CITY OF ALBANY
CITY COUNCIL AGENDA
STAFF REPORT

Agenda Date: October 20, 2025
Reviewed by: NA

SUBJECT: Active Transportation Plan Update: Phase 2 – Network Development

REPORT BY: Ben Matlaw, Associate Transportation Planner
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SUMMARY

This item presents draft active transportation networks for the City's Active Transportation Plan update. Staff has incorporated feedback from the community and guidance from the Transportation Commission to propose networks aimed at achieving plan goals while taking tradeoffs into consideration. Concluding discussion of the proposed networks will allow for the planning process to move forward into the next phase of development.

STAFF RECOMMENDATION

That the Council receive a presentation on the draft citywide bicycle and pedestrian networks for the Active Transportation Plan update.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Review of compliance with the requirements of the California Environmental Act will accompany the draft plan once it has been developed.

BACKGROUND

The purpose of the Active Transportation Plan (ATP) is to encourage biking and walking through supportive policies and infrastructure investments that enhance safety and improve key routes. The ATP serves as the City's guiding document for active transportation and is required for eligibility for regional transportation funding, including the Alameda County Measure BB and Vehicle Registration Fee Direct Local Distributions programs.

Albany's most recent ATP update kicked off in July 2024. Since then, City staff and the consultant team have worked to ensure the project delivers on the promises stipulated in the project scope of work, incorporates sufficient public engagement opportunities, and addresses complex issues such as the future design of Solano Avenue. Below is a timeline of project milestones to date:

- **October 24, 2024:** City staff and project consultants hosted a community open house at the Albany Community Center to discuss project goals and existing conditions.
- **December 5, 2024**: Transportation Commission received a presentation on the plan goals and existing conditions analysis, including feedback from community engagement to date.
- **February 18, 2025:** City Council received a presentation on the draft goals and existing conditions analysis prepared for the Active Transportation Plan, and provided direction to staff on analysis to prepare before presenting a Council discussion of the role of Solano Avenue in the future active transportation network.
- **February 27, 2025:** Transportation Commission received a presentation on NACTO Guidelines on facility selection for All Ages and Abilities and their incorporation into regional and county plans and policies.
- **May 5, 2025:** City Council received a presentation on parking and cost analysis for potential bicycle facilities on Solano Avenue and provided direction to staff to further develop an alternative that reorganizes parking to one side parallel and the other side 60-degree angle parking with approximately 11 feet of right-of-way provided to an uphill cycle track (referenced as Alternative 1 in the discussion) as part of the Active Transportation Plan update.
- **May 20, 2025:** City staff and project consultants hosted a community open house as part of a larger Citywide Planning Expo at the Albany Community Center to discuss the draft citywide pedestrian and bicycle networks.
- **June 26, 2025:** Transportation Commission received an update on the Active Transportation Plan development and draft citywide pedestrian and bicycle networks, and provided detailed feedback and discussion.

DISCUSSION

Plan Development Phases The development of the new ATP is progressing across three phases.

Phase 1 established goals for the ATP and reviewed existing conditions. The ATP goals are:

> Goal 1: Access & Connectivity
> Provide an active transportation network that encourages people of all ages and abilities to walk, bike, and roll to meet their daily needs, including access to transit, work, school, commerce, and recreation.
>
> Goal 2: Safety & Comfort
> Design and maintain high-quality facilities and enforce behaviors that make Albany a safe and comfortable place to walk, bike, and roll.
>
> Goal 3: Equitable Outcomes
> Ensure the needs of all users, including disadvantaged populations, are integral factors in project prioritization and development.
>
> Goal 4: Implementation & Funding
> Allocate sufficient resources to implement active transportation projects and programs on an ongoing basis.

This presentation of the draft active transportation network is the last step in the second phase, following Technical Advisory Committee, public workshop, and Transportation Commission discussions. The draft networks built upon the ATP goals and existing conditions analysis presented to City Council in February, translating those foundational elements into proposed networks for walking, biking, and rolling improvements citywide. The Technical Memorandum (Attachment 1) details the development and review process, presents the draft pedestrian/walking and biking/rolling networks, and summarizes comments received. The Memorandum also discusses network quality standards to provide context for what kinds of projects and changes can be expected for base and high comfort network designations. The networks and quality standards will serve as a framework for identifying and prioritizing future active transportation projects and policies in Phase 3.

