

## C. TRANSPORTATION AND CIRCULATION

This section describes transportation and circulation conditions, including transit service and pedestrian and bicycle facilities in and around the City of Albany. This section also describes the regulatory setting relevant to transportation and circulation issues and discusses and evaluates the potential impacts of the policies proposed and development facilitated by the Draft General Plan on transportation and circulation.

The analysis evaluates the traffic-related impacts of the proposed Draft General Plan under typical weekday conditions and during the weekday morning (AM) and evening (PM) peak hours. The analysis was conducted in compliance with Alameda County Transportation Commission (Alameda CTC) guidelines. Traffic conditions are assessed for the following scenarios:

- **Existing** – Represents existing conditions with volumes obtained from recent traffic counts and the existing roadway system.
- **2040 No Growth in Albany**– Future conditions with planned population and employment growth outside the City of Albany, and planned transportation system improvements, for the year 2040. This scenario assumes no growth within the City of Albany. Traffic projections were developed using the Alameda CTC Travel Demand Model.
- **2040 Plus Project** – 2040 No Growth in Albany conditions plus traffic generated by development facilitated by the proposed General Plan.<sup>1</sup>

In addition to traffic conditions, this section also evaluates the impacts of the proposed Draft General Plan on transit service, pedestrian and bicycle facilities, emergency access, transportation safety, and vehicle miles travelled (VMT). Although not expressly required by CEQA, this section also includes a discussion of automobile parking.

### 1. Setting

This subsection describes the existing transportation-related context in the City of Albany, beginning with a description of travel characteristics and the street network in the City of Albany. Existing transit service, bicycle network, and pedestrian facilities are also described. Roadway segment levels of service are then defined and current conditions for roadways in the City of Albany are summarized.

**a. Travel Characteristics.** The City of Albany primarily comprises of residential neighborhoods with an estimated population of nearly 19,000 residents. There are many key activity generators within the City, including schools, commercial districts along San Pablo and Solano Avenues, parks, a racetrack, the Albany Village student family housing complex, and the nearby El Cerrito Plaza Shopping Center, Pacific East Mall and El Cerrito Plaza Bay Area Rapid Transit (BART) station.

---

<sup>1</sup> As noted in the Project Description, the General Plan horizon is 2035. The traffic analysis is completed for 2040 to align with the latest Alameda CTC model. Thus, this EIR traffic analysis is somewhat conservative and assumes slightly higher volumes than would be expected in 2035. This is primarily due to growth beyond Albany.

Table IV.C-1 compares the commute characteristics of Albany residents to those of Alameda County, the State of California, and the United States (US) as a whole based on 2008-2012 Census data. Approximately 59 percent of Albany residents commute by automobile, which is significantly lower compared to Alameda County (76 percent) and even lower than the State and national trends of 85 and 86 percent, respectively. Albany commuters tend to carpool less and take transit or walk more compared to the rest of the County, the State, and the nation as whole.

**Table IV.C-1: Albany Residents Journey to Work Travel Characteristics**

Travel Characteristics	Albany	Alameda County	California	United States
<b>Commute Mode Choice</b>				
Single-Occupant Automobile	51%	66%	73%	76%
Carpool	8%	10%	12%	10%
<b>Subtotal Commute by Automobile</b>	<b>59%</b>	<b>76%</b>	<b>85%</b>	<b>86%</b>
Public Transit	22%	12%	5%	5%
Bike	6%	2%	1%	<1%
Walk	5%	4%	3%	3%
Other Means	8%	6%	6%	5%
<b>Other Commute Related Data</b>				
Work outside county of residence	35%	33%	17%	24%
Leave for work between midnight and 7:00 a.m.	13%	23%	31%	31%
Leave for work between 7:00 a.m. and 9:00 a.m.	54%	50%	43%	44%
Average Travel Time to Work (minutes)	28.5	28.4	27.1	25.4
Average Auto Ownership Per Household (vehicles)	1.41	1.66	1.76	1.69

Notes: Commute by Automobile is subtotal including Single-Occupant Automobile and Carpool mode choice.

Source: 2008-2012 American Community Survey 5-Year Estimates.

Albany transit usage is double that of Alameda County and four times as much as the State and national averages. Approximately 5 percent of Albany residents walk to work, which is greater than the 3 percent of walk commuters for the County, State and nation. The percentage of Albany residents that ride their bike to work is even greater (6 percent) as compared to the other regions. Compared to State and national data, Albany and the County's data show higher percentages of residents working outside their county of residence. Albany's average commute time (28.5 minutes) is also slightly greater than the average commute time of 27 and 25 minutes for the State and nation. Generally, a larger percentage of Albany workers leave for work during the typical morning commute period (7:00 a.m. to 9:00 a.m.) compared to the County, State and nation for the same time period. Household vehicle ownership is less in Albany than the other three geographic areas, with the State (California) having the highest average by a slight margin.

Table IV.C-2 shows mode share for both work and non-work trips in Albany. Similar to work trips, the majority of non-work trips are also by automobile modes. However, a very small number of non-work trips are by public transit, and almost one-third of non-work trips are bike and walk trips.

**Table IV.C-2: Mode Share for Work and Non-Work Trips**

	Work Trips <sup>a</sup>	Non-Work Trips <sup>b</sup>	Total Trips <sup>c</sup>
Automobile (Single Occupant and Carpool)	64%	69%	68%
Public Transit	24%	2%	7%
Bike/Walk	12%	30%	25%

<sup>a</sup> Source: 2006-2010 American Community Survey 5-Year Estimates<sup>b</sup> Source: 2012 California Household Transportation Survey<sup>c</sup> Based on 2012 California Household Transportation Survey, about 25 percent of all trips are work trips and 75 percent are non-work trips.

Table IV.C-3 shows the changes in commuter mode characteristics for Albany residents between 1990 and 2012 data. During this period, the single occupant automobile remained the highest mode share, although it declined slightly. The carpool share decreased as well, while the public transit, biking, and working from home shares have increased.

**Table IV.C-3: Changes in Albany Resident Commute Patterns**

	1990 <sup>a</sup>	2000 <sup>a</sup>	2010 <sup>b</sup>	2012 <sup>c</sup>
Single-Occupant Automobile	54%	54%	53%	51%
Carpool	14%	12%	8%	8%
Public Transit	16%	19%	22%	22%
Bike	5%	4%	5%	6%
Walk	5%	4%	5%	5%
Other Means	1%	2%	1%	1%
Worked at Home	5%	5%	6%	7%

<sup>a</sup> Source: 1990 and 2000 Census<sup>b</sup> Source: 2006-2010 American Community Survey 5-Year Estimates<sup>c</sup> Source: 2008-2012 American Community Survey 5-Year Estimates

**b. Existing Street Network.** Roadways are classified into categories depending upon the service they provide. Categories included in the Draft General Plan are: freeways, major arterials, minor arterials, collectors, and local streets. Freeways are designed for high mobility and low accessibility, with limited connections to other roadway facilities provided by grade-separated interchanges. Conversely, local streets are designed for high accessibility (access to adjacent properties) and lower mobility (slower traffic movement). This section describes the roadway system serving the City and its current operating conditions.

**(1) Freeways.** Freeways are facilities designed to carry large traffic volumes over long distances, and separate all conflicting traffic movements through the use of grade-separated interchanges. Freeways providing access to Albany consist of:

- **Interstate 80 (I-80)** is a major east-west freeway between Highway 101 in San Francisco and New Jersey in the east. In Alameda County, where I-80 has a north-south orientation, it is a major commute route connecting residents in the northeast Bay Area to employment centers in the region. I-80 is also designated Interstate 580 (I-580) through Albany, Berkeley, and Emeryville. I-80 provides between three to six mixed-flow lanes and one high occupancy vehicle (HOV) lane in each direction. Direct access between City of Albany and I-80 is provided via the Buchanan Street interchange. Based on 2015 Caltrans

traffic data, I-80 has an average daily traffic (ADT) volume of 193,000 vehicles per day near the Buchanan Street interchange.

- **I-580** is a major east-west freeway between Highway 101 in Marin County and Interstate 5 in San Joaquin County, passing through Alameda and Contra Costa Counties. I-580 is also designated I-80 through Albany, Berkeley, and Emeryville. West of the junction with I-80, I-580 provides three westbound and two eastbound mixed-flow lanes. Direct access between City of Albany and I-580 is provided via ramps at Buchanan Street. According to 2015 Caltrans traffic data, I-580 has an ADT of 77,000 vehicles per day west of the junction with I-80.

(2) **Arterials, Collectors, and Local Streets.** Streets in Albany are assigned a classification based on the following descriptions:

- **Major Arterials:** These are designed to carry heavy traffic volumes and serve crosstown circulation as well as access needs for specific development
- **Minor Arterials:** These serve large segments of the City but do not involve citywide crosstown circulation.
- **Collectors:** These are designed to channel traffic from local streets into the arterial street system and to handle short trips within neighborhoods.
- **Local Streets:** These carry low traffic volumes associated with providing access to individual residences.

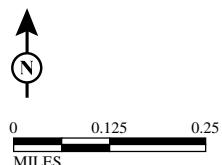
Key arterial and collector streets in the City, which are shown on Figure IV-C.1, are described below:

- **San Pablo Avenue** is also known as State Route 123 (SR 123). It is a north-south major arterial, located to the east of I-80/I-580, with four lanes and left-turn pockets at major intersections. San Pablo Avenue connects the cities of Oakland, Emeryville, Berkeley, Albany, and Richmond. Based on 2014 data, San Pablo Avenue has an approximate ADT of 24,000 vehicles.
- **Buchanan Street/Marin Avenue** is an east-west major arterial that begins at I-80 and travels east to towards Berkeley, where it terminates in the Berkeley Hills. West of San Pablo Avenue, Buchanan Street is a four-lane facility with a center median, providing ramp connections to I-80 and I-580. East of San Pablo Avenue, Marin Avenue is a two-lane facility with a center turn-lane. Based on 2014 data, Marin Avenue and Buchanan Street have approximate ADTs of 18,000 to 30,000 vehicles, respectively.
- **Solano Avenue** is an east-west undivided arterial between Cleveland Avenue in the east and the Albany/Berkeley city limits in the west. It is a two-lane major arterial east of San Pablo Avenue, a minor arterial between San Pablo Avenue and Jackson Street, and a collector between Jackson Street and Cleveland Avenue. It provides a major corridor connection through Albany and to Berkeley. Based on 2014 data, Solano Avenue has an approximate ADT of 10,000 vehicles.



LSA

FIGURE IV.C-1



- LEGEND**
- Albany City Limit
  - Freeway
  - Local Street
  - Railroad Tracks
  - BART Tracks
  - Major Arterial
  - Minor Arterial
  - Collector

SOURCE: Fehr & Peers, 2015.

I:\ABY1301 Albany GP\figures\Fig\_IVC1.ai (11/5/15)

City of Albany General Plan EIR  
Existing Roadway Classifications

*This page intentionally left blank.*

- **Key Route Boulevard** begins at Albany's southern city limits and travels north where it turns in to Ashbury Avenue in the City of El Cerrito. It is a two-lane residential street and has a median north of Solano Avenue. It is designated a minor arterial between Solano Avenue and El Cerrito city limits. Key Route Boulevard has an approximate ADT of 5,000 vehicles.
- **Masonic Avenue** extends north from Berkeley city limits to Brighton Avenue, just south of El Cerrito. The street is a minor arterial between the Berkeley city limits and Solano Avenue. Masonic Avenue has an approximate ADT of 4,000 vehicles.
- **Pierce Street** is a north-south minor arterial parallel to I-80 between Buchanan Street and the Richmond city limits, and continues to Central Avenue in Richmond. Pierce Street has an approximate ADT of 4,000 vehicles.
- **Cleveland Avenue** is a north-south two-lane minor arterial parallel to I-80 and I-580 north of Buchanan Street. It provides direct connections from the I-80 off-ramps to Albany. Cleveland Avenue has an approximate ADT of 7,000 vehicles.
- **Jackson Street** is a north-south two-lane minor arterial south of Solano Avenue and a two-lane collector street north of Solano between Buchanan Street and Washington Avenue. Jackson Street has an approximate ADT of 4,000 vehicles.
- **Eastshore Highway** is a north-south two-lane collector parallel to and east of I-80 beginning south of Buchanan Street connecting to Berkeley. Eastshore Highway has an approximate ADT of 6,000 vehicles.
- **Brighton Avenue** is an east-west two-lane collector between San Pablo Avenue and Key Route Boulevard. It provides a direct connection to Albany Middle School. Brighton has an approximate ADT of 4,000 vehicles.

Other collectors in the City include Santa Fe Street, Portland Avenue, Thousand Oaks Boulevard, Peralta Avenue, and Washington Avenue between Jackson Street and San Pablo Avenue.

**c. Study Locations.** This analysis evaluates the potential impacts of the proposed General Plan on traffic operations for the following roadway segments:

1. Cleveland Avenue north of Washington Avenue
2. Pierce Street north of Washington Avenue
3. Eastshore Highway south of Buchanan Street
4. Buchanan Street between Fillmore and Taylor Streets
5. Jackson Street between Portland Avenue and Castro Street
6. San Pablo Avenue between Portland and Garfield Avenues
7. San Pablo Avenue between Buchanan Street and Solano Avenue
8. San Pablo Avenue between Monroe and Dartmouth Streets
9. Brighton Avenue between Stannage and Cornell Avenues
10. Solano Avenue between Stannage and Cornell Avenues
11. Marin Avenue between Stannage and Cornell Avenues

12. Masonic Avenue between Dartmouth Street and Marin Avenue
13. Key Route Boulevard between Portland Avenue and Thousand Oaks Boulevard
14. Solano Avenue between Santa Fe Avenue and Curtis Street
15. I-80 south of the I-580 interchange
16. I-80 north of the I-580 interchange
17. I-580 north of the I-80 interchange

**d. Transit.** This subsection provides an overview of existing transit service in Albany. Figure IV.C-2 shows the existing transit services and facilities in and around Albany. While there is no BART Station in Albany, various AC Transit routes link with both the El Cerrito Plaza and North Berkeley BART stations. In addition, the Solano Avenue and San Pablo Avenue corridors are transit rich areas that provide accessibility to local and regional destinations, including shopping districts and employment centers, such as Berkeley, Emeryville, Oakland, and San Francisco.

