



Santa Cruz Active Transportation Plan Update: Existing Conditions Summary

June 2025

Introduction

This document provides an overview of existing conditions for walking and bicycling in Santa Cruz as identified through data, observation, and public input. This information will provide the basis for the infrastructure, program, and policy recommendations and prioritization in the Active Transportation Plan (ATP) Update.

The current edition of the City of Santa Cruz ATP was adopted in 2017. To keep up with the needs of the city and establish a vision for active transportation moving forward, the city is preparing an update to the ATP. At the core of the ATP update is a commitment to fostering a livable city: a place where people of all ages and physical abilities can access safe, convenient, and enjoyable ways of getting around.

This existing conditions summary is based on the following qualitative and quantitative inputs:

City Data

The City of Santa Cruz provided geospatial roadway point and line data to inform existing conditions analyses, including street centerlines, functional class, speed limits, and curb ramp locations. Much of this data was available in the City's Open Data Portal, and City staff provided additional files as needed.

Replica

To supplement any missing data needed to perform analyses, such as traffic volumes, Toole Design used data from Replica. Replica is an activity-based travel demand model that uses big data sources to estimate multimodal travel activity.

Site Visit

The Toole Design consultant team conducted a two-day site visit in January 2025 to confirm findings from the data review, observe infrastructure, and photograph on-the-ground conditions of locations with deficiencies, as well as those that reflect current best practices in active transportation design.

Public Engagement

Public engagement for Phase 1 of the plan (i.e., the Existing Conditions phase) included a Technical Advisory Group meeting with invited stakeholders from key organizations, six targeted focus group meetings, nine strategically located pop-ups, meetings with principals from all nine Santa Cruz City Schools, short presentations and tabling at existing meetings and events, and an online survey and interactive map.

The consultant team thoughtfully planned engagement to ensure participation from a diverse array of community members, with a focus on underserved groups including the unhoused population, English language learners, low-income residents, racial minorities, people with disabilities, youth, and seniors.

Review of Previous Plans

The project team reviewed relevant plans produced by the City of Santa Cruz and its regional partners. The most recent and relevant City plans are summarized in Table 1, with relevant plan elements listed for each.

Table 1: Previous Plans

Plan Title	Description
Climate Action Plan (2022)	<p>The Climate Action Plan (CAP) serves as a qualified Climate Action Plan, allowing for streamlined environmental review processes for future development projects.</p> <ul style="list-style-type: none">• “Accessible people-centric transportation infrastructure” is one of the CAP’s core value statements.• The CAP sets mode share targets for biking and walking of 23% by 2030, and 30% by 2035.
Vision Zero Policy and Local Roadway Safety Plan (2021)	<p>In August of 2019, the City of Santa Cruz adopted a Vision Zero policy to eliminate all traffic fatalities and serious injuries on City streets by 2030. The Local Road Safety Plan (LRSP) analyzed crash data and identified locations for multi-modal transportation safety improvements.</p> <ul style="list-style-type: none">• “Improving traffic safety for vulnerable roadway users including the unhoused population,” is one of three emphasis areas identified in the LRSP.• The 2021 plan highlights ATP, HSIP, and local non-profit infrastructure funding for the Santa Cruz Safe Routes to School program and other active transportation investments.
Active Transportation Plan (2017)	<p>The Active Transportation Plan (ATP) identified an integrated network of walkways and bikeways that connect Santa Cruz neighborhoods and communities to employment, education, commercial, recreational, and tourist destinations.</p>

	<ul style="list-style-type: none"> • The 2017 plan replaced the prior 2008 Bicycle Plan and 2003 Pedestrian Master Plan. • The ATP assumed a 9.7% bike-to-work rate (based American Community Survey 2010-2014 5-year estimates). • In the City of Santa Cruz from 2009-2013, the Office of Traffic Safety data showed: <ul style="list-style-type: none"> ○ 45.7% of all reported collisions involved bicyclists and pedestrians. ○ 66% of all traffic fatalities were bicyclists and pedestrians. • The plan includes a long list of project and program recommendations and has been used to secure over \$60 million in grant funding for implementation since its adoption.
Santa Cruz City Schools Complete Streets Master Plan (2015)	The SCCSCSMP was a two-year community-based planning process that identified infrastructure and non-infrastructure active transportation improvements surrounding city schools. Implemented projects and ongoing education and encouragement efforts by the city and its partners have led to significant walking and bicycling mode share at many city schools.

