
LET'S MOVE JC

TRANSPORTATION MASTER PLAN





Appendix D: Scenario Planning

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Prepared for:



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STREETPLANS



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1 | Introduction

This report was prepared for the Jersey City Division of Transportation Planning as an interim deliverable for the **Let's Move JC** Transportation Master Plan. The Transportation Master Plan is the Circulation Element of the Jersey City Master Plan Vision (OUR Jersey City, 2021) and represents the first update to the plan since 2011.

The Scenario Planning task explores a range of possible transportation futures for Jersey City. It uses NJTPA modeling data to understand the potential impacts of proposed strategies and projects, but it is not intended to function as a standalone modeling exercise. Instead, it provides a framework for evaluating transportation improvements and informing the recommendations of the **Let's Move JC** Transportation Master Plan..

Business-as-usual and two potential future scenarios have been developed to compare to the baseline projections of transportation conditions in the city. These scenarios are assessed across multiple metrics that align with the study's overall goals.

This report details the following about the scenario planning analysis:

- **Data Sources and Methodologies:** Existing conditions data is taken from sources such as the Census, Replica mobility datasets, NJ TRANSIT ridership, and modeling outputs from the NJTPA North Jersey Regional Transportation Model-Enhanced (NJRTM-E) .
- **Scenarios:** Three scenarios are used to evaluate varying transportation investment strategies. These scenarios are (1) Business-As-Usual, (2) Advancing City-Owned Transportation Infrastructure, and (3) Regional Transportation Capacity Investments.
- **Metrics:** The metrics used to evaluate the outcomes for Jersey City in each scenario, include mode share, total travel demand, volume-to-capacity

ratios, transit coverage, active transportation infrastructure, and overall connectivity.

- **Strategic Investment Recommendations:** Tiered recommendations based on unmet needs, organized by: High-impact Regional Mobility Recommendations (Tier 1), High-impact City Mobility and Streets Recommendations (Tier 2), and Medium-impact Supporting Recommendations (Tier 3).

Following this scenario planning exercise, recommendations will be scored to guide prioritization and lay the foundation for a funding strategy.

The recommendations presented in this report (in Section 7) were developed in direct response to the needs identified in the Existing Conditions Analysis, including persistent gaps in transit access and reliability, incomplete and disconnected bicycle and greenway networks, and growing pressure on key roadway corridors as travel demand increases. These documented needs informed the types of strategies advanced and helped prioritize recommendations that close network gaps, improve access and safety, and address anticipated growth. By grounding recommended actions in the key findings and mobility gaps, **Let's Move JC** connects proposed investments to the city's most pressing mobility challenges.

1.1 Introduction to Scenario Planning

Scenario planning is a tool that helps planners imagine different changes to a system, over a set timeframe, with different variables.

Scenario planning is typically focused on understanding change across the following variables:

- **Actors:** People, institutions, and organizations whose decisions impact the future
- **Factors:** Societal concepts, constructs, or characteristics

- **Sectors:** Arenas where actors and factors interact

Scenarios can either be assessed using a single variable, or several combined variables. Given the uncertainty of funding and future project feasibility, for this process, it was determined that transportation funding and project implementation changes would be the biggest “change” to assess.

The process of planning for different scenarios will help us understand which initiatives may yield the greatest benefits for Jersey City, which will help guide investment, partnerships, and recommendation prioritization. It will also help support the city’s objectives to reduce single-occupant vehicle travel, expand active transportation, and other non-automobile centered growth.

1.2 Goals and Priorities

The scenario planning exercise is designed to inform the broader Jersey City Transportation Plan, *Let’s Move JC*. The priorities and goals of *Let’s Move JC* include:



Mobility For All



Value and Affordability



Reliability and Safety



Quality of Life

These goals are grounded in the overarching vision of the city: *Jersey City will be a connected, inclusive, and sustainable city where safe, affordable transportation supports opportunity and quality of life for all.*

2 | Scenarios

2.1 Scenario Overview and Development

To guide future transportation improvements in Jersey City, this scenario planning effort evaluates three distinct scenarios for the city's mobility future, which were developed in conjunction with the City's Division of Transportation Planning staff.

Scenarios are typically developed using factors that are dynamic, which many jurisdictions call "**drivers**" or "levers". These drivers tend to be variables that may fluctuate over time, such as population change, technological change, socioeconomic and market changes, or environmental changes.

As agreed with City staff, this scenario-based approach consists of population and socioeconomic assumptions that are aligned to the Business-as-Usual forecasts already conducted for the region: this means that land use, population, employment and other socioeconomic assumptions are consistent across the three scenarios (as shown in Table 1).

Transportation investment is the key variable across the three scenarios. This was done intentionally to allow the project team to explore the impacts that various candidate recommendations would have to support the prioritization process. Candidate recommendations consist of a wide range of policy updates, capital investments, and other transportation improvements aimed at enhancing the transportation network in Jersey City and the surrounding region.

Candidate recommendations have been categorized as **Short-Term** (2026–2031), **Medium-Term** (2031–2041), and **Long-Term** (2041–2051), based on anticipated completion dates.

- **Short-term** recommendations generally include policy updates, administrative measures, and smaller scale transportation improvements already underway. (e.g. establishing a central parking inventory)
- **Medium-term** recommendations involve larger transportation changes and roadway projects requiring moderate analysis and coordination, often in the feasibility stage. (e.g. bike lane expansion)
- **Long-term** recommendations typically encompass major infrastructure projects that demand **major capital investments**, which may include extensive design, permitting, and funding, and may span multiple phases. (e.g. light rail extensions)

While these align with Jersey City's planning needs, actual timing may vary due to factors like permitting, funding, and agency involvement.

The three scenarios evaluated are:

1. **Business-As-Usual (BAU):** Jersey City grows as currently forecasted and invests as is currently planned. Existing conditions, as outlined in the prior section of this report, and the NJTPA Regional Model (NJRM-E) mode share are used as the basis for BAU.
2. **Advancing City-Owned Transportation Infrastructure:** Jersey City grows as currently forecasted but invests in strategies that fill gaps in the existing transportation network. These are primarily City-owned assets and projects that are within Jersey City's purview for implementation.
3. **Regional Transportation Capacity Investments:** Jersey City grows as currently forecasted but the City, state and regional partners significantly advance capital projects that add local and regional capacity. These include investments in large transit and road design projects, major policy updates, and funding and incentive strategies.

Each of the scenarios is compared to the Business-as-Usual scenario. The assumptions relevant to this Business-As-Usual include:

- **Population Growth:** Population growth is projected to follow current forecasts, with assumptions based on US Census demographic data, Jersey City planning estimates, and NJTPA forecasts through 2050.
- **Employment Growth:** Employment levels are expected to increase in line with existing trends and economic development plans, reflecting steady growth across key sectors.
- **Land Use:** Land use patterns remain consistent with the city's adopted plans, maintaining the distribution of residential, commercial, and mixed-use areas as currently envisioned.
- **Investment:** No significant changes in investment plans for transportation.
- **Technology Adoption:** Technological advancements, such as electric vehicle adoption and rideshare usage, are anticipated to progress gradually, mirroring regional and national trends.

The three scenarios, their outputs, and the metrics used to evaluate them are outlined in greater detail in the following sections. Table 1 summarizes the differences between each scenario for the assumptions described above. 'Low', 'Medium', and 'High' refer to the levels of transportation investment under each scenario.