Solano Avenue

Solano Avenue, the City's primary commercial corridor, remains under separate study from the draft active transportation networks presented tonight. Following Council direction at the May 5, 2025 meeting, staff has conducted survey and one-on-one engagement with Solano businesses and the consultant team is further developing and analyzing the concept that reorganizes parking to one side parallel and the other side 60-degree angle parking with approximately 11 feet of right-of-way provided to an uphill cycle track (referenced as Alternative 1 in the discussion). A discussion of this analysis is anticipated at an upcoming Transportation Commission meeting, with City Council discussion to follow.

ENVIRONMENTAL CLEARANCE

Review of compliance with the requirements of the California Environmental Act will accompany the draft plan once it has been developed.

SUSTAINABILITY CONSIDERATIONS

Goal 1 of the City's Climate Action Plan is "Decrease passenger vehicle miles traveled (VMT) through use of alternative modes." Under Goal 1, Action 1.1.1 calls for the development of a new ATP, and states:

> *Analyze gaps in the active transportation network and develop a new ATP that serves as the basis for prioritizing active transportation projects for all ages and abilities in the City. The Plan should emphasize multimodal transportation, access to transit, pedestrian safety, bike racks and lockers, beautification, green infrastructure, and a seamless regional bike network that favors low stress bike lanes where feasible. The Plan will ensure that transportation infrastructure is safe and accessible for all ages and abilities.*

SOCIAL EQUITY AND INCLUSIVITY CONSIDERATIONS

'Equitable Outcomes' is included as Goal 3 of the Active Transportation Plan. It further states that the goal is to: "Ensure the needs of all users, including disadvantaged populations, are integral factors in project prioritization and development."

CITY COUNCIL STRATEGIC PLAN INITIATIVES

Goal 3 of the City Council's 2023-2025 Strategic Plan is "Promote streets that support safety and transportation mobility options." The first objective listed in the objectives of Goal 3 is to update the ATP.

FINANCIAL CONSIDERATIONS

The active transportation networks will inform development of projects and priorities in the next phase of the plan development. Ultimately, the ATP will identify desired improvements that will require future funding and incorporation into future iterations of the City's Capital Improvement Project (CIP) Plan to implement. Active transportation projects are generally funded through a mix of City funds, direct local distributions from county and state transportation funding, and grants.

NEXT STEPS

A discussion of Solano Avenue in the ATP is planned for an upcoming Transportation Commission meeting, with City Council discussion to follow. The draft plan developed in

Phase 3 would then incorporate direction on Solano Avenue into the final active transportation networks.

Following tonight's discussion of Phase 2 (Network Development), City staff will proceed to Phase 3, the final phase of the Active Transportation Plan. Phase 3 will focus on:

- Project development and prioritization
- Policy and program recommendations
- Development of the plan document

City staff anticipate returning to City Council during winter 2025-26 to solicit feedback on Phase 3, with the goal of completing the Active Transportation Plan by late winter or early spring 2026.

