

Southeast San Mateo County CBTP Community Needs Assessment

INTRODUCTION

This report documents existing demographic and transportation conditions in transportation-challenged communities in Southeast San Mateo County. The information will inform the Southeast San Mateo County Community Based Transportation Plan (CBTP) to be prepared by the San Mateo City/County Council of Governments (C/CAG).

CBTPS AND THE LIFELINE TRANSPORTATION PROGRAM

In 2001, the Metropolitan Transportation Commission (MTC) concluded that community-oriented planning was required to address the travel needs of residents in low-income Bay Area neighborhoods. MTC implemented two complimentary programs designed to allocate funding for transportation improvement projects that are based on intensive outreach to low-income communities.

The goal of the CBTP program is to improve mobility in “Communities of Concern” (COCs). These are neighborhoods defined by census tract-level factors that increase susceptibility to transportation access gaps such as high rates of minorities, low-income residents, seniors, and lack of car ownership. Per MTC guidelines, CBTPs require a diverse outreach plan to multiple community stakeholders, as well as coordination with local advisory committees.

CBTPs facilitate the identification of projects that are eligible for funding under the Lifeline Transportation Program (LTP). The LTP was designed to fund projects that result in improved mobility for low-income and other challenged communities. Per its 2018 guidelines, projects that are eligible for funding by the LTP must:

- Be developed through an inclusive planning process that engages a broad range of stakeholders.
- Improve a range of transportation choices by adding new or expanded services.
- Address transportation gaps and/or barriers identified in CBTPs or other substantive local planning efforts involving focused outreach to low-income populations.

The Southeast San Mateo County CBTP will include a series of project and program recommendations developed according to the program outreach guidelines, and consistent with the funding requirements established in the LTP.

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2005 EAST PALO ALTO CBTP

The most recent CBTP for southeast San Mateo County was adopted in 2005. The *2005 East Palo Alto CBTP* included a study area comprised of the entire city of East Palo Alto, approximately 2.5 square miles of land between Highway 101 and the San Francisco Bay with the Dumbarton Bridge as the northeastern boundary and Palo Alto to the south, as shown in Figure 1.

Figure 1 2005 East Palo Alto CBTP Study Area



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The 2005 *East Palo Alto CBTP* recommended a series of operations-based and capital programs for improved mobility in the study area. The degree to which these recommendations have been implemented and the resulting lessons learned for the current CBTP are discussed in the final sections of this document.

Significant changes in demographics, land use and transit options have occurred in the last 14 years throughout the greater southeast San Mateo County area, prompting initiation of the current Southeast San Mateo County CBTP and revised study area.

CURRENT SOUTHEAST SAN MATEO COUNTY CBTP STUDY AREA

The current Southeast San Mateo County CBTP study area (herein referred to as “study area”) is determined primarily by the location of 12 contiguous tract-level COCs. As shown in Figure 2, the east-west running study area includes COCs south of Highway 101 in Redwood City; south of Middlefield Road and north of Florence Street in North Fair Oaks, north of Highway 101 in Menlo Park; and throughout most of East Palo Alto. This study area includes the Redwood City Caltrain Station.

Figure 2 also illustrates that the study area boundary does not entirely conform to COC boundaries. This is because the community focus, reliance on outreach, and potential transit solutions, programs and projects that result from the CBTP will not be limited to the census tract level.

DEMOGRAPHIC CHARACTERISTICS

This demographic profile compares census tract data from the previous and current U.S. Census and American Community Survey 5-year estimates (2006-2010 and 2013-2017) to show trends since the last CBTP. In addition, future projections are provided from the 2017 Regional Transportation Plan (RTP), which MTC published in July 2017. Also known as Plan Bay Area (PBA) 2040, this RTP contains forecasts for population, housing, and employment for the horizon year of 2040. For purposes of this analysis, data shown for the study area is limited to the census tracts that make up the COCs shown in Figure 2.

TOTAL POPULATION AND HOUSEHOLD SIZE

According to the 2013-2017 ACS 5-year estimates, the population of the study area in 2017 was approximately 78,495 people, having increased 8 percent from the 2010 Census, when the population of the study area was 72,204. The rate of population increase in the study area is mirrored by the growth experienced over the past seven years countywide in San Mateo County, which grew from 704,327 residents in 2010 to 767,450 in 2017, a rate of about 9 percent. Growth trends in the study area are predicted to be stable through 2040, by which time the study area is projected to grow by 28 percent to 98,851 residents. This growth rate is significantly higher than the rate of population growth countywide, which is expected to increase 19 percent from 2017 to 2040 to a population of 916,590.

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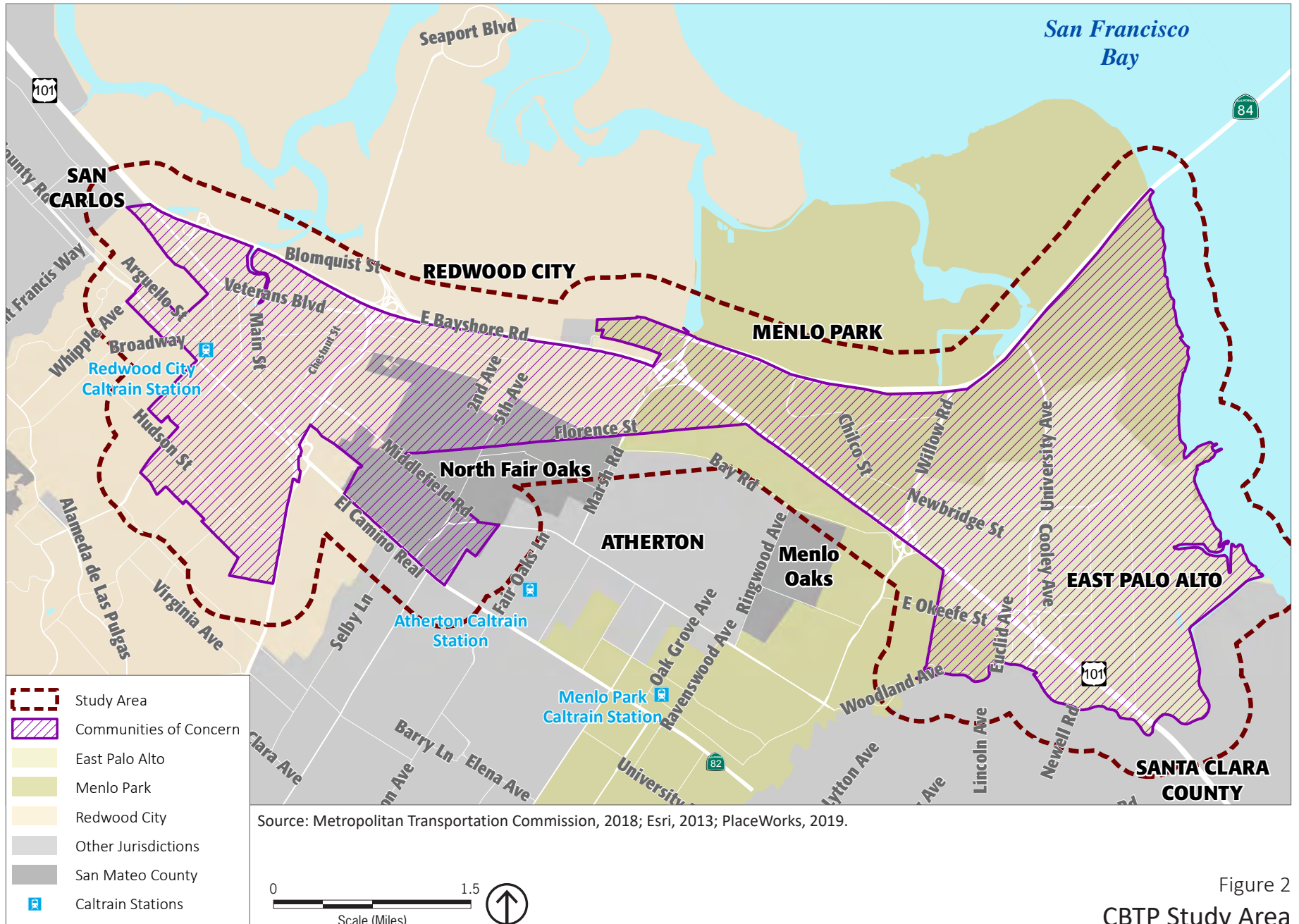


Figure 2
CBTP Study Area

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Average household size in the study area in 2017 was 3.55 persons, which is about 19 percent larger than San Mateo County overall, at 2.88 persons. Household size in the study area has increased 4 percent since 2010, when households averaged 3.40 persons. This is compared to the countywide increase of 5 percent during the same timeframe, from 2.72 persons. By 2040, household size in the study area is expected to be 3.20 people per household. This is 11 percent higher than the rest of the county, which is projected to remain stable at 2.84 persons per household.

RACE AND ETHNICITY

The study area contains higher percentages of Hispanic or Latino, Black or African American, and Native Hawaiian or Other Pacific Islander residents compared to San Mateo County, while having approximately one quarter of the percentage of Asian residents and less than half of the percentage of white residents compared to the County (see Table 2). According to 2013–2017 ACS 5-year estimates, 15 percent of study area residents were white non-Hispanic or Latino compared to about 40 percent countywide. The Black or African American population is approximately 7 percent in the study area compared to 2 percent countywide. Approximately 64 percent of the study area population is Hispanic or Latino compared to approximately 25 percent in the County.

Table 1: Race and Ethnicity

Race Category	2017 ACS % of Population	
	Study Area	San Mateo County
White	15%	40%
Black or African American	7%	2%
American Indian or Alaska Native	<1%	<1%
Asian	6%	27%
Native Hawaiian or Other Pacific Islander	5%	1%
Other	<1%	<1%
Two or More Races	2%	4%
Hispanic or Latino	64%	25%
Total	100%	100%

Source: US Census 2013-2017 American Community Survey (ACS) 5-year estimates.

AGE DISTRIBUTION

Seniors

Figure 3 shows the percentage of seniors (65 years of age and older) in the study area by census tract. The senior population reaches a high at 12 percent of the total population in the northern half of Redwood City's COCs. In contrast, the senior population is lowest in the southern half of Redwood City's COCs and in East Palo Alto south of Highway 101. The senior population in the study area overall constitutes 7 percent of the study area's total population, compared to 15 percent in San Mateo County.

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Youth

According to 2013-2017 American Community Survey (ACS) 5-year estimates, approximately 27 percent of the population in the study area—or around 20,800 people—are under 18 years of age. This is higher than the countywide youth segment consisting of 21 percent of the County population. As shown in Figure 4, the dominant pattern of youth population in the CBTP study area is the relatively low rate, 11 to 16 percent, of young people in the northwest, immediately southwest of Highway 101. The percentage is skewed upward to the west, where census tracts from North Fair Oaks to East Palo Alto reach 25 to 32 percent. There are more moderate rates of young people in the COCs in Redwood City.

DISABLED POPULATIONS

The percent disabled population is one of seven tract-level variables that, when paired with a high rate of low-income households, may factor into the establishment of a COC, per MTC guidelines. The following discussion includes rates of both physical disabilities as well as sensory disabilities, including visual and hearing impairment.