Existing Conditions

Active Transportation Networks

Figures 1 and 2 are maps of the current active transportation networks in Santa Cruz. Figure 1 shows existing bicycle facilities and proposed recommendations from the 2017 Plan that are not yet built out. Figure 2 is a map of missing sidewalks and curb ramps, which create gaps in the pedestrian network.

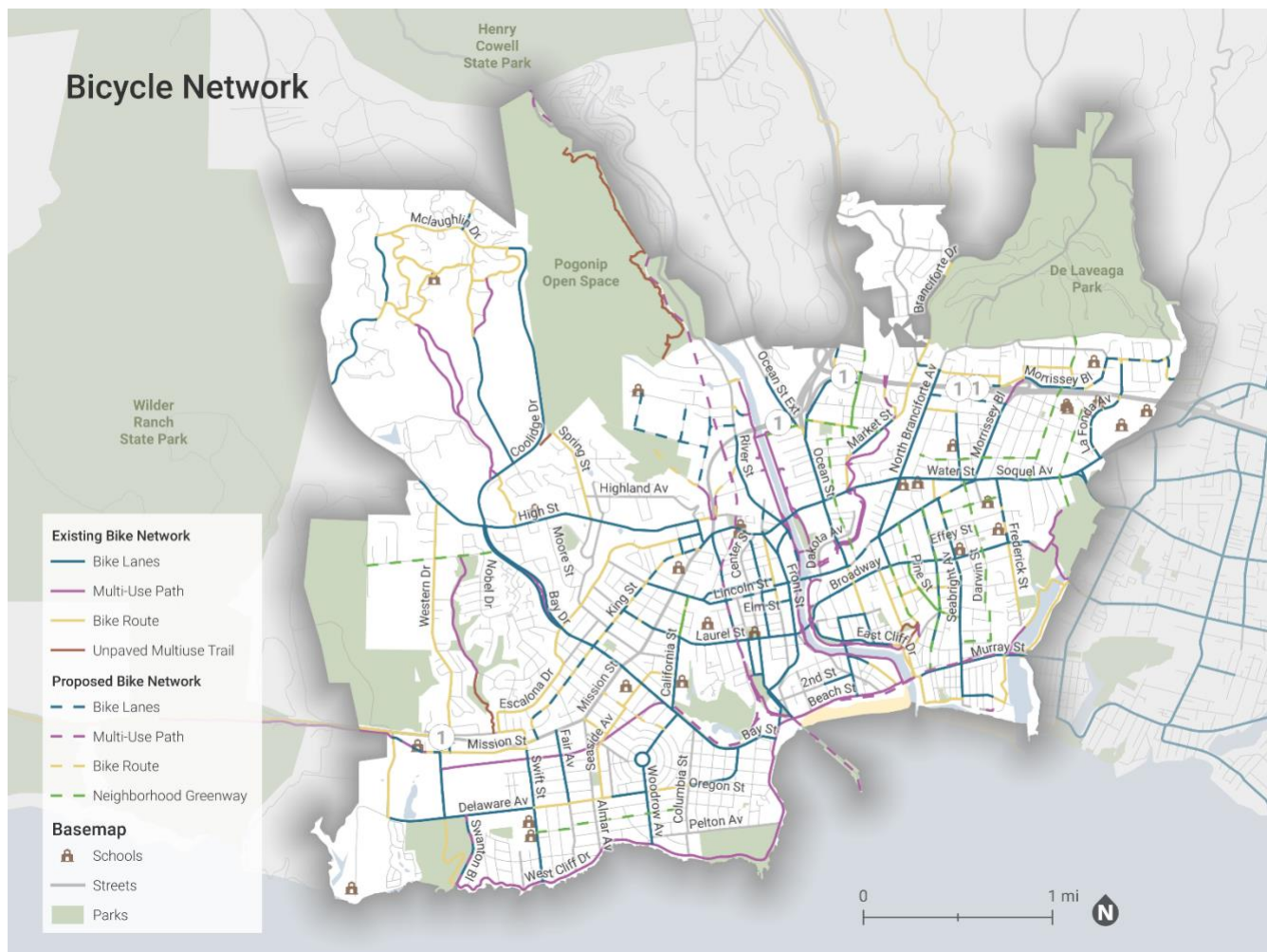


Figure 1: Existing and Proposed (as of 2017 ATP) Bicycle Network

Bicycle Network

A series of off-street multi-use paths, including along West Cliff Drive, the Westside Rail Trail, and the Riverwalk, form the spines of the Santa Cruz bicycle network, the main cross-town routes that other, more local routes branch off from. There are striped bike lanes on many arterial and collector streets, though most do not have any physical separation from vehicles. Santa Cruz has a network of bike routes or bicycle boulevards on local streets, and only a few streets in the city have posted speed limits above 25 mph.

