



2026

EL CERRITO LOCAL ROAD SAFETY PLAN

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Prepared by:



EL CERRITO
**ROAD
SAFETY**





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INTRODUCTION

This Local Road Safety Plan (LRSP) represents the next step in El Cerrito's vision of creating a safe community where everyone can flourish. Today, El Cerrito stands closer than ever to realizing this vision.

Since identifying public health and safety as a core goal in its 2015 Strategic Plan, El Cerrito has worked consistently to make its roadways safer. In 2017, the California Office of Traffic Safety (OTS) ranked El Cerrito 37th out of 94 similarly sized California cities for fatal and serious injury crashes. By 2021, El Cerrito had improved to 73rd out of 93 California cities.

But there is more work to be done. Between 2018 and 2022, there were 702 reported crashes in El Cerrito, including one that resulted in a fatality and eight others that resulted in serious, life-altering injuries. Sadly, after significant progress, there have been 3 additional fatalities in the last three years. With this Plan, El Cerrito seeks to eliminate deaths and serious injuries on City streets. We now view even one fatality or serious injury in El Cerrito as preventable and therefore unacceptable. **We're almost there.**

What Is a Local Road Safety Plan?

A Local Road Safety Plan (LRSP) is a data-driven planning framework that enables California cities like El Cerrito to identify roadway safety improvements that are tailored to their local needs.

The LRSP emphasizes a holistic safety approach: by systematically examining crash data and engaging safety partners and community stakeholders, an LRSP helps identify high-risk locations and behaviors and develops targeted strategies that can help prevent crashes before they occur.

Importantly, having an LRSP is a prerequisite for applying to the Highway Safety Improvement Program (HSIP), a Federal grant program that provides funding for projects aimed at reducing traffic fatalities and serious injuries on public roads. By adopting this LRSP, El Cerrito positions itself to proactively address safety concerns and secure essential funding to achieve its vision of safer streets for everyone.

Vision Zero

This Plan subscribes to Vision Zero, an international movement dedicated to eliminating traffic fatalities and serious injuries. In 2021, the Contra Costa Transportation Authority (CCTA) developed the Countywide Transportation Safety Policy and Implementation Guide, providing a framework for local agencies to implement Vision Zero strategies. Building on this, CCTA completed its Countywide Comprehensive Transportation Safety Action Plan in October 2024. This Plan identifies strategies and actions for local agencies to eliminate fatal and serious injury crashes in 21 counties, with a special focus on making roadways safer for vulnerable users.

Vision Zero Gets Results:

Hoboken, NJ, has achieved
7 consecutive years
without a traffic fatality.¹



Fremont, CA, has
reduced traffic deaths
by 45% since launching
a Vision Zero effort.

Safe System Approach

To meet the goal of eliminating traffic deaths and serious injuries, this LRSP is also grounded in the Safe System Approach—a framework developed by the Federal Highway Administration (FHWA) that emphasizes proactive, layered, and redundant roadway safety strategies.

The approach is centered around six principles:

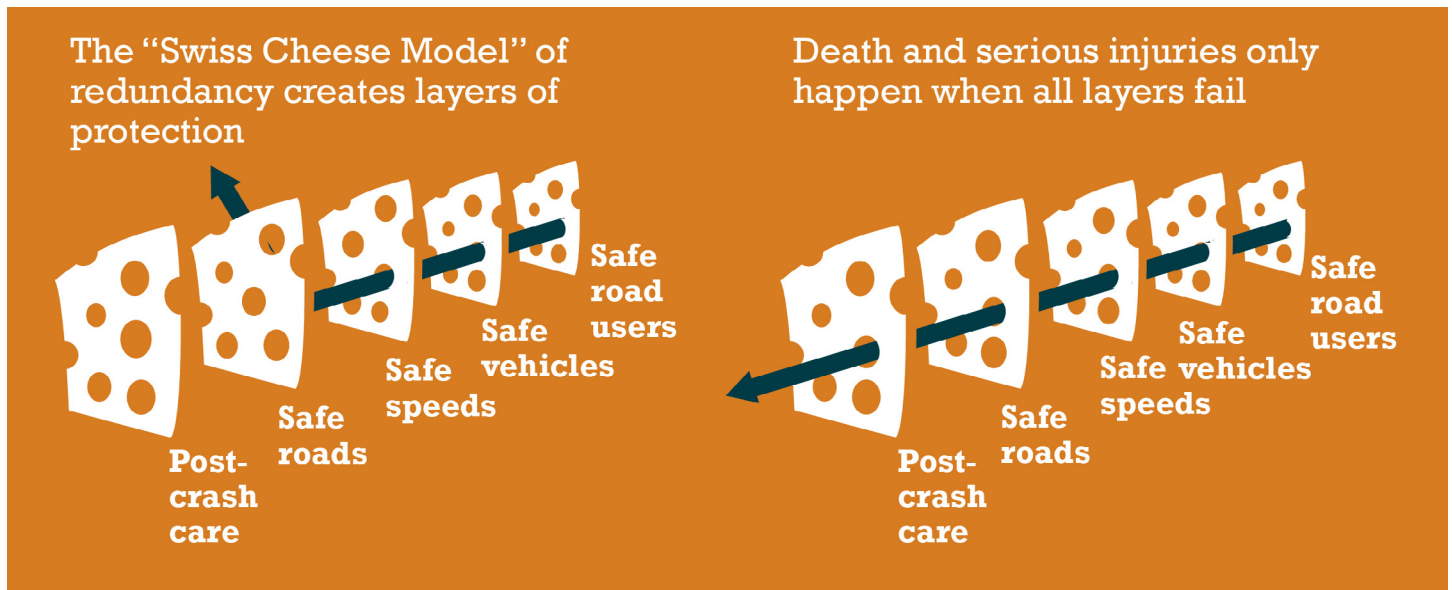
- 1 Deaths and serious injuries are unacceptable.
- 2 Humans make mistakes; system should be designed to prevent those mistakes from resulting in serious harm.
- 3 Humans are vulnerable to crash forces.
- 4 Responsibility is shared among all parts of the system, not just individual users.
- 5 Safety must be proactive, not reactive.
- 6 Redundancy is essential to save lives.



Figure 1. The Safe System Approach, FHWA

Why a Safe System Approach?

Using a Safe System Approach puts roadway safety first by treating people as people. Recognizing that humans make mistakes, the approach builds multiple protections into a roadway that cooperate with one another, offering what's known as the "Swiss Cheese Model" of redundancy. In this model, death and serious injury only happen in the unlikely event that every protection provided—from safer designs, to slower speeds, to better vehicle technology—fails.



Source: FHWA and Washington State Department of Transportation

The Safe System Approach can reinvent how a community thinks about safety. Instead of relying only on people to always do the right thing, this approach shares responsibility equally between drivers, City planners, engineers, and others; everyone works together to make the whole system safer for all users, including people walking, biking, or rolling. When we plan and design our roadways using The Safe System Approach, we work to prevent crashes before they happen and move toward our goal of having zero traffic deaths.

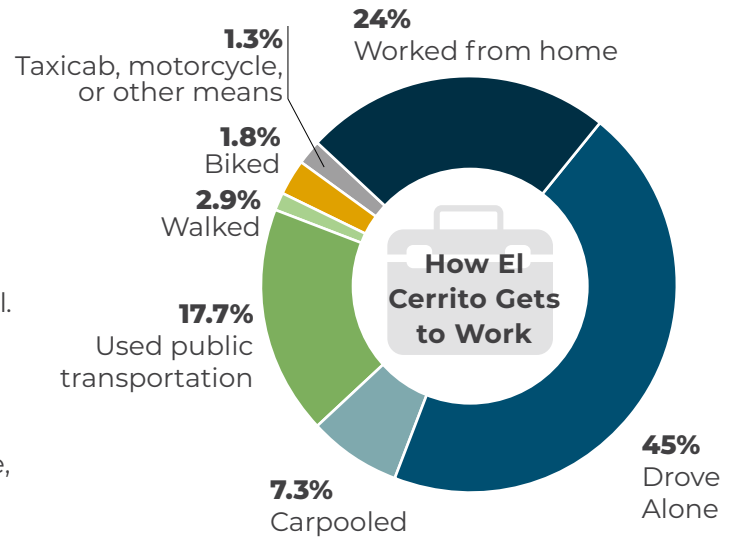


El Cerrito's Unique Transportation Needs

Despite its modest size (with 25,800 people in 2025), El Cerrito plays an outsized role in the regional transportation network.

The city is served by two BART stations and multiple AC Transit lines, giving residents access to a variety of travel options uncommon in similarly sized California cities. Its diverse transportation profile reflects El Cerrito's unique position within the Bay Area and underscores the importance of planning for safety across all modes of travel.

According to recent Census data, only 52 percent of El Cerrito workers drive alone or carpool to work—far below the statewide average of 78.0 percent—while 18 percent use public transit, nearly 5 percent walk or bike, and about 24 percent work from home.⁶



SAN PABLO AVENUE

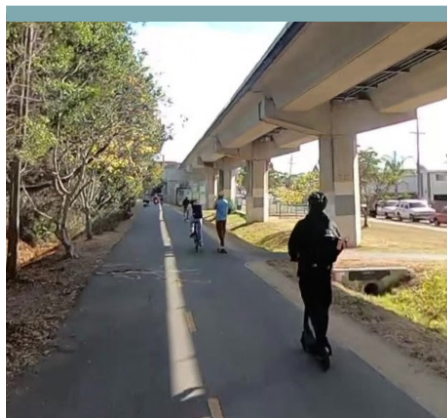
El Cerrito's transportation landscape is shaped in large part by San Pablo Avenue, the city's primary north-south corridor, highlighted in [Figure 2](#). San Pablo Avenue wears many hats: as a state route, it connects travelers to regional destinations via I-80 and I-580, while it also serves as a vital main street lined with shops, restaurants, and services. It provides access to the City's two BART stations and the Ohlone Greenway, supporting trips by foot, bike, bus, and car alike.

In many ways, San Pablo Avenue reflects the dual identity of El Cerrito itself—a small, close-knit community embedded within a highly connected urban region. Balancing these local and regional roles is central to El Cerrito's plans for a safer and more accessible transportation system.



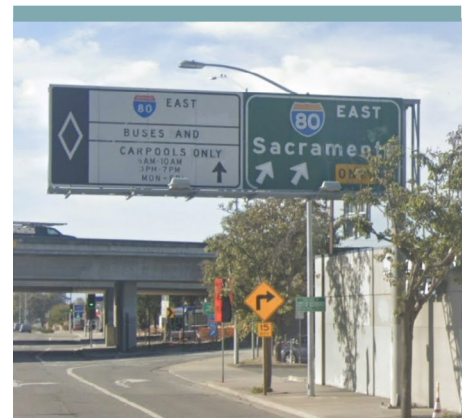
El Cerrito Plaza Station; Image from Google StreetView

Two BART stations (El Cerrito Plaza Station and El Cerrito Del Norte Station).



Ohlone Greenway; Image from Google StreetView

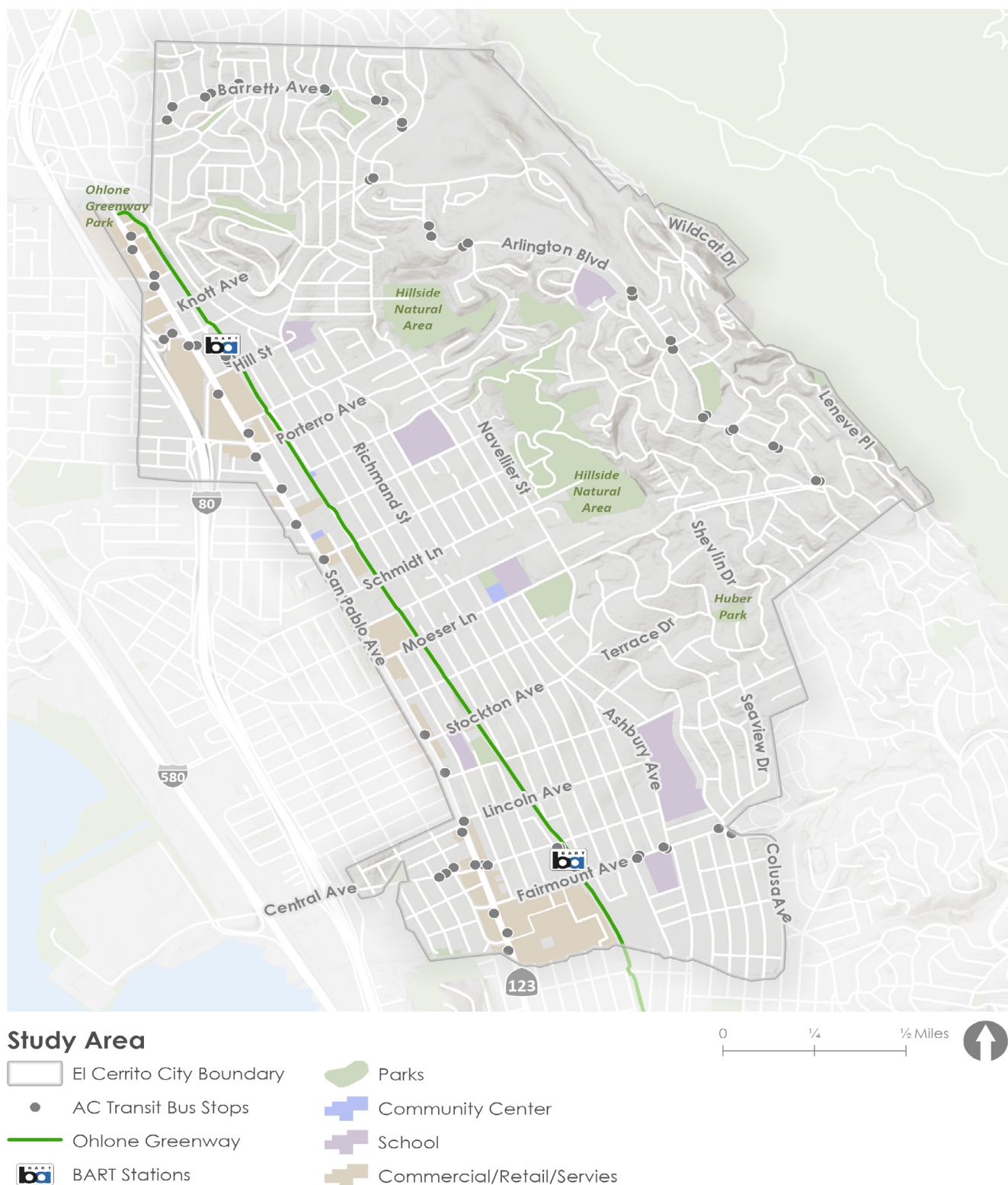
The Ohlone Greenway bike and pedestrian pathway connecting the northern and southern city limits.



