Albany Active
Transportation Plan

April 2012

Prepared for: City of Albany

Prepared by: Fehr & Peers, Bicycle Solutions, Questa Engineering

Albany Active Transportation Plan

RESOLUTION NO. 2012-24

A RESOLUTION OF THE ALBANY CITY COUNCIL ADOPTING THE INITIAL STUDY-MITIGATED NEGATIVE DECLARATION FOR THE CITY OF ALBANY ACTIVE TRANSPORTATION PLAN

WHEREAS, the City of Albany has prepared a Active Transportation Plan (ATP); and

WHEREAS, the Active Transportation Plan is defined as a "project" under the California Environmental Quality Act (CEQA) and is thus subject to environmental review; and

WHEREAS, the proposed ATP includes numerous policies, strategies and measures for improving the City's bicycle and pedestrian infrastructure; and

WHEREAS, the City retained the consulting firm Fehr & Peers and sub consultant Questa Engineering to prepare an Initial Study of the proposed Active Transportation Plan and determined that the ATP will not have a significant effect on the environment; and

WHEREAS, CEQA does not require a detailed evaluation of all projects that could conceivably be developed consistent with Active Transportation Plan policies but rather requires the City to conduct project-level environmental review for subsequent projects, as appropriate; and

WHEREAS, although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project, will be incorporated by the City in the implementation of the Active Transportation Plan; and

WHEREAS, copies of the Initial Study-Mitigated Negative Declaration (IS-MND) were delivered to the State Clearinghouse, the Alameda County Clerk-Recorder's Office and other interested parties and agencies on February 15, 2012; and

WHEREAS, the City provided public notice of the availability of the IS-MND for public review and posted copies of the document on the City of Albany website for over 30 days; and

WHEREAS, the City Council has reviewed the record for the Mitigated Negative Declaration for the Active Transportation Plan, including the Initial Study, all written and oral comments and the written responses thereto, and, based on the independent judgment of the Council, finds that the Mitigated Negative Declaration, supported by the Mitigation Monitoring Program, is the appropriate document to comply fully with the requirements of the California Environmental Quality Act; and

WHEREAS, the Albany City Council held a duly noticed public hearing on the Active Transportation Plan and the Draft CEQA documents; and

NOW THEREFORE BE IT RESOLVED, that the Albany City Council adopts the Mitigated Negative Declaration for the City of Albany Active Transportation Plan.

MAYOR

City of Albany
1000 San Pablo Avenue • Albany, California 94706
(510) 528-5710 • www.albanyca.org

RESOLUTION NO. 2012-24

PASSED AND APPROVED BY THE COUNCIL OF THE CITY OF ALBANY,

the 16th day of April, 2012, by the following votes:

AYES: Council Members Wile, Thomsen, and Mayor Javandel

NOES:

ABSENT:

ABSTAINED:

RECUSED: Council Member Lieber, and Vice Mayor Atkinson

WITNESS MY HAND AND THE SEAL OF THE CITY OF ALBANY, this 17th

Day of April, 2012.

Eileen Harrington

Eileen Harrington
DEPUTY CITY CLERK

RESOLUTION NO. 2012-25

A RESOLUTION OF THE ALBANY CITY COUNCIL ADOPTING THE ALBANY ACTIVE TRANSPORTATION PLAN

WHEREAS, the City received funding from the Alameda County Transportation Commission Measure B for the purpose of bicycle and pedestrian master plan; and

WHEREAS, the City, with the assistance of a transportation consultant, the City has completed a two-year community planning process, collecting and analyzing data, and preparing a Active Transportation Plan; and

WHEREAS, the public has participated in the Active Transportation Plan development process through public meetings including multiple meetings of the Traffic and Safety Commission; and

WHEREAS, on September 9, 2011 the City Council held a public hearing on the draft Active Transportation Plan and directed the preparation of an environmental review document pursuant to the California Environmental Quality Act; and

WHEREAS, the City's Traffic and Safety Commission recommended approval of the final Active Transportation Plan to the City Council with modifications to Project 15 (Dartmouth Shared Street Concept); and

WHEREAS, the City has completed state-mandated environmental review procedures for the project and has prepared a separate resolution for a Mitigated Negative Declaration;

NOW THEREFORE BE IT RESOLVED that the Albany City Council adopts the City of Albany Active Transportation Plan.

BE IT FURTHER RESOLVED that the Albany City Council directs staff in the Community Development Department to serve as the lead to implement measures and monitor effectiveness of the Active Transportation Plan.

MAYOR

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Eileen Harrington

Eileen Harrington
DEPUTY CITY CLERK

ACKNOWLEDGEMENTS

This Plan has been developed thanks to a grant from the Alameda County Transportation Commission (ACTC) Measure B funds.

The following individuals provided substantial input and advice during development of this Plan:

City of Albany
- *Ann Chaney – Community Development Director*
- *Aleida Andrino-Chavez – Transportation Planner*
- *Erin Anderson – MTC Intern 2007*
- *Bei Xiu – MTC Intern 2008*
- *Sherry Tang – MTC Intern 2010*

Active Transportation Plan Technical Advisory Committee
- *Preston Jordan*
- *Amy Smolens*
- *Michelle Jordan*
- *Ken McCroskey*
- *Shirley Jowell*

Albany Traffic & Safety Commission
- *Ken McCroskey*
- *Ray Anderson*
- *Bernard Knapp*
- *Lubov Mazur*
- *John Miki*

Project Consultant Team
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- *Bicycle Solutions – John Ciccarelli*
- *Questa Engineering – Jeff Peters*

TABLE OF CONTENTS

Appendices	
A. BTA-Required Bicycle Plan Elements	
B. Accommodating a Range of Participants	
C. Walking and Bicycling Survey Results	
D. Estimating Active Transportation Activity	
E. Project Prioritization	
F. Design Guidelines for Pedestrian Facilities	
G. Crosswalk Guidelines	
H. Design Guidelines for Bicycle Facilities	
I. Bicycle Parking Guidelines	

EXECUTIVE SUMMARY

Updating the Albany *Bicycle Master Plan* and developing the City's first *Pedestrian Master Plan* are two key implementation steps in support of the City's greenhouse emissions reduction policy (March 2007). This policy aims to reduce emissions 25 percent below 2004 levels by 2020. The *Bicycle Master Plan* Update and the *Pedestrian Master Plan*, combined in this document as the *Albany Active Transportation Plan*, assess unmet needs for non-motorized transportation in the City and prioritize future projects. The Plan sets forth key goals and policy objectives that apply to walking and bicycling facilities directly and also seeks to institutionalize the accommodation for these modes throughout City policies and practices.

At the heart of the development of this Plan was a public outreach partnership with Albany Strollers and Rollers that ensured a comprehensive and engaging public involvement process. The Plan provides the City with a simple, user-friendly and graphics-rich document with emphasis on updating the 11 required elements of Section 891.2 of the California Streets & Highways code as required for Bicycle Transportation Account (BTA) funding eligibility. For Albany's first *Pedestrian Master Plan*, this Plan reviews and recommends pedestrian-oriented policies, practices, and programs for the City as a whole. The Plan also ensures that new development plans in the City are addressed, that changing priorities of the community are reflected, and that active transportation is both accommodated and encouraged. In particular, the Plan focuses on providing facilities for both slow and fast bicyclists[1], reflecting the diverse population of cyclists in Albany.

Image EC-1. The flat topography of Albany, with the exception of Albany Hill, makes the City ideal for walking and bicycling. (Source: Google)

[1] Bicycle facility types can also be referred to as "experiential" and "utilitarian" bicycling facilities. Experiential bicycling facilities typically accommodate slower bicyclists who are bicycling for enjoyment or recreation. These facilities are often separated from traffic and accommodate children and less experienced bicyclists who may be less comfortable riding in the street. Utilitarian bicycling facilities typically accommodate faster cyclists, including commuters and road cyclists who are more experienced and comfortable riding with vehicle traffic. For more information about types of bicyclists, see Appendix B.

This Plan includes eight chapters and nine appendices:

Chapter One: Introduction sets forth the Plan's vision, discusses the Plan development and public involvement activities, and summarizes the hopes and dreams envisioned for the Plan by the Technical Advisory Committee

Chapter Two: Existing Policy Framework summarizes the policies in existing planning documents related to active transportation that address how future infrastructure improvements will improve the City's walking and bicycling conditions.

Chapter Three: Existing Walking and Bicycling Environment provides a snapshot of the existing physical environment and existing programs, practices, and policies related to walking and bicycling in the City.

Chapter Four: Goals, Policies, and Actions establishes the goals, policies, and actions that the City of Albany will work to achieve during implementation of the Active Transportation Plan.

Chapter Five: Proposed Active Transportation Network presents the Priority Sidewalk and Pathway Network and Bikeway Network as the primary tools that allow the City to focus and prioritize implementation efforts to provide the greatest community benefit. The chapter also includes a prioritized list of individual projects with specific improvements considered necessary to help Albany meet its goals and objectives for active transportation.

Chapter Six: Project Information Sheets This chapter contains fact sheets for individual projects. These fact sheets identify the key elements of the projects, including cost, and can be used to obtain grant funding.

Chapter Seven: Support Programs presents recommendations for complementary, and essential, education and enforcement strategies in support of active transportation.

Chapter Eight: Funding and Implementation provides a description of the most promising funding programs available for the proposed projects and support programs in the Plan.

Appendix A: BTA Requirements summarizes the Caltrans-required Bicycle Transportation Account (BTA) elements for a bicycle plan and identifies the chapters of this Plan in which each is addressed.

Appendix B: Accommodating a Range of Participants discusses how the Active Transportation Plan considers the needs of a wide range of bicyclist and pedestrian experience and skill levels in order to serve an equally broad range of utilitarian and recreational user groups.

Appendix C: Walking and Bicycling Surveys summarizes the results of surveys conducted by the City of Albany to identify concerns residents had with walking and bicycling in the City.

Appendix D: Estimating Future Active Transportation Activity documents existing and future estimates of pedestrian and bicycle activity levels in Albany.

Appendix E: Prioritization summarizes the scoring used to rank projects identified in Chapters 5 and 6.

Appendix F: Pedestrian Design Guidelines outlines guidelines for the design of walking facilities in the City of Albany.

Appendix G: Crosswalk Policy outlines guidelines to assist the City of Albany in making decisions about where basic crosswalks (two stripes) can be marked; where crosswalks with special treatments should be employed; and where crosswalks will not be marked due to safety concerns.

Appendix H: Bicycle Design Guidelines outlines guidelines for the design of bicycling facilities in the City of Albany.

Appendix I: Bicycle Parking Guidelines discusses bicycle parking requirements and recommended locations for additional or improved bicycle parking and support facilities.

1. INTRODUCTION

Active transportation, or the fundamental, human-powered ways of getting around on foot or on bike, is becoming increasingly recognized as an important component of the transportation system. Walking and bicycling as forms of transportation are enjoyable, energizing, environmentally friendly, and free. Walking is part of virtually every trip a person takes, and, pedestrians are often the most vulnerable roadway users. For trips less than ½ mile walking or bicycling is typically the quickest and most efficient way for a person to travel in a dense urban community.

Image 1-1. Ohlone Greenway, Albany, CA.

In the Albany Climate Action Plan, the City recognized the importance walking and cycling have in reducing local traffic, air pollution, and energy consumption. This is not the first time Albany has placed value on active transportation infrastructure. The Albany Traffic Management Plan and Albany General Plan both recognize the importance of this infrastructure as a critical element in reducing growing neighborhood traffic concerns. These documents contain policy and action items that encourage the development of a master planning document addressing walking and bicycling issues and making Albany a great place to cycle and walk. These include developing citywide bicycling routes, safe routes to school, traffic calming strategies, expanding the network of off-street paths, and identifying priority safety improvements.

The Albany Active Transportation Plan sets in motion the policies and action items identified in the Climate Action Plan, updates the existing Albany Bicycle Master Plan, and serves as the City's first Pedestrian Master Plan. The Plan is intended to guide and influence policies, programs and development standards to make walking and bicycling in the City of Albany more safe, comfortable, convenient, and enjoyable. It does this by proposing a system of bikeways and pedestrian facilities that connect neighborhoods to key activity centers throughout the City; developing essential support facilities, such as bike parking; suggesting education, encouragement and other programs; and identifying recommendations for improving safety for walkers and cyclists.

VISION:
Albany, through the Active Transportation Plan, will be a community that enables adults and children to walk or bike to meet their travel needs and improve their health and the environment. The Plan prioritizes routes to schools, BART, Solano Avenue, San Pablo Avenue, shopping, parks, the waterfront, and neighboring towns.

PLAN DEVELOPMENT AND PUBLIC INVOLVEMENT

The Active Transportation Plan is a combined Bicycle Master Plan update and Pedestrian Master Plan (the City's first). The Plan was formally initiated in 2010, although work on the Pedestrian Master Plan has been ongoing for several years by the City and community volunteers. After numerous community meetings on the separate plans, the project team recognized that Albany's goals for a more multi-modal active transportation system could not be categorized into separate planning documents for each mode. Rather, the goal of the Active Transportation Plan is to develop a community-supported vision for a comprehensive, multi-modal transportation network that facilitates walking and cycling for both transportation and recreation.

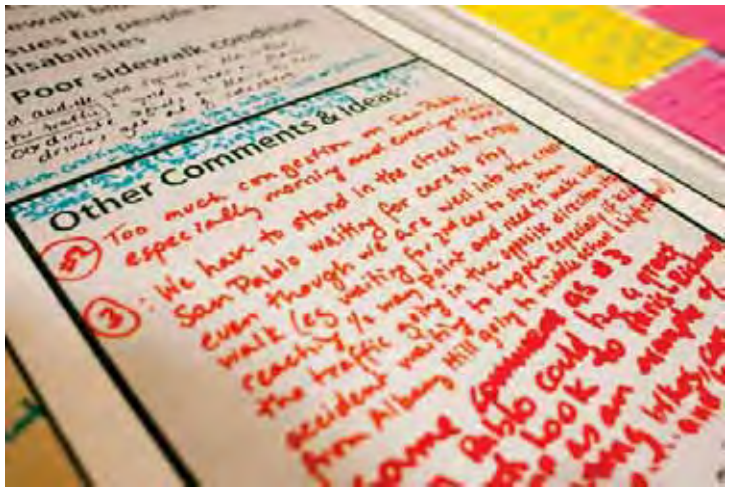


Image 1-2. Albany Public Workshop #1, September 14, 2010. (Source: Albany Patch, E. Raguso, 2010)

An updated bicycle master plan and a pedestrian master plan were action items identified in the 2010 Climate Action Plan (CAP). That plan is a multipronged strategy designed to reduce Albany's contribution to global and regional climate change. By making walking and bicycling easier and safer, the City seeks to better manage its transportation network; reduce its overall greenhouse gas emissions resulting from single-occupant driving; as well as promote healthy, active living. The CAP estimates that approximately 15 percent of the overall carbon reduction in the City could be achieved by implementing the projects and plans identified in the Active Transportation Plan.

The goals, policies, recommendations, and action items in this Plan are the outcome of a substantial public outreach effort by the City. The planning process included outreach with the Albany Traffic and Safety Committee, a group of citizens appointed to advise the City Council on transportation issues, and the Bicycle and Pedestrian Plans Technical Advisory Committee (TAC), a group of citizens who advised the project team on Albany-specific transportation issues.

Between May 2010 and February 2011, the City and consultant team accepted public input to the Plan at numerous public events. Additionally, a public website (www.albanypedbikeplan.fehrandpeers.net) broadcast the latest news related to the Plan, featured a pedestrian and bicyclist needs survey, and provided a forum for public dialogue about the Plan. City staff or the project team members discussed the Plan at the following two major public events:

> **Existing Conditions Public Workshop**, held at the Albany Community Center in September 2010, was the first public workshop held for the Plan. The purpose of this workshop was to gather feedback from Albany residents on existing barriers to walking and bicycling, desired facilities, and preferred support programs. Attendees recorded their comments on City maps, including a 20-foot by 8-foot floor aerial, as well as several multiple-choice poster boards. City

staff, TAC members, and the consultant team were available to interact directly with attendees. Over 45 residents attended the workshop, which was also summarized in the *Albany Patch*, a local online daily news magazine.

The Design Studio for Active Transportation, held at the Albany City Hall in October 2010, was the second public workshop. Similar to the first public workshop, Albany residents were asked to give feedback on desired walking and biking facilities. The focus of this workshop, however, was a series of walking and biking tours around the City and conceptual design charrettes, or brainstorming sessions, for certain intersections and corridors. After this meeting, the project team was able to develop a list of community-identified capital improvement projects.

Various members of the project team, including City staff, consultants, and Albany Strollers & Rollers, presented the draft Plan components and accepted comments at the following community events: Bike to Work Day 2010 (May 2010); Albany Arts and Green Festival (May 2010); Solano Stroll (September 2010). The project team also had outreach sessions with the Orientation Center for the Blind, Albany Chamber of Commerce, Albany Rotary Club, and UC Village neighborhood group, and it presented to city commissions and boards including the Traffic and Safety Commission, Parks and Recreation Commission, the Planning and Zoning Commission, UC Berkeley Physical facilities staff, several City neighborhoods, and the Albany Unified School District Board. Draft recommendations were presented to the staffs of adjacent jurisdictions and regional agencies, including Richmond, El Cerrito, Berkeley, ABAG Bay Trail, and East Bay Regional Park District. These smaller presentations were community-driven, with Ken McCroskey, a member of Albany Strollers & Rollers and the Traffic and Safety Commission, and Aleida Andrino-Chavez, the City Transportation Planner, participating or leading nearly all of these sessions.

Images 1-3 to 1-5. Albany Public Workshop #1, September 14, 2010. (Source: Albany Patch, E. Raguso, 2010)

HOPES AND DREAMS

The Technical Advisory Committee developed a list of "hopes and dreams" at the outset of the project. This list is by no means exhaustive, and the Technical Advisory Committee recognized that the list would grow as the public gave input to the Plan. The list included the following key points:

Develop Good Connections for Walking and Bicycling within Albany and to Neighboring Cities	**Create Special Places for Walking and Bicycling in the City**
Provide a Full Range of Facilities to accommodate more experienced cyclists (e.g., faster commute cyclists) and less experienced cyclists (e.g., slower recreational cyclists) Create Better Bicycling and Pedestrian Connections to the stores along Eastshore Highway Make San Pablo Avenue Bike Friendly	Create Safe, Inviting Sidewalk Environments for the Most Vulnerable Populations, including Children, the Disabled, and Seniors Ensure that Sidewalks are Passable and Accessible with Continuous Sidewalks, Accessible Curb Ramps, and No Cars Parked on Sidewalks Maintain Sidewalks and Streets
Take Advantage of Albany's Natural Areas and Trails	**Focus on Community Improvement and Change**
Enhance Creek Trails Construct Bridges along the Cerrito Creekside Park Improve the Albany Hill Trails/Steps	Develop an Albany "Slow Zone" to Improve Safety and Encourage Bike- and Pedestrian-Focused Shopping Districts Generate Local Car-Free Challenges and Campaigns, including Car-free Street Days or "Cyclovia" Events Consider a Neighborhood Circulator Shuttle System Consider Pricing Parking

2. EXISTING POLICY FRAMEWORK

This chapter summarizes the policies in existing planning documents related to active transportation that address how future infrastructure improvements will improve the City's walking and bicycling conditions. The existing plans have been grouped into Citywide plans, Other Cities' and County plans, Regional plans, State plans and Federal Initiatives. **Table 2.1** lists the existing planning and policy documents that are addressed in this chapter.

TABLE 2.1 – SUMMARY OF RELEVANT EXISTING PLANS AND POLICIES

Citywide Plans	Other Cities' and County's Plans	Regional Plans	State Plans	Federal Initiatives
General Plan	Alameda County Bicycle Plan	San Francisco Bay Trail	Caltrans' Complete Streets Policy	Department of Transportation Policy Statement on Bicycle and Pedestrian Accommodation Regulations and Recommendations
Climate Action Plan	Alameda County Strategic Pedestrian Plan	Regional Bicycle Plan for the San Francisco Bay Area	California Complete Streets Act	
Traffic Management Plan	Berkeley Bicycle Plan	East Bay Regional Park District Master Plan	Assembly Bill 32 & State Bill 375	
Engineering Standard Specifications	Berkeley Pedestrian Master Plan	MTC Complete Streets & Routine Accommodation Policy	Assembly Bill 1581 & Caltrans' Policy Directive 09-06	
Municipal Code	El Cerrito Circulation Plan for Bicyclists and Pedestrians	Joint Watershed Goals for Creeks		
San Pablo Avenue Streetscape Plan	Richmond Bicycle Master Plan			
Transportation Impact Study Guidelines	Richmond Pedestrian Master Plan			
Bicycle Master Plan	Codornices Creek Master Plan			
Parks, Recreation and Open Space Master Plan				
Albany Hill Master Plan				

2-1 CITYWIDE PLANS

This section discusses adopted plans and policies that relate to bicyclists and pedestrians in the City of Albany. These documents set precedent for how the City of Albany plans for and manages its bicycling and walking infrastructure.

General Plan

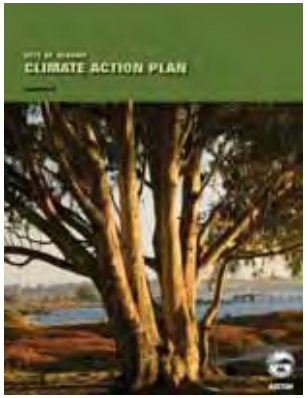
The *City of Albany General Plan: Circulation Element* describes the existing bicycling, walking, transit, and vehicle facilities within the City and establishes the goals and policies for future transportation needs. **Table 2.2** summarizes the goals and policies that relate directly to the Plan:

TABLE 2.2 – SUMMARY OF RELEVANT GENERAL PLAN GOALS AND POLICIES

Goal CIRC 4: Support public transit, and other means to reduce reliance on the automobile as the primary means of transportation	**Policy CIRC 4.3** – Continue to work with the City's Trip Reduction Ordinance and continue to develop programs and incentives for the use of carpools, staggered work hours, bicycling, walking, and the increased use of public transit for residents and employees in the community.
	Policy CIRC 4.5 – Increase pedestrian travel throughout the City by connecting major pathway systems such as the BART linear park to other City, regional, and State Parks, and other community facilities**.**
	Policy CIRC 4.6 – Increase disabled access throughout the city by installing curb cuts wherever feasible as part of new construction, repair or improvements to streets, sidewalks, pathways and trails.
	Policy CIRC 4.7 – Assure that sidewalks, pathways and trails used by pedestrians are safe and provide unhindered access for all.
Goal CIRC 6: Improve and enhance the City's bicycling route and path system.	**Policy CIRC 6.1 –** Develop a plan for bike routes for Albany, linking existing bike paths and routes in Berkeley and El Cerrito. Implement this plan as part of the City's overall roads maintenance and traffic sign program within the annual capital projects budgets, as well as through specific transportation funding.
	Policy CIRC 6.2 – Work to obtain funding sources to develop the Bay Trail in Albany and along the entire East Bay Shoreline corridor as an alternative parallel route to I-80.

Source: City of Albany General Plan, 1992

Climate Action Plan



The Albany City Council adopted the *Climate Action Plan* ("CAP") in April 2010. The CAP is comprised of polices and measures that, when implemented, will enable the City to meet its target for greenhouse gas emission reductions. The CAP includes the following transportation and land use strategies for implementing the bicycling and walking network as a strategy to reduce greenhouse gas emissions from what would otherwise have been trips in private automobiles. The following relate directly to the Active Transportation Plan.

TABLE 2.3 – SUMMARY OF RELEVANT CLIMATE ACTION PLAN OBJECTIVES, MEASURES, ACTIONS AND INDICATORS

Objective TL-1: Facilitate Walking and Biking	**Measure TL 1.1**: Expand and enhance bicycle infrastructure throughout the City *Indicators:* *30% bicycle network coverage by 2015.* *90% bicycle network coverage by 2020.* *15% combined bicycling/walk mode share by 2020.*	**Action A** – Revise standard street cross-sections within the General Plan Circulation Element to ensure that all roads accommodate the needs of pedestrians, bicyclists, public transit riders, and automobile drivers.
		Action B – Revise and adopt the Bicycle Master Plan to incorporate a wider extent of Complete Streets.
		Action C – Construct Stage 1 bicycle infrastructure improvements described in the current Bicycle Master Plan.
		Action D – Construct Stage 2 bicycle infrastructure improvements.
	Measure TL 1.2: Install bike racks in commercial and civic areas of the City where racks do not currently exist. *Indicators:* *Bicycle to auto parking ratio: 50% by 2015; 100% by 2020.* *End-of-trip facilities at 100% of businesses with more than 50 employees by 2020.*	**Action A –** Conduct bicycle parking analysis in City's commercial and civic areas.
		Action B – Install bicycle parking facilities in underserved areas (20% of total to be Class I or II bicycle parking facilities).
		Action C – Adopt an ordinance that requires new development to provide adequate bicycle parking for tenants and customers; and requires businesses with more than 50 employees to provide end-of trip facilities including showers, lockers, and Class I bicycle storage facilities.
Objective TL-1:	**Measure TL 1.3**:	**Action A:** Conduct a pedestrian obstacle study.