Table 2: Mileage of Existing Bike Facilities

Type of Facility	Bike Lanes*	Bike Routes*	Multi-use Paths
Existing Mileage	101	87	22

* On-street bike facilities are presented in lane miles, i.e., a bike lane on both sides of 1 mile of roadway is 2 miles.

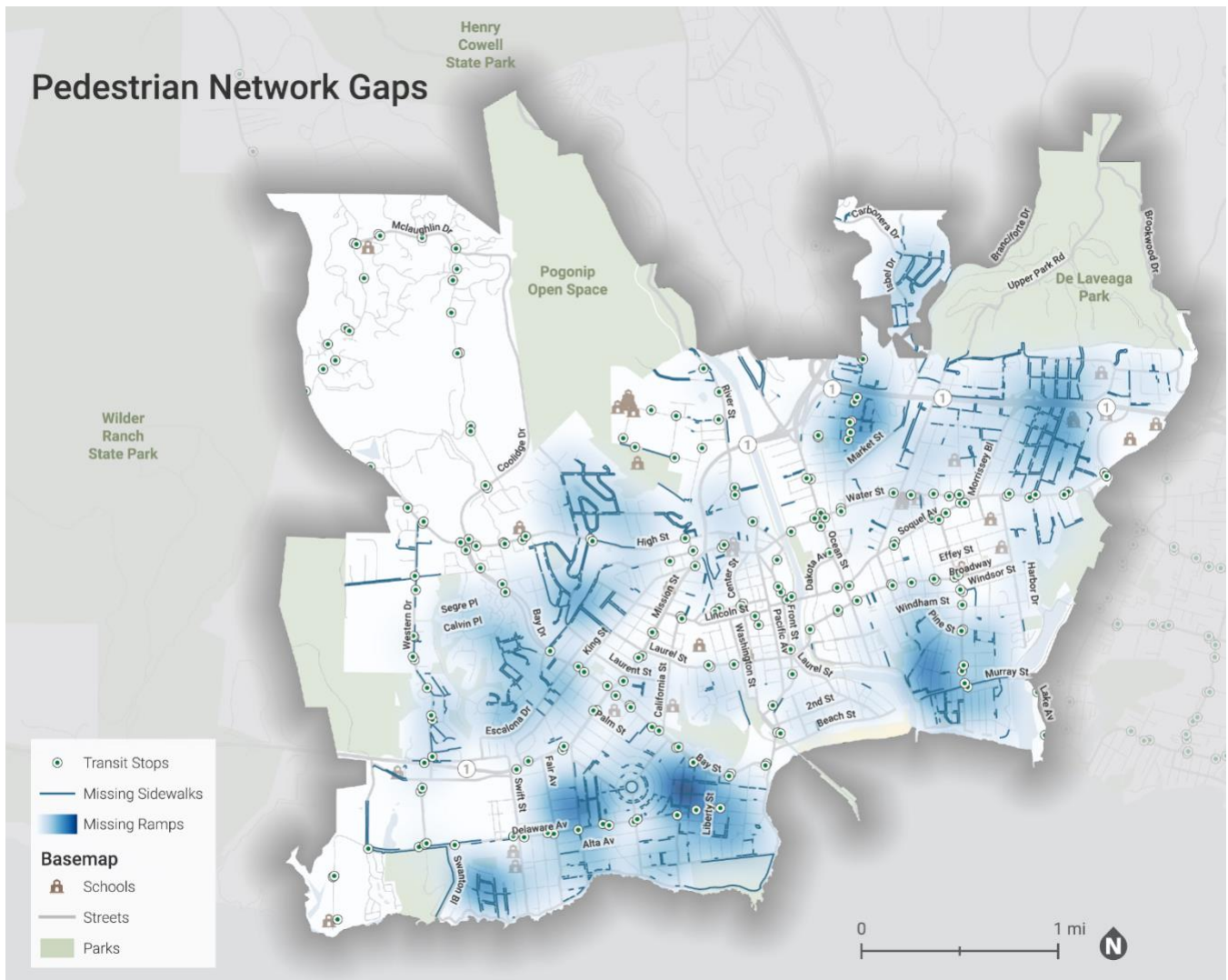


Figure 2: Pedestrian Network Gaps

Pedestrian Network

Sidewalks are present in Downtown and along major streets in Santa Cruz, though the age and uneven maintenance of existing sidewalks sometimes makes them inaccessible. Gaps in the pedestrian network include streets that are missing sidewalks as well as streets with sidewalks that are missing curb ramps. Many of these gaps are concentrated in residential neighborhoods outside of Downtown Santa Cruz, including portions of the Upper and Lower Westside and Upper and Lower Eastside.