Physical Disability

As shown in Figure 5, the rate of individuals with physical disabilities, defined as disabilities that restrict motor capacity, varies across the study area. The rate of these populations in COCs in and around East Palo Alto are widely varied, at about 5 to 6 percent in southeast East Palo Alto and up to 10 percent in the north section East Palo Alto. About 9 to 10 percent of residents living in COCs in Downtown Redwood City have a physical disability as well. People residing in the southern tip of Redwood City or the COCs in North Fair Oaks have a consistently lower 6 to 8 percent of the population restricted by a physical disability.

The rates of physical disabilities across the study area are generally higher than the countywide rate, which is 4.5 percent.

Sensory Disability

According to 2013-2017 American Community Survey (ACS) 5-year estimates, the COCs in Redwood City and northern North Fair Oaks have the highest incidences of residents with sensory disabilities in the CBTP study area, at 6 percent of the total population in some census tracts (see Figure 6). Menlo Park and southern North Fair Oaks have a relatively moderate amount of people with sensory disabilities, with a rate of 3 to 4 percent. The COCs in the eastern half of East Palo Alto and central North Fair Oaks have the lowest rate of persons with sensory disabilities, at less than 2 percent.

The average rates of physical disabilities across the study area are similar to the countywide average, which is 4 percent.

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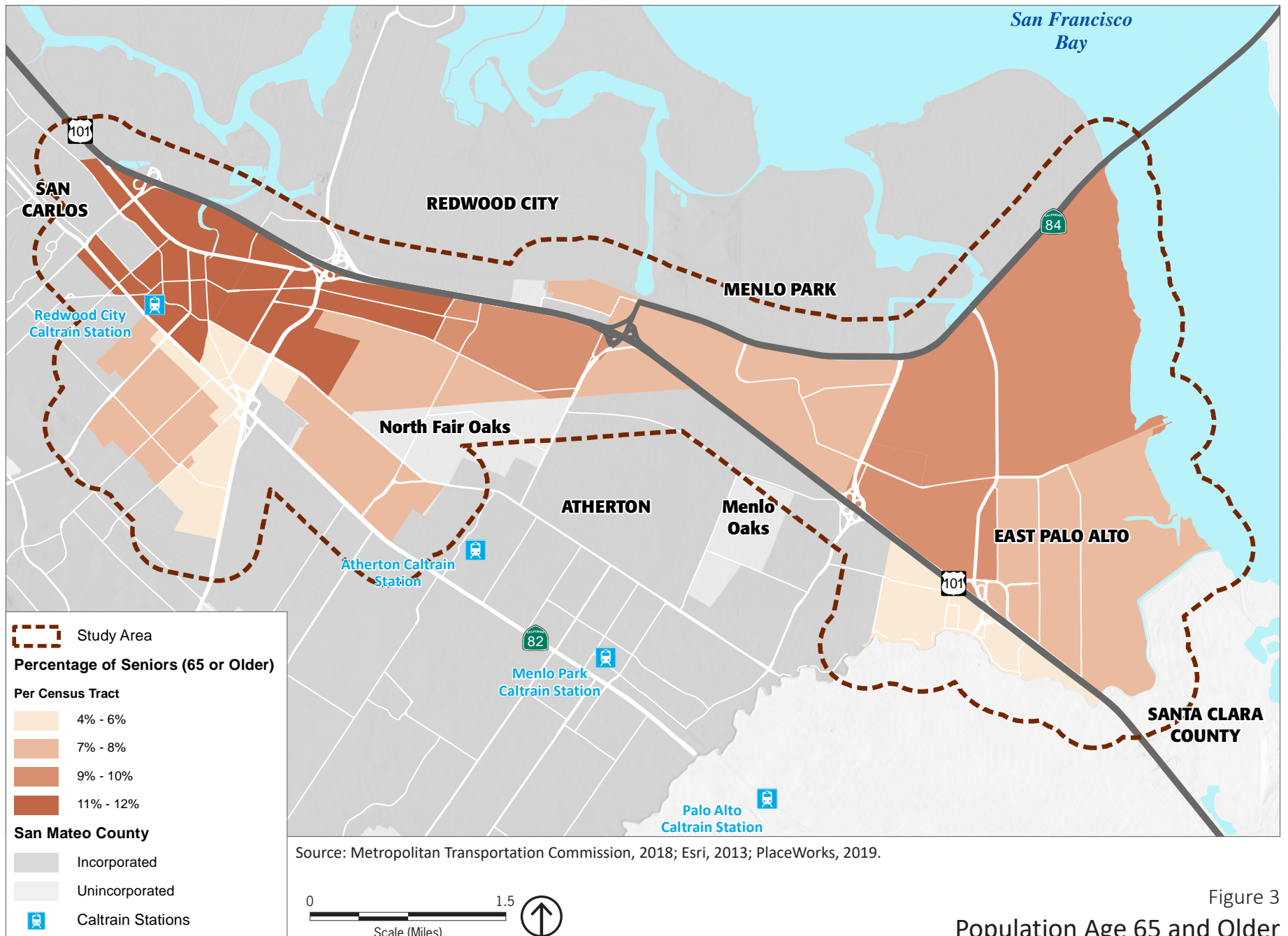


Figure 3
 Population Age 65 and Older

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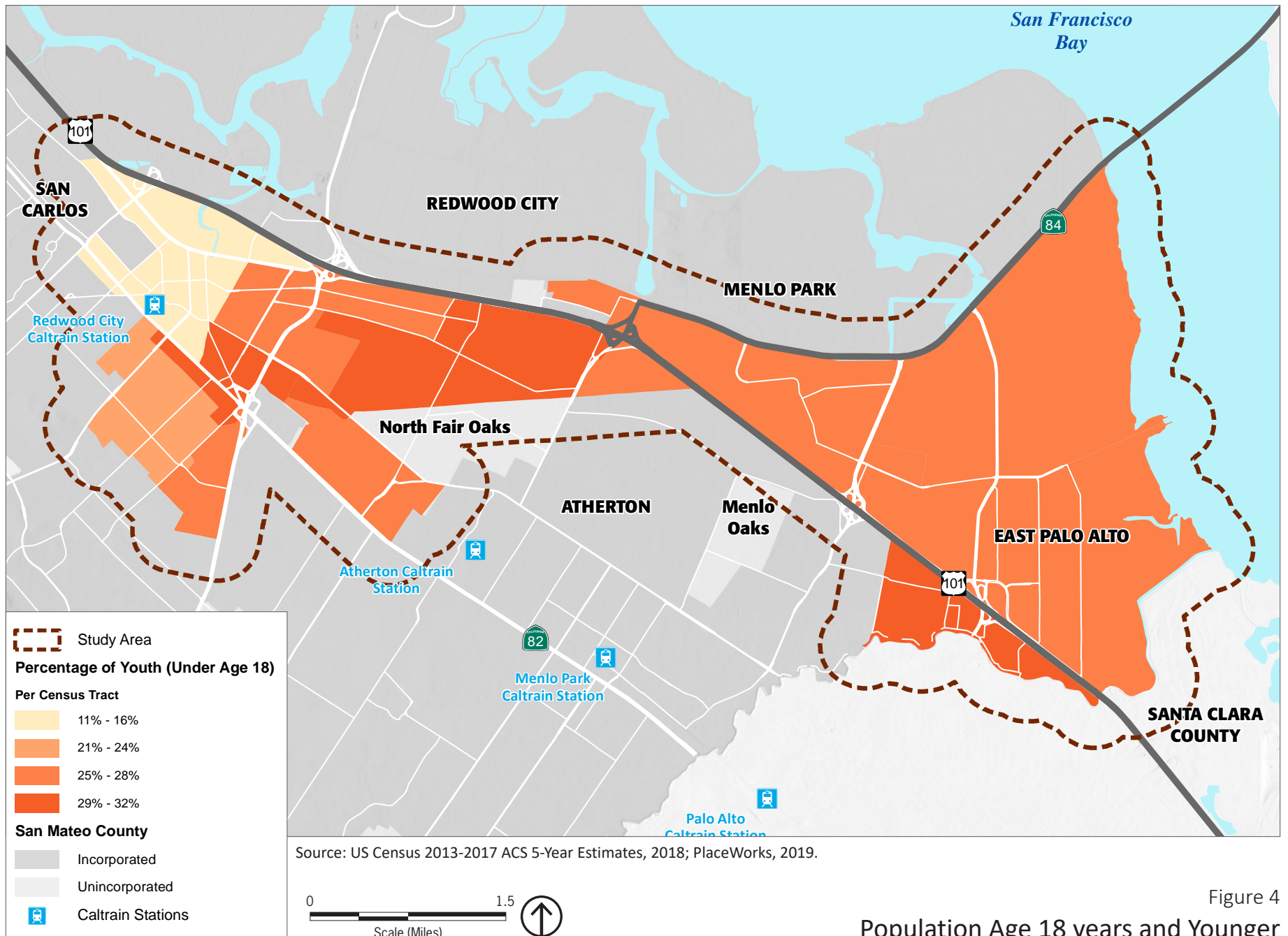
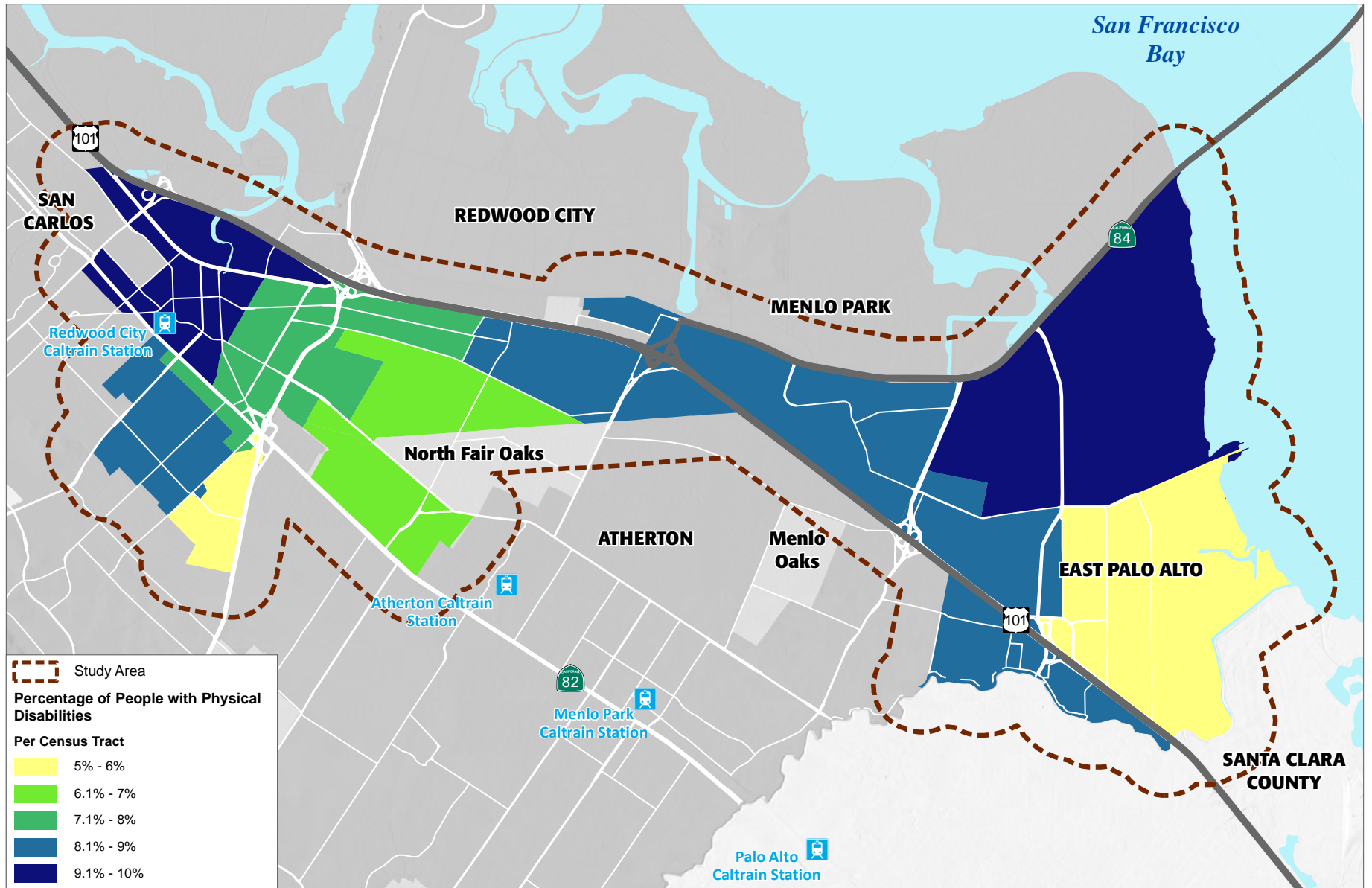