TABLE 2.3 – SUMMARY OF RELEVANT CLIMATE ACTION PLAN OBJECTIVES, MEASURES, ACTIONS AND INDICATORS

Facilitate Walking and Biking	Evaluate the community's walking infrastructure, identify potential barriers, and implement improvements.	**Action B:** Prepare and adopt a Pedestrian Master Plan
		Action C: Construct pedestrian improvements identified in the pedestrian obstacle study and Pedestrian Master Plan before 2018.
	Measure TL 1.4: Strictly enforce pedestrian rights laws on City streets.	No Action Identified
Objective TL-2: Make Public Transit More User-Friendly	**Measure TL 2.2:** Work with AC Transit to provide bus stops with safe and convenient bicycle and pedestrian access and essential improvements such as shelters, route information, benches, and lighting. *Indicator:* *Percentage of bus stops with shade, weather protection, seating, lighting, and route information: 80% by 2015; 100% by 2017.*	**Action B:** Conduct a study of bicycle and pedestrian access to transit stations.

TABLE 2.3 – SUMMARY OF RELEVANT CLIMATE ACTION PLAN OBJECTIVES, MEASURES, ACTIONS AND INDICATORS

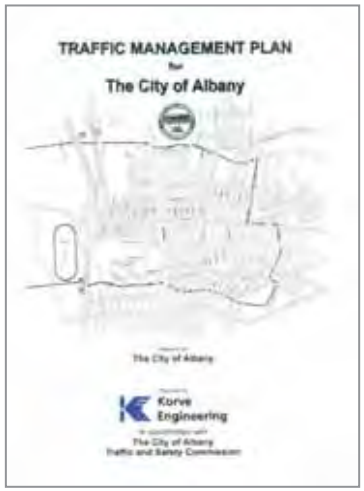
Objective TL-3: Promote Pedestrian- and Transit-Oriented Development	**Measure TL 3.2:** Update planning documents to promote high-quality, mixed-use, pedestrian- and transit oriented development in the San Pablo/Solano Commercial district. *Indicators:* *Percentage of new development projects that achieve a floor area ratio of 1.5 or higher: 100% by 2020* *Percentage of new development projects in Solano Commercial District that achieve a floor area ratio of 0.95 or higher: 100% by 2020*	**Action C:** Update the San Pablo Design Guidelines and San Pablo Streetscape Master Plan to reflect the City's desire to create a pedestrian- and transit-oriented environment.
Objective TL-4: Reduce Vehicle Emission and Trips	**Measure TL 4.4:** Create and implement a voluntary transportation demand management (TDM) program to reduce weekday peak period single occupancy commute and school trips. *Indicators:* *15% reduction in single-occupancy automobile commute trips by 2015* *20% reduction in single-occupancy automobile commute trips by 2020* *100% of employers with over 10 employees belong to ATMA by 2015*	**Action E:** Work with schools to identify key infrastructure improvements and community outreach initiatives that would facilitate safe-routes-to-school and walking school bus program. **Action F:** Develop education and outreach programs aimed at reducing residents' transportation related emissions.

Source: City of Albany Climate Action Plan, April 2010

Traffic Management Plan

The *City of Albany Traffic Management Plan* ("TMP") presents a set of goals and actions designed to create streets that are safer for bicyclists, pedestrians, and transit travel. The plan works in tandem with other policies related to biking, walking, and transit use, and establishes and prioritizes a set of traffic calming improvement projects based on community input and engineering analysis. The following key transportation goals are identified:

- Provide equal rights of access for non-automobile modes
- Reduce automobile trips in the City by encouraging non-automobile modes
- Create conditions throughout the City for safer and more convenient walking and bicycling, especially for children going to and from school
- Improve AC Transit service and transit amenities in the City
- Take measures to calm traffic on Marin Avenue so it no longer "divides" the community
- Make traffic management a citywide priority through education and public outreach
- Take a proactive leadership role in working with other agencies and jurisdictions to effect sound decisions regarding transportation funding, transit service, highway improvements, and other transportation issues.



San Pablo Avenue Streetscape Plan

The *San Pablo Avenue Streetscape Plan* was adopted in 2001 to establish a schematic design plan for the corridor within Albany. General recommendations included overall streetscape design features, such as street trees, furniture, bike racks, sidewalk patching, and on-street parking. Specific recommendations include a gateway treatment on the northern and southern gateways, sidewalk and crosswalk reconfiguration at Solano Avenue, pedestrian-scaled fixtures at City Hall, a plaza at Marin Avenue, and new street trees.

City of Albany Municipal Code

The City of Albany Municipal Code includes ordinances that address how development should occur within the City. In addition to defining standards for future development, the Code also defines existing walking-oriented districts within the City. The following sections are relevant to the Active Transportation Plan:

20.12.060 – Commercial Districts: This section defines the Solano Avenue and San Pablo Avenue Commercial Districts.

> **Solano Commercial District (SC):** The Solano Commercial District accommodates commercial uses which supply a wide range of commercial retail and related services both to the adjacent neighborhoods and the surrounding communities, within an attractive pedestrian-oriented shopping environment. The district also provides opportunities for office development and high-density residential development, including mixed-use settings. The district corresponds to the Community Commercial designation in the General Plan Land Use Element.
>
> **San Pablo Commercial District (SPC)**: The San Pablo Commercial District accommodates commercial and retail businesses serving a citywide or larger market in a boulevard environment, subject to specific standards. The district also provides opportunities for office development and high-density residential development, which may be in mixed-use settings. The district corresponds to the General Commercial designation in the General Plan Land Use Element.

20.20.070(B)(2) – Sidewalk Restaurant Seating: Restaurants may be permitted to have outdoor seating on the public sidewalk, provided that such seating will not interfere with pedestrian use of the public sidewalk, subject to approval of a revocable encroachment permit by the Community Development Director, and a zoning clearance or a use permit if such is required for restaurants in the district in which the establishment is located. A zoning clearance or a use permit for sidewalk seating shall be subject to annual administrative renewal. Non-compliance with all permit conditions may result in denial of renewal of the permit. In no case may the number of outdoor seats exceed twenty (20%) percent of the total seating for the establishment nor shall outdoor preparation of food or beverages be allowed.

20.24.040(F)(10) – Hillside Residential Regulations / Sidewalks, Walkways and Trails: Sidewalks shall be discouraged in this district in favor of pedestrian walkways and trails which shall be integrated into an overall circulation plan for the development.

City of Albany Parks, Recreation and Open Space Master Plan

This Plan documents the findings and conclusions regarding the delivery of park, recreation and open space services in the City of Albany. More specifically, the Plan will provide policies for improving and maintaining the existing park system; acquiring additional properties for future park, recreation and open space areas. In addition, it provides strategies for meeting the need, managing and maintaining sport fields; and an approach for financing future improvements and long term maintenance requirements. The proposed short-term strategy (six years) for funding these improvements is identified.

The Plan also includes sections identifying and evaluating the existing system; assesses the need for additional park land; open space and specialized facilities; establishes criteria and standards for site selection; design, and management of the various areas; and recommends an approach to funding acquisition, development and maintenance of facilities. This plan identifies trails and multi-use paths that are directly related to active transportation modes.

Albany Hill Master Plan

Albany Hill Park rises 338 feet above sea level and is a local landmark. The park is open space except for the eucalyptus tree lined rustic trail. The Albany Hill Master Plan is a comprehensive plan which outlines management of this open space, including the location and maintenance of trails and access points from Albany, Richmond, and El Cerrito.

2-2 OTHER CITIES AND COUNTY'S PLANS

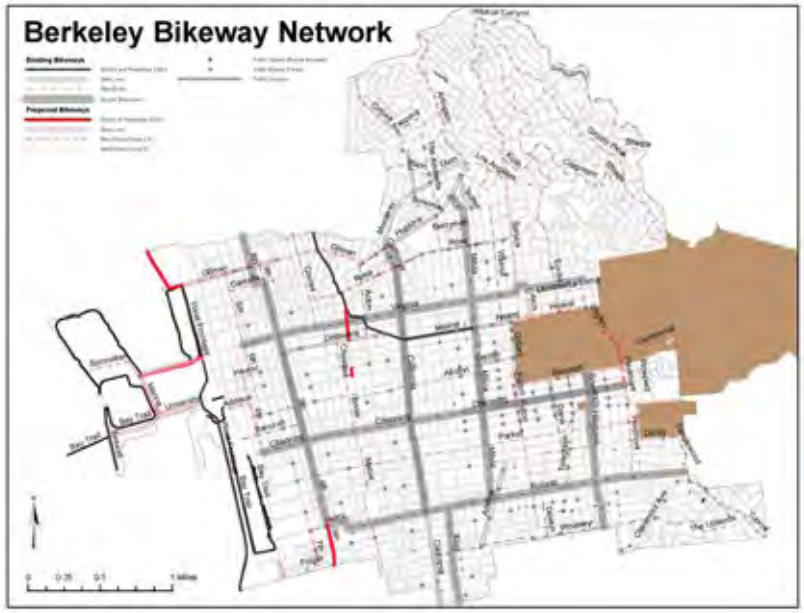
This section describes the plans and policies related to bicycling and walking activity in adjacent jurisdictions and within Alameda County.

Alameda Countywide Bicycle Plan

The *Alameda Countywide Bicycle Plan* was adopted by the Alameda County Congestion Management Agency (ACCMA). The Plan was developed by ACCMA, the Alameda County Public Works Department, and an appointed Bicycle Task Force. The Countywide Bicycle Plan identifies shared-use pathways in Albany such as the Ohlone Greenway and Bay Trail. The Marin Avenue/Buchanan Street corridor and the 8th Street/Jackson Street/Adams Street corridors are also identified as parts of the County network in this Plan. High priority projects are the focus of funding and implementation in the County.

Alameda Countywide Strategic Pedestrian Plan

The *Alameda Countywide Strategic Pedestrian Plan* identifies and prioritizes pedestrian-related projects, programs, and planning efforts that have countywide significance. The Plan focuses on access to transit, activity centers and inter-jurisdictional trails. The Plan is used to allocate countywide funding for pedestrian-related projects. Areas of importance noted in the plan include San Pablo Avenue, Solano Avenue, and Marin Avenue. Transit centers and civic service facilities are also of importance.



Berkeley Bicycle Plan

The City of Berkeley adopted this Plan in 2005. The Plan provides an overview of the City and of related plans, projects and policies; describes existing conditions, including facilities and demand estimates for bicycling and walking; identifies goals; designates a bikeway network and recommends specific route, bicycle detection, parking, and wayfinding signage improvements; designates routes and describes recommended route and intersection improvement projects; identifies "major activity centers" and other priority areas for improvement; contains facility design guidelines; describes recommended support programs; includes project prioritization and implementation strategies; and identifies funding opportunities. The following Berkeley bikeways connect to Albany: 8th Avenue; Ohlone Greenway; Bay Trail; and Marin Avenue. Berkeley is proposing bikeways on Cornell Avenue that would connect to Albany.

Berkeley Pedestrian Master Plan

The City of Berkeley adopted this Plan in 2010. The plan includes recommendations for design guidelines that will raise the caliber of the existing walking environment, enticing people to walk more for shorter trips, and enhancing the environment for people with disabilities and children walking to school, and leading to an overall increase in the number of pedestrian trips. It focuses on enhancing walking safety in crosswalks and along streets, and provides an opportunity for improving residents' quality of life by creating a more sustainable environment through the reduction of traffic, noise and energy consumption.

El Cerrito Circulation Plan for Bicyclists and Pedestrians

The City of El Cerrito adopted this plan in 2007 as its bicycle and pedestrian master plan. The plan provides an overview of the City and of related plans, projects and policies; describes existing conditions, including facilities and demand estimates for bicycling and walking; identifies goals; designates a bikeway network and recommends specific route, bicycle detection, parking and wayfinding signage improvements; designates walking routes and describes recommended route and intersection improvement projects; identifies "major activity centers" and other priority areas for improvement; contains facility design guidelines; describes recommended support programs; includes project prioritization and implementation strategies; and identifies funding opportunities.

El Cerrito Bicycle and Pedestrian Networks (Source: City of El Cerrito, 2007)

Richmond Bicycle Master Plan

At the time of the Albany Active Transportation Plan's development, the City of Richmond was in the process of developing its first Bicycle Master Plan. The Richmond Plan provides a vision for the future of bicycling, shaped by the values of the community and supported by policies included in the General Plan and the Contra Costa Countywide Bicycle and Pedestrian Plan. The Plan focuses on the development of a complete on-street bicycling network, building safe and accessible connections to the Bay Trail and Richmond Greenway, and reducing barriers, such as freeway interchanges and railroad crossings. The network includes local routes on neighborhood streets, as well as important corridors such as Barrett Avenue. It also identifies opportunities for new, secure bicycle parking at key destinations, and provides guidance on programs that educate and encourage bicycling for recreation and everyday use. The City of Richmond has existing Bay Trail (Class I) segments that connect to the City of Albany and proposed Class I paths along the Cerrito Creek.

Richmond Pedestrian Master Plan

This document describes the process and outcome of the pedestrian planning effort conducted in Richmond during 2010 and early 2011. The resulting plan aims to improve the safety, convenience and appeal of walking throughout the city. The plan identified barriers to walking throughout the City, and identifies strategies designed to encourage walking and promote pedestrian safety.

Codornices Creek Master Plan

Codornices Creek is one of the East Bay's most significant biological resources. It makes its way from the Berkeley Hills to San Francisco Bay through residential, industrial, and park property. Its lower portion flows through open channels and culverts, under streets, rail lines, and a freeway, yet still maintains a population of spawning steelhead trout. Ten years of planning for the lower reaches culminated in the Codornices Creek Master Plan. The Master Plan's scope spans the lower reaches of Codornices Creek (nearly a mile) from San Pablo Avenue to San Francisco Bay. Phase 1 was completed in 2005; Phase 2 in 2006. Construction on Phase III was completed in 2011. The Codornices Creek Master Plan is a model of grassroots community efforts and city and agency cooperation. The Plan continues to drive and guide the phased implementation of the restoration work.

2-3 REGIONAL PLANS

The Plans summarized in this section affect jurisdictions throughout the nine county Bay Area region, including the City of Albany.

San Francisco Bay Trail

The Bay Trail is a planned continuous multi-use trail that, when complete, will encircle San Francisco and San Pablo bays. Approximately 500 miles long, the trail's planned alignment connects the bay shoreline of all nine Bay Area counties, links 47 cities, and crosses all the toll bridges in the region. The alignment includes a continuous "spine" along or near the shoreline and many short "spurs" to the waterfront itself. Planning for the Bay Trail is coordinated by the nonprofit San Francisco Bay Trail Project, a project of the Association of Bay Area Governments.

To date, approximately 290 miles of the Bay Trail alignment have been developed as either off-street paths or on-street bicycling lanes or routes. Albany has approximately ¼ mile of off-street Bay Trail segment near the El Cerrito border. The East Bay Regional Park District is currently planning the alignment of the Bay Trail through property owned by Golden Gate Fields.

Regional Bicycle Plan for the San Francisco Bay Area

In 2009, the Metropolitan Transportation Commission (MTC) updated its Regional Bicycle Plan for the San Francisco Bay Area. The new Plan updates the designated regional bikeway network, one of the purposes of which is to focus MTC's spending on high-priority facilities that serve regional trips. The regional bikeway network extends approximately 2,140 miles and the estimated cost to complete it is just over $1.4 billion, approximately half of which is for toll bridges that currently lack bicycling access.

The MTC Plan details the length and completion cost of the regional bikeway network by county, though not by city. The network includes 343 miles in Alameda County, of which 156 miles (almost 45 percent) have been built or are fully funded and awaiting development. The plan estimates the cost to complete the bikeway network within Alameda County, excluding the toll bridges, at almost $165 million. A map of the Alameda portion of the regional bikeway network is shown on page 40 of the MTC plan. In and near Albany, the existing and proposed network encompasses much of the San Francisco Bay Trail (see above) near Golden Gate Fields and the I-80/I-580 Interchange at Buchanan Street.

East Bay Regional Park District Master Plan

The East Bay Regional Park District (EBRPD) serves as a regional park agency for Contra Costa and Alameda counties, acquiring, developing, managing and maintaining parkland. It encompasses more than 98,000 acres, with 65 parks and over 1,100 miles of mostly unpaved trails. The trails are designed to connect parks and communities and use publicly owned rights-of-way in cooperation with other agencies, with the goal of developing a regional trail network that provides nonmotorized transportation and recreational opportunities.

EBRPD's most recent master plan was adopted in 1997. Trails-related priorities in the plan include completing the missing sections of the San Francisco Bay Trail (see above) and Bay Area Ridge Trail, and developing key trail segments in eastern Alameda and Contra Costa counties. The District hopes to begin updating its Plan in 2010. In the meantime, it updated the Plan map in 2007, showing all existing and potential parklands and trails in its system, including 84 trail gap segments needed to complete the District's trail network. In and near Albany, EBPRD's network of existing and potential trails encompasses much of the San Francisco Bay Trail (see above).

MTC's Complete Streets/Routine Accommodation Policy

"Routine accommodation" refers to the practice of considering the needs of pedestrians and bicyclists habitually in the planning, design, funding and construction of transportation projects. "Complete streets" is a related concept that describes roadways designed and operated for safe and convenient access by all users, including bicyclists, pedestrians and transit riders.

In June 2006, the Metropolitan Transportation Commission—the regional transportation planning agency for the Bay Area—adopted a complete streets/routine accommodation policy for the region. The policy states that projects funded all or in part with regional funds "shall consider the accommodation of bicycling and walking facilities, as described in Caltrans Deputy Directive 64" (see page 2-20) in the full project cost. The policy requires that sponsors of transportation projects—which could include the City of Albany—complete a project checklist for any project submitted for funding to MTC that has the potential to impact bicycle or pedestrian use negatively. The checklist is meant to ensure that project sponsors evaluate the need for bicycling and walking facilities as part of project planning—ideally at the earliest stage—and accommodate such facilities in the design and budget of their projects.

Joint Watershed Goals for Creeks

The cities of Albany, Berkeley, El Cerrito, and Richmond, East Bay Regional Park District, and the University of California, Berkeley, agree to join in partnership to restore the watershed of our joint jurisdiction to a healthy condition. We will cooperate closely to accomplish the following goals:

- ◊ Restoring our creeks by removing culverts, underground pipes, and obstructions to fish and animal migration, putting creeks in restored channels up in the sunshine where they can be enjoyed by people and wildlife.
- ◊ Restoring creek corridors as natural transportation routes with pedestrian and bicycling paths along creekside greenways; wherever possible using creekside greenways to connect neighborhoods and commercial districts east of the Interstate 80 freeway to the shoreline of San Francisco Bay and the San Francisco Bay Trail.
- ◊ Restoring a healthy freshwater supply to creeks and the bay by eliminating conditions that pollute rainwater as it flows overland to creeks and eliminating conditions that prevent a healthy amount of rainwater from soaking into the ground and replenishing the underground water supplies that nourish creeks.
- ◊ Instilling widespread public awareness of the value of developing infrastructure along lines that promote healthier watersheds and watershed-oriented open spaces where nature and community life can flourish.

In addition to ongoing general cooperation in the furtherance of these goals, the watershed partners agree to seek out opportunities to jointly apply for grants and jointly undertake planning, construction, educational, and watershed management projects which will be approved on a case-by-case basis by the respective governing bodies.

The Joint Watershed Goals Statement was passed by the following cities on the following dates:

City of Albany	July 17, 1995
City of Berkeley	July 25, 1995
City of El Cerrito	September 5, 1995
City of Richmond	July 31, 1995

2-4 STATEWIDE INITIATIVES

Caltrans is responsible for building and maintaining state-funded transportation infrastructure. Within the City of Albany, Caltrans maintains Interstate 80, Interstate 580, and San Pablo Avenue. The following policies would affect strategic planning decisions on those corridors. In conjunction with Caltrans, the State has also passed legislation that affects all streets in Albany.

Caltrans' Complete Streets Policy

In 2001, the California Department of Transportation (Caltrans) adopted a routine accommodation policy for the state in the form of Deputy Directive 64, "Accommodating Nonmotorized Travel." The directive was updated in 2008 as "Complete Streets—Integrating the Transportation System." The new policy reads in part:

> *The Department views all transportation improvements as opportunities to improve safety, access, and mobility for all travelers in California and recognizes bicycling, pedestrian, and transit modes as integral elements of the transportation system.*
>
> *The Department develops integrated multimodal projects in balance with community goals, plans, and values. Addressing the safety and mobility needs of bicyclists, pedestrians, and transit users in all projects, regardless of funding, is implicit in these objectives. Bicycle, pedestrian and transit travel is facilitated by creating "complete streets" beginning early in system planning and continuing through project delivery and maintenance and operations….*

The directive establishes Caltrans' own responsibilities under this policy. Among the responsibilities that Caltrans assigns to various staff positions under the policy are:

- Ensure bicycling, pedestrian, and transit interests are appropriately represented on interdisciplinary planning and project delivery development teams.
- Ensure bicycle, pedestrian, and transit user needs are addressed and deficiencies identified during system and corridor planning, project initiation, scoping, and programming.
- Ensure incorporation of bicycle, pedestrian, and transit travel elements in all Department transportation plans and studies.
- Promote land uses that encourage bicycle, pedestrian, and transit travel.
- Research, develop, and implement multimodal performance measures.

California Complete Streets Act

Assembly Bill 1358, the "California Complete Streets Act of 2008," requires "that the legislative body of a city or county, upon any substantive revision of the circulation element of the general plan, modify the circulation element to plan for a balanced, multimodal transportation network that meets the needs of all users [including] motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation…." This provision of the law went into effect on January 1, 2011. The law also directs the Governor's Office of Planning and Research to amend its guidelines for the development of circulation elements so as to assist cities and counties in meeting the above requirement.

Assembly Bill 32 and State Bill 375

Senate Bill (SB) 375 is the implementation legislation for Assembly Bill (AB) 32. AB 32 requires the reduction of greenhouse gases (GHG) by 28 percent by the year 2020 and by 50 percent by the year 2050. GHGs are emissions – carbon dioxide chief among them – that accumulate in the atmosphere and trap solar energy in a way that can affect global climate patterns. The largest source of these emissions related to human activity is generated by combustion-powered machinery, internal combustion vehicle engines, and equipment used to generate power and heat. SB 375 tasks metropolitan and regional planning agencies with achieving GHG reductions through their Regional or Metropolitan Transportation Plans. The reduction of the use the automobile for trip making is one method for reducing GHG emissions. This can be achieved through the use of modes other than the automobile, such as walking, bicycling, or using transit.

Assembly Bill 1581 and Caltrans Policy Directive 09-06

Assembly Bill (AB) 1581 provides direction that new actuated traffic signal construction and modifications to existing traffic signals include the ability to detect bicycles and motorcycles. It also calls for the timing of actuated traffic signals to account for bicycles. In response to AB 1581, Caltrans has issued Traffic Operations Policy Directive 09-06, which has proposed modifications to Table 4D-105(D) of the California Manual on Uniform Traffic Control Devices. The California Traffic Control Devices Committee is considering the proposed modifications.

2-5 FEDERAL INITIATIVES

The United States Department of Transportation has issued the following statement on pedestrian and bicycling activity and planning.

The United States Department of Transportation Statement on Bicycle and Pedestrian Accommodations, Regulations and Recommendations

On March 5, 2010, the United States' Department of Transportation (DOT) announced a policy directive to demonstrate the DOT's support of fully integrated active transportation networks by incorporating walking and bicycling facilities into transportation projects. The statement encourages transportation agencies to go beyond minimum standards in the provision of the facilities. The DOT further encourages agencies to adopt policy statements that would affect bicycling and walking, such as:

- Considering walking and bicycling as equals with other transportation modes
- Ensuring availability of transportation choices for people of all ages and abilities
- Going beyond minimum design standards
- Integrating bicycling and pedestrian accommodations on new, rehabilitated, and limited access bridges
- Collecting data on walking and biking trips
- Setting mode share for walking and bicycling and tracking them over time
- Removing snow from sidewalks and shared use paths
- Improving non-motorized facilities during maintenance projects

3. EXISTING WALKING AND BICYCLING ENVIRONMENT

Incorporated shortly after a large population migration to the East Bay after the 1906 San Francisco earthquake and experiencing an even greater population surge during and immediately after World War II, the City of Albany has established and interconnected neighborhood commercial corridors, schools, and parks, and is home to approximately 18,500 residents. The City, which is only about two miles east-to-west and one mile north-to-south, has a land area of about 1.7 square miles, making it the second smallest and second most densely populated city in Alameda County. Albany's topography, well-connected grid street system, temperate weather, neighborhood commercial corridors, and existing walking network have contributed to a vibrant street life and high quality of life for residents.