Table 3: Missing Pedestrian Infrastructure

Missing Sidewalks	Missing Curb Ramps
45 miles	636 curb ramps

The 2017 Active Transportation Plan and more recent crash data show that Santa Cruz has disproportionately high crash rates for active transportation users. There were three total active modes fatalities between 2018 and 2022; all were pedestrian fatalities located on Ocean Street.



One facet of public engagement was to identify destinations that underserved community members frequently access. The Technical Advisory Committee brainstormed a set of initial destinations, and more were added through focus groups with service providers for the unhoused community and youth. This set of equity destinations will inform plan recommendations and the prioritization process to ensure that members of the Santa Cruz community who may face greater transportation challenges can access the places they need to go.

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destinations common to most residents of Santa Cruz, such as schools, parks, libraries, community centers, and grocery stores.

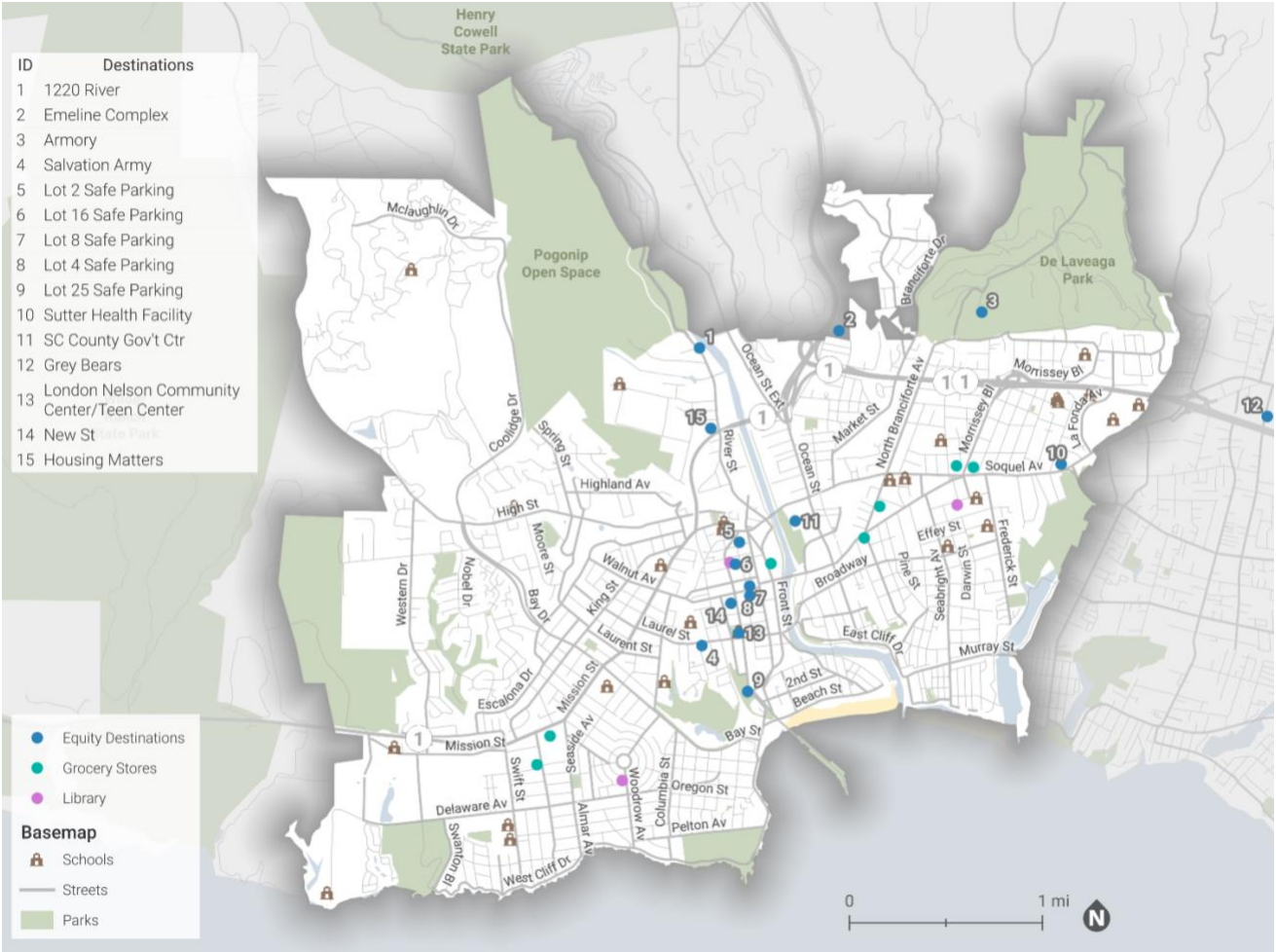


Figure 4: Key Equity Destinations

While many of the key equity destinations are located in the Downtown area, shelters and services for the unhoused population are primarily located on the outskirts of the city, between freeways, without reliable public transit services, and far from safe places to cross the street.

For youth, another challenge, which is described in more detail in the Site Visit Summary below, is the limited connectivity between the De Laveaga neighborhood (north of CA-1) and the rest of the city. When accessing the school from north of the freeway, only La Fonda Avenue connects the high school to this neighborhood; due to the narrow right-of-way, there is a dedicated bike facility only on the northbound (uphill) side and sharrows on the southbound side, making it challenging for high school students to safely and comfortably travel to school by bike.

An additional challenge for youth is accessing employment in the Boardwalk area. While the Riverwalk Trail is a key connection from Downtown to the Boardwalk, youth who participated in the focus group expressed personal safety concerns with this route.

Improving safe and comfortable access via active modes to all these destinations will be part of the recommendations developed in this plan.

Site Visit Summary

Site visits are an invaluable way to see and experience transportation conditions that may not be readily apparent when reviewing maps and data. The Toole Design consultant team conducted a two-day site visit in January 2025 to confirm assumptions gathered from the data review, observe infrastructure, and photograph on-the-ground conditions of places that may need improvement, as well as areas with recent construction. The site visit was centered on a 12-mile bike ride throughout Santa Cruz, led by City staff. Toole Design staff also made an additional site visit in March while in town for public engagement events.