**(1) Alameda-Contra Costa Transit District.** The Alameda-Contra Costa Transit District (AC Transit) is the primary bus service provider in Albany. AC Transit serves 13 cities and adjacent unincorporated communities in the East Bay. Several AC Transit bus routes provide service to the City (see Table IV.C-4). Most bus routes typically operate along major arterial corridors, such as San Pablo Avenue and Solano Avenue. These are relatively straight, evenly spaced routes that operate from early morning into the late evening. All residential areas in the City of Albany are within 0.5 miles from a bus stop.

AC Transit also operates limited stop services such as Route 800 which operates late nights, and the Transbay Routes (Routes G, L, and Z), which serve the Transbay Terminal in San Francisco during peak commute periods. Table IV.C-4 summarizes the hours of operation, headways and average weekday ridership for each route serving Albany.

San Pablo Avenue in Albany is a major transit corridor. It is served by the 72 trunklines, which include the 72 Rapid (72R), a limited stop line between Jack London Square in Oakland and Contra Costa College in Richmond. This particular route provides significant time advantage to commuters and transit riders in general.

The bus stops at the San Pablo Avenue/Solano Avenue intersection show the highest activity in boarding and alightings within Albany. The most active bus stop is the northbound near-side stop on San Pablo Avenue at Solano Avenue with approximately 425 boarding and alightings per day. AC Transit provides 3,900 person trips per day in the City and every day, approximately 4,300 transit riders pass through Albany via San Pablo Avenue.

**(2) BART.** BART provides regional rail service throughout the East Bay and across the Bay to San Francisco and the Peninsula. BART does not provide direct service within the City of Albany. However, the Ohlone Greenway provides bicycle and pedestrian access to both BART stations, connecting the Albany community to regional transit.





LSA

FIGURE IV.C-2



0 0.125 0.25  
MILES

LEGEND

Albany City Limit

Freeway

AC Transit Route

AC Transit Transbay Route

AC Transit Route Number

Bus Stop

University of California Shuttle

AMTRAK

BART

City of Albany General Plan EIR  
Existing Transit Routes

SOURCE: Fehr & Peers, 2015.

I:\ABY1301 Albany GP\figures\DEIR\Fig\_IVC2.ai (11/5/15)

*This page intentionally left blank.*

**Table IV.C-4: Existing AC Transit Service**

Route	From	To	Weekdays			Weekends			Total Daily Boardings <sup>b</sup>	Total Daily Boardings in Albany <sup>b</sup>
			Operating Hours	Headway <sup>a</sup> (minutes)		Operating Hours	Headway <sup>a</sup> (minutes)			
				Peak	Non-Peak		Peak			
Local Service										
18	Mountain Boulevard & Moraga Avenue in Oakland	San Pablo & Marin Avenues	5:20 a.m.-12:40 a.m.	15	30	6:15 a.m.-1:00 a.m.	20		8,300	940
25	El Cerrito Plaza BART Station	Downtown Berkeley BART Station	7:00 a.m.-8:30 p.m.	40		8:00 a.m.-7:00 p.m.	60		900	71
52	Bancroft Way & Telegraph Avenue in Berkeley	Monroe Street & San Pablo Avenue	6:00 a.m.-12:00 a.m.	15	30	8:40 a.m.-7:45 p.m.	35		3,000	604
72	2 <sup>nd</sup> & Harrison Streets in Oakland	Hilltop Mall in Richmond	5:00 a.m.-1:00 a.m.	30	40	5:00 a.m.-12:30 a.m.	30	40	4,500	124
72M	2 <sup>nd</sup> & Harrison Streets in Oakland	Tewksbury Avenue & Castro Street in Richmond	5:00 a.m.-12:00 a.m.	20	40	6:00 a.m.-1:00 a.m.	30	40	4,200	122
72R	2 <sup>nd</sup> & Clay Streets in Oakland	Contra Costa College in San Pablo	6:00 a.m.-8:10 p.m.	12		No Weekend Service			7,000	174
Night Service										
800	Market Street & Van Ness South in San Francisco	Richmond BART	12:40 a.m.-6:20 a.m.	60		12:30 a.m.-7:20 a.m.	30		400	3
TransBay Service										
G	Transbay Terminal in San Francisco	Potrero Avenue & Richmond Street in El Cerrito	4:40 p.m.-8:10 p.m.	30	60	No Weekend Service			350	75
L	Transbay Terminal in San Francisco	San Pablo Dam Road & Princeton Plaza in San Pablo	3:10 p.m.-10:20 p.m.	15	60	No Weekend Service			700	93
Z	Transbay Terminal in San Francisco	Buchanan & Pierce Streets in Albany	7:20 a.m.-9:00 a.m.	60		No Weekend Service			100	2

<sup>a</sup> Headways are defined as the time interval between two transit vehicles traveling in the same direction over the same route.<sup>b</sup> Weekday boardings from AC Transit, received March 2014.

Note: Table excludes University of California Shuttle.

Source: AC Transit, March 2014.

The nearest BART stations include:

- **The El Cerrito Plaza Station.** This station is located at 6699 Fairmount Avenue in El Cerrito, approximately 0.5 miles north of the City of Albany. The station has monthly reserved, daily fee, extended weekend, carpool, and airport/long term parking. It also has bike racks and 72 electronic bike lockers. The average daily weekday boardings in April 2015 were 5,000 riders at this station.
- **The North Berkeley Station.** This station is located at 1750 Sacramento Street in Berkeley, approximately one mile south of Albany. The station offers easy access to the Ohlone Greenway for bicyclists and pedestrians. The station has daily fee, monthly reserved, single day reserved, extended weekend, and airport/long term parking. Bike racks and 60 shared use electronic bike lockers are also provided. The average daily weekday boardings in April 2015 were about 4,800 riders at this station.

(3) **Other Transit Service.** In addition to AC Transit and BART, the following transit services are also available:

- **University of California Shuttle (Richmond Field Station Shuttle).** UC Berkeley operates a shuttle connecting the main University campus and the Richmond Field Station (RFS) with a stop in Albany on Buchanan Street at Jackson Street to serve the University Village. The UC Shuttle operates from 6:45 a.m. to 6:10 p.m. with 60 minutes headways for most of the day at the Albany stop.
- **Capitol Corridor.** Capitol Corridor, a commuter rail service operated by Amtrak between San Jose and Sacramento on the Union Pacific right-of-way runs through Albany. Nearest stations to Albany are in Berkeley, about one mile to the south, and Richmond, about four miles to the northwest.

e. **Pedestrians.** In 2013, the City adopted a Complete Streets Policy which formalized the City's vision of a community in which adults and children could walk or bike to meet their travel needs and improve their health and the environment. The 2012 Albany Active Transportation Plan<sup>2</sup> (ATP) lays out a detailed plan to encourage pedestrian travel as a viable mode of transportation between residential and commercial areas throughout the City and near activity areas such as schools, parks, transit stations, and the Downtown and neighborhood business districts by providing safe and convenient pedestrian facilities.

(1) **Existing Pedestrian Network.** The overall citywide street network is essentially built out. Most streets include at least a 4-foot-wide sidewalk on one or both sides. Curb ramps exist at many intersections within the City, but many areas have no ramps or are in need of an upgrade to comply with the 2010 Americans with Disabilities Act (ADA) standards. Figure IV.C-3 illustrates the existing and proposed pedestrian facilities in Albany, including the location of signalized intersections. Major intersections along San Pablo Avenue have ADA compliant ramps. Solano Avenue intersection ramps are compliant in some locations, but many of the ramps require some level of improvement, and many intersections are unsignalized or uncontrolled. Neighborhood streets are in need of the most ADA accessibility improvements due to very few compliant ramps.

---

<sup>2</sup> Fehr & Peers, et al., 2012. *Albany Active Transportation Plan*. April.

There are two major pedestrian and bicycle trails in the City. The Ohlone Greenway, along the BART tracks, connects to El Cerrito and Richmond in the north and Berkeley in the south. The Bay Trail, along the Bay (parallel to both I-80 and I-580), connects to trails in Berkeley and Richmond, as well as the Albany Bulb and Point Isabel in Richmond.

**(2) Planned Pedestrian Improvements.** The ATP proposes a network of walking-priority streets. While most City streets have sidewalks, the priority corridors, as shown on Figure IV.C-3, would include additional enhancements for pedestrians. The streets within the pedestrian priority network would be targeted for off-street paths, signage, traffic calming, or sidewalk improvements. Criteria for determining pedestrian priority and enhanced treatment include connection to activity centers, comfort and access, purpose, and connection to regional networks.

The City also has a Safe Routes to School Program (SR2S) that emphasizes pedestrian and bicycle safety around schools. The program conducts walking audits around schools in order to inventory safety hazards. These safety hazards are evaluated in more detail to identify countermeasures around each school. Many of these studies have become the subject of successful grant applications for pedestrian or bicycle infrastructure projects.

**f. Bicycles.** The ATP plans for the development of a safe, direct, well-maintained and connected bicycle network that links residences, employment centers, schools, parks and transit facilities with a goal of 90 percent bicycling network implementation by 2020. The ATP also plans for improved bicycle parking in the City.

A description of the existing bicycle facilities in Albany follows. Figure IV.C-4 shows the location of existing and planned bicycle facilities and the City's trail network.

**(1) Existing Bikeways.** The 2012 ATP describes the three bikeway classifications in the City, which all meet the design guidelines of the *Caltrans Highway Design Manual* (HDM), Chapter 1000: Bikeway Planning and Design for multi-use trails.

- **Class I: Shared-Use Paths.** These facilities provide completely separate right-of-way and are designated for the exclusive use of bicyclists and pedestrians with vehicle cross-flow minimized. Paths are an important component of Albany's bicycle network as they provide a safe environment for younger or less experienced bicyclists who do not want to ride alongside traffic or do not want to travel at a fast pace. More experienced riders may find high-speed travel difficult on paths due to the volume of casual users, while casual recreational users find the speed of experienced riders intimidating. Existing Class I facilities include San Francisco Bay Trail, Ohlone Greenway, Buchanan Bikeway, and the Codornices and Cerrito Creek Trails.
- **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. For instance, right-turning vehicles must merge into the lane before turning. Existing Class II facilities in Albany include the bike lanes on Marin Avenue and Buchanan Street, and the recently implemented bike lanes on Washington Avenue between Pomona Avenue and the Berkeley city limit.
- **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 base 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 of bicyclists. Class III routes also may be marked by shared lane pavement markings (also known as “sharrows”), which indicate that bicycles may use the vehicle travel lanes. Although some streets with high volumes of traffic have been designated as bike routes, most official bike routes in Albany are on low-volume streets. Existing bike routes include Pierce Street, Buchanan Street, Masonic Avenue, and Santa Fe Avenue.

**(2) Planned Bikeway Improvements.** The ATP proposes a variety of new bicycle facilities that will create a more complete bicycle network. As shown on Figure IV.C-4, many bike boulevards and routes are proposed for local Albany streets such as Kains Avenue, Adams Street, Brighton Avenue, Dartmouth Street, Sonoma Avenue, Talbot Street, Peralta Avenue, Posen Avenue, Francis Street, and Portland Avenue. Bicycle paths are proposed for some segments of Jackson Street within the University of California’s jurisdiction. A new bicycle path is also proposed along the east side of I-80.

**g. Existing Traffic Conditions.** Current traffic conditions in the City of Albany are described below.

**(1) Level of Service Methodology.** Traffic operations are described using the term “Level of Service” (LOS). The level of service (LOS) system qualitatively characterizes conditions associated with varying levels of vehicle traffic, ranging from LOS A (indicating free flow conditions with little or no delay experienced by motorists) to LOS F (indicating congested conditions where traffic demand exceeds design capacity and results in long queues and delays). LOS E generally represents “at-capacity” operations. Currently, the City of Albany does not have adopted standards for roadway and intersection operations.

Table IV.C-5 lists the LOS thresholds based on daily and peak hour volumes and used in this analysis. The data in this table reflect the total traffic volume in both directions corresponding to various levels of service for different roadway facility types based on 2010 Highway Capacity Manual (HCM) calculations

Roadway segment LOS based on two-way peak hour volumes provides a general representation of traffic operations and flow along a specific roadway segment. Since volumes in both directions are accounted for, the reported LOS represents the overall conditions in both directions of traffic combined, which is standard practice for general plan-level transportation analyses. It is acknowledged that operations in the peak direction of travel or at intersections may be temporarily worse than reported.

**(1) Traffic Volumes.** Automatic traffic tube counts were conducted at 15 locations throughout the City in April 2014 for a one-day (24-hour) period. Freeway daily traffic and peak hour volumes were obtained from the Caltrans Performance Measurement System (PeMS) data averaged for January through March 2015. This study also evaluated the highest hour within each peak period (defined as from 7:00 a.m. to 9:00 a.m. for the AM peak period and 4:00 p.m. to 6:00 p.m. for the PM peak period) for each roadway segment.