Table 1: Scenario Drivers of Change

Driver	Description of Change		
	Scenario 1: Business as Usual (BAU)	Scenario 2: Advancing City- Owned Transportation Infrastructure	Scenario 3: Regional Capacity Investments
Population, Land Use, and	NJTPA Projections	Same as BAU	Same as BAU

Employment Growth			
Transit Investment (Low, Medium, High)	Low – Minimal new capital investment is provided (existing investment commitments already considered in BAU)	Medium – Investment in City-Owned infrastructure, limited other investment	High – significant investment by state and regional partners
Active Transportation Investment (Low, Medium, High)	Low – Minimal new capital investment is provided (existing investment commitments already considered in BAU)	Medium – Investment in City-owned infrastructure, limited other investment	High – Significant investment by state and regional partners
Resilience Investments (Low, Medium, High)	Low – None (existing investment commitments excluded)	Medium – Investment by City in resilience, limited regional investment	High – Significant climate change mitigation and resilience investments
Technological Change (Low, Medium, High)	Low – None	Medium – Some City-led adoption of electrification and automation infrastructure	High – Adoption and investment in latest electrification and automation technologies

2.2 Methodology

The scenario planning analysis estimates the transportation outcomes for the three citywide scenarios using mode share and trip generation data, as well as projected demographic trends in long-term travel demand. While this analysis utilizes data from the NJTPA NJRTM-E, it is not a modeling exercise. The methodology for this analysis encompasses the following data:

1. Extract observed mode share data from Replica for 2024 to establish baseline mode share for the following modes: auto, transit, bike, walk, and taxi/TNC.
2. Extract NJTPA NJRTM-E estimates for daily trips for selected time horizon (2026, 2030, 2040, and 2050) for the following modes: auto and transit.
3. Apply baseline mode share for all modes (data from Replica) to NJTPA NJRTM-E modeled trips (auto and transit) to extrapolate trips for all modes (auto, transit, bike, walk, and taxi/TNC trips).
4. Assign quantitative impacts (the estimated magnitude of change) to candidate recommendations based on their expected effects on road capacity and mode share (across all modes).
5. Adjust mode shares (% split for auto, transit, bike, walk, and taxi/TNC) for each scenario and time horizon (2026, 2030, 2040, and 2050) to reflect the cumulative impacts of recommendation implementation.
6. Estimate performance metric impacts for each scenario and time horizon. These include volume-to-capacity ratios, transit access, bike lane mileage, and greenway mileage.
7. Summarize each scenario by time horizon for the following metrics:
 - a. Volume-to-capacity ratio
 - b. Mode share
 - c. Trips by mode

- d. Bus access (% of JC within ¼ mile of a high-frequency bus stop)
 - e. Rail access (% of JC within ½ mile of a rail station)
 - f. Bike Lane Miles
 - g. Greenway Miles
8. Vision Zero and safety-related inputs (such as crash data) were not included as part of the scenario planning analysis, as safety-specific metrics and priorities will be addressed through Jersey City's Vision Zero Action Plan.

Data Sources

This baseline incorporates datasets from multiple sources that together provide a multidimensional view of current travel demand and system performance. These sources include:

- U.S. Census data, providing demographic and socioeconomic information.
- Replica mobility datasets, used to estimate mode share, daily travel patterns, and trip characteristics across all modes.
- NJ TRANSIT ridership data, capturing bus, light rail, and rail boardings and alightings.
- NJTPA NJRTM-E outputs, providing modeled travel demand for auto and transit trips.

3 | Metrics

To evaluate the impacts of each scenario, a consistent set of metrics has been applied, focusing on how transportation investments influence mobility, accessibility, resilience, and sustainability in Jersey City. These metrics are designed to capture both quantitative and qualitative changes across the scenarios, enabling a clear comparison of outcomes.

Key Metrics include:

Goal	Metric
Mobility For All 	Mode Share: Changes in the proportion of trips made by different modes (e.g., auto, transit, bicycle, walking) will be estimated, using first principles and benchmarking where possible. This helps assess shifts toward more sustainable or active transportation options and represents a city where there are more mobility options, supporting the goal of “mobility for all”.
Value and Affordability 	Transit Coverage and Performance: Metrics include the percentage of the city or wards within a ¼ mile of a bus stop served by high-frequency service (10 minutes or better), the percentage of the city or wards within a ½ mile of a rail stop, and improvements in transit reliability and accessibility. This supports value and affordability by increasing the amount of the city where it is feasible to rely on public transit, thus increasing affordable transportation access.

	Active Transportation Infrastructure: The extent of bike lane coverage and the length of the trail network will be measured to evaluate support for cycling and walking. Like public transportation, this supports the goal of affordability and value by creating more safe ways to get around the city using low-cost transportation modes.
Reliability and Safety 	Total Number of Trips / Travel Demand: The overall change in travel demand will be calculated based on forecasts from the regional travel demand model, as well as shifts in mode share, with impacts analyzed at key corridors and screen lines. Capturing the number of additional trips created by growth in residents and employment will help the city plan for reliable transportation on roadways and public transit.
Quality of Life 	Volume-to-Capacity Ratio: For major corridors and cordons, the ratio of travel volume to available capacity will be estimated, reflecting congestion levels and network performance under each scenario.

4 | Scenario Analysis and Assumptions

Population Growth

This section summarizes the assumptions used in the Scenarios for population growth forecasts by ward, established by the NJTPA NJRTM-E. As of the time of writing, the current population of approximately 292,000 residents is projected to grow to nearly 365,000 residents, representing a 25% growth in population over 25 years.

Population growth will vary in different areas of the city, with Wards B, C, and F (West Side, Journal Square, and Bergen-Lafayette) anticipated to grow faster than other wards in the city. Full population forecasts up to 2050 are provided in more detail in Table 2.

Table 2: Population Forecasts

Ward	Population				2020 to 2050 growth
	2020 (Base)	2030	2040	2050	
Ward A	48,438	49,378	54,463	58,965	22%
Ward B	45,715	46,902	53,100	58,348	28%
Ward C	39,487	40,531	46,202	50,706	28%
Ward D	41,886	42,837	47,789	52,143	24%
Ward E	67,248	68,462	75,180	80,879	20%
Ward F	49,362	50,619	57,651	63,607	29%
Total	292,136	298,730	334,384	364,648	25%

The wards of Jersey City are shown in Figure 1 for reference.