Figure 4
 Population Age 18 years and Younger

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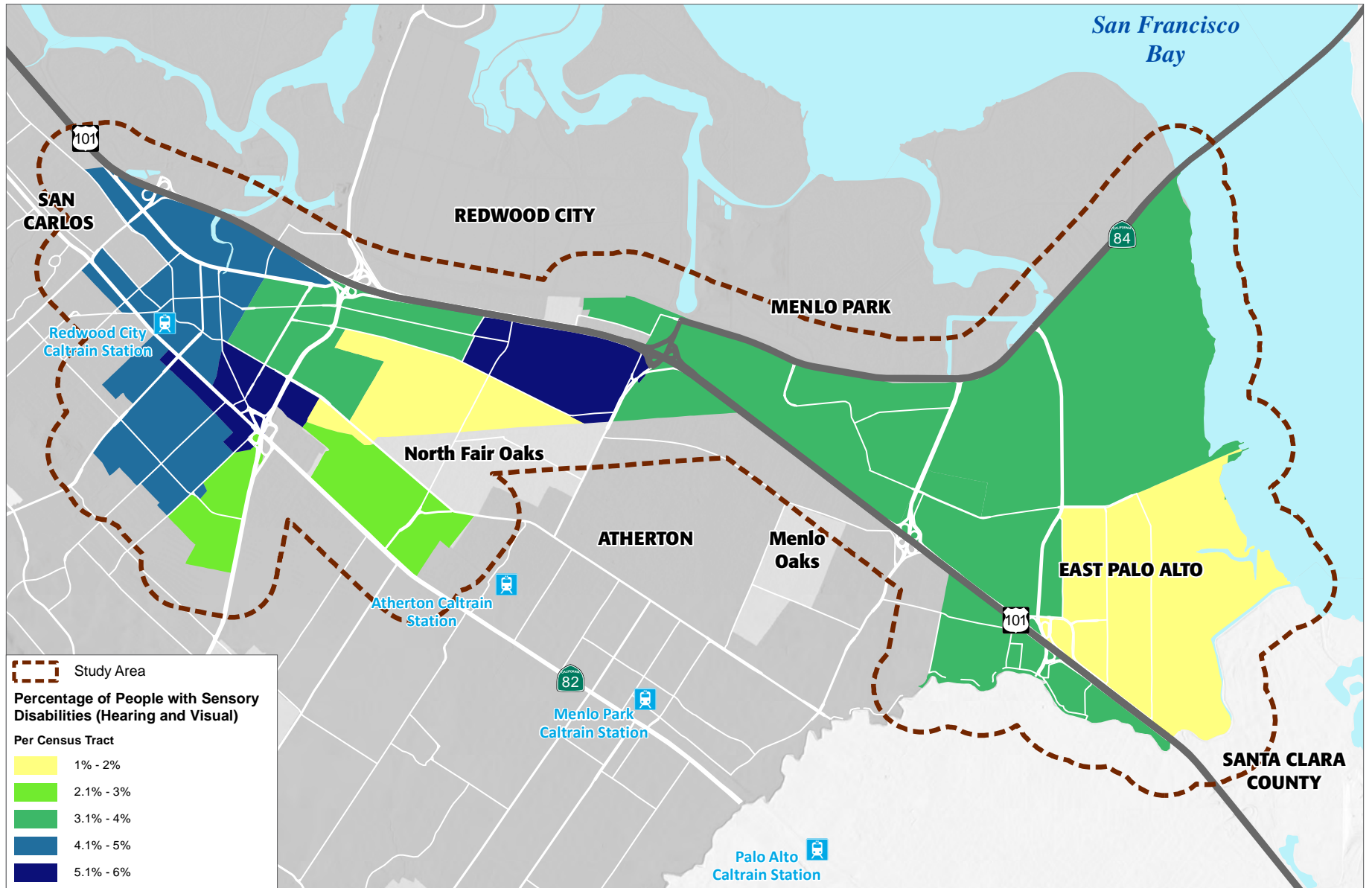


Source: US Census 2013-2017 ACS 5-Year Estimates, 2018; PlaceWorks, 2019.



Figure 5
 Percent of Population with Physical Disability

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Source: US Census 2013-2017 ACS 5-Year Estimates, 2018; PlaceWorks, 2019.



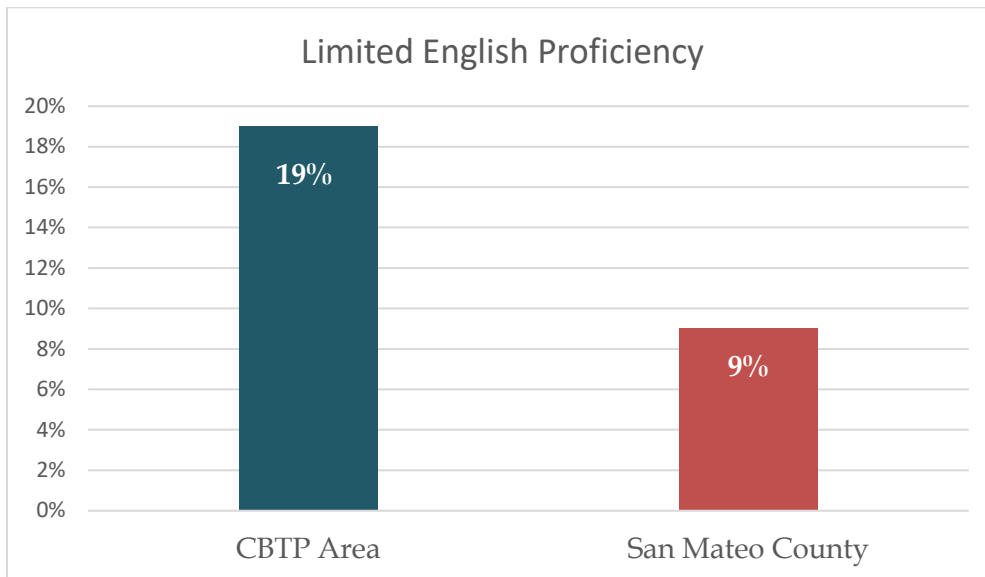
Figure 6
 Percent of Population with Sensory Disability

LANGUAGE LIMITATIONS

On average, the census tracts that comprise the Southeast San Mateo County CBTP study area struggle with over double the rate of limited English proficiency than the countywide population. As shown in Figure 7, approximately 4,100 households in the CBTP study area, or about 19 percent of total households, are designated as “Limited English-Speaking Households”. These are households in which all members 14 years and over speak a non-English language, with varying degrees of difficulty with English. This is compared to the countywide rate of 9 percent of total households.

COCs in Redwood City have the highest rate of limited English-speaking households, followed by those in East Palo Alto in the area south of Highway 101.

Figure 7 Limited English Proficiency, CBTP Study Area and San Mateo County



Source: 2017 ACS 5-Year Estimates (2013-2017).

POVERTY STATUS

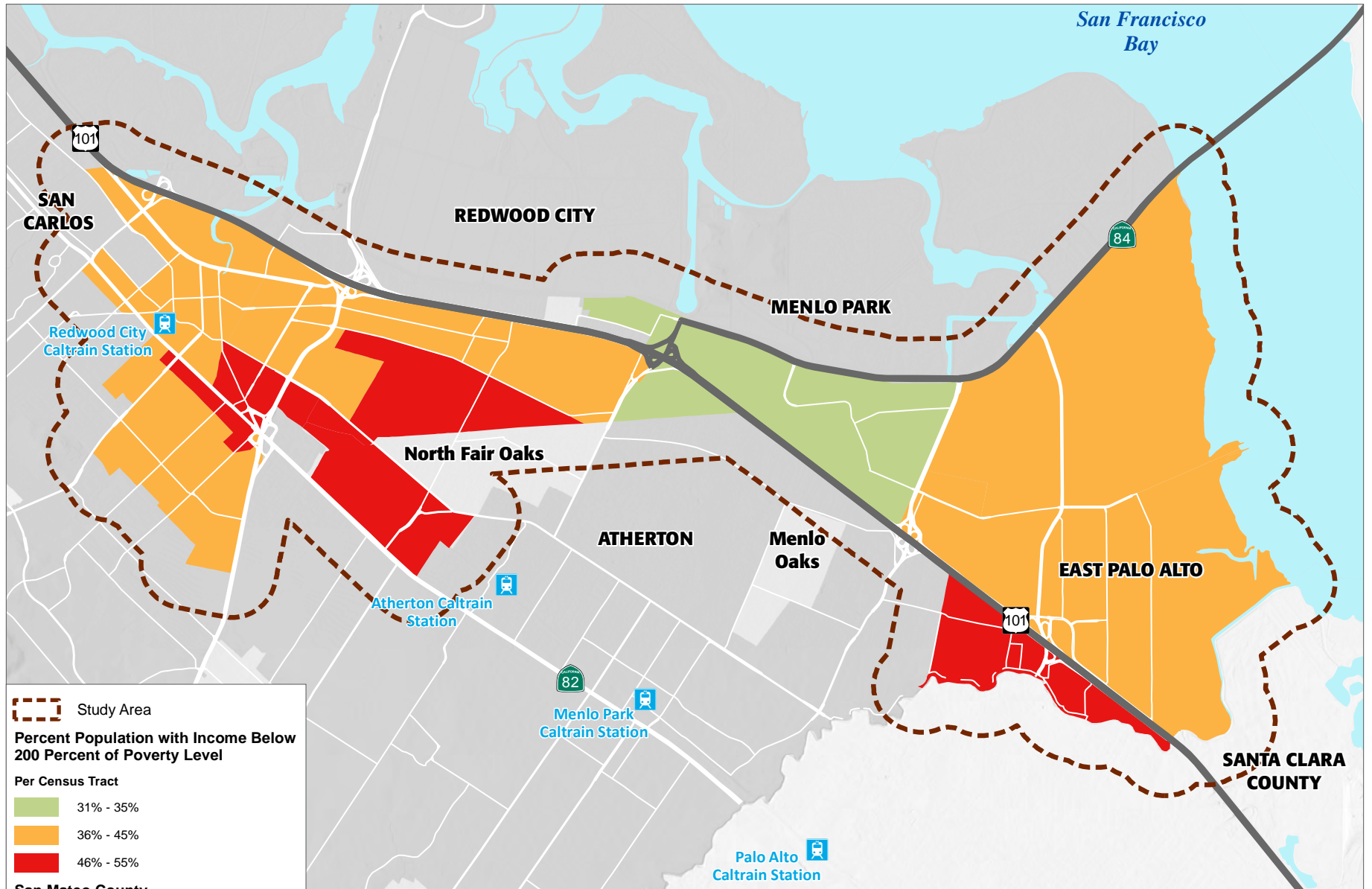
The U.S. Census Bureau uses a set of income thresholds that vary by family size and composition to determine the population living in poverty. If a family’s total income is less than the poverty threshold, then that family and every individual in it is considered to be living in poverty. To reflect high living costs and wages in the Bay Area, the poverty threshold used in the CBTP analysis is 200 percent of the federal poverty threshold. These 200 percent thresholds for the 2013- 2017 ACS 5-year estimates range from \$31,754 for a family of two to \$101,362 for the largest families (nine people or more).

