooler](#) who was assaulted by reckless drivers twice, on 8/10/22, while riding home from school. CVE provided this student with his camera and his recording is irrefutable and invaluable evidence of the threats he experienced riding home from school.

This pilot program seeks to prevent near misses, collisions, injuries and fatalities by educating cyclists to ride with a camera and submit near miss incident reports with video evidence, just like this middle schooler. This empowers cyclists with agency in their own safe active transportation.

The recently reintroduced congressional E-Bike Act might thrust many more cyclists onto SMC roads. This pilot program could help to proactively identify and mitigate cyclists' threat environment before the expected surge in e-bikers.

During San Mateo County Public Works' (SMCPW) 10/20/22 BPAC presentation requesting feedback on the Local Road Safety Plan (LRSP), the presenter stated there are "No good data sources for near misses." During CVE's and SMCPW's presentations during the 12/15/22 BPAC meeting, SMCPW said they see the value in using near miss data for grant applications based on a grant evaluator sharing that Palo Alto, a community with similar demographics, used innovative data to win their grant application. During the same meeting, Elaine Salinger asked Greg Currey, Caltrans District 4 Pedestrian and Bicycle Branch Chief, who also presented at the meeting, if he would want near miss data. He said he absolutely would, but there were no sources. Elaine also asked the consultant who presented at the meeting, and she said she absolutely would want near miss data.

CVE is the sole source for accurate, objective, authenticated, high resolution, and first hand, cyclist generated near miss incident reports and near miss data. CVE is also the sole source for identifying repeat near miss offenders, and creating innovative partnership opportunities between cyclists, law enforcement for enforcing existing laws for cycling safety, and Public Works departments to create safe, shared, streets.

Currently, San Mateo County's official accounting of cyclists' actual threat environment is based on SWITRS collision data. CVE analyzed SMC Local Road Safety Plan which is based on SWITRS data in their presentation to the BPAC on 12/15/22. Our analysis showed the LRSP dataset was so small they included six years to identify 89 collisions, for both pedestrians and cyclists. This is in no way an accurate accounting of cyclists' experienced and perceived threat environment.

First, collisions are horribly underreported. Last summer, CVE facilitated meetings with the CDC and NHTSA that determined over 70% of cyclists involved in motor-vehicle collisions that land cyclists in the emergency room, do not report to law enforcement. This means their collisions are never included in the SWITRS data.

Additionally, orders of magnitude more cyclists involved in motor-vehicle collisions are treated as out patients, by their doctor, or not at all. These collisions are also never included in the SWITRS data.

Second, collisions represent the catastrophic failure of all cycling safety measures put in place at the time of impact. That makes collisions the worst possible lagging indicator of cycling safety.

Third, and most importantly, collisions are the wrong measure because they are not the top reasons cyclists stop cycling and potential cyclists justifiably refuse to take up cycling. The top reasons are near misses and perceived risk. Near misses are yet again orders of magnitude more frequent than all collisions, reported and unreported, combined.

San Mateo County is in a vicious cycle that is suppressing the potential cycling population. Experienced cyclists learn to put on blinders to not think about their actual threat environment. Putting on blinders lowers experienced riders' threat sensitivity which potentially increases their risk profile.

Cyclists' threat sensitivity is also lowered because they do not believe law enforcement will do anything if they were to report their near miss incidents. This is one reason so many cyclists in the emergency room do not report their collisions to law enforcement.

Yet, experienced riders are compelled to ride for a variety of reasons, including mental and physical wellbeing. They ignore the risks and threats to their lives.

Cyclists who must ride for transportation are also compelled to ignore the risks and threats to their lives.

On the other hand, those with transportation options justifiably conclude that it's not worth the risk to ride.

Yet, when Alameda County closed streets to motor vehicles during the Covid pandemic, cyclists flocked to the streets because they felt safe. These cyclists represent a large percentage of the suppressed potential cycling population.

Riding with a camera, and having a belief that law enforcement will enforce existing laws for cycling safety, will give cyclists agency in their own safe active transportation.

Riding with a camera will also recalibrate cyclists' awareness of near miss incidents. Since the vast majority of near miss incidents come from behind the cyclist, they are not aware of the incident until it is in progress. When they become aware, they are often in a state of shock, with all of their focus directed to maintaining balance and evasive maneuvers. Under the stress of a near miss from a several thousand-pound vehicle, travelling at speed, appearing without warning from behind, threatening cyclists' life and limb, it's impossible for cyclists to mentally record a license plate or other contextual incident information.