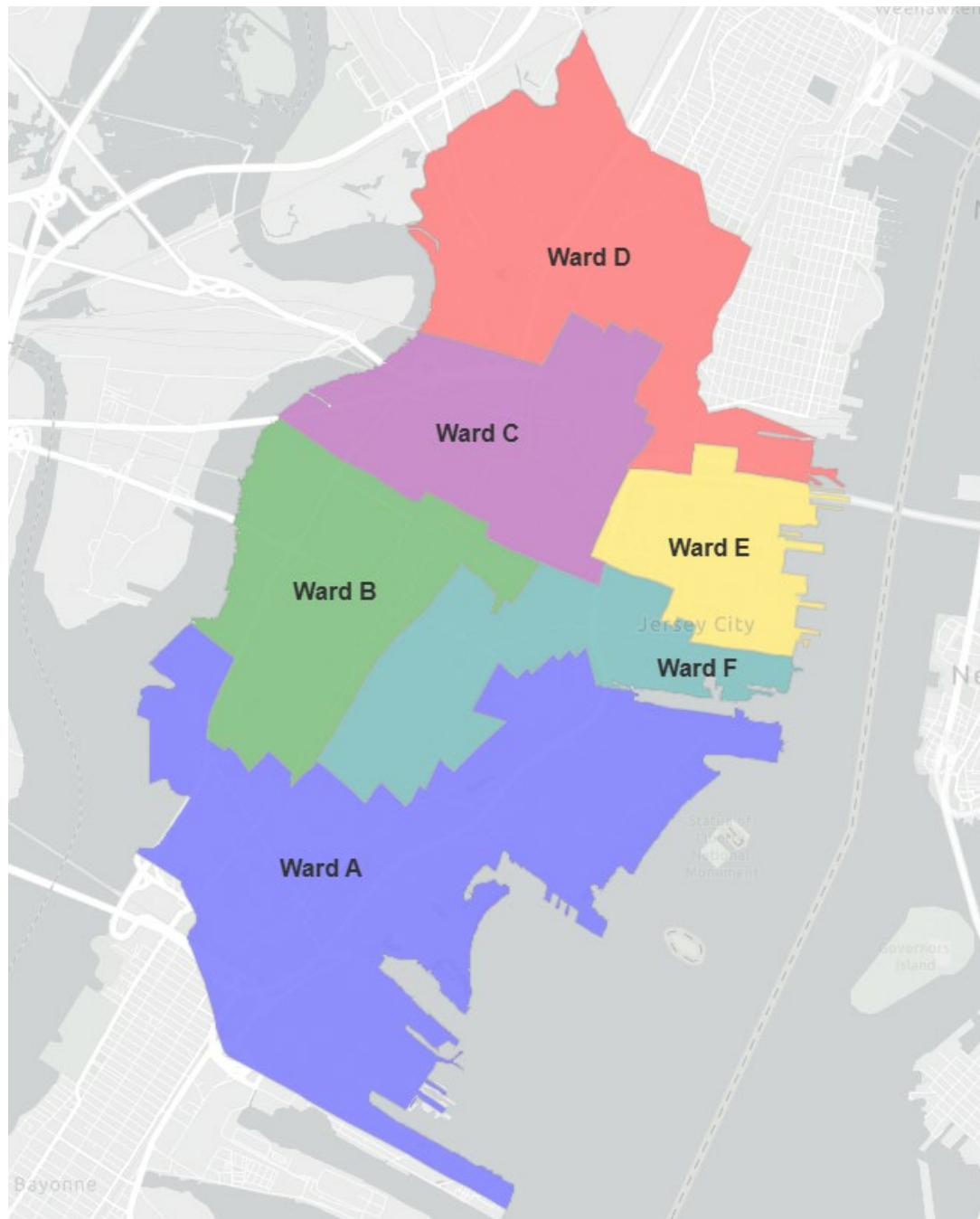


Figure 1: Jersey City Wards (Source: JC Open Data)

Travel Demand Forecasts

The NJTPA NJRTM-E is a regional travel demand model maintained by the North Jersey Transportation Planning Authority (NJTPA) in partnership with NJDOT and NJ Transit. The latest model was validated utilizing 2020 Census data and 2019 base year traffic conditions, and updated to include the congestion pricing program, which began in early 2025 for trips entering Lower Manhattan.

As this travel demand model focuses primarily on auto and transit trips, and does not model active transportation trips such as cycling, the model outputs are being used as a reference to understand overall travel demand growth using current assumptions.¹

The model is being used to understand overall growth rates. For example, Table 3 indicates a 17% overall growth in auto trips and transit trips respectively between 2026 and 2050, and implies an annual growth of about 0.7% per year. This illustrates that for all the scenarios, trips will increase because of the population increase. What will vary across scenarios is how those trips are distributed across modes.

Table 3: Population vs. Trip Growth Rates

	2026	2050	Total % Growth	Annual % Growth
Population	292,136	364,648	25%	1%
Auto Trips	10,906,865	12,767,774	17%	0.7%
Transit Trips	3,849,482	4,506,273	17%	0.7%

¹ Given the model's limited ability to capture non-automobile travel and the last model update used pre-pandemic data, the model is not being used directly for this scenario planning exercise, as it would likely not capture the change in non-automobile growth that created between the different scenarios and would also not capture certain post-pandemic trends in Jersey City (e.g., significant growth in cycling usage or work-from-home).

Transit Access

Transit accessibility varies throughout Jersey City, with some areas having network coverage but with low-frequency routes, and others having limited to no transit coverage. The metric that has been used to quantify “high quality” access to transit is twofold: 1) the percentage of residents living within a 5-minute walk of a bus stop on a high-frequency bus route, and 2) the percentage of residents living within 15 minutes of a rail station or light rail stop (PATH or NJ TRANSIT).

Citywide, approximately 70% of Jersey City residents live within one-quarter mile of a bus stop (by land area), though access is unevenly distributed. Transit access gaps often influence policymaking and investment decisions, particularly the allocation of transit-related funds. Transit priorities are frequently identified by focusing on areas with low access, as these locations are most likely to benefit from expanded coverage or improved service reliability. Existing Bus and Rail access are quantified in Table 4 and visualized in Figure 1.

Table 4: Transit Access in Jersey City

Ward	Bus Access (% within 5-minute walk of bus stop)	Rail Access (% within 15-minute walk of rail stop)
Ward A	44%	44%
Ward B	87%	35%
Ward C	80%	42%
Ward D	69%	30%
Ward E	98%	80%
Ward F	100%	80%
Citywide	70%	46%