LSA



0 0.125 0.25  
MILES

# LEGEND

- Albany City Limit
- Freeway

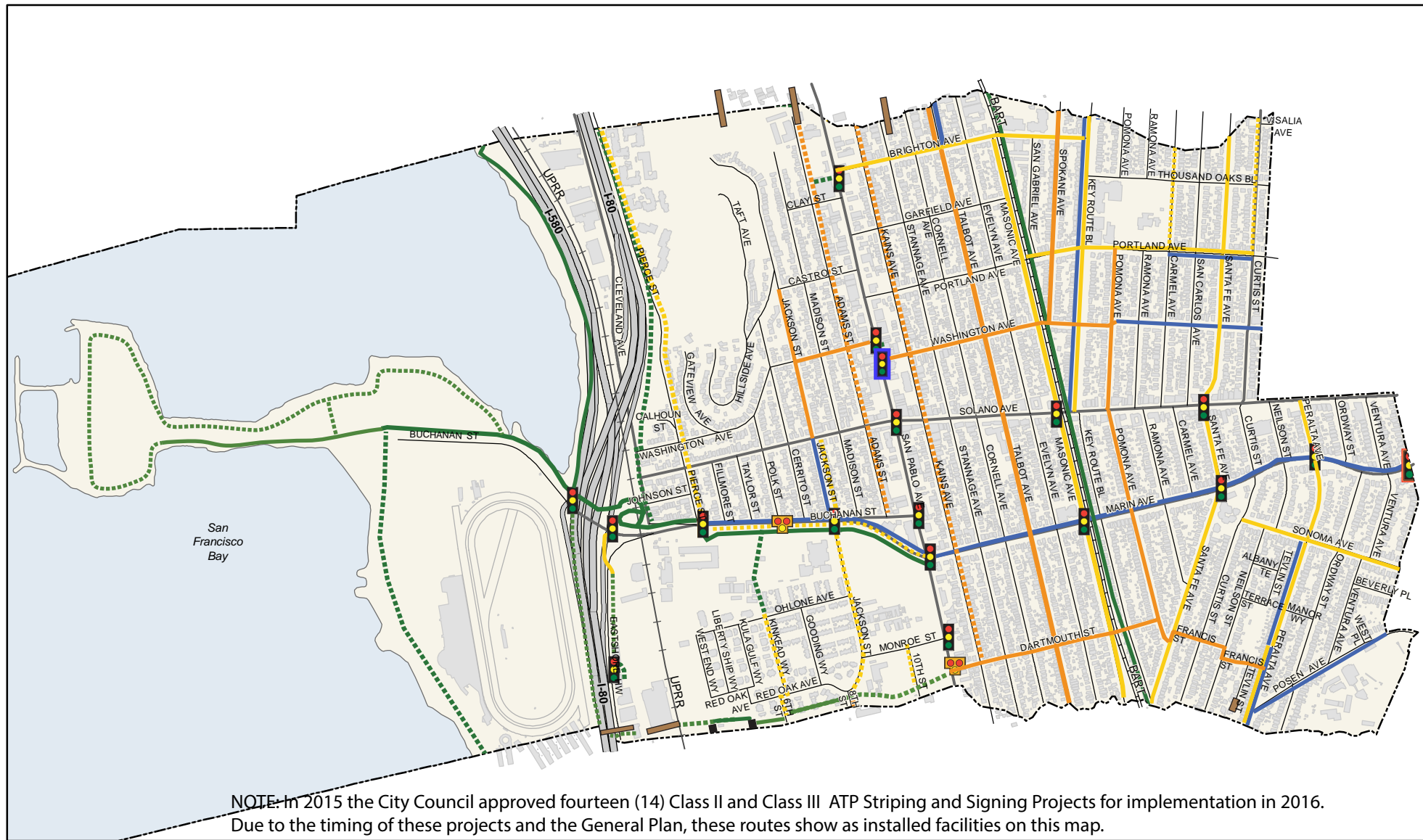
- ATP Proposed Pedestrian Priority Network
- Class I Shared Use Path (Pedestrians and Bikes Permitted)
- Proposed Class I Shared Use Path (Pedestrians and Bikes Permitted)

- Pedestrian-Only Path
- Proposed Pedestrian-Only Path
- Existing Signal
- Proposed Signal
- Proposed Pedestrian Hybrid Beacon

- Existing Pedestrian/Bicycle Bridge
- Proposed Pedestrian/Bicycle Bridge

FIGURE IV.C-3

City of Albany General Plan EIR  
Existing and Proposed  
Pedestrian Facilities



LSA



0 0.125 0.25  
MILES

SOURCE: Fehr & Peers, 2015.

I:\ABY1301 Albany GP\figures\DEIR\Fig\_IVC4.ai (11/12/15)

#### LEGEND

Albany City Limit

Freeway

Existing:

Class I Path

Class II Lane

Class III Boulevard

Class III Route

Proposed:

Class I Path

Class II Lane

Class III Boulevard

Class III Route



Existing Signal



Proposed Pedestrian Hybrid Beacon



Proposed Signal



Existing Pedestrian/  
Bicycle Bridge



Proposed Pedestrian/  
Bicycle Bridge

FIGURE IV.C-4

City of Albany General Plan EIR  
Existing and Proposed  
Bicycle and Trail Facilities



**Table IV.C-5: Two-Way Roadway Segment Level of Service Definitions**

Roadway Type	Maximum Volume <sup>a,b</sup> (both directions except freeway segments)				
	LOS A	LOS B	LOS C	LOS D	LOS E
<b>Daily Thresholds</b>					
2-Lane Undivided Arterial <sup>c</sup>			9,100	16,700	17,700
2-Lane Divided Arterial <sup>c</sup>			9,700	17,600	18,700
3-Lane Arterial (TWLTL <sup>c,d</sup> )			11,380	20,880	22,130
4-Lane Undivided Arterial <sup>c</sup>			17,500	27,400	28,900
4-Lane Divided Arterial <sup>c</sup>			19,200	35,400	37,400
2-Lane Collector <sup>e</sup>	2,600	5,200	7,800	11,000	12,900
4-Lane Freeway	22,200	40,200	57,600	71,400	80,200
6-Lane Freeway	34,000	61,600	88,000	108,200	121,200
8-Lane Freeway	46,400	84,000	119,000	145,600	162,800
<b>Peak Hour Thresholds</b>					
2-Lane Undivided Arterial <sup>c</sup>			910	1,670	1,770
2-Lane Divided Arterial <sup>c</sup>			970	1,760	1,870
3-Lane Arterial (TWLTL <sup>c,d</sup> )			1,138	2,088	2,213
4-Lane Undivided Arterial <sup>c</sup>			1,750	2,740	2,890
4-Lane Divided Arterial <sup>c</sup>			1,920	3,540	3,740
2-Lane Collector <sup>e</sup>	260	520	780	1,100	1,290
4-Lane Freeway	2,220	4,020	5,760	7,140	8,020
6-Lane Freeway	3,400	6,160	8,800	10,820	12,120
8-Lane Freeway	4,640	8,400	11,900	14,560	16,280

<sup>a</sup> The LOS capacity thresholds are based on Highway Capacity Manual (HCM) 2010 methodology.

<sup>b</sup> Non-directional peak hour traffic volumes are assumed to be 10 percent of the daily traffic volume. All volumes are approximate and assume ideal roadway characteristics.

<sup>c</sup> LOS A and B are not achievable for arterial roadways using the HCM 2010 methods.

<sup>d</sup> TWLTL = Two-way left-turn lane

<sup>e</sup> For collector roadway segments, the capacity limitation is related to neighborhood quality of life rather than the physical carrying capacity of the road.

Source: *Highway Capacity Manual*, Transportation Research Board, 2010.

**(2) Roadway Level of Service Analysis.** Traffic operations of the existing roadway system were analyzed based on the existing daily and AM and PM peak hour traffic data and generalized capacities and thresholds that correspond to a level of service as described above.

Roadways were analyzed by comparing the counted daily and peak hour volumes to threshold volumes based on roadway type as presented in Table IV.C-5. It is important to note that daily volume thresholds are used for planning purposes to generally size roads, and traffic during peak periods may temporarily result in worse operations than indicated by the daily LOS. Therefore, AM and PM peak hour traffic volumes were also analyzed, in addition to the average daily traffic volumes. Consistent with a general plan where development details and locations are not identified, this approach helps to determine the overall capacity of the roadway and is not intended to address detailed operational issues at the intersection level that are dependent on the number of turn lanes, signal timing, adjacent driveway operations, peak hour volumes, etc. Table IV.C-6 summarizes the daily and AM and PM peak hour volumes and the corresponding LOS.

**Table IV.C-6: Existing Roadway Segment Levels of Service**

Roadway Segment <sup>a</sup>	Roadway Type	ADT		AM Peak Hour		PM Peak Hour	
		Volume <sup>b</sup>	LOS <sup>c</sup>	Volume <sup>b</sup>	LOS <sup>c</sup>	Volume <sup>b</sup>	LOS <sup>c</sup>
Cleveland Avenue north of Washington Avenue	2-Lane Undivided Arterial	6,600	C	780	C	460	C
Pierce Street north of Washington Avenue	2-Lane Undivided Arterial	4,060	C	450	C	350	C
Eastshore Highway south of Buchanan Street	2-Lane Collector	5,500	C	640	C	400	B
Buchanan Street between Fillmore and Taylor Streets	4-Lane Divided Arterial	29,640	D	2,110	D	2,240	D
Jackson Street between Portland Avenue and Castro Street	2-Lane Collector	3,920	B	440	B	380	B
San Pablo Avenue between Portland and Garfield Avenues	4-Lane Undivided Arterial	24,720	D	1,800	D	2,070	D
San Pablo Avenue between Buchanan Street and Solano Avenue	4-Lane Undivided Arterial	23,500	D	1,610	C	1,820	D
San Pablo Avenue between Monroe and Dartmouth Streets	4-Lane Undivided Arterial	23,520	D	1,810	D	1,980	D
Brighton Avenue between Stannage and Cornell Avenues	2-Lane Collector	3,540	B	280	B	340	B
Solano Avenue between Stannage and Cornell Avenues	2-Lane Undivided Arterial	10,390	D	680	C	750	C
Marin Avenue between Stannage and Cornell Avenues	3-Lane Arterial (TWLTL) <sup>e</sup>	19,030	D	1,360	D	1,480	D
Masonic Avenue between Dartmouth Street and Marin Avenue	2-Lane Undivided Arterial	3,830	C	350	C	420	C
Key Route Boulevard between Portland Avenue and Thousand Oaks Boulevard	2-Lane Divided Arterial	5,160	C	460	C	480	C
Solano Avenue between Santa Fe Avenue and Curtis Street	2-Lane Undivided Arterial	9,670	D	610	C	750	C
Marin Avenue between Santa Fe Avenue and Curtis Street	3-Lane Arterial (TWLTL)	17,580	D	1,180	D	1,450	D
I-80 south of the I-580 interchange	8-Lane Freeway	<b>193,100</b>	<b>F</b>	11,630	C <sup>f</sup>	10,920	B <sup>f</sup>
I-80 north of the I-580 interchange	6-Lane Freeway	<b>118,900</b>	<b>E</b>	6,490	C <sup>f</sup>	6,390	C <sup>f</sup>
I-580 north of the I-80 interchange	4-Lane Freeway	<b>76,500</b>	<b>F</b>	5,500	C <sup>f</sup>	6,130	D <sup>f</sup>

<sup>a</sup> Major roadways nearest the count location.<sup>b</sup> Average Daily Traffic (ADT) volume based on traffic counts collected in April 2014 for surface streets and based on Caltrans Performance Measurement System (PeMS) data collected in January through March 2015 for freeways.<sup>c</sup> LOS – Level of Service<sup>d</sup> **Bold** text indicates LOS E or F.<sup>e</sup> TWLTL = Two-way left-turn lane<sup>f</sup> Reported volume and corresponding LOS is based on the served volume during the peak hour at the reported location, and does not account for upstream congestion and queuing. Therefore, actual LOS experienced by drivers at this location is worse than reported.

Source: Fehr &amp; Peers, 2015.

Based on daily volume thresholds, the following freeway segments currently operate at or LOS F:

- I-580 north of the I-80 interchange
- I-80 south of the I-580 interchange
- I-80 north of the I-580 interchange

All surface roadway segments (non-freeway) operate at an LOS D or better under daily and AM and PM peak hour conditions.

## 2. Regulatory Framework

Several regional, State and local agencies have jurisdiction over transportation planning and implementation of circulation improvements in Albany. Each agency and their relevant planning documents are described below.

### a. State and Regional Agencies. State and regional transportation agencies are described below.

(1) **California Department of Transportation.** California Department of Transportation (Caltrans) has authority over the State highway system, including freeways, interchanges, and arterial State Routes. Caltrans approves the planning, design, and construction of improvements for all State-controlled facilities including I-80, I-580, and SR 123 (also called San Pablo Avenue) within the City of Albany. Caltrans maintains a volume monitoring program and reviews local agencies' planning documents to assist in its forecasting of future volumes and congestion points.

Caltrans has as an objective to maintain a target Level of Service (LOS) at the transition between LOS "C" and "D." Levels of Service are defined in Table IV.C-5. However, according to the Caltrans' Guide for the Preparation of Traffic Impact Studies, Caltrans recognizes that maintaining the adopted LOS may not always be feasible. Within Alameda County, the County Transportation Commission (Alameda CTC) determines the applicable LOS and Measure of Effectiveness (MOE) for State highways.

(2) **Alameda County Transportation Commission.** The Alameda County Transportation Commission (Alameda CTC) was created by a merger of the Alameda County Congestion Management Agency (ACCMA) and the Alameda County Transportation Improvement Authority (ACTIA) in July 2010. It is managed by elected officials and their representatives from all of the cities in the County and a County elected official. The merger resulted in a more efficient and streamlined project delivery system for Alameda County transportation projects, including improvements for vehicular safety, travel efficiency, and congestion relief, and for bicycle and pedestrian travel.