Attachment

1. Active Transportation Networks Technical Memorandum

Parametrix
let's create tomorrow, together

Technical Memorandum

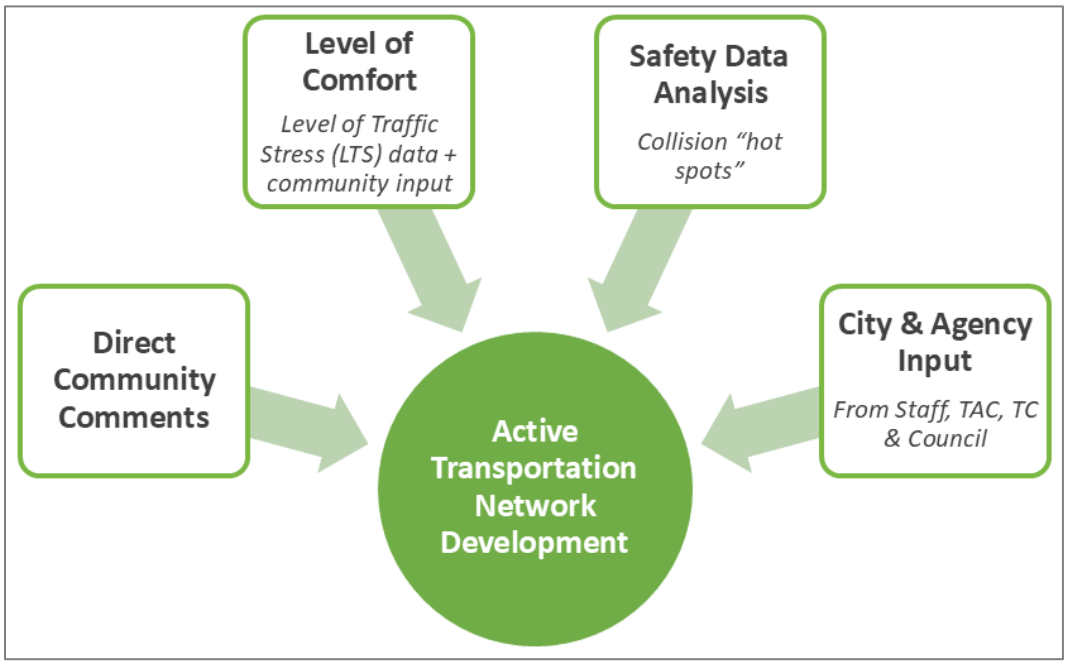
DATE:	October 10, 2025
TO:	Justin Fried & Ben Matlaw, City of Albany
FROM:	Parametrix
SUBJECT:	Active Transportation Networks & Standards
PROJECT NAME:	City of Albany Active Transportation Plan

This memo describes the draft active transportation networks and summarizes the stakeholder comments received to date. The final section introduces the topic of network quality standards, which are how we will define the specific types of facilities represented by the mapped networks. This discussion will set the stage for the next and final phase of the project, which will focus on identifying specific projects for implementation.

Network Development & Review Process

Figure 1 shows the many sources of input for the network development process. The project's first phase developed project goals and analyzed existing conditions, needs, and opportunities, including extensive outreach with agency and community stakeholders. The project team then developed initial draft active transportation networks based on these analyses, also drawing upon guidance from Albany's General Plan and current Active Transportation Plan; guidance from regional and state agencies including Caltrans, MTC, and Alameda CTC; and current best practices in active transportation and multimodal design.

Figure 1: Many Sources of Input for Network Development



The draft networks have been reviewed by a series of stakeholders

- **Technical Advisory Committee (TAC):** Agency stakeholders including City of Albany staff and neighboring jurisdictions met on April 23 and submitted written comments.
- **Community:** Planning Expo on May 20 plus a total of seven weeks of online commenting.
- **Transportation Commission:** City and consultant staff presented the draft networks on June 26 and received helpful feedback that is reflected in today's materials.

The project team processed all comments received into a master database, then summarized the comments into "heat maps" and overall themes which are available in later in this memo.

To further understand and respond to comments about specific locations and network elements, the project team divided comments into several categories of responses and follow-up actions:

- **Already Addressed in Draft Networks:** Location already included in draft networks for further development in the next phase of the Active Transportation Plan.
- **Add Element to Network:** Location recommended as an addition to the draft networks.
- **Address at Policy Level:** Need that is best addressed through policies and/or existing programs rather than mapped network revisions (e.g. traffic calming requests).
- **For Future Consideration at Project Level:** Need that is best addressed in the next phase of the Active Transportation Plan, when network needs are translated into specific projects.

Draft Networks

The full active transportation network is categorized into the **pedestrian/walking network** and the **biking/rolling network.** Each is further divided into "nested" networks that establish a framework for prioritization of those modes, as depicted conceptually in Figure 2 and mapped in Figure 3 and Figure 4:

- **"Base" Network:** Minimum standards for pedestrian/walking on all streets, paths & trails citywide; plus facilities specifically designated for biking/rolling.
- **"High Comfort" Network:** Facilities with the highest levels of priority and treatment for active transportation modes.