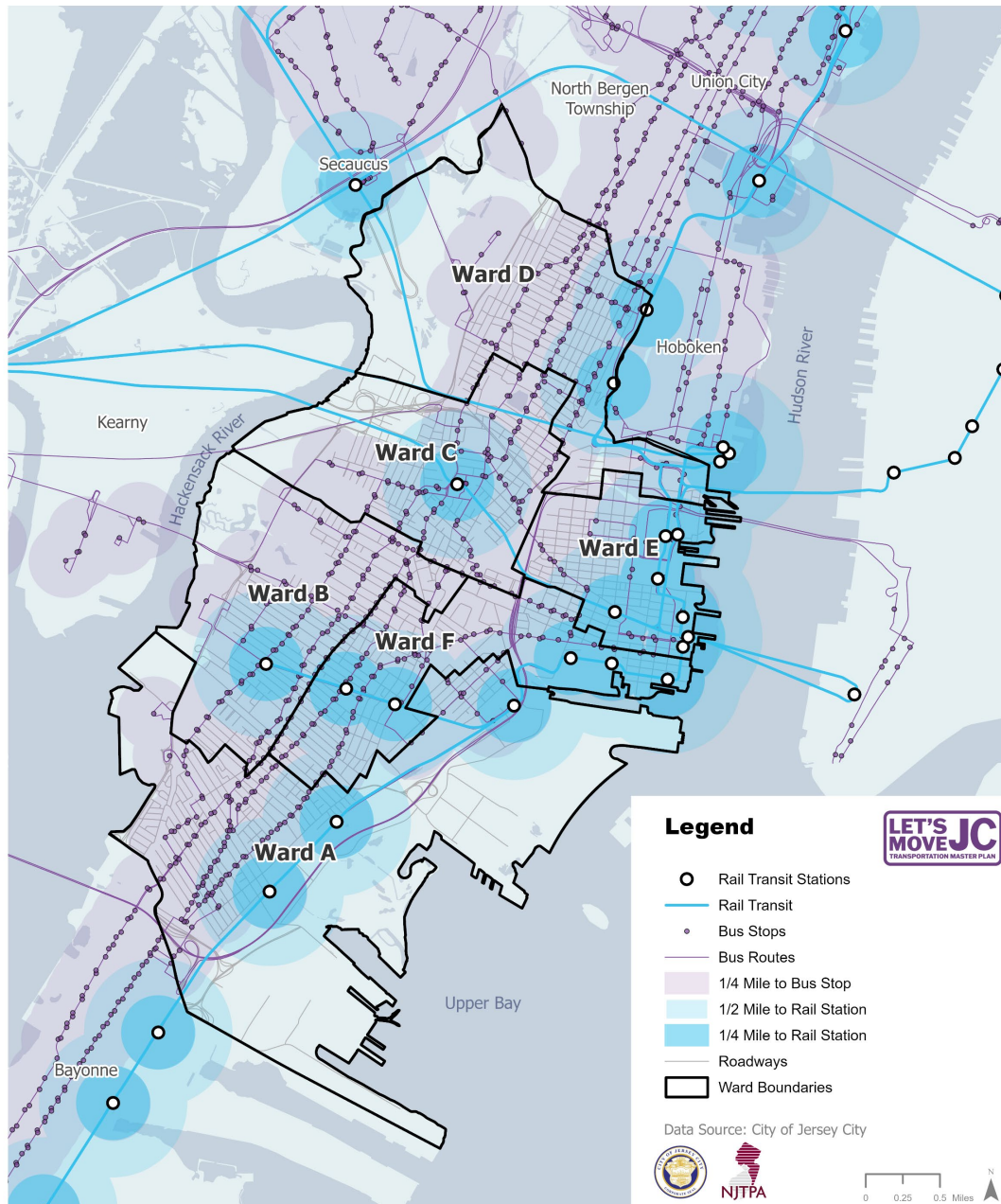


Figure 2: Transit Access in Jersey City

In the future, transit improvements were allocated to Scenario 3: Regional Transportation Investments, because transit generally does not fall within the jurisdiction of the city's street network, as the City's transit service is operated by the State (NJ TRANSIT) or the Port Authority of NY & NJ.

Each scenario assumes the addition of bus routes is based primarily on need for better bus coverage, as well as the assumption that the average NJ Transit bus line has approximately 60 stops. Thus, in this scenario planning exercise, Ward A is assumed to be the highest priority given that it has the lowest coverage today, followed by Ward D, Wards C and B, and Ward E. The assumptions for bus for each scenario for by year are shown in Table 5.

Table 5: Bus Network Coverage Scenario Assumptions by Year

	Scenario 1: Business As Usual	Scenario 2: City Owned Transportation Infrastructure	Scenario 3: Regional Transportation Investments
2026	70% of City (by land area)	No changes from BAU	No changes from BAU
2030	70% of City (by land area)	No changes from BAU	No changes from BAU
2040	70% of City (by land area)	No changes from BAU	Bus Expansion in Wards A, C, and D (1 line per ward)
2050	70% of City (by land area)	No changes from BAU	Bus Expansion in Wards A, B, and E (1 line per ward)

For rail access, each scenario assumes the addition of rail stations based on NJ Transit plans for HBLR Route 440 Extension Project and possible plans for an HBLR Meadowlands Expansion. Station addition phasing is assumed based on a high-level estimation of how far along each is in planning but is not an indication of NJ TRANSIT planning and is only for the purpose of this scenario planning exercise. This scenario planning exercise does not include all future

citywide and regional station additions, expansions, or line extensions; however it serves as a framework to showcase communitywide impacts from strategic rail access regional investments. The assumptions for rail for each scenario by year are shown in Table 6.

Table 6: Rail Transit Scenario Assumptions by Year

	Scenario 1: Business As Usual	Scenario 2: City Owned Transportation Infrastructure	Scenario 3: Regional Transportation Investments
2026	46% of City (by land area)	No changes from BAU	No changes from BAU
2030	46% of City (by land area)	No changes from BAU	No changes from BAU
2040	46% of City (by land area)	1 station added: West Side HBLR Expansion (Ward B)	4 stations added: West Side HBLR Expansion (Ward B), Bergen Arches (2 stations, Ward C), 18 th St/Jersey Ave Infill (Ward D)
2050	46% of City (see by Ward above)	No change from 2040	2 stations added: Meadowlands Expansion (Ward D), Caven Point Station (Ward A)

Bicycle Network

Jersey City's bicycle network includes an extensive amount of on-street, off-street, and protected bike infrastructure. The existing bike network is summarized by facility type in Table 7.

Table 7: 2026 Existing Bicycle Network by Facility Type

Facility	Facility Length (miles)
Class I (Dedicated Bike or Off-Road Path)	19.8
Class II (Standard Bike Lane)	32.7
Class III (Sharrows)	3.6
Class IV (Protected Bike Lane / Cycle Track)	24.8
Total	80.9 miles

Jersey City has more than 218 miles of streets, nearly 190 miles of are under the Jurisdiction of the City. Given this jurisdiction, this plan considers the maximum possible network for Scenario 2 as 190 miles, and the maximum for Scenario 3 as 218 miles.

The 2019 Bike Master Plan for Jersey City, Let's Ride JC, identified 45 miles of existing bikeway and a total of 121 miles to be built according to the plan for 2030. The scenario assumptions for bicycle lane development are detailed in Table 8, with key differences including the percentage change assumption of the JC and non-JC bicycle network additions.

Table 8: Bike Network Scenario Assumptions by Year

	Scenario 1: Business As Usual	Scenario 2: City Owned Transportation Infrastructure	Scenario 3: Regional Transportation Investments
2026	104 miles	104 miles	104 miles
2030	121 miles	50% of remaining 2026 JC network added	50% of remaining 2026 JC network added
		0% of remaining 2026 non-JC network added	50% of remaining 2026 non-JC network added
2040	121 miles	75% of remaining 2026 JC network added	75% of remaining 2026 JC network added
		0% of remaining 2026 non-JC network added	75% of remaining 2026 non-JC network added
2050	121 miles	90% of remaining 2026 JC network added	90% of remaining 2026 JC network added
		0% of remaining 2026 non-JC network added	90% of remaining 2026 non-JC network added

Pedestrian Network

The pedestrian network in Jersey City is extensive. It covers most roads, excluding limited highways and expressways, although barriers to mobility are present (e.g., missing sidewalks, obstructed pathways, uneven surfaces, long crossing distances).

Greenways also play a critical role in Jersey City's pedestrian network, with the city currently having approximately 15 miles of greenway infrastructure, including segments of the Morris Canal Greenway, the Greenway (formerly Hudson-Essex Greenway), Bergen Arches, Mill Creek, the 6th Street Embankment, the Hackensack River Greenway, the Hudson River Waterfront Walkway, and other shared-use paths distributed across the city.

These facilities supplement the traditional sidewalk network by offering wider paths, reduced conflicts with vehicular traffic, and direct connections between parks, transit hubs, and waterfront areas. The scenarios consider future phases of the greenway system and projects that may increase the system's mileage and connectivity.

For scenario assumptions, the logic and assumptions shown in Table 9 were applied using the High-Priority Projects list from the Greenway Connectivity Plan.