According to 2013-2017 ACS 5-year estimates, approximately 42 percent of residents in the study area were living in poverty, varying by COC. This number is significant when compared to 19 percent in San Mateo County as a whole. Figure 8 shows the percent of population in poverty for each census tract area

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Source: US Census 2013-2017 ACS 5-Year Estimates, 2018; PlaceWorks, 2019.



Figure 8
 Population in Poverty (200% of Federal Poverty Level)

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in the study area, based on the 200 percent of federal poverty threshold. North Fair Oaks and East Palo Alto south of Highway 101 have the highest rate of households within 200 percent of the federal poverty threshold. Menlo Park has the lowest incidence of households within 200 percent of the federal poverty threshold, comprising between 31 to 35 percent of each census tract population.

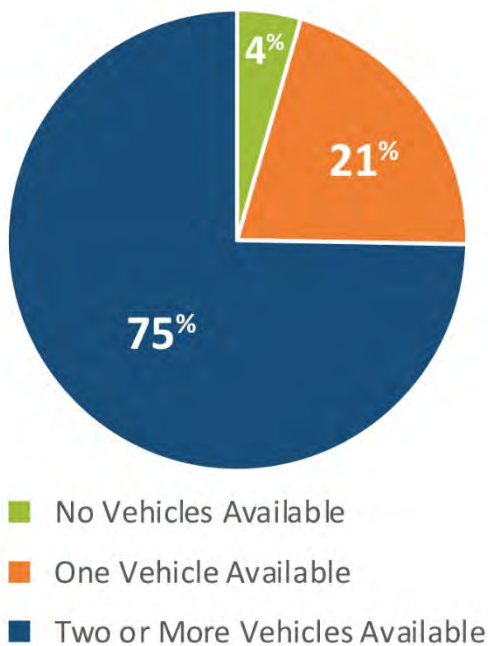
MOBILITY CHARACTERISTICS

VEHICLE AVAILABILITY

Vehicle availability in the study area is slightly less than in San Mateo County as a whole. Four percent of households in the study area are without a private vehicle, compared to 3 percent countywide. Similarly, 21 percent have just one vehicle, as compared to 18 percent countywide. The percentage of households in the study area with two or more vehicles is 75 percent; that figure is 79 percent in the County (see Figures 9 and 10).

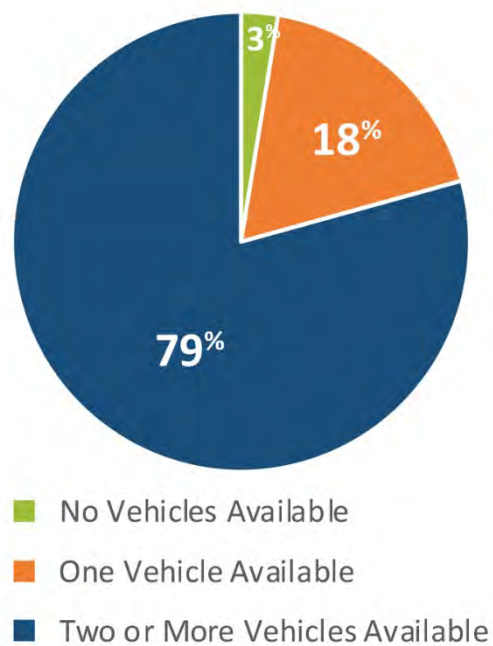
Figure 11 illustrates households with no vehicle available by census tract for the study area. As evident in Figure 11, COCs in Downtown and southern Redwood City as well as south North Fair Oaks, have the highest concentrations of households without vehicles.

Figure 9
Household Vehicle Availability in Study Area



Source: 2017 ACS 5-Year Estimates (2013-2017).

Figure 10
Household Vehicle Availability Countywide



Source: 2017 ACS 5-Year Estimates (2013-2017).

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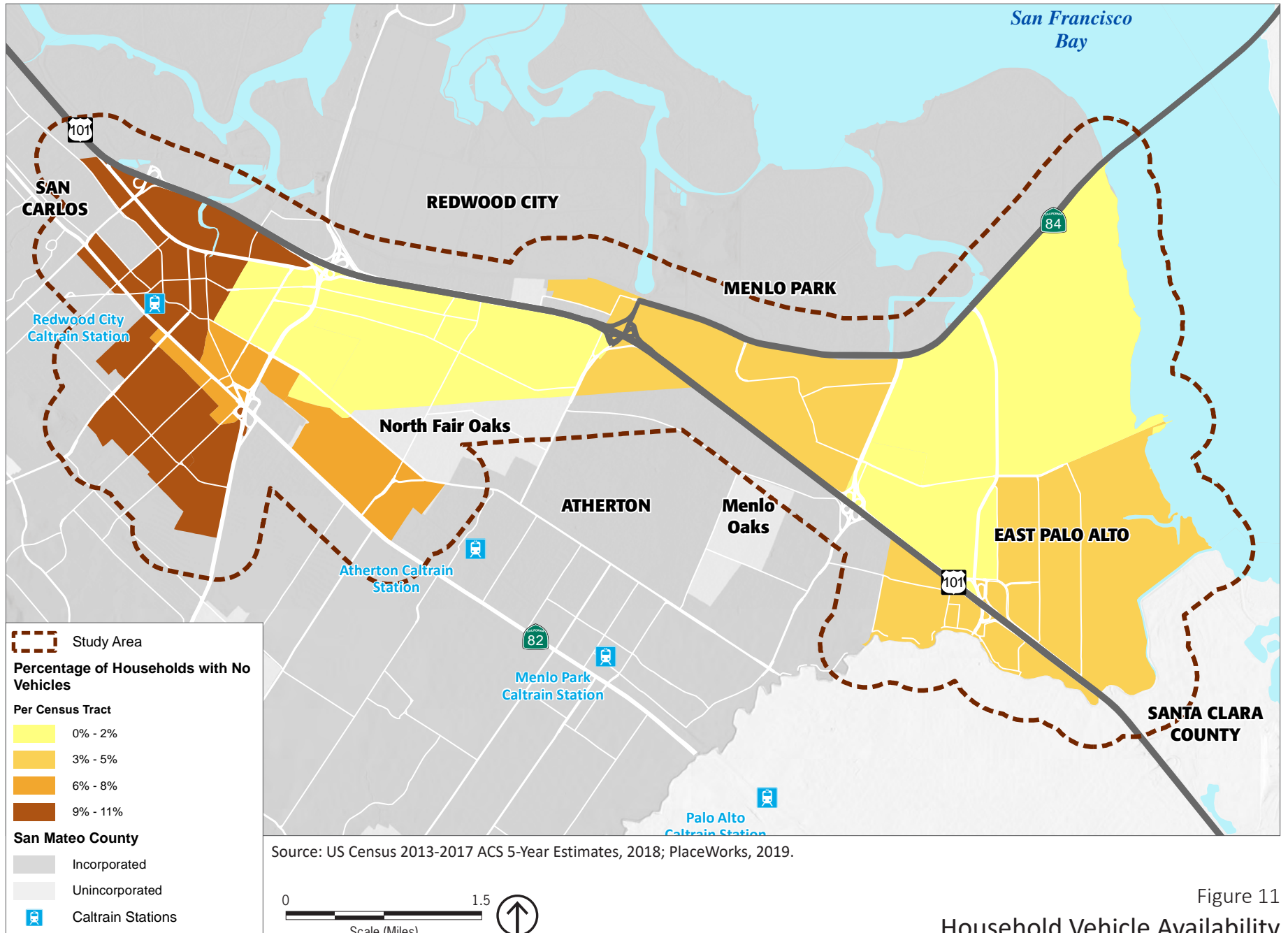


Figure 11
Household Vehicle Availability

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TRAVEL PATTERN

Commute Mode

Out of the approximately 40,000 workers aged 16 years and over in the study area, approximately 81 percent primarily travel to work by car, truck, or van (see Table 2). Approximately 67 percent of these individuals drive alone, while 14 percent carpool. Vehicle use as the primary means of transportation to work is slightly higher in the study area than countywide (81 percent versus 79 percent).

The rate of public transportation use in the study area is 30 percent less than San Mateo County overall (7 percent versus 10 percent). However, the rate of workers who bike or walk to work in the study area is double the rate in San Mateo County overall. In addition, while almost 5 percent of San Mateo County residents works from home, only 2 percent work from home in the study area.