Figure 2: "Nested" Networks

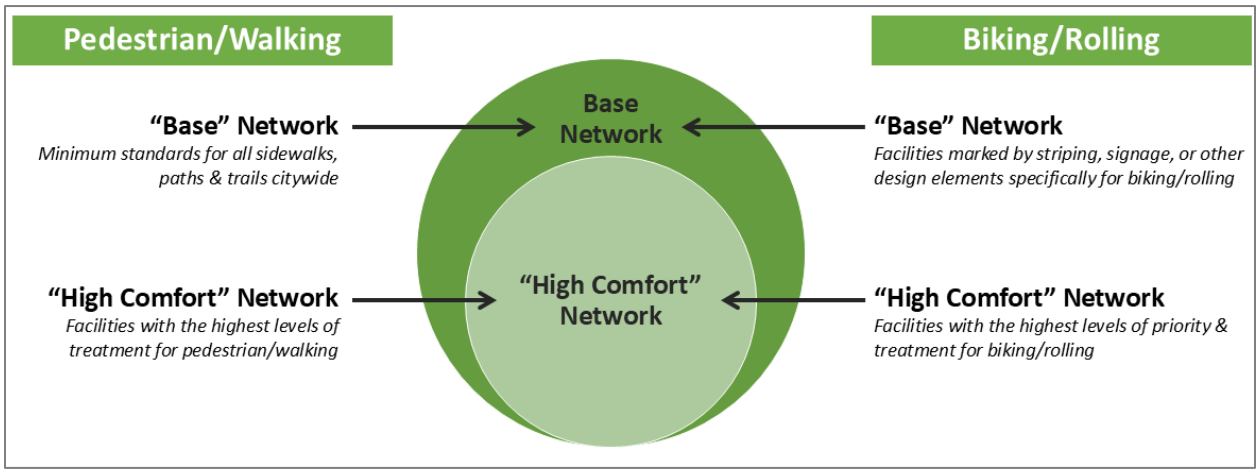
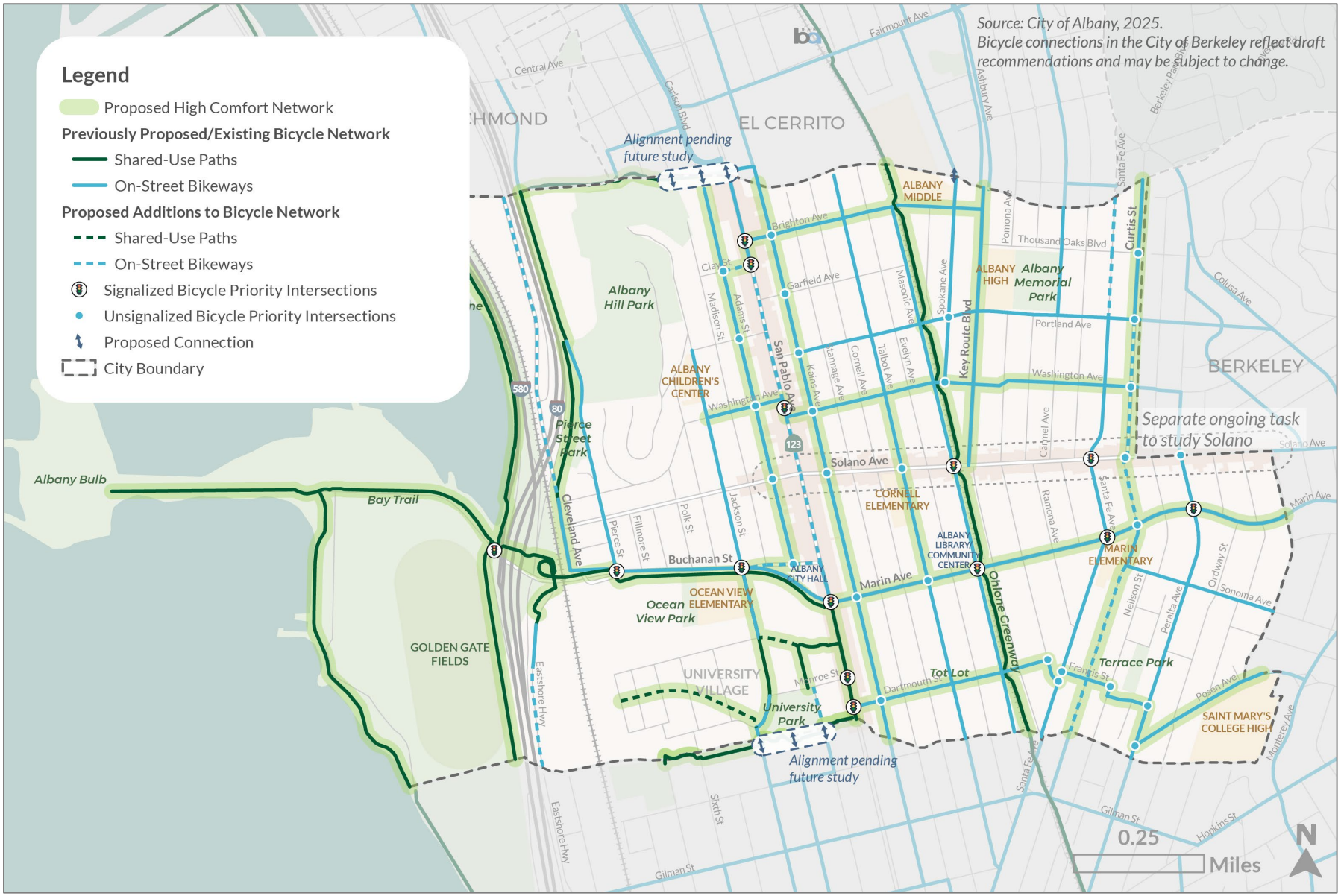