Table 9: Off Road Pedestrian Scenario Assumptions by year

	Scenario 1: Business As Usual	Scenario 2: City Owned Transportation Infrastructure	Scenario 3: Regional Transportation Investments
2026	15 miles	15 miles	15 miles
2030	0.4 miles added (All short-term projects in progress are completed)	0.4 miles added (All short-term projects in progress are completed)	0.4 miles added (All short-term projects in progress are completed)
2040	6.5 miles added (50% of JC jurisdiction, 0% of other jurisdiction medium-term project miles in planning are built)	6.5 miles added (100% of JC jurisdiction, 0% of other jurisdiction medium-term project miles in planning are built)	6.5 miles added (100% of JC jurisdiction, 100% of other jurisdiction medium-term project miles in planning are built)
2050	2.1 miles added (0% of remaining project miles are built)	5.45 miles added (50% of remaining project miles are built)	7.6 miles added (100% of remaining project miles are built)

Roads

The roadway network in Jersey City is managed by multiple agencies across local, county, and state levels – roads are owned and maintained by the City of Jersey City, New Jersey DOT, Hudson County, New Jersey Turnpike Authority, NJ DEP within state parks, the Port Authority of NY & NJ, and private owners.

Given the size and complexity of the roadway system, this analysis is limited in scope to evaluating the impacts of recommended strategies on roadway capacity at a defined set of “screenlines” (i.e., points along key corridors), as shown in Figure 3. Screenline-level analysis is used in master planning applications to understand how much change in volume is expected across a given set of points of cordons, providing a high-level understanding of future demand relative to available capacity that is appropriate for a plan-level effort.

For each of these screenlines, the volume, capacity, and volume-to-capacity (V/C) ratio were evaluated using the baseline 2026 capacity average derived from the NJTPA NJRTM-E (both directions averaged). The V/C ratio is a standard performance metric that compares travel demand to available roadway capacity. A V/C over 1.0 is an indication that a road link or intersection has more demand than capacity (and is likely congested), and a V/C under 1.0 means that the roadway has sufficient or excess capacity for the traffic moving through it.

Selected corridors and screenlines include:

- Holland Tunnel
- Palisade Avenue
- JFK Boulevard Union City
- US 1&9
- Pulaski Skyway

- Lincoln Highway Bridge
- I-78 Bridge
- JFK Boulevard Bayonne
- Garfield Avenue
- Grand Street and Pacific Avenue



Figure 3: Volume/Capacity (V/C) Corridors

5 | Results

Overall Summary

This section compares the results for the three scenarios evaluated (which compare varying transportation investment levels and hold demographic and employment constant). Across business-as-usual and the two future scenarios, the city's transportation network evolves quite differently.

Scenario 1 represents a continuation of existing trends. With no major additions to the transit network and limited changes to active transportation facilities, the system remains similar to how it currently is through 2050. Mode shares stay largely stable, and automobile trips increase at the same rate as overall travel demand. Due to a finite road and transit network, it is expected that traffic congestion and crowding on transit will increase with population growth.

Scenario 2, by contrast, introduces improvements that will encourage more active transportation movement, including redesigned streets, an expanded bike network, and a connected greenway system. These changes support major increases in walking and biking by 2050. Enhanced pedestrian comfort and safer street designs strengthen access to bus services and support short- and medium-length trips without requiring new rail infrastructure. However, under Scenario 2, major expansion and investment in the transit network is not undertaken and the transit mode share is expected to stay similar to the status quo.

Scenario 3 is the most ambitious, pairing local street-level upgrades with significant regional transit expansion. New and extended light-rail segments, and upgraded transit hubs drive the strongest mode shift of the three scenarios. Transit reaches twenty-five percent (25%) of trips in 2050, while car share declines to thirty percent (30%). Walking and biking also rise, but the most substantial changes stem from the added high-capacity regional

transit options that reshape travel patterns both within the city and across the region.

Mode Shares

The primary mode share of Jersey City residents traveling in Fall 2024 (for both trips starting and ending during a typical weekday, as reported by Replica) are as shown in Figure 3. These mode shares are being used as a baseline for the business-as-usual mode share.

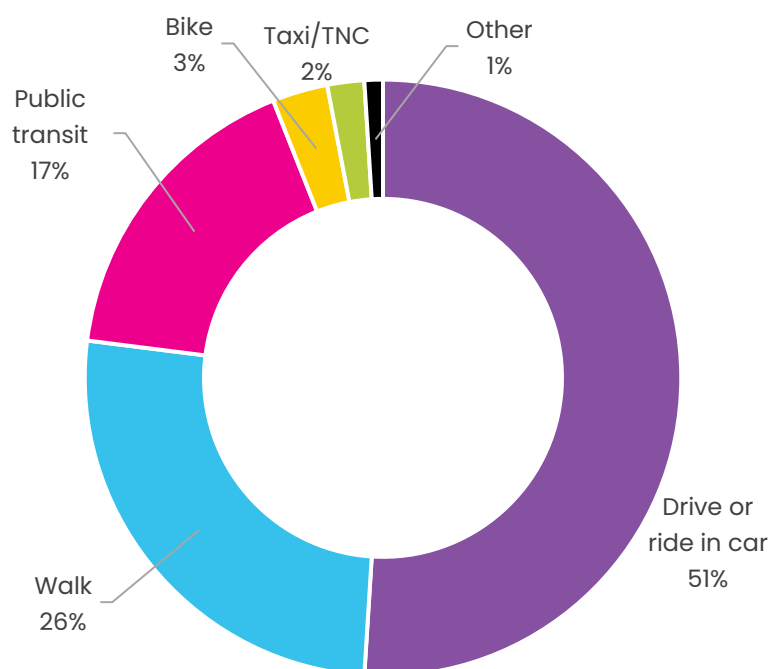


Figure 4: Mode Shares of Jersey City Residents, Citywide, 2025 (Source: Replica)

The BAU mode shares were adjusted with benchmarks to “anchor” the assessment, with estimates for scenarios 1, 2, and 3 shown in Table 10.²

² As an example of how benchmarks are used: the transit and walking mode share of Manhattan and Brooklyn combined was used as an upper bound for Jersey City in the future. This was done with the rationale that Jersey City as a whole would not likely exceed the density and rapid transit availability of these boroughs, but may come close, and would be used as a good precedent for what the vision for transit accessibility and walking infrastructure could be in the future.

For mode share, **Scenario 1** does not present significantly improved alternatives to the current system, with automobile mode share remaining constant and overall trips rising proportionally to overall demand.

Scenario 2 shifts trips toward walking and biking—reaching roughly thirty-one percent (31%) walking and eight percent (8%) biking by 2050—driven by safer streets, expanded bike lanes, and greenway connectivity. Given the trend that the city has already experienced, in seeing cycling increase from 1% of mode share to 3% of mode share in approximately 5 years, a further increase of 3% to 8% with a city that has a significant investment in active transportation infrastructure is plausible.

Scenario 3 achieves the most significant shift: transit reaches twenty-five percent (25%) of all trips and car share drops to thirty percent (30%) thanks to major regional rail and bus expansions layered onto local street improvements. These results are shown in Table 10.

Table 10: 2050 Mode Shares, by Scenario

	Baseline Mode Share / Scenario 1: Business As Usual	Scenario 2: City Owned Transportation Infrastructure	Scenario 3: Regional Transportation Investments
Auto	51%	39%	30%
Transit	18%	20%	25%
Bike	3%	8%	10%
Walk	26%	30%	32%
Taxi/TNC	2%	3%	3%
Total	100%	100%	100%

Roadway Capacity

For Volume/Capacity (V/C) ratios for roadways, performance remains largely stable across scenarios (Table 11). Scenario 2 produces no change in V/C ratios on the evaluated screenlines, indicating that city-level multimodal recommendations do not materially increase congestion. Scenario 3 shows worsened V/C ratios at three screenlines due to reduced capacity (road space reallocation), but impacts remain limited. Scenario 1 generally maintains existing patterns, with V/C increasing compared to the 2026 Baseline due to increased growth (and demand) and unchanged capacity.