Image 3-1. Solano Avenue (Source: City of Albany)

The City has recently acknowledged this attribute by emphasizing walking and biking in its *Climate Action Plan*. However, this is not the first time the streetscape environment has been a priority for Albany. Since 1974, the City has held an annual street festival – the Solano Stroll – that celebrates the community's small town character and main commercial corridor.

This *Plan* will build upon the existing system of on-street and off-street bicycling facilities throughout the City, focusing on completing a system of bicycling and support facilities between neighborhoods and providing safe routes to schools and access to major destinations such as employment centers, stores and shops, parks, trails, and open space areas. This *Plan* also includes criteria for defining different types of bicycling facilities, a listing of priority projects, design standards and education and safety programs. This chapter provides a snapshot of the existing physical environment and existing programs, practices, and policies related to walking and bicycling in the City, as well as some of the things that make Albany such a unique place.

3-1 ALBANY TODAY

An understanding of the condition of existing facilities in Albany is necessary for determining future opportunities for improvement. The most basic walking facility is the sidewalk; however, perhaps more fundamentally, attractions that are accessible on foot or on bicycle can attract a healthy street life. **Figure 3-1** illustrates the existing land use designations throughout the City; **Figure 3-2** illustrates the existing activity generators, including schools, commercial districts, parks, and recreation centers.

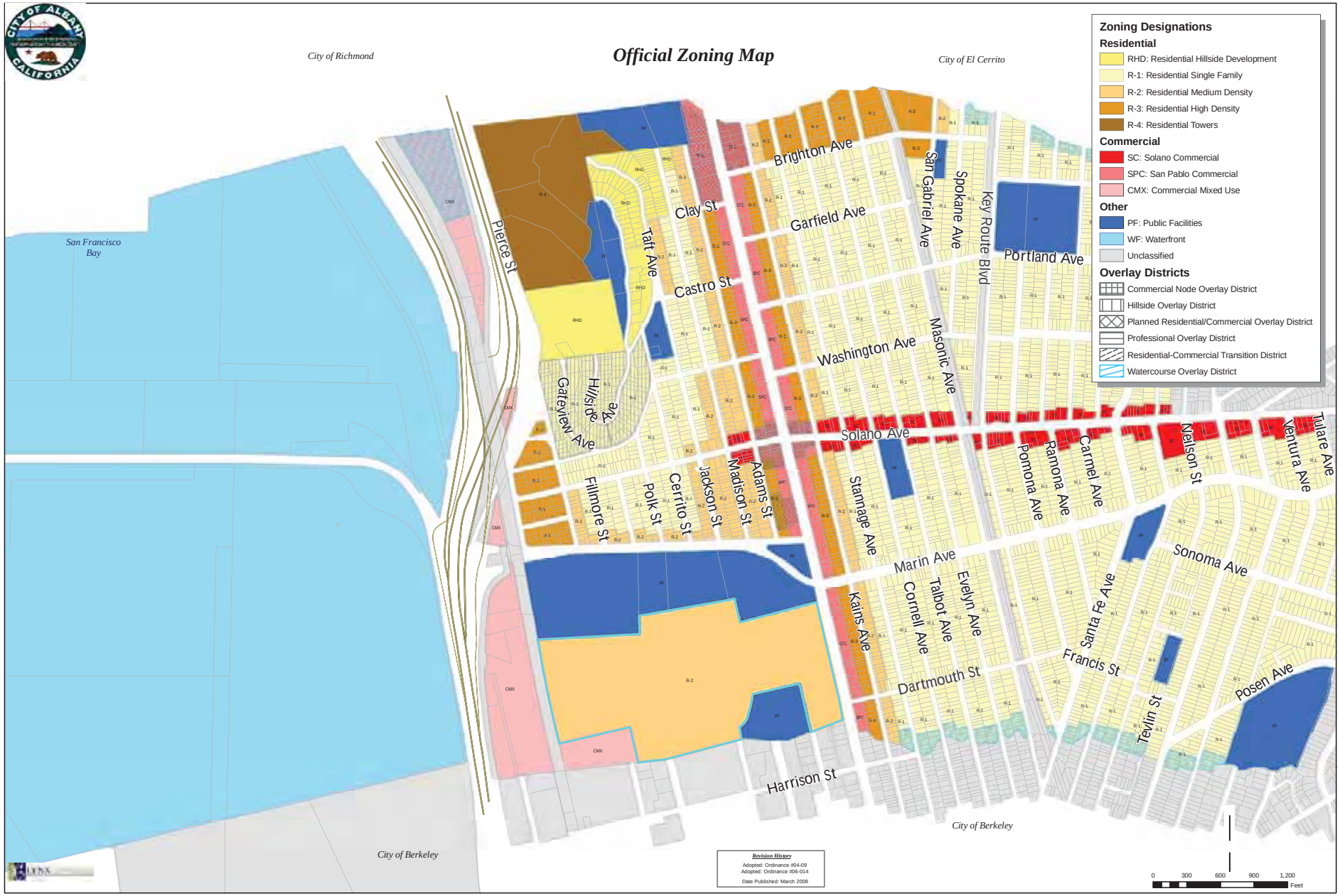
Albany is primarily comprised of residential neighborhoods that are well suited for walking and biking. Not only do nearly all streets in the City have sidewalks on both sides of the road, most streets are designated as local roadways in the Albany *General Plan Circulation Element*. Local streets are designed to accommodate low traffic volumes at slower speeds, making the streets more accommodating to pedestrians, bicyclists, and surrounding residences. The *Traffic Management Plan* was the first major City-wide planning study to identify, define, and prioritize goals for ensuring residential streets in Albany maintained their small town ambiance and were friendly streets for walking and biking.

Historically, Albany has established and interconnected neighborhood commercial corridors, schools, and parks. However, the four primary quadrants of the City have been more or less separated by the San Pablo Avenue and Buchanan Street/Marin Avenue corridors, plus the Albany Bulb coastal area. The three quadrants to the north of Buchanan Street or east of San Pablo Avenue are primarily residential. The quadrant to the east of San Pablo Avenue and north of Marin Avenue is generally flat and contains the Solano Avenue neighborhood commercial district, as well as the City's high schools and middle school. The quadrant to the north of Buchanan Street and west of San Pablo Avenue is mostly residential and is home to the Albany Hill, a large natural earthen mound with many informal walking trails. The southwestern quadrant, south of Buchanan Street and west of San Pablo Avenue, is occupied almost exclusively by institutional uses, including the United States Department of Agriculture Western Regional Research complex, Ocean View Elementary School, and Albany Village, a University of California-Berkeley graduate student housing complex. The Albany Bulb and Golden Gate Fields are west of I-80/I-580, making Albany's Bay-front land prime for recreational uses.

Approximately 55 percent of the City's housing units are single family, approximately 23 percent are two to 10 unit apartment and condo buildings, and approximately 22 percent are buildings with over 10 housing units (Census 2000). The main neighborhood commercial corridors are Solano Avenue and San Pablo Avenue. A regional-serving shopping center (i.e., Target) is located south of the Buchanan Street/I-80 interchange. Most residents are employed outside of the City, though the USDA Research facility is a major employer.

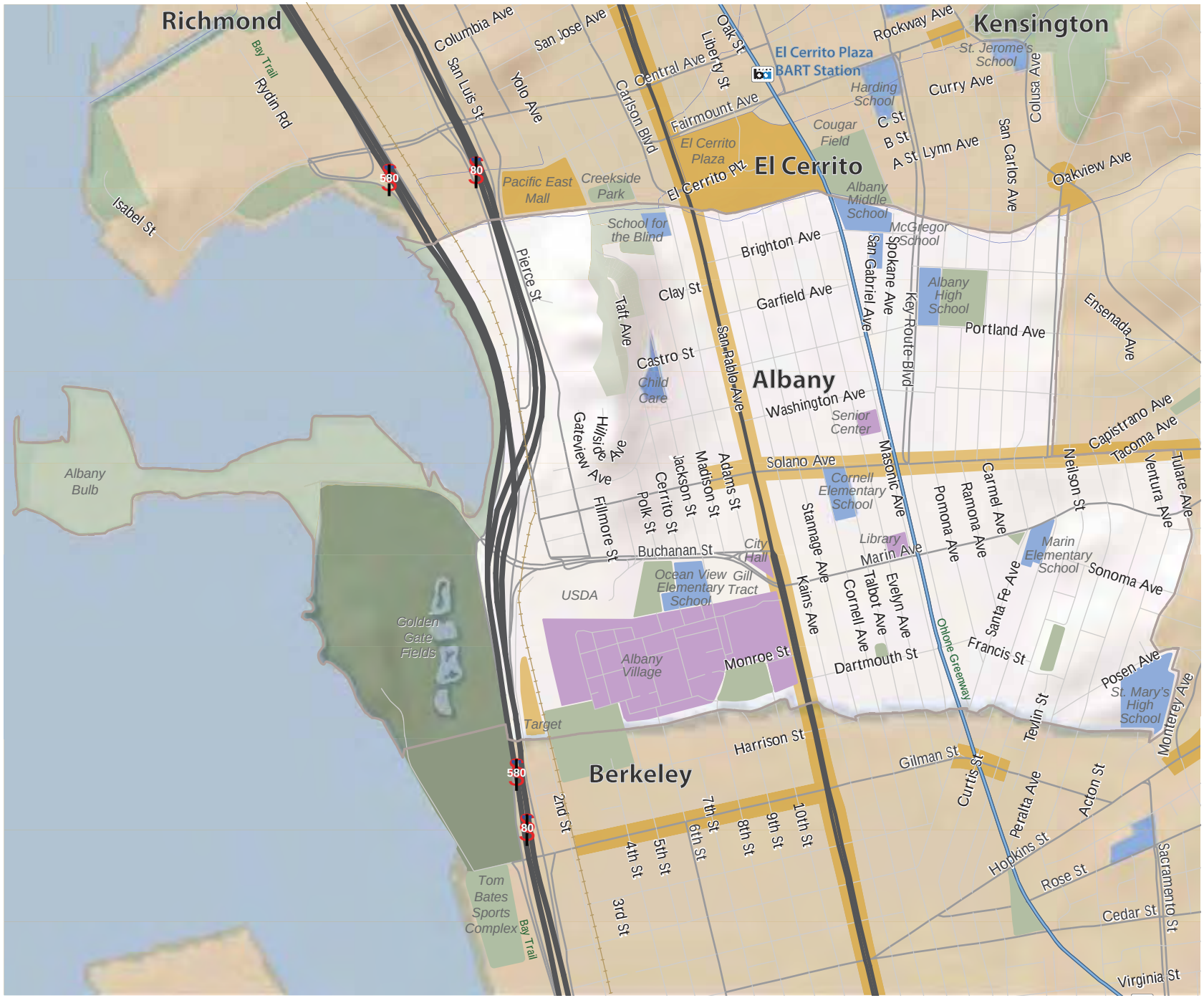
Recent improvements on Solano Avenue west of Masonic Avenue and east of San Pablo Avenue have introduced walking-friendly design features, including widened sidewalks, street trees, benches, decorative street lights, and curb extensions at pedestrian crossings. Although it has an established streetscape plan, San Pablo Avenue has not had such improvements and remains an automobile-dominated environment.

Figure 3-1: Albany Land Use by Zoning Designation



Albany

Figure 3-2: Key Destinations and Attractions in Albany



Albany

- Albany City Limits
- BART Station
- BART Line
- Schools
- Points of Interest
- Commercial District
- Parks
- Racetrack

0 0.1 0.2 Miles 0.4

N

50

10 Acres

FEHR & PEERS

In addition to the commercial corridors, schools are a primary walking and bicycling destination for Albany residents. Indeed, the real estate market in the City has been able to keep its value in part because of the quality of the school district, which remains one of the main attractors for families with young children. The City of Albany, in conjunction with the school district and parent groups, has made a commitment to safe access to the City's schools through the State Safe Routes to School (SR2S) program. The Albany Unified School District operates neighborhood schools that serve the entire City. The following schools are located within Albany:

- Albany Children's Center (Preschool)
- Cornell School (K-5)
- Marin School (K-5)
- Ocean View School (K-5)
- Albany Middle School (6-8)
- MacGregor High School (9-12)
- Albany High School (9-12)
- St. Mary's College High School (Private 9-12)
- Tilden Preparatory School (Private 6-12)
- Bright Star Montessori School (Preschool)

Image 3-2. Walking School Bus (Source: Ken McCroskey, 2010)

Based on recent household surveys, 31 percent of the respondents walk less than five minutes to get to school. Twenty-three percent of respondents said that it took them between 25 and 30 minutes to walk to school. The Albany Safe Routes to School effort organizes walking school buses from the different neighborhoods to the three elementary schools. Some of these buses may take up to 25 minutes to reach their respective school.

TABLE 3.1 – POPULATION AGE GROUPS

Age Group	San Francisco	Alameda County	Oakland	City of Berkeley	City of Albany
< 18 years old	16%	26%	25%	22%	25%
20 – 64 years old	70%	63%	64%	67%	65%
65+ years old	14%	11%	11%	11%	10%
Total	100%	100%	100%	100%	100%

Source: US Census American Community Survey 2005-2009

Most recently, the City received a state SR2S grants for the design and construction of walking and safety improvements around Ocean View and Marin elementary schools. In addition, the grants include an educational component that funds activities and events to encourage safe bicycling/walking to school and training to organize walking school buses. Currently, the three elementary schools in Albany have implemented a Safe Routes to School Program and a Walk/Bicycle to School Day, which is the first Wednesday of every month when the program celebrates the children who walk, bicycle, or scooter to school. The City has partnered with the local advocacy group, TransForm, for the implementation of the educational component of the grant.

Despite being located in a dense, urban region of the East Bay, Albany also has a number of recreational trails. Perhaps the most used, the Ohlone Greenway, a linear park running along the BART tracks and Masonic Avenue, runs through Albany and into the neighboring Cities of Berkeley and El Cerrito. The Ohlone Greenway is the primary regional recreational bicycling corridor. Recreational trails and paths are also present along the Cerrito Creek and Codornices Creek. The Albany Hill has several informal trails that connect with local streets at its base. The City helps maintain the Ohlone Greenway; however, the majority of improvements associated with creekside paths and trails on the Albany Hill have occurred due to local advocacy and volunteer groups, such as the Friends of Five Creeks.

Existing and Potential Non-Motorized Travel in Albany

Knowing how many people walk or bicycle, and for what purposes, can help Albany develop effective projects and programs to better serve residents and resident-employees. A common term used in describing demand for non-motorized facilities is "mode split." Mode split refers to the form of transportation a person chooses to take, such as walking, bicycling, public transit, or driving, and is often used in evaluating commuter alternatives, where the objective is to increase the percentage of people selecting an alternative means of transportation to the single-occupant (or drive-alone) automobile. **Table 3-1** presents 2000 Census data for the journey-to-work mode split for the City of Albany, compared to the United States, California, Alameda County, and the neighboring City of Berkeley. While driving is the predominant means of commuting in Albany, the proportion is much lower when compared to county, state, and national levels. Some of the City of Albany mode split, such as carpool, and transit usage mirror those of the City of Berkeley's. More people are walking to work in Berkeley, but that is likely a result of the UC-Berkeley Campus being a major employer in the City.

TABLE 3.2 – EXISTING JOURNEY TO WORK

Mode	United States	California	Alameda County	City of Berkeley	City of Albany
Drive Alone	76%	73%	67%	42%	53%
Carpool	11%	12%	11%	7%	9%
Transit	5%	5%	11%	18%	22%
Bicycle	<1%	1%	2%	8%	6%
Walk	3%	3%	4%	17%	5%
Other	5%	6%	6%	8%	5%
Total	100%	100%	100%	100%	100%

Source: US Census American Community Survey 2005-2009

As shown in **Table 3-1**, bicycling and walking trips represent 11 percent of home-based work trips in Albany. Journey-to-work mode share is not always an accurate indicator of overall walking or bicycling activity, since commute trips only represent a portion of all trips taken by residents. Residents also take walking trips when traveling between their home and transit, or between their vehicle and transit. Additionally, the journey-to-work data does not represent the trips Albany residents take to go shopping, to school, or to social activities. This should not be misinterpreted as the non-motorized mode share of all trips for

several reasons, including trips to school, shopping, and recreation. For a more detailed description of total non-motorized activity, see Appendix D.

The Federal Highway Administration and U.S. Department of Transportation released in May 2010 the *National Bicycle & Walking Study: 15 Year Status Report*. The agencies found that between the initial report in 1995 and household survey data collected in 2009, bicycling activity had increased in general, though not to the goal of doubling walking and biking trips that was set in 1995. Interestingly, though only one percent of respondents in the 2009 National Households Transportation Survey said that they made everyday trips by bicycle, 12 percent said that they had ridden a bicycle in the past week.

Future walking and bicycling trips will depend on a number of factors such as the availability of well-connected facilities, appropriate education and promotion programs designed to encourage walking and bicycling, and location, density, and type of future land development. Cities with thoughtful bicycling and walking plans and meaningful implementation programs have found high levels of correlation between bicycling facilities and number of bicyclists. Three cities with such plans – Portland, San Francisco, and Seattle – found that the number of bicyclists on a bicycling corridor after it was improved was double or triple the before count. The City of Davis, California, which has aggressively implemented bicycling infrastructure, has a bicycle-to-work mode share of 16 percent. More generally, the 2010 *National Bicycle & Walking Study: 15 Year Status Report* found correlation between funding for bicycling and walking projects and the number of walking and bicycling trips (See Appendix D).

With appropriate bicycling and walking facilities in place and implementation of employer trip reduction programs, the number of people walking or biking to work, school, or to shop could increase above its current rate. By implementing the recommendations in this plan, Albany could potentially double the number of daily trips done on foot or on bicycle, especially if this plan's goals, policies and recommendations are directed at people who would mostly likely switch to walking or biking, including workers who work within five miles of Albany, school children, and transit riders. However, as implied earlier, projecting and estimating how many people walk or bicycle is difficult, at best, especially without a citywide bicyclist and walking count program or a citywide household travel survey. If Albany can achieve success similar to other Cities and national goals, as shown in **Table 3.3**, the walk and bicycle travel mode shares could increase dramatically and be a significant portion – up to 22 percent – of all trips taken.

TABLE 3.3 – ALBANY TRAVEL MODE SHARES – EXISTING AND 2020

Mode	City of Albany – Today	City of Albany – 2020
Drive	62%	51%
Transit	22%	22%
Bicycle	6%	12%
Walk	5%	10%
Other	5%	5%
Total	100%	100%

Source: Fehr & Peers, 2011

3-2 TYPES OF BICYCLING FACILITIES

Bicycling facilities include three distinct types of facilities, as defined by Caltrans, and shown in **Figure 3-3**:

- Class I shared-use paths, such as the Ohlone Greenway
- Class II bicycling lanes, such as on Marin Avenue
- Class III bicycling routes

Bikeway planning and design in California typically relies on the guidelines and design standards established by Caltrans as documented in "Chapter 1000: Bikeway Planning and Design" of the *Highway Design Manual* (5th Edition, California Department of Transportation, January 2001). Chapter 1000 follows standards developed by the American Association of State Highway and Transportation Officials (AASHTO) and the Federal Highway Administration (FHWA), and identifies specific design standards for various conditions and bikeway-to-roadway relationships. Caltrans standards provide for three distinct types of bicycling facilities, as generally described in **Table 3.4**.

TABLE 3.4 – BICYCLING FACILITY TYPES

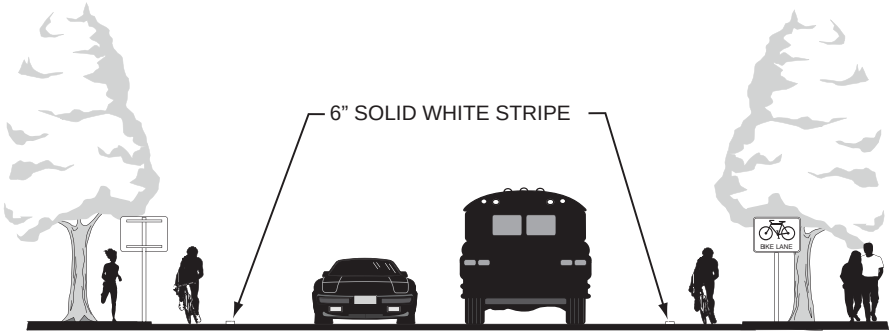
Class I: Shared-Use Path
These facilities provide a completely separate right-of-way and are designated for the exclusive use of bicyclists and pedestrians with vehicles cross-flow minimized.
Class II: Bicycling Lane
Bicycling lanes provide a restricted right-of-way and are designated for the use of bicyclists with a striped lane on a street or highway. Bicycling lanes are generally five feet wide. Vehicle parking and vehicle/pedestrian cross-flow are permitted.
Class III: Bicycling Route
Bicycling routes provide a right-of-way designated by signs or pavement markings for shared use with pedestrians or motor vehicles. While a basic Class III route may simply have signs and markings, a **Bicycling Boulevard** is a special type of shared route that optimizes bicycle travel. Bicycling boulevards can have a variety of traffic calming elements to improve safety and comfort for bicyclists.

Source: Caltrans, 2001

Figure 3-3: Bikeway Facility Types

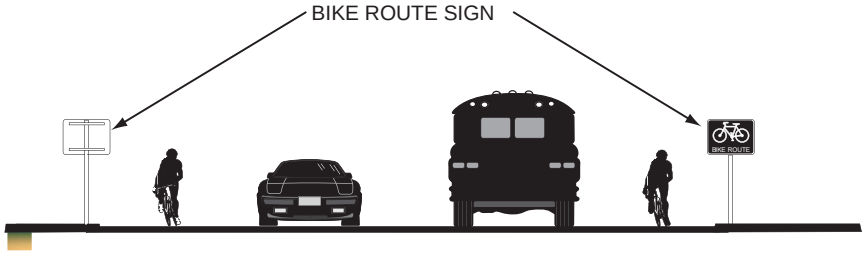
CLASS I BIKEWAY (Bike Path)

Provides a completely separated right-of-way for the exclusive use of bicycles and pedestrians with crossflow minimized.



CLASS II BIKEWAY (Bike Lane)

Provides a striped lane for one-way bike travel on a street or highway.



CLASS III BIKEWAY (Bike Route)

Provides for shared use with pedestrian or motor vehicle traffic.

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3-3 EXISTING BICYCLING FACILITIES

Albany has a grid-based network of streets that provide excellent opportunities to develop a bikeway system. An inventory was completed of existing multi-use paths and on-street bicycling facilities based on the City's data files, project documents provided by City staff, information from the Albany Traffic Safety Advisory Committee and general public, and extensive field visits. The City currently has approximately 3.2 miles of Class I multi-use paths; 0.8 miles of Class II bicycling lanes, and 1.25 miles of Class III bicycling routes.

The Existing Bikeway Network map (**Figure 3-4**) shows locations for all existing bikeways. The previous Bicycle Master Plan proposed a complete network of approximately 12.6 miles of Class I, II, and III bikeways; thus the City has completed approximately 25 percent of the planned network to date. The *Climate Action Plan* set the goal that Albany should have a 15 percent bicycling and walking combined journey-to-work mode share by 2020, with 50 percent bicycling network implementation by 2015 and 90 percent bicycling network implementation by 2020.

Shared-use Path Facilities (Off-Street)

Albany's trails provide important bicycling and walking connections between other cities in the East Bay, as well as the neighborhoods and the waterfront.

San Francisco Bay Trail: When completed, the San Francisco Bay Trail will provide a 500-mile multi-use route for bicyclists and pedestrians around the San Francisco and San Pablo bays. In 2010, approximately half of the planned two mile segment of the Bay Trail in Albany had been built, with the second half in planning stages. The segment of the Bay Trail north of Buchanan Street, along I-580 has been constructed, while the portion of the Trail through Golden Gate Fields to Berkeley is currently being planned for and designed.