Following the site visit, the project team identified locations with challenges for active modes that the project will address in the recommendations phase. These are listed and described below, followed by locations that inspire walking, rolling, and biking in the city and serve as best practices that City staff can look to as they expand and improve the active transportation network.

Challenges

- » Ocean Street is one of two higher-speed (30 mph) corridors in the city and has the highest number of pedestrian crashes. Despite the relatively new Class II buffered bike lanes along the corridor, high traffic volumes make it an uncomfortable place to bike, walk, or roll.
- » Bicycle access to the Rail Trail bridge over the San Lorenzo River is a challenge, especially when headed west, requiring bicyclists to get onto the pedestrian-heavy sidewalk at East Cliff Drive and make a sharp turn onto the trail entrance.
- » Parts of the street network are not a simple grid, posing crossing challenges for active transportation users. The unsignalized Soquel Avenue/Poplar Avenue/Water Street triangle is a particularly challenging intersection due to high speeds and traffic volumes.
- » The Beach Flats neighborhood has many cracked concrete streets and some non-ADA compliant infrastructure. The raised crosswalk shown in Figure 5 is not connected to or flush with the sidewalk, making it difficult for people with mobility challenges to cross the street.
- » Neighborhoods north of the CA 1 freeway, such as Prospect Heights, have limited connectivity to the rest of the city, including the high school. Access is especially limited for active modes users who really can only use North Branciforte Avenue or La Fonda Avenue, the latter of which lacks a southbound bike lane, as shown in Figure 6.
- » Some of the Westside Rail Trail intersections with streets were skewed (i.e., not 90-degree angles), creating visibility challenges for both trail users and drivers, and confusion about who has the right-of-way at these crossings.



Figure 5: A raised crosswalk that is disconnected from the sidewalk in the Beach Flats neighborhood.



Figure 6: A narrow, curvy portion of La Fonda Avenue without a downhill bike lane.

Opportunities

- » As part of redevelopment, developers in Downtown Santa Cruz are required to install “paseos”, or active-modes-only alleys, to create access between larger blocks. This provides comfortable connectivity for bicyclists and pedestrians in the dense Downtown area.
- » A new segment of the Rail Trail connecting the Beach Street bikeway to the Westside Rail Trail segment at Bay Street opening in Spring 2025 will close a key gap, providing continuous east-west connectivity for active modes through the west side of Santa Cruz. The Rail Trail will eventually bisect the entire city and connect to nearby towns.
- » City Hall features a secure, outdoor bike cage for employees with a fix-it stand and a bike pump. This is a model for long-term bike parking that could be implemented at workplaces and other city offices throughout Santa Cruz.
- » While Santa Cruz has well-connected bicycle and pedestrian networks, including active-modes-only overpasses that cross the freeway and the river, there is room to improve visibility and usability, such as on the High Street Pedestrian Overpass which has spiral ramps up and down.



