1.0 Introduction

Goals and Objectives of the Traffic Management Plan

The Traffic Management Plan is presented as a set of defined goals, objectives, and implementation actions designed to enhance the City's quality of life by creating more livable streets, which promote safer automotive travel, and safer and more convenient facilities and programs that increase and encourage bicycle, pedestrian, and transit travel. It defines an action plan in which citizens, the City Council, the Traffic and Safety Commission, and others participate. The Citywide Plan is designed to reduce traffic speed and traffic volumes where needed, and to resolve other safety issues resulting from automobile travel. It strives to provide new opportunities for residents to create more livable neighborhoods. In tandem with other City plans, policies and goals (for example, the proposed Bicycle Master Plan and the Transit Preference Policy), the Traffic Management Plan's goals, principles, and processes are the blueprint for preserving and promoting the City of Albany's small town ambiance.

Through the process of resident input and discussion of the Traffic Management Plan, several clear statements emerged that embody this overall vision of a better quality of life in the City of Albany. They are:

- Provide equal rights of access for non-automobile modes.
- Reduce automobile trips in the City by encouraging use of 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.

Traffic Calming

The goals and implementation actions of this Traffic Management Plan are consciously rooted in the concept of "traffic calming," originally a European concept based on the desire to create livable communities in historic city centers, where walking, bicycling and transit are emphasized. Traffic calming plans and implementation measures recognize the need for automobile travel for economic and practical reasons. However, such plans also seek to strike a greater balance between automobile travel and other uses of the street, including bicycling,

walking, and transit.

In the United States and Europe, traffic calming measures are adopted as local urban policies, programs, and projects where communities build a sense of local community, safety, and protection from the effects of automobile travel in urban areas. In addition, much of the impetus for traffic calming policies has grown out of a more global concern for the environment through promotion of alternative modes of travel.

The Community Consensus-Building Process: A Foundation for the Traffic Management Plan

The Traffic Management Plan is designed to respond to specific goals and concerns of citizens of the City of Albany, and is based on the input and participation of citizens and the Traffic and Safety Commission via an extensive public process, including over 25 public meetings. Public meetings, petitions, letters, and surveys have helped define the Plan. Citizens and Commissioners have already provided extensive input and direction on the specific issues to be studied, goals and objectives of the Plan, the significance of study results, and the types of implementation actions which might be acceptable in the final Plan. A key goal of the plan is that community consensus on the Plan is as broad as possible.

The public process began in February 1998 with an Introductory Public Meeting held at the Albany Community Center. This meeting was conducted as a public workshop where participants provided input on the goals of the plan, citywide issues, and specific neighborhood issues. In addition, the Traffic and Safety Commission has met with the consultant team on numerous occasions to provide input on the Traffic Management Plan.

A total of 20 smaller Working Group meetings, attended by over 100 people, comprise the consensus building phase of the Plan. These were meetings which discussed traffic issues, data collection results, and potential traffic solutions in each of the three designated Neighborhood Areas, as well as citywide.

The City of Albany Traffic Management Plan Document

The Traffic Management Plan document is organized into two major Sections: Section I, Traffic Management Plan Study Report and Section II, Traffic Management Plan Recommendations, as outlined below.

Section I: Traffic Management Plan Study Report

The Draft Traffic Management Plan Study Report presents the plan process, the issues raised, traffic data and other information gathered and studied as a result of the extensive public process, which is also described. This phase of the planning effort formed the basis of the Draft Traffic Management Plan goals, objectives, and implementation actions. The Traffic Management Plan Study Report contains the following key elements:

Chapter 2.0: Citywide Traffic Overview and Planning Process describes the current transportation system, including details of the roadway system, transit system, and bikeway system. It provides information on City policies and plans, which address the multimodal transportation system.[5] This Section also provides an outline of the planning process employed in drafting the Traffic Management Plan.

Chapter 3.0: Overview of Public Process and Key Issues Raised discusses the Traffic Management Plan's focus on public process and the specific issues raised by residents and decision makers during the public process.

Chapter 4.0: Summary Results of Citywide Data Collection and Analysis discusses results of extensive citywide data collection and analysis efforts designed to validate the specific concerns of residents and decision makers, and review of key documents such as the Circulation Element of the General Plan and the Transit Preference Policy, the proposed Bicycle Master Plan, and other relevant traffic documents and reports.

Section II. Traffic Management Plan Recommendations

The Traffic Management Plan is presented as a set of defined goals, objectives, and implementation actions. It consists of the following sections:

Chapter 5.0 Goals and Objectives of the Traffic Management Plan provides an overview of the philosophy of the Traffic Management Plan, which is directed at improving the overall quality of life in the City and creating more livable street environments in neighborhoods. It provides an overview of the Traffic Management Plan's goals and objectives that were drafted in response to citizen and Traffic & Safety Commission discussions of philosophy and direction for the Traffic Management Plan during the public process.

Chapter 6.0 Proposed Traffic System Improvements designed to implement the Traffic Management Plan's Goals and Objectives, and were drafted in response to specific citywide and neighborhood issues raised by citizens, Traffic & Safety Commissioners and City staff during the public process. Only those Traffic Management Plan issues, which were validated by appropriate traffic data collection and analysis in the Traffic Management Plan Study, were recommended for action. In addition, key proposals contained in recent traffic plans and policy documents were also evaluated and any appropriate additions or changes to these action plans are also presented. Cost information as well as potential funding efforts are outlined in the Plan. Finally, a process for evaluation of future neighborhood traffic issues and traffic calming measures, which could be considered, is provided.