TABLE 3.5 – EXISTING CLASS I SHARED-USE PATHS

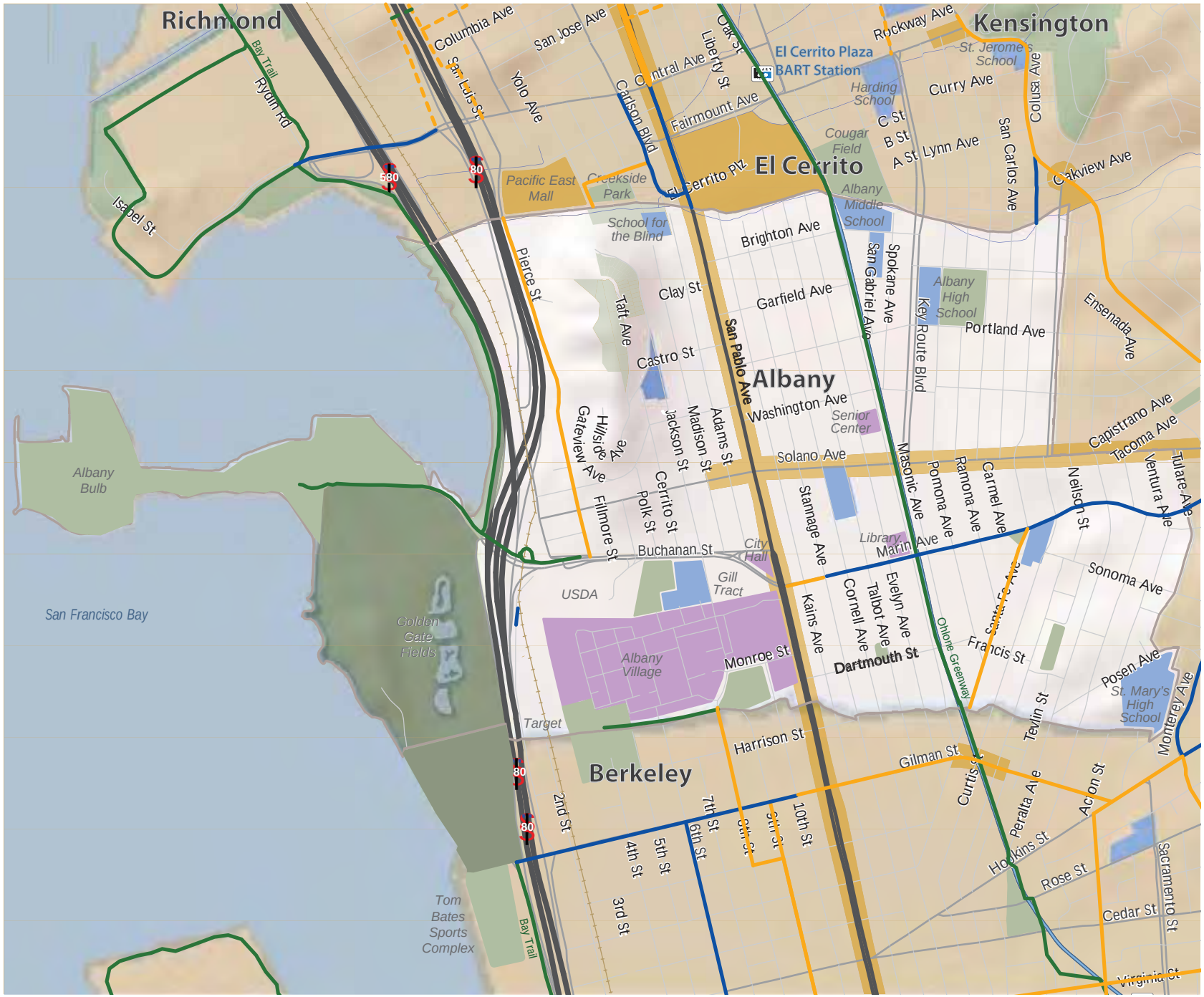
Path	From	To	Class	Length (miles)
Bay Trail	North City Limit	Buchanan Street	I	0.7
Bay Trail	Buchanan Connector		I	0.25
Bay Trail	Freeway	Albany Bulb	I	1.0
Ohlone Greenway	El Cerrito	Berkeley	I	1.25
Codornices Creek Path	4th Street	10th Street	I	0.3
			Total	3.5

Ohlone Greenway: The Ohlone Greenway is a regional linear shared use path running from Richmond in the north to Berkeley in the south. The 1.25-mile portion of the trail in Albany is complete. The Ohlone Greenway is an important regional bikeway for both commuters and recreational bicyclists. During BART's required seismic retrofit upgrades, the Greenway will be improved.

Creek Trails: The Friends of Five Creeks helps maintain minor paths along the Codornices Creek and Cerrito Creek. These paths are recreational and serve nearby park areas; however, they are unimproved and would not be considered Class I facilities.

Albany

Figure 3-4 Existing Bicycle Network



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Bicycling Lanes and Routes (On-street)

Albany's on-street bicycling facilities are limited to only a few streets. **Table 3.6** provides a list of existing on-street bicycling facilities.

TABLE 3.6 – EXISTING CLASS II AND CLASS III BICYCLING FACILITIES

Street	From	To	Class	Length (miles)
Marin Avenue	Cornell Avenue	Tulare Avenue	II	1.5
Marin Avenue	San Pablo Avenue	Cornell Avenue	III	0.15
Pierce Street	Buchanan Street	Cerrito Creek	III	0.75
Santa Fe Avenue	Berkeley City Limit / Masonic Avenue	Marin Avenue	III	0.50
			Total	2.9

Image 3-4. Marin Avenue Bicycling Lanes (source: M. Ridgway, 2010)

Image 3-5. Bicycle Parking in Albany (Source: M. Ridgway, 2010)

Existing Bicycle Parking

Although a limited number of on-street facilities and shared-use paths have been constructed in the City, Albany has recently made a substantial effort to improve bicycle parking at commercial, recreational, and civic facilities. In 2010 the City completed a bicycle parking inventory and found that it had bicycle racks throughout the City that could hold over 600 bicycles. Bicycle parking locations are shown in **Figure 3-5**, and the total number of bicycle parking spaces is summarized in **Tables 3.7** and **3.8**.

TABLE 3.7 – EXISTING ON-STREET BICYCLE PARKING FACILITIES

Site	Blocks	From	To	Approximate Number of Bicycle Parking Spaces
San Pablo Avenue	500 – 599	Brighton Avenue	Garfield Avenue	14
	600 – 699	Garfield Avenue	Portland Avenue	4
	700 – 799	Portland Avenue	Washington Avenue	6
	800 – 899	Washington Avenue	Solano Avenue	9
	900 – 999	Solano Avenue	Buchanan Street	8
	1000 – 1099	Buchanan Street	Dartmouth Street	12
Solano Avenue	1100 – 1199	San Pablo Avenue	Cornell Avenue	26
	1200 – 1299	Cornell Avenue	Key Route Boulevard	41
	1300 – 1399	Key Route Boulevard	San Carlos Avenue	25
	1400 – 1499	San Carlos Avenue	Curtis Street	23
	1500 – 1599	Curtis Street	Tacoma Avenue	32
			Total	**200**

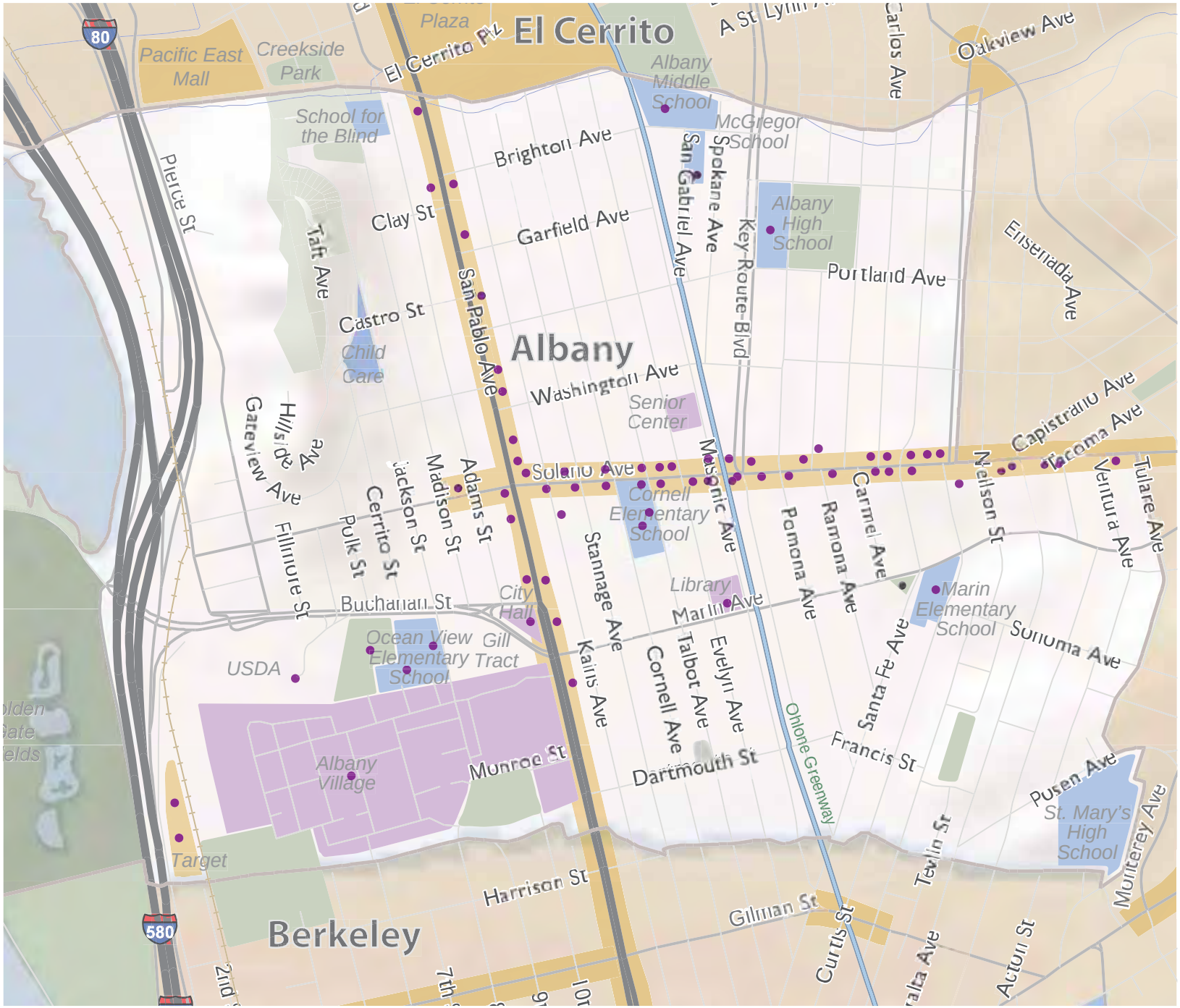
Source: City of Albany, 2010; Bicycle Solutions, 2011.

TABLE 3.8 – EXISTING OFF-STREET BICYCLE PARKING FACILITIES

Site	Location	Approximate Number of Bicycle Parking Spaces
Albany Library / Community Center	Front and Rear Doors	9
Bright Star Montessori School	1370 Marin Avenue	24
Albany High School	Interior Plaza	63
MacGregor High School	Front of Building and Inner Courtyard	13
Albany Middle School	North Driveway Bicycle Cage	77
Cornell Elementary School	Talbot Avenue / Cornell Avenue	70
Marin Elementary School	Inside Fence	38
Ocean View Elementary	Jackson Street	42
Ocean View Park	East Side	5
City Hall / Police / Fire Department	East Door and West Driveway	8
University Village	Housing Clusters	16
	Community Center	13
	ECEP Child Care Playground and Building	3
Target	Eastshore Frontage Road	10
PetSmart	Eastshore Frontage Road	5
USDA Research Center	Buchanan Street	23
	Total	**419**

Source: City of Albany, 2010; Bicycle Solutions, 2011.

Figure 3-5: Existing Bike Rack Locations



Albany

- Bicycle Rack Locations

* Source: City of Albany, Bicycle Solutions 2011

0 0.1 0.2 Miles 0.4

N

50

10 Acres

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Bikeway Improvements Currently or Previously Under Consideration

The previous Albany *Bicycle Master Plan* identified eight priority bicycling facility improvements. Since that Plan, only three of the proposed projects have been constructed, including the Marin Avenue road diet, improved lighting along the Ohlone Greenway, and improvements to the Ohlone Greenway crossings. The other projects, summarized in **Table 3.9**, were not implemented due to various reasons, including lack of funding or conflicts with more recent projects.

TABLE 3.9 – STATUS OF PREVIOUS BICYCLE PLAN PROJECTS (PRIORITIZED PROJECTS)

Priority	Project	Status
1	Marin Avenue Enhancements (Road Diet)	Complete
	Buchanan Street Bicycling Lanes (Bikeway)	In Progress
	Bicycle Detectors at Marin/San Pablo	Revised Plan – Buchanan Bikeway
2	Lighting Ohlone Greenway	Complete
	Bicycle Detectors along Masonic at Solano and Marin	Not Complete
	Masonic Intersection Improvements at Brighton, Portland, Washington	Complete
3	Jackson/Adams Cross-town Bikeway	Not Complete
4	Santa Fe Class II Lanes	Not Complete – Requires parking removal
	Bicycle Detectors on Santa Fe at Marin and Solano	Not Complete
5	Washington Street Class II Lanes	Not Complete
	San Pablo Avenue/Washington Street Improvements	Not Complete
6	Peralta Avenue Class II Lanes	Not Complete – Requires parking removal

TABLE 3.9 – STATUS OF PREVIOUS BICYCLE PLAN PROJECTS (PRIORITIZED PROJECTS)

Priority	Project	Status
	Bicycle Detectors at Marin	Not Complete
7	Cornell Avenue Class III Route	Not Complete
8	Pierce Street Class II Lanes	Revised Plan - A class I will be added along the 500 block and a new plan for a bicycling path through Caltrans surplus land has been proposed.
	Bicycle Detectors at Pierce/Buchanan Signal	Revised Plan – Buchanan Path
--	Ohlone Greenway Improvements (BART Retrofit Project)	In Planning Process
-	Codornices Creek Class I Path	Partially Complete between 5th Street and 6th Street. The segment from 6th to 8th was finalized in January, 2011
-	Dartmouth and Francis Class III Route	Not Complete
-	New Signal at Dartmouth/San Pablo	Under Consideration Pending Future Development
-	Cerrito Creek Class I Path	Partially Completed as a Walking-only Path between Kains and Talbot(in City of El Cerrito)
-	Eastshore Frontage Road Class II Lanes	Partially Complete North of Target
-	Bay Trail Class I Path	Pending action by East Bay Regional Park District (EBRPD)

Source: 1997 Bicycle Plan; Bicycle Solutions, 2010.

3-4 KEY ISSUES AND NEEDS ASSESSMENT

Despite making conscious efforts to enhance the walking and bicycling network, the City has a number of challenges to overcome. As described in Chapter 1, public outreach was conducted to identify the key public concerns in the City. The comments received reinforced several issues previously identified by the Traffic and Safety Commission and City staff. Comments could be summarized in one of the following three themes:

- Make walking and bicycling to key destinations, such as commercial districts and schools, easier and safer
- Identify solutions for bridging major barriers in the City, including I-80, major east-west arterials, and railroad tracks
- Develop a complete and integrated network that accommodates a range of bicycling skills

The following section discusses more specific elements of these issues to be addressed in the proposed facilities section and design guidelines.

Theme 1: Make walking and bicycling to key destinations, such as commercial districts and schools, easier, and safer

According to a survey conducted during development of the City's *Climate Action Plan*, most residents do not walk or bicycle when purchasing daily goods or services, even though 42 percent of households are located within ¼ mile of three or more traditional neighborhood services (e.g., grocery stores, post office, hardware stores, bars, restaurants, cafes, child care).

Image 3-6. Ohlone Greenway Tandem Riders

<u>Bay Trail and Ohlone Greenway</u>

- Several residents were concerned with access to the Bay Trail and safety along the Ohlone Greenway, particularly for children. The City is currently planning and has partial funding for bicycling and pedestrian improvements to the Buchanan Street access to the Bay Trail.
- Opportunities exist to improve the Ohlone Greenway to provide a north-south bicycling route for fast and slow bicyclists, including improving curb cuts, intersection crossings, wayfinding, and signage alerting motorist that a path crossing exists, as well as providing a parallel on-street bicycling route.

Safe Routes to School

- Albany's neighborhood schools make biking and walking to school a viable and attractive alternative to driving, and opportunities exist to improve safety around the schools, particularly by improving crossings and bicycling routes, and slowing speeds near schools.

Retail Areas

- The lack of a dedicated bicycling facility along Buchanan Street between Marin Avenue and the path at the I-80 interchange makes getting to the Target shopping strip difficult at best.
- Bicycle parking is in limited in supply in some areas and many bicycle racks have been installed oriented incorrectly. Both short-term and long-term bicycle parking are needed in key commercial areas, at large employment areas, transit hubs, schools, parks, and other community destinations.

Theme 2: Identify solutions for bridging major barriers in the City, including I-80, major east-west arterials, and railroad tracks

Although the City's neighborhoods are primarily clustered together in local street blocks, a few larger barriers make cross-town non-motorized trips difficult. In particular, residents have identified I-80/I-580, Buchanan Street, Marin Avenue, San Pablo Avenue, and the Union Pacific rail tracks as areas of concern.

Buchanan Street

- Buchanan Street is difficult to both cross and bypass. The City is currently working on a new pathway that would connect with the already constructed bicycling pathway at the Buchanan Interchange. The City was awarded a $1.7 million grant for constructing the planned bicycling improvements along the Marin Extension/Buchanan from San Pablo to the railroad overpass to the west.

Washington Avenue

- As a lower volume and lower speed roadway compared to Marin Avenue and Solano Avenue, Washington Avenue is a popular local cross-town bicycling route. At San Pablo Avenue, the Washington Avenue east and west legs of the intersection are off-set, which make crossing difficult for both pedestrians and bicyclists.

Image 3-7. Children Bicycling on Marin Avenue Sidewalk.

Image 3-8. Unidentified cyclist making left turn

Image 3-9. Washington Avenue Crossing at San Pablo Avenue (Source: Google StreetView)

Marin Avenue

- Many of the side streets crossing Marin Avenue are side-street stop controlled intersections. Without a signal, bicyclists and pedestrians, as well as vehicles, wishing to cross Marin Avenue often have to wait for a gap in traffic before proceeding through the intersection.

San Pablo Avenue

- At intersections without signals, bicyclists and pedestrians, as well as vehicles, wishing to cross San Pablo Avenue often have to wait for a gap in traffic before proceeding through the intersection.

I-80 and Rail Tracks

- The eastern residential portion of Albany is generally disconnected from the areas west of the rail tracks and freeway. Providing an additional crossing over or under these facilities, aside from Buchanan Street, Gilman Avenue, and Central Avenue, would require substantial investment in a new overcrossing or tunnel.

Bicycling Survey

The City of Albany developed an online survey to collect resident comments regarding bicycling in the City. The survey captures data about how residents use the bicycling network, as well as raw comments about specific issues. So far, the respondents overwhelmingly support improvements to Buchanan Street between San Pablo Avenue and the Bay Trail. Other responses show that,

- Bicyclists choose to ride on routes with the "calmest" streets, or streets with slower moving and lower volume traffic.
- The lack of network connectivity was perceived as the biggest concern with the existing bicycling network.
- Residential streets, followed by the Bay Trail and Ohlone Greenway, were the most preferred bicycling facilities. Santa Fe Avenue, Marin Avenue, and Solano Avenue were also popular. Bicyclists were likely to say that they use Key Route Boulevard, Masonic Avenue, and Jackson Street even though they felt that these were just adequate routes.
- Residents felt that bike racks were not conveniently located.

These responses were based on a limited sample size. The respondents included frequent male and female bike commuters.

Theme 3: Develop a complete and integrated network that accommodates a range of bicycling skills

A fundamental component of implementing any successful bicycling plan is providing projects and facilities that provide interconnected and alternative routes for bicyclists of different capabilities. For example, commuter bicyclists are typically more confident, defensive, and faster than children or less frequent riders. Thus, these types of bicyclists require a different type of facility than a child riding to school or an occasional bicyclist who rides on the weekends. Having different types of facilities also requires providing education on how different facilities should operate so that bicyclists, as well as drivers, understand what is expected to maintain a safe facility.

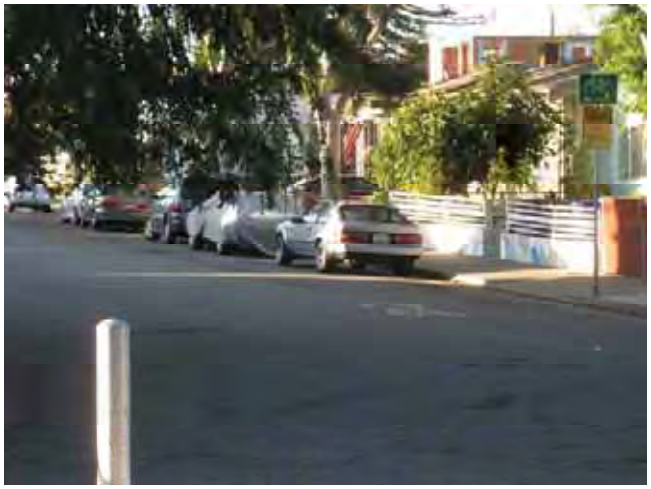


Image 3-10. Marked and Signed Bicycling Route

Intersections

- Oftentimes, bicyclists must wait through lengthy signal cycles or risk proceeding through intersections against the light. At uncontrolled intersections, bicyclists must wait for gaps in traffic before proceeding.

- Bicycling-specific detectors or bicycling-specific signals should be considered at intersections along the bicycling network and stencils should be used to inform bicyclists where to position their bicycles in order to actuate the signal.

Bicycling Boulevards

- Most of the local street grid in Albany provides opportunities for bicycle travel within neighborhoods.

- Slower speed and lower traffic volume streets are ideal for less experienced bicyclists who do not feel as comfortable riding on higher speed roads, like Marin Avenue. Multiple opportunities exist for bicycling boulevards and other facilities that give priority to bicyclists and pedestrians.

Marin Avenue Bicycling Route

- Several commenters were concerned with the bicycling lane on Marin Avenue and suggested that the Plan address alternative east-west routes through the City, so that those who are not comfortable riding with higher-speed or high-volume traffic roadways have other opportunities. The potential parallel routes to Marin Avenue include Solano Avenue, Washington Avenue, Dartmouth Street, and Sonoma Avenue.