Figure 3: Pedestrian/Walking Network

Figure 4: Biking/Rolling Network



Summary of Comments Received

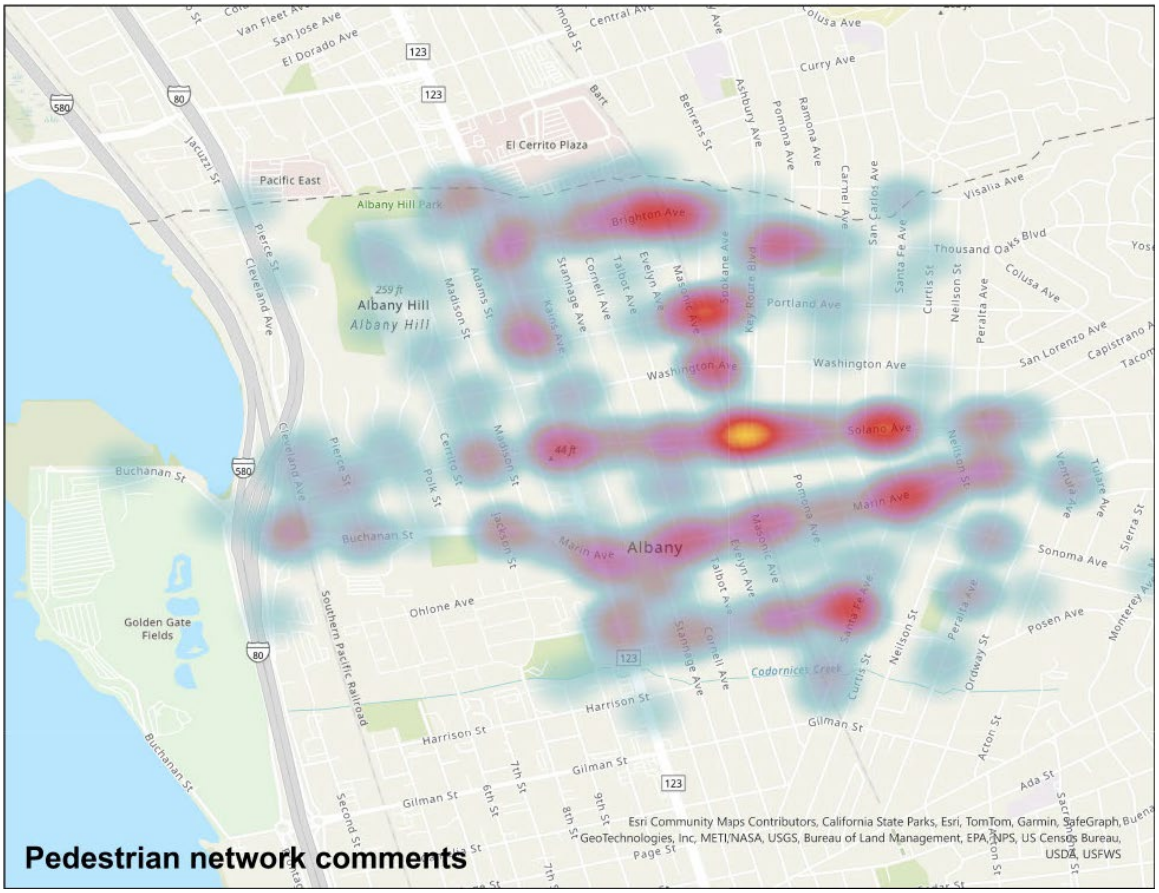
The following sections summarize comments received on the draft networks during the stakeholder engagement period. Overall, the project team noted the following general trends:

- More comments submitted on the pedestrian/walking network than the biking/rolling network.
- Major focus on intersections and crossings as opportunities for improvement.

Pedestrian/Walking Network

The project team received 347 public comments (299 online, 48 in person) on the pedestrian/walking network. TAC members also submitted 7 comments on the pedestrian/walking network and another 18 comments that applied to both networks. Figure 5 is a "heat map" of comment density by location, followed by a summary of the general comment themes.

Figure 5: Comment Density "Heat Map" for Pedestrian/Walking Network



1. Pedestrian Network Gaps

- Many specific locations identified (see detailed list of revisions).
- Improve connections with transit hubs, especially for seniors and disabled residents.

2. Crosswalks & Signals

- Unsafe or missing crosswalks, especially near schools and on the Ohlone Greenway. Suggested: new crossings, raised crosswalks, and better visibility.
- Many crossings lack pedestrian signals, or existing signals have poor timing. Desire for countdowns, better walk indicators, and lighted “No Right on Red” signs.
- Requests to adjust signal timing at intersections on San Pablo to reduce pedestrian wait time and people crossing at red lights.

3. Sidewalk Quality & Obstructions

- Calls to fix narrow, uneven, or blocked sidewalks. Noted issues with trash bins, poles, overgrowth, and construction vehicles.
- Many sidewalks near schools and commercial areas need widening and paving.

4. School Zone Safety

- High volume of feedback concerned with school routes.
- Requests for crossing guards, no-drive zones, slow streets, and buffer zones near campuses.
- Common concern: drivers ignore signs, block crosswalks, or drive aggressively during pick-up/drop-off.

5. Traffic Calming for Ped Safety

- Recurring requests for bulb-outs, raised crossings, speed bumps, and enforcement.
- Emphasis on high-traffic intersections and areas near Albany Hill, Cornell, and AMS/AHS.