[5] The term "multimodal traffic system" refers here to the entire passenger traffic system, comprised of transit, bicycle, pedestrian, ferry, and automobile traffic facilities.

The Traffic Management Plan has been developed on the basis of a significant amount of technical analysis, and has also made use of other technical studies of traffic conditions in the City. The Appendices include details of three elements of the technical analysis for this study; they also list the reference documents. A listing of all Appendices may be found on Page 1.

SECTION I. Traffic Management Plan Study Report

2.0 Citywide Traffic Overview and Planning Process

2.1 Overview of the Land Use/Traffic Connection in the City of Albany.

The City of Albany is primarily a community of residential neighborhoods served by two major shopping streets, Solano Avenue, with a hometown, "main street" character, and San Pablo Avenue, a state highway dominated with auto-oriented uses. Most neighborhoods within the City are comprised of single family homes, while some have a multi-family residential character.

The City of Albany is located in a major urban setting in the East Bay Area, lying within a major urban traffic system with congested highways and arterial roadways, and is adjacent to major travel destinations. Designed in a grid pattern in the early 1900's, the City streets are oriented towards transit use.

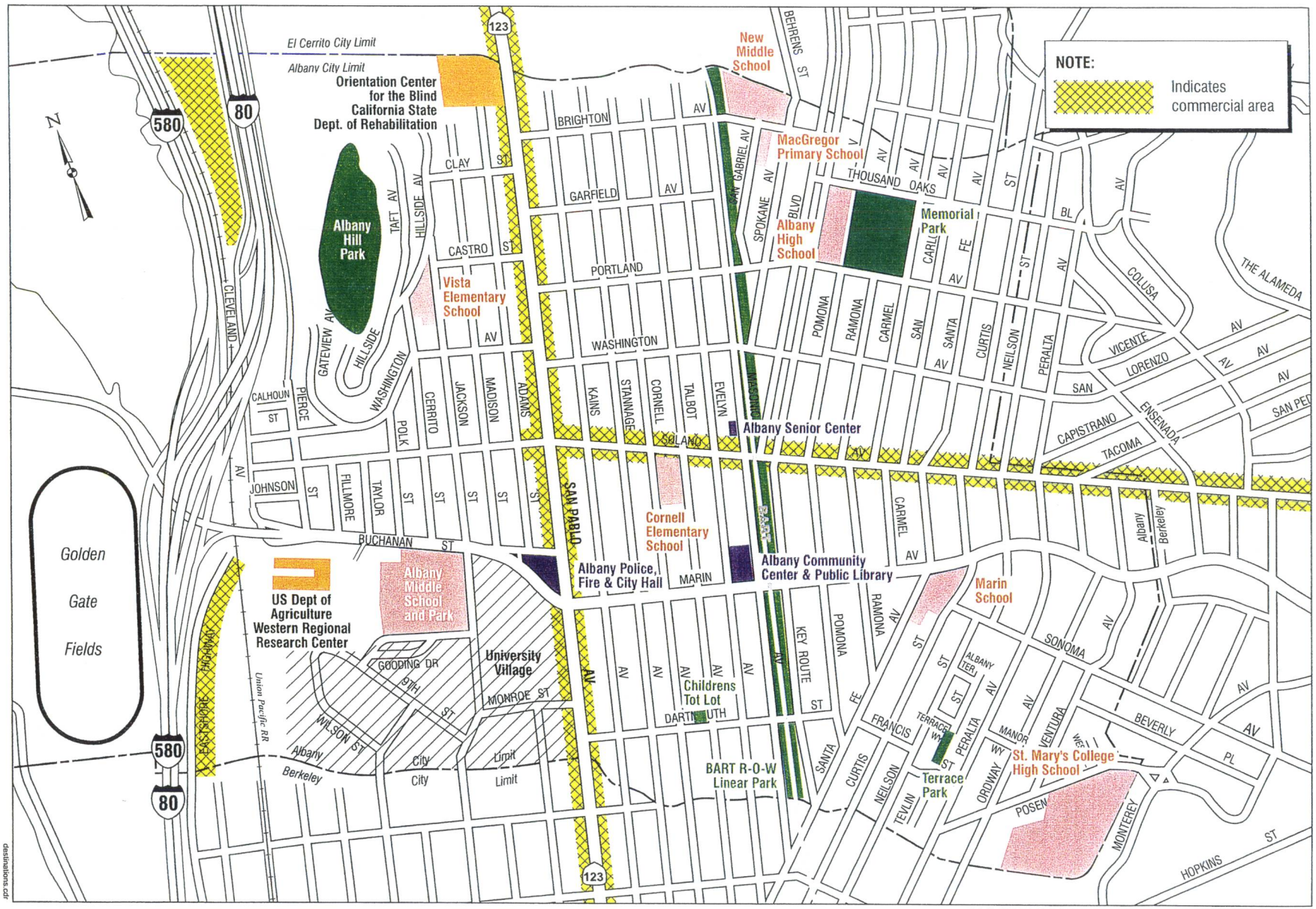
The grid street pattern allows easier access for transit riders journeying to transit stops, as well as other pedestrians. It also provides the most direct route for any mode of travel making it ideal for reducing walking distances. This type of street pattern is equally ideal for automobile travel providing attractive, shorter routes for automobile drivers.

City planners, at the time the City of Albany and its neighboring cities were laid out, could not have envisioned the effects of relatively unconstrained automobile travel in the 1990s. The past two decades have seen phenomenal increases in vehicle miles traveled (VMT) throughout the nation, the State, and the Bay Area. Automobile ownership per household continues to rise. In the City of Albany, the 1990 U.S. Census indicates that the average number of vehicles per household is 1.43 vehicles. Those who own their own homes had a higher rate of vehicle ownership at an average of 1.58 vehicles per household. This level of automobile travel has reduced pedestrian and bicycle safety and created unwanted local environmental effects (noise, fumes, etc.).