Other Comment Concerns

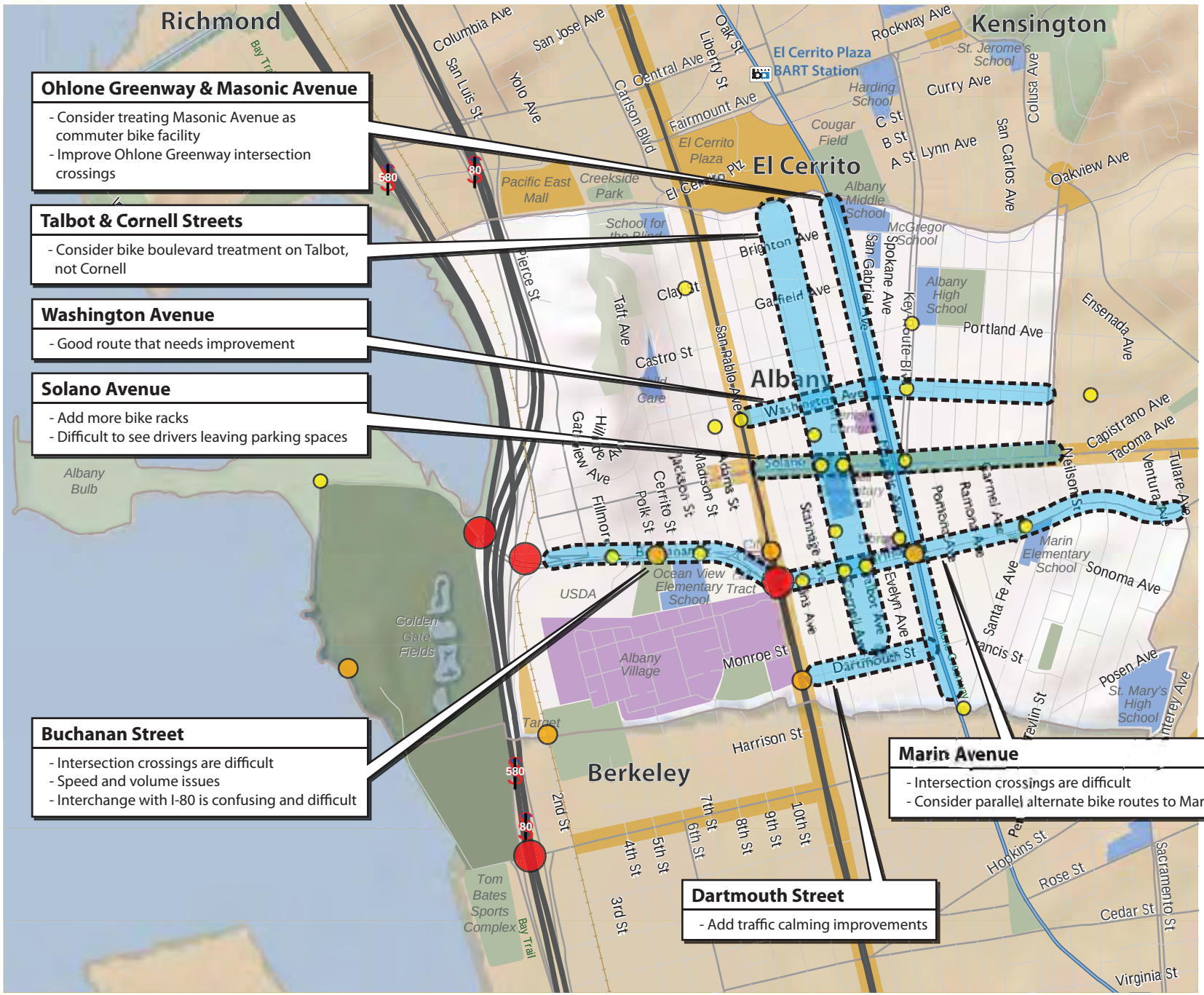
During the development of the Plan, Albany residents were asked to identify areas of the City that they would like to walk and areas of the City where walking was challenging. Obstacles to walking contribute to individual decisions and attitudes about walking. Identifying the most common obstacles will help devise appropriate measures that can be taken. The most common barriers and obstacles identified included:

- Uncontrolled crosswalk locations (without stop signs or traffic signals controlling the crosswalk) on San Pablo Avenue and Marin Avenue are difficult to cross due to heavy vehicle traffic, long crossing distances, and drivers not yielding to pedestrians.
- Perceived high vehicle speeds on Jackson Street, Washington Street, San Pablo Avenue, Dartmouth Street, Marin Avenue, Clay Street, Castro Street, and Adams Street make walking at best undesirable and at worst unsafe.
- Walking to key destinations can be difficult, particularly those wanting to walk along or cross Buchanan Street to access Target or cross Marin Avenue or San Pablo Avenue to access the Solano Avenue commercial corridor.
- Hiking and walking trails on Albany Hill would be desirable if safer and more accessible routes to the Hill existed.
- The signalized intersections of Marin Avenue/San Pablo Avenue, Washington Street/San Pablo Avenue, and Marin Avenue/Santa Fe Avenue are difficult to cross even with pedestrian signals.
- Traffic calming measures directed at addressing traffic that diverts from San Pablo Avenue at peak times of day would be desirable.
- Vehicles frequently intrude into the crosswalk to make right turns during red lights.
- General improvements, including sidewalk maintenance, curb ramps, and curb extensions, would make walking easier.
- Some residents park their vehicles on the sidewalk, which makes pedestrians enter the street.

Many residents felt strongly that sidewalk maintenance was a critical issue affecting the city. Property owners are legally responsible for maintaining their stretch of sidewalk, as outlined in the city's municipal code 14-1.3. In part, it says, "No person shall cause to be placed or place upon any public street, sidewalk or way anything which shall obstruct or prevent the use of such streets or sidewalk for travel by the public...." THE Municipal Code 14-1.4 goes on to state that property owners are responsible for maintaining their vegetation to keep streets and sidewalks clear for public use. To report a sidewalk problem or inquire about the city's cost-sharing tree-damage program, contact the Community Development Department at 510-528-5760.

Albany

Figure 3-6: Barriers to Cycling



Albany

Number of Bike Comments Received by Location

- 1
- 2
- >4

Note: See Appendix "X" for a complete comment list.

- Class I Bike Path
- Class II Bike Lane
- Class III Bike Route
- Proposed Class I Bike Path*
- Proposed Class II Bike Lane*
- Proposed Class III Bike Route*
- Proposed Bike Boulevard*
- Albany City Limits
- BART Station
- BART Line
- Schools
- Points of Interest
- Commercial District
- Parks
- Racetrack

* From 2006 Albany Bike Master Plan

0 0.1 0.2 Miles 0.4

N

50

10 Acres

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Figure 3-7: Barriers to Walking

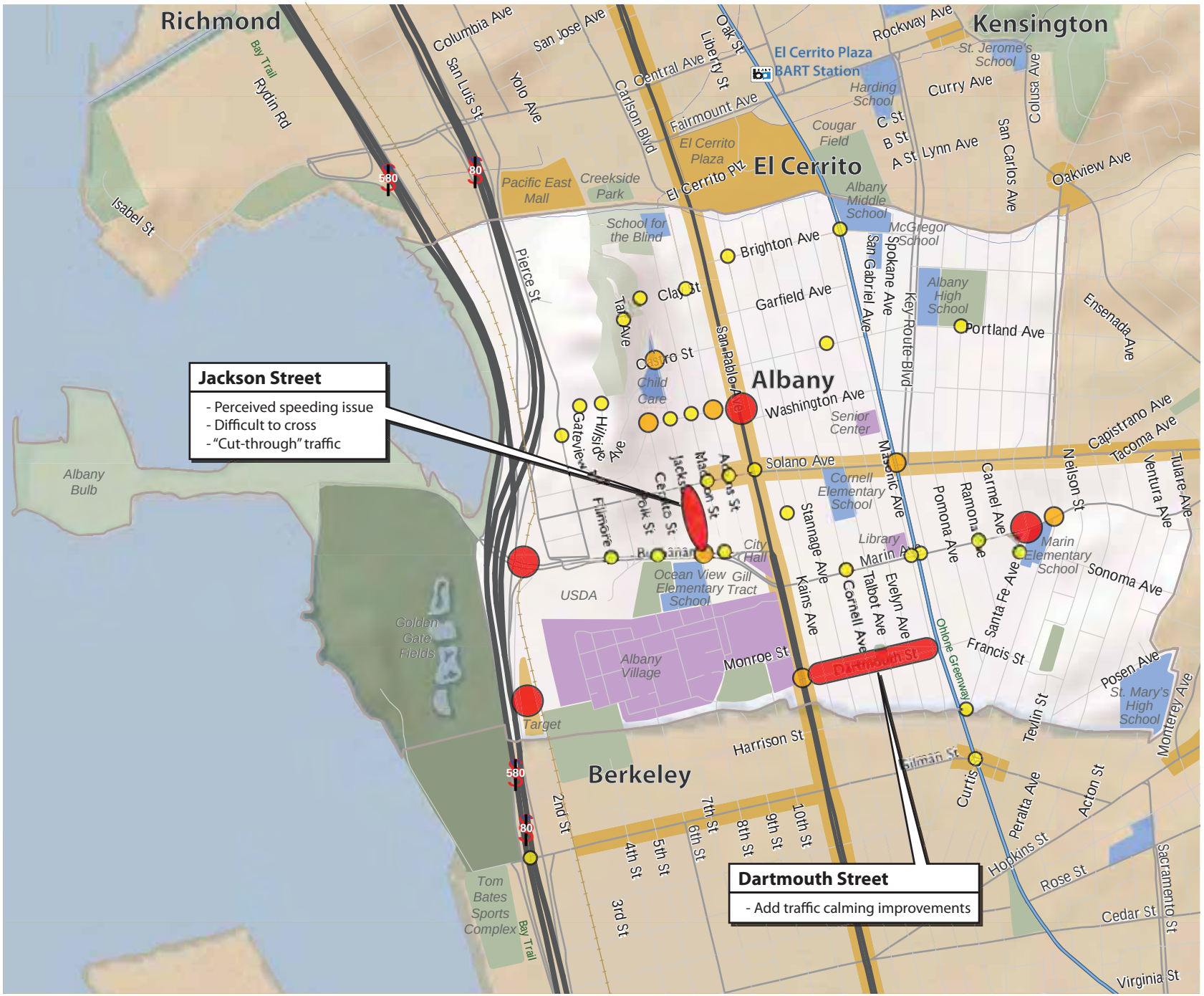

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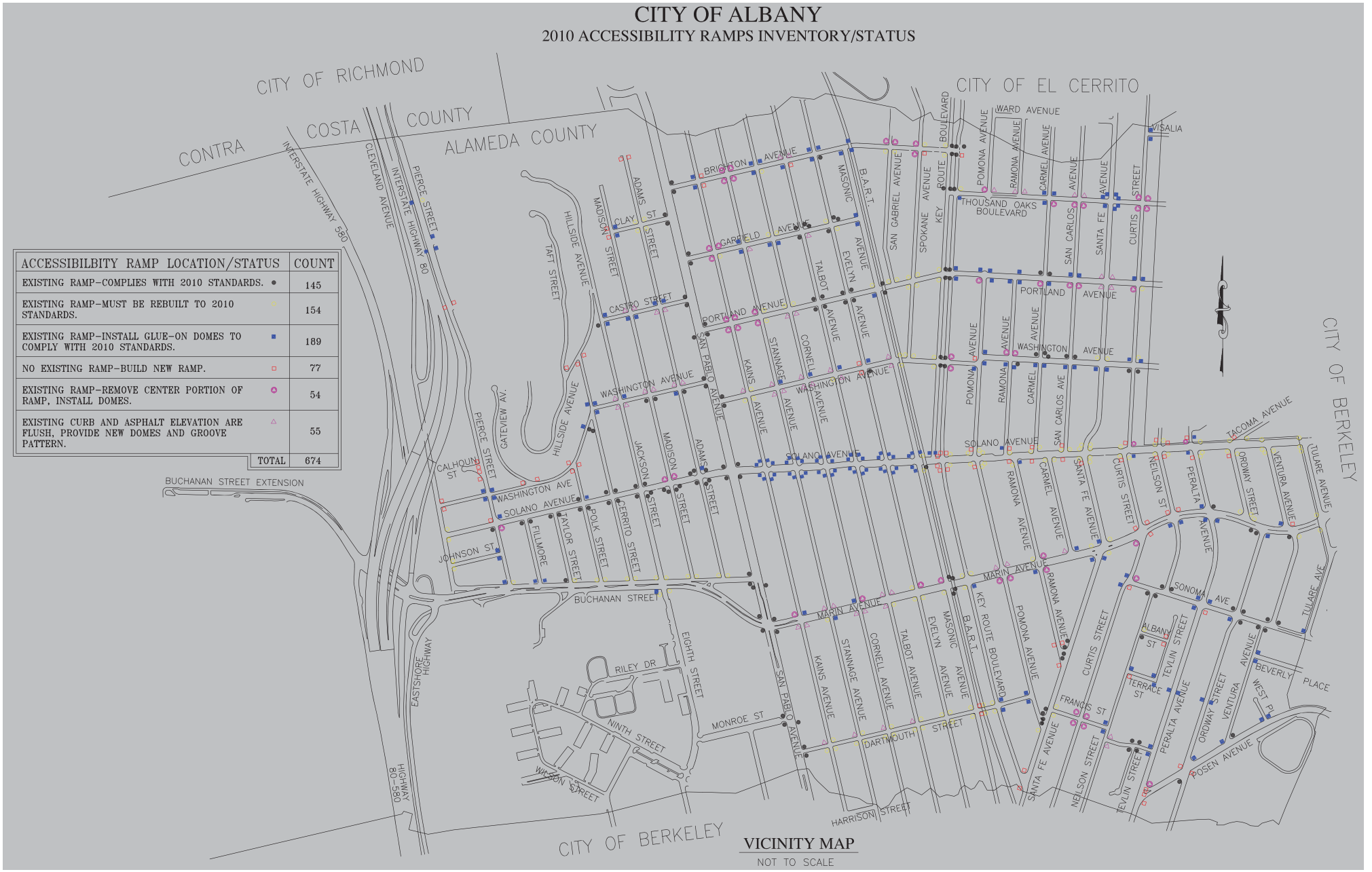
Figure 3-8: Status of Curb Ramp Upgrades



3-5 COLLISION REPORTS

While traffic collisions can affect anyone, they have a disproportionate impact on pedestrians and bicyclists, the most vulnerable users on the road. Data on collisions and a brief analysis of collision reports maintained by the Statewide Integrated Traffic Records System (SWITRS) can show some generalized trends in vehicle-bicyclist and vehicle-pedestrian collisions in the City and help planners and decision-makers identify specific locations and support programs. **Figure 3-9** and **Figure 3-10** identifies the locations of bicycling- or pedestrian-involved collision reports between 2000 and 2009. **Figure 3-11** identifies the locations of all reported collisions in Albany.

The collision reports identify crash locations; however, many factors that influence collision rates are not location-specific, such as time of day, weather conditions, degree of sobriety, and age of parties involved. Furthermore, many pedestrian and bicyclist-involved collisions might involve stationary objects, and these types of collisions do not typically get recorded in the SWITRS database. Collision on off-street trails and shared-use paths often go unreported as well. Therefore, a small number of data points may not indicate much about a specific location. While the collision locations identified in this section help identify "hotspots," they should not be assumed to be the most hazardous or risky locations. For a more meaningful evaluation, the data would need to be adjusted for the number of pedestrian or bicyclists to account for "exposure." At best, a group of data points at a single location reveals that there is a tendency for collisions to occur relative to the number of pedestrians or bicyclists in the area. For example, Solano Avenue has more pedestrian and bicyclist-involved collision reports than other areas of the City, but it is a primary shopping and walking district with greater numbers of walkers and bicyclists than the more residential areas of the city. Absent a complete database of pedestrian and bicyclist volumes, there is no reliable way to adjust for exposure and relative safety. Thus, the data in the following section is presented for informational purposes only, and does not necessarily identify a certain location as unsafe.

Collision data includes the roadway where the incident occurred. "Corridors" can be used to target collision reduction programs. **Table 3.10** summarizes the ten street segments that were reported most frequently in the 2001 to 2009 bicyclist-involved collision data.

TABLE 3.10 – TOP TEN BICYCLIST-INVOLVED COLLISION LOCATIONS BY CORRIDOR – 2001 TO 2009

Street	Collisions Reported	Street	Collisions Reported
San Pablo Avenue	18	Portland Avenue	5
Solano Avenue	17	Pierce Street Key Route Boulevard Kains Avenue Curtis Street Cornell Avenue Castro Street	4 along each
Marin Avenue	12		
Buchanan Street	10		
Washington Avenue	8		
Brighton Avenue	7		
Masonic Avenue	6		

Source: SWITRS, 2010; Bicycle Solutions, 2010

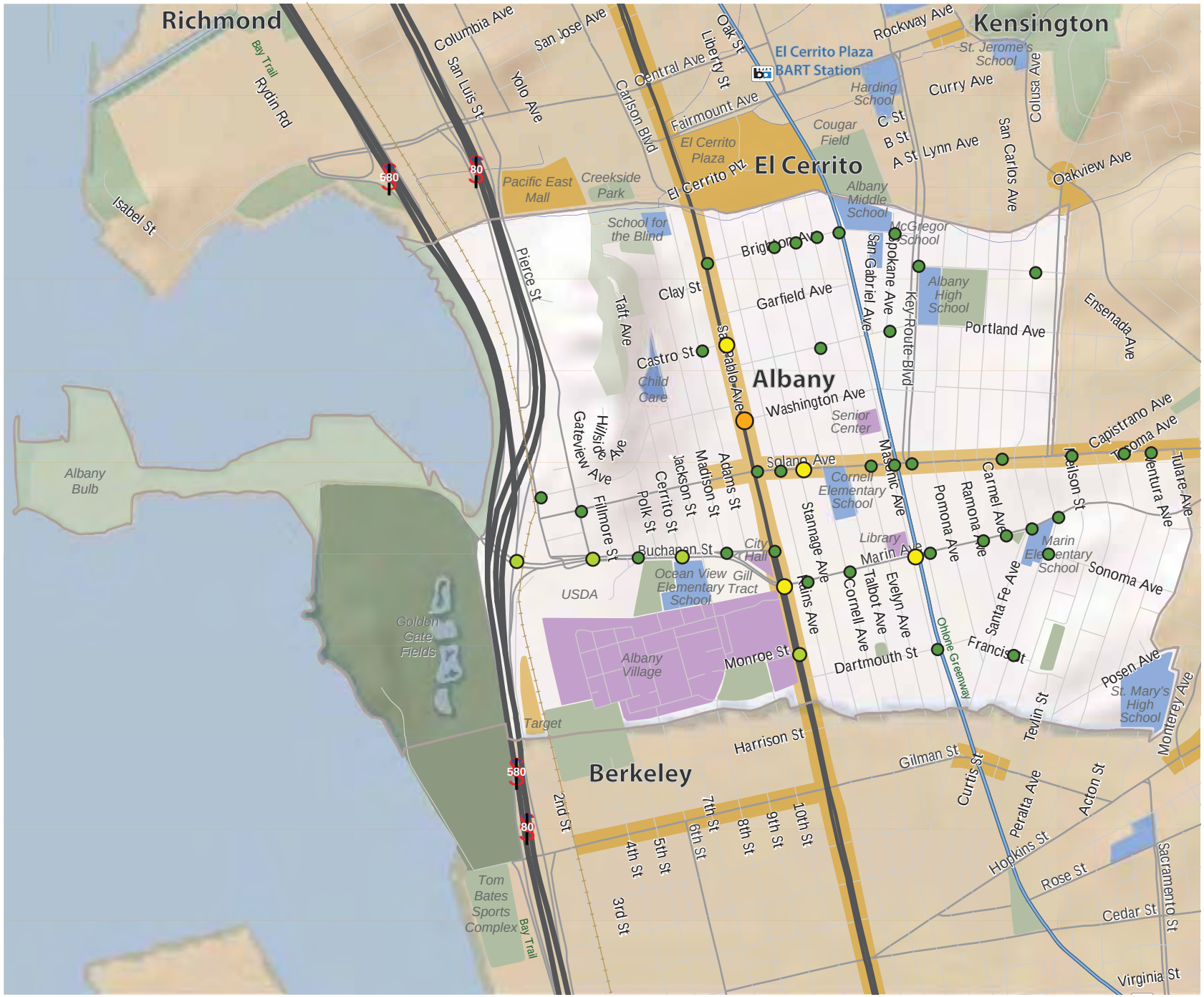
TABLE 3.11 – TOP TEN PEDESTRIAN-INVOLVED COLLISIONS BY CORRIDOR – 2001 TO 2009

Street	Collisions Reported	Street	Collisions Reported
Solano Avenue	39	Key Route Boulevard	7
San Pablo Avenue	24	Washington Avenue	7
Brighton Avenue	11	Masonic Avenue	6
Marin Avenue	10	Curtis Avenue	5
Cornell Avenue	8	Talbot Avenue	4

Source: SWITRS, 2010; Bicycle Solutions, 2010

Albany

Figure 3-9: Bicycle Collisions, 2000-2009



Collisions: Bicyclists

- 1 Bicycle Injury
- 2 Bicycle Injuries
- 3 Bicycle Injuries
- 4 Bicycle Injuries

0 0.1 0.2 Miles 0.4

N

50 Acres 10

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Figure 3-10: Pedestrian Collisions, 2000-2009

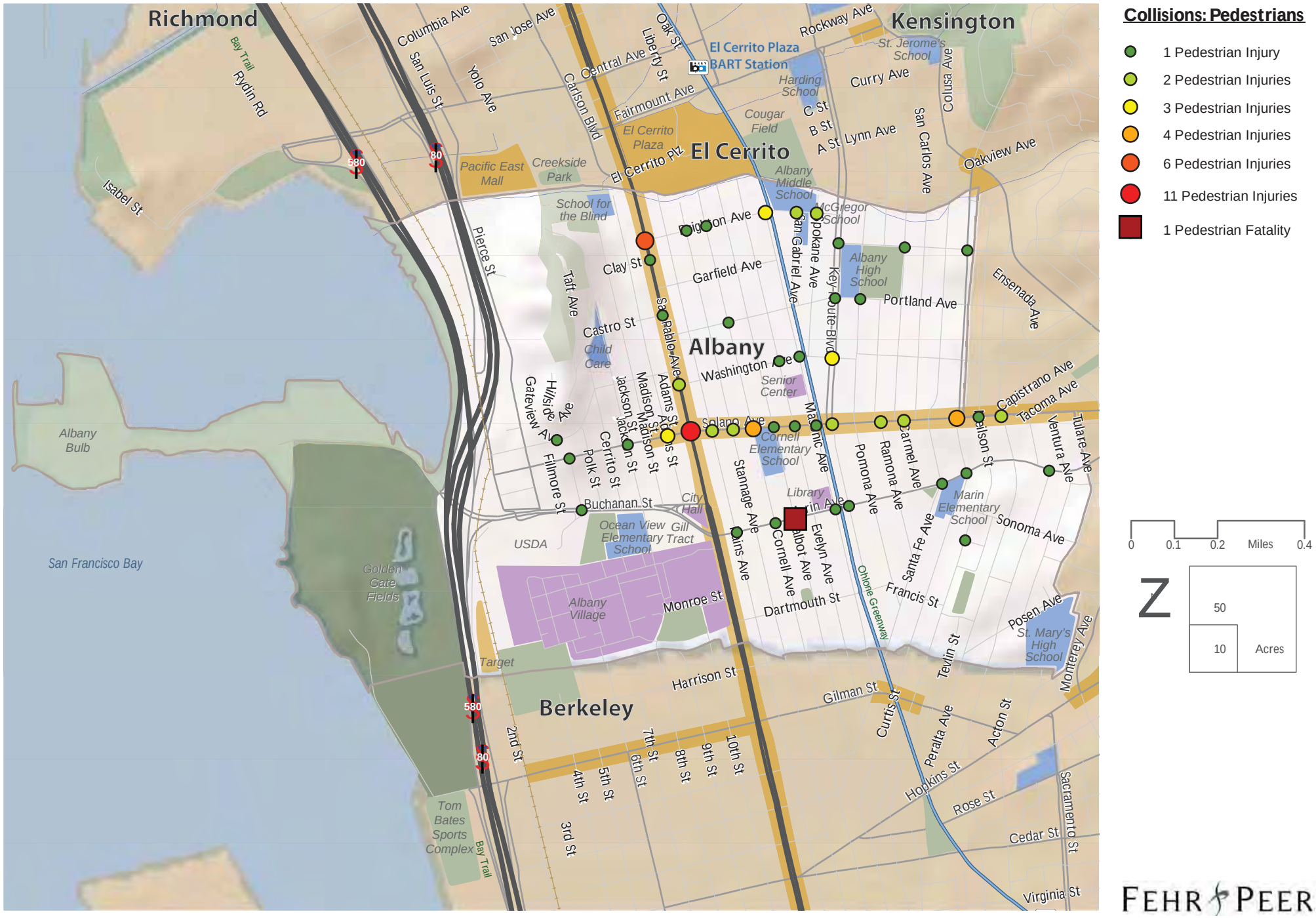

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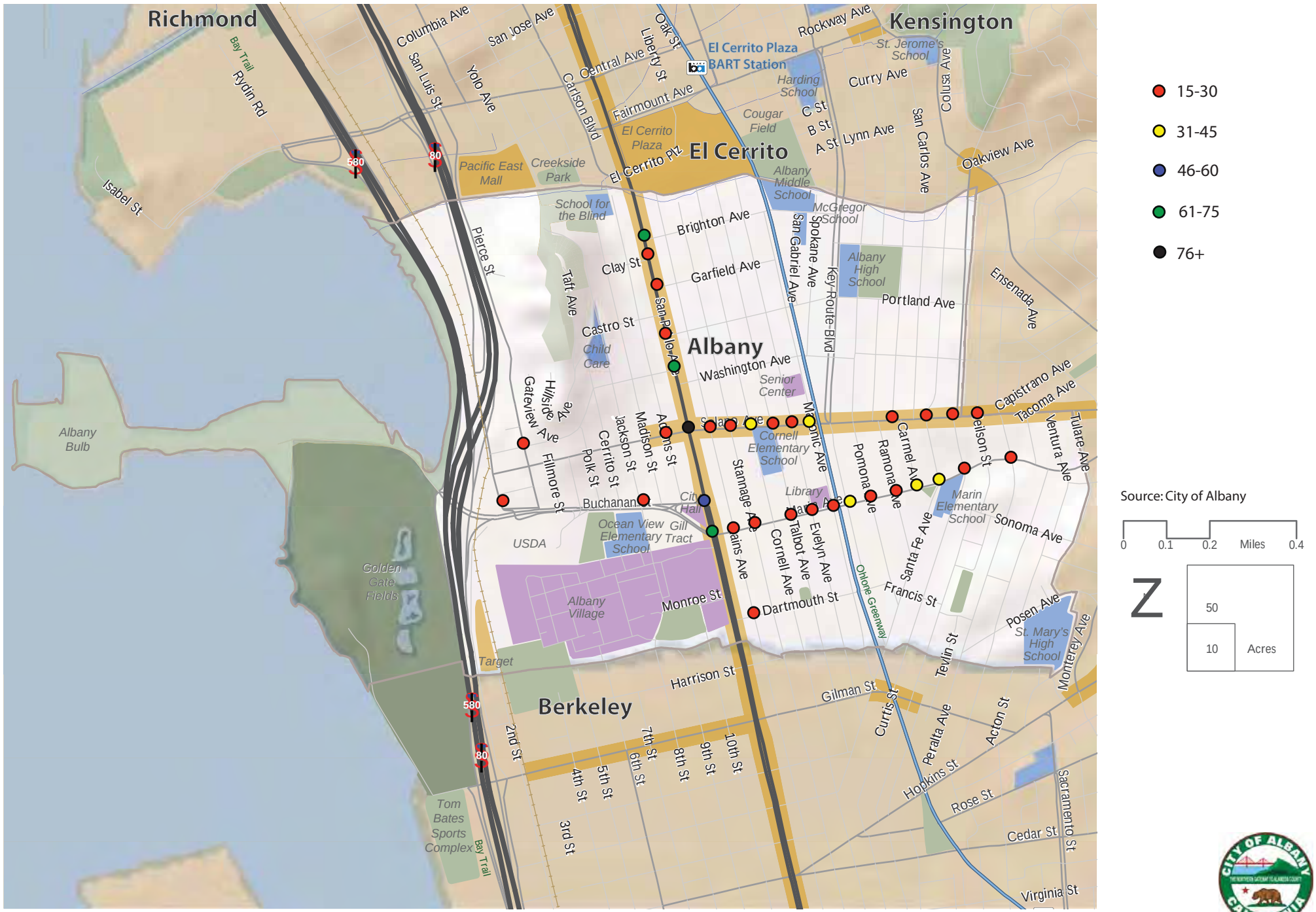
Figure 3-11: Total Collisions, 2000-2009



Almost all collisions are assigned to the nearest intersection, defined as the combination of primary and secondary roadway; incidents as far away as half the distance to the next nearest intersection will be so assigned. **Table 3.12** summarizes the ten intersections that were reported most frequently in the 2001 to 2009 bicyclist-involved collision data. The collision data set also includes the reported violation type, according to the California Vehicle Code.