Access to I-80 via Cutting Blvd from San Pablo Ave; Image from Google StreetView

Access to Interstates 80 and 580 that provide regional connections to San Francisco, Berkeley, Oakland, and beyond.

Figure 2. El Cerrito Local Road Safety Plan (LRSP) Study Area



EL CERRITO’S SOCIAL NEEDS & TRENDS

Disadvantaged Areas

Summarizing the crash impacts in disadvantaged communities can highlight potential safety disparities and guide targeted, equitable interventions for populations most vulnerable to traffic-related impacts. There are multiple ways to identify disadvantaged communities. For this study, a community in El Cerrito is considered disadvantaged if it meets the threshold for **any** of the following programs:

- **Metropolitan Transportation Commission (MTC) Equity Priority Communities**
- **U.S. Department of Transportation (USDOT) Equitable Transportation Communities**
- **USDOT’s RAISE Areas of Persistent Poverty**

Combined, these designations capture populations facing challenges related to transportation, employment, housing, health, socioeconomic conditions, and environmental pollution. [Figure 3](#) reveals two primary clusters of disadvantaged communities within El Cerrito.

Crashes in Disadvantaged Areas

Census Tract 3860
30% of all reported crashes
40% of all fatal and serious injury crashes

Census Tract 3892
17% of all reported crashes
10% of all fatal and serious injury crashes

Populations with Unique Transportation Needs

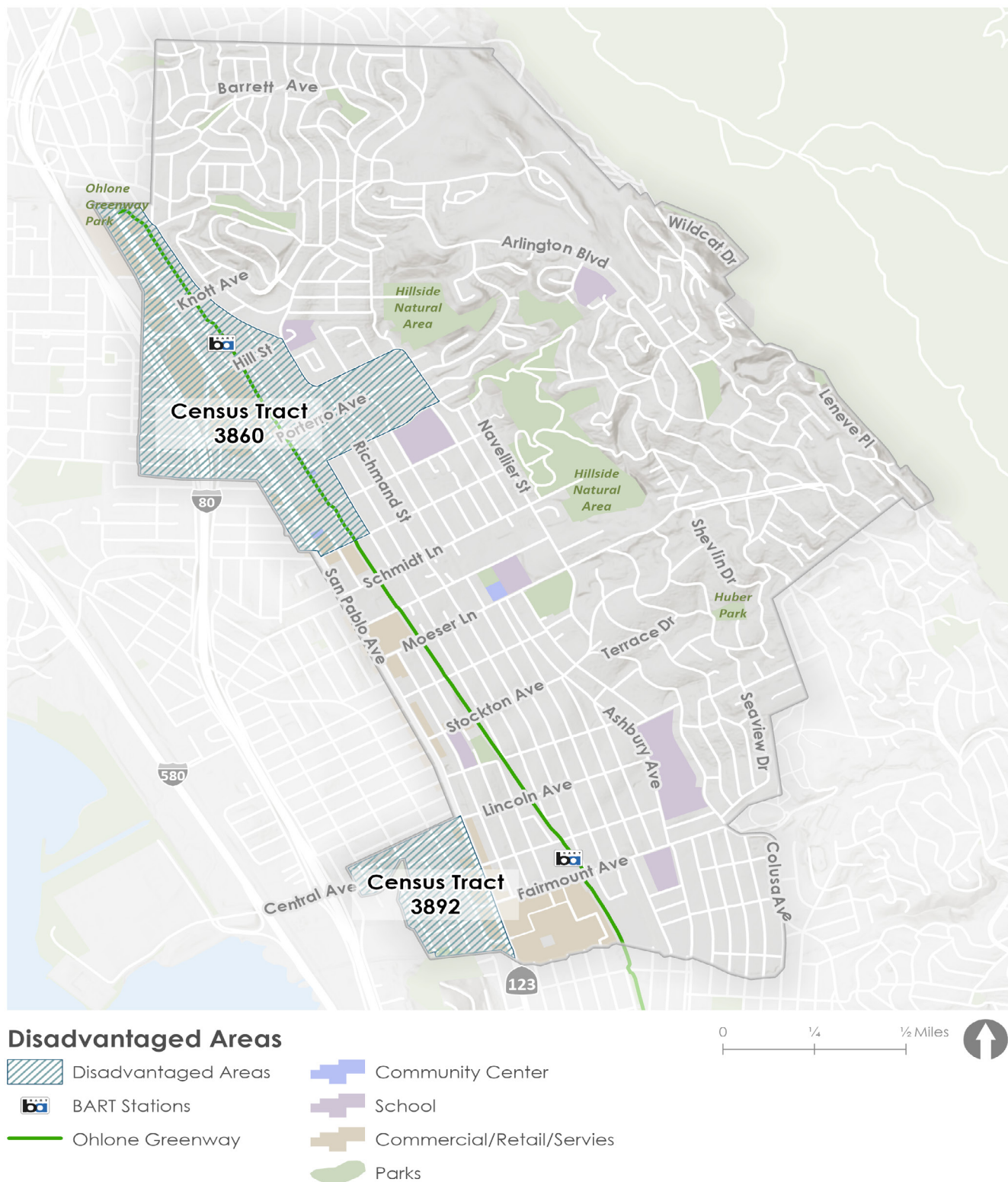
As shown in [Table 1](#), disadvantaged communities exhibit higher proportions of residents with unique transportation needs, including:

- **People with disabilities**, who may require longer pedestrian signal timings and are less likely to own a vehicle.
- **Low-income households**, which often may not be able to afford to purchase or maintain a car and therefore depend on walking, biking, and transit.
- **Households without a vehicle**, for whom safe sidewalks, protected bike lanes, and reliable transit are critical for daily mobility.
- **People 65 and older**, who may choose not to drive—even if they have access to a vehicle—or who travel outside peak commute periods, underscoring the need for safe crossings and off-peak transit service.

Table 1. *Populations with Unique Transportation Needs Citywide and in Disadvantaged Areas*

AREA	PEOPLE 65 YEARS OR OLDER	PEOPLE LIVING BELOW THE POVERTY LINE	PEOPLE WITH A DISABILITY	HOUSEHOLDS WITHOUT ACCESS TO A VEHICLE
Census Tract 3860	16%	17%	12%	17%
Census Tract 3892	11%	12%	9%	13%
Citywide	20%	8%	9%	8%

Figure 3. *Disadvantaged Communities within El Cerrito*



A VISION FOR SAFER STREETS

Plan Vision

The City of El Cerrito is committed to eliminating traffic fatalities and serious injuries by 2035 by prioritizing safety and enhancing the ability for all road users to travel safely in the city.



The vision above, in tandem with the Safe System Approach and Vision Zero principles, powers the effort to resolve El Cerrito's remaining safety gaps, from identifying priorities to directing resources and measuring progress over time. This vision also reflects El Cerrito's longstanding values around public safety, equity, and community well-being—and reinforces the City's role as a regional leader in advancing multimodal transportation safety.

Plan Goals

To support this vision and guide implementation, El Cerrito's LRSP establishes the following goals:



Achieve zero fatal and serious injury crashes on city roads by 2035.



Create and maintain opportunities for the public to identify needs and co-develop safety solutions.



Implement Proven Safety Countermeasures to address common crash factors.



Coordinate with safety partners to share resources and promote roadway safety citywide.



Collaborate with Caltrans to identify and deliver safety improvements along San Pablo Avenue and at freeway interchanges.



Regularly monitor crash data and priority areas to support data-driven decision-making.

Commitment to Safety

To achieve its vision and goals, the City of El Cerrito is committed to eliminating roadway fatalities and serious injuries by 2035 and incorporating the Safe System Approach into future roadway safety efforts. We will use data and strategies in this LRSP to prioritize traffic safety and reduce crash risk on City-owned roadways.

The City pledges to prioritize the safety of all road users, especially the most vulnerable. Interventions will be proactive, and the City will design safer, more equitable streets; support fair and equitable enforcement of traffic laws; and promote robust public education about safe road use.

Plan Development

This LRSP was developed through collaboration between the City, safety partners, and local community members. Its development process followed five steps:



Existing Plans and Policies

The LRSP builds upon existing local, regional, and state plans that guide transportation safety and accessibility in El Cerrito.

STATE PLANS AND POLICIES

These plans set overarching goals and performance measures for all of California. These help individual jurisdictions within the state work toward the same values (like the Safe System Approach). Some state-level plans that informed this LRSP include:

- Caltrans Director's Policy 36 (2022)
- California Safe Roads: 2020–2024 Strategic Highway Safety Plan

REGIONAL PLANS AND POLICIES

More geographically focused than state plans, regional plans help El Cerrito plan in tandem with its immediate neighbors to coordinate investments. This LRSP aligns itself with the following regional plans:

- Contra Costa County Vision Zero Final Report (2022)
- CCTA Safety Policy and Implementation Guide (2021)
- CCTA Countywide Comprehensive Transportation Safety Action Plan (CCTSAP) (2024)

- MTC Regional Safety/Vision Zero Policy (2020)
- CCTA Countywide Bicycle and Pedestrian Plan (CBPP) (2018)

LOCAL PLANS

These plans are tailored to El Cerrito specifically, defining City-specific goals, needs, and timelines for short- and long-term improvements. This LRSP cooperates with the following local-level plans:

- El Cerrito General Plan
- El Cerrito Active Transportation Plan (2016)
- City of El Cerrito Strategic Plan (2015, updated 2023)
- San Pablo Avenue Specific Plan (2022)
- Berkeley–El Cerrito Corridor Access Plan (2023)

Community Engagement

Throughout the planning process, the City of El Cerrito engaged three core groups—a dedicated working group, City boards and committees, and local residents—through a series of in-person and virtual gatherings. These conversations helped ground the Plan in lived experiences and local priorities.

Working Group

Working group meetings focused on crash data, priority locations, existing safety efforts, and countermeasures. Working group members represented the following departments, agencies, and organizations:

- Caltrans
- City Committee on Aging
- City Environmental Quality Committee
- City of El Cerrito Community Development
- City of El Cerrito Fire Department
- City of El Cerrito Police Department
- City of El Cerrito Public Works
- City Planning Commission
- Contra Costa County Public Health
- El Cerrito/Richmond Annex Walk & Roll
- Trail Trekkers
- West Contra Costa Unified School District

City Boards and Committees

City boards and committees were instrumental in sharing the questionnaire and materials with the local public.

Local Residents

The City heard from more than 1,000 local residents, in person and online, to learn what daily travel is really like in El Cerrito. These stories were essential to shaping this Plan. Their major safety concerns are ranked below.



More than

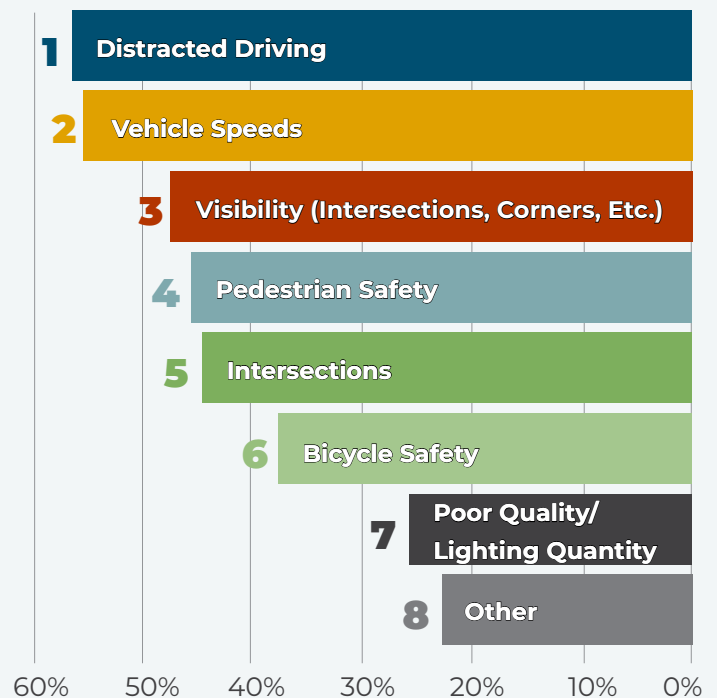
1,000 residents

attended in person and online

Nearly 90%
of respondents
agree or
strongly agree

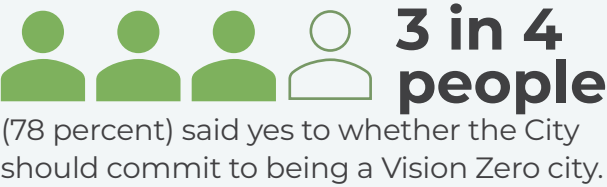
“Safety should be a top priority on our roads, even if that means reducing vehicle speeds.”

Figure 4. Community-Identified Safety Issues in El Cerrito



WHAT RESIDENTS TOLD US

There is overwhelming support for El Cerrito's Vision Zero approach:



No neighborhood had fewer than 72 percent of responses in support of El Cerrito becoming a Vision Zero city.