Two-earner households are also a significant source of increased VMT generated by each household, and non-work trips are the fastest-growing source of VMT nationally. Income is also less of a barrier to automobile travel than ever before; in the 1980s, the U.S. Census reported that a significant number of commuters in the lowest income households travel by automobile.

2.2 Existing Traffic Setting: Roadway System

The City of Albany, as noted, is laid out in a mostly grid street pattern, located in the center of the urban regional highway and arterial street system of the East Bay. It is situated near significant commercial and educational travel destinations, both internally and externally. Internal destinations within the City of Albany are identified in *Figure 2.1, Local Commercial, Recreational, and School Destinations.*



destinations.cdr

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Figure 2.1

LOCAL COMMERCIAL, RECREATIONAL, AND SCHOOL DESTINATIONS

Destinations outside the City include the University of California at Berkeley, the El Cerrito and Pacific East Asian shopping malls, and the Bay Area Rapid Transit District (BART) stations located in El Cerrito and North Berkeley. The City also lies on the highway and arterial routes to major commercial destinations in the Cities of Oakland, Emeryville, and San Francisco. The City of Albany shares a boundary on the east and south with the City of Berkeley. To the north, it is bounded by the Cities of El Cerrito and Richmond. The Interstate 80/580 interchange with Buchanan Street is located within the City of Albany, and Interstate 80 runs in a northeast-southwest orientation at the western edge of the City.

2.2.1 Local Roadway System

Figure 2.2, Roadway Classifications, illustrates the City's local roadway system. According to the Circulation Element of the General Plan, the City of Albany classifies its roadways as indicated below:

- Major Arterial
- Minor Arterial
- Collector Streets
- Local Street

The Circulation Plan Map in the City of Albany General Plan Circulation Element shows roadway classifications that are not consistent with the General Plan Circulation Element text. The Circulation Plan Map's classifications are accurate; both *Figure 2.2* and the following text descriptions of City roadways conform to the Circulation Plan Map.

The Circulation Element of the General Plan does not state specific Average Daily Traffic (ADT) standard/thresholds for each roadway classification. A proposal for such ADT standards is outlined in Section 4.0, below.

Major Arterials

The Circulation Element of the General Plan states that "major arterials are designed to carry heavy traffic volumes. Arterials serve cross-town circulation as well as access needs for specific development. Some arterial streets have medians to control cross traffic. Separate turning lanes are usually provided, and signals control major intersections."[6]

[6] Circulation Element of the City of Albany General Plan, p. 41.

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Figure 2.2

ROADWAY CLASSIFICATIONS

There are three major arterials, which traverse the city:

- San Pablo Avenue
- Marin Avenue/Buchanan Street
- Solano Avenue

- San Pablo Avenue (State Route 123) is a north-south major arterial, which provides direct access into and out of the City. The Alameda County Congestion Management Agency (CMA) is engaged in a multi-year traffic signalization project covering the entire length of San Pablo Avenue, from 17th Street in the City of Oakland, to the intersection of Highway 4 and San Pablo Avenue north of the City of Hercules.

- Each city along San Pablo Avenue, including the City of Albany, is part of the CMA's coordination process for this study as well as other regional agencies. The first phase of the project includes a signal interconnect project which will complete conduit installation and define the signal architecture. Future plans for the corridor may include Intelligent Transportation Systems (ITS) measures, state-of-the art computerized traffic management measures which are now being researched and developed around the country; more common examples of current ITS technology include advanced traffic advisory technology and signal coordination systems. All plans for signal and other improvements on San Pablo Avenue are coordinated by the City, the CMA, and Caltrans.

- Marin Avenue/Buchanan Street is an east-west major arterial providing direct access from Interstate 80 through Albany to the City of Berkeley. As such, it is a major through route between the two cities. Most blocks of this arterial street are lined with residences and two schools are located on this arterial. The Marin School is an elementary school, and the Albany Middle School has recently become Ocean View Elementary School.

- Solano Avenue is a major arterial in the commercial segment east of San Pablo Avenue to the City's eastern boundary, continuing into the City of Berkeley. It is possible to access the collector street portion of Solano Avenue (west of San Pablo Avenue) from the current westbound I-80 off-ramp at Cleveland Avenue. Therefore, although Solano Avenue is a major arterial only in the commercial portion east of San Pablo Avenue, it can be used as a throughway from the freeway to the eastern border of the City, traversing a residential neighborhood in the collector street portion between the freeway and San Pablo Avenue. Because the Pierce Street ramps are now closed, westbound through travel on Solano Avenue is less likely to occur now than in the past.

Minor Arterials

According to the Circulation Element of the General Plan, minor arterial streets "serve large segments of the City but do not involve citywide cross-town circulation. Major intersections are signalized but may not have separate turn lanes." There are six minor arterials in the City of Albany. The east-west facility is Buchanan Street, west of I-80. The north-south minor arterials are: Masonic Avenue south of Solano Avenue, Cleveland Avenue north of Solano Avenue, Pierce Street, Jackson Street between Solano Avenue and Buchanan Street, and Key Route Boulevard north of Solano Avenue.