TABLE 3.12 – TOP TEN BICYCLIST-INVOLVED COLLISION LOCATIONS BY INTERSECTION – 2001 TO 2009

Intersection	Collisions Reported	Intersection	Collisions Reported
San Pablo Avenue/Washington Avenue	5	Solano Avenue/Kains Street	2 at each
Solano Avenue/Stannage Avenue	3	Solano Avenue/Cornell Avenue	
San Pablo Avenue/Marin Avenue	3	San Pablo Avenue/Monroe Street	
San Pablo Avenue/Castro Street	3	Marin Avenue/Masonic Avenue	
Buchanan Street/Pierce Street	3	Buchanan Street/Cerrito Street	
		Brighton Avenue/Spokane Avenue	

Source: SWITRS, 2010; Bicycle Solutions, 2010

TABLE 3.13 – TOP TEN PEDESTRIAN-INVOLVED COLLISIONS BY INTERSECTION – 2001 TO 2009

Intersection	Collisions Reported	Intersection	Collisions Reported
San Pablo Avenue/Solano Avenue	9	Brighton Avenue/Masonic Avenue	3
San Pablo Avenue/Brighton Avenue	5	Solano Avenue/Talbot Avenue	2
Solano Avenue/Cornell Avenue	4	Solano Avenue/Stannage Avenue	2
Solano Avenue/Curtis Avenue	3	Solano Avenue/Peralta Avenue	2
Solano Avenue/Adams Avenue	3	Solano Avenue/Key Route Boulevard	2

Source: SWITRS, 2010; Bicycle Solutions, 2010

Table 3.14 summarizes the 2001 to 2009 bicyclist-involved collision data by code violation.

TABLE 3.14 – TOP TEN BICYCLIST-INVOLVED COLLISION VIOLATIONS – 2001 TO 2009

CVC Code Violation	Frequency	CVC Code Violation	Frequency
Unsafe Turning or Lateral Movement	13	Other Violation Types	6
Improper Stopping	12	Improper Passing	5
Riding on Wrong Side of Road	12	Failure to Ride Far to Right	3
Improper Yielding	11	Dooring	3
Unspecified Cause	10		

Source: SWITRS, 2010; Bicycle Solutions, 2010

In three cases the bicyclist was cited under CVC 21202 for failure to ride as far to the right as practicable (safe and reasonable) on a street without bicycling lanes. CVC 21202 allows bicyclists to leave the right edge when traveling as fast as normal traffic at that place and time, and to prepare to turn left, to avoid a right turn area when going straight, to pass, and to avoid visible and potential obstacles (such as vehicle doors that might open).

It is worth noting that collision reports filed by the Police Department are based on the evidence available to the reporting officer at the time of the report. In particular, an officer must assign blame to one party depending on the circumstances. Some bicycling advocates have maintained that this artificially places burden on the bicyclist. However, without reviewing all collision reports, we cannot say for certain whether bicyclist-involved collisions were more likely to be caused by the bicyclist or the motorist.

In almost half (45 percent) of reported pedestrian-involved collisions a motorist failed to yield to a pedestrian within a crosswalk. Pedestrians who cross outside a crosswalk must yield to vehicles; in another 11 percent of these collisions the pedestrian did not, or otherwise crossed unsafely. Motorists starting, backing, speeding, turning, or moving laterally unsafely were responsible in 19 percent of these crashes, and in 6 percent the pedestrian entered the roadway unsafely.

Additionally, the data identifies the party at fault. The motorist was found to be at fault in 73 percent of collisions. The pedestrian was found to be at fault 21 percent of collisions. Another six percent of reports did not identify an at-fault party.

The number of collisions occurring in each calendar month was tallied for the nine years, shown on the following page**.** Collision frequencies varied by month, having between nine to 11 in January, February, March, September, November and December, six in October, and between two to five in the remaining months. Days are shortest in November through March, when Daylight Saving Time is not active, and walking to work and school is likely to occur in darkness or low light. However, two-thirds (69 percent) of these collisions occurred in daylight. In another 19 percent, streetlights were operating. Eight percent occurred during twilight or dawn, and in three percent there were either no streetlights or the streetlight was not working.

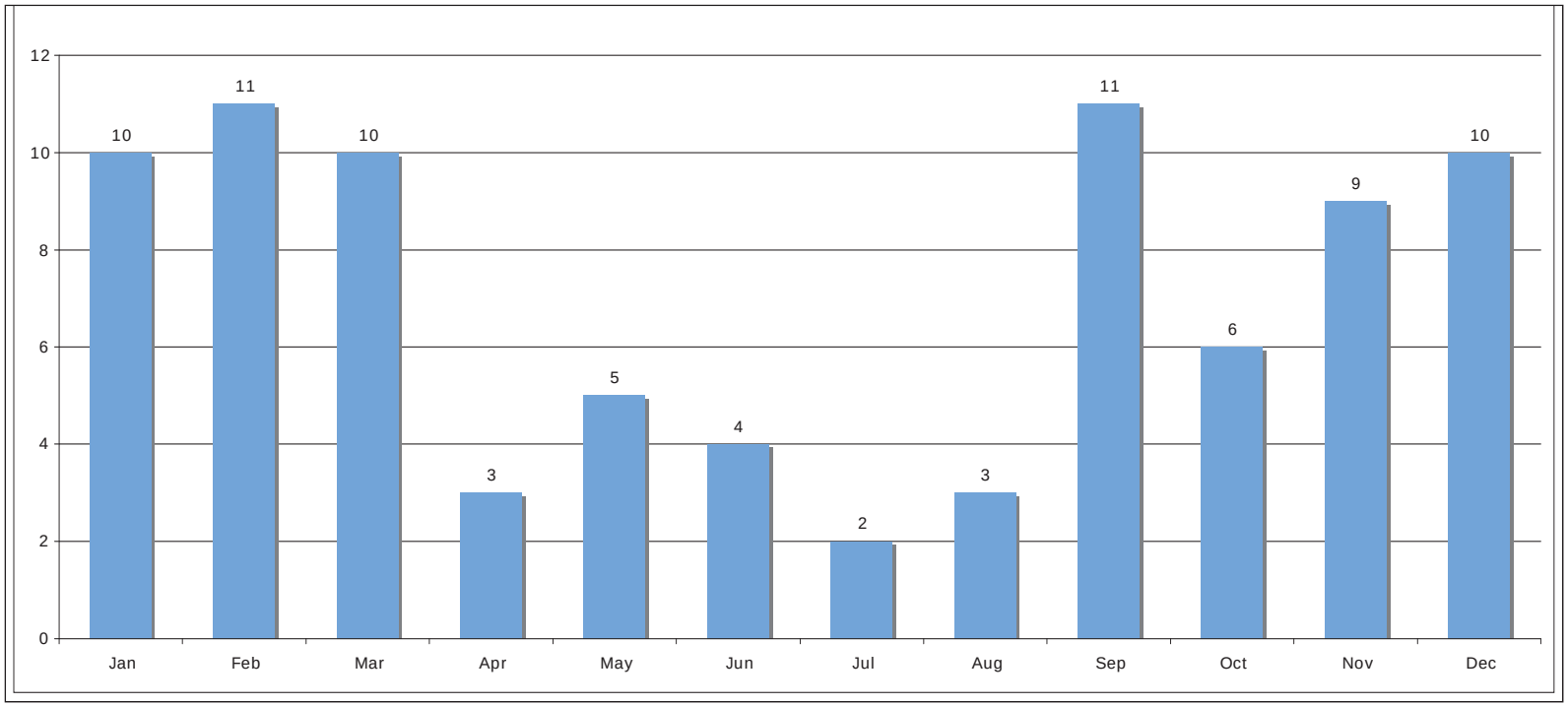


Chart. Pedestrian-Involved Collisions, by Month (2001-2009) [source: SWITRS, 2010; prepared by Bicycle Solutions, 2010]

3-6 EXISTING PROGRAMS, POLICIES, AND PRACTICES BENCHMARKING ANALYSIS

The City of Albany has already made significant investments in making its streets friendlier to pedestrians and bicyclists. The following section summarizes the City's bicycling safety policies, programs, and practices. The City's current operations were reviewed with a benchmarking matrix that compares the City's policies, programs, and practices with national best practices. The benchmarking analysis categorized the City's programs, practices, and policies into three groups:

- **Key strengths** – areas where the City is exceeding national best practices
- **Enhancements** – areas where the City is meeting best practices
- **Opportunities** – areas where the City appears not to meet best practices

TABLE 3.15 – SUMMARY OF BENCHMARKING ANALYSIS

Category	Key Strengths	Enhancements	Opportunities
Policies	Climate Action Plan Warrants for Traffic Control Devices Transit Priority Policy	Overcoming Institutional Barriers Transportation Demand Management Speed Surveys / Speed Limits Complete Streets Policy Bicycle Parking Ordinance	General Plan ADA Plan Design Standards
Data Collection		Bicycling Counts Collision History and Reports Barriers to Walking Report	Trip and Fall Reports Trails and Paths Inventory
Programs	Biking Audits	Traffic Calming Program Safe Routes to School Program	Bicyclist Education Pedestrian/Bicycle Coordinator
Promotion	Give-aways	Multi-Skill Bicycling Routes Signage and Wayfinding Public Involvement	Coordination with Health Agencies Economic Districts
Enforcement	Bicyclist-Oriented Enforcement Stings	Traffic Safety Officers	Bicycling Safety Course Shared Pedestrian Enforcement Involving Enforcement in Design Bicycle Patrol

Source: Survey Completed by City of Albany Staff, 2010; Prepared by Fehr & Peers, 2010

TABLE 3.16 – EXISTING POLICIES BENCHMARKING ANALYSIS

Plan or Policy	**Benchmark**	**Albany Response**	**Opportunities for Improvements**
General Plan Planning principles contained in a city's General Plan can provide an important policy context for developing walking-oriented, walkable areas. Transit-oriented development, higher densities, and mixed uses are important planning tools for walking-oriented areas A city's General Plan is a key opportunity to establish the framework for walking orientation. The Circulation Element of the Plan typically assigns roadway typologies, which can include a layered network approach with prioritized corridors for transit, pedestrian, bicycle, and auto travel.	Opportunity	The *City of Albany General Plan: Circulation Element* (1992) describes the existing bicycling, walking, transit riding, and driving facilities within the City and establishes the goals and policies for future transportation needs. The goals and policies that relate directly to the implementation of the Active Transportation Plan are discussed in detail in Chapter 3.	During the next *General Pl*an update, the City could consider including the following items in its Circulation Element, or other sections, of the Plan: • Identify existing and future priority walking areas in the City through specific plans, where varied densities and mixed-uses could accommodate or attract pedestrian activity. • Consider additional opportunities for mixed-uses with new development, particularly in walking districts/nodes and transit-rich areas. Consider opportunities for density bonuses in walking friendly areas. • Consider an overlay district for walking districts with special walking-oriented guidelines, such as suspending auto Level of Service standards, and prioritizing sidewalk improvement and completion projects.

TABLE 3.16 – EXISTING POLICIES BENCHMARKING ANALYSIS

Plan or Policy	**Benchmark**	**Albany Response**	**Opportunities for Improvements**
ADA Plan An ADA Transition Plan sets forth the process for bringing public facilities into compliance with ADA regulations. An ADA Transition Plan addresses public buildings, sidewalks, ramps, and other walking facilities. An ADA Coordinator is typically responsible for administering a City's ADA Transition Plan. Compliance with the Americans with Disability Act (ADA) guidelines is important not only to enhance community accessibility, but also to improve walking conditions for all pedestrians.	Opportunity	Although the City has an ADA Transition Plan for Municipal Facilities, the Plan does not include strategies for upgrading streets and sidewalks. The City currently uses Community Development Block Grant (CDBG) funding for curb ramp installations. The City Engineer has standards for ADA improvements, which are required by law when other improvements are constructed.	• Develop an ADA Transition Plan for Streets, or include the Plan in other documents including the Pedestrian Master Plan. • Develop design guidelines for items such as directional curb ramps and audible pedestrian signals. • Ensure that the ADA Transition Plan provides an inventory, prioritization plan, and funding source for improvements. The Standard Drawings for the City of Sacramento include best practices for directional curb ramp design (see drawing T-77 at http://www.cityofsacramento.org/utilities/pubs/stdspecs/Transportation.pdf).
Bicycle Parking Ordinance Bicyclists become pedestrians after parking their bicycles. Safe and convenient bicycle parking is essential for encouraging bicycle travel (especially in-lieu of vehicle travel).	Enhancement	The 2004 Bicycle Master Plan and the Climate Action Plan require a ratio of bicycle parking spaces be provided with any new vehicle parking. The 2004 Bicycle Plan proposed that bicycle parking be provided at all public facilities (libraries, parks, schools, etc.) and that long-term covered parking be provided at employment centers at a rate of one space per 30 full-time employees. Support facilities should be provided in any development over 50,000 GLA or 150 employees at a rate of one shower and locker per 100 employees. The Climate Action Plan Measure TL 1.2 proposed action items related to bicycle parking.	• Develop a stand-alone bicycle parking ordinance providing requirements for location, style, and type of bicycle parking for existing uses and all new development. • Consider implementation of "branded" racks for Albany (with a unique design or City symbol). • Provide and distinguish between short- and long-term bicycle parking requirements for bicycles in the Parking Ordinance. • Explore incentives for providing bicycle parking with new development and redevelopment. • Explore incentives for a reduction in off-street parking for non-residential uses where a given number of bicycle parking spaces is provided. The Bicycle Parking Guidelines, published by the Association of Pedestrian and Bicycle Professionals (APBP), is a resource for best practices in bicycle parking design (see http://www.bfbc.org/issues/parking/apbp-bikeparking.pdf). The Oakland Bicycle Parking Ordinance is also a model (http://www.oaklandpw.com/Page127.aspx#ordinance). Additional information on bicycle parking is summarized on www.bicyclinginfo.org and http://www.bicyclinginfo.org/engineering/parking.cfm.

TABLE 3.16 – EXISTING POLICIES BENCHMARKING ANALYSIS

Plan or Policy	**Benchmark**	**Albany Response**	**Opportunities for Improvements**
Climate Action Plan A Climate Action Plan is comprised of policies and measures that address climate change. Climate Action Plans often work in tandem with other policies and plans, including the General Plan, Circulation Element, Bicycle Plan, Pedestrian Plan, and transit-related plans. Policies in Climate Action Plans often address greenhouse gas emissions (GHGs), including enhancing local transportation options, energy efficiency and green building, open space, low-impact development, waste, and natural environmental features.	Key Strength	The City of Albany adopted its Climate Action Plan in 2010. The Plan not only establishes goals of addressing impacts on climate change and sea level rise in Albany, but also outlines strategies and sets targets for meeting those goals. The Albany CAP includes network implementation action items and indicators related to bicycling and walking planning in the City, and was described under the Existing Policies section.	• Begin implementing the Action items identified in the CAP.
Complete Streets Policy Routine Accommodations or Complete Streets Policies accommodate all modes of travel and travelers of all ages and abilities.	Opportunity	The City of Albany does not have a formal complete streets policy; however, it has experience implementing complete streets strategies. The city recently completed work on Marin Avenue that included crosswalk improvements, bicycling lanes, and a road diet.	The following cities have established practices for "Complete Streets and Routine Accommodations," and may serve as models for Albany: • Fort Collins, Colorado's Multi-Modal Level of Service Manual: www.fcgov.com/link-disclaimer.php?TABID=5&URL=http://www.co.larimer.co.us/engineering/GMARdStds/ApdxH%2010-01-03-pdf • Charlotte, North Carolina's Urban Street Design Guidelines: www.charmeck.org/Departments/Transportation/Urban+Street+Design+Guidelines.htm • Sacramento Transportation and Air Quality Collaborative Best Practices for Complete Streets: www.completestreets.org/documents/FinalReportII_BPCompleteStreets.pdf • San Francisco, California, Department of Public Health's Pedestrian Quality Index: www.sfphes.org/HIA_Tools/PEQI.pdf • San Francisco County Transportation Authority's Multi-modal Impact Criteria: www.sfcta.org/images/stories/Planning/CongestionManagementPlan/2007%20-%20appendix%2005%20-%20tia.pdf

TABLE 3.16 – EXISTING POLICIES BENCHMARKING ANALYSIS

Plan or Policy	**Benchmark**	**Albany Response**	**Opportunities for Improvements**
Design Standards Design policies and development standards can improve the walking experience, encourage walking, enhance economic vitality, and offer funding opportunities for walking improvements.	Opportunity	The City's Climate Action Plan calls for a Bicycle Plan Update and a new Pedestrian Master Plan. Both of these plans will include design recommendations for bicycling and walking facilities.	• Develop a Streetscape and/or Landscape Architecture Master Plan for the City. • During the next General Plan update, include goals and actions for new development standards and guidelines for walking friendly development.
Institutional Barriers Numerous agencies have jurisdiction over components of the Albany transportation network, including the BART, AC Transit, and Caltrans. Institutional coordination associated with multiple agencies is necessary because of non-local control of right-of-way and differing policies regarding walking accommodation. For example, Caltrans policies have historically discouraged proposals for curb extensions, wider sidewalks, and other walking-oriented improvements.	Enhancement	The City of Albany identified the following major obstacles to overcome: • Conflicts with state policies (i.e., Caltrans standards) • Shortage of trained staff (for bicycling and walking issues) • Lack of understanding of economic benefits of walking to the community/ lack of business community support, particularly related to parking • Inadequate funding • Lack of available right-of-way for new paths. The Marin Avenue Road Diet project was a substantial project where the City was able to demonstrate that it could overcome institutional obstacles.	• Proactively seek opportunities to collaborate with AC Transit and BART to improve personal and walking safety around transit hubs. • Collaborate with the City of El Cerrito on walking safety measures relevant to both jurisdictions. El Cerrito participated in the Pedestrian Safety Assessment program in 2009. • Proactively seek opportunities to collaborate with Caltrans to identify and improve walking safety along San Pablo Avenue, freeway interchanges and other Caltrans right-of-way. Recent Context Sensitive Solutions and Routine Accommodations policies within Caltrans (refer to the revised Deputy Directive 64: www.calbike.org/pdfs/DD-64-R1.pdf) now require the agency to consider multimodal needs and engage in collaborative community planning. These new policies may reduce institutional challenges, and the City should continue to work with Caltrans and other agencies to identify new opportunities for joint planning of transportation facilities.

TABLE 3.16 – EXISTING POLICIES BENCHMARKING ANALYSIS

Plan or Policy	**Benchmark**	**Albany Response**	**Opportunities for Improvements**
Speed Surveys and Speed Limits Pedestrian fatality rates increase exponentially with vehicle speed. Thus, reducing vehicle speeds in walking zones may be one of the most important strategies for enhancing walking safety.	Opportunity	In Albany, speed surveys are conducted every five years by a licensed traffic engineer, following MUTCD guidelines. Speed limits are occasionally reviewed in response to citizen requests. The City has adopted a Traffic Calming Policy that justifies improvements at locations where City-conducted speed surveys show that there is consistent speeding (by the 85th percentile speed) and volumes less than 3,000 average daily traffic (ADT)	• Consider walking volumes when setting speed limits and employ traffic calming strategies in locations where speed surveys suggest traffic speeds are too high for walking areas. • Consider establishing 15 MPH school zones during school bell times. • Ensure design standards/ design speeds in walking areas do not contribute to a routine need for traffic calming.
Traffic Signal Warrants / Traffic Control Devices Best practices include: • Requiring a crash history of three instead of five collisions based on routine underreporting • Reducing traffic volume thresholds based on latent demand • Providing consideration for school children/pedestrians and traffic speeds	Key Strength	The City of Albany's Traffic Management Plan has established specific signal and stop warrants.	A new Manual of Uniform Traffic Control Devices (MUTCD) was adopted at the federal level in 2010. The most significant changes for pedestrians are: • Reduction of the pedestrian walking speed (used to calculate traffic signal pedestrian clearance intervals) from four feet per second to 3.5 feet per second • Provision that all new and retrofit signals should have pedestrian countdowns signal heads • Allowance of the HAWK pedestrian beacon at mid-block locations • Replacing traffic signal bulbs with LED bulbs is also recommended to increase visibility and improve efficiency. The California MUTCD will be updated in coming years and will reflect these changes. • Leading Pedestrian Intervals (LPI) provide pedestrians with a "head start" signal timing before vehicles on the parallel street are allowed to proceed through an intersection. A 2000 study by the Insurance Institute for Highway Safety found that the LPI reduces conflicts between turning vehicles and pedestrians by enhancing the visibility of the pedestrian in the crosswalk. • Include maintenance records within a GIS database inventory of signs, markings and signals. • Develop a proactive monitoring program for traffic control devices.

TABLE 3.16 – EXISTING POLICIES BENCHMARKING ANALYSIS

Plan or Policy	**Benchmark**	**Albany Response**	**Opportunities for Improvements**
Transportation Demand Management Transportation Demand Management (TDM) programs encourage multi-modal travel by incentivizing non-auto options. As new development occurs, TDM programs can be expanded, formalized, and strengthened.	Opportunity	The City has investigated preparing a TDM policy, and has already developed a Traffic Management Plan.	• Establish Citywide TDM policies as conditions of approval for development. • Consider establishing a Citywide TDM Coordinator position. • Establish a Transportation Management Association (TMA) for key commercial and business areas to coordinate parking, transit, and other TDM strategies and policies.