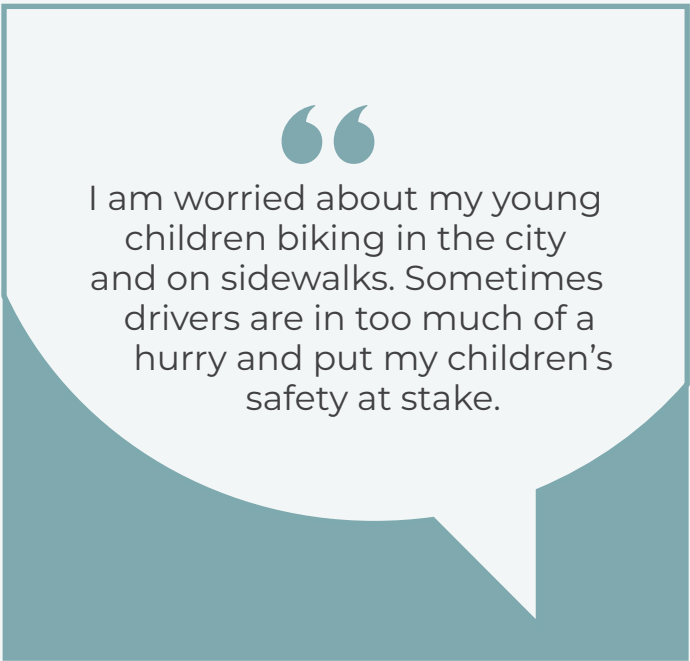
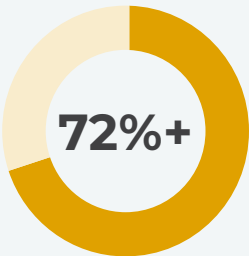
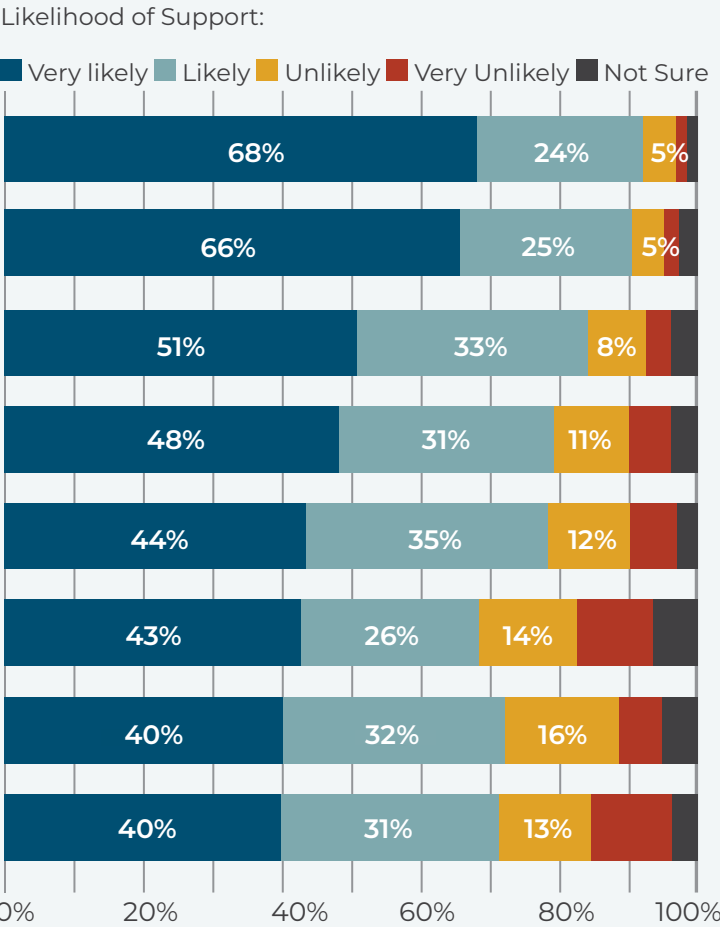


Figure 5. Community Support for Various Roadway Safety Countermeasures



CRASH TRENDS

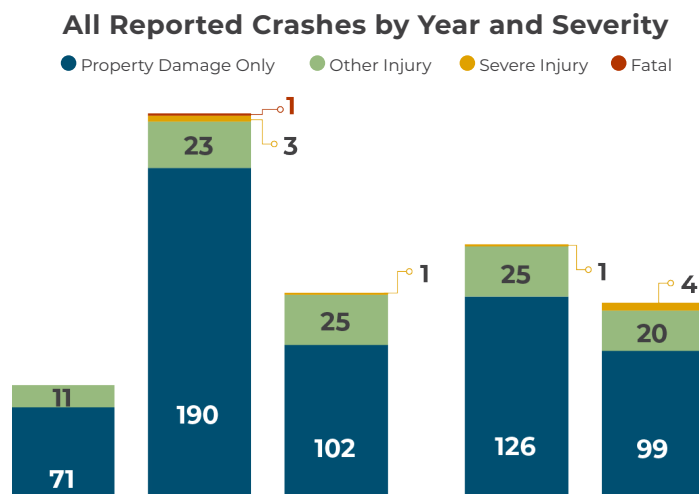
Implementing a Safe System Approach to achieve Vision Zero is an inherently data-informed process. This LRSP examines all non-State-highway crashes recorded in UC Berkeley SafeTREC's Transportation Injury Mapping System, focusing exclusively on local roadways. While San Pablo Avenue is a major thoroughfare, it is a State highway south of Cutting Boulevard and outside the City's jurisdiction and therefore evaluated separately. Crash types, roadway characteristics (e.g., lane configuration, posted speed, intersection control), temporal and spatial patterns, and the demographics of involved parties are analyzed. Based on the results of the analysis, "Emphasis Areas"—or crash profiles—were identified to target countermeasures and recommendations that advance the City's vision to eliminate fatalities and serious injuries.

During the study period, crashes on local roads averaged 98 per year. The most crashes occurred in 2019, when 146 non-highway collisions were reported, followed by 105 in 2021. Serious injury crashes took place in 2019, 2021, and 2022, and the only fatal crash occurred in 2019. In 2022, the combined proportion of fatal and serious injury crashes reached its highest level—4.7 percent of all local roadway collisions—with four serious injury collisions recorded.

Injury Classification Scale

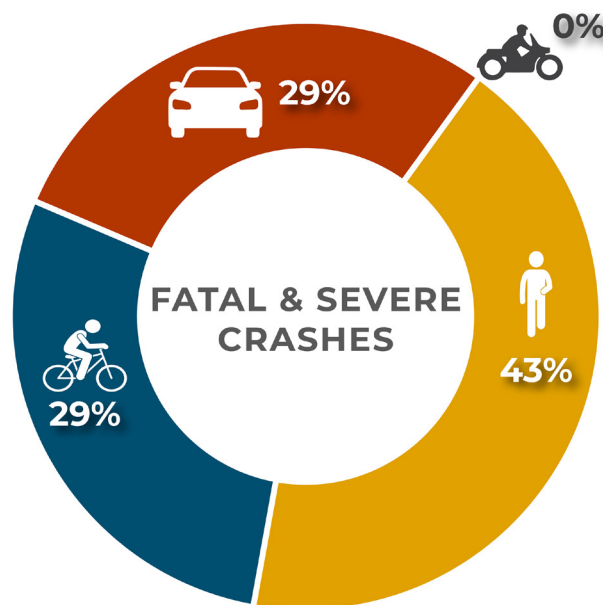
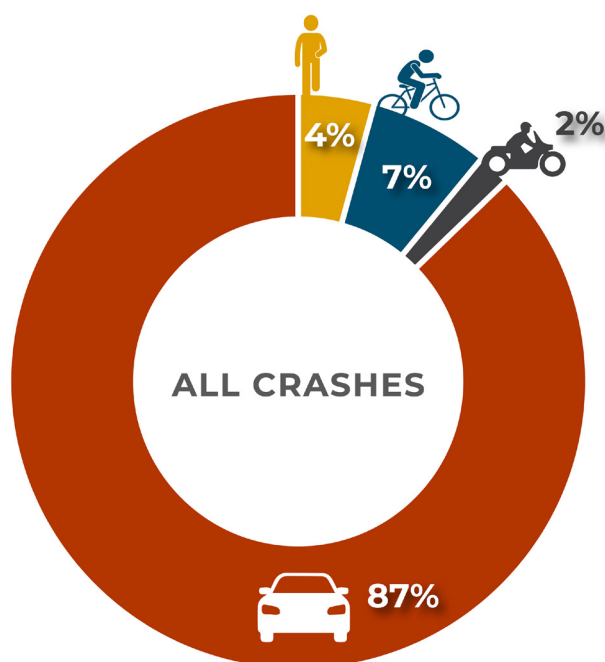
- **Fatal**—Death at the crash scene or within 30 days afterward.
- **Serious Injury**—Serious harm such as broken bones, deep cuts, dislocations, or loss of consciousness.
- **Other Injury**—Visible injuries like bruises, scrapes, or swelling or reported complaints of pain without obvious marks such as dizziness, confusion, or limping.
- **Property Damage Only**—Crashes that damage vehicles or objects but cause no physical injuries.

Figure 6. Reported Crashes by Year and Severity on Local Roads within El Cerrito



Who Was Involved?

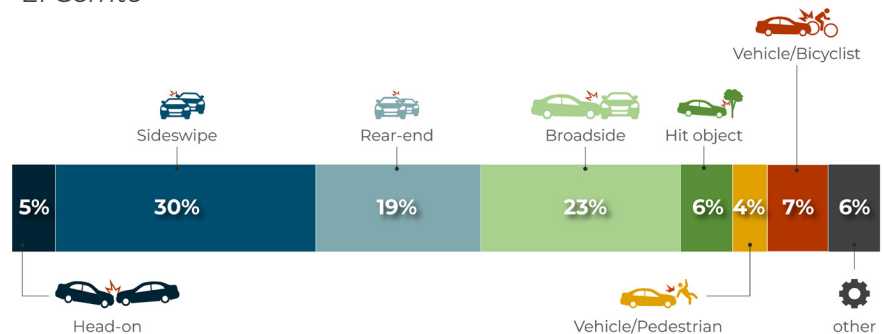
Identifying who was involved in crashes on local roads guides where to focus safety enhancements. Motor vehicles—cars and motorcycles—account for nearly 90 percent of all collisions on El Cerrito's local streets. Yet vulnerable road users bear a disproportionate share of serious outcomes: people walking—though involved in just 4 percent of local road crashes—represent 43 percent of fatal or serious injury collisions on those streets; and people biking—making up 7 percent of local road crashes—account for 29 percent of those serious incidents.



Crash Types

Classifying crashes by type reveals key collision patterns and guides targeted interventions. On El Cerrito's local roads, sideswipe, broadside, and rear-end impacts are the most frequent, with two rear-end collisions resulting in serious injuries. Of all crashes causing injury, broadsides account for 25 percent, rear-ends 13 percent, head-ons 11 percent, and sideswipes 8 percent. Although people walking and biking are involved in fewer total crashes, they represent 38 percent of all injury collisions—highlighting their disproportionate vulnerability.

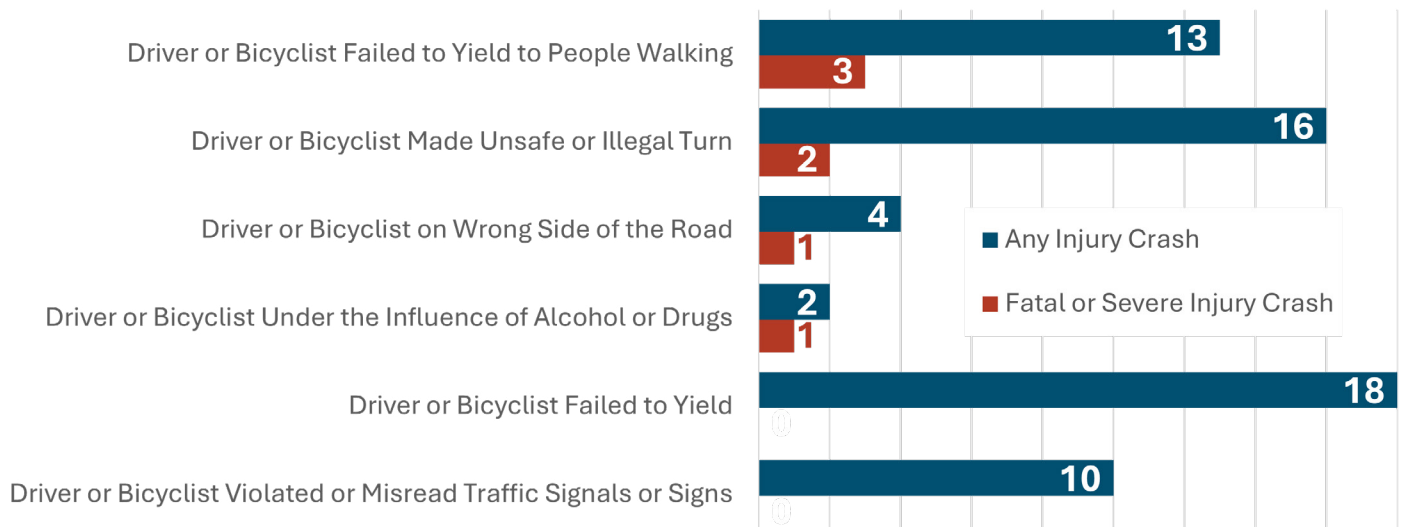
Figure 7. *Classified Crashes by Type on Local Roads within El Cerrito*



Primary Crash Factors

Officers at the scene designate one primary crash factor (PCF)—the single violation or road-user behavior that most contributed to the collision—from a standardized list, even when multiple factors apply. The chart below highlights the top PCFs for crashes resulting in fatal or serious injuries, as well as the most common PCFs across all injury crashes. These six factors account for all of fatal and serious injury collisions and 82 percent of all crashes causing any type of reported injury.

Figure 8. *Crash factors*



Where Did Crashes Occur?

INTERSECTIONS ON LOCAL ROADS

El Cerrito's tight street grid creates frequent conflict points at intersections. From 2018 to 2022, 90 percent of crashes that resulted in injury occurred within 250 feet of an intersection. Because most of the city's intersections are unsignalized, the vast majority of intersection crashes (98 percent) happened at non-signalized intersections, including six of the seven fatalities and serious injuries.

SAN PABLO AVENUE

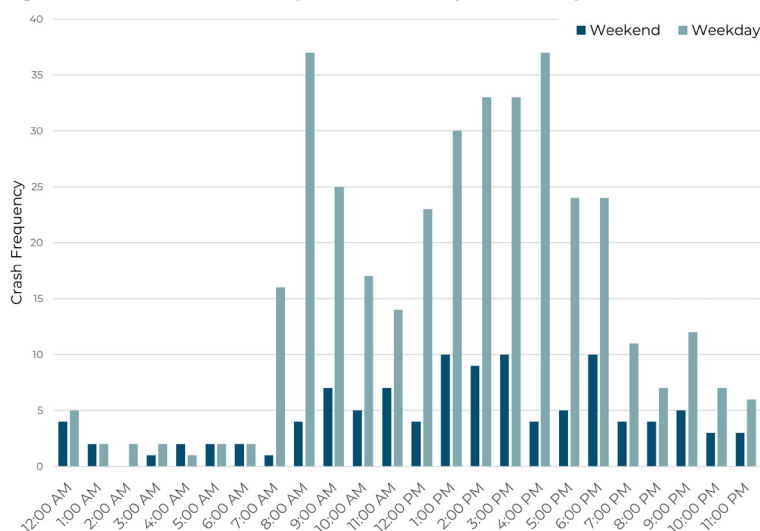
San Pablo Avenue emerges as a critical corridor for safety review: despite comprising less than 10 percent of El Cerrito's total lane miles, it accounts for fully 30 percent of all reported crashes and a staggering 42.5 percent of intersection crashes. Because key segments of this thoroughfare fall under Caltrans jurisdiction, any meaningful enhancements will require close, targeted coordination with State agencies to plan, fund, and implement effective design and operational improvements.