Much like officers wearing body cameras, cyclists' video evidence provides objective documentation of the entire context leading up to, and during, the near miss incident. The wealth of important information includes color, make, model, and year of the vehicle, the traffic and weather conditions, a possible, although not required, image of the driver, and evidence whether the driver intentionally swerved toward the cyclist.

Cyclists are the only ones that are always there when near miss incidents occur, the only ones who can capture objective video evidence, and the only ones who can provide a first-hand account about their experienced and perceived risk. Just like body cams, cyclists' video evidence helps cyclists accurately recall and comprehend their experienced and perceived threats and risks. Cyclists are also the only ones who can state the impact near misses have on their concluding it's not safe to ride on the roads.

During this pilot program, cyclists will receive training to understand the value of reporting near misses across [the near miss spectrum](#) to CVE's free Incident Management System, and specifically reporting the most egregious near misses to law enforcement: assault and reckless driving.

These near miss incident reports will create the opportunity for an innovative community partnership between cyclists and law enforcement where law enforcement can change dangerous drivers' behavior, via education or citation, based on the violation, before collisions occur. This can be the most effective, cyclist centered, and proactive collision prevention system. Creating safe, shared streets for cyclists, also creates them for all vulnerable road users. This is more urgent and critical than ever as recently documented in [The Atlantic](#):

The forthcoming electric Chevrolet Silverado EV, for example, will weigh about 8,000 pounds, 3,000 more than the current gas-powered version.

This shift toward ever-larger trucks and SUVs has endangered everyone not inside of one, especially those unprotected by tons of metal. A recent study linked the growing popularity of SUVs in the United States to the surging number of pedestrian deaths, which reached a 40-year high in 2021. A particular problem is that the height of these vehicles expands their blind spots. In a segment this summer, a Washington, D.C., television news channel sat nine children in a line in front of an SUV; the driver could see none of them, because **nothing within 16 feet of the front of the vehicle was visible to her.**

Cyclists' near miss data can also be invaluable for the county, traffic planners and Public Works to accurately understand cyclists' actual and perceived threat environments. Other county agencies concerned with health and well-being might also be interested in this data.

Our pilot program will empower cyclists with technical and legal agency in their own safe active transportation.

Program participants will prove the value of cyclists riding with a camera and submitting their near miss incident reports with objective video evidence.

Program participants will also become cycling community influencers, creating a network effect that empowers other cyclists with agency in their own safe active transportation.

CVE Safe, Shared, Streets Pilot Program

Duration

4 months

Action Plan

Month 1

In the first month we will identify and select 10 active cyclists, who regularly experience near misses, to participate in the 3-month program.

- Work with the BPAC, Public Works, and the county to identify program participant focus areas such as high priority active transportation populations including Equity Priority Communities
- Create the online program participant application process
- Work with the county's communication channels to solicit and identify program participants
- Program participant intake, review and selection
- Program participants will complete an initial baseline cycling experience survey
- Schedule and deliver program participants' training on camera/video technology including operation, resolutions, strengths/weaknesses, mounting and maintenance
- Schedule and deliver program participants' training on near miss spectrum awareness, including the vehicle code, law enforcement processes, calibration or recalibration of cyclists' awareness of near miss incidents, near miss incident reporting to CVE's Incident Management System (IMS), incident updating, analysis, mapping and searching for repeat offenders.
- Participants will also receive training on submitting near miss incident reports to law enforcement, ensuring they are accepted, and guiding them through the legal system.
- CVE, the SMC Unincorporated BPAC Chair and the BPAC Liaison will work with local law enforcement to secure their program participation. The goal is to create an innovative community partnership between cyclists and law enforcement that provides a critical opportunity for law enforcement to change dangerous drivers' behavior, via education or citation, based on the violation, before collisions occur. This can be the most effective cyclist centered and proactive collision prevention system.

Months 2 – 3

Cyclists ride with a camera and submit all of their near miss incident reports

- Cyclists will always ride with a camera and submit incident reports for all near misses they encounter to the CVE Incident Management System.
- Cyclists will submit all three-foot and criminal near miss incident reports to law enforcement.
- CVE will serve as the cyclists' advocate when working with law enforcement and District Attorneys.
- CVE will help shepherd cases to, and through, the legal system.
- CVE will help cyclists document case progression and status updates.
- CVE will help cyclists analyze, map and report on their near miss incidents.
- CVE will provide technical support for every cyclist.