Table 2 Mode of Travel to Work for Study Area and San Mateo County

Means of Transportation to Work	2017 ACS (% of Total)	
	Study Area	San Mateo County
Car, Truck or Van	81%	79%
Drove Alone	67%	69%
Carpooled	14%	10%
Public Transportation	6%	10%
Bicycle	3%	1%
Walk	5%	3%
Other	3%	1%
Worked at Home	2%	5%
Total Workers 16 and Over	100%	100%

Source: 2013-2017 American Community Survey (ACS) 5-year estimate

Commute Travel Time

The average time spent commuting by employees in the study area is 24.9 minutes, slightly less than the commute time of 28.2 minutes in San Mateo County as a whole. In the study area shown in Figure 12, COCs in Redwood City generally have the highest average commute time of 28 to 32 minutes. The COCs in North Fair Oaks have the lowest average commute time, ranging from 22 to 24 minutes, while COCs in Menlo Park and northern East Palo Alto have relatively moderate average commute times, ranging from 25 to 27 minutes to work

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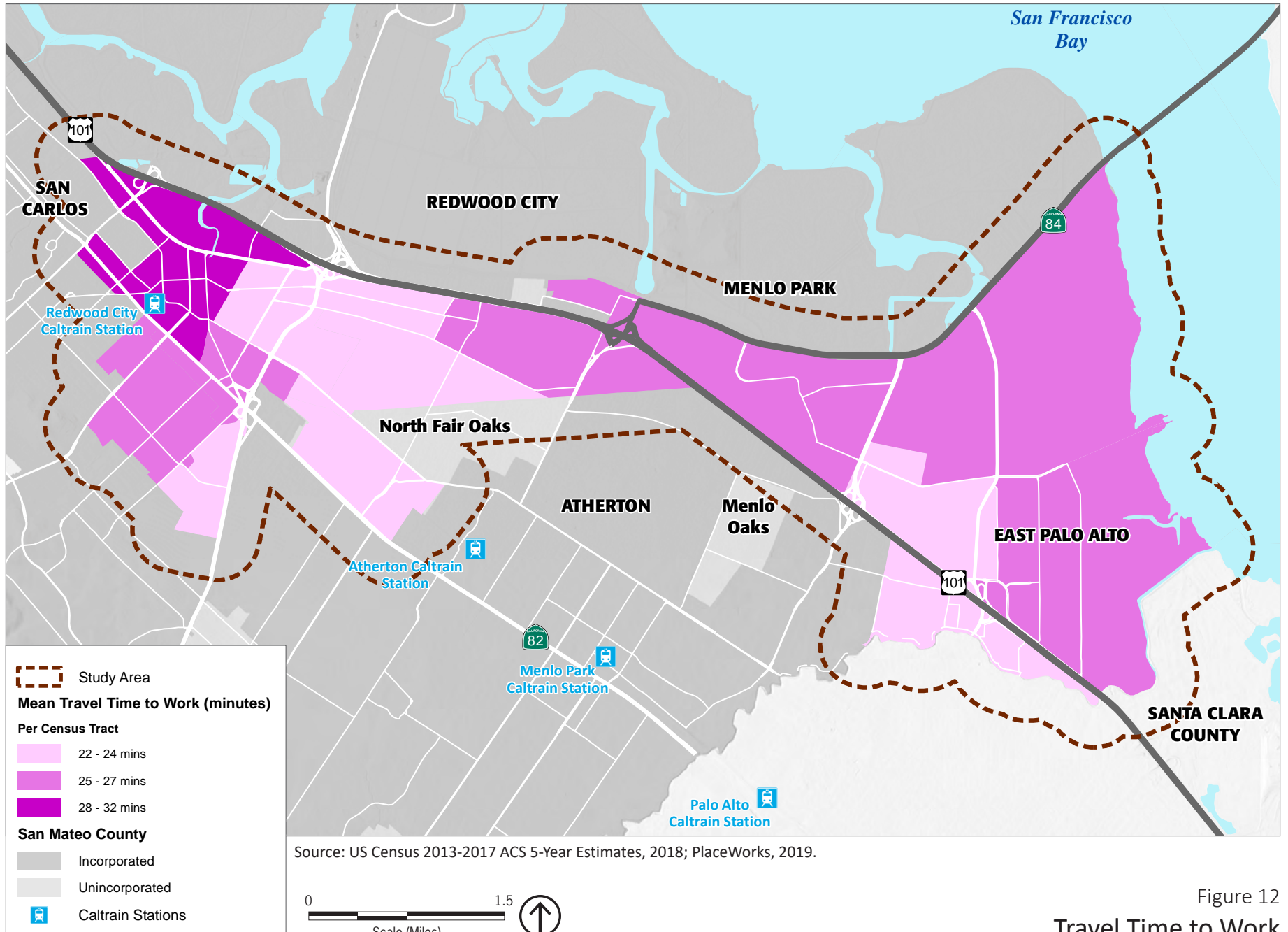


Figure 12
 Travel Time to Work

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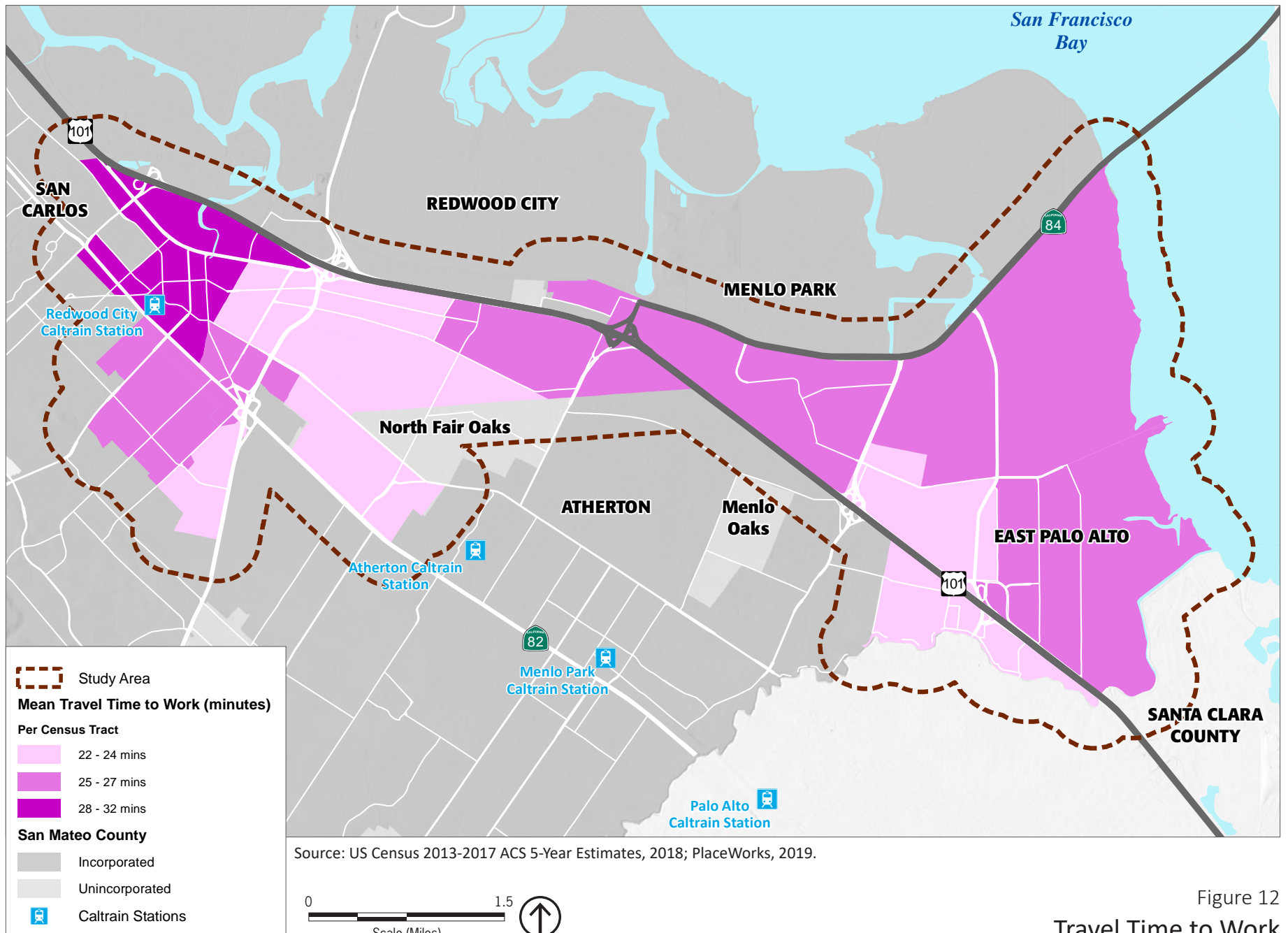


Figure 12
 Travel Time to Work

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EXISTING TRANSPORTATION SERVICES

The following sections describe existing mobility services and infrastructure in the study area and summarize gaps in the transportation network, as identified in relevant countywide and local plans.

There are multiple transit options in the Southeast San Mateo County study area. The area is served by bus and rail systems managed by several agencies. The existing transportation network in the East Palo Alto and Redwood City communities are shown in Figure 13.

RAIL LINES (CALTRAIN)

Commuter rail system Caltrain provides regional connectivity from Downtown San Francisco, through San Mateo and Santa Clara Counties to the City of Gilroy in southern Santa Clara County. Caltrain is routed through Redwood City in the western portion of the CBTP study area, including a Caltrain Station in Downtown Redwood City. The location of this rail line and station with respect to the study area is displayed in Figure 13.

BUS ROUTES

As shown on Figure 13 and listed in Table 3, below, the CBTP study area is served primarily by bus routes managed by the San Mateo County Transit District (SamTrans). The study area is served by a single Alameda County Transit District (AC Transit) Transbay route as well. COCs in North Fair Oaks and Menlo Park have fewer bus stops and routes, which primarily traverse diagonally across the communities and leave pockets of underserved areas. COCs in Redwood City and East Palo Alto are served by multiple bus lines and stops. As evident in Figure 13, there is comparatively less bus service in the northern half of East Palo Alto, which is primarily single-family housing, industrial uses, and offices.

Santa Clara Valley Transportation Authority (VTA) provides indirect service to the study area via bus routes to the Palo Alto Caltrain Station, where transfers to SamTrans routes are available.

PARATRANSIT

The entire Southeast San Mateo County CBTP study area is served by SamTrans' Redi-Wheels paratransit service, which covers the Bayside of San Mateo County and Pacifica. According to SamTrans' San Mateo County Paratransit Rider's Guide, eligibility for the service is based on those with disabilities who are unable to use regular, accessible fixed-route transit service. SamTrans conducts in-person evaluations to determine full Redi-Wheels eligibility and issues a Redi-Wheels identification card to those deemed eligible.

Redi-Wheels rides are typically scheduled between one and seven days in advance, or by appointment times at medical and other facilities. Redi-Wheels riders may also schedule transfers to other transit agency routes for travel outside San Mateo County. Paratransit customers may also ride all regularly scheduled SamTrans fixed-route buses for free using their Redi-Wheels identification card.

In addition, Redi-Wheels riders who receive Supplemental Security Income, General Assistance, or Medi-Cal may also be eligible for Redi-Wheels Lifeline, the service's reduced fare program.

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TABLE 3 TRANSIT ROUTES IN STUDY AREA

Transit Route	Route Description
SamTrans	
ERC	Redwood City and North Fair Oaks; SamTrans Route connecting to BART and Caltrain Stations
79	Redwood City and Menlo Park; SamTrans School-day Only Route
72	Redwood City; SamTrans School-day Only Route
275	Redwood City; SamTrans Route connecting to Caltrain Stations
278	Redwood City; SamTrans Route connecting to Caltrain Stations
296	North Fair Oaks, Menlo Park, and East Palo Alto; SamTrans Route connecting to Caltrain Stations
397	North Fair Oaks, Menlo Park, and East Palo Alto; SamTrans School-day Only Route
270	Menlo Park; SamTrans Route connecting to Caltrain Stations
82	Menlo Park and East Palo Alto; SamTrans School-day Only Route
88	Menlo Park and East Palo Alto; SamTrans School-day Only Route
83	Menlo Park and East Palo Alto; SamTrans School-day Only Route
281	East Palo Alto; SamTrans Route connecting to Caltrain Stations
280	East Palo Alto; SamTrans Route connecting to Caltrain Stations
81	East Palo Alto; SamTrans School-day Only Route
84	East Palo Alto; SamTrans School-day Only Route
U	East Palo Alto; VTA Transit Route
DB, DB1	East Palo Alto; Dumbarton Express Service
AC Transit	
U	Fremont BART to Stanford University via the Dumbarton Bridge

Source: SamTrans, 2018; SFMTA, 2018.