The Alameda CTC plans, funds and delivers transportation programs and projects that expand access and improve mobility, with the objective of fostering a more vibrant and livable Alameda County. The Alameda CTC coordinates countywide transportation planning and prepares the expenditure plan for the sales taxes approved by Alameda County voters in 2000 and 2014. The Alameda CTC prepared the County-wide Transportation Plan, the Congestion Management Program (CMP), as well as an update of the 2006 Countywide Bicycle and Pedestrian Plans, approved in 2012. The CMP establishes analysis thresholds for designated roadways, which in the vicinity of the City are I-80/580 and San Pablo Avenue (SR 123). For most projects, the Alameda CTC Technical & Policy Guidelines uses a 100-trip PM peak (increase) threshold, which if exceeded, would require a detailed traffic impact study.

Several advisory committees, composed of staff representatives from each city and the County, provide technical guidance and oversight to the Alameda CTC. The Alameda County Technical Advisory Committee (ACTAC), composed of representatives from each city, unincorporated areas, and transit agencies serving Alameda County provides technical expertise, analysis and recommendations related to transportation planning, programming and funding. In addition, a separate Bicycle and Pedestrian Advisory Committee (BPAC), composed of citizens appointed by the cities and County, make recommendations to the Alameda CTC and staff on development and implementation of bicycle and pedestrian programs, including updates of the countywide plans. The Citizens Advisory

Committee and the Watchdog Committee ensure that projects funded with Measure B funds reflect the needs of the community as established by the enactment of the sales tax program. The Paratransit Advisory and Planning Committee advises Alameda CTC on the development and implementation of paratransit programs.

**(3) Metropolitan Transportation Commission.** The Metropolitan Transportation Commission (MTC) is the Bay Area's regional transportation planning agency and federally designated Metropolitan Planning Organization (MPO). MTC is responsible for preparing the Regional Transportation Plan (RTP), a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle, and pedestrian facilities. The RTP is a 20-year plan that is updated every three years to reflect new planning priorities and changing projections of future growth and travel demand. The long-range plan must be based on a realistic forecast of future revenues, and the transportation projects taken as a whole must help improve regional air quality. The Commission also screens requests from local agencies for State and federal grants for transportation projects to determine compatibility with the RTP.

In recent years, State and federal laws have given MTC an increasingly important role in financing Bay Area transportation improvements. Most significant was the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA), which increased the powers of MPOs, such as MTC, to determine the mix of transportation projects best suited to meet their region's needs. MTC also administers State monies, including the Local Transportation Fund and State Transit Assistance, derived from the Transportation Development Act (TDA). TDA is a quarter-cent sales tax that primarily funds transit operations and other non-transit related projects and programs that comply with regional transportation plans in the State. Legislation passed in 1997 gives MTC increased decision-making authority over the selection of projects and allocation of funds for the State Transportation Improvement Program (STIP).

The most recent federal surface transportation funding program, Moving Ahead for Progress in the 21<sup>st</sup> Century Act (MAP-21), was signed into law in July 2012. Funding surface transportation programs at over \$105 billion for fiscal years (FY) 2013 and 2014, MAP-21 is the first long-term highway authorization enacted since 2005. MAP-21 creates a streamlined, performance-based, and multimodal program to address challenges such as improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery. MAP-21 builds on and refines many of the highway, transit, bike, and pedestrian programs and policies established in 1991.

**b. City of Albany Transportation Planning Framework.** The following section provides a description of current local transportation planning policies and efforts that have been initiated in the community:

**(1) City of Albany General Plan.** The 1992 Albany General Plan, now 23 years old and soon to be replaced, included the following major goals and policies related to transportation and circulation:

- **Goal CIRC-1:** Preserve the character of residential areas near and on arterial streets.
- **Policy CIRC 1.1:** Evaluate traffic and circulation along Kains and Adams Streets. Take advantage of San Pablo Avenue or an east-west street for primary access. Discourage or prevent the use of Kains and Adams for primary access to non-residential uses.

- **Policy CIRC 1.3:** Support staging and careful scheduling of I-80 corridor improvements to reduce traffic diversion onto City streets.
- **Policy CIRC 1.4:** Concentrate East/West through traffic along Marin and Solano Avenues, and discourage such traffic from Washington and Portland.
- **Policy CIRC 1.5:** Concentrate North/South through traffic along Masonic, Key Route, and Santa Fe.
- **Goal CIRC-2:** Protect residential neighborhoods from excessive parking demands.
- **Policy CIRC 2.1:** Evaluate on-street parking use and capacity along Kains and Adams and consider more stringent regulation including timed parking or parking permits. Similarly, consider the impacts of more stringent parking regulation on adjacent residential streets.
- **Policy CIRC 2.2:** Evaluate the impacts of increased parking demand on streets adjacent to Solano Avenue. Consider the potential impacts of more stringent parking regulation on nearby residential streets.
- **Goal CIRC-3:** Maintain adequate circulation throughout the City and improve the parking capacity on Solano and San Pablo Avenues.
- **Policy CIRC 3.1:** Monitor critical intersections for indications of necessary traffic improvements. Develop specific improvement plans to reduce the impacts of increased traffic and incorporate into the City's Capital Improvements Plan.
- **Policy CIRC 3.2:** Conduct more detailed studies to address the traffic effects and needed improvements associated with specific development proposals.
- **Policy CIRC 3.3:** Establish funding mechanisms to acquire and develop municipal parking facilities in the City's commercial areas along Solano and San Pablo Avenue, including an in-lieu fee for new development, expansion/intensification of existing commercial uses, or major change of use, as parcels become available.
- **Goal CIRC-4:** Support public transit, and other means to reduce reliance on the automobile as the primary means of transportation.
- **Policy CIRC 4.1:** Monitor existing and proposed transit service for responsiveness to residents' and employers' needs.
- **Policy CIRC 4.2:** Encourage the continuation of paratransit services operated through the Albany Senior Center.
- **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-5:** Improve and enhance the City's bicycle 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 road maintenance and traffic sign program within the annual capital projects budget, as well as through specific transportation funding.

The City has released preliminary goals, policies, and action programs for transportation as part of the proposed Draft General Plan. The new goals, policies and programs incorporate the direction provided by the Active Transportation Plan (discussed below) and the Albany Climate Action Plan. In general, they move the City toward a less auto-dependent and sustainable transportation pattern, with an emphasis on walking, bicycling, public transportation, and safety. Upon adoption of the proposed Draft General Plan, the goals and policies listed above will be superseded by the new goals and policies.

(2) **Albany Traffic Management Plan.** The Albany Traffic Management Plan began in 1998 as a comprehensive planning process that utilized public participation to identify traffic related community needs. The process was supported by a comprehensive city-wide traffic data study which informed goals and policies, and facilitated the implementation of programs.

(3) **Albany Parks and Recreation Master Plan.** In 2004, the City of Albany adopted a new Master Plan for Parks, Recreation and Open Space. This process started with evaluation of community needs and assessment of existing parks and facilities and concluded with a five to ten year Plan for the enhancement of the City's park system, open space, recreation facilities, programs and services. This process established a set of goals, policies and objectives and provides direction to City staff, the Parks and Recreation Commission and the City Council. Transportation-related topics such as bicycling and walking are addressed by this Plan.

(4) **Albany Complete Streets Plan for San Pablo and Buchanan Street.** In 2012, the City of Albany in partnership with the Local Government Commission (LGC), conducted a visioning process for San Pablo Avenue and Buchanan Street in order to help foster a safer, more comfortable, and aesthetically pleasing environment for all users. The visioning process and strategies developed through a complete streets design focus helped to produce a set of design principles that the City will use to guide the implementation of new infrastructure over the next several years.

(5) **Albany Active Transportation Plan (ATP-2012).** The City of Albany Active Transportation Plan includes updates to the Bicycle Master Plan and development of the City's first Pedestrian Master Plan. Both Master Plans are key implementation steps in support of the City's greenhouse gas emissions reduction policy which aims to reduce emissions by 25 percent below 2004 levels by 2020. The Active Transportation Plan sets key goals and policy objectives that apply to bicycle and pedestrian facilities and seeks to institutionalize the accommodation for these modes throughout City policies and practices. The ATP entails 27 bicycle and pedestrian projects that will encourage the use of non-motorized transportation and reduce greenhouse gas emissions from transportation sources. Most of these projects are signage and striping installations and relatively easy to implement. The proposed Draft General Plan incorporates the adopted Albany Active Transportation Plan.

(6) **Complete Streets Ordinance of the City of Albany.** In January 2013, the City of Albany adopted a Complete Streets Resolution which confirms the City's commitment to implementing measures consistent with the Complete Streets Policy, further stating that the proposed Draft

General Plan will include policies that are consistent with Complete Streets. The resolution requires that the mobility of all users, including non-automotive users, be considered in planning and designing City streets.

### 3. Impacts and Mitigation Measures

This section provides an assessment of the potential transportation and circulation impacts related to implementation of the Draft General Plan. This section begins with the criteria of significance, which establishes the thresholds for determining whether an impact is significant. The latter part of this section identifies potential impacts and evaluates how they relate to policies and actions of the Draft General Plan. Where potentially significant impacts are identified, mitigation measures are recommended.

**a. Criteria of Significance.** Implementation of the Draft General Plan would have a significant impact on transportation and circulation under the following circumstances:<sup>3</sup>

- A significant traffic-related impact would occur on a roadway segment on the Metropolitan Transportation System if the addition of project-related traffic causes:
  - Roadway segment to degrade from LOS E or better to LOS F *and* increase the volume-to-capacity ratio by more than 5 percent; or
  - Increase the volume-to-capacity ratio by more than 5 percent for a roadway segment that would operate at LOS F without the project.
- A significant traffic-related impact would occur on a roadway segment not on the Metropolitan Transportation System if the addition of project-related traffic causes:
  - Roadway segment to degrade from LOS D or better to LOS E or LOS F *and* increase the volume-to-capacity ratio by more than 5 percent; or
  - Increase the volume-to-capacity ratio by more than 5 percent for a roadway segment that would operate at LOS E or LOS F without the project.
- The project would have a significant impact on bicycle/pedestrian facilities if it would:
  - Hinder or eliminate an existing or designated bikeway, or interfere with implementation of a proposed bikeway; or
  - Result in unsafe conditions for bicyclists, including unsafe bicycle/pedestrian or bicycle/motor vehicle conflicts;<sup>4</sup> or

---

<sup>3</sup> City of Albany is aware of the prospective changes to traffic impact analyses as required by California Senate Bill 743 which would prohibit the use of LOS or other congestion-based metrics in identifying significant impacts under California Environmental Quality Act (CEQA). Since the State Office of Planning and Research (OPR) has not published the final guidelines on analysis methodologies or significance criteria, this evaluation uses thresholds of significance based on LOS to analyze the potential transportation impacts of the proposed Draft General Plan, consistent with current City of Albany standards and practices. In addition, this document also uses a threshold of significance based on VMT, which is likely to be proposed by OPR to replace LOS as the methodology to conduct traffic impact analysis under CEQA.

<sup>4</sup> Factors to consider in evaluating the potential impact to cyclists include, but are not limited to, removal of existing bikeways, addition of new automobile travel lanes or turn lanes, and/or limited visibility between motorists and bicyclists.

- Adversely affect an existing pedestrian facility or result in unsafe conditions for pedestrians, including unsafe pedestrian/bicycle or pedestrian/motor vehicle conflicts.<sup>5</sup>
- The project would have a significant impact on transit if it would:
  - Cause a substantial delay in transit service.<sup>6</sup>

The project will also have a significant impact if it would:

- Result in inadequate emergency access; or
- Substantially increase hazards due to a design feature or incompatible uses or create unsafe conditions for pedestrians or bicyclists;<sup>7</sup> or
- Conflict with local or regional policies or programs supporting alternative transportation.<sup>8</sup>
- Result in an increase in VMT per service population over current City averages.

**b. Impact Analysis.** The following sections provide an evaluation and analysis for the potential less-than-significant, significant and cumulative impacts of the Draft General Plan for each of the criteria of significance listed above.

**(1) Traffic Impacts.** This section describes the methodology and assumptions used to identify the impacts of the Draft General Plan on traffic operations. Impacts are assessed based on comparing traffic operations between 2040 No Growth in Albany and 2040 Plus Project conditions. This analysis presents the extent of the impacts caused by the growth facilitated by the proposed Draft General Plan on roadway operations (LOS) based on application of Significance Criteria #1 and #2 as listed in section 3.a. (e.g., the first two bulleted items in the list)

**Traffic Volume Forecasts.** Traffic forecasts were prepared using the Alameda County Transportation Commission (Alameda CTC) Travel Demand Model. This is a regional travel demand model developed by the Alameda CTC to forecast future traffic volumes on the regional roadway network throughout Alameda County. The most recent version of the Alameda CTC Model, released in July 2014, which reflects assumptions in residential and non-residential land use growth consistent with ABAG Projections 2013 (i.e., Sustainable Community Strategies), served as the basis for developing AM and PM peak hour volume forecasts for the year 2040 scenarios.

---

<sup>5</sup> Factors to consider in evaluating the potential impact to pedestrians include, but are not limited to, removal or narrowing of existing sidewalks, removal of existing sidewalk-street buffering elements (e.g., on-street parking or planting strip), increase in street crossing distance, and/or limited visibility between motorists and pedestrians.

<sup>6</sup> Factors to consider depend on the specific bus route and the corridor the bus route operates on. For example, congestion on a corridor may result in a significant impact if it would require providing additional buses on the route to meet current service standards.

<sup>7</sup> In addition to the factors described above, factors to consider in evaluating the potential impact of increased hazards include, but are not limited to, introduction of design features that do not meet established design standards, and/or an increase in truck traffic on residential streets.