Although San Pablo Avenue makes up less than 10% of El Cerrito's total lane miles, the road sees 30% of the city's crashes.

When Did Crashes Occur?

Understanding when crashes happen—by time of day and day of week—can reveal underlying travel patterns, lighting conditions, and user behaviors. This temporal insight is essential for timing signal adjustments or directing enforcement to high-risk periods. Weekday collisions peak during commuting hours of 8–10 a.m. and in the afternoon from 12–7 p.m.; weekend crashes cluster 1–3 p.m. and 6–7 p.m. Though data is limited, all but one fatal and serious crashes occurred from August to November, with two serious injuries and one fatality coinciding with the September school-year start and daylight-saving shifts.

Figure 9. Crash data by time of day and day of week



Who Is Involved in Crashes?

Crash demographics pinpoint groups that would most benefit from targeted safety measures. Of all groups analyzed, age stood out: 15–25-year-olds represent were involved in 99 crashes, nearly 20 percent of all crashes on local roads. Among those incidents, 96 percent involved a young person driving, while walking and biking each accounted for just 1 percent, reflecting higher driving involvement and lower walking/biking involvement than citywide averages. Demographic and party details were available for only two-thirds of all recorded crashes.

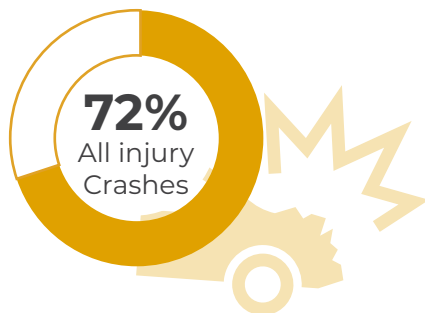
HIGH INJURY NETWORK

The High Injury Network (HIN) identifies high-risk streets to help focus safety resources on areas with the greatest need. To develop the HIN, 2023–2025 crash data were added to the 2018–2022 crash data presented in the Crash Trends section. Expanding the crash data period was necessary to include fatal and serious injury crashes that occurred during the LRSP’s development. Weights were assigned to roadway type, crash density, crash severity, and the crash victim mode of travel, which were spatially joined to create the network.

Across the seven-year period between 2018 and 2025, El Cerrito’s HIN accounted for 72 percent of all injury crashes and 18 of the 21 fatal and serious injury crashes, despite comprising only 5 percent (five miles) of the City’s road network. About 75 percent of the HIN is located within the City’s two disadvantaged communities, underscoring the relationship between road safety and equity outcomes. The HIN methodology is presented in Appendix A.



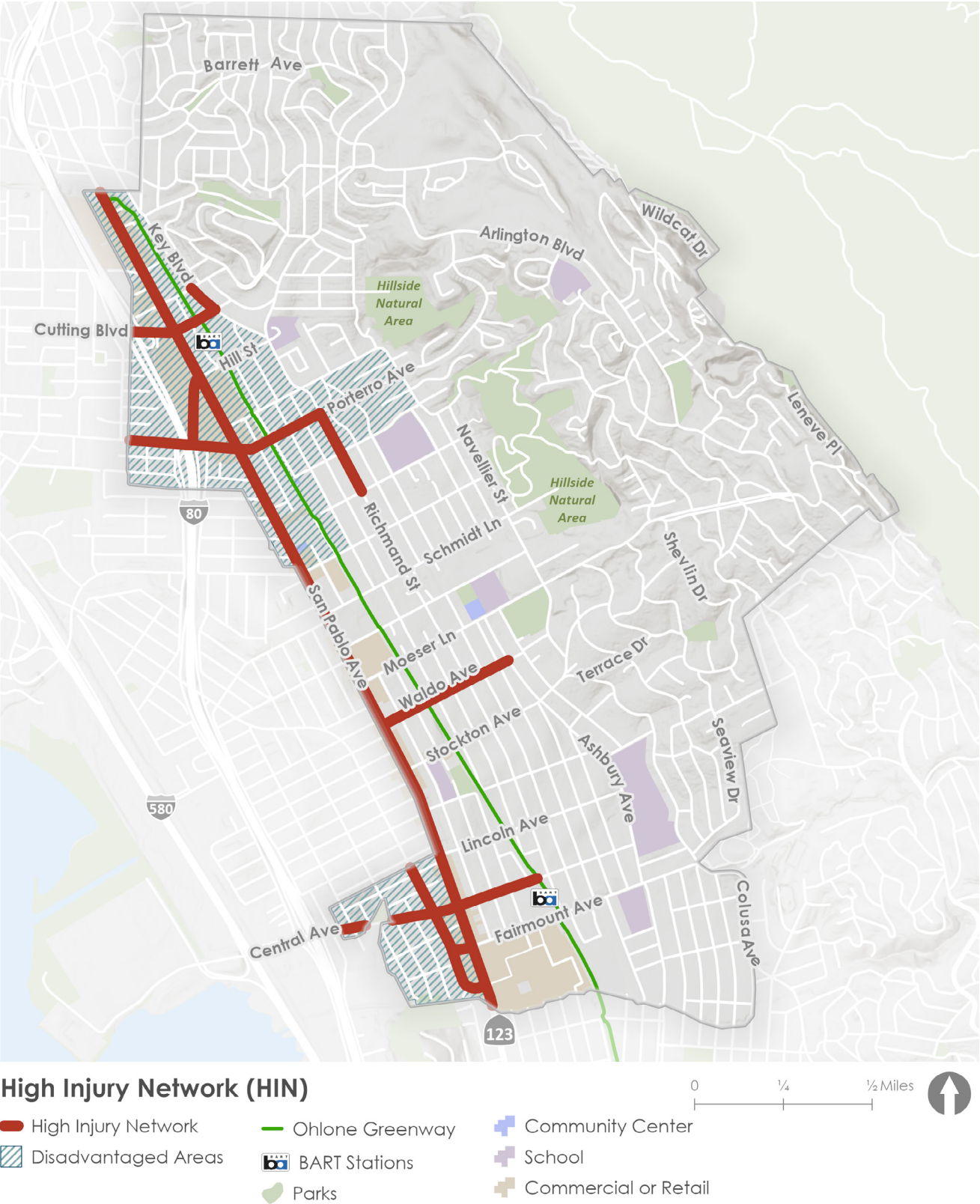
18 of 21
Fatal & Serious
Injury Crashes



5%
Local Road
Network



Figure 10. High Injury Network



2018–2025 Injury Crashes

21 Fatal & Serious Injury Crashes



4 fatalities



17 serious injuries



18 on arterial roadways



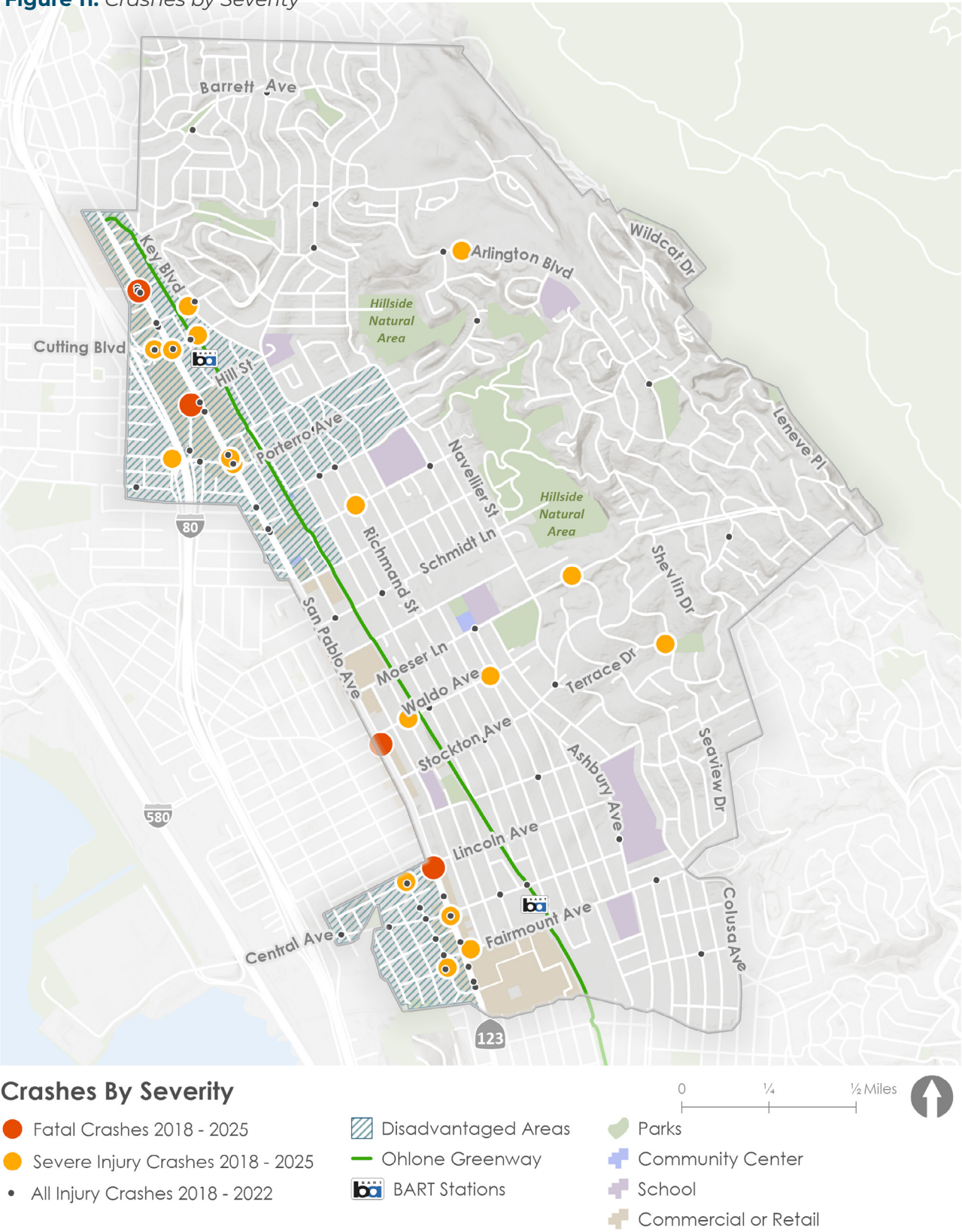
16 bicyclist or pedestrian



13 in disadvantaged communities

7 on San Pablo Avenue

Figure 11. Crashes by Severity



Not shown: in 2024, a pedestrian was killed by a driver on private property at the El Cerrito Plaza Shopping Center.

EMPHASIS AREAS

By listening to the concerns of the community and analyzing El Cerrito's crash data, we gained a rounded understanding of the area's most pervasive safety gaps, or its "Emphasis Areas." These Emphasis Areas reflect the locations, roadway features, and user behaviors most frequently implicated in serious and fatal collisions. Identified through spatial clustering and attribute analysis of more serious crashes alongside qualitative input from residents, these Emphasis Areas provide a structured framework for prioritizing safety investments.

Speed Management



Managing speeds is critical to achieving zero fatalities. Higher speeds increase kinetic energy, which worsens crash severity. The human body can only tolerate so much force in a crash, and vulnerable road users, like bicyclists and pedestrians, can tolerate much less than people within vehicles.

In California Office of Traffic Safety (OTS) crash rankings, El Cerrito generally ranks in the last 10 percentile compared to other cities of similar size in terms of speed-related crashes, which suggest past speed management efforts have been effective and ongoing commitment can help reinforce the result.

This Emphasis Area aligns with the Contra Costa Countywide Transportation Safety Policy and Implementation Guide's recommendation to encourage safer speeds and implement context-appropriate limits.

Pedestrians and Bicyclists



Citywide, 7 out of 10 fatal and serious injury crashes involve a pedestrian or bicyclist. More than half of pedestrian crashes occur while crossing in a marked crosswalk at an intersection. High-incidence locations include San Pablo Avenue, Carlson Boulevard, and Cutting Boulevard.

Unsignalized Intersections



In El Cerrito, 84 percent of crashes occur at unsignalized intersections, which are the primary type of intersection, due to improper turning movements, unsafe starting and backing, or speeding. Frequent crash locations include the unsignalized intersections along San Pablo Avenue and Carlson Boulevard.

ACTION PLAN

To guide strategic safety enhancements across El Cerrito, this Action Plan builds around the Emphasis Areas. Leveraging a Safe System Approach that incorporates both proactive and responsive measures, the Action Plan outlines a suite of location-specific strategies and countermeasures, policy initiatives, and programs, all tailored to further advance El Cerrito's goal of zero fatalities and serious injuries.

Each action is categorized as “responsive” and/or “proactive.”

- Responsive actions address fatal and serious injury crashes. These actions are the highest priority.
- Proactive actions seek to prevent fatal and serious injury crashes before they happen. These actions were selected based on minor-injury crash patterns and potential risk areas.

ACTION 1—Vision Zero El Cerrito: Launch, fund, and maintain the Vision Zero El Cerrito program to institutionalize Safe System Approach and Vision Zero principles citywide. The program includes the following:

- Establish an internal Vision Zero Task force with Public Works, Community Development, Public Safety, and City Management staff representation to oversee and guide the LRSP's implementation.
- Regularly gather, monitor, and evaluate crash data to track progress and identify areas for improvement.
- Perform and publish before-and-after evaluations for major safety projects to evaluate effectiveness.
- Summarize and publish progress on the LRSP's Action Plan as part of the annual General Plan Progress Report.
- Refresh the LRSP on a five-year cycle, updating the HIN and Action Plan. Conduct a comprehensive update of the LRSP every 10 years.

ACTION 2— Project Development: Consistent with the City's Complete Street Policy, apply the Safe System Approach and Vision Zero principles for all project types and phases of development.

- Review, and if needed update, the City's Complete Street Policy to incorporate the Safe System Approach and Vision Zero principles.
- Develop and adopt a Vision Zero design and data-gathering checklist to consistently apply the Safe System Approach for all project types.
- Institutionalize use of the principles of the Complete Street Policy, Safe System Approach, and checklist through regular staff training.