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Source: Metropolitan Transportation Commission, 2018; PlaceWorks 2019.

	Study Area
	Communities of Concern
	Bus Stops
	Caltrain Stations
	Caltrain
	SamTrans Routes
	AC Transit
	Santa Clara Valley Transportation Authority
	Stanford Marguerite Shuttle
San Mateo County	
	Incorporated
	Unincorporated



Figure 13
Existing Transportation System

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BICYCLE INFRASTRUCTURE

Bicycle facilities are described as falling into one of four classes that are regulated by Caltrans: Class I, Class II, Class III and Class IV.

- **Class I** multi-use paths allow bicycle and pedestrian travel in both directions on paved rights of way, completely separated from a road or highway.
- **Class II** facilities are on-street bicycle lanes that are shared-use and allow for one-way travel in the same direction as vehicle traffic. Class II bicycle lanes are separated from vehicle lanes with striping.
- **Class III** bicycle facilities are shared-use bicycle routes that allow for vehicles and bicycles to share the right of way. Class III bicycle routes typically provide connections between other bikeways or designate preferred bicycle routes along low-stress neighborhood streets.
- **Class IV** bicycle facilities are within or adjacent to a roadway and separated from traffic by a physical barrier such as bollards, on-street parking, or planters. This design allows an exclusive right-of-way for bicycle travel.

The existing and proposed bicycle network for the study area is shown in Figure 14.

BICYCLE AND PEDESTRIAN CONSTRAINTS

The existing bicycle network includes a mix of bicycle facility types that provides some connectivity with transit. Bicycle routes in the study area are limited to Class II or Class III routes, with the exception of the Bay Trail alignment, a Class I route that runs along the northern and eastern edge of the study area.

As illustrated in Figure 14, the entire CBTP study area lacks exclusive bike infrastructure in the form of Class IV bike facilities. The central, North Fair Oaks portion of the study area contains a minimal bicycle network of any facility type, leaving most of that community inaccessible by bicycle. The COCs in Redwood City have a variety of Class II and Class III bikeways that traverse the community in multiple directions. The community has two Class III bike paths, one along El Camino Real and one along Middlefield Road, and there are two proposed Class II and Class III facilities. Bicycle facilities in the Menlo Park portion of the study area are primarily along major transportation corridors, which inhibits comfortable bicycle access to surface streets and residential neighborhoods for all levels of riders. East Palo Alto has multiple bicycle facilities that transect the COC in many directions, providing inroads to many local neighborhoods.

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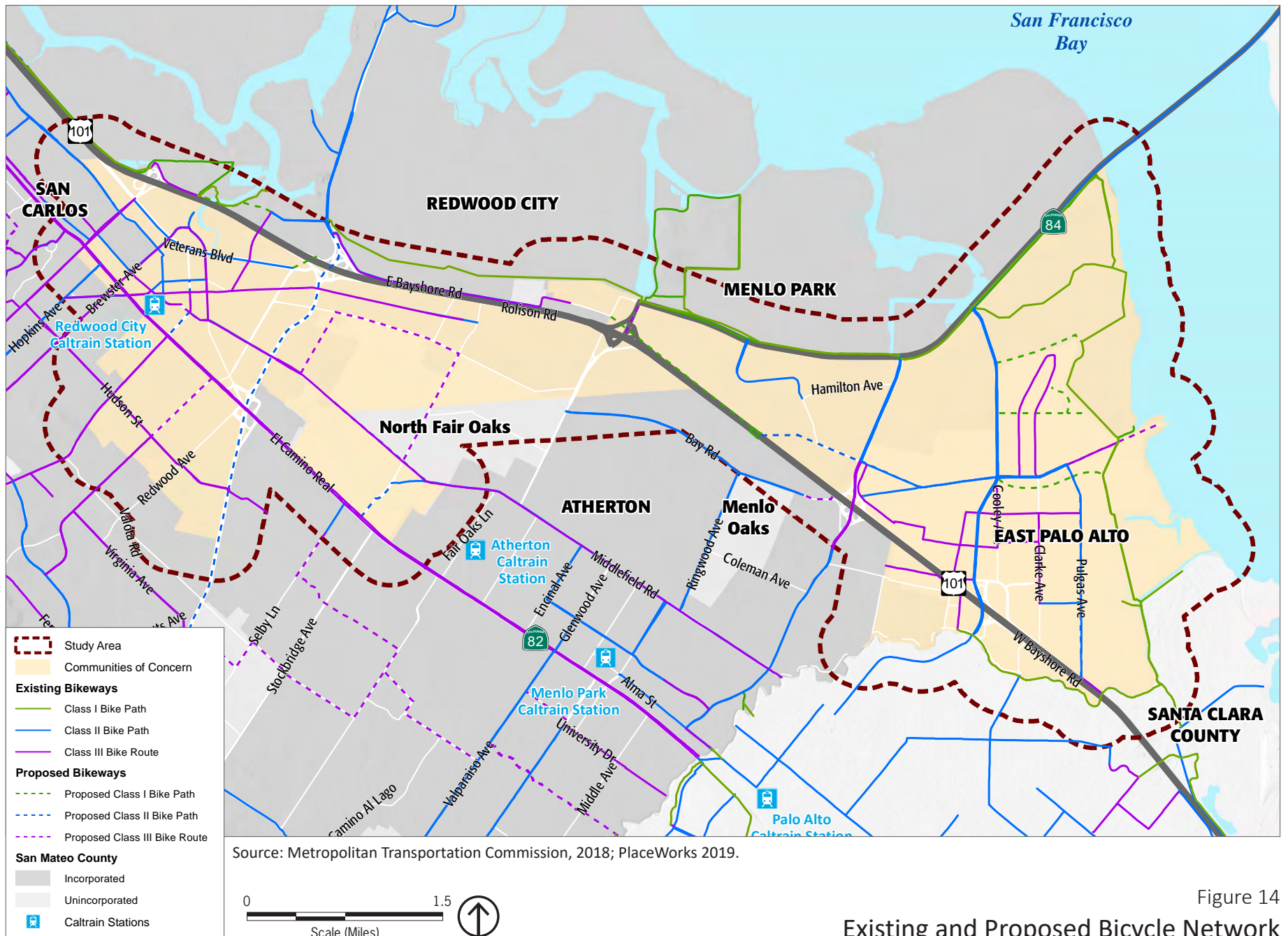


Figure 14
Existing and Proposed Bicycle Network

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BACKGROUND DOCUMENTS AND PLANNING STUDIES

To better understand gaps in the CBTP study area transportation network, projects, plans and programs identified in the following policy documents were evaluated:

- SamTrans Strategic Plan
- San Mateo County Senior Mobility Guide
- San Mateo County Transportation Plan
- San Mateo County Transportation Plan Follow Up: Final Action Plan
- San Mateo County Human Services Agency (HSA) Transportation Programs
- Ravenswood/ 4 Corners TOD Specific Plan
- Dumbarton Transportation Corridor Study
- North Fair Oaks Community Plan
- Redwood City, Menlo Park, and East Palo Alto General Plans
- San Mateo County Comprehensive Bicycle and Pedestrian Plan
- San Mateo County Shuttle Program Call for Projects
- San Mateo County Transportation Plan for Low-Income Populations
- East Palo Alto Bicycle Transportation Master Plan
- Menlo Park Transportation Master Plan
- RWC Moves: Citywide Transportation Plan
- Redwood City Safe Routes to School Report

SAMTRANS STRATEGIC PLAN

The SamTrans Strategic Plan (Plan) is a blueprint for SamTrans growth and fiscal policy from 2015 through 2019. The Plan identifies three priorities: expand mobility options for customers, strengthen fiscal health, and become a more effective organization. It includes the following actions to improve service in the general CBTP study area:

- Work with community partners on synergistic land use development policies that support transit investments through the Grand Boulevard Initiative.

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- Work with its partners on the Grand Boulevard Initiative to revitalize the El Camino Real corridor and promote transit-oriented development.
- Consider implementing select El Camino Real Bus Rapid Transit (BRT) enhancements as early as 2017.

The Plan also documented early results of the SamTrans Service Plan, which suggest that there is a demand for increased route frequency in the study area. Over the course of one year, weekday ridership increased by 13 percent on Route ERC and by 12 percent on Route 120, both of which serve the study area.

SAN MATEO COUNTY SENIOR MOBILITY GUIDE

The Senior Mobility Guide provides information about a wide range of programs and services to help San Mateo County residents remain mobile, active, and connected to their community as they age. Programs are provided through a range of agencies in the county to ensure seniors remain safe when driving and retain their access to resources and amenities. This guide provides transit service information, a program for Mobility Ambassadors to familiarize older adults and people with disabilities with transportation options, and information about local shuttles. The following programs identified in the guide are as follows:

- **East Palo Alto Caltrain Shuttle:** The shuttle goes from Woodland-Bayshore neighborhood locations in East Palo Alto, such as the Ravenswood Health Clinic, to the Palo Alto Caltrain Station every day, with some late-night service.
- **Menlo Park Shoppers' Shuttle:** This ride-request service operates starting at 9:15 am and can take people to south San Mateo County destinations (times and days are variable).
- **Redwood City-Midpoint Caltrain Shuttle:** This shuttle is available to all and runs on weekdays between Redwood City Caltrain and the Midpoint Technology Park on Broadway.
- **East Palo Alto Senior Shuttle:** The Senior Center offers \$0.50 weekday roundtrip rides for participants in the Senior Nutrition Lunch Program.
- **Menlo Park Senior Center:** The Senior Center offers donation-based rides in Menlo Park and parts of East Palo Alto to Senior Center members over 60 years old. Vehicles are wheelchair accessible.
- **American Cancer Society – Road to Recovery:** A program staffed by volunteer drivers who pick up cancer patients at their homes and take them to treatment related activities, including doctor's appointments, radiation treatments, and chemotherapy.
- **Get Up & Go (PJCC):** A door-to-door, wheelchair-accessible bus and car service for older adults who do not drive.
- **Kaiser Permanente Medical Center – Redwood City:** This hospital offers limited transportation for patients to nearby areas in southern San Mateo County.

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- **Go-Go Grandparent:** This nationwide service offers rides 24 hours a day, 7 days a week to all. Vehicles can transport folding wheelchairs and passengers who are transferable, and fares are quoted based on distance traveled and time traveled.
- **Serra Yellow Cab:** This program offers dispatch service to/from Daly City, Colma, Brisbane, Pacifica, Broadmoor, Millbrae, Burlingame, Hillsborough, Foster City, Belmont, San Carlos, Redwood City and SFO.
- **SilverRide:** This TNC service is specifically designed to meet the transportation needs of older adults and people with ambulatory or other limitations
- **SamTrans Redi-Wheels:** This paratransit service is available for people whose disabilities or health conditions prevent them from using the bus.

SAN MATEO COUNTY TRANSPORTATION PLAN

The San Mateo Countywide Transportation Plan for 2040 (SMCTP 2040) is a long-range, comprehensive transportation planning document that promotes consistency and compatibility among all transportation plans and programs within the county. The SMCTP 2040 outlines transportation issues associated with countywide growth and establishes overall strategies and programs to overcome the challenges.