<sup>8</sup> Factors to consider in evaluating the potential conflict include, but are not limited to, adversely affecting the future installation of planned transportation improvement, and/or fundamentally conflicting with the applicable goals, policies, and/or actions identified in an adopted City policy, plan, or program.



The Model land use database and roadway network were checked for accuracy within Albany and surrounding areas. For the 2040 No Growth in Albany conditions, no growth within the City of Albany was assumed, and the 2040 land use conditions within the City of Albany are the same as the existing model estimates for year 2010, while the land uses outside the City of Albany reflect ABAG Projections 2013 for year 2040. For the 2040 Plus Project conditions, the land uses within the City of Albany were adjusted to reflect the changes in land use as described in the Project Description chapter. It is expected that the buildout of the proposed Draft General Plan would result in about 815 new residential units (775 households) and 850 new jobs within the City of Albany, between 2015 and buildout of the Draft General Plan.

The Alameda CTC Model was run with the inputs described above for the 2010 (existing), 2040 No Growth in Albany, and 2040 Plus Project conditions to produce daily, and AM and PM peak hour street segment volumes. The 2040 No Growth in Albany and 2040 Plus Project peak hour volumes were estimated by adding the growth estimated by the Alameda CTC Model for each street segment between 2010 and the respective 2040 scenario to the existing traffic volumes. Existing roadway segment levels of service are shown in Table IV.C-6.

Along certain segments, the Alameda CTC Model assigns more traffic than the street capacity. The street capacities, as defined in Table IV.C-5, are based on the physical and operational design of the roadway. By contrast, the Alameda CTC Model, similar to other travel demand models, assigns 100 percent of the regional travel demand to the roadway network. As a result, the year 2040 volumes forecasted by the Model on several street segments exceed the actual daily and peak hour capacity of the roadway. Therefore, where travel demand model projections exceeded the defined capacities on streets within Albany, the traffic volume was capped at capacity, reflecting the physical and operational constraints of these streets.

Table IV.C-7 presents the forecasted daily roadway segment volumes and levels of service for 20140 No Growth in Albany and 2040 Plus Project conditions. Table IV.C-8 presents the forecasted AM and PM peak hour volumes under 2040 No Growth in Albany and 2040 Plus Project conditions.

**Roadway Level of Service Analysis.** Similar to existing conditions, roadway levels of service were estimated by comparing the daily and peak hour forecasted volumes to the threshold volumes based on roadway type as presented in Table IV.C-5.

Under 2040 No Growth in Albany conditions, the study roadway segments are forecasted to serve higher volumes and experience more congestion than under Existing Conditions. This is due to traffic generated outside of Albany passing through Albany. Considering that I-80 freeway is forecasted to continue to operate at or near capacity in the future, it is estimated that a higher amount of regional traffic would use the major arterials in Albany, especially San Pablo Avenue, for trips that start and end in Albany.

**Table IV.C-7: 2040 Daily Roadway Segment Levels of Service**

Roadway Segment <sup>a</sup>	Roadway Type	2040 No Growth in Albany		2040 Plus Project		Significant Impact?
		Volume	LOS <sup>b</sup>	Volume	LOS <sup>b</sup>	
Cleveland Avenue north of Washington Avenue	2-Lane Undivided Arterial	7,800	C	7,900	C	No
Pierce Street north of Washington Avenue	2-Lane Undivided Arterial	4,100	C	4,100	C	No
Eastshore Highway south of Buchanan Street	2-Lane Collector	8,200	D	8,600	D	No
Buchanan Street between Fillmore and Taylor Streets	4-Lane Divided Arterial	32,100	D	32,300	D	No
Jackson Street between Portland Avenue and Castro Street	2-Lane Collector	4,200	B	4,400	B	No
San Pablo Avenue between Portland and Garfield Avenues	4-Lane Undivided Arterial	<b>27,500</b>	<b>E</b>	<b>28,700</b>	<b>E</b>	No
San Pablo Avenue between Buchanan Street and Solano Avenue	4-Lane Undivided Arterial	25,000	D	25,700	D	No
San Pablo Avenue between Monroe and Dartmouth Streets	4-Lane Undivided Arterial	<b>27,500</b>	<b>E</b>	<b>27,900</b>	<b>E</b>	No
Brighton Avenue between Stannage and Cornell Avenues	2-Lane Collector	3,800	B	3,900	B	No
Solano Avenue between Stannage and Cornell Avenues	2-Lane Undivided Arterial	10,900	D	11,100	D	No
Marin Avenue between Stannage and Cornell Avenues	3-Lane Arterial (TWLTL) <sup>d</sup>	19,300	D	20,100	D	No
Masonic Avenue between Dartmouth Street and Marin Avenue	2-Lane Undivided Arterial	4,100	C	4,200	C	No
Key Route Boulevard between Portland Avenue and Thousand Oaks Boulevard	2-Lane Divided Arterial	5,900	C	6,000	C	No
Solano Avenue between Santa Fe Avenue and Curtis Street	2-Lane Undivided Arterial	10,100	D	10,200	D	No
Marin Avenue between Santa Fe Avenue and Curtis Street	3-Lane Arterial (TWLTL)	18,800	D	19,200	D	No
I-80 south of the I-580 interchange	Freeway	<b>235,300</b>	<b>F</b>	<b>235,600</b>	<b>F</b>	No
I-80 north of the I-580 interchange	Freeway	<b>140,100</b>	<b>F</b>	<b>140,100</b>	<b>F</b>	No
I-580 north of the I-80 interchange	Freeway	<b>103,500</b>	<b>F</b>	<b>103,700</b>	<b>F</b>	No

<sup>a</sup> Major roadways nearest the count location.<sup>b</sup> LOS – Level of Service<sup>c</sup> **Bold** text indicates LOS E or F.<sup>d</sup> TWLTL = Two-way left-turn lane

Source: Fehr &amp; Peers, 2015.

**Table IV.C-8: 2040 Peak Hour Roadway Segment Levels of Service**

Roadway Segment <sup>a</sup>	Roadway Type	Peak Hour	2040 No Growth in Albany		2040 Plus Project		Significant Impact?
			Volume	LOS <sup>b</sup>	Volume	LOS <sup>b</sup>	
Cleveland Avenue north of Washington Avenue	2-Lane Undivided Arterial	AM	790	C	790	C	No
		PM	710	C	720	C	No
Pierce Street north of Washington Avenue	2-Lane Undivided Arterial	AM	460	C	500	C	No
		PM	360	C	420	C	No
Eastshore Highway south of Buchanan Street	2-Lane Collector	AM	800	D	810	D	No
		PM	820	D	860	D	No
Buchanan Street between Fillmore and Taylor Streets	4-Lane Divided Arterial	AM	2,410	D	2,460	D	No
		PM	2,600	D	2,620	D	No
Jackson Street between Portland Avenue and Castro Street	2-Lane Collector	AM	490	B	500	B	No
		PM	410	B	430	B	No
San Pablo Avenue between Portland and Garfield Avenues	4-Lane Undivided Arterial	AM	<b>2,760</b>	<b>E</b>	<b>2,820</b>	<b>E</b>	No
		PM	<b>2,810</b>	<b>E</b>	<b>2,880</b>	<b>E</b>	No
San Pablo Avenue between Buchanan Street and Solano Avenue	4-Lane Undivided Arterial	AM	2,220	D	2,240	D	No
		PM	2,050	D	2,070	D	No
San Pablo Avenue between Monroe and Dartmouth Streets	4-Lane Undivided Arterial	AM	2,410	D	2,450	D	No
		PM	2,250	D	2,310	D	No
Brighton Avenue between Stannage and Cornell Avenues	2-Lane Collector	AM	300	B	310	B	No
		PM	370	B	380	B	No
Solano Avenue between Stannage and Cornell Avenues	2-Lane Undivided Arterial	AM	1,100	D	1,120	D	No
		PM	1,300	D	1,340	D	No
Marin Avenue between Stannage and Cornell Avenues	3-Lane Arterial (TWLTL) <sup>d</sup>	AM	1,610	D	1,620	D	No
		PM	1,560	D	1,570	D	No
Masonic Avenue between Dartmouth Street and Marin Avenue	2-Lane Undivided Arterial	AM	400	C	410	C	No
		PM	460	C	480	C	No
Key Route Boulevard between Portland Avenue and Thousand Oaks Boulevard	2-Lane Divided Arterial	AM	500	C	510	C	No
		PM	750	C	760	C	No
Solano Avenue between Santa Fe Avenue and Curtis Street	2-Lane Undivided Arterial	AM	520	C	540	C	No
		PM	1,080	D	1,090	D	No
Marin Avenue between Santa Fe Avenue and Curtis Street	3-Lane Arterial (TWLTL)	AM	1,500	D	1,510	D	No
		PM	1,620	D	1,630	D	No
I-80 south of the I-580 interchange <sup>e</sup>	8-Lane Freeway	AM	14,300	D	14,340	D	No
		PM	13,520	D	13,550	D	No
I-80 north of the I-580 interchange <sup>e</sup>	6-Lane Freeway	AM	7,690	C	7,720	C	No
		PM	7,690	C	7,710	C	No
I-580 north of the I-80 interchange <sup>e</sup>	4-Lane Freeway	AM	7,180	E	7,180	E	No
		PM	7,470	E	7,490	E	No

<sup>a</sup> Major roadways nearest the count location.<sup>b</sup> LOS – Level of Service<sup>c</sup> **Bold** text indicates LOS E or F.<sup>d</sup> TWLTL = Two-way left-turn lane<sup>e</sup> Estimated volume and corresponding LOS is based on the served volume during the peak hour at the reported location, and does not account for upstream congestion and queuing. Therefore, actual LOS experienced by drivers at this location would be worse than reported.

Source: Fehr &amp; Peers, 2015.

Under 2040 Plus Project conditions, all study roadway segments would operate at the same LOS as under 2040 No Growth in Albany conditions. Most roadway segments would experience slightly higher congestion due to the additional traffic generated by the development facilitated by the proposed Draft General Plan. In general, the development facilitated by the proposed Draft General Plan is expected to have a lower automobile trip generation rate because the majority of the expected development would occur in mixed-use developments along major transit corridors (San Pablo and

Solano Avenues) and in proximity to existing services, where residents and workers are more likely to use non-automobile modes of transportation.

**Impacts on MTS Roadways.** MTS roadways in Albany include I-80, I-580, San Pablo Avenue, Buchanan Street, Solano Avenue, and Marin Avenue.

As shown in Tables IV.C-7 and IV.C-8 and similar to Existing Conditions, based on the defined thresholds, the following MTS roadway segments are forecasted to operate at LOS F under 2040 conditions regardless of the proposed Draft General Plan:

- I-80 south of the I-580 interchange (LOS F)
- I-80 north of the I-580 interchange (LOS F)
- I-580 north of the I-80 interchange (LOS F)

The proposed Draft General Plan would not degrade any roadway segment on the MTS from LOS E or better to LOS F; nor would it increase the volume-to-capacity ratio by more than 5 percent for a MTS roadway segment operating at LOS F under 2040 No Growth in Albany conditions. Therefore, the proposed Draft General Plan would not cause a significant traffic-related impact on the MTS roadway segments. No mitigation measures are required.

**Impacts on non-MTS Roadways.** Non-MTS roadways in Albany include the surface streets primarily serving the local generated traffic. All non-MTS roadway segments would operate at LOS D or better under daily and AM and PM peak hour conditions, in 2040 regardless of the proposed Draft General Plan.

Likewise, the proposed Draft General Plan would not degrade any non-MTS roadway segment from LOS D or better to LOS E or LOS F; nor would it increase the volume-to-capacity ratio by more than 5 percent for a roadway segment operating at LOS E or LOS F under 2040 No Growth in Albany conditions. Therefore, the proposed Draft General Plan would not cause a significant traffic-related impact on the roadway segment not on the on the MTS. No mitigation measures are required.

*Impact of General Plan Policies on Roadway LOS.* As discussed above, the traffic generated by the growth facilitated by the proposed Draft General Plan would not cause a significant impact on roadway operations. One of the primary goals of the Transportation Element of the proposed Draft General Plan is to create a complete multi-modal transportation network in the City of Albany that provides transportation choices, enhances mobility, and discourages the use of single-occupant private automobile. These actions and policies are discussed in further detail in subsequent sections. As such, the implementation of these policies and actions would reduce the automobile trips generated in Albany and reduce congestion on Albany streets.

In addition, the proposed Draft General Plan also includes the following policies and actions that can directly reduce traffic congestion and improve traffic operations:

- **Policy T-5.3: Regional Traffic on Local Streets.** Support measures to reduce traffic resulting from vehicles exiting I-80 onto Albany surface streets to avoid freeway congestion. Encourage traffic to and from major employment centers such as the University of California and Downtown Berkeley to stay on I-80 to the appropriate exit.