ACTION 3— Priority Locations: Fund, design, and build the safety countermeasures identified for the Priority Locations in this document.

- a. Maximize the use of quick-build materials and economical delivery methods to implement countermeasures in months or years, not decades.
- b. Exempt the Priority Locations countermeasures from the City's parking removal appeal process.
- c. Maintain partnerships with Caltrans and regional agencies to fund, design, and build safety countermeasures along the Caltrans-controlled section of San Pablo Avenue.

ACTION 4—25-mph Citywide Maximum Speed Limit: Employ the latest speed limit-setting authority to set, maintain, and enforce a 25-mph maximum citywide speed limit.

ACTION 5— Target Speeds: Design streets for target speeds (the intended safe speed), not prevailing speeds. Identify target speeds for all streets, analyze existing travel speeds, and apply a set of intuitive, self-enforcing design controls to manage speeds.

ACTION 6—Automated Speed Enforcement: When other countermeasures fail to address unsafe speeds along the HIN, consider automated speed enforcement technology as soon as it is permitted under state law.

ACTION 7— Backbone Bikeway Network: As defined in Appendix A, the Backbone Bikeway Network is a high-crash-risk subset of the Active Transportation Plan's Bikeway Network. Formally update the Active Transportation Plan to provide or expand dedicated bicycle facilities by removing and repurposing about half of the existing street parking along the Backbone network.

ACTION 8— Intersection Design Guide: Develop an intersection design guide to standardize pavement marking and signage practices to reduce risk and crash severity. Consider street classification, target speeds, modal networks, and sight distance criteria.

ACTION 9—Safe Routes to School: Regularly coordinate with Contra Costa Public Health's Safe Routes to School Program to shape and inform City-led safety projects, share data, and align Vision Zero messaging. Support countywide and regional funding initiatives to maintain and expand the County program.

ACTION 10—E-Bikes & Powered Micromobility: Allow and encourage Class 1, 2, and 3 e-bikes and other legal mobility devices on all bikeways, consistent with state law.

- a. Address behaviors that create safety risks, such as reckless operation and illegal use of off-highway vehicles or other unpermitted mobility devices.
 - b. Educate and inform the public of the legal distinctions and operator requirements for e-bikes, e-motorcycles, and other devices.
-



Small staff effort, less than 1-2 years to implement, or low cost



Medium staff effort, 2-5 years to implement, or considerable costs



Large staff effort, long term 5-10 years to implement, or significant costs

	Responsive	Proactive	Effort	Speed Management	Pedestrians & Bicyclists	Unsignalized Intersection
1. Vision Zero El Cerrito	✓	✓		✓	✓	✓
2. Project Development	✓	✓		✓	✓	✓
3. Priority Locations	✓	✓		✓	✓	✓
4. 25-mph Citywide Max. Speed Limit	✓	✓		✓	✓	✓
5. Target Speeds	✓	✓		✓	✓	✓
6. Automated Speed Enforcement	-	✓		✓	✓	✓
7. Backbone Bikeway Network	-	✓		-	✓	-
8. Intersection Design Guide	✓	✓		-	-	✓
9. Safe Routes to School	-	✓		-	✓	-
10. E-Bikes & Powered Micromobility	-	✓		-	✓	-

Backbone Bikeways

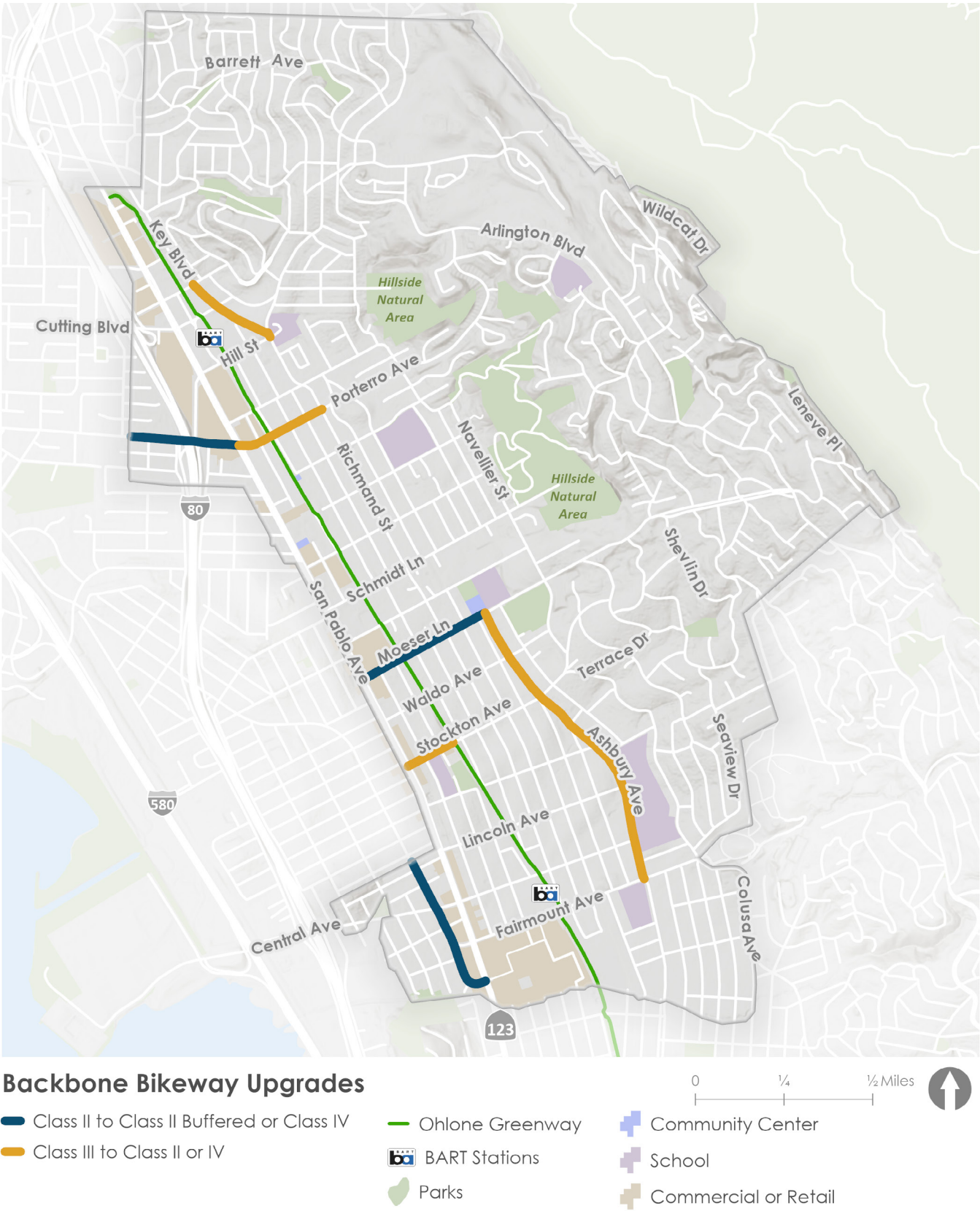
Except for the Ohlone Greenway, current bicycling activity in El Cerrito is generally low, but will likely grow in the future as a result of City policies which promote compact development near transit and less reliance on driving. Prioritizing bikeway infrastructure upgrades where bicycling is expected to increase the most during the LRSP's ten-year plan horizon is an important proactive safety strategy.

The "Backbone Bikeway" network was created to identify a priority bikeway network and facility types that would have the strongest safety outcomes based on the following criteria:

- **Geographic Area:** The bikeway must be west of or along Ashbury Avenue, Richmond Street, or Key Boulevard (south of Knott Avenue).
- **Existing Bikeway:** The bikeway must be an existing (as of 2026) bikeway of any facility type, identified with signs or pavement markings.
- **Road Classification:** The bikeway must be a long a minor arterial street or above. San Pablo Avenue and Central Avenue are excluded since active planning studies will inform bikeway designs for these corridors..
- **Facility Type Upgrades:** The recommended bikeway facility type upgrade is based on FHWA's Bikeway Selection Guide.

These criteria focus on existing, established bikeways that are along major streets, and in areas where bicycling demand is expected to grow the most. Additional details are presented in Appendix A.

Figure 12. Backbone Bikeway Changes



PRIORITY LOCATIONS

The City identified four Priority Locations along the HIN and selected nine proven safety countermeasures to deliver impactful safety outcomes at these locations. The four Priority Locations are:

- San Pablo Avenue
- Downtown Arterials
- Uptown Arterials
- Waldo Avenue



Source: NACTO

Countermeasures

The countermeasures were selected based on the following principles.

- **Economical:** Maximum safety benefits for the lowest cost
- **Effective:** Most directly addresses specific safety needs
- **Rapid Deployment:** Ability to build in months or years, not decades

All countermeasures should maximize the use of quick-build materials, such as paint and plastic posts, which require fewer resources to plan, design, and build but which can provide equivalent safety outcomes to traditional methods.

Countermeasure	Speed Tables
Emphasis Area	🚦 Speed Management
Cost	\$\$
Effectiveness	85th-Percentile Speed: 20–40% Reduction
Speed tables are pavement mounds with gradual slopes and an elongated flat top, allowing for higher approach speeds than speed humps while curbing the worst speeding behavior. These characteristics lessen effects on transit and emergency vehicle routes, which often overlap with El Cerrito’s HIN. Due to their relatively lower construction and maintenance cost, high effectiveness, and suitability on major roads, speed tables are recommended at key sites along Priority Location corridors to reduce speeds in high conflict areas, thereby reducing kinetic energy and crash severity should one occur. Broader citywide deployment would require additional review with transit and emergency services providers.	

Countermeasure	Speed Humps
Emphasis Area	 Speed Management
Cost	\$
Effectiveness	85th-Percentile Speed: 20-40% Reduction

Speed humps are pavement mounds designed for slower approach speeds than speed tables and are suitable for streets with low target speeds and those not on a transit or emergency vehicle response route. Speed humps are recommended along Waldo Avenue, the only local street on El Cerrito’s HIN, and as part of a Neighborhood Slow Zone Pilot for other local streets near Waldo Avenue. A proactive strategy, the Slow Zone Pilot consists of a coordinated traffic-calming strategy that includes speed humps, gateway treatments, and lower speed limits that would be deployed on all local streets within a defined area.



Countermeasure	Near-Miss Analysis
Emphasis Area	 Bicycle / Pedestrian  Unsignalized Intersections
Cost	\$
Effectiveness	N/A

Near-miss analysis uses advanced software to screen and evaluate traffic video and identify high-risk events and patterns before fatal or serious injury crashes occur. Near-miss analysis is best employed at locations where complicated interactions between users make assessing patterns and selecting countermeasures difficult. The analysis is recommended at several locations along the Ohlone Greenway and at the Cutting Boulevard and San Pablo Avenue intersection. The data and analysis would then inform countermeasure selection.



Countermeasure	Bicycle Lanes
Emphasis Area	 Bicycle / Pedestrian
Cost	\$–\$\$
Effectiveness	Total Crashes: 30–49% Reduction

Bicycle lanes are dedicated areas for bicycle travel along major roads, with additional physical separation between bicycles and vehicles provided on major roads with more than 7,000 vehicles per day or speeds greater than 25 mph. El Cerrito’s transportation and land use policies promote non-auto travel to reduce congestion and parking demand and achieve environmental goals. To ensure that future residents have a safe space to travel, El Cerrito will need to build out its bicycle network, which includes providing dedicated space for bicycling on some major roads.

Countermeasure	Road Diet
Emphasis Area	 Speed Management  Bicycle / Pedestrian  Unsignalized Intersections
Cost	\$\$
Effectiveness	Total Crashes: 19–47% Reduction

Road diets typically involve converting an existing four-lane roadway to a two-lane roadway with center left-turn lanes. Road diets can improve safety for all road users by reducing vehicle speeds, shortening pedestrian crossing distances, expanding space for bicycling, and reducing broadside crashes at side street intersections. Typically, road diets can be implemented on streets with fewer than 20,000 vehicles per day without major delays to drivers, transit, and emergency vehicles. Carlson Boulevard and Potrero Avenue are two HIN corridors with less than 20,000 vehicles per day and are recommended road diet candidates.



Countermeasure	Crosswalks: Beacon Systems (RRFB or PHB)
Emphasis Area	 Bicycle / Pedestrian
Cost	\$\$-\$\$\$\$
Effectiveness	Pedestrian Crashes: 47-55% reduction

Rectangular Rapid Flashing Beacons (RRFBs) and Pedestrian Hybrid Beacons (PHBs) are two types of systems that help pedestrians cross multilane, high-speed (>25 mph), high-volume (>15,000 vehicles per day) roads at uncontrolled crosswalks, or at locations where drivers are required to yield to pedestrians despite a lack of signals or signs saying so. Along these roads, drivers are less likely to yield to pedestrians, and crash outcomes are generally more severe should one occur. RRFBs and PHBs dramatically reduce crashes at crosswalks along these types of roadways.

Countermeasure	Crosswalks: New Midblock Crosswalk
Emphasis Area	 Bicycle / Pedestrian
Cost	\$\$-\$\$\$\$
Effectiveness	Pedestrian Crashes: 47-55% Reduction

El Cerrito’s Crosswalk Policy states that new crosswalks should be considered at places where people would like to cross the street. Along the current HIN, crosswalks can be up to 1,100 feet apart, or four times the length of a typical urban block. These gaps can lead to pedestrians crossing midblock at undefined locations that lack the crosswalk safety countermeasures needed along high-speed roads. As a responsive strategy, new midblock crosswalks are recommended at key locations where pedestrian crashes are highest and as a proactive strategy where demand for pedestrian crossings is anticipated to increase. At some locations, new midblock crosswalks should be coupled with median fencing to direct pedestrians to safe crossing locations. However, fencing is not a substitute for providing a safe crossing location and should be installed only after or alongside a new midblock crosswalk.



Countermeasure	Unsignalized Intersection Bundle
Emphasis Area	 Unsignalized Intersections  Bicycle / Pedestrian
Cost	\$–\$\$
Effectiveness	Various

The Unsignalized Intersection Bundle includes a collection of high-impact, low-cost efforts to address common safety issues at unsignalized intersections. The bundle's baseline elements should always be undertaken, while potential elements should be evaluated and considered after evaluating intersections on a case-by-case basis.