Month 4

Post program cyclists' attitudes and confidence change analysis and reporting.

- Program participants will complete a post program experience survey
- CVE will produce a post program analysis and summary report that includes:
 - Mapping of cyclists' near miss incident reports, broken down by type
 - Cyclists' initial baseline reported confidence cycling in San Mateo County and post program confidence cycling in San Mateo County
 - Cyclists' initial baseline reported sense of agency in their own active transportation and post program sense of agency in their own active transportation
 - Cyclists' initial baseline reported confidence in the legal system enforcing existing laws for cycling safety and post program confidence in the legal system
 - Cyclists' confidence using video technology to document their near miss incident reports
 - Cyclists' confidence reporting, analyzing and shepherding their near miss incident reports through the legal system
 - Cyclists' confidence that reporting and documenting near misses can prevent collisions

Participants: 10 cyclists will become cycling community influencers, creating a network effect that empowers other cyclists with agency in their own safe active transportation.

CVE Safe, Shared, Streets Pilot Program Cost: \$20,000.

The cost is negligible compared to potential road safety improvement funding the county could secure based on accurate, objective, authenticated, high resolution, and first hand near miss incident data, documenting cyclists' actual threat environment.

Equipment Cost:

1. One camera for each participant: \$150 each, \$1500 total
2. 10 camera mounts: \$25 each, \$250 total
3. 10 128GB micro-SD cards: \$30 each, \$300 total
4. 10 micro-SD card readers: \$30 each, \$300 total

Total Pilot Program Cost: \$22,350

Please let me know if you have any questions.

We look forward to working with the BPAC and the county on this important Cyclist Video Evidence Safe, Shared, Streets Pilot Program.

Thanks,
Craig Davis
Founder
CyclistVideoEvidence.com

CVE Safe, Shared, Streets Pilot Program

Craig Davis

Founder

www.CyclistVideoEvidence.com

6/15/23

Three innovative value propositions

1. Empower cyclists with agency in their own safe active transportation by objectively documenting all of their near miss incidents in CVE's free Incident Management System and by submitting near miss incidents to law enforcement
2. Create an innovative community partnership between cyclists and law enforcement that provides a critical opportunity for law enforcement to change dangerous drivers' behavior, via education or citation, based on the violation, before collisions occur
3. Generate accurate, objective, authenticated, high resolution, and first hand near miss incident data, documenting the actual threats and risks that are limiting San Mateo County's potential cycling population
 - This creates the opportunity for an innovative community partnership with San Mateo County Public Works to leverage high resolution near miss incident data to help the county identify dangerous areas and secure road safety improvement funding
4. Each of these three innovative value propositions are highly valuable *on their own*

Five questions for cyclists

1. What if you could help change dangerous drivers behavior to prevent collisions before they occur?
2. What if you were provided a free camera, technical training, and ongoing support for using your camera?
3. What if you were provided training and ongoing support for submitting near miss incident reports that could change dangerous drivers behavior?
4. What if your incident reports could help identify repeat offenders?
5. What if your incident reports could identify dangerous areas and help San Mateo County secure road infrastructure improvement funding?

The Near Miss Spectrum

**Criminal
Near
Misses**

**Charge driver
and possibly
prosecute**

**Three
Foot
Violations**

**Police send
hand signed
warning letter**

**"Pre"
Near
Misses**

**Generate data
for traffic
planners**

The first month for participating cyclists

1. Immersive technical training on camera/video technology including operation, resolutions, strengths/weaknesses, mounting and maintenance
2. Immersive training on near miss spectrum awareness, including the vehicle code, law enforcement processes, calibration or recalibration of cyclists' awareness of near miss incidents, near miss incident reporting to CVE's free Incident Management System, incident updating, analysis, mapping, and searching for repeat offenders
3. Immersive training on submitting near miss incident reports to law enforcement *across all 23 jurisdictions*, ensuring they are accepted, and guiding them through the legal system

The first month: working with Law Enforcement

1. CVE, the SMC Unincorporated BPAC Chair and the BPAC Liaison work with local law enforcement to secure their program participation
2. The goal is to create an innovative community partnership between cyclists and law enforcement that provides a critical opportunity for law enforcement to change dangerous drivers' behavior, via education or citation, based on the violation, before collisions occur
3. This can be the most innovative near miss and collision prevention community partnership with law enforcement