- **Policy T-6.1: Road Hierarchy.** Maintain a network of arterial, collector, and local streets that safely and efficiently moves motorized and non-motorized vehicle traffic through Albany. Engineering and design standards for each road type should reflect function, road volumes, and the characteristics of adjacent uses, and should be consistent with the Complete Streets policies in Goal 1 and the bicycle and pedestrian policies in Goal 3.
- **Policy T-6.2: Monitoring Road Performance.** Monitor critical road segments and intersections to determine where traffic improvements may be needed. When such locations are identified, develop plans to address them and incorporate them into the City's Capital Improvement Program.
- **Policy T-6.3: Transportation Efficiency.** Undertake improvements which manage lane capacity more efficiently and avoid the need to widen roads or add lanes. Examples of such projects include signal interconnect projects, directional signage, and "intelligent transportation systems" providing real-time information on congestion and travel conditions.
- **Policy T-6.4: Interstate Improvements.** Coordinate with Caltrans on future planning, construction, repair, and maintenance activities along I-80, I-580, and around the Buchanan Street/I-580 interchange.
- **Policy T-6.5: Development-Related Improvements.** Require the completion of traffic studies to address the effects of new development, including the improvements needed to accommodate increased traffic or changes in traffic patterns. Based on the findings, collect the appropriate fees needed to complete the improvements and maintain satisfactory operating conditions.
- **Policy T-6.6: Maintenance.** Provide adequate funding to maintain pavement, curbs, signage, signals, and other transportation facilities in good operating condition.
- **Policy T-6.7: Signal Timing and Lane Configurations.** Consider modifications to signal timing and turning lanes as necessary to maintain traffic flow through Albany's signalized intersections.
- **Policy T-6.8: Construction Traffic.** Require traffic management plans for major construction projects, and ensure that those plans address bicyclists and pedestrians.
- **Policy T-6.9: Levels of Service.** On major corridors such as San Pablo Avenue and Solano Avenue, evaluate the performance of the transportation network using metrics that not only consider automobile speed and delay but other factors, such as vehicle miles traveled and the volume of transit passengers, bicyclists and pedestrians.
- **Policy T-6.10: Coordination with Berkeley, Richmond, and El Cerrito.** Coordinate traffic planning and road improvements with the cities of Berkeley, Richmond, and El Cerrito. Work collaboratively to manage congestion that may impact Albany streets as a result of development in these cities.
- **Action T-6.A: Integrated Corridor Mobility.** Participate in the I-80 Integrated Corridor Mobility Project, which includes ramp metering and signal coordination in Albany.
- **Action T-6.B: Multi-Modal Levels of Service.** Establish multi-modal level of service (MMLOS) standards for arterial streets, and apply these standards in the evaluation of future development proposals and planning studies. Service standards should utilize vehicle miles traveled (VMT) as the primary metric, rather than the total number of trips generated or projected motor vehicle delays.

The implementation of the above policies and actions would benefit traffic flow on the streets of Albany and would not cause a significant traffic-related impact on the roadway segments in Albany. No mitigation measures are required.

*Impact of Traffic Calming.* In order to minimize the adverse effects of automobile traffic on Albany's neighborhood streets and enhance bicycling and walking on local streets, the proposed Draft General Plan includes the following policies and actions that reduce through traffic on local streets:

- **Policy T-5.2: Kains and Adams Access.** Ensure that development along the San Pablo Avenue corridor is designed to minimize adverse traffic, parking, and circulation impacts on Kains Avenue and Adams Street.
- **Policy T-5.4: Managing Through Traffic.** Focus motor vehicle through traffic on arterial and collector streets rather than on local streets. Traffic calming measures may be used to encourage drivers to use arterials and collectors, and to discourage aggressive driving and excessive speed on local streets. As appropriate, street closures may be considered as a means of directing traffic to designated arterial and collector streets.
- **Action T-5.B: Washington Avenue Through Traffic.** Evaluate the degree to which vehicles from areas east of San Pablo Avenue are using Washington Avenue as a "shortcut" to the Buchanan/I-80 interchange, and take steps to reduce speeding and other traffic violations on this route.
- **Action T-5.C: Traffic Calming in Area South of El Cerrito Plaza.** As appropriate, undertake a series of traffic calming measures on the 400 blocks of Kains, Stannage, Cornell, Talbot, and Avenues, and on Brighton Avenue between San Pablo Avenue and Key Route Boulevard. The intent of these measures is to reduce speeds, improve safety, create a welcoming environment for pedestrians, bicyclists, and other users of the street, and appropriately direct traffic associated with development in the El Cerrito Plaza area and North Central Albany to arterial and collector streets.

Due to current traffic congestion along various major streets throughout Albany, local streets in several neighborhoods are used as cut-through routes by non-neighborhood through traffic to bypass the congestion. Substantial quantities of cut-through traffic can result in impacts such as noise, pedestrian hazards, impaired driveway access, interference with emergency vehicle access, and similar annoyances that adversely affect the residential character of the neighborhood.

The implementation of the policies listed above would discourage and reduce through traffic on local streets through implementation of traffic calming strategies and/or potential roadway closures, which would be consistent with the Draft General Plan's goals to enhance livability and encourage bicycling and walking on local neighborhood streets. However, these policies would also concentrate through traffic on the collectors and arterials. Although, these streets are more suitable to handling higher traffic volumes, many may not have the capacity for additional traffic.

The proposed Draft General Plan aims to provide a multi-modal transportation system that discourages single-occupant vehicles which would reduce automobile trips, vehicle miles travelled, and traffic volumes on Albany streets. The proposed Draft General Plan also includes Policies T-6.3 through T-6.8, which aim to reduce traffic congestion along Albany's streets.

Considering that the specific traffic calming strategies that may be implemented and the streets where these strategies may be implemented currently is not known, the specific streets that may be impacted, the magnitude of the impact, and the potential mitigation measures cannot be determined at this time.

**Impact TRANS-1: Potential traffic calming strategies could result in a significant traffic-related impact. (S)**

**Mitigation Measure TRANS-1:** Prior to approving traffic calming projects, such as a roadway closure, that may divert substantial traffic to other streets, the City shall conduct a transportation impact study to evaluate the potential impacts of the proposed traffic calming project on access and circulation for all travel modes in the vicinity. The study shall identify potential design solutions and/or alternatives to ensure that the proposed traffic calming project would minimize any secondary significant impacts, such as a substantial increase in traffic volumes on nearby streets. (LTS)

**(2) Pedestrian and Bicycle Impacts.** The discussion of pedestrian and bicycle impacts is based on application of Significance Criteria #3 (i.e., the third major bulleted item) as listed in section 3.a, which identifies a significant impact on pedestrians and bicycles if the project would eliminate or interfere with existing or planned bicycle and pedestrian facilities, or if the project would result in unsafe conditions for bicyclists or pedestrians.

The proposed Draft General Plan would increase the convenience and safety of all road users within Albany, especially cyclists and pedestrians, through implementing Complete Streets policies and incorporating the adopted Active Transportation Plan. The Draft General Plan would promote walking and bicycling by improving the conditions and safety of bicycles and pedestrians while fostering a land use context that is supportive of modes other than the private automobile. The city-wide Complete Streets policy prioritizes transportation infrastructure that accommodates all modes of travel. It also adopts a set of design standards to evaluate whether and to what extent a project achieves these policy goals. Moreover, the proposed Draft General Plan includes several new programs for education, outreach, incentives, and funding, which would directly affect the extent to which biking and walking are accepted and understood to be feasible alternatives to driving.

The Transportation Element of the proposed Draft General Plan includes the following policies that promote and encourage pedestrian and bicycle access, circulation, and safety in the City of Albany.

- **Policy T-1.1: Balancing the Needs of All Users.** Create and maintain “complete streets” that provide safe, comfortable, and convenient travel for all users, including pedestrians, bicyclists, transit users, motorists, movers of commercial goods, emergency responders, persons with disabilities, seniors, children, youth, and families.
- **Policy T-1.3: Complete Streets Operating Procedures.** Incorporate Complete Streets practices as a routine part of City operations. The planning, design, funding, and implementation of any construction, reconstruction, maintenance, alteration, or repair of the transportation network should consider ways to make streets safer and easier to navigate for all users. Exceptions to this policy may be considered, consistent with the Complete Streets Resolution adopted by the City Council in January 2013.
- **Policy T-1.4: Complete Streets Design.** Follow locally adopted policies and standards in the design of City streets, including the Active Transportation Plan and the Climate Action Plan, as well as the General Plan. All roadway planning, design, and maintenance projects should be consistent with local bicycle, pedestrian, and transit plans. National, state, or other recognized standards may also be used if the outcome is improved safety, health, vitality, sense of place, and a more balanced transportation system.

- **Policy T-1.7: Development Review.** Require that future development projects address bicycling and walking access in their project plans, and include provisions to accommodate access by all modes of travel.
- **Action T-1.A: NACTO Standards.** Revise the City’s street design standards to incorporate the National Association of City Transportation Officials (NACTO) recommendations for complete streets, thereby ensuring that road improvements accommodate the needs of all travelers.
- **Policy T-3.1: Bikeway System.** Support development of a bikeway system that meets the needs of commuters and recreation users, reduces vehicle trips, and links residential neighborhoods with BART and regional destinations. Bicycling in Albany should be a viable alternative to driving for most short-distance trips.
- **Policy T-3.2: Designated Bike Network and Improvements.** Designate a network of bike paths, lanes, and routes as the primary system for bicyclists traveling through Albany. Improvements to this system, such as bike lanes and signage, should be made in accordance with an official plan for the Albany bicycle system.
- **Policy T-3.3: Intergovernmental Coordination.** Coordinate development of Albany’s bike network with plans for adjacent cities in order to improve the functionality of the system and create seamless connections across jurisdictional lines.
- **Policy T-3.4: Bike Route Maintenance.** Regularly maintain bicycle routes and paths through sweeping, pavement repairs, and vegetation trimming. Encourage public reporting of facilities needing repair or clean-up.
- **Policy T-3.5: Bicycle Parking.** Install additional bike racks and bike parking facilities in commercial and civic areas and in other locations where such facilities would help support bicycle use. The need for bicycle parking facilities should be periodically evaluated and at minimum should include locations along Solano and San Pablo Avenues and at high activity bus stops.
- **Policy T-3.6: Sidewalks and Paths.** Improve Albany’s network of sidewalks and paths to make the city safer and easier to travel on foot. Sidewalks should be present on all Albany streets, although their design and location may vary based on topography and other factors. Priority walking corridors should be identified and targeted for improvements such as wider sidewalks, enhanced crosswalks, curb ramp upgrades, sidewalk parking enforcement, and routine maintenance.
- **Policy T-3.7: Bicycle and Pedestrian Access to Open Space.** Maintain and enhance trails through open space areas, including the Bay Trail along the shoreline, recreational trails on Albany Hill, trails on Cerrito and Codornices Creeks, and the Ohlone Greenway Trail in the BART Right-of-Way. Where appropriate, developers should be required to dedicate public access easements for trails through designated private open space areas.
- **Policy T-3.8: Bicycle and Pedestrian Connectivity.** Improve the connectivity of Albany’s pedestrian and bicycle networks by removing obstacles to pedestrian travel and linking major pathways such as the BART linear park and the Bay Trail to each other and to community facilities.
- **Policy T-3.9: Bicycle Programs.** Continue to undertake programs and activities to encourage bicycle use and bicycle safety in the city, including bicycle “rodeos,” “Bike to Work Day” events, and programs which stress the health benefits of bicycling. Bicycle programs should increase awareness of “rules of the road” for cyclists as well as motorists, and should encourage lawful cycling behavior while also improving the safety of cyclists.
- **Action T-3.A: Active Transportation Plan Implementation.** Implement the pedestrian and bicycle projects in the Active Transportation Plan through the City’s Capital Improvements Program, specific transportation funding sources, and the General Fund budget for maintenance and operations.



- **Action T-3.B: Bike Parking Ordinance.** Adopt an ordinance that requires new development to provide adequate bike parking for tenants and customers and requires businesses with more than 50 employees to provide end of trip facilities, including showers, lockers, and bike storage facilities. Encourage existing establishments to add such facilities in order to make bicycling a more convenient alternative to driving.
- **Action T-3.C: Bicycle and Pedestrian Access to the Waterfront.** Pursue the long-term development of a grade-separated bicycle and pedestrian crossing of the Union Pacific Railroad and I-80 to better connect Albany to its waterfront. Such a project could be collaboratively funded by multiple jurisdictions.
- **Action T-3.D: Signage System.** Implement the City of Albany Wayfinding Plan for Pedestrians and Bicyclists adopted by the City Council in June 2013. The Plan provides coordinated signage for the pedestrian and bicycle network..
- **Action T-3.E: Sidewalk Improvements.** Upgrade sidewalks and curb ramps that do not meet current standards. Where appropriate, the City will require sidewalks to be upgraded as part of the development approval process. Other sidewalks should be upgraded as streets and utilities are improved or as funding allows, with a focus on the priority sidewalk and path network designated by the Active Transportation Plan.
- **Action T-3.F: Homeowner Improvement of Sidewalks.** Streamline the process for homeowners to improve their own sidewalks, and seek out other methods to provide a long-term funding source for sidewalk maintenance and repair.
- **Action T-3.G: Bike-Ped Coordinator.** As funding allows, hire a part-time Bicycle and Pedestrian Coordinator to manage all non-motorized transportation projects and ongoing route maintenance programs.
- **Policy T-4.4: Crosswalks.** Designate, stripe, and maintain a system of pedestrian crosswalks, and take appropriate enforcement measures to ensure the safety of persons using these crosswalks.
- **Policy T-5.8: Sidewalk Cafes.** Maintain Municipal Code provisions allowing outdoor seating on public sidewalks, provided that seating does not interfere with pedestrian movement and that the approval is subject to a revocable encroachment permit and applicable zoning clearance requirements.
- **Policy T-5.10: Hillside Sidewalks.** On streets that traverse the slopes of Albany Hill, allow variations from conventional sidewalk standards which reduce the need for grading but still support continuous pedestrian circulation.
- **Policy T-5.11: UC Village Circulation.** Provide a safe, pedestrian-oriented circulation system within UC Village that emphasizes walking, bicycling, and transit use; decreases internal vehicle traffic, accommodates recreational trips, reinforces a sense of community, and is seamlessly integrated with Albany's transportation system.
- **Action T-5.E: Code Amendment for Hillside Sidewalks.** Amend Municipal Code 20.24.040(F)(10) to eliminate provisions discouraging sidewalks on hillside streets.