Baseline elements

- Check and clear sightlines
- Update signage and markings
- Advanced stop line

Potential elements

- High-visibility crosswalk markings
- Sidewalk extension
- Centerline + daylighting hardening

Countermeasure	Signalized Intersection Bundle
Emphasis Area	 Speed Management  Bicycle / Pedestrian
Cost	\$–\$\$\$
Effectiveness	Various

The Signalized Intersection Bundle includes both physical and operational changes to traffic signals to improve visibility and reduce conflicts. Many of the signalized intersections along El Cerrito's HIN currently include the bundle's baseline elements, described below, but these features should be maintained as traffic signals are upgraded or replaced. Potential elements are listed for consideration along San Pablo Avenue, both at specific locations and corridor-wide.

Baseline elements

- Install reflective backplates
- Install leading pedestrian intervals
- Install countdown pedestrian signals

Potential elements

- Install protected phases
- Adjust signal timing



SAN PABLO AVENUE



3

Fatal Crashes

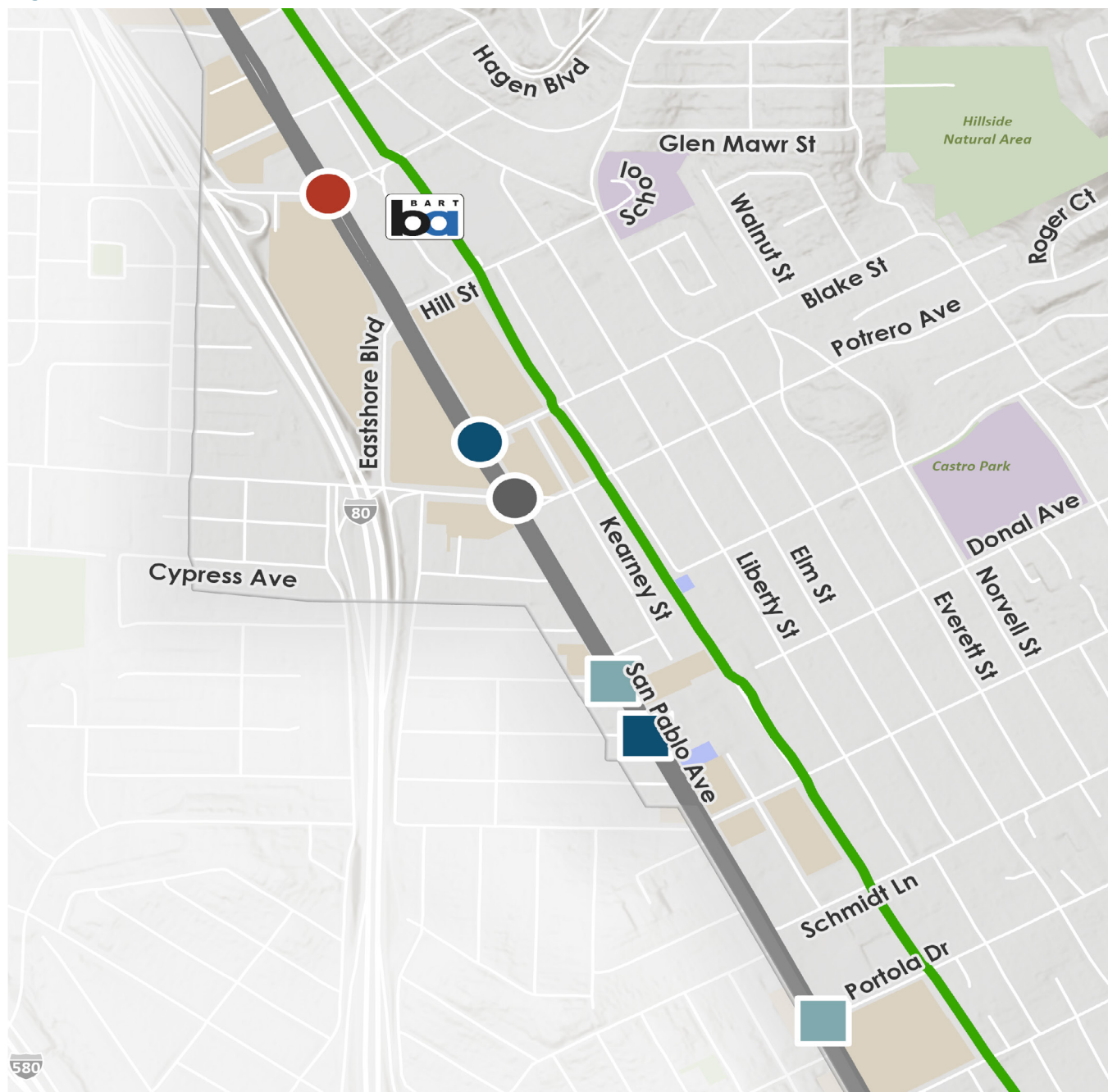


4

Serious Injury Crashes

San Pablo Avenue accounts for nearly 30 percent of El Cerrito’s crashes, with high-frequency incidents at major cross-streets and midblock segments. Responsive countermeasures focus on addressing serious injury pedestrian crashes at uncontrolled crosswalks and midblock locations. Proactive countermeasures include new midblock crosswalks and east-west bicycle connections. Because portions of San Pablo Avenue fall under Caltrans jurisdiction, strategic coordination is required to secure approvals and implement improvements.

ID	Location	Countermeasure
Responsive		
S-R.1	Corridor	Signalized Intersections: Bundle
S-R.2	Cutting Blvd	Near-Miss Analysis
S-R.3	Blake St	Crosswalk: New Midblock
S-R.4	Potrero Ave	Signalized Intersections: Phasing
S-R.5	Waldo Ave	Crosswalk: PHB or RRFB
S-R.6	Avila Ave	Crosswalk: New Midblock
Proactive		
S-P.1	Madison Ave	Crosswalk: PHB or RRFB
S-P.2	Jefferson Ave	Crosswalk: New Midblock
S-P.3	Portola Dr	Crosswalk: PHB or RRFB
S-P.4	Plumas Ave	Bicycle Lanes: East-West Crossing
S-P.5	Plumas Ave	Crosswalk: New Midblock
S-P.6	Huntington Ave	Crosswalk: New Midblock
S-P.7	Stockton Ave	Bicycle Lanes: East-West Crossing
S-P.8	Sacramento Ave	Crosswalk: PHB or RRFB
S-P.9	Lincoln Ave	Bicycle Lanes: East-West Crossing
S-P.10	Lincoln Ave	Crosswalk: PHB or RRFB
S-P.11	Carlson Blvd	Bicycle Lanes: East-West Crossing
S-P.12	Carlson Blvd	Signalized Intersections: Phasing

Figure 13. San Pablo Avenue - North**San Pablo Avenue - North****Responsive Countermeasures**

- Crosswalk: New Midblock
- Near-Miss Analysis
- Signalized Intersections: Phasing

Proactive Countermeasures

- Crosswalk: PHB or RRFB
- Crosswalk: New Midblock

0 1/4 Miles

- San Pablo Avenue
- BART Stations
- Ohlone Greenway
- Parks
- Community Center
- School
- Commercial or Retail

SAN PABLO AVENUE COUNTERMEASURE NOTES

S-R.1 / Signal Timing: S-R.1 includes traffic signal-timing changes as a speed management and pedestrian safety countermeasure. Potential strategies include:

- **Side street rest in “Walk”:** Instead of having side street crosswalks rest in “Don’t Walk,” reprogram the signals to rest in “Walk” with minimal delays to drivers or transit.
- **Progression and coordination:** Set signal timing to encourage progression speeds that are at or below the target speed.
- **Rest In red:** Discourage speeding by displaying red lights in all directions during late night/early morning hours. Use detection equipment to provide green signals for drivers traveling within the speed limit.

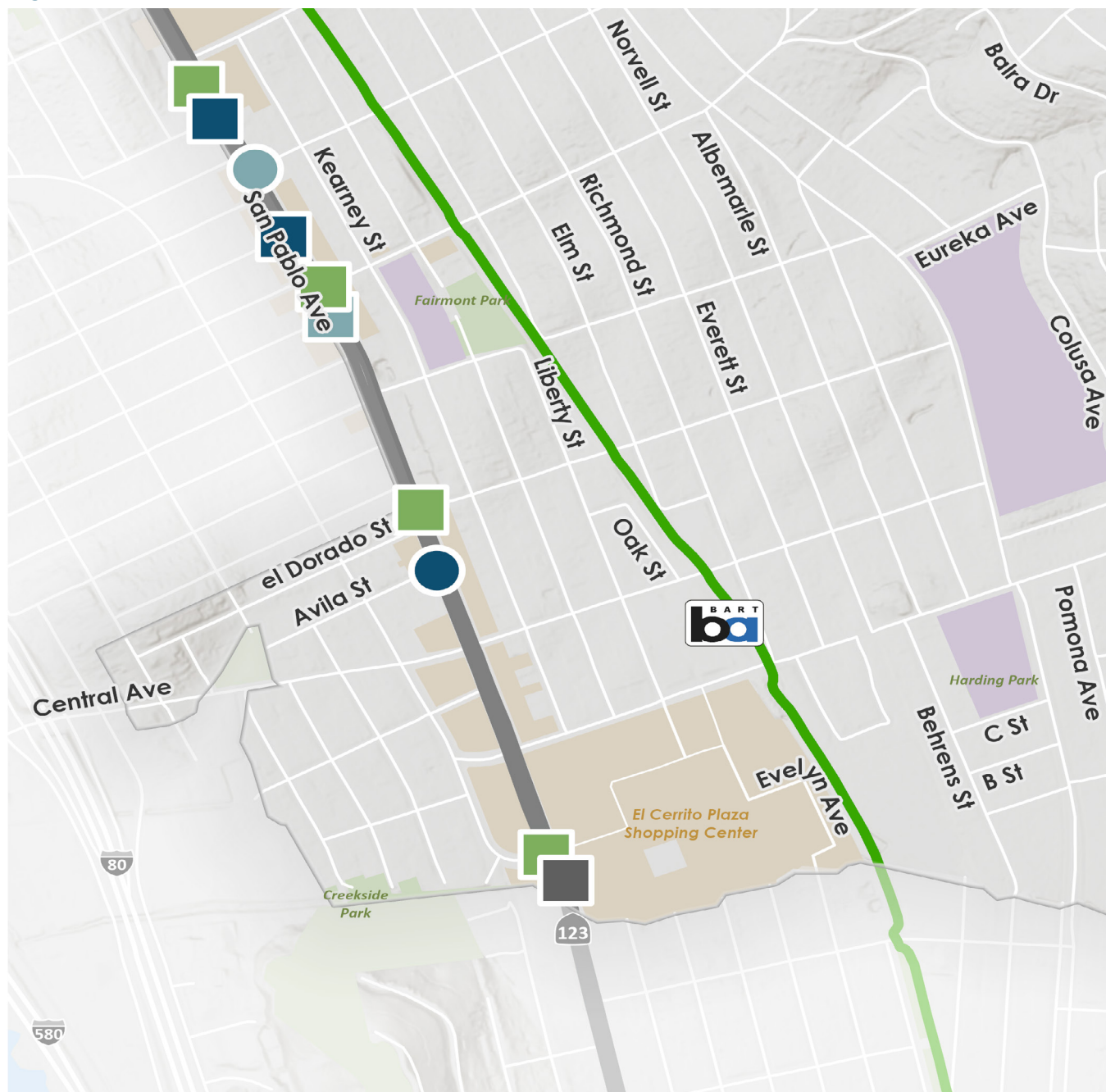
Of the 13 traffic signals along San Pablo Avenue, 10 are controlled by Caltrans, and any signal timing changes would require Caltrans coordination, evaluation, and approval.

S-R.4 / S-P.12 / Protected Signal Phases: S-R.4 directly responds to a serious injury vehicle crash by installing new protected eastbound and westbound left-turn phases, replacing the existing permissive phases. S-P.12 is a proactive feature that would separate the eastbound right-turn phase from the crosswalk phase on the south leg of the intersection. High right-turn traffic volumes currently conflict with the pedestrian crossing, which is used regularly by blind and low-vision people accessing the nearby Orientation Center for the Blind.

S-P.4 / S-P.7 / S-P.9 / S-P.11 San Pablo Avenue Bicycle Facilities: The City’s San Pablo Avenue Specific Plan and Active Transportation Plan call for separated bicycle lanes along San Pablo Avenue between Lincoln Avenue and Knott Avenue. Progress is being made. Completed in 2026, the del Norte Complete Streets Project installed separated bicycle lanes between Knott Avenue and Potrero Avenue, and the 2020 Midtown Complete Streets Concept Plan developed a roadmap for the Potrero Avenue to Lincoln Avenue segment. The 2026 CCTA San Pablo Avenue Safety & Access Project will look at continuing and integrating bicycle facilities along San Pablo Avenue with transit priority elements like bus-only lanes.

Due to the cost and complexity associated with designing and building projects along a major road and state highway, advancing corridor-wide bicycle facility changes along San Pablo Avenue will need to be implemented in phases. Countermeasures S-P.4, S-P.7, S-P.9, and S-P.11 make incremental, near-term bicycle improvements by installing east-west bicycle crossings that connect bicyclists traveling along parallel bikeways to and across San Pablo Avenue. These crossings include short sections of separated bikeways along San Pablo Avenue to connect with the offset east-west street grid and new or modified traffic signals, PHBs, or RRFBs.