Source: Survey Completed by City of Albany Staff, 2010; Prepared by Fehr & Peers, 2010

TABLE 3.17 – EXISTING DATA COLLECTION PRACTICES BENCHMARKING ANALYSIS

	Benchmark	Albany Response	Opportunities for Improvements
Trails and Paths Inventory	Key Strength	The City's current Bicycle Master Plan has a list of trails and paths in AutoCAD.	• Update the existing inventory during the Bicycle Master Plan update and create a GIS-based map of existing and proposed off-street paths and trails within the City.
Bicycling Facility Inventory	Enhancement	The City has its existing and proposed on-street facilities in GIS. The City also has a database of bicycle racks, including the 100 racks installed in the past few years.	• Add signs and markings and loop detectors to inventory. • Use the inventory to prioritize the placement of new racks in underserved locations. • Review bicycle rack installation standards to ensure racks are installed properly.
Bicycling Volumes Bicycling volume data is important for prioritizing projects, developing collision rates, and determining appropriate infrastructure	Enhancement	During the summer, counts are collected at key intersections. Automated counters are also used on the Ohlone Greenway and at Washington Street crossing.	• Consider routinely collecting walking and bicycling volumes by requiring them to be conducted in conjunction with manual intersection counts. • Geo-code walking volume data with GIS software along with other data such as pedestrian-involved collisions.
Collision History and Report	Enhancement	The City and Traffic and Safety Commission (TSC) use data provided by the Police Department and Alameda County Health Services each month. The Police Department also does a 'hot spot report' for each month's TSC meeting. The last major collision data and trend analysis was conducted for Traffic Management Plan.	• Geo-coding and comprehensive monitoring using Crossroads software would allow for more proactive walking safety projects and best practices implementation, such as crash typing for countermeasure selection. A field inventory of collision locations and walking volume counts could enhance comprehensive monitoring. With sufficient walking volume data, the City could prioritize collision locations based on collision rates (i.e., collisions/daily walking volume), a practice that results in a more complete safety needs assessment. Treatments could then be identified for each location and programmatic funding allocated in the City's Capital Improvements Program (CIP).
Trip and Fall Reports	Enhancement	The City Community Development Department maintains a database of reported incidents; however, a formal comprehensive process is not in place to manage these complaints.	• Include these records as a sub-category within the sidewalk inventory in order to better prioritize improvement areas.

Source: Survey Completed by City of Albany Staff, 2010; Prepared by Fehr & Peers, 2010

TABLE 3.18 – EXISTING PROGRAMS BENCHMARKING ANALYSIS

	Benchmark	Albany Response	Opportunities for Improvements
Biking Audit Biking audits provide an interactive opportunity to receive feedback from key stakeholders about the study area as well as discuss potential solutions and their feasibility. They can be led by city staff, advocacy groups, neighborhood groups, or consultants.	Enhancement	Citizen groups, such as Albany Strollers & Rollers and the Friends of the 5 Creeks, hold regular walking tours for residents and interested parties. Informal Ohlone Greenway audits are completed by the AS&R.	• Consider establishing a Citywide bicycling safety program to include during regular biking audits. This effort could complement other "green" programs within the City.
Bicycling Education	Enhancement	The East Bay Bicycle Coalition operates classes. The Parent Teacher Associate also has some meetings with teachers, including the bicycling rodeo two times per year.	• Consider expanding education programs to include adult and driver education around bicycling rules of the road.
Pedestrian/Bicycle Coordinator In a sampling of walking-oriented California cities, a full-time pedestrian/bicycle coordinator is typically provided at a ratio of one per 100,000 population.	Opportunity	The City does not have a full-time Bicycle or Pedestrian Coordinator on staff, though several staff spend a significant percentage of their time on such projects. A part- or full-time coordinator could be tasked with convening a formal advisory committee and implementing many of the recommendations included in this report.	• Albany may consider employing a full-time City Pedestrian/Bicycle Coordinator when resources become available. Such a staff member could be involved in activities such as interdepartmental coordination, grant writing, and staff liaison to a new pedestrian/bicycle subcommittee, local non-profits and advocacy groups, and local schools.
Traffic Calming Program Traffic Calming Programs and Policies set forth a consensus threshold on neighborhood requests and approvals, as well as standard treatments and criteria	Enhancement	The City of Albany has a traffic management program and established policy for addressing traffic calming concerns; however, no funding source is dedicated to traffic calming.	• Consider expanding the City's traffic calming practices and expanding the traffic calming toolbox. A Neighborhood Traffic Management Program would provide a process for developing area-wide traffic calming improvements.

TABLE 3.18 – EXISTING PROGRAMS BENCHMARKING ANALYSIS

	Benchmark	Albany Response	Opportunities for Improvements
Safe Routes to School Safe-Routes-to-School programs encourage children to safely walk or bicycling to school. The Marin County Bicycle Coalition was an early-adopter of the concept, which has spread nationally (refer to best practices at www.saferoutestoschools.org). Safe-Routes-to-School programs are important both for increasing physical activity (and reducing childhood obesity) and for reducing morning traffic associated with school drop-off. Funding for Safe-Routes-to-School programs and/or projects is available at the regional, state, and federal levels.	Enhancement	The City and local advocacy group, TransForm, partner to provide regular programs with elementary schools during physical education classes. The city would like to shift the focus to the middle school grade levels. Current SR2S programming includes puppet shows in school, bicycling rodeos, and walking school buses.	• Continue applying for grant funding; apply for non-infrastructure as well as infrastructure projects. • Consider developing a citywide Safe-Routes-to-School program that encourages walking to school and highlights preferred walking routes. • Form a steering committee for the program (or each school) comprised of City staff, school district staff, PTA leaders, Alameda County Health Services and other stakeholders. Consider scheduling regular ongoing meetings to maintain stakeholder involvement. • Consider developing a "StreetSmarts" program, such as those developed by the City of San Jose or Marin County.

Source: Survey Completed by City of Albany Staff, 2010; Prepared by Fehr & Peers, 2010

TABLE 3.19 – EXISTING ENFORCEMENT PROGRAMS BENCHMARKING ANALYSIS

	Benchmark	Albany Response	Opportunities for Improvements
Traffic Safety Officers These officers focus on enforcing bicyclist and pedestrian-involved violations.	Opportunity	The City does not have a dedicated officer, but all officers rotate through the traffic safety commission as a liaison.	• Identify a key traffic safety officer that dedicates a substantial percentage of his time to walking and bicycling issues. • Work with Police Department staff to identify particular violation types that officers might have difficulty enforcing.
Walking/Bicycling Safety Course for Law Enforcement Oftentimes, laws related to bicyclist and pedestrian right-of-way issues are misunderstood, or at worse not known. These courses are designed to educate officers about specific issues related to bicycling and walking safety and laws.	Opportunity	Officers do not participate in a course specific to walking and bicycling issues.	• Create a workshop for officers that discusses the specific walking and bicycling safety and right-of-way issues.
Bicycling Patrol Patrols conducted on bicycle help officers understand issues cyclists encounter.	Opportunity	Officers do not patrol on bicycles.	• Albany's size makes it an ideal place to patrol by bicycle. Bicycle patrols could be placed on key local streets, such as Solano Avenue and proposed bicycle routes.
Walking -oriented enforcement activities (crosswalk stings, focused school drop-off enforcement, etc.) Enforcement of pedestrian right-of-way laws and speed limits is an important complement to engineering treatments and education programs.	Key Strength	Crosswalk stings have been used on Marin Avenue and near school crosswalks.	• Implement sustained enforcement efforts and involve the media. Use enforcement as an opportunity for education by distributing walking safety pamphlets in-lieu of, or in addition to, citations. The Miami-Dade Pedestrian Safety Demonstration Project provides a model for the role of media in the sustained effectiveness of enforcement. Information is available at: http://www.miamidade.gov/MPO/docs/MPO_ped_safety_demo_eval_report_200806.pdf.
Shared Pedestrian Enforcement with Other Jurisdictions Sharing officers with specific bicycling and walking focus with other jurisdictions can help the Police Department increase service without needing to budget for a new officer.	Opportunity	The City does not share officers with other jurisdictions.	• Consider working with the Berkeley or El Cerrito Police Departments to organize bicycling and walking related enforcement activities in the northern Alameda County and southern Contra Costa County region.
Involving Law Enforcement in Design/Operation of Facilities Walking and bicycling facility design is constantly evolving. Having officers understand how specific facilities operate is essential knowledge for them to know how to enforce laws.	Opportunity	Law enforcement is not typically included in the design of facilities, though the Fire Department does comment on plans.	• Maintain regular contact with law enforcement during the design of new facilities, especially those that might not include typical roadway design features.

Source: Survey Completed by City of Albany Staff, 2010; Prepared by Fehr & Peers, 2010

TABLE 3.20 – EXISTING PROMOTION PROGRAMS BENCHMARKING ANALYSIS

	Benchmark	*Albany Response*	*Opportunities for Improvements*
Bicycle to Work Day	Key Strength	Bicycle to Work data is an on-going program coordinated with Albany Strollers & Rollers, as well as other local advocacy groups. The City also challenges local employers to encourage bicycle commuting.	• Develop citywide promotions surrounding Bicycle to Work Day.
Giveaways (maps, helmets, pedometers, etc.)	Key Strength	Each monthly SR2S day children receive snacks for walking and bicycling to school. In addition, there are activities and encouragement programs for parents and teachers to raise awareness about the SR2S program. The Fire Department sells $8 helmets and gives away helmets at bicycling rodeo events. The Albany Strollers & Rollers partner with the City of Albany and Safeway to provide bicycle lights to school-age students. The lights are usually given away during International Walk and Roll to School Day in early October every year. The program has been successful.	• Continue seeking partnerships with local organizations willing to sponsor safety item giveaways. The Albany Strollers & Rollers strive to be present at every public event to sell their bicycle lights which enables them to give away lights to school students. Perhaps, promoting the program in the community or asking bicycle shops to sell the lights on their behalf, would help expand the program and be able to get more lights for students.
Bicycling races and rides	Key Strength	The City hosted a triathlon in 2008 and a decathlon in September. The Berkeley Bicycle Club holds its annual criterium around the Albany High School, and runs kids' races in conjunction with adult-focused races.	• Special events can help promote bicycling as a safe and viable activity for both every day utilitarian trips and for active recreation. The City should continue to help encourage these activities; however, it should also develop a protocol for managing the activities to ensure they continue to be meaningful and safe activities.
Coordination with public health fairs Involving non-traditional partners such as Emergency Medical Service personnel, public health agencies, pediatricians, in the planning or design of walking facilities may create opportunities to be more proactive with walking safety, identify walking safety challenges and education venues, and secure funding. Under-reporting of pedestrian-involved collisions could be a problem that may be partially mitigated by involving the medical community in walking safety planning.	Key Strength	The City has a number of street fairs - Solano Stroll, Arts and Green Festival, and a farmers market; however, it does not explicitly work with public health agencies.	• Seek opportunities for technical collaboration and funding with public health and health care professionals. Include Alameda County Health Services in a citywide Steering Committee.

TABLE 3.20 – EXISTING PROMOTION PROGRAMS BENCHMARKING ANALYSIS

	Benchmark	*Albany Response*	*Opportunities for Improvements*
Public Involvement Responding to public concerns through public feedback mechanisms represents a more proactive and inclusive approach to bicycling and walking safety compared to a conventional approach of reacting to pedestrian-involved collisions. Advisory committees serve as important sounding boards for new policies, programs, and practices. A citizens' bicycling and walking advisory committee is also a key component of proactive public involvement for identifying bicycling and walking safety issues and opportunities	Enhancement	The City has extensive public involvement, including the Traffic and Safety Commission, Park and Recreation Commission, Sustainability Committee, Albany Strollers & Rollers.	• Continue to coordinate outreach with neighborhood advocacy groups. Consider organizing neighborhood groups that identify street needs, including greening and traffic calming. Consider sponsoring bicycle and pedestrian advisory committee to supplement the work of the traffic safety commission.
Multi-Skill Bicycling Routes	Enhancement	The City is currently trying to develop a network that accommodates various types of bicyclists. The existing facilities include the Ohlone Greenway for recreational bicyclists and on-street facilities for more advanced or commuter bicyclists.	• Develop routes with fast/slow routes for different users.
Signage/Wayfinding	Enhancement	The City does not have specific wayfinding signage.	• Develop wayfinding signage with Albany-specific graphic design. The Albany signage program should be consistent with other locally used design standards, so that bicyclists and motorists are familiar with different sign types. Example signage programs include the City of Berkeley and City of Oakland. The City is currently participating in the West Contra Costa Transportation Advisory Committee (WCCTAC) Wayfinding Study which will add signage throughout the City to direct riders to transit. The WCCTAC signage program will install signage consistent with other jurisdictions in Contra Costa County.
Economic Vitality Improving walking safety and walkability can enhance economic vitality. Similarly, enhancing economic vitality through innovative funding options such as Business Improvement Districts (BIDs), parking management, and façade improvement programs can lead to more active walking areas and encourage walking	Opportunity	The City has an active Chamber of Commerce.	• Consider establishing additional BIDs in commercial areas of the City and apply funds towards walking-related improvements. • Consider an analysis of the economic benefits of past BID efforts to the City by identifying sales tax revenues generated by businesses that participated in the old BID. • Continue the Façade Improvement Program as funding allows.

Source: Survey Completed by City of Albany Staff, 2010; Prepared by Fehr & Peers, 2010

4. GOALS, POLICIES & ACTIONS

This chapter establishes the goals, policies, and actions that the City of Albany will work to achieve during implementation of the *Active Transportation Plan*. The Plan addresses four primary issues: safety, accessibility, connectivity, and public health. The goals provide the foundation for the community's long-term vision identified in the *Climate Action Plan* for developing a citywide bicycling and walking network that is safe and accessible for all users. Goals are broad statements of purpose, policies set within provide the course of action to achieve the goals, and actions are the element to implement the policies.

KEY PARAMETERS

Several key parameters have been set to ensure the implementation and success of the Active Transportation Master Plan. These include the following:

- Hiring a dedicated bicycle and pedestrian coordinator at a minimum of 50% time for the City of Albany
- Implement 50% of the Bicycling network by 2015 and 90% by 2020.
- Construct all walking facility improvements by 2020.
- Increase the automobile parking spaces in commercially zoned areas to bicycle parking spaces ratio to 2:1 by 2015 and from 2:1 to 1:1 by 2030.
- Increase the bicycling and walking trip mode share to 15% by 2020.
- Increase the bicycling and walking mode share without increasing the absolute number of bicyclist and walkers involved in collisions. The proportion of bicyclist and pedestrian related collisions should be no higher than their equivalent mode share.

These indicators are matched to goals in the following table.

TABLE 4.1 – GOALS, OBJECTIVES AND ACTIONS FOR ACTIVE TRANSPORATION

Goals	Policies	Actions
Goal 1: Safety Improve safety for those that choose to walk and bike. **Indicator.** Reduce the proportion of collisions involving bicyclists and pedestrians commensurate with their overall mode share.	**Policy 1.1**: Monitor and record bicyclist and pedestrian-involved collisions.	**Action A**: Evaluate pedestrian and bicyclist-involved collision data, identify potential trends, and implement improvements. Conduct counts at high-collision locations and identify safety counter measures. Recommend and implement safety improvements annually. Prepare an annual report that summarizes any collision trends and "hot spot" collision locations.
		Action B: Update infrastructure capital improvement project list to prioritize projects that would proactively address areas with substantial pedestrian or bicyclist-involved collision history.
	Policy 1.2: Strictly enforce the rights and responsibilities of pedestrians and bicyclists on City streets.	**Action A:** Enforce ordinances prohibiting vehicles parking on sidewalks.
		Action B: Proactively ensure that sidewalks, shared-use paths, and other bicycling infrastructure are maintained by monitoring for damage, debris, and vandalism and by notifying responsible parties. Perform routine maintenance on benches, signage, crosswalks, and other walking elements.
		Action C: Restrict parking within 30 feet of intersections to ensure visibility and traffic safety.
		Action D: Provide training opportunities for Albany Police officers to address bicyclist and pedestrian legal rights and responsibilities.

TABLE 4.2 – GOALS, OBJECTIVES AND ACTIONS FOR ACTIVE TRANSPORATION

Goals	Policies	Actions
Goal 2: Accessibility Provide the citizens of Albany with a citywide network of trails and routes that are accessible to a wide variety of users including pedestrians, bicyclists, and the physically disabled. **Indicator:** Construct all walking facility improvements, including curb ramp upgrades, by 2020.	**Policy 2.1**: Consider pedestrians and bicyclists in design and construction of land use and infrastructure projects	**Action A:** Adopt a Complete Streets Policy to address all roadway and infrastructure improvements.
		Action B: Adopt a Routine Accommodations Policy that land use development projects must address prior to receiving project approval. This policy would require projects to address bicycling and walking access in their project plans. Require design measures and facilities to accommodate access by pedestrians, bicycles, and transit in new developments, including bicycle parking facilities, bicycling and walking trails, and transit-friendly designs for the site perimeter and internal circulation patterns.
		Action C: Require construction traffic management plans and ensure that those plans address bicyclists and pedestrians.
		Action D: Upgrade sidewalks that do not meet current standards. Require sidewalks to be upgraded as part of the project approval process. Reconstruct other sidewalks as funding allows, prioritizing streets on the priority sidewalk and path network. Prioritize additional retrofits on routes to key designations in the City.
		Action E: Upgrade all sidewalks and curb ramps to meet current ADA standards during routine construction projects that require substantial construction activity, including signal upgrades, utilities construction, or street rehabilitation.
	Policy 2.2: Emphasize maintenance and funding for key walking and bicycling routes	**Action A:** Maintain bicycling routes, including paved paths, with adequate sweeping, pavement repairs and trimming vegetation on a monthly basis, or as directed by the City Bicycle and Pedestrian Coordinator.
		Action B: Work with the City's existing maintenance reporting system and increase public awareness of the existing system as a means to report bicycling and walking facilities needing repair or clean-up.

TABLE 4.3 – GOALS, OBJECTIVES AND ACTIONS FOR ACTIVE TRANSPORATION

Goals	Policies	Actions
Goal 3: Connectivity Develop bicycling and walking networks that meet the needs of all bicyclists and pedestrians, help reduce vehicle trips, link residential neighborhoods with regional destinations, and make walking and biking realistic ways to travel throughout the City and region. **Indicator:** Implement 50% of the bicycling network by 2015 and 90% by 2020. **Indicator**: Increase the bicycle parking spaces to automobile parking spaces ratio to 1:2 by 2015 and from 1:2 to 1:1 by 2030 **Indicator**: 100% of employers of over 10 employees provide end-of-trip facilities.	**Policy 3.1:** Maximize multi-modal connections to the bicycling and walking network.	**Action A:** Implement all signage and striping-only projects identified in this plan by 2015.
		Action B: Develop a Citywide signage system for pedestrians and bicyclists that reflects the local culture and community.
		Action C: Retain all publicly-owned corridors and strive towards obtaining more for future open space and trail use.
		Action D: Require developers to dedicate public-access easements for trails in private open-space areas.
		Action E: Install shelters, route information, benches, lighting, and adequate bicycle parking at high-activity transit stops identified in the AC Transit Bike Parking Study. Conduct an annual audit of all transit stops to identify needs and monitor improvements.
		Action F: Create and implement a transportation demand management (TDM) ordinance to reduce weekday peak period automobile commute and school trips.
	Policy 3.2 Provide end-of-trip facilities to make bicycling a convenient alternative to driving.	**Action A:** Develop a bicycle parking ordinance for new developments. The ordinance should help the City meet the bicycle parking ratio goals of the Climate Action Plan.
		Action B: Identify and install bicycle parking in priority locations, such as along Solano Avenue and San Pablo Avenue.
	Policy 3.3: Work with AC Transit to provide bus stops with safe and convenient bicycling and walking access.	**Action A:** Use curb extensions at bus stops where feasible and practical.
		Action B: Install bicycle parking at high-activity bus stops, identified in the *AC Transit Bike Parking Study*.
	Policy 3.4: Promote Walking-, Bicycling- and Transit-Oriented Development.	**Action A:** Update the San Pablo Design Guidelines and San Pablo Streetscape Master Plan to reflect the City's desire to create a walking-, bicycling- and transit-oriented environment.

TABLE 4.4 – GOALS, OBJECTIVES AND ACTIONS FOR ACTIVE TRANSPORATION

Goals	Policies	Actions
Goal 4: Public Health Increase frequency and types of walking and bicycling trips in Albany to promote public health and improve the environment. **Indicator.** Increase the bicycling and walking trip mode share to 15% by 2020.	**Policy 4.1:** Promote walking and bicycling for work and non-work related trips by developing continuous and safe routes for recreation and experiential cycling and walking. These routes should minimize the number of times walkers, runners, cyclists, or other users need to stop for cross traffic.	**Action A:** Implement off-street network identified in this Plan, including shared-use paths and separated bicycling lanes, by 2020. **Action B:** Implement Albany Hill trails as shown in the Parks, Recreation, and Open Space Master Plan. **Action C:** Integrate active transportation facilities into a parks and recreational master plan for the City.
	Policy 4.2: Integrate land-use and transportation planning in order to ensure patterns that facilitate safe and convenient mobility of people and goods at a reasonable cost, and to increase travel alternatives to single-occupant automobiles.	**Action A:** Update the General Plan to reflect current City objectives related to walking- and bicycling-orientation and integrated land use/transportation.

TABLE 4.5 – GOALS, OBJECTIVES AND POLICIES FOR ACTIVE TRANSPORATION

Goals	Policies	Actions
Goal 5: Other Maximize funding available to multi-modal projects, plans, and programs that support this Plan. **Indicator:** Hire a dedicated bicycle and pedestrian coordinator at a minimum of 50% time for the City of Albany	**Policy 5.1:** Develop an effective implementation strategy for this Plan.	**Action A:** Pursue employment of a bicycle and pedestrian coordinator at minimum of 50% time to manage all non-motorized transportation projects and ongoing route maintenance programs once the Active Transportation Plan has been adopted by the City. **Action B:** Pursue all potential funding sources for alternative transportation. **Action C:** Update the Active Transportation Plan every five years, as required by Caltrans to reflect new policies and to be eligible for new funding.

5. PROPOSED ACTIVE TRANSPORTATION NETWORK

While all streets should be designed to safely accommodate all who use them, the proposed active transportation network consists of walking-priority streets and bicycling routes that are designed to be the primary system for active transportation within, to, and from Albany.

The Priority Sidewalk and Pathway Network and the Bikeway Network are the primary tools that allow the City to focus and prioritize implementation efforts where they will provide the greatest community benefit. Streets or corridors selected for inclusion in the networks are targeted for specific improvements in this Plan, such as the installation of bicycling lanes, off-street paths, signage, traffic calming, or sidewalk improvements. Combined, these two networks form the Citywide active transportation network. The individual projects in this Plan represent specific improvements considered necessary to help Albany meet its goals and objectives for active transportation.

Once completed, the active transportation network will provide safer and more direct travel paths throughout the City for those who prefer to walk or bike. The proposed system was developed according to the following criteria:

Connection to Activity Centers: Schools, community facilities, the library, the community center, the waterfront, parks, open space, and neighborhood commercial districts should be accessible by foot or bicycle. Residents should be able to walk or bike from home to both local and regional destinations.

Comfort & Access: The system should provide safe and equitable access from all areas of the City to both commute and recreation destinations, and should be designed for people of all levels of ability.

Purpose: Each link in the system should serve one or a combination of these purposes: encourage bicycling for recreation, improve facilities for commuting, and provide a connection to the Citywide bike network. On-street facilities should be continuous and direct, and off-street facilities should have a minimal number of arterial crossings and uncontrolled intersections.

Connection to Regional Networks: The system should provide access to regional bikeways, regional trails, and routes in adjacent communities.

Image 5-1. Walking School Bus (Source: K. McCroskey)

5-1 PROPOSED SIDEWALK AND PATHWAY NETWORK

The proposed sidewalk and pathway network consists of street segments, shared-use paths, and walking-only paths. The purpose of this priority network is to create a comprehensive system of walking routes that provide accessible and safe walking connections between destinations within the City. While nearly all of Albany's streets have sidewalks and accommodate pedestrians, the priority walking corridors should be targeted for enhanced walking treatments, including wider sidewalks and enhanced crosswalks. These streets should also be prioritized for spot enhancements, such as curb ramp upgrades, sidewalk parking enforcement, and routine maintenance. **Figure 5-1** illustrates the Citywide Sidewalk and Pathway Network. **Figure 5-2** illustrates the proposed skeleton sidewalk network. The proposed system includes the following streets in the priority network:

Brighton Avenue
Portland Avenue
Solano Avenue (east of Jackson)
Marin Avenue
Dartmouth Street
Sonoma Avenue
Francis Street
Posen Avenue
Monroe Street
Washington Avenue (west of San Pablo)
Pierce Street
Polk Street
Jackson Street
San Pablo Avenue
Talbot Avenue (north of Dartmouth)
Key Route Boulevard (north of Solano)
Santa Fe Avenue (south of Portland)
Curtis Street (north of Portland)
Peralta Avenue

Walking-only paths complement shared-use paths (Class I paths). Not only do these facilities reduce bicyclist-pedestrian conflicts on shared-use paths, they also create new areas for recreation (walking and jogging) and can be incorporated as "cut-through" routes where streets or bike paths might not fit. The following pathways are included in the priority network:

Ohlone Greenway
Catherine's Walk
Codornices Creek Path
Manor Way Path
Castro Street Stairs
Cerrito Creek Path
Albany Hill Trails
Buchanan Path

A primary goal is to provide continuous walking facilities with the greatest degree of comfort possible. These facilities will provide local and regional access across the city and to neighboring jurisdictions.