The SMCTP 2040 includes a list of Proposed Regional Transportation Plan (RTP) Projects comprised of longer-term improvements encouraged by the MTC's twenty-year RTP. Some are located, or indicate potential transportation gaps, in the current study area. These include the following projects, with status updates per C/CAG's 2019 Updated Draft List of Regionally Significant Projects¹ and other referenced sources.

- **Extend Blomquist Street over Redwood Creek to East Bayshore and Bair Island Road:** Construction to start January 2020; project open date 2023.
- **Improve U.S. 101/Woodside Road interchange:** Final design as of November 2019, project open date 2025.
- **Middlefield Road Streetscape.** Design complete 2018, construction not initiated.
- **US 101/University Avenue Interchange Improvements:** East Palo Alto working on Funding and Cooperative Agreements with Caltrans and SMCTA,² project open date 2021.

¹ C/CAG, April 29, 2019, UPDATED - Draft List of Regionally Significant Projects, <https://ccag.ca.gov/wp-content/uploads/2019/04/Updated-Draft-PBA-2050-Project-List-CMEQ.pdf>, accessed December 11, 2019.

² City of East Palo Alto, Capitol Improvement Project in Progress webpage, <http://www.ci.east-palo-alto.ca.us/index.aspx?NID=183>, accessed December 11, 2019.

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- **Bay Road Improvement Phases II & III.** Request for Proposals for construction management services released September 2019, construction work start December 2019.³
- **University Avenue Complete Streets Pilot Project.** In planning stage as part of citywide complete streets policy framework.
- **Reconstruct U.S. 101/Willow Road interchange.** Construction began in May 2017, City of Menlo Park Environmental Quality Commission to present to Council in early 2020.⁴
- **Improve access to and from the west side of Dumbarton Bridge on Route 84 connecting to U.S. 101.** In planning stage; opening date 2040.

SAN MATEO COUNTY TRANSPORTATION PLAN FOLLOW UP: FINAL ACTION PLAN

The SMCTP 2040 Follow-Up Plan (Final Action Plan) was developed by a multi-agency Working Group to ensure the that goals, projects and programs in SMCTP 2040 would be implemented appropriately. The Final Action Plan:

- Establishes regional and local roles & responsibilities;
- Assesses the effectiveness of performance measures in SMCTP 2040 and identifies accountability measures to ensure the Action Plan is reviewed and updated as needed;
- Includes recommendations for effective community outreach and equitable planning; and
- Summarizes existing and potential funding sources on the local, state and federal level.

The Final Action Plan prioritizes funding decisions that consider equity, and stresses that the results of County CBTPs should be used to inform the development of the next SMCTP update.

SAN MATEO COUNTY HUMAN SERVICES AGENCY TRANSPORTATION PROGRAMS

The County of San Mateo's Human Services Agency (HSA) provides services that vary from public assistance programs for the homeless to child protective services. HSA also implements the following transportation assistance programs, each of which demonstrates a gap in mobility options for challenged populations.

³ City of East Palo Alto, September 2019, <https://www.ci.east-palo-alto.ca.us/DocumentCenter/View/4152>, accessed December 11, 2019.

⁴ City of Menlo Park, Willow Road/U.S. 101 Interchange webpage, <https://www.menlopark.org/1127/Willow-RoadUS-101-Interchange>, accessed December 11, 2019.

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- **Service Connect:** This program provides a range of services aimed at supporting former inmates as they re-enter the community, including emergency housing, transportation vouchers, and other basic needs assistance.
- **Health Plan of San Mateo:** Through Medi-Cal, Health Plan of San Mateo (HPSM) provides a managed care insurance plan with benefits for people with Medi-Cal Coverage or through the Supplemental Security Income (SSI) program. One benefit includes the Nonmedical Transportation (NMT) service, which provides rides to HPSM members to outpatient health care services throughout the county. This program is provided through the American Logistics Company, which provides the free ride to participating members.
- **Subsidized SamTrans Tickets:** The HSA purchases \$1 million in tickets and bus passes annually from SamTrans to serve low-income individuals, as well as passes for youth, child welfare cases, and those on juvenile probation.

RAVENSWOOD/ 4 CORNERS TOD SPECIFIC PLAN

The City of East Palo Alto's 2013 Ravenswood/ 4 Corners TOD Specific Plan includes provisions for pedestrian and bicycle circulation, vehicle circulation, and transit. The Plan aims to improve the pedestrian network and pedestrian safety and proposes bicycle facilities along key corridors. It recommends new or enhanced connections between Ravenswood and University Avenue, along Bay Road, on Fordham Street, and along Illinois Avenue.

Due to the uncertainty of the future Dumbarton Rail Corridor at the time this plan was drafted, transit improvements are recommended to provide flexible multimodal transportation options, pedestrian-friendly environments, and mixed-use development. Alternative station sites for the Dumbarton Rail, as well as bus rapid transit (BRT) options, are provided to increase transit connections for individuals in the Specific Plan Area. Since 2013, the second alternative has been selected to locate the rail in Menlo Park. This alternative requires bus transit, private shuttle, and bicycle connections from the Specific Plan Area of East Palo Alto to the station.

DUMBARTON TRANSPORTATION CORRIDOR STUDY

This 2017 study of the feasibility of multimodal transportation improvements in the Dumbarton Corridor was conducted as a follow-up to the Ravenswood / 4 Corners TOD Specific Plan. The Study recommends a phased program of operational and infrastructure improvements that enhance mobility between Alameda, San Mateo and Santa Clara counties. The western portion of the Corridor passes through the Redwood City, North Fair Oaks, Menlo Park, and East Palo Alto COCs. The study found that improving corridor efficiency and travel time reliability with enhanced bus services, roadway improvements, and rail service would benefit commuters in the Peninsula, including those in the study area. Recommendations from this study are currently being implemented to enhance the Dumbarton Rail Corridor.

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NORTH FAIR OAKS COMMUNITY PLAN

Chapter 3 of the 2011 North Fair Oaks (NFO) Community Plan evaluates circulation in NFO, the unincorporated community in the CBTP the study area. The Plan identifies the following gaps in in the transportation network:

- Infrequent crossing locations along existing railroad lines create barriers to pedestrian, bicycle, and transit circulation and neighborhood connectivity.
- Narrow or missing sidewalks, inadequate curb ramps, and poor stormwater drainage.
- Lack of designated bicycle facilities within the community.
- Transit routes are difficult to access from some areas of the community.
- There are no train stations within practical walking distance, despite two rail corridors through the community.

The following implementation action has been planned, but have not yet been completed:

- Proposed traffic signal Redwood Junction (Middlefield rail crossing) intersection

The following implementation action was implemented in 2016, but taken out of service in 2018 due to declining ridership:

- NFO Parks shuttle to County Parks

REDWOOD CITY GENERAL PLAN

Redwood City addresses transit needs in the Circulation Element of the Redwood City General Plan. Improvements to the bicycle and pedestrian network are recommended within the study area along Middlefield Road, at intersections with Chestnut Street, Woodside Road, Willow Street and Douglas Avenue. In addition, the Circulation Element considers a potential streetcar network along Middlefield Road and Broadway Avenue through Redwood City's COCs.

MENLO PARK GENERAL PLAN

The Circulation Element in the Menlo Park General Plan, adopted in 2016, identifies focus areas for transportation change, some of which lie within the CBTP study area. Future paseos, multi-use pedestrian and bicycle pathways, Class III bikeways, and mixed-use collector streets are proposed to enhance the street network. The Circulation Element also maps shuttle routes and bus routes and the proposed Dumbarton Line through the Menlo Park COCs.

EAST PALO ALTO GENERAL PLAN

The 2015 East Palo Alto General Plan discusses transportation network gaps and improvements throughout the city in the Transportation Element. The element notes that the existing transit network in

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the city is extensive with frequent, convenient connections throughout most of the city. The only new transit route proposed in East Palo Alto is the Dumbarton Rail, which will run through the northern edge of the East Palo Alto COCs.

The Transportation Element finds that the existing bicycle network is relatively modest, particularly lacking access across Highway 101, and numerous streets lack sidewalks altogether for pedestrian mobility. The element recommends connecting existing sidewalk segments throughout the city to increase pedestrian safety and access. In addition, the element proposes bicycle connections across Highway 101 and along Pulgas Avenue to improve connectivity. As of 2019, the Highway 101 Pedestrian/Bicycle Overcrossing Project has been completed.

SAN MATEO COUNTY COMPREHENSIVE BICYCLE AND PEDESTRIAN PLAN

C/CAG's 2011 Comprehensive Bicycle and Pedestrian Plan (CBPP) recommends bikeways and Pedestrian Focus Areas—defined as areas of high pedestrian demand where pedestrian improvements of countywide significance can be located—to close gaps in the bicycle and pedestrian network. Multiple Pedestrian Focus Areas are in the CBTP study area.

Pedestrian Focus Areas are prioritized for funding through the CBPP, and the CBPP recommends relevant project and design improvements such as:

- **Downtown Area Improvements:** Sidewalks, walking pathways and crossing improvements.
- **El Camino Real Corridor Improvements:** Walking pathways and crossing improvements, including Grand Boulevard Initiative projects.
- **Major Barrier Crossings:** Bicyclist and pedestrian crossings of major transportation barriers, including freeway crossings; over/under crossing projects and major arterial crossings; and intersection crossing/signalization improvements.
- **Safe Routes to School:** Walking pathways, sidewalks and intersection improvements near K-12 schools, designed to encourage and enable school children to safely walk, bicycle, carpool, and utilize transit to get to school.
- **Safe Routes to Transit:** Sidewalks and pedestrian intersection improvements within ½ mile of a Caltrain station or BART station or within ¼ mile of a major bus line.
- **Access to County/Regional Activity Centers:** Sidewalks and pedestrian intersection improvements connecting to activity centers of county or regional significance.

SAN MATEO COUNTY SHUTTLE PROGRAM CALL FOR PROJECTS

The San Mateo County Transportation Authority and C/CAG initiated a joint call for projects in late 2017 to provide funding for the operation of local shuttle services. Eligible projects must serve county residents and employees and provide access to regional transit and/or meet local mobility needs. The scoring

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system includes the following “Project Need” criteria in order to ensure that projects serve transit-challenged communities:

- Provides service to an area underserved by transit.
- Provides service to special populations (e.g. transit dependent, seniors).

The current call for projects deadline is February 21, 2020.⁵

SAN MATEO COUNTY TRANSPORTATION PLAN FOR LOW-INCOME POPULATIONS

The objective of the Countywide Transportation Plan for Low-Income Populations is to fulfill transportation needs of disadvantaged residents in the county. This Plan outlines the following barriers to project implementation based on analyses of previous planning efforts, including the 2008 Bayshore CBTP:

- Lack of appropriate sustainable and stable funding sources.
- The absence of a process to promote implementation of projects.
- Projects that require unusual, complex, or difficult partnerships.
- Projects that require a degree of administrative resources beyond that of sponsoring agencies.