Collector Streets

According to the Circulation Element of the General Plan, collector streets are "arterials designed to channel traffic from local streets into the arterial street system and to handle short trips within neighborhoods. Collectors normally have two lanes and curb parking. Collectors could also include traffic signals and turning lanes at major intersections."[7]

There are seven collector streets in the City. The north-south collector streets are: Jackson Street north of Solano Avenue, Santa Fe Avenue, and Peralta Avenue. The east-west collector streets are: Solano Avenue west of San Pablo Avenue, Portland Avenue, Thousand Oaks Boulevard, and Brighton Avenue.

Local Streets

According to the Circulation Element of the General Plan, local streets "carry low traffic volumes associated with providing access within a residential neighborhood or business district. Local streets may be loop streets or cul-de-sacs. Travel distance to a collector should be short, within one-half mile. Pavement cross sections are designed for relatively low speed travel with parking permitted."[8]

All streets not noted above as Major Arterials, Minor Arterials, and Collector Streets are considered local streets. As noted in Section 4.0, below, the traffic data analysis indicates that many of these local streets carry significant traffic volumes and therefore may not be functioning as local streets according to the General Plan definition of this street classification.

2.2.2 Current Intersection Controls

Figure 2.3, Existing Intersection Controls, provides the location of signalized and STOP sign controlled intersections. It should be noted that most STOP sign controlled intersections on east/west roadways are generally STOP sign controlled at all or nearly all of the north and south approaches, creating a pattern conducive to east west through movement.

[7] Circulation Element of the City of Albany General Plan, p. 41.

[8] Circulation Element of the City of Albany General Plan, p. 41-42.

2.2.3 Other General Plan Circulation Element Policies Pertaining to Roadway System Management

Goal CIRC 1 of the General Plan Circulation Element states that the City's established goal is to "preserve the character of residential areas near and on arterial streets."[9] Several of the specific policies that were adopted relative to this Goal CIRC 1 are particularly pertinent to the Traffic Management Plan's emphasis on preserving the quality of life in residential areas of the City, including:

- CIRC 1.1: Discourage or prevent the use of Kains and Adams Streets for primary access to non-residential uses;

- CIRC 1.7: Review and consider the use of roadway features such as speed bumps, traffic diverters, and other methods to limit through traffic and high speeds on residential streets. These tools should be considered on a citywide basis and potential impacts to adjacent streets due to changing travel patterns should be fully addressed."[10]

Policy CIRC 1.7 specifically calls for a citywide evaluation of the local roadway system, using traffic calming methods and tools to protect neighborhood streets from speeding and through traffic. The Traffic Management Plan is the first comprehensive initiative to implement this Policy.

[9] Circulation Element of the City of Albany General Plan, p. 45.

[10] Circulation Element of the City of Albany General Plan, p. 45.

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Figure 2.3

EXISTING INTERSECTION CONTROLS

2.3 Existing Traffic Setting: Transit System

2.3.1 Existing Transit System

The City of Albany is served by AC Transit. The nearest BART station is located to the north in the City of El Cerrito at the El Cerrito Plaza, with links to various AC Transit routes. As indicated in *Figure 2.4, Local Transit System*, the current local, inter-city, and commuter routes serving the City of Albany are shown. In addition, *Table 2.1, Bus Routes Passing Through the City of Albany*, shows the major destinations served by existing AC transit routes, both within the City of Albany, as well as external destinations.

Figure 2.5 shows Walking Distance to Transit Stops, indicating that the vast majority of City residents are located within 800 feet of a transit stop, less than the length of two standard city block faces. There are few residential areas where residents are not located within 800 feet of a transit stop, these are: 1) the top of Albany Hill, 2) a small portion of the northernmost residential streets (mainly very small segments of Brighton, San Gabriel and Masonic Avenues), and 3) the extreme southeast residential streets (mainly portions of Ordway, Sonoma, Ventura, Posen Avenues, and West Place, as well as other small roadway segments in this vicinity).

A local circulator shuttle service operated for a short time period on Solano Avenue in the past; however, it was discontinued due to lack of patronage.

There is currently no school bus service available to school children through the Albany Unified School District.

2.3.2 City of Albany Transit Policies and Programs

General Plan Circulation Element Policies

The City of Albany has a longstanding commitment to promoting transit ridership. City policies stated in the Circulation Element of the General Plan are clear; minimizing reliance on the automobile is a key goal for the City. The General Plan states that:

> "The City of Albany is committed to working toward an overall goal of reducing reliance on the automobile as the primary means of transportation. This goal is shared by local and regional groups focused on improving air quality and reducing congestion. "