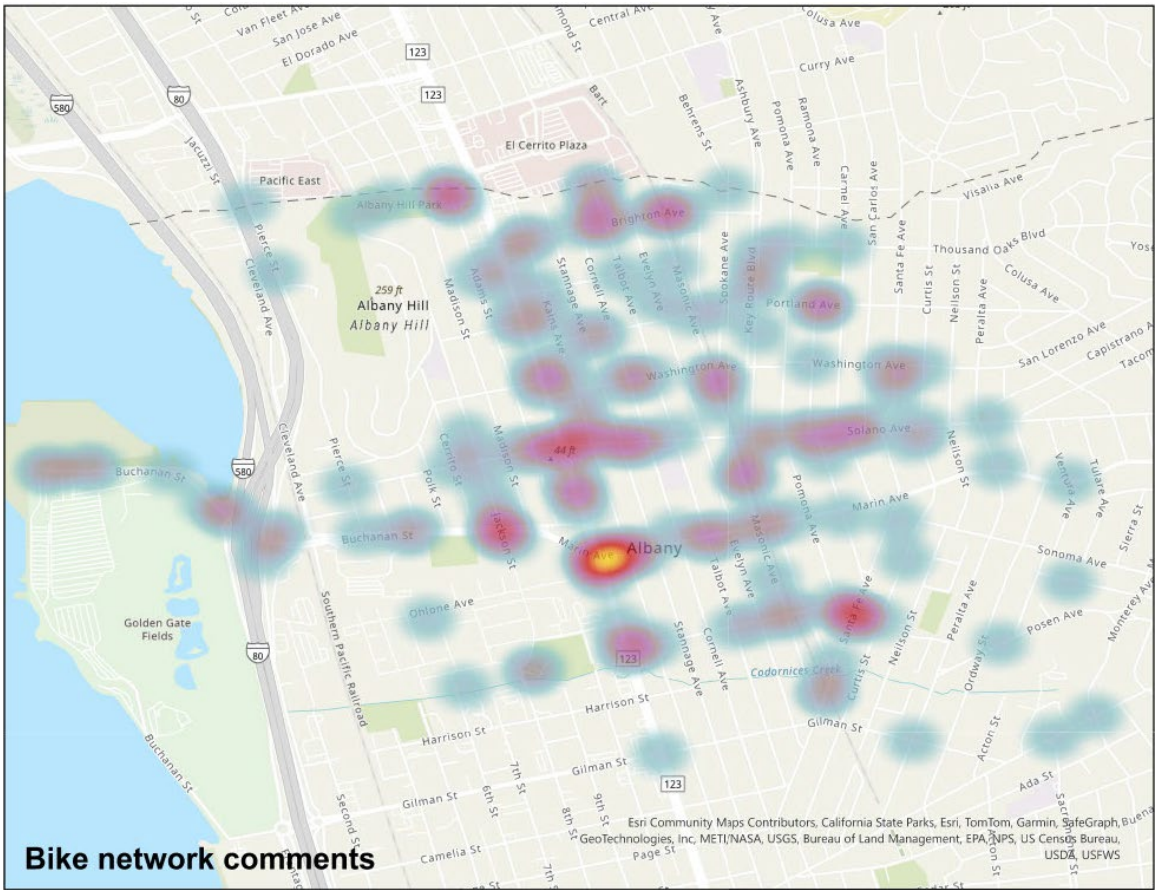
6. Lighting

- Lighting requested on Ventura and at Marin Ave crossings.

Biking/Rolling Network

The project team received 214 public comments (152 online, 62 in person) on the biking/rolling network. TAC members also submitted 19 comments on the biking/rolling network and another 18 comments that applied to both networks. Figure 6 is a "heat map" of comment density by location, followed by a summary of the general comment themes.

Figure 6: Comment Density "Heat Map" for Biking/Rolling Network



1. Connectivity & Network Gaps

- Numerous suggestions call for connecting gaps in the bike network.
- Strong desire for better connectivity to neighboring cities. Bridge connections proposed to enhance regional integration (El Cerrito, Richmond, Berkeley).

2. Bike Infrastructure Enhancements

- Protected bike lanes are in high demand.
- Calls to widen shared use paths, improve surface conditions, and enhance signage and visibility.

3. Intersection Safety & Signalization

- Crossings at places like San Pablo, Marin, Santa Fe, and Kains were frequently cited.

- Suggested improvements included bike signals, bike boxes, HAWKs, RRFBs, more intersection daylighting, raised crossings, and curb cuts.

4. Traffic Calming & Enforcement

- Many respondents emphasized speeding as a top danger, especially around schools and commercial corridors. They cited a need for speed bumps, traffic circles, diverters, and no right on red signs.
- Specific corridors called out include Masonic, Dartmouth, and Brighton.