The proposed Draft General Plan would not disrupt existing facilities or interfere with planned facilities; but rather enhance and expand the City's current bicycle and pedestrian facilities. Similarly, the proposed Draft General Plan would not result in unsafe conditions for bicyclists or pedestrians and; but rather improve their safety. Therefore, the proposed Draft General Plan would have a beneficial impact on bicycle and pedestrian facilities. No mitigation measures are required.

**(3) Transit Impacts.** The discussion of transit impacts is based on application of Significance Criteria #4 as listed in section 3.a, which identifies a significant impact on transit service if the project would cause a substantial delay in transit service.

The proposed Draft General Plan seeks to foster increased transit use and a greater emphasis on transit in planning for future transportation. The City aims to increase transit ridership through land use decisions, better amenities at transit stops, improved connectivity to other modes (including walking and biking), and prioritizing traffic operations and other improvements within key corridors to facilitate bus travel times. The proposed Draft General Plan includes policies and actions to expand transit service, increase ridership on existing services, and coordination with BART for a potential BART Station on Solano Avenue.

Consistent, reliable, and frequent transit service is critical to promote transit as a practical alternative to the automobile. Therefore, excessive traffic congestion can be disruptive to bus transit service. As shown in Tables IV.C-7 and IV.C-8, implementation of the General Plan would have minimal effect on traffic congestion, and therefore, it is not expected to substantially delay transit service. In addition, under Impacts on non-MTS Roadways the proposed Draft General Plan includes the previously discussed Policies T-6.1 through T-6.10 and Actions T-6.A and T-6.B, which would reduce traffic congestion and potentially reduce congestion-related delay experienced by transit vehicles.

The Proposed Draft General Plan includes the following policies and actions to promote transit access and circulation in Albany:

- **Policy T-2.1: Transit-Oriented Development.** Encourage land use patterns which support walking, bicycling, and public transit use, thereby reducing greenhouse gas emissions and fossil fuel consumption. Future land use and development choices should maximize opportunities to travel without a car by focusing new growth along walkable, transit-served corridors such as Solano and San Pablo Avenues.
- **Policy T-3.10: Public Transit Service.** Improve public transportation service and transit amenities in Albany so that transit becomes a more reliable alternative to driving. The City will work with AC Transit to provide safe, accessible, convenient bus stops that can be easily accessed on foot or by bicycle. The City will also encourage investment in exclusive transit lanes, synchronization of traffic signals, signal pre-emption devices, curb extensions for bus stops, enforcement of parking rules in bus stops, posting of route information at bus stops, and other measures which increase the attractiveness and comfort of public transportation.
- **Policy T-3.11: Transit and Streetscapes.** Incorporate provisions for public transit when undertaking streetscape improvements, including bike lanes, curb extensions, landscaping, benches, and crosswalks.
- **Policy T-3.12: Monitoring Transit Needs.** Work with AC Transit to monitor and periodically adjust transit service and bus stop locations. A particular emphasis should be placed on feeder service between Albany and the BART stations at North Berkeley and El Cerrito Plaza.
- **Policy T-3.13: UC Village Service.** Encourage AC Transit to continue to provide a route that connects UC Village family student housing and the UC Campus.
- **Policy T-3.14: Paratransit.** Support the provision of para-transit services for seniors and persons with disabilities, and others with special needs.

- **Action T-3.H: Transit Gap Study.** Conduct a public transit gap study that evaluates local transit needs, analyzes strategies for increasing transit use, and identifies funding sources for transit improvements. Consideration should be given to the feasibility of a local circulator that connects destinations within Albany to nearby BART stations.
- **Action T-3.I: Bus Stop Improvements.** Work with AC transit to ensure that bus waiting areas are located in appropriate locations and are designed to maximize rider comfort and safety. Waiting areas should be improved, especially in high activity locations such as San Pablo Avenue and Solano Avenue. Additional investment should be made in bus shelters in these locations, providing transit riders with shade, weather protection, seating, lighting, bike parking, and route information.
- **Action T-3.J: Bus to BART.** Work with AC Transit and BART to reduce the waiting time associated with transferring from AC Transit buses to BART, and vice versa, and to make trips using the two systems as seamless as possible.
- **Action LU-3.H: Solano Avenue BART Feasibility.** Maintain a dialogue with BART and surrounding property owners on the long-term feasibility of an “infill” BART station without off-street parking along Solano Avenue (near Key Route).

Considering that the proposed Draft General Plan would concentrate future growth in Albany along the major transit corridors, and that the Draft General Plan would include policies and actions that encourage and promote transit usage, it is expected the proposed Draft General Plan would increase transit ridership. However, an increase in transit ridership is not considered an impact on the environment. It is considered a benefit because it would reduce the consumption of non-renewable resources and the emission of greenhouse gasses and other air pollutants, consistent with the goals of the proposed Draft General Plan.

Thus, the proposed Draft General Plan would not cause a substantial delay in transit service and would not cause a significant impact on transit service. No mitigation measures are required.

**(4) Emergency Access.** The discussion of emergency access is based on application of Significance Criteria #5 as listed in section 3.a.

Main goals of the proposed Draft General Plan are to promote a multi-modal transportation network that benefits all modes of transportation. As such, the Draft General Plan includes several policies and actions that may increase vehicular congestion and reduce emergency response times.

The proposed Draft General Plan also includes policies that support the continued provision of adequate vehicle flows, including those listed under Impacts on non-MTS Roadways. Policies T-6.1 through T-6.10 and Actions T-6.A and T-6.B, also benefit emergency access. In addition, Policy T-1.1 (balancing the needs of all users) includes emergency responders as one of the users of the transportation network that need to be accommodated.

In addition, the following action and policy explicitly require coordinating transportation planning with emergency service providers to ensure the safety of residents and the ability for continued rapid emergency response:

- **Action T-1.D: Exceptions to Complete Streets Requirements.** Develop a process for approving exceptions to Complete Streets procedures, including who is allowed to sign off on such exceptions. Written findings for exceptions must be documented in a publicly available memorandum explaining why accommodations for all modes and users were not included.

- **Policy T-4.10: Emergency Vehicles.** Provide adequate access for emergency vehicles as development takes place and as road modifications are completed. The Albany Police and Fire Departments should participate in development review and transportation planning to ensure that adequate access is provided.

Action T-1.D provides a mechanism through which exceptions to Complete Street requirements, which may be necessary to maintain adequate emergency access, can be implemented. Policy T-4.10 addresses emergency vehicles specifically by encouraging Police and Fire Departments to participate in the planning processes.

As previously shown in Tables IV.C-7 and IV.C-8, the traffic generated by the growth facilitated by the proposed Draft General Plan would have minimal effect on traffic congestion and therefore, on emergency response times. Thus, the proposed Draft General Plan would not result in inadequate emergency access and would not cause a significant impact on emergency access. No mitigation measures are required.

**(5) Transportation Hazards and Safety.** The discussion of transportation hazards and safety impacts is based on application of Significance Criteria #6 as listed in section 3.a, which identifies a significant impact on transportation hazards and safety if the project would result in design features that do not meet established design features, incompatible uses, or unsafe conditions.

As a planning document, the Draft General Plan does not address specific design features. However, it does contain several policies that strengthen the City of Albany's ability to promote safety for all users. For example, to ensure a balanced, multi-modal transportation network, the proposed Draft General Plan would adopt a Complete Streets policy that requires accommodation for all modes and users (Policy T-1.1 listed in Pedestrian and Bicycle Impacts). The Complete Streets design methodology ensures that roadway facilities are contextually sensitive to surrounding land uses, appropriate travel speeds, and the need to accommodate multiple travel modes and various users (Policies T-1.3 and T-1.4 listed in Pedestrian and Bicycle Impacts). Complete streets utilize a number of safety features that are specifically designed for safety, such as lane width reductions, crosswalks with bulb-outs, protected bicycle facilities, and others.

Additionally, the following policies specifically aim to improve transportation safety through a combination of outreach, maintenance, infrastructure improvements, and enforcement:

- **Policy T-4.1: Accident Data.** Collect, analyze, and periodically report out on data on traffic accidents. When prioritizing capital improvement projects, place the highest priority on those that would reduce the potential for such accidents, particularly those involving pedestrians or bicycles.
- **Policy T-4.2: Enforcement.** Strictly enforce traffic safety and speed laws for all modes of travel, taking special care to protect the rights of pedestrians and bicyclists on local streets.
- **Policy T-4.3: Preventive Maintenance.** Continue to undertake preventive maintenance activities on sidewalks, streets, paths, and bike routes and ensure that such facilities are kept in a condition that minimizes accident risks. This should include trimming of trees and other vegetation along local streets to address visibility constraints.
- **Policy T-4.4: Crosswalks.** Designate, stripe, and maintain a system of pedestrian crosswalks, and take appropriate enforcement measures to ensure the safety of persons using these crosswalks.

- **Policy T-4.5: Education on Safety Laws.** Provide educational opportunities for Albany staff and residents to better understand the legal rights and responsibilities of motorists, bicyclists and pedestrians.
- **Policy T-4.6: School Safety.** Work with the Albany Unified School District to identify key improvements and initiatives that would facilitate safer walking and bicycling to school.
- **Policy T-4.7: Pedestrian-Vehicle Interface.** Design the pedestrian circulation system to minimize the number of times that walkers, runners, and other modes of active transportation need to stop for cross traffic.
- **Policy T-4.8: Security.** Enhance security for pedestrians by providing adequate lighting along walkways and keeping vegetation properly trimmed.
- **Policy T-4.9: Street Lighting.** Periodically assess street lighting needs and maintenance of street light facilities to ensure a high level of safety for all travelers. Funds for new and replacement street lights should be set aside as part of the Capital Improvement Program.
- **Action T-4.A: Annual Safety Report.** Annually evaluate pedestrian and bicyclist collision data to determine trends and potential improvements. Produce an annual report that summarizes the data, identifies “hot spots,” and includes recommendations to improve safety.
- **Action T-4.B: Parking on Sidewalks.** Enforce ordinances prohibiting the parking of vehicles in a manner that blocks pedestrian travel on sidewalks.
- **Action T-4.C: Safety Education.** Work with the school district, parents, businesses, and other community institutions to enhance awareness of pedestrian safety laws and modify driver behavior.
- **Action T-4.E: Safe Routes to School.** Pursue continued funding for Safe Routes to School programs.
- **Action T-4.F: Pedestrian Crossings.** Consider funding and implementation of demonstration projects for new pedestrian crossing treatments on San Pablo Avenue, Solano Avenue, and Marin Avenue/Buchanan Street.
- **Policy T-5.6: Traffic Calming.** Consider the use of road features such as speed humps, speed trailers, traffic diverters, traffic circles, medians, and other methods to limit through traffic and reduce speeds on residential streets. Implementation of such measures should be subject to a public process and should consider the potential impacts to adjacent streets due to changed travel patterns.
- **Policy T-5.7: Truck Routes.** Limit the intrusion of truck traffic into residential areas by designating and signing specific streets as truck routes and enforcing weight limits on all City streets.
- **Action T-5.A: Traffic Calming Procedures.** Maintain and periodically update a formal process for residents to initiate traffic calming requests for local streets. The process should include a series of steps which include evaluation of the street against specific physical design criteria, consultation with the Traffic and Safety Commission, volume and speed surveys, resident petitions, and post-improvement evaluations.
- **Action T-5.D: Truck Route Signage.** Install truck route signs as needed to identify designated truck routes in the city. Provide information on designated truck routes to major employers and to delivery and trucking companies using Albany streets.

The Proposed Draft General Plan aims to create a network of Complete Streets that safely accommodate multiple travel modes and various users appropriate to the surrounding land uses. The proposed Draft General Plan would not substantially increase hazards due to design features or incompatible uses and result in less than significant impacts. No mitigation is required.

**(6) Consistency with Local or Regional Policies or Programs Supporting Alternative Transportation.** The discussion of impacts on consistency with local or regional policies or programs supporting alternative transportation is based on application of Significance Criteria #7 as listed in section 3.a, which identifies a significant impact if the project would adversely affect future implementation of transportation projects or programs supporting alternative transportation, or fundamentally conflict with applicable local or regional goals, policies, and/or actions.

The primary goals of the Transportation Element of the proposed Draft General Plan are to create and maintain a transportation system that accommodates all modes of travel, meets the mobility needs of the various users, provides the opportunity for safe and efficient travel through various modes, and is sustainable. The proposed goals, policies and actions incorporate the direction provided by the Active Transportation Plan (discussed below) and the Albany Climate Action Plan in moving the City of Albany toward a less auto-dependent and more sustainable transportation pattern, with an emphasis on walking, bicycling, public transportation, and safety.

In addition to the policies discussed in the prior subsections, the following policies and actions in Transportation Element of the Draft General Plan prioritize and promote the use of alternative transportation to reduce the amount of private vehicle trips:

- **Policy T-2.4: Carpools, Vanpools, and Shuttles.** Encourage measures to reduce single passenger auto travel, such as carpools and vanpools, BART shuttles or circulators, and transit passes for City employees.
- **Policy T-2.5: Carsharing and Bike Sharing.** Support car sharing and bike sharing programs and consider incentives for establishing and expanding such programs in Albany.
- **Action T-2.A: Grant Applications.** Pursue grants and other funding sources which support multi-modal transportation improvements and other measures to reduce transportation emissions.
- **Action T-2.B: Outreach and Education.** Develop community outreach and education programs which inform residents on ways they can reduce greenhouse gas emissions through their transportation choices. This should include the use of social media and other internet networking platforms to encourage community participation in carpools, vanpools, ridesharing, bicycling, and other alternative travel modes.
- **Action T-2.D: TDM Ordinance.** Create and implement a transportation demand management (TDM) ordinance to reduce peak commute trips and encourage alternatives to solo passenger driving.
- **Action T-2.F: 511.org Program.** Continue to support the "511.org" program and other regional initiatives that help residents and workers find carpools, rides home from work, and other alternatives to driving alone. A link to 511.org should be included on the City's website.
- **Action T-2.G: Transportation Management Association.** Facilitate the establishment of an Albany Transportation Management Association (TMA) for local employers.
- **Action T-3.K: Active Transportation Plan Updates.** Update the Active Transportation Plan every five years, as required by Caltrans, to reflect new policies and ensure continued eligibility for funding.