Figure 14. San Pablo Avenue - South



San Pablo Avenue - South

Responsive Countermeasures

- Crosswalk: New Midblock
- Crosswalk: PHB or RRFB

Proactive Countermeasures

- Crosswalk: PHB or RRFB
- Bicycle Lanes: East-West Crossing
- Crosswalk: New Midblock
- Signalized Intersections: Phasing

0 1/4 Miles

- BART Stations
- Ohlone Greenway
- San Pablo Avenue
- Parks
- School
- Commercial or Retail



UPTOWN ARTERIALS



1 Fatal Crash

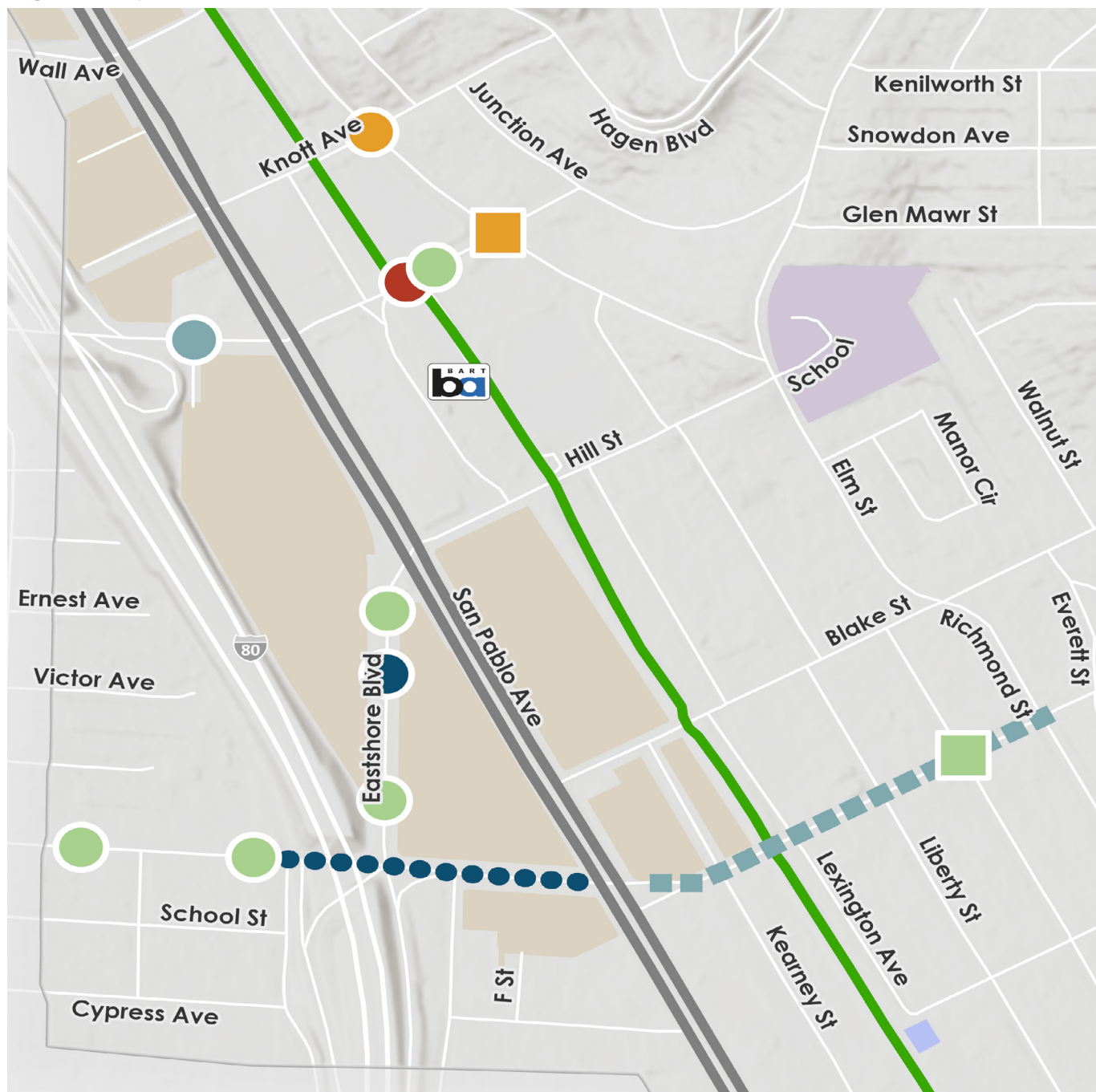


4 Serious Injury Crashes

Uptown Arterials are grouped into the Cutting Boulevard / Key Boulevard corridor and the Potrero Avenue / Eastshore Boulevard corridor. Responsive countermeasures address four serious injury crashes and one fatal injury crash, all of which involved bicyclists or pedestrians. Richmond Street between Potrero Avenue and Donal Avenue is on El Cerrito's HIN but is not included in this analysis, since safety countermeasures will be installed as part of the Richmond Street Complete Streets Project, which is anticipated to start construction in 2026.

ID	Location	Countermeasure
Responsive		
U-R.1	Cutting Blvd / Ohlone Greenway	Speed Table
U-R.2	Cutting Blvd / Ohlone Greenway	Near-Miss Analysis
U-R.3	Cutting Blvd / Peerless Ave	Crosswalk: PHB or RRFB
U-R.4	Key Blvd / Knott Ave	Unsignalized Intersection Bundle
U-R.5	Eastshore Blvd	Speed Table
U-R.6	Eastshore Blvd	Crosswalk: New Midblock
U-R.7	Potrero Ave: West of I-80	Speed Table
U-R.8	Potrero Ave: S 55th St—San Pablo Ave	Bicycle Lanes: Class IV
Proactive		
U-P.1	Cutting Blvd / Key Blvd	Unsignalized Intersection Bundle
U-P.2	Potrero Ave: San Pablo Ave—Richmond St	Bicycle Lanes: Class II or IV
U-P.3	Potrero Ave: San Pablo Ave—Richmond St	Speed Table

Figure 15. Uptown Arterials



Uptown Arterials

Responsive Countermeasures

- Crosswalk: New Midblock
- Crosswalk: PHB or RRFB
- Near-Miss Analysis
- Speed Table
- Unsignalized Intersection Bundle
- Bicycle Lanes: Class IV

Proactive Countermeasures

- Speed Table
- Unsignalized Intersection Bundle
- Bicycle Lanes: Class II or IV

San Pablo Ave Emphasis Area

- Ohlone Greenway
- BART Stations
- Community Center
- School
- Commercial or Retail

0

1/4 Miles



DOWNTOWN ARTERIALS

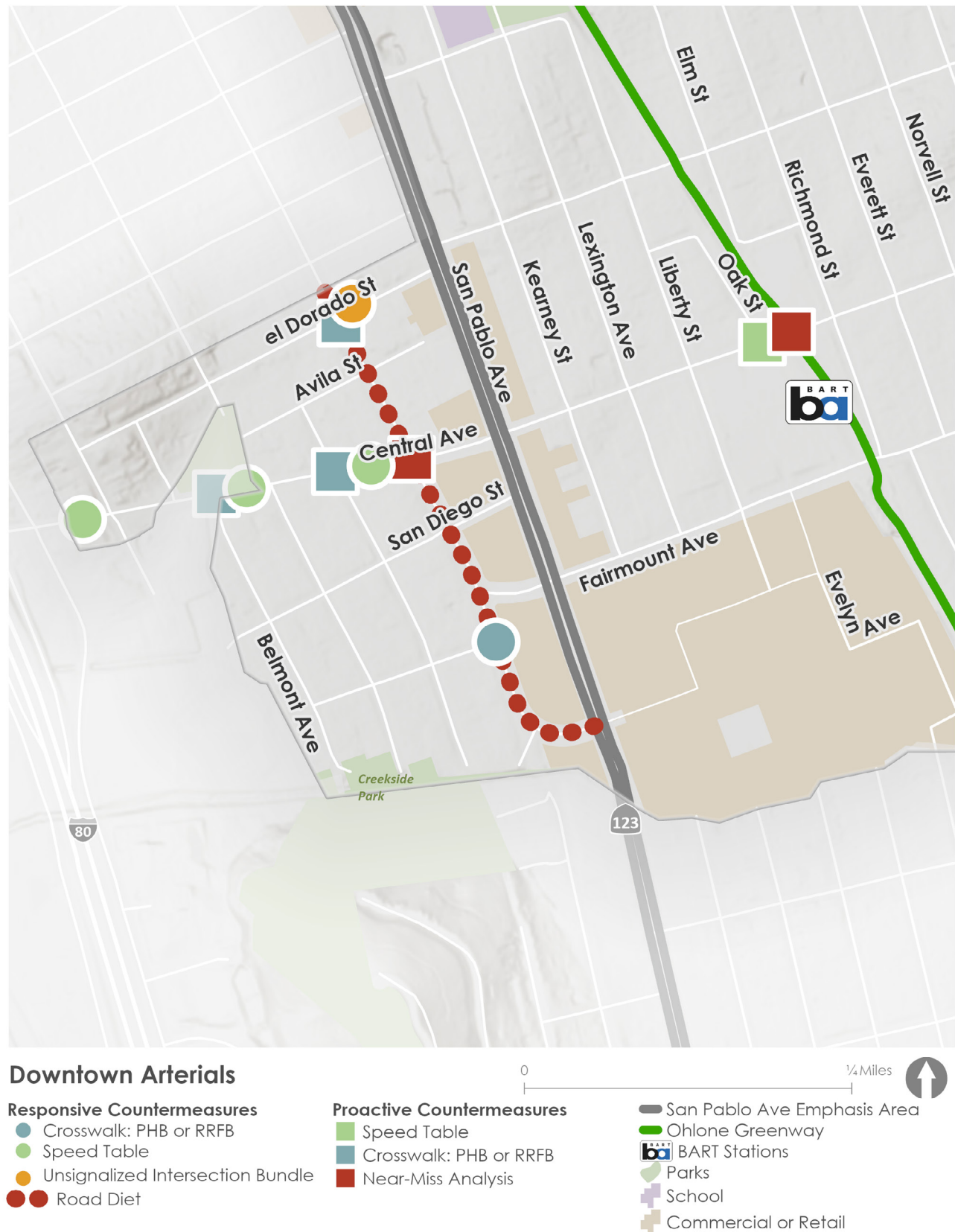


3
Serious
Injury Crashes

Downtown Arterials include the Carlson Boulevard corridor and the Central Avenue corridor. Responsive countermeasures address three serious injury crashes, two of which occurred on Carlson Boulevard and the third of which occurred on Central Avenue west of San Pablo Avenue. The Central Avenue serious injury crash occurred between Santa Clara Avenue and Yolo Avenue, which falls within the City of Richmond. As such, this crash is not included in the 2018–2025 crash data but was considered qualitatively for the purpose of developing crash countermeasures.

ID	Location	Countermeasure
Responsive		
D-R.1	Central Ave: City Limit— Carlson Blvd	Speed Table
D-R.2	Carlson Blvd / El Dorado Ave	Unsignalized Intersection Bundle
D-R.3	Carlson Blvd: City Limit— San Pablo Ave	Road Diet
D-R.4	Carlson Blvd / Lassen St	Crosswalk: PHB or RRFB
Proactive		
D-P.1	Central Ave / Belmont Ave	Crosswalk: PHB or RRFB
D-P.2	Central Ave / Yosemite Ave	Crosswalk: PHB or RRFB
D-P.3	Central Ave / Ohlone Greenway	Near-Miss Analysis
D-P.4	Central Ave / Ohlone Greenway	Speed Table
D-P.5	Carlson Blvd / El Dorado Ave	Crosswalk: PHB or RRFB
D-P.6	Carlson Blvd / Central Ave	Near-Miss Analysis

Figure 16. *Downtown Arterials*



WALDO AVENUE



2
Serious
Injury Crashes



Example of a slow zone “gateway” treatment. Gateways are placed where local streets intersect with major roads to alert drivers that they are entering a traffic-calmed area.

There were two serious injury crashes along Waldo Avenue between San Pablo Avenue and Ashbury Avenue, which is the only local, non-arterial street on El Cerrito’s HIN. Waldo Avenue has several design characteristics that enable and encourage higher speeds:

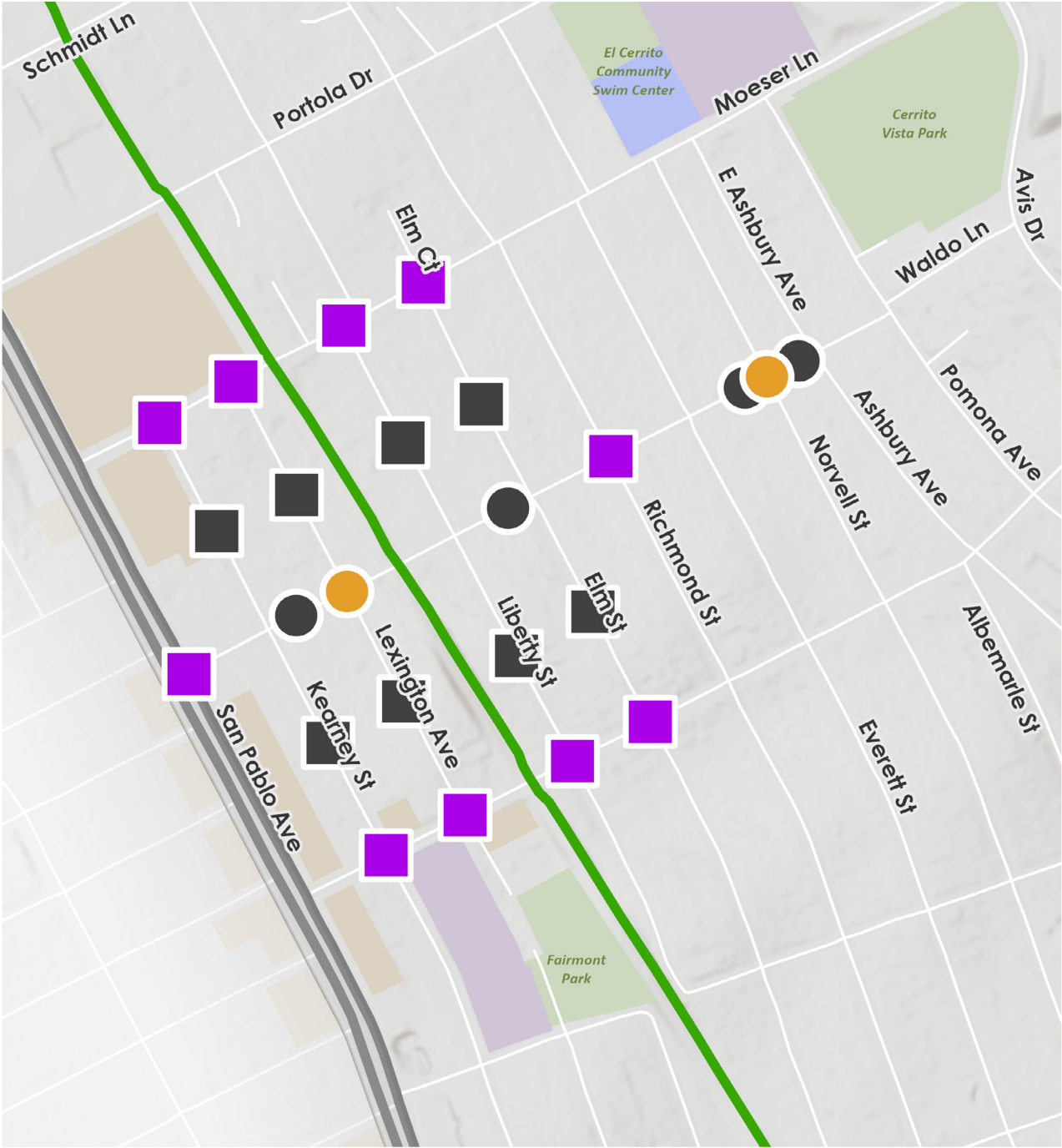
- Unimpeded east-west sightlines along the entire corridor
- Richmond Street is the only major opposing cross-street
- on-street parking is unoccupied during the day, which creates wider lanes

Proper sightlines are critical, particularly at intersections, but long, unimpeded vistas can encourage drivers to travel faster than is safe. Responsive countermeasures focus on managing speeds using speed humps and reviewing conditions at the two intersections where serious injury crashes occurred.