Network Quality Standards

Quality standards are how we define the specific facilities in each network. The project team drew from the latest guidance and best practices at state and national levels to develop these standards, including but not limited to:

- NACTO *Urban Bikeway Design Guide (3rd Ed.)*
- NACTO *Urban Street Design Guide*
- NACTO *Designing for All Ages & Abilities*
- Caltrans *Design Information Bulletin (DIB)-94 Complete Streets: Contextual Design Guidance*
- AASHTO *Guide for the Development of Bicycle Facilities (5th Ed.)*
- FHWA *Guide for Improving Pedestrian Safety*

Pedestrian/Walking Network

Table 1 shows proposed quality standards for the pedestrian/walking network.

Table 1: Pedestrian/Walking Quality Standards

Network Element	Base Standard	High Comfort Standard
Pedestrian/Walking Segments	▪ Sidewalk or path with ample width & no obstructions	▪ Sidewalk or path with ample width & no obstructions ▪ Additional enhancements to be determined case-by-case based on context (see below)

The Base Standard is a minimum that should be met on all City streets and paths. The project team found that most of the City's pedestrian/walking segments are in good shape, and that the greatest need for improvement is at intersections and crossings. Specific areas for improvement noted in stakeholder comments include:

- Many comments requesting improvements at intersections and crossings.
- Some segments are missing sidewalks.
- Some sidewalks could be widened, especially near commercial areas, schools, and parks.
- Many comments requesting better maintenance and state of repair on all sidewalks.
- Many comments requesting additional lighting on sidewalks and paths.

For the High Comfort Standard, specific improvements should be determined on a case-by-case basis depending on the needs and constraints of that location.

- **Pedestrian/Walking Segments:** Additional width, lighting, trees/landscaping, shade, furniture, commercial kiosks, art, etc.
- **Pedestrian/Walking Intersections & Crossings:** Many elements shown in Figure 7.

Figure 7: Sample Toolbox for Pedestrian/Walking Intersections & Crossings

Biking/Rolling Network

Table 2 shows proposed quality standards for the biking/rolling network.

Table 2: Biking/Rolling Quality Standards

Network Element	Base Standard	High Comfort Standard
Biking/Rolling Segments	▪ NACTO minimum guidance for biking/rolling facilities ▪ If existing condition meets minimum guidance, also ensure Comfort Level 3 (Medium) or better	▪ NACTO guidance for All Ages & Abilities (AAA) facilities ▪ If existing condition meets AAA guidance, also ensure Comfort Level 1 (Highest) or 2 (High)

The High Comfort Standard relies on NACTO's All Ages & Abilities (AAA) guidance, which is the national "gold standard" for bikeway selection. It is adopted as policy by both Alameda CTC & MTC:

- **Alameda CTC:** *Local Bicycle Master Plan Guidelines*
- **MTC:** *Complete Streets Policy* for regional bikeways

Table 3 shows current NACTO guidance to achieve the AAA standard with various types of biking/rolling facilities. As the table demonstrates, we have three main categories of tools to achieve the AAA standard, with samples of each depicted in Figure 8:

- Construct bike facilities of various types
- Regulate motor vehicle speed
- Regulate motor vehicle volume

In the presentation, we will review several examples of these standards in practice in key corridors across Albany. This will provide a greater understanding of the specific types of projects that may be required to meet the City's desired quality levels for its active transportation networks.

Table 3: Guidance for Selecting AAA Bikeways, NACTO Urban Bikeway Design Guide (3rd Edition)

Bikeway	Target Motor Vehicle Speed	Motor Vehicle Volume per day	Motor Vehicle Volume - Peak Hour in Peak Direction
Protected Bike Lane	Any	Any	Any
Shared Spaces	≤10 mph ≤15 km/h	≤ 1,000	≤60
Bicycle Boulevard	≤ 20 mph ≤ 30 km/h	≤ 500 - 2,000	<50-150
Advisory Bike Lane	≤ 20 mph ≤ 30 km/h	≤ 500-2,000	<50-150
Constrained Bike Lanes	≤ 20 mph ≤ 30 km/h	≤ 1,500-3,000	≤ 300
Constrained Bike Lane with Buffer	≤ 25 mph ≤ 40 km/h	≤ 6,000	≤ 600

Figure 8: Sample Toolboxes for Biking/Rolling Facilities & Tools for Controlling Motor Vehicle Speed & Volume