Table 11: Volume/Capacity Scenario Results 2050

Screenline	Baseline 2026	Scenario 1: BAU (Baseline 2050)	Scenario 2: Advancing City-Owned Transportation Infrastructure	Scenario 3: Regional Investments
Holland Tunnel	0.84	1.12	1.12	1.17
Palisade Avenue	0.45	0.62	0.62	0.62
JFK Boulevard Union City	0.57	0.75	0.75	0.75
US 1 & 9	0.91	0.76	0.76	0.81
Pulaski Skyway	0.77	0.60	0.60	0.65
Lincoln Highway Bridge	0.98	0.95	0.95	1.00
I-78 Bridge	1.18	0.88	0.88	0.88
JFK Boulevard Bayonne	0.26	0.30	0.30	0.30
Garfield Avenue	0.87	0.97	0.97	0.97
Grand Street and Pacific Avenue	0.31	0.45	0.45	0.45

Transit Access

For transit, bus access improves meaningfully under Scenario 2 as redesigned streets and higher-quality pedestrian environments make short and mid-length trips easier without relying on new rail. Scenario 3 further enhances bus access as well as rail and regional hub access. Scenario 1 maintains today's patterns with minor changes in bus access. Results are shown in Table 12, with baseline percent of bus coverage (by land area) by ward shown for BAU (Baseline 2050) and Scenario 2 and 3 results provided in terms of their relative changes to Scenario 1.

Table 12: Bus Access Scenario Results 2050 (neutral = little or no change from baseline, up/down = notable change)

Ward	Scenario 1: BAU (Baseline 2050)	Scenario 2: Advancing City- Owned Transportation Infrastructure	Scenario 3: Regional Investments
A	44%	 Neutral	 Up
B	87%	 Neutral	 Up
C	80%	 Neutral	 Up
D	69%	 Neutral	 Up
E	98%	 Neutral	 Up
F	100%	 Neutral	 Up
Citywide	70%	70%	100%

Rail access sees no change in Scenarios 2 and 3, as there is no transit infrastructure that is solely and entirely in Jersey City's control. Scenario 3 delivers large gains with new and extended light-rail routes and upgraded hubs, both of which substantially widen the areas with convenient regional rail access.

Table 13: Rail Access Scenario Results 2050 (neutral = little or no change from baseline, up/down = notable change)

Ward	Scenario 1: BAU (Baseline 2050)	Scenario 2: Advancing City- Owned Transportation Infrastructure	Scenario 3: Regional Investments
A	44%	 Neutral	 Up
B	35%	 Neutral	 Neutral
C	42%	 Neutral	 Neutral
D	30%	 Neutral	 Up
E	80%	 Neutral	 Up
F	80%	 Neutral	 Up
Citywide	46%	 Neutral	 Up

Active Mode Access

For bike and walking access, Scenario 2 makes substantial city-controlled improvements, with a connected bike network and new greenways enabling major increases in bicycling. Scenario 3 builds on this by combining the same local improvements with broader regional transit options.

Table 14: Bike Lane and Greenway Miles Scenario Results 2050 (neutral = little or no change from baseline, up/down = notable change)

Miles	Scenario 1: BAU (Baseline 2050)	Scenario 2: Advancing City- Owned Transportation Infrastructure	Scenario 3: Regional Investments
Bike Lane	121	↑ Up	↑ Up
Greenway	28	↑ Up	↑ Up

Across all metrics, Scenario 1 largely preserves today's travel patterns, reinforcing car dependence and limiting multimodal growth. Scenario 2 shows that city-controlled street, greenway, and bus-priority recommendations alone can generate significant shifts toward walking, biking, and short-trip transit use without degrading roadway performance. Scenario 3 pairs these local improvements with major regional transit expansion, producing the strongest overall gains in transit use, access, and mode shift. Taken together, the scenarios demonstrate that the most balanced and equitable outcomes arise when local multimodal investments and regional transit improvements are implemented in tandem.

7 | Recommendations

Candidate recommendations have been compiled as part of this scenario planning analysis. Each recommendation is a part of the scenarios according to whether it is a city-owned recommendation or required regional coordination. These candidate recommendations have then been short-listed into the 3 tiers of recommendations in this section: High-impact Regional Mobility Recommendations, High-impact City Mobility and Streets Recommendations, and Medium-impact Supporting Recommendations. These tiers are to organize recommendations according to their impacts from high and regional to medium and at the city or local level.

These recommendations and the candidate recommendations list will continue to be refined throughout the implementation matrix development process and into the final master plan.

Table 15: Tier 1, High-impact Regional Mobility Recommendations

Recommendation	Description
Light Rail Extensions	Extending HBLR into underserved areas increases regional connectivity, supports mode shift, and unlocks TOD opportunities. Requires multi-agency coordination (NJ TRANSIT, NJTPA, local jurisdictions) and long-term capital commitments.
Bus Rapid Transit (BRT) Implementation	BRT along JFK Boulevard and Bayonne–Journal Square introduces rapid, reliable bus travel. Requires dedicated lanes, transit signal priority (TSP), and upgraded stops. Ideal for high-ridership corridors where rail expansion is cost-prohibitive.
East-West Transit Connections	Addresses Jersey City’s most persistent transit gap. It could include new bus routes, HBLR expansions, or microtransit. Improves job access across Hudson County.
Ferry Service + System Expansion	Expand ferry service routes and hours of service to improve connectivity between neighborhoods and regional destinations, while not requiring additional road-based transit. Regional ferries (e.g., Hackensack River route) can expand commuter options beyond overcrowded corridors. This will be best paired with last-mile improvements (shuttles, cycling, signage).
Journal Square Transportation Center Modernization	Improves circulation, increases capacity, and enhances PATH and bus operations at a major regional hub. Supports planned growth at Journal Square.

Table 16: High-impact City Mobility and Streets Recommendations

Recommendation	Description
Bike Lane Expansion	Adds miles of connected bike routes. Essential for Scenario 2 outcomes. Prioritize protected lanes and neighborhoods with high cycling demand (to be studied).
Greenway Network Buildout	Adds at least 20 miles of off-street paths (per Let's Ride JC). Strengthens active mobility, resilience, and citywide recreation.
Road Diets	Reduces vehicle lane space on overbuilt streets to create safer multimodal corridors. Supports Vision Zero and increases bike/ped mode share.

Table 17: Medium-impact Supporting Recommendations

Recommendation	Description
Complete Streets in Journal Square	Redesigning key corridors (JFK, Bergen, Sip) improves pedestrian conditions around a major transit hub and supports dense infill development.
Complete Streets in West Side	Improves safety and access in rapidly growing areas. Coordinates with West Side Avenue improvements and Bayfront redevelopment.
Rail Corridor Cap at PATH cut between JFK and Tonnelle	Cap over the PATH cut between JFK and Tonnelle to enable ped and active transportation connection. Pending confirmation from PATH regarding air rights ownership.
Curb and Parking Management	Modernizes curb use to balance loading, parking, deliveries, and transit operations. Critical for congestion reduction without major infrastructure changes.
Commercial Delivery Modernization	Incorporates microhubs, off-hours delivery, and cargo bikes to cut commercial vehicle impacts. Supports emissions and congestion goals.