A series of transportation improvement projects was developed based on a community outreach process. The following impact the study area directly:

- **Implement 24-hour bus service (East Palo Alto).** This has been implemented, with Samtrans’ Route 297 providing overnight service between the Palo Alto Transit Center and the Redwood City Transit Center via East Palo Alto
- **Construct a bus shelter at Woodside Rd & El Camino Real (Redwood City) and at the Newbridge bus station (East Palo Alto).** These have not been implemented.
- **Develop additional amenities at Bay Rd and University Ave, University Ave and Runnymead St, and Willow Rd (East Palo Alto) and Belle Haven (Menlo Park).** These have not been implemented.
- **Construct speed bumps, lower speed limit, and flashing crosswalks at Belle Haven Elementary School (Menlo Park).** On April 16, 2019, the Menlo Park City Council and residents reviewed the Belle Haven Neighborhood Traffic Management Plan.

⁵ C/CAG Technical Advisory Committee, November 21, 2019, San Mateo County Shuttle Program Call For Projects, <https://ccag.ca.gov/wp-content/uploads/2019/11/Shuttle-Prgm-FY-20-21-21-22-TAC-Mtg-112119-1.pdf>, accessed December 11, 2019.

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- **Provide more lighting at El Camino and 5th intersection (North Fair Oaks).** Lighting policies in NFO have been established in 2017 Neighborhood Street Enhancement Program.
- **Add more pedestrian crosswalks at Broadway Street (Redwood City).** Partially implemented, with new Caltrain grade crossing at Broadway in 2018.
- **Improve pedestrian safety and amenities: Improve landscaping, longer crosswalk time, widen sidewalks, and slow traffic on El Camino Real.** The Redwood City El Camino Real Corridor Plan was adopted in 2017, and the Bike and Ped Safety Improvement Study: El Camino Real between Maple & Charter Streets, was completed in February 2019. The latter includes conceptual design drawings for bike and pedestrian safety improvements on El Camino Real.⁶
- **Construct a better sight line for left turning cars at Clark and Myrtle intersection (East Palo Alto).** Not yet implemented.
- **Add bicycle lanes on El Camino Real.** The Redwood City El Camino Real Corridor Plan was adopted in 2017, and Bike and Ped Safety Improvement Study: El Camino Real between Maple & Charter Streets, was completed in February 2019. The latter includes conceptual design drawings for bike and pedestrian safety improvements on El Camino Real.

EAST PALO ALTO BICYCLE TRANSPORTATION MASTER PLAN

The 2017 East Palo Alto Bicycle Transportation Master Plan (EPATMP) identifies existing and proposed routes throughout the study area. The bicycle network consists of Class II bike lanes along collector roads and a Class I off-street bicycle path near the shoreline. Proposed routes run primarily north-south to connect existing path segments.

MENLO PARK TRANSPORTATION MASTER PLAN

The City of Menlo Park is currently developing its first Transportation Master Plan (TMP) to provide a vision for mobility, establish metrics for network performance, and outline an implementation strategy for local and regional network improvements. One major priority is the Bayfront Expressway Multimodal Corridor Project along Haven Avenue in the study area. Projects are prioritized via nine Prioritization Criteria, one of which is “Sensitive Populations” such as residents of COCs. Projects in the not-yet adopted Master Plan that fulfill the “Sensitive Populations” criterion include:

- Reactivation of the Dumbarton Corridor Project.
- Marsh Road Bicycle Network Improvement Project.

⁶ City of Redwood City, El Camino Real Corridor Plan webpage, <https://www.redwoodcity.org/departments/community-development-department/planning-housing/planning-services/general-plan-precise-plans/el-camino-real-corridor-plan#Background>, accessed December 11, 2019.

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- Willow Road Corridor Improvement Project, including pedestrian, bicycle and safety improvements.
- Downtown Mobility Improvements, including conversion of existing crosswalks to high-visibility crosswalks.
- Middle Avenue Mobility Improvements, including new Class II Bicycle Lanes and new sidewalks on both sides of Middle Avenue.
- West Menlo Mobility Improvements, including Class II Bicycle Lanes on Avey Avenue from Santa Cruz Avenue to Monte Rosa Drive.

REDWOOD CITY MOVES: CITYWIDE TRANSPORTATION PLAN

2018 RWC Moves is a guide for future Redwood City transportation investment. It outlines a series of programs divided into seven categories: Active transportation, Complete Street corridors and placemaking, transit access and service enhancements, roadway congestion and delay improvements, network gap closure, connectivity and safety, transportation technologies and innovations, and Transportation Demand Management. There are multiple projects across all categories that would impact the Redwood City and North Fair Oaks COCs. These include the Vera Avenue Bicycle Boulevard project and the Redwood City Transit Center Improvements project.

REDWOOD CITY SAFE ROUTES TO SCHOOL

This plan identifies potential infrastructure projects and education and encouragement programs to improve student safety and support walking and biking to school. In addition, it identifies and promotes walking and biking routes for students and parents to and from school at Hawes Community School, located in the Redwood City portion of the CBTP study area.

2005 CBTP IMPLEMENTATION STATUS

As noted above, the last update to a CBTP in the Southeast San Mateo County area was the 2005 East Palo Alto CBTP, which included a study area limited to the City of East Palo Alto. The 2005 CBTP recommended 13 projects, programs and plans categorized by implementation timeline, including Short-Term, Mid-Term and Long-Term efforts. Table 5 tallies each of these projects and plans by the degree to which they have been implemented. It also includes information regarding factors that influenced the success or failure of each.

As shown in Table 4, six of the 14 CBTP recommendations have been fully implemented, a success rate of about 43 percent. Three of the recommendations have been partially implemented and four have not been implemented, rates of about 21 and 36 percent, respectively.

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Table 4 Status of 2005 East Palo Alto CBTP Recommendations

Recommended Project/Plan/Program	Level of Implementation			Notes
	Fully Implemented	Partially Implemented	Not Implemented	
Short-Term				
Improve the Scheduling and Connectivity of Transit Service	✓			Transit Study completed.
Subsidize Monthly Transit Passes for Low Income Residents	✓			Transit Fare Assistance program (CalWORKS) in County Welfare to Work Transportation Plan.
Provide Demand Response Transit Service		✓		Hindered by low ridership, redundancy with SamTrans routes
Provide More Bus Pass Vendor Outlets	✓			New Clipper vendor outlets installed at regional drug stores
Provide a City Transportation Systems Management Coordinator		✓		Hindered by city budget constraints and human resource challenges.
Enhance Transit Information in Spanish		✓		Printed materials now obsolete with online translation resources and smartphone availability
Implement a Transit Oriented Development Program	✓			TOD Program adopted as part of Ravenswood/ 4 Corners TOD Specific Plan
Relocate School Bus Stops			✓	Facilities Master Plan focused on bus stops at school campuses, not routes
Provide Community Shuttle Services at Night			✓	Hindered by low ridership and redundancy with SamTrans routes
Mid-Term				
Provide Enhanced Transit Transfer Sites			✓	Hindered by limiting site conditions, permit and power requirements, lack of responsible agency accountability
Increase Frequency of Transit Service	✓			SamTrans increased frequency of Route 281 and Route 296
Extend SamTrans Routes 297/397 into Neighborhoods or Extend Hours of Route 296	✓			SamTrans implemented
Long-Term				
Provide a Transit Center in East Palo Alto			✓	Dumbarton Rail project has overshadowed this project and highlighted a potential redundancy with an independent transit station

KEY FINDINGS AND TRENDS

Based on the demographic and transportation analysis outlined in this assessment, the study area has underserved populations when compared to San Mateo County overall. Resources and services are less accessible for residents in these neighborhoods which may be influenced by the key findings identified below.

- COCs east of Redwood City in the study area have shorter average commute times than the Redwood City COCs and countywide. Longer commutes in the Redwood City study area may be partially attributed to the nearby Caltrain station, which provides connections to destinations such as San Francisco, the Peninsula, and San Jose. Residents in COCs without a Caltrain station may live closer to their workplace due to lack of regional transit access to facilitate longer trips.
- Lower-income and vehicle-restricted COCs tend to be close to public transit hubs. Nearby transit centers provide access to work and amenities without need for a car. This reflects the potential value of CBTP transit connectivity projects and resulting decrease in auto-dependency.
- Language limitation is associated with poverty rates in the study area. Both of these factors may be improved through informational and education-based transportation projects, as well as projects providing improved access to learning and social support facilities.
- North Fair Oaks has a higher rate of young people, a sector traditionally more reliant on non-auto modes of travel and the focus of safety programs. However, this COC has few transit routes and bike facilities. These gaps are access and safety liabilities, solutions to which should be explored.
- East Palo Alto is the only COC included in the 2005 CBTP. The factors that define a COC and other demographic challenges still frustrate equitable transportation here. This area has the most youths and least elderly, indicating that young families are prevalent. This area has more households with non-English speakers and higher rates of households at or below 200 percent of the federal poverty threshold. Parts of East Palo Alto have high rates of those with physical disabilities, and the community is distanced from regional transit services like Caltrain. The success rate of recommendations from the 2005 CBTP should be assessed carefully in the development of new projects and programs.

Analysis of the 2005 CBTP recommendations and their varying degrees of success revealed trends for consideration when developing updated programs and policies in this study area. The trends are discussed below.

- **Relatively High Rate of Implementation**

As shown in Table 4, recommendations identified in the 2005 East Palo Alto CBTP have an implementation rate of 43 percent. This is relatively successful as compared to previous CBTPs in San Mateo County. Five of the six implemented projects directly addressed SamTrans accessibility — either route improvements or subsidized ridership. SamTrans improvements should remain a

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priority of outreach and recommendations for the current Southeast San Mateo CBTP. However, strategies and projects must be responsive to current conditions.

- **Technological Advancements Rendering Programs Obsolete.**

Online tools and engagement have become more accessible as smartphones have become ubiquitous. Recommendations should anticipate emerging and evolving technologies by devising programs and policies that are flexible and applicable in the changing technological landscape of today.

- **Program Redundancy with Multi-Agency Coordination.**

CBTP recommendations must consider the challenges of multi-agency coordination. The study area is targeted for proposed and adopted transportation programming sponsored by various local and regional agencies. Implementation of CBTP projects will require careful allocation of responsibility and thoughtful planning to ensure resources are allocated efficiently and without redundancy.

- **Unidentified Funding/Responsible Agency to Research Funding.**

When programs fail to identify a secured funding source, the first challenge in implementation becomes identifying a funding source. Adding an extra step of attempting to obtain funding increases the project timeline and decreases the likelihood of timely and effective program implementation. Furthermore, some programs may identify a potential funding source but fail to indicate a party to pursue and obtain the funding. A lack of responsible agency leaves the policy without actionable next steps to mobilize implementation. All recommendations should identify a clear, available funding source and assign an agency responsible for the pursuit and preservation of the funds for the project.

- **Targeted Use of Printed Materials**

The previous CBTP recommended Spanish translation of SamTrans route maps, general information guides, local shuttle maps, and schedules. However, printed materials were not created due to perceptions that they are redundant with increasing popularity of mobile phones. SamTrans' website uses Google Translate to provide resources in Spanish, but user feedback indicates that the translation provided online is not understandable. While SamTrans uses the automatic translator because it is an affordable, practical way to translate pages, it is ineffective if non-English speaking households cannot understand the information. Due to the key finding's indication that non-English speaking households also tend to be lower income, these COCs may have difficulty accessing understandable online resources. Printed materials featuring routes and schedules should be provided in Spanish, especially in Redwood City and other COCs with a large Spanish speaker population, to address inequality gaps related to language barriers and web access.