The development growth facilitated by the proposed Draft General Plan would further encourage the use of non-automobile transportation modes because the growth would occur along the transit corridors and result in complementary land uses in closer proximity, which encourage bicycling and walking due to shorter trips.

In addition to the Transportation Element, Other elements of the Draft General Plan, such as Land Use and Conservation and Sustainability, include the following policies and actions that further encourage the use of alternative transportation modes to single-occupant private automobile.

- **Policy LU-1.3: Business Districts.** Maintain and enhance San Pablo and Solano Avenues as Albany’s principal commercial streets. Encourage a vibrant mix of ground floor retail and service uses that meet the needs of Albany residents, enhance the local tax base, provide job opportunities, and provide a safe, walkable environment.
- **Policy LU-1.7: Sustainable Development.** Ensure that future development mitigates its environmental impacts to the greatest extent possible and is designed and constructed to advance the principles of sustainability. This should include the use of greener building practices, greater energy and water efficiency, and the design of new development in a way that encourages walking and bicycling.
- **Policy LU-1.8: Transit-Oriented Development.** Encourage land use patterns that support transit use, including additional mixed use (commercial and higher-density residential) development along the San Pablo and Solano Avenue corridors.
- **Policy LU-6.4: Streetscape Improvements.** Improve the visual character and safety of heavily traveled Albany streets through streetscape improvements such as lighting, signage, landscaping, sidewalk extensions and repair, public art, and tree planting.
- **Policy CON-3.4: Land Use and Transportation Strategies.** Implement the measures expressed in the Land Use, Transportation, and Housing Elements of the General Plan to achieve more sustainable development and travel patterns in Albany, including:
  - An expanded, safer, and more accessible pedestrian and bicycle network that reduces dependence on automobile travel and creates more walkable and connected neighborhoods
  - Greater emphasis on mixed uses along the San Pablo and Solano Avenue corridors, integrating residential uses above commercial uses and thereby reducing auto trips and trip lengths for goods and services
  - A balance between job growth and housing growth, and more opportunities for residents to live closer to work
  - Public transportation improvements (bus, BART, and possible future shuttle) which provide more viable alternatives to driving, including the possibility of an “infill” station at Solano Avenue
  - Higher densities along the San Pablo corridor, enabling more development to be accommodated in the center of the region and reducing the necessity of developing “greenfields” on the periphery of the Bay Area
  - Transportation demand management programs, including flextime, telecommuting, signal synchronization, carpooling, and other measures to reduce congestion and vehicle idling and cut down on solo passenger driving.

The proposed Draft General Plan would result in the adoption of plans and policies that are consistent with local or regional policies or programs supporting alternative transportation and would benefit these travel modes. Therefore, the proposed Draft General Plan is consistent with existing local and regional policies or programs supporting alternative transportation. No mitigation is required.

(7) **VMT.** One performance measure used to quantify travel is vehicle miles traveled (VMT). VMT is a particularly useful metric for evaluating the impacts of growth on greenhouse gas emissions because it can be used to estimate fuel consumption by motor vehicles. Increases in VMT cause

proportional increases in greenhouse gas emissions and air pollution. This section presents the extent of the impacts caused by the growth facilitated by the proposed Draft General Plan on VMT based on application of Significance Criteria #8 as listed in section 3.a.

VMT measurement has one primary limitation: it is not easily observed and therefore must be estimated. Methods do not exist that can reliably measure the trip distances of all vehicles on a given day. VMT is typically an output from travel demand models and is calculated based on the number of cars multiplied by the distance traveled by each car. As such, the VMT estimate is dependent on the level of detail in the network and other variables related to vehicle movement through the network. The volume and distance of traffic depends on land use types, density, and location as well as the supporting transportation system, including availability of various travel modes. A travel demand model attempts to represent this relationship when forecasting vehicle trips and VMT.

Although the calculation of VMT is simply the number of cars multiplied by the distance traveled by each car, VMT performance measures can be reported differently. This analysis uses total VMT per service population, where VMT includes all automobile trips with an origin and/or destination in the City of Albany generated on a typical weekday. Service population is defined as the total number of residents and workers within the City of Albany.

The Alameda CTC Travel Demand Model (see page 98 for a description of the Model and its use in this General Plan evaluation) was used to estimate VMT for the Existing (2010) and 2040 Conditions with and without the General Plan. The Alameda CTC Model covers the entire nine county Bay Area and San Joaquin County; therefore, it provides a reasonable estimate of the VMT generated in the City of Albany on a typical weekday. The resulting VMT shown in Table IV.C-9 is based on all trips with either an origin and/or destination in the City of Albany. The calculated VMT accounts for 100 percent of all trips that begin and end within Albany and 50 percent of trips that either begin or end in Albany, and have their other origin or destination outside of Albany. It does not include trips that have both an origin and destination outside of City of Albany but use Albany streets, such as a trip on San Pablo Avenue that starts in Berkeley and ends in El Cerrito.

**Table IV.C-9: VMT Summary**

	<b>2010</b>	<b>2040 No Growth in Albany</b>	<b>2040 Plus Project</b>
Population	18,560	18,560	20,640
Employment	5,070	5,070	6,070
<i>Service Population</i>	<i>23,630</i>	<i>23,630</i>	<i>26,710</i>
Total VMT	226,400	222,400	249,600
VMT per Service Population	9.6	9.4	9.3

Note: VMT Summary information in this table is based on the results of the Alameda CTC Model.

Source: Fehr & Peers, 2015.

As shown in Table IV.C-9, the estimated VMT per service population is about 9.6 miles per person under Existing (i.e., 2010 as that is the baseline information available in the Alameda CTC Model) conditions. Under 2040 No Growth in Albany conditions, assuming no changes in existing land use within Albany but assuming growth outside of Albany, both VMT and VMT per service population would decrease by about 2 percent. This reduction is primarily due to planned improvements to the



non-automobile transportation network (i.e., pedestrian, bicycle, and transit networks) and the fact that most growth outside of City of Albany is forecasted to occur in transit accessible areas.

The development facilitated by the Draft General Plan would increase Albany's population by about 11 percent and employment by about 20 percent compared to 2010 conditions; however, total VMT is estimated to increase by about 10 percent and VMT per service population is estimated to decrease by about 3 percent. Total VMT is projected to increase at a lower rate and VMT per service population would decrease compared to the expected increase in population and employment because the forecasted population and employment growth is expected to occur in proximity to local and regional transit service. In addition, the overall development density is also expected to increase, which would result in complementary land uses in closer proximity, and encourage bicycling and walking due to shorter trips.

As described above, the Draft General Plan would reduce VMT per service population. Since the Draft General Plan would not result in an increase over the current VMT per service population, the impact is less than significant. No mitigation measures are required.

**(8) Parking.** The Transportation Element of the proposed Draft General Plan includes policies and actions that address parking management and on-street and off-street parking supply. Since parking is not part of the permanent physical environment and parking conditions change over time, CEQA does not consider unmet parking demand created by a project as a significant environmental impact unless it would cause significant secondary effects.

The proposed Draft General Plan includes the following policies and actions regarding parking:

- **Policy T-7.1: Parking Management.** Develop comprehensive parking management strategies which maximize the efficient use of available on-street and off-street parking spaces.
- **Policy T-7.2: Balancing Supply and Demand.** Consider timed parking limits, residential parking permits, parking benefit districts, paid public parking, more stringent parking enforcement, and other methods to address parking in locations where demand exceeds supply during all or part of the day. When modifying parking regulations, consider the potential impact on adjacent residential streets.
- **Policy T-7.3: Parking Standards.** Adopt residential parking standards which consider factors such as the number of bedrooms in the unit, proximity to transit, the availability of on-street parking, and the characteristics of occupants (e.g., seniors, families, etc.), rather than applying a "one-size-fits-all" standard.
- **Policy T-7.4: Shared Parking.** Encourage shared parking agreements so that adjacent or nearby uses with different demand characteristics can utilize the same parking spaces.
- **Policy T-7.5: Mechanical Lifts.** Allow innovative methods of accommodating parking demand such as mechanical parking lifts.
- **Policy T-7.6: Car-Share and Bike-Share Parking.** Consider incentives or requirements to include parking for car-share vehicles and shared bicycles in new mixed use development.
- **Policy T-7.7: Design of Surface Parking.** On larger development sites where off-street surface parking lots are required, parking should be located to the rear or side of the building rather than between the building and the street. Site plans in which surface parking dominates the site or the street frontage are strongly discouraged.
- **Policy T-7.8: Unbundling.** Allow unbundled multi-family parking, so that owners or buyers of multi-family units may opt out of having their own parking space and pay a lower rent or sales price.

- **Action T-7.A: Citywide Parking Analysis.** Conduct a comprehensive analysis of parking supply and demand in Albany. This analysis should become the foundation for new parking standards which are more responsive to actual conditions and needs.
- **Action T-7.B: Parking Ballot Measure.** Support and advance a ballot measure to modify Albany Measure D so that parking standards are consistent with other City goals, including the goal of reducing carbon footprints and increasing housing affordability. A variety of options for modifying the parking standards should be considered, based on public opinion and data collection on parking supply and demand.
- **Action T-7.C: Measure D Working Group.** Consider additional recommendations of the Measure D Working Group regarding parking, including the possibility of a fee for parking exceptions and waivers, allowing parklets in commercial areas, and the use of metered or time-restricted parking in high demand areas.
- **Action T-7.D: Commercial Parking Standards.** Evaluate Albany's commercial parking requirements relative to best practices around the country and determine whether changes to these requirements should be considered.
- **Action T-7.E: Solano Avenue Parking Management.** Develop a parking management plan for the Solano Avenue commercial district which includes provisions for patron parking, employee parking, and parking for persons living on or near Solano Avenue.
- **Action T-7.F: Second Units.** Consider creating a category of second units in which occupancy is deed-restricted to tenants without cars (or with shared car subscriptions) as a way to permit additional second units without providing off-street parking.

These policies and actions intend to better manage existing parking supplies, and provide future parking supplies that balance the need to accommodate expected parking demand with achieving Albany's sustainability goals. Many policies aim to improve the efficiency and management of the current parking supply. For example, Policy T-7.4 (Shared Parking) would encourage shared parking between different uses (for example, a parking space used during the day by an office worker can be used in the evening by a patron of an adjacent restaurant) in order to reduce the overall resources dedicated to parking and continue to provide adequate parking supply.

The Measure D ballot initiative, approved by Albany voters in 1978, generally requires all residential development, regardless of type, size, or location, to provide two parking spaces per dwelling unit. As shown in Table IV.C-1, the current average automobile ownership per household in Albany is about 1.41 vehicles per household, which is less than Alameda County, California, and U.S. Current residential developments with two spaces per household provide excess parking supply for many Albany residents. The excessive parking supply can add to the cost of housing and reduce housing affordability. It can also encourage auto ownership and driving, which would not be consistent with the Draft General Plan's goals regarding sustainability.

Action T-7.B supports a ballot measure to replace Measure D with more robust parking requirements for residential developments. The details of the potential new ballot measure are not known at this time; however, it is expected that the new parking requirements would be flexible to account for type, size, and location of residential units. For example, a senior-restricted studio along San Pablo Avenue would generate and should require less parking supply than a large single-family house on Albany Hill.

The details of the potential ballot measure and other parking-related policies and actions are not known at this time. Thus, their exact effect on overall parking conditions cannot be determined. Potential parking policy changes would be based on extensive studies (currently underway per Action T-7.A) to ensure that adequate parking supply would continue to be provided for both residential and commercial developments throughout the City. Potential parking changes to parking policy would also be informed by the Draft General Plan's other policies and actions that encourage the use of non-automobile travel modes and reduce the reliance on single-occupant automobile. However, it is possible that the changes in parking policy may result in temporary or permanent parking deficits at some locations.

As previously discussed, parking deficits may be associated with secondary physical environmental impacts, such as air quality and noise effects, caused by congestion resulting from drivers circling as they look for a parking space. However, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, bicycles or walking), would induce some drivers to shift to other modes of travel, or change their overall travel habits. Any such resulting shifts would be consistent with the proposed Draft General Plan and in keeping with Albany's goal to provide a sustainable transportation system.

Additionally, regarding potential secondary effects, cars circling and looking for a parking space in areas of limited parking supply is typically a temporary condition, often offset by a reduction in automobile trips due to others who are aware of constrained parking conditions.

Development facilitated by the Draft General Plan would generally be along the City's transit corridors. The proximity of uses to each other, combined with transportation infrastructure that promotes walking, bicycling, and transit, would reduce reliance on the automobile and the need for parking. Therefore, a growing share of residents and workers who choose to live and/or work in Albany may not have an automobile or need parking. Likewise, reduced parking supplies would align with the Draft General Plan's goals to increase housing affordability and reduce greenhouse gas emissions.

**Impact TRANS-2: The parking policies of the Draft General Plan may cause secondary significant impacts on the environment. (S)**

Mitigation Measure TRANS-2: Prior to adopting specific changes to parking requirements, conduct a parking and transportation study to evaluate the potential effects of these changes. Since parking is not considered an environmental topic under CEQA, these studies shall ensure that the changes to parking policies would not result in secondary significant impacts on traffic circulation, safety, noise, and/or air quality. As a result of the study and if necessary, the City shall modify the policy changes and/or identify other measures to minimize potential secondary significant impacts. (LTS)

*This page intentionally left blank.*