8 | Next Steps

Building on the scenario analysis and recommendations, the next steps involve refining the evaluation of proposed investments through stakeholder engagement and technical review. The project team will coordinate with City, state, and regional partners to prioritize recommendations, identify potential funding sources, and develop an implementation roadmap. Continued data collection and monitoring will support adaptive planning, ensuring that strategies remain responsive to emerging trends and community needs.

9 | Appendix

Appendix 1: Recommendation Candidates

#	Category	Recommendation	Description
1	Active Transportation	Crosswalk Improvements	Upgrade crosswalks with enhanced markings, signals, and safety features to make pedestrian crossings safer and more accessible throughout the city
2	Active Transportation	Bike Lane Expansion	Expand and improve the city's network of bike lanes to provide safer, more connected routes for cyclists of all ages and abilities. Goal stated in Let's ride JC for 2030 to add 54 miles of bike path.
3	Freight	Implement Cargo Bike Program	Launch a program to support and incentivize the use of cargo bikes for urban deliveries, reducing congestion and emissions.
4	Freight	Implement Micro Hub Delivery Program	Establish strategically located micro hubs for last-mile delivery to streamline logistics and minimize delivery vehicle traffic in dense areas
5	Freight	Implement Off-Hours Delivery Program	Encourage and facilitate commercial deliveries during off-peak hours to reduce daytime congestion and improve traffic flow
6	Freight	Improve Commercial Vehicle Curb Access	Enhance curbside access and regulations for commercial vehicles to support efficient goods movement and reduce double parking
7	Freight	Implement Zero-emissions Delivery Zone(s)	Phase in zero-emissions delivery zones around commercial clusters that are paired with cargo bike, micro hubs, and curb management programs
8	Freight	Establish a Truck Route Modernization and Compliance program	Signage upgrades, routing guidance, and targeted enforcement with resident reporting tools
9	Infrastructure	Road Diets	Redesign select roadways to reduce the number of travel lanes, calming traffic and reallocating space for pedestrians, cyclists, and green infrastructure
10	Infrastructure	Build Highway Caps and Parks	Construct parks and public spaces over existing highways ("caps") to reconnect neighborhoods, reduce noise and air pollution, and create new community amenities
11	Infrastructure	Journal Square Modernization	Upgrade Journal Square Transportation Center to address operational constraints, improve bus circulation, and expand capacity for future growth

12	Infrastructure	Holland Tunnel Area Circulation	Implement local circulation improvements, including new east-west alternatives, one-way street pairings (e.g., Grove Street and Marin Boulevard), and multimodal options along 12th and 14th Streets
13	Infrastructure	Route 440 / US 1 & 9 Intersection Improvements	Advance multimodal upgrades at this major congestion point, including pedestrian and bicycle access, dedicated bus facilities, and safety enhancements
14	Infrastructure	Pulaski Skyway Rehabilitation	Support ongoing NJDOT efforts to accelerate rehabilitation, especially in the Jersey City section
15	Infrastructure	Greenway Network Buildout	Prioritize development of greenways, adding at least 20 miles of shared use paths per Let's Ride JC Bike Masterplan (2 for Morris Canal Greenway, 5 for Hackensack River Greenway, 9 for Hudson-Essex Greenway, 1 for Bergen Arches, and 6 for connections)
16	Infrastructure	Increase street tree coverage	Add tree coverage to streets to provide shade along sidewalks and walking paths and improve walking experience
17	Parking and Curb Management	Inventory/Code the Curb	Systematically document and categorize all curb space in the city to better manage parking, loading, and mobility needs
18	Parking and Curb Management	Establish Central Parking Inventory	Create a centralized database of all public and private parking spaces to improve parking management and inform policy decisions
19	Parking and Curb Management	Establish Dynamic Curb Pricing	Implement dynamic curb pricing to better manage parking and curb space
20	Parking and Curb Management	Implement Citywide Curbside Permits	Implement citywide curbside permits to better manage parking and curb space
21	Parking and Curb Management	Park & Ride Implementation	Develop parking sites (e.g., Liberty State Park HBLR station) adjacent to transit connections
22	Parking and Curb Management	Satellite Parking Implementation	Develop satellite parking sites and explore partnerships with private entities for shared parking resources and feeder shuttle services
23	Parking and Curb Management	Automated Parking/Loading Enforcement	Deploy technology solutions for automated monitoring and enforcement of parking and loading regulations to increase compliance and efficiency
24	Policy & Program	Develop Value Capture & Funding Strategies	Develop capital plans and funding strategies (e.g., TIF, value capture) to support infrastructure upgrades
25	Policy & Program	Transit-Oriented Development (TOD) Incentive	Encourage TOD on NJ TRANSIT properties and coordinate with local land use planning to reduce car dependency
26	Policy & Program	Establish Agency Coordination	Establish recurring, collaborative planning among City, County, NJ Transit, PANYNJ, PATH, NJTPA, and private partners for project implementation and long-term capital needs

27	Policy & Program	Require Contribution to Network from Entities changing Infrastructure	Require any entity making changes to infrastructure to contribute to transportation network
28	Policy & Program	Adopt a capital improvement program	Adopt a Capital Improvement Program (CIP) to prioritize, fund, and phase transportation and streetscape investments citywide.
29	Resilience	Identify underutilized space for Resiliency Projects	Identify underutilized spaces like space under highways for implementation of resiliency projects
30	Resilience	Implement green infrastructure at Curb cuts	Install green infrastructure elements such as bioswales and permeable surfaces at curb cuts to manage stormwater and enhance streetscape sustainability
31	Resilience	Implement green infrastructure in Greenway designs	Integrate green infrastructure features like rain gardens and native plantings into greenway projects to improve environmental resilience and urban ecology
32	Resilience	Embed green infrastructure in new projects	Require all new transportation and development projects to incorporate green infrastructure solutions for stormwater management and climate adaptation
33	Safety	Grow "Learn to Ride" Initiative	Expand educational programs that teach children and adults safe cycling skills, promoting greater use of the city's bike network
34	Safety	Grow "Walk to School" Initiative	Expand programs that encourage and support safe walking routes for students, fostering healthy habits and safer streets around schools
35	Transit & Multimodal	Expand East-West Transit Connections	Address gaps in local and intra-County transit, especially for east-west travel within Jersey City and Hudson County. Consider new bus routes, light rail extensions, and microtransit options
36	Transit & Multimodal	BRT Corridors	Develop BRT along key corridors, notably JFK Boulevard and to Newark (Bayonne-Journal Square), and explore dedicated bus lanes and stops for NJ TRANSIT and private operators. Includes TSP, queue-jumps, center lane boarding, etc.
37	Transit & Multimodal	Light Rail Extensions	Extend Hudson-Bergen Light Rail (HBLR) to underserved areas, including potential expansion toward Newark and the Meadowlands
38	Transit & Multimodal	Ferry Service Expansion	Support new ferry routes, such as Hackensack River ferry connecting Bayonne, Bayfront, Harrison, Newark, and Kearny
39	Transit & Multimodal	Microtransit/Paratransit Expansion	Coordinate private shuttles and VIA to fill service gaps, especially for multi-building developments and connections to transit hubs