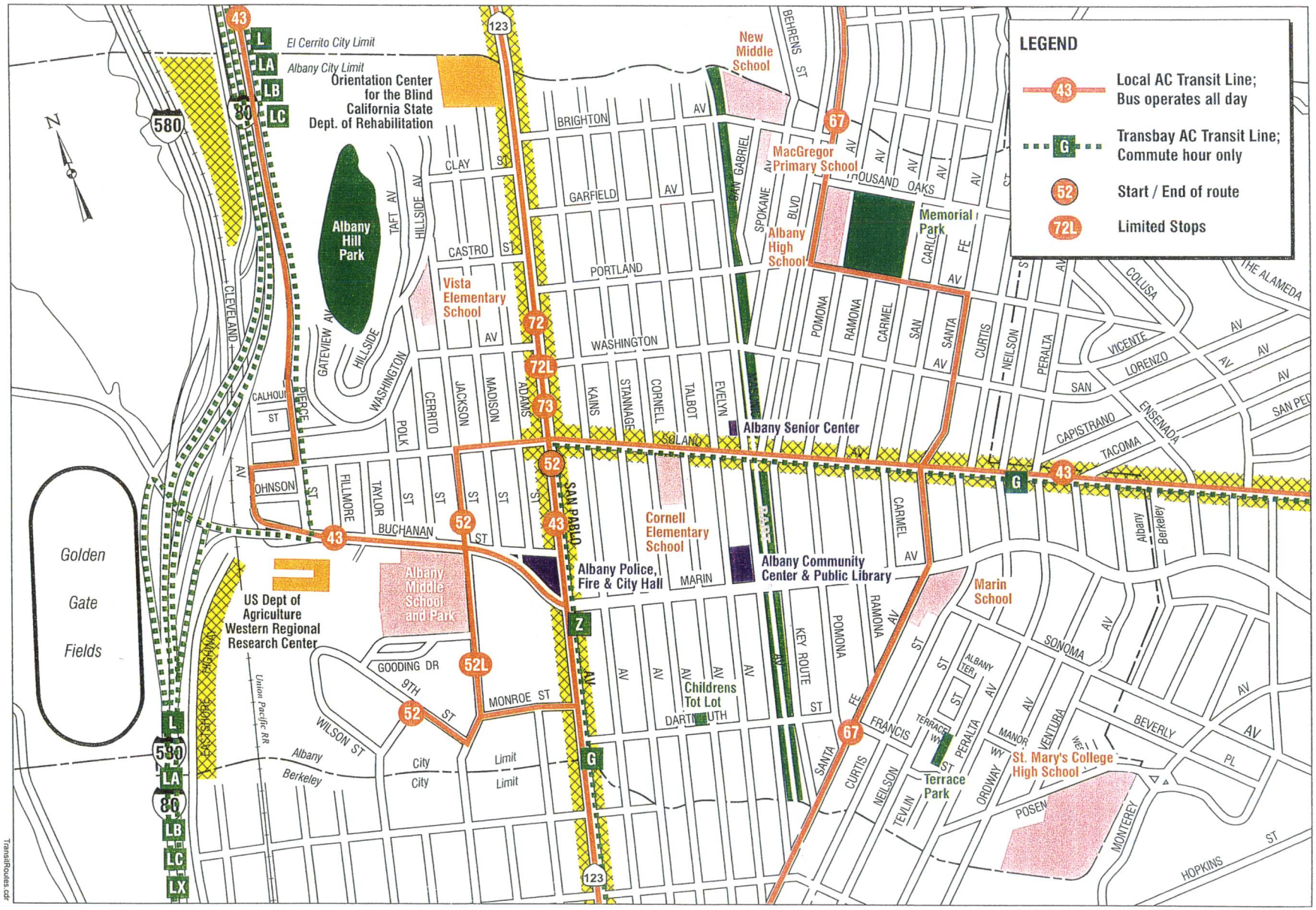

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Figure 2.4

LOCAL TRANSIT SYSTEM

> "Albany is particularly well situated to accomplish this goal because of the close proximity of the major commercial streets to most homes and good access to mass transit, including AC Transit and BART. Specific policies have been included in the plan to reduce reliance on the automobile."[11]

Goal CIRC 4 of the Circulation Element of the General Plan states that the City "support[s] public transit and other means to reduce reliance on the automobile as the primary means of transportation."[12] Policies stated in the General Plan include:

- monitor existing and proposed transit service for responsiveness to residents' and employers' needs;
- encourage continued operation of Senior Center Paratransit services;
- work with the City's Trip Reduction Ordinance/develop programs and incentives for use of carpools, staggered work hours, bicycling, walking and increased use of public transit for residents and employees in the community;
- assure that the AC Transit service between Albany Village and the UC Campus is maintained; and
- increase pedestrian travel throughout the City by connecting major pathways systems to City, regional and state parks.

City of Albany Transit Preference Policy

The Albany City Council has adopted a Transit Preference Policy (see Appendix B). The following is a summary of the goals of the Transit Preference Policy:

- Increase mobility for children, seniors, and others who are unable or unwilling to drive;
- Reduce the number of automobile accidents involving human fatalities and injuries;
- Reduce air pollution and traffic congestion by reducing the need for private automobiles;
- Reduce the need for parking and thus reduce the cost of housing and economic development;
- Reduce individual transportation expenditures, freeing up personal resources for other needs such as housing and health care;
- Reduce heavy automobile traffic on major arterials, helping to break down mobility barriers to people on foot and on bicycle.

[11] Circulation Element of the City of Albany General Plan, p. 45.

[12] Circulation Element of the City of Albany General Plan, p.46.