Figure 7: A paseo connects active modes users traveling between Center Street and Cedar Street.



Figure 8: The Rail Trail is a key link in the active modes network, connecting many points of interest in the west side of town.

Phase 1 Public Engagement Overview

Public engagement for Phase 1 of the plan included a Technical Advisory Group meeting with invited stakeholders from key organizations, six targeted focus group meetings, nine strategically located pop-ups, meetings with principals from all nine Santa Cruz City Schools, short presentations and tabling at existing meetings and events, and an online survey and interactive map.

The consultant team thoughtfully planned engagement to ensure participation from a diverse array of community members, with a focus on underserved groups including the unhoused population, English language learners, low-income residents, racial minorities, people with disabilities, youth, and seniors. The purpose of Phase 1 engagement was to gather input on existing conditions (both positive and negative) and needs so that the project team can use this information to inform infrastructure, program and policy recommendations and prioritization.

Key Themes from Engagement



Figure 9: The project team engages the Senior Walking Group at Arana Gulch (left) and Rail-Trail users (right).

- » Residents generally enjoy walking, rolling, and biking around the city and appreciate the city's natural beauty.
- » The lack of ADA-compliant sidewalks and curb ramps, particularly in residential neighborhoods, is a challenge for pedestrians.
- » The bike network is robust, but bikeway maintenance needs more attention.
- » Bicycling was the most popular mode of transportation for online survey respondents, outpacing driving. Respondents' top reasons for choosing active transportation included enjoyment and environmental concerns. Those who do not opt for active modes to get around the city reported long travel times and feeling unsafe walking or biking.
- » Arterial roads like Soquel Avenue, Water Street, Ocean Street, and Mission Street, were repeatedly mentioned as feeling unsafe for bicyclists and pedestrians.
 - Mission Street received the most comments on the online interactive map about challenges walking, biking, and especially crossing the street. Respondents said

marked crossings are infrequent and drivers ignore pedestrians in crosswalks and the flashing lights of the RRFBs.

- Ocean Street was cited on the interactive map for biking and crossing issues, especially northwest of the junction with Highway 17 where highway off-ramps contribute to fast vehicle traffic and limit the visibility of active modes.
 - Pedestrians and bicyclists reported that Water Street was difficult to cross.
 - Soquel Avenue was cited by many as feeling unsafe for biking due to the narrow bike lane located between vehicle traffic and parked cars.
- » Access to the Coral Street Housing Matters shelter is difficult for those who rely on active modes, with regular crashes at the Highway 1 and River Street intersection, as well as high traffic volumes on Coral Street near Costco.
 - » The Riverwalk is a scenic multi-use trail through the city that provides direct access to many destinations but also is where there is a lot of drug-related activity, and many residents cited personal safety concerns.
 - » E-bike use among youth is a priority topic for school communities and neighbors. Speed and right-of-way conflicts between e-bike users and pedestrians on shared-use paths were frequently cited. School administrators would like to see more e-bike safety education programming.

Please reference the [Phase 1 Engagement Summary](#) for more details.

Goals and Strategies

The 2017 ATP included seven stated objectives. For the ATP Update, the project team presented the objectives to the TAC asked them to rate the City's progress on each one, and to choose three to four objectives to move forward in the ATP Update. Incorporating TAC feedback and best practices from other walk- and bike-friendly communities, the initial goals and strategies for the ATP Update are:

Build and maintain comprehensive bicycle and pedestrian networks.

- » Use best practices and design standards, including emerging standards.
- » Strengthen development standards.

Enhance safety and security for active transportation users.

- » Provide end-of-trip and support facilities.
- » Use best practices and design standards, including emerging standards.
- » Strengthen development standards.
- » Prioritize improvements and select effective countermeasures based on collision history.

Continue progress and investments in active transportation.

- » Leverage funding from multiple sources.
- » Coordinate with other projects in the public right-of-way.
- » Aggressively seek grant funding.

Provide education and encouragement.

- » Sponsor classes and incentives for youth and adults.
- » Provide professional development opportunities for city staff.