40	Transit & Multimodal	Partner with Rideshare for supplemental microtransit/paratransit	Partner with rideshare services to offer supplemental paratransit services in areas of poor service
41	Transit & Multimodal	Provide Transit Passes for Uber Transit/MaaS	Enable residents to purchase integrated transit passes that work across public transit and on-demand services like Uber Transit, simplifying multimodal travel through a single digital platform
42	Transit & Multimodal	Incentivize car share and more shared mobility	Encourage the use of car sharing and other shared mobility options through partnerships and targeted incentives, making it easier and more attractive for residents to choose alternatives to private car ownership
43	Transit & Multimodal	Establish a City Ferry System	Launch a city-operated ferry service to expand water-based transit options and improve connectivity between neighborhoods and regional destination
44	Transit & Multimodal	Implement complete streets corridors in Journal Square small area plan	Implement complete streets at JFK Boulevard, Bergen Avenue, Sip Avenue, Pavonia Avenue, and Summit Avenue
45	Transit & Multimodal	Implement complete streets corridors in West Side small area plan	Implement complete streets at West Side Avenue, Communipaw Avenue, Malory Avenue, Duncan Avenue, and Culver Avenue

Appendix 2: Scenario 1 Results

Metric		2026	2030	2040	2050
V/C Ratio	Holland Tunnel:	0.84	0.93	1.06	1.12
	Palisade Avenue:	0.45	0.47	0.56	0.62
	JFK Boulevard Hoboken:	0.57	0.64	0.71	0.75
	US 1 & 9:	0.91	0.80	0.74	0.76
	Pulaski Skyway:	0.77	0.83	0.58	0.60
	Lincoln Highway Bridge:	0.98	0.93	0.91	0.95
	I-78 Bridge:	1.18	1.18	0.84	0.88
	JFK Boulevard Bayonne:	0.26	0.26	0.28	0.30
	Garfield Avenue:	0.87	0.90	0.94	0.97
	Grand Street and Pacific Avenue	0.31	0.33	0.42	0.45
Mode Share	Bike	3%	3% (+0)	3% (+0)	3% (+0)
	Walk	26%	26% (+0)	26% (+0)	26% (+0)
	Car	51%	51% (+0)	51% (+0)	51% (+0)
	Transit	18%	18% (+0)	18% (+0)	18% (+0)
	Taxi/TNC	2%	2% (+0)	2% (+0)	2% (+0)
Bus Access	Citywide	70%	76% (+6)	80% (+4)	83% (+3)
	Ward A	44%	48% (+4)	52% (+4)	56% (+4)
	Ward B	87%	96% (+9)	100% (+4)	100% (+0)
	Ward C	80%	90% (+10)	100% (+10)	100% (+0)
	Ward D	69%	76% (+7)	83% (+7)	90% (+7)
	Ward E	98%	100% (+2)	100% (+0)	100% (+0)
	Ward F	100%	100% (+0)	100% (+0)	100% (+0)
Rail Access	Citywide	46%	46% (+0)	52% (+7)	52% (+0)
	Ward A	44%	44% (+0)	47% (+3)	47% (+0)
	Ward B	35%	35% (+0)	65% (+30)	65% (+0)
	Ward C	42%	42% (+0)	42% (+0)	42% (+0)
	Ward D	30%	30% (+0)	30% (+0)	30% (+0)
	Ward E	80%	80% (+0)	80% (+0)	80% (+0)
	Ward F	80%	80% (+0)	80% (+0)	80% (+0)
Bike Network		104 miles	121 miles	121 miles	121 miles
Greenway Network		15 miles	15 miles (+0)	22 miles (+7)	28 miles (+6)

Appendix 3: Scenario 2 Results

Metric		2026	2030	2040	2050
V/C Ratio	Holland Tunnel:	0.84	0.93	1.06	1.12
	Palisade Avenue:	0.45	0.47	0.55	0.62
	JFK Boulevard Hoboken:	0.57	0.64	0.69	0.75
	US 1 & 9:	0.91	0.80	0.73	0.76
	Pulaski Skyway:	0.77	0.83	0.58	0.60
	Lincoln Highway Bridge:	0.98	0.93	0.90	0.95
	I-78 Bridge:	1.18	1.18	0.84	0.88
	JFK Boulevard Bayonne:	0.26	0.26	0.26	0.30
	Garfield Avenue:	0.87	0.90	0.94	0.97
	Grand Street and Pacific Avenue	0.31	0.33	0.41	0.45
Mode Share	Bike	3%	5%	8%	8%
	Walk	26%	27%	30%	30%
	Car	51%	47%	40%	39%
	Transit	18%	18%	21%	21%
	Taxi/TNC	2%	2%	2%	3%
Bus Access	Citywide	70%	70%	70%	70%
	Ward A	44%	44%	44%	44%
	Ward B	87%	87%	87%	87%
	Ward C	80%	80%	80%	80%
	Ward D	69%	69%	69%	69%
	Ward E	98%	98%	98%	98%
	Ward F	100%	100%	100%	100%
Rail Access	Citywide	46%	46%	52%	52%
	Ward A	44%	44%	47%	47%
	Ward B	35%	35%	65%	65%
	Ward C	42%	42%	42%	42%
	Ward D	30%	30%	30%	30%
	Ward E	80%	80%	80%	80%
	Ward F	80%	80%	80%	80%
Bike Network		104 miles	147 miles	168 miles	181 miles
Greenway Network		15	15 miles (+0)	26 miles (+11)	32 miles (+6)

Appendix 4: Scenario 3 Results

Metric		2026	2030	2040	2050
V/C Ratio	Holland Tunnel:	0.93	1.06	1.17	0.93
	Palisade Avenue:	0.47	0.55	0.62	0.47
	JFK Boulevard Hoboken:	0.64	0.69	0.75	0.64
	US 1 & 9:	0.80	0.73	0.81	0.80
	Pulaski Skyway:	0.83	0.58	0.65	0.83
	Lincoln Highway Bridge:	0.93	0.90	1.00	0.93
	I-78 Bridge:	1.18	0.84	0.88	1.18
	JFK Boulevard Bayonne:	0.26	0.26	0.30	0.26
	Garfield Avenue:	0.90	0.94	0.97	0.90
	Grand Street and Pacific Avenue	0.33	0.41	0.45	0.33
Mode Share	Bike	3%	6%	9%	10%
	Walk	26%	28%	31%	32%
	Car	51%	45%	37%	30%
	Transit	18%	19%	21%	25%
	Taxi/TNC	2%	2%	2%	3%
Bus Access	Citywide	70%	70%	98%	100%
	Ward A	44%	44%	100%	100%
	Ward B	87%	87%	87%	100%
	Ward C	80%	80%	100%	100%
	Ward D	69%	69%	100%	100%
	Ward E	98%	98%	98%	100%
	Ward F	100%	100%	100%	100%
Rail Access	Citywide	46%	46% (+0)	68% (+22)	78% (+10)
	Ward A	44%	44% (+0)	47% (+3)	62% (+15)
	Ward B	35%	35% (+0)	65% (+30)	65% (+0)
	Ward C	42%	42% (+0)	100% (+58)	100% (+58)
	Ward D	30%	30% (+0)	58% (+28)	86% (+28)
	Ward E	80%	80% (+0)	100% (+20)	100% (+0)
	Ward F	80%	80% (+0)	80% (+0)	80% (+0)
Bike Network		104 miles	161 miles	189 miles	206 miles
Greenway Network		15	15 miles (+0)	28 miles (+13)	35 miles (+7)