Table 2.1 Bus Routes Passing Through The City of Albany

Bus Route	Start-End of Route	Approximate Headways			Major Destinations	
		AM Peak	PM Peak	OFF Peak	In Albany	Outside Albany
43	El Cerrito Bart / E. Oakland	15	12	16-30	**Street:** Solano Ave., San Pablo Ave. **Dest.:** Shops on Solano Ave. and San Pablo Ave.	Downtown Berkeley, Oakland, El Cerrito Plaza
67	El Cerrito / Berkeley	20	20	30	**Street:** Key Route Blvd., Santa Fe Ave Dest.: Albany High School, Albany Memorial Park, Solano Ave., MacGregor Primary School	El Cerrito Plaza, Berkeley, North Berkeley BART
72	Oakland Amtrak / Hilltop Mall	20	20	30	**Street:** San Pablo Ave. **Dest.:** City Hall, Albany Police and Fire Department, San Pablo Ave. Shops, Albany Village	El Cerrito Plaza, Hilltop Mall, El Cerrito del Norte BART, Contra Costa College, Downtown Oakland, Center for the Blind, Golden Gate Rec. Ctr., Oakland Amtrak, El Cerrito City Hall, Jack London Square
72L	Contra Costa College / Downtown Oakland	20	20	NS	**Street:** San Pablo Ave. **Dest.:** City Hall, Albany Police and Fire Department, San Pablo Ave. Shops, Albany Village	El Cerrito Plaza, El Cerrito del Norte BART, Contra Costa College, Center for the Blind, Jack London Square,
73	Pt. Richmond / Oakland Amtrak	15-20	20	30	**Street:** San Pablo Ave. **Dest.:** City Hall, Albany Police and Fire Department, San Pablo Ave. Shops	Kaiser Hospital, El Cerrito Plaza, El Cerrito del Norte BART, Downtown Oakland, Oakland Amtrak, Jack London Square
G	El Cerrito / San Francisco Terminal	30	15-20	NS	**Street:** Solano Ave., San Pablo Ave. **Dest.:** City Hall, Albany Police and Fire Department, Shops on Solano Ave. & San Pablo Ave.	El Cerrito Plaza, San Francisco

Table 2.1 Bus Routes Passing Through The City of Albany

Bus Route	Start-End of Route	Approximate Headways			Major Destinations	
		AM Peak	PM Peak	OFF Peak	In Albany	Outside Albany
52	9th & 6th/ Clay & San Pablo	30	30	30	**Street:** 9th, Jackson St., Solano Ave., San Pablo Ave. **Dest.:** Albany Middle School, Solano and San Pablo Shops, Orientation Center for Blind, Albany Village	Berkeley, UC Berkeley
52L	9th & 6th/ Clay & San Pablo	30	30	30	**Street:** 9th, Jackson St., Solano Ave., San Pablo Ave. **Dest.:** Albany Middle School, Solano and San Pablo Shops, Orientation Center for Blind, Albany Village	Berkeley, UC Berkeley
L/LC	Richmond/El Cerrito to San Francisco	15-Oct	15-Oct	NS	**Street:** Via Pierce and Buchanan Sts.	San Francisco
Z	Albany / San Francisco Terminal	10	20	NS	**Street:** San Pablo Ave. **Dest.:** City Hall, Albany Police and Fire Department, San Pablo Ave. Shops	San Francisco