Image 5-2. Existing Pedestrian Path

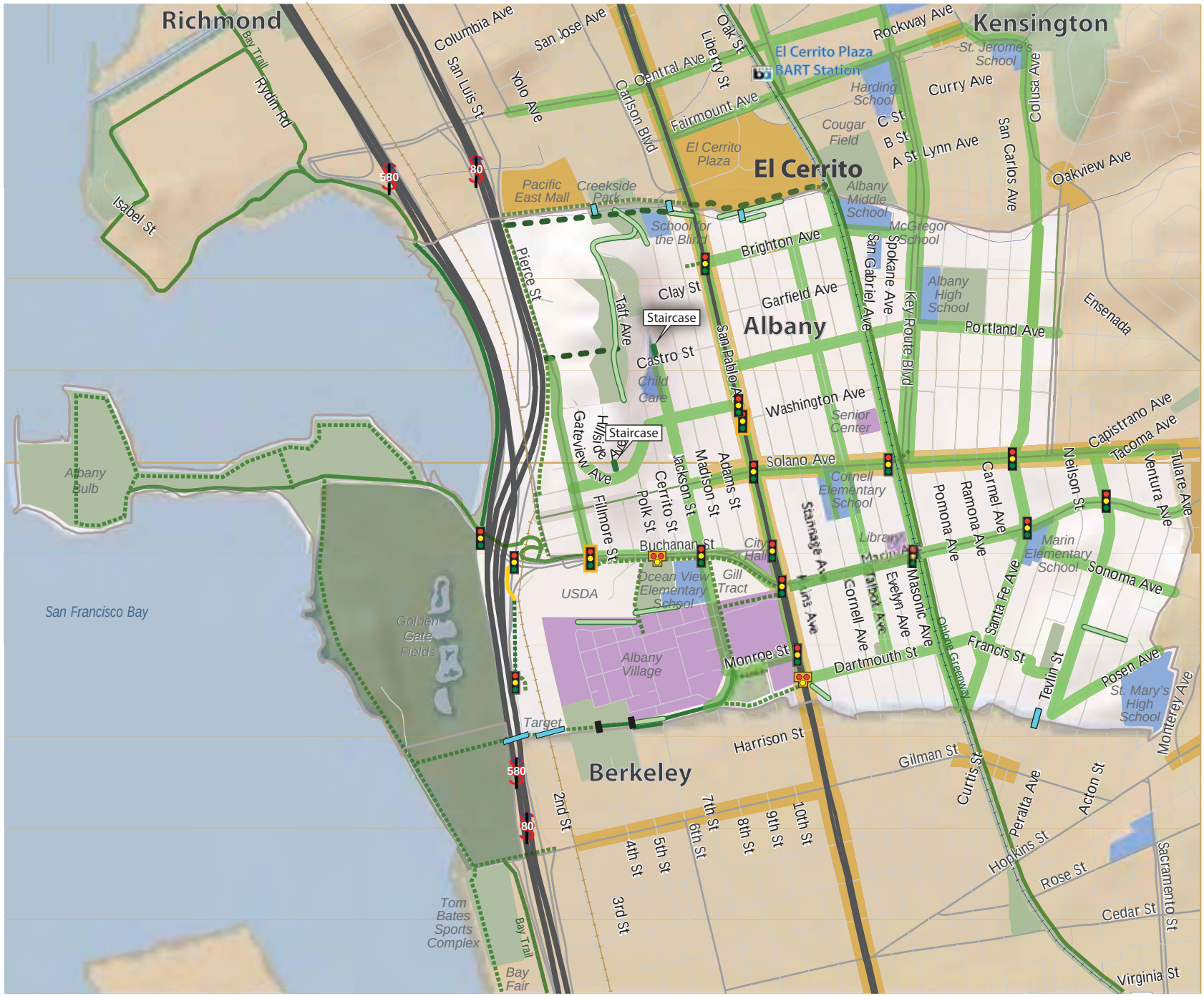
Skeleton Sidewalk and Crosswalk Network

The proposed Citywide sidewalk and pathway network includes many streets in Albany. Within this list, there are several streets that form a basic "skeleton" network of key walking routes. The routes on the skeleton network should be those on which walking improvements, especially accommodations for disabled pedestrians, are prioritized (See Figure 5-2).

- Solano Avenue (Jackson Street to Berkeley border)
- Ohlone Greenway
- San Pablo Avenue
- Buchanan Street
- Portland Avenue (from Ohlone Greenway to Berkeley border)
- Cerrito Creek Path (Pierce Street to San Pablo Avenue)
- Santa Fe Avenue
- Pierce Street
- Sonoma Avenue (and the sidewalk around Marin Elementary)
- Brighton Avenue (from San Pablo Avenue to the Ohlone Greenway)

Albany

Figure 5-1 Priority Sidewalk & Pathway Network



Albany

- Proposed Pedestrian Priority Network
- Class I Shared Use Path (Pedestrian & Bikes Permitted)
- Pedestrian Only Path
- Proposed Class I Shared Use Path (Ped & Bikes Permitted)
- Proposed Pedestrian Only Path
- Albany City Limits
- BART Station
- BART Line
- Schools
- Points of Interest
- Commercial District
- Parks
- Racetrack
- Existing Signal
- Proposed Signal
- Proposed Ped Hybrid Beacon
- Proposed Pedestrian/Bicycle Bridge
- Existing Pedestrian/Bicycle Bridge

Notes:

1. Location of Creekside trails is not precise.
2. Proposed Pedestrian Priority Network in El Cerrito is from the El Cerrito Pedestrian Master Plan.

0 0.1 0.2 Miles 0.4

N

50

10 Acres

FEHR PEERS

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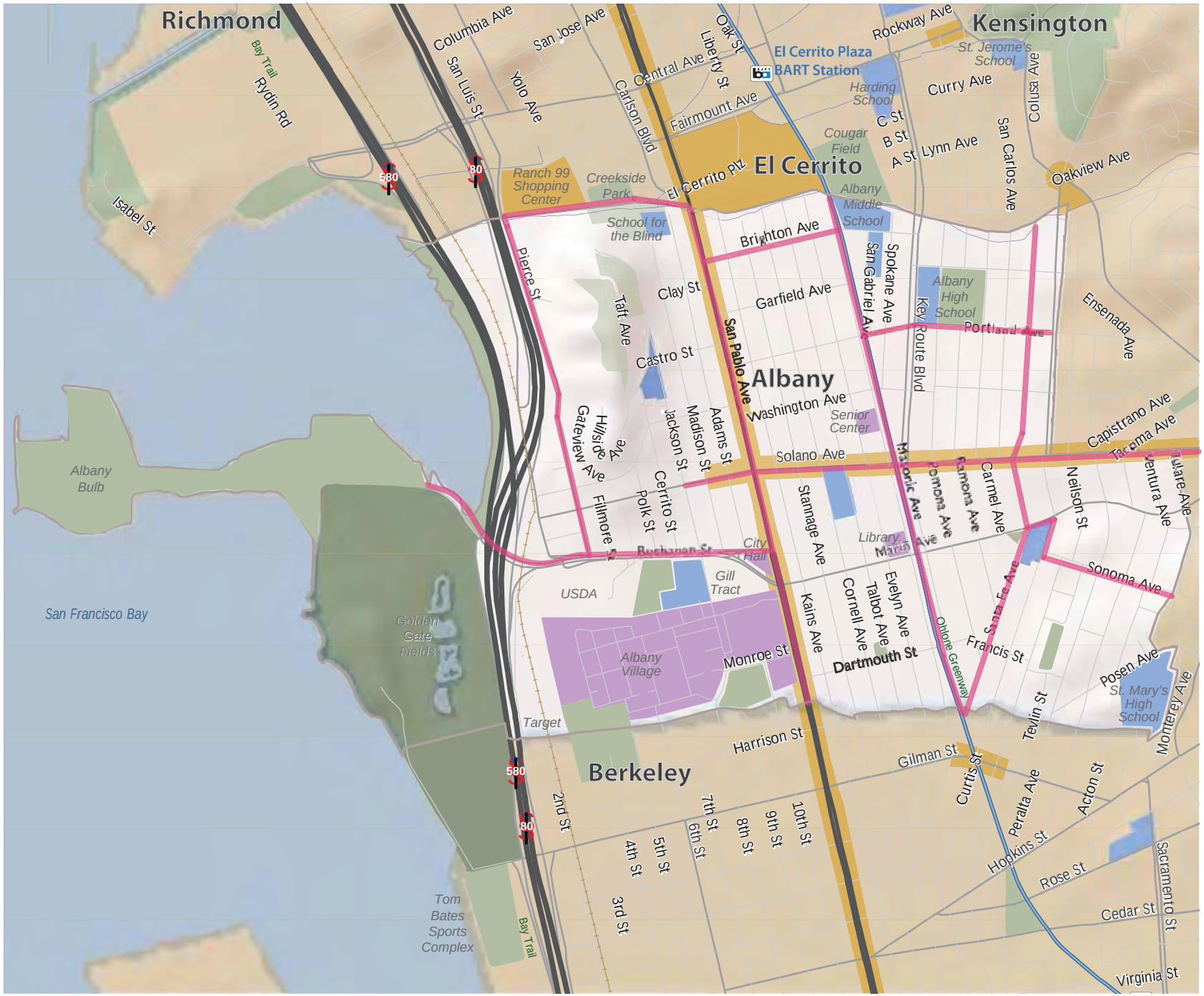
Albany

Figure 5-2 Skeleton Sidewalk & Pathway Network



FEHR & PEERS

5-2 PROPOSED BICYCLING NETWORK

To be eligible for grant funds under Caltrans' Bicycle Transportation Account, a city or county must adopt a bicycle plan that includes certain components outlined in Section 891.2 of the Streets and Highways Code. This section addresses the components required under Sections 891.2 (a), (b), (c), (d), (e) and (f).

Similar to the proposed sidewalk and pathway network, the proposed bikeway network consists of routes that are designed to be the primary system for bicyclists traveling through Albany. Streets or corridors selected for inclusion in the network are targeted for specific improvements in this Plan, such as the installation of bicycling lanes, off-street paths, or signage. By law, unless explicitly prohibited (as they are on I-580 and I-80), bicyclists are allowed on all streets and roads regardless of whether the streets and roads are a part of the bikeway network.

Figure 5.3 illustrates the Citywide Existing and Proposed Bikeway Network. **Figure 5.4** and **5.5** illustrate the proposed slow and fast bicycle networks, respectively. The proposed system includes a total of approximately 20 miles of new bikeway facilities in addition to the four miles currently in place. The table to the right shows the number of proposed miles for each bikeway classification.

TABLE 5.1. LENGTH OF BICYCLING NETWORK

Bikeway Classification	Caltrans Classification[1]	Existing	Proposed
Shared-Use Bicycling and Walking Path	Class I	3.5 miles	7.2 miles
On-Street Bicycling Lane	Class II	1.5 miles	3.5 miles
Bicycling Boulevard	Class III	--	2.75 miles
Bicycling Route (Signed and Marked)	Class III[2]	1.3 miles[3]	6.75 miles
Total	--	6.3 miles	20.2 miles

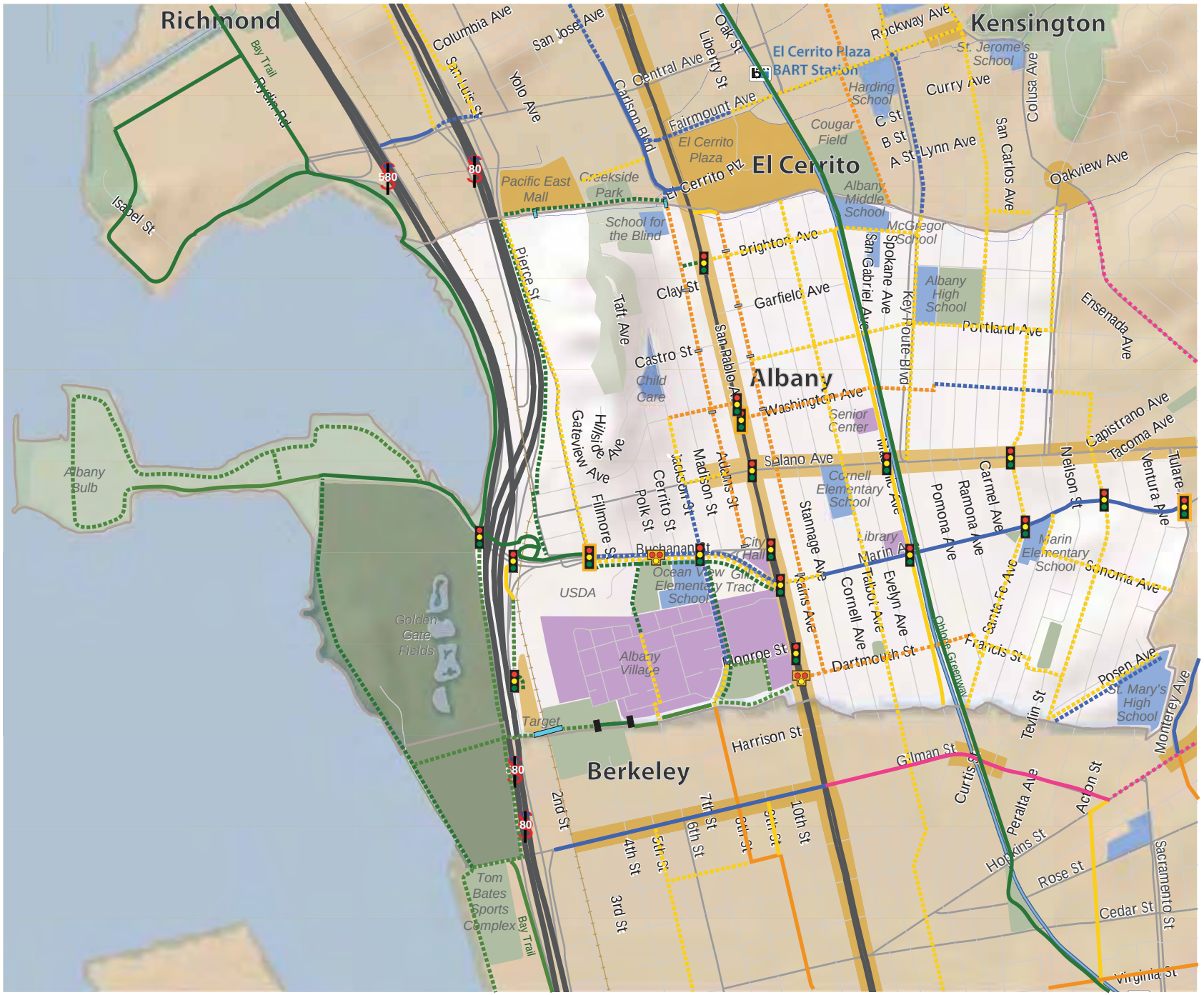
Notes:

1. Based on Caltrans Highway Design Manual
2. The Caltrans definition of Class III includes only bicycling route signs; however, all bicycling routes in Albany are proposed with both signage and shared lane (sharrow) markings. The City of Berkeley refers to signed and sharrowed Class III bicycling routes as Class II.5.
3. Albany currently has two Class III bicycling routes, Santa Fe Avenue between Berkeley and Marin, and Pierce Street between Albany Hill and Buchanan. These existing routes are signed, but not marked with sharrows. This plan proposes to install sharrows on these existing routes.

Source: Bicycle Solutions and Fehr & Peers, 2011

Albany

Figure 5-3 Existing & Proposed Bikeway Network



Albany

- Albany City Limits
- BART Station
- BART Line
- Schools
- Points of Interest
- Commercial District
- Parks
- Racetrack

Bikeway Type	Existing	Proposed
Class I Path		
Class II Lane		
Class II.5 Berkeley Route[2]		
Class III Boulevard[1]		
Class III Route[2,3]		
Bridge		
Traffic Signal		
Ped Hybrid Beacon		
Partial Closure		

0 0.1 0.2 Miles 0.4

N

50 Acres 10

Notes:

1. Bicycle boulevard should be designed with special large "BIKE BLVD" sharrows, special signage, and traffic calming and traffic control devices that give preference to bicyclists.
2. All Class III routes in Albany should be indicated with signage and sharrows. This designation is similar to Berkely's Class II.5 designation.
3. Carmel Street in El Cerrito is a signed-only Class III bicycle route. Other Class III bicycle routes in El Cerrito and shown on the map are treated or proposed to be treated with signage and sharrow markings.
4. Curtis Class III bicycle route chosen to provide direct connect into Oakview Commercial District.

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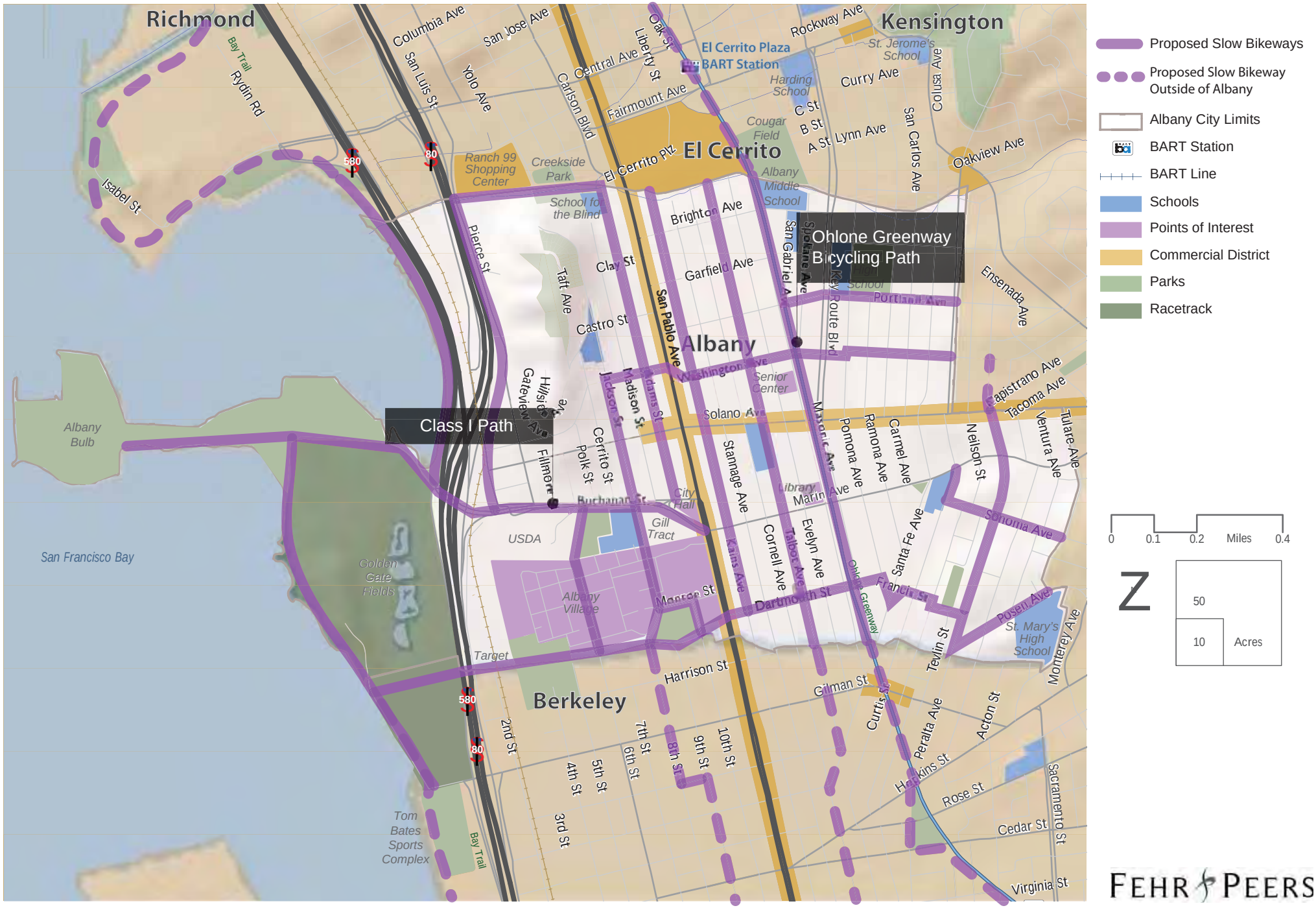
Albany

Figure 5-4 Proposed Slow Bikeways



Albany

Figure 5-5 Proposed Fast Bikeways

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General Design Guidance

The City of Albany has a street grid that is well suited for a robust bicycling and walking network. To accommodate a wide range of bicyclists, this network should be designed to facilitate commute bicycling trips and recreational and casual bicycling. The first group can be accommodated on a "utilitarian" network, which would typically be direct on-street routes with fewer stops. The second group can be accommodated on an "experiential" network, which may include more shared-use paths and separated bicycling routes. Regardless, some design features may be universally applied to many bicycling facilities. This section summarizes some basic design features of standard Class I (shared-use paths), Class II (bicycling lanes), and Class III (bicycling routes). More detailed bicycling facility design guidelines are provided in the Design Guidelines section (Appendix H).

Shared-use Paths (Class I), including the Ohlone Greenway, Buchanan Path, Cerrito Creek Path, Codornices Creek Path, and Pierce Street Path, should be designed to separate bicycle and pedestrian traffic as much as possible. The bicycling path portion should be a minimum of ten feet wide, with a preferred width of fourteen feet. Adjacent to bicycling paths, a separately designated walking path constructed with decomposed granite is preferable. Signage or stencils should indicate bicycling and walking only paths, as well as portions of paths that are shared. Paths should be continuous and have as few stops and crossings as are practical and safe.

Bicycling lanes (Class II) should be a minimum of five feet wide with a preferred width of six feet, measured from the face of the curb with a minimum area outside of the gutter pan of four feet (three feet for a five-foot bicycling lane). A four-foot lane may be provided where there is no on-street parking and no gutter. When necessary to provide this width, curbside vehicle lanes should be narrowed to 10 feet. Parking lanes can be narrowed to seven feet. In all cases, bicycling lanes should be striped and marked on both sides of the roadway at the same time to provide continuity and discourage wrong-way riding. If shorter segments of the corridors have insufficient width for bicycling lanes, on-street signage or stencils to raise the visibility of bicyclists and alert motorists that they are likely to encounter cyclists may be appropriate.

All bicycling routes (Class III) should be marked with signage and stencils to raise the visibility of bicyclists to motorists. In addition to standard bicycling lanes and bicycling routes, several bicycling design and traffic calming treatments should be considered to enhance the comfort and safety along specific routes.

Recommended Bicycling Facilities for Key Corridors

The following bicycling-friendly treatments may be considered along bicycling routes. These treatments are described in detail in the Design Guidelines (Appendix I).

- 6' bicycling lanes
- Physically separated bicycling lanes with buffer
- Colored bicycling lanes
- Bicycle loop detection
- Bike boxes
- Super Sharrows
- Accommodation at large intersections and freeway interchanges
- Signage & Wayfinding

Walking Facility Design Guidance

Walking design and treatments can be classified into three groups based on general levels of walking activity.

- Enhanced Neighborhood Commercial/Downtown: Improved street crossings, wider sidewalks, streetscape design amenities. Examples: Solano Avenue, San Pablo Avenue

- Neighborhood Zone: Wider sidewalks, improved crossings. Examples: Near schools, Brighton Avenue, Santa Fe Avenue, Jackson Street

- Basic Zone: Sidewalks upgraded to meet current standards for width and curb ramps.

These treatments are described in detail in the Design Guidelines (Appendix G).

5-3 PROJECT LIST

As part of the planning process, several project areas were identified for site-specific recommendations and conceptual plans. The recommendations include short- to long-term improvements. The concept designs for these projects also serve as templates for best practices design guidelines for other areas in the City not prioritized in this Plan. Each project is accompanied by a fact sheet that can be used to pursue project-specific grant funding as an implementation step after Plan completion.

Over the past decade Albany has focused primarily on implementing bicycling routes that require considerable alterations to the physical landscape or motorist lanes, including the reconfiguration of Marin Avenue, the commitment to rebuild the 500 block of Pierce Street with a bicycling path, and the current effort to develop 100 percent design plans for the bikeways on Buchanan Street. As the currently planned heavy infrastructure projects are put into construction, though, the City should use opportunities, such as roadway repaving or utility work, to implement network segments that require "sign and paint only." These features can be implemented relatively rapidly at low cost and greatly expand the network, which would both facilitate and encourage increased cycling in the City. This approach allows the City to implement more of the Plan at a quicker pace, consistent with the Climate Action Plan, which calls for implementing 50 percent of the bicycling network by 2015 and 90 percent by 2020.

Many of the projects below contain items that can be fully or partially implemented using paint and signs. The Plan recommends that these paint and sign features receive priority, provided this does not unreasonably delay the overall projects. Projects involving hardscape and changes in street operations (e.g., directional traffic flow) will be subject to further neighborhood review prior to implementation.