The proactive countermeasure, W-P.1 Waldo Ave Neighborhood Slow Zone Pilot, would pair speed humps with gateway treatments and lower speed limits and deploy them across a series of local neighborhood streets in addition to Waldo Avenue, amplifying the speed management outcomes at scale. The pilot area would include a series of local streets bounded by major, higher-speed streets, such as the area within San Pablo Avenue / Moeser Lane, Stockton Avenue, and Richmond Street. The pilot would record and analyze before-and-after vehicle speed and volume data, crash data, and community feedback, among other factors, to gauge which elements, if any, might be suitable for other local El Cerrito streets.

ID	Location	Countermeasure
Responsive		
W-R.1	Waldo Ave: San Pablo Ave to Ashbury Ave	Speed Humps
W-R.2	Waldo Ave / Norvell Ave	Unsignalized Intersection Bundle
W-R.3	Waldo Ave / Lexington Ave	Unsignalized Intersection Bundle
Proactive		
W-P.1	Waldo Ave Neighborhood Slow Zone Pilot	Speed Humps: Slow Zone

Figure 17. Waldo Avenue



Waldo Avenue

Responsive Countermeasures

- Unsignalized Intersection Bundle
- Speed Humps

Proactive Countermeasures
Neighborhood Slow Zone Pilot

- Gateway Treatment
- Speed Humps

- San Pablo Ave Emphasis Area
- Ohlone Greenway
- BART Stations
- Parks
- Community Center
- School
- Commercial or Retail

REFERENCES

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 - 3 Institute of Transportation Engineers, "2021 Transportation Achievement Award – Safety: City of Fremont Vision Zero Program," 2021, https://www.ite.org/ITEORG/assets/File/Awards/2021%20Winners/web%20TAA%20Safety_Fremont.pdf.Institute of Transportation Engineers+Institute of Transportation Engineers+].
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 - 5 Institute of Transportation Engineers, "2021 Transportation Achievement Award – Safety: City of Fremont Vision Zero Program," 2021, https://www.ite.org/ITEORG/assets/File/Awards/2021%20Winners/web%20TAA%20Safety_Fremont.pdf.Institute of Transportation Engineers+Institute of Transportation Engineers+].
 - 6 U.S. Census Bureau, "American Community Survey 5-Year Data (2018–2022)," <https://www.census.gov/data/developers/data-sets/acs-5year.html>.
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APPENDICES



APPENDIX A: HIGH INJURY NETWORK METHODOLOGY



Memorandum

To: Local Road Safety Plan (LRSP) Project File
From: Jarrett Mullen, AICP Transportation Program Manager
Date: July 27, 2026
Subject: LRSP Methodologies

This memorandum documents the High Injury Network (HIN) and Backbone Bikeways mapping methodologies that City staff developed for the El Cerrito Local Road Safety Plan (LRSP). Each methodology serves a different purpose in the LRSP, but they are included together in this memorandum for ease of reference.

(1) HIGH INJURY NETWORK

High Injury Networks are commonly employed by cities and public agencies to identify and help focus resources on streets with the most fatal and serious injury crashes (KSI crashes), understand how disadvantaged communities are impacted by crashes, enhance grant competitiveness, and to allow speed limit setting flexibility as permitted by state law.

Methodology

To develop the HIN, City staff reviewed *Recommendations for California Statewide Guidance on High Injury Networks* (2021) (HIN Report). The HIN report advises agencies to map five to ten years of KSI crash data and identify a network that typically covers five to 20 percent of a city's road mileage while accounting for most KSI crashes. Crash density (crashes per mile) is often the primary HIN metric, but crash type, victim mode of travel, roadway classification, the number of years of crash data, and collision weighting, are some of the critical variables that can influence which streets are highlighted on a HIN. Following guidance from the HIN report, City staff developed a three-step process to create El Cerrito's HIN: (1) data gathering; (2) data filtering and weighing; (3) mapping.

STEP 1: DATA GATHERING

City staff gathered 2018-2025 injury crash data for all El Cerrito roads except freeways. Data were obtained from UC Berkeley's SafeTREC Transportation Injury Mapping System (TIMS), a web-based tool that provides access to geocoded crash data from the California Statewide Integrated Traffic Records System (SWITRS). The LRSP included a five year crash dataset (2018-2022) but to account

for crashes that occurred during the LRSP’s development, City staff expanded the LRSP dataset by three years to 2025 to create an eight year 2018-2025 crash dataset. The eight year period is consistent with the HIN Report’s recommendation to use at least five or up to ten years of crash data.

STEP 2: DATA FILTERING AND WEIGHING

As shown in **Table 1**, City staff filtered and assigned weights to crash data based victim mode of travel, injury type, crash type, road classification, and spatial proximity. Mode, injury type, crash type, and road classification are SWITRS crash report categories. Crash proximity is a concentration metric created for the HIN. Crashes are included only when they are within the given proximity of another crash that meets the other filtering criteria. For example, a serious injury bicycle crash that is more than one-quarter mile from another crash meeting the other filtering criteria would not advance to the mapping step.

To strengthen the connection between the HIN and the city’s proposed LRSP Vision Zero policy which calls for eliminating KSI crashes by 2035, the HIN includes both KSI crashes and a subset of minor injury crashes. This approach aligns with the “Safety is Proactive” Safe Systems Approach principle, which calls for identifying and addressing safety issues before KSI crashes occur.

To analyze non-KSI crash types, City staff included injury Type 3 (Other Visible) and applied different weighing and filtering depending on the victim’s mode of travel. For vulnerable road users, bicyclists and pedestrians, all crash and road types were included but with a smaller crash proximity than KSI crashes. For drivers, the analysis focused on crash types that have the potential to be more severe and those that occurred on minor arterials and above. Focusing on major roads was considered a proxy for risk because drivers typically travel faster along arterials roads, which result in more severe crashes, should one occur. Crash proximity was the same as for bicyclists and pedestrians.

Table 1: Filtering Criteria

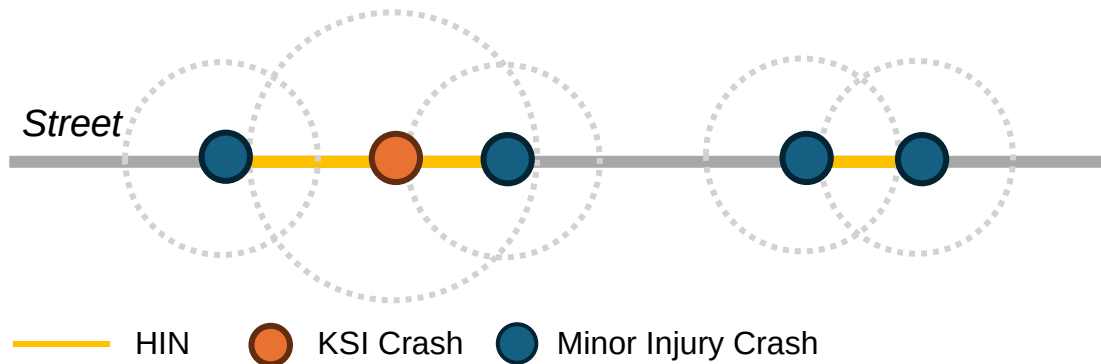
Mode	Injury Type	Crash Type	Road Classification	Crash Proximity ¹
Bike or Ped	1, 2	All	All	1/4-mi
	3	All	All	1/8-mi
Vehicle	1, 2	All	All	1/4-mi
	3	A, D, E, F, G, H	≥ Minor Arterial	1/8-mi
Notes:				
1. Crashes are included if they are within 0.25 or 0.125 mile from at least one crash that meets the other filtering criteria and are on the same primary or secondary road.				

STEP 3: MAPPING

Crashes that met the filtering criteria were mapped to the City’s street network. The HIN was drawn based on crash proximity and then adjusted qualitatively to create logical termini. A street became part of the HIN if there were at least two crashes from Step 2 within one-eighth of a mile from each other and on the same primary or secondary road. If at least one of the crashes is a KSI crash, the radius increased to one-quarter mile. **Figure 1** illustrates the relationship between proximity and projecting the HIN.

Key qualitative adjustments to create logical termini included extending the HIN along the entirety of San Pablo Avenue; extending the HIN along Central Avenue to account for a KSI crash that occurred along an isolated 350-foot segment of Central Avenue that falls within the City of Richmond; and, removing from the HIN an approximately 200-foot section of Arlington Boulevard east of Potrero Avenue. The Arlington Boulevard segment was removed from the HIN because of its short length; it was the only HIN segment along Arlington Boulevard; and, that the City is installing quick-build safety upgrades at the Potrero Avenue / Arlington Boulevard intersection in Fall 2026.

Figure 1: HIN Mapping



Results

El Cerrito's HIN accounts for 72% of all injury crashes and 18 of 21 fatal and serious injury crashes while encompassing only five percent (five miles) of the city's local road network. This outcome is consistent with the HIN Report's recommendation to devise a HIN methodology that identifies a network that covers five to 20 percent of a city's road network while accounting for most KSI crashes. El Cerrito's HIN is located predominately along arterial roads and within disadvantaged communities. San Pablo Avenue accounts for about half of the HIN mileage, making continued investment and coordination with Caltrans and regional partners a critical step to achieve Vision Zero by 2035.

(2) BACKBONE BIKEWAYS

Except for the Ohlone Greenway, current bicycling activity in El Cerrito is generally low, but is likely to grow in the future as a result of City policies which promote compact development near transit and less reliance on driving. Bicyclists, like pedestrians, are vulnerable road users and prioritizing bikeway infrastructure upgrades where bicycling is expected to increase the most is an important proactive safety strategy to achieve the LRSP's goal of zero road deaths by 2035. City staff created the "Backbone Bikeway" network to identify a priority bikeway network and facility types that have the greatest safety needs and strongest safety outcomes.

Methodology

Backbone Bikeway corridor selection and facility upgrades were identified based on the following criteria:

1: GEOGRAPHIC AREA

DEFINITION: The bikeway must be west of or along Ashbury Avenue, Richmond Street, or Key Boulevard (south of Knott Avenue).

RATIONALE: This area is where bicycling activity is most likely to increase within the LRSP's ten-year plan horizon due to gentle topography, higher population and destination concentrations, and where nearly all of the city's future growth is planned.

2: EXISTING BIKEWAY

DEFINITION: The bikeway must be an existing or planned and fully funded (as of 2026) bikeway of any facility type, identified with signs or pavement markings.

RATIONALE: Existing bikeways are established routes that are where bicyclists are traveling today. These routes were nearly all established twenty years ago as part of the 2007 *Circulation Plan for Bicyclists and Pedestrians*, and represent direct routes with connections to major destinations and to neighboring cities and communities.

3: ROAD CLASSIFICATION

DEFINITION: The bikeway must be along a minor arterial street or above, excluding San Pablo Avenue and the Central Avenue corridors.

RATIONALE: Major streets are designed and intended to move higher vehicle traffic volumes at higher speeds. Higher vehicle speed and volume mean greater potential risk for a serious and fatal injury crash, should one occur.

San Pablo Avenue and the Central Avenue corridors were excluded because bikeway facility types along these roads will be evaluated as part of active planning studies. San Pablo Avenue bikeways will be evaluated as part of the Contra Costa Transportation Authority's *San Pablo Avenue Safety and Access Project*, while Central Avenue bikeways will be selected through the City's *Crosstown Connect* planning effort.

4: FACILITY TYPE UPGRADES

DEFINITION: The recommended facility type upgrade is based on the FHWA's *Bikeway Selection Guide*.

RATIONALE: The *Bikeway Selection Guide* provides recommended facility types for bikeways along roads given speed and volume data. The recommended upgrades are presented as two potential facility types, such as "Class III to Class II or Class IV", since either of the new facility types could proactively improve safety outcomes. The final facility type would need to be selected at the project implementation stage and consider other city objectives such as mode shift, curb access, and comfort.

Results

Table 2 shows bikeways that meet the Backbone Bikeway selection criteria and the corresponding facility type upgrades.

Table 2: Backbone Bikeways

Street	Endpoints		2025 Average Weekday Traffic	
			Volume	Speed
Class III Bikeway to Class II or Class IV Bikeway				
Key Blvd	Knott Ave	Elm St	4,250-vpd	26-mph
Elm St	Key Blvd	Blake St	5,500-vpd	27-mph
Richmond St	Blake St	Moeser Ln	5,000-vpd	27-mph
Potrero Ave	South 55 th St	Richmond St	5,250-vpd	30-mph
Ashbury Ave	Moeser Ln	Fairmount Ave	4,250-vpd	24-mph
Stockton Ave	San Pablo Ave	Ohlone Greenway	3,750-vpd	24-mph
Class II Bikeway to Class II Buffered or Class IV Bikeway				
Carlson Blvd	North City Limit	San Pablo Ave	13,000-vpd	31-mph
Moeser Ln	San Pablo Ave	Ashbury Ave	6,250-vpd	25-mph
Potrero Ave	West City Limit	South 55 th St	5,250-vpd	30-mph
Notes:				
1. Speed and volume data are from Streetlight Data, a big data platform that aggregates anonymized connected vehicle and GPS data to estimate various transportation data metrics. The data are for planning-level estimates and field data counts would be required to inform projects at the detailed design stage. Volume is rounded to the nearest 250-vehicle increment and expressed as average vehicles per day (vpd). Speed is expressed as the 85th percentile. 2. Richmond Street and Elm Street are not mapped in the LRSP since the existing Class III bikeway will be upgraded to a Class II buffered bikeway as part of the approved Richmond Street Complete Streets project.				