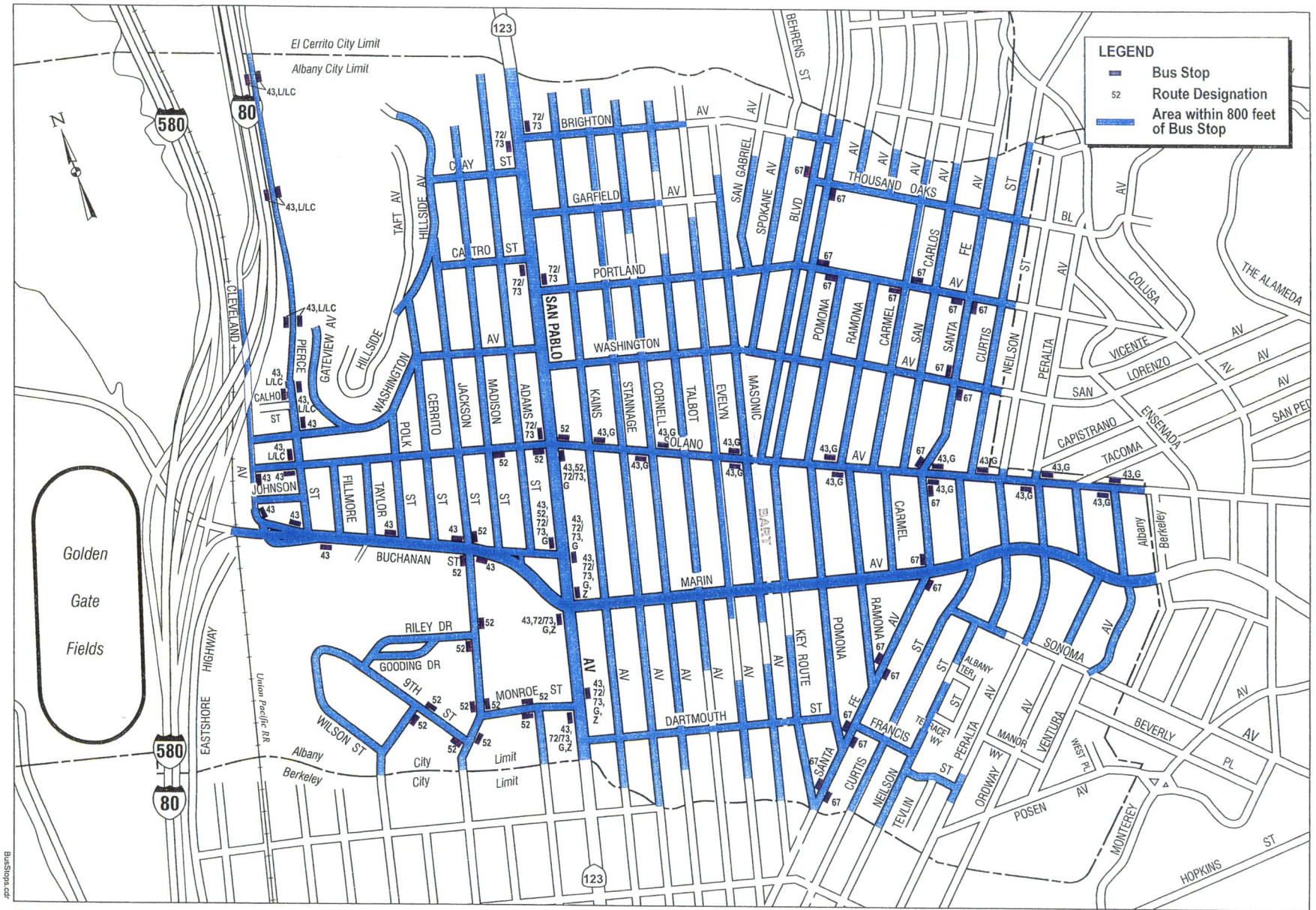

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Figure 2.5

WALKING DISTANCE TO TRANSIT STOPS

The Transit Preference Policy advocates clear methods by which the City will encourage and promote public transit use by creating opportunities for increased transit travel speed, regular frequency, and increased fare box revenues by reducing transit vehicle competition with private automobiles and other preemptions of space on city streets. The following methods of expediting transit service are outlined as follows:

- Create and enforce exclusive transit lanes, synchronization of traffic signals to transit speed, extension of bus stop curbs out to the traveled transit lane, and use of signal preemption devices, and attractiveness and comfort of public transit infrastructure.
- Develop a preferential transit street system recommending methods of expediting transit service on duly designated "transit streets."
- Develop associated transit-oriented improvements to be incorporated into a Transit Preferential Plan (to be inserted in the Circulation Element of the General Plan). The City Council will consider the following measures, and other measures as appropriate in the Transit Preferential Plan to be completed in future:

    1. Creation of exclusive bus lanes.
    2. Restriction of automobile turning movements that conflict with transit vehicles.
    3. Synchronization of traffic signals to the speed of transit vehicles rather than automobiles.
    4. Use of signal preemption devices for transit vehicles.
    5. Extension of bus stop curbs out to the transit travel lane.
    6. Enforcement of regulations against double parking and parking in bus stops.
    7. Optimization of bus stop locations and design, considering factors such as bus operations and passenger safety.
    8. Posting and maintenance of transit schedule information at bus stops.
    9. Bus stop improvements such as benches and shelters.
    10. Public infrastructure improvements such as curb cuts that are necessary to give pedestrians access to the transit system.[13]

The City staff has been asked to "resolve any conflicts between public transit and single occupancy vehicles on City streets in favor of the transit mode that provides the greatest mobility for people rather than vehicles, giving due consideration to the environmental, economic, health, and social equity impacts of the conflicting mode choices."[14]

[13] City of Albany Transit Preference Policy, p. 2.

[14] City of Albany Transit Preference Policy, p. 1.

Implementation of the Transit Preference Policy

Although the City has not yet adopted a Transit Preferential Plan (to be inserted in the Circulation Element of the General Plan), as called for in the Transit Preference Policy document, it has taken significant steps to implement some of the recommendations of the document. On August 3, 1998, the City of Albany enacted a Joint Exercise of Powers Agreement by and between AC Transit, the County of Alameda, and the cities of Albany, Berkeley, Emeryville, Fremont, Hayward, Newark, and San Leandro. This agreement provides for the AC Transit District to act as administrator of a county-wide effort to obtain bus shelters for the transit-riding public. A Multi-Agency Bus Shelter Committee has been created, which will provide recommendations to the District on all aspects of the bus shelter project, and develop criteria for such shelters, including advertising content and shelter design. It is anticipated that the shelters and associated costs would be provided by an advertising contractor to be selected by the Committee.

Ferry Service Planning Efforts

The 1998 Regional Ferry Plan update identifies a ferry route between Albany/Berkeley and San Francisco as one of its top ranked potential new ferry service lines. The City of Albany supports introduction of a new ferry service from the foot of Gilman Street in Berkeley.

In response to its Waterfront Committee involvement and interest in potential new ferry service serving the City of Albany, the City of Albany City Council has instructed City staff to continue its work with the MTC at the Technical Advisory Committee level, and to explore coordination issues regarding new ferry service with the City of Berkeley.

Eastshore State Park suggests a facility development cost of $2.5 to $3 million exclusive of parking lot acquisition. Potential service to downtown San Francisco as well as to San Francisco International Airport and San Francisco Treasure Island from the Cities of Albany and Berkeley are again being evaluated as new commuter ferry routes, as well as weekend and recreation-oriented service as well. MTC updated the Regional Ferry Service Plan in March 1999. This Plan contains a detailed reevaluation of the feasibility of new routes and recommends the Berkeley/Albany to San Francisco route. Such Plan also recommends the foot of Gilman Street as the location for the ferry terminal.

In 1999, Governor Davis signed into law a bill establishing the creation of a Bay Area Water Transit Authority. This Agency will implement and administer a regional ferry plan and program. However, the authorizing legislation did not include funding for the implementation of the ferry plan or any capital expenditure. In an upcoming session, the state legislature is anticipated to consider possible funding sources for the Water Transit Authority.

2.4 Existing Traffic Setting: Bikeway System

2.4.1 Existing Bikeway System

The Circulation Element of the City of Albany General Plan states that "currently, no specific bikeways have been implemented in the City, except along the Ohlone Greenway (BART Linear Park)."[15]

The City of Albany Final Draft Bicycle Master Plan, dated January 1997, lays out a significant analysis of bicycling constraints, and proposes policies and implementation actions (see Appendix C). This document has not yet been adopted by the City Council for addition to the Circulation Element of the General Plan. In addition, the Marin Avenue Bike Lane Project Traffic Study, dated December 29, 1997, analyzes the traffic effects of proposed modifications to Marin Avenue to accommodate bicycle lanes (see Appendix D).