The first month: working with Public Works

1. CVE, the SMC Unincorporated BPAC Chair and the BPAC Liaison will work with Public Works to secure their program participation
2. Participating cyclists' near miss incident reports generate accurate, objective, authenticated, high resolution, and first hand near miss incident data, documenting *the actual threats and risks* that are limiting San Mateo County's potential cycling population
3. This creates the opportunity for an innovative community partnership with San Mateo County Public Works to leverage high resolution near miss incident data to help the county identify dangerous areas and secure road safety improvement funding

Months two and three

1. Participating cyclists always ride with their camera and submit and manage all of their near miss incident reports, across the Near Miss Spectrum, to CVE's free Incident Management System
2. They also submit three-foot violations and criminal near miss violations to law enforcement
3. CVE will serve as the cyclists' advocate when working with law enforcement and District Attorneys to:
 1. Help shepherd cases to, and through, the legal system
 2. Help cyclists document case progression and status updates
 3. Help cyclists analyze, map and report on their near miss incidents, and search for repeat offenders
 4. Provide technical support for every cyclist

Month four

1. CVE will analyze and report on cyclists' post program attitudes and change in confidence regarding riding on the roads
 1. Program participants will complete a post program experience survey
 2. CVE will produce a post program analysis and summary report that includes:
 1. Mapping of cyclists' near miss incident reports, broken down by type
 2. Cyclists' initial baseline reported confidence cycling in San Mateo County, and post program confidence cycling in San Mateo County
 3. Cyclists' initial baseline reported sense of agency in their own active transportation, and post program sense of agency in their own active transportation
 4. Cyclists' initial baseline reported confidence in the legal system enforcing existing laws for cycling safety, and post program confidence in the legal system
 5. Cyclists' confidence using video technology to document their near miss incident reports
 6. Cyclists' confidence reporting, analyzing and shepherding their near miss incident reports through the legal system
 7. Cyclists' confidence that reporting and documenting near misses can prevent collisions.

Brief IMS Tour

Together,
we can change dangerous drivers' behavior,
before collisions occur

Craig Davis
CD@CyclistVideoEvidence.com



EXECUTIVE SUMMARY

Purpose

The Unincorporated San Mateo County Active Transportation Plan provides a framework to improve active transportation conditions for people throughout unincorporated county communities. The Plan presents a framework of implementable and visionary projects, programs, and policies to work towards making that vision a reality.

Vision and Goals

The Plan is oriented around five goals: access, safety, equity, mode share, and flexibility. These goals were integrated into the Plan development process and will help guide the implementation of Plan recommendations to improve walking and bicycling conditions throughout the unincorporated areas of the County.

Stakeholder and Public Involvement

The Plan process was shaped by stakeholder and public engagement that occurred at each stage of Plan development. A Technical Advisory Committee (TAC) composed of representatives from various departments and agencies in the County played a key role in the Plan development process. Input from the San Mateo County Bicycle and Pedestrian Committee (BPAC), community councils, and community members from across the unincorporated areas guided the development and prioritization of this Plan's recommendations.

Project, Policy, and Program Recommendations

This Plan seeks to improve walking and bicycling in unincorporated San Mateo County by identifying hundreds of projects, as well as accompanying policies and programs. The project recommendations connect various destinations and respond to community needs to create a safe, connected on-street active transportation network. The following page highlights some of the types of recommendations in the Plan. Other important initiatives referenced in the Plan that will contribute to a comprehensive active transportation network include the completion of county active transportation projects already underway, as well as supporting Safe Routes to School improvements and connecting to county and regional trail planning efforts that serve unincorporated county areas.

Implementation and Funding

The Plan also provides a framework for implementation of the many projects, policies and programs through prioritization criteria, implementation methods and considerations, planning-level cost estimates, and a list of potential funding sources. Bikeway projects and pedestrian destination area recommendations prioritized for implementation include those that address the Plan goals and offer the greatest opportunities for a connected, comfortable network of walking and biking facilities. Many of these priority projects are located in some of the County's most populous areas as well as historically underserved unincorporated communities such as North Fair Oaks, Broadmoor, and the coastside communities, representing key areas for future investment. Priority policies and programs seek to support some of the County's most immediate needs in terms of implementation, safety, and equity.



access



safety



equity



mode share



flexibility