Both documents were reviewed and an analysis is included of the traffic effects of the proposed bikeway improvements in the Traffic Management Plan Traffic Analysis. Section 6.0 of the Traffic Management Plan provides recommendations and analysis of the effects of several alternatives, which include variations on reconfiguration of Marin Avenue with bikeways.

A summary of the contents and comments regarding general feasibility of the Final Draft Bicycle Master Plan, are provided below.

2.4.2 Final Draft Bicycle Master Plan--Summary of Findings, Goals, and Objectives

The Bicycle Advisory Committee, and the City of Albany Traffic and Safety Commission, are dedicated to improving the ability of citizens to travel by bicycle, and have been working towards this goal for many years. These efforts have resulted in the drafting of the City of Albany Bicycle Master Plan Final Draft document. This is a comprehensive policy document, which will be under separate consideration by the City Council, and contains a definitive statement of goals and objectives for bicycle planning in the City of Albany. It also provides a list of specific bicycling constraints in the City and a Bicycle Master Plan, which includes implementation of a proposed bicycle circulation plan and other improvements. The following provides a summary of the Master Plan Final Draft's key findings, goals and objectives.

Bicycle Master Plan Goals and Objectives

There are nine main goals and thirty-five associated objectives presented in the City of Albany Bicycle Master Plan Final Draft. The full text of these appear on pages 9 through 13 in the City of Albany Bicycle Master Plan Final Draft document attached in Appendix C of the Traffic Management Plan. The goals and objectives of the Plan were reviewed, and proposals in the Traffic Management Plan are consistent with the goals and objectives of the City of Albany

[15] Circulation Element of the City of Albany General Plan, p. 43

Bicycle Master Plan Final Draft.

The goals of the Bicycle Master Plan are as follows:

Goal 1:	Support bicycling and the development of a comprehensive bicycle transportation system as a viable alternative to the automobile.
Goal 2:	Use any available state and federal funding for bicycle improvements in the City of Albany.
Goal 3:	Improve upon existing bikeway facilities and programs in Albany.
Goal 4:	Develop a bicycle system that meets the needs of commuter and recreation users, helps reduce vehicle trips, and links residential neighborhoods with regional destinations.
Goal 5:	Maximize multi-modal connections to the bicycle system.
Goal 6:	Improve bicycle safety in Albany.
Goal 7:	Develop detailed bicycle facility improvement proposals.
Goal 8:	Encourage public participation and creation of an ongoing Advisory Committee.
Goal 9:	Develop a coordinated strategy to encourage bicycling in Albany.

Objectives associated with these goals include:

- Consistency with other plans, inclusion in the General Plan, and regular evaluation of the Plan;
- Pursuit of all practical funding opportunities and designation of a bicycle capital improvement program;
- Development of a bicycle path, lane, and route system as proposed in the Plan and encourage use of bicycle corridors, education programs for adults and children, and data collection programs;

Provide for both commuter and recreational uses, and users of varying skill levels in the developed bike route system, create incentives for bicycling, and address barriers to bicycling;

- Develop bikeways that complement the Transit Preference Policy;
- Monitor and report on bicycle accidents, maintain the bicycle system, improve amenities such as lighting and call boxes;
- Develop detailed implementation plans for proposed projects in the Plan, including roadway cross-sections and design plans. Class I (trail or pathway) and II (bike lane) bikeways are

preferred over Class III (bike route) bikeways where feasible;
- Maximize public involvement through the Bicycle Advisory Committee and identify a Bicycle Coordinator;
- Sponsor events and cooperative efforts with the business community, and provide maps and other information to encourage bicycling.

Bicycling Constraints

The constraints experienced by bicyclists in the City were detailed in the Final Draft Bicycle Master Plan. They are summarized as follows:

- Bicyclists accessing the bay front encounter difficult conditions at the I-580/80 interchange and the Buchanan Street on-ramp;
- The corner of Solano and San Pablo Avenues is heavily traveled, making bicycling difficult;
- Safety risks from high volumes and speeds on Marin Avenue, Buchanan Street, San Pablo Avenue, Pierce Street, and Santa Fe Avenue present safety risks for bicyclists;
- Diagonal parking on Solano Avenue east of San Pablo Avenue presents a constraint to safe bicycling;
- BART trail crossings at Brighton, Portland and Washington Avenues are designed with mid-block crossings;
- Sidewalks on parts of Solano Avenue east of Masonic Avenue are too narrow to safely accommodate cyclists;
- A flight of stairs at the corner of Cleveland Avenue and Buchanan Street forces cyclists to dismount;
- Pavement is rough on Solano Avenue between Key Route Boulevard and Pomona Avenue;
- There is a gravel-strewn surface on the north side of Brighton Avenue between Masonic and Key Route Boulevard;
- There is no lighting on the Ohlone Greenway bicycle trail;
- Steep grades exist at the tops of Gateview and Hillside Avenues, at the intersection of Madison and Clay Streets, and along a large portion of the westernmost part of Solano Avenue;
- Long traffic signal cycles can make bicycle travel more difficult due to lost momentum; in addition, there are no bicycle-activated signals in the City.

The majority of the constraints listed in the Bicycle Master Plan were evaluated in the Traffic Management Plan data collection and analysis steps (see Section 4.0, Summary Results of Citywide Data Collection and Analysis). Specific bicycle system recommendations are discussed in Section 6.1.2.

Bicycle Master Plan Recommendations

A summary of recommendations to the Final Draft Master Bicycle Plan, as proposed by the Bicycle Advisory Committee and the Traffic and Safety Committee, is included in Appendix E.