DRAFT Alameda Active Transportation Plan

Appendix A: Plans and Policies Review

PLANS AND POLICIES REVIEW

The City of Alameda has a variety of existing policies and programs to support walking and bicycling in the community. This memorandum presents a summary of the City's existing plans and policies related to walking and biking and documents those relevant to the creation of the Alameda Active Transportation Plan (ATP).

Guidance from existing plans and policies, in addition to community input and data analysis, will form the basis of the ATP's network and policy recommendations. Table 1 provides an overview of the existing key bicycle and pedestrian plans and policies, and an overview of citywide and area-specific plans and policies follows the table.

This review was completed in 2019 and does not include the plans and policies that the City of Alameda has adopted since then, such as the Vision Zero Action Plan, updated General Plan, 2022 Climate Adaptation and Hazard Mitigation Plan.

Table 1: Existing Programs and Policies

Plan	Bicycle-Related Policies	Pedestrian-Related Policies	Facility/ Network Maps	Design Guidelines	Street-Specific Concepts / Projects	Program Recommend-ations
Citywide Plans and Policies						
2009 General Plan: Transportation Element	X	X				
2009 Pedestrian Plan		X	X		X	X
2010 Bicycle Master Plan	X		X		X	X
2013 Complete Streets Policy				X		
2018 Transportation Choices Plan	X	X			X	X
2011 Pedestrian Design Guidelines				X		
2013 Bicycle Facility Design standards				X		
Related Plans and Policies						
2019 Climate Action and Resiliency Plan					X	X
2018 Economic Development Strategic Plan						
2017 General Plan: Safety & Noise Element						X
2014 General Plan: Housing Element		X				X
Neighborhood and Specific Plans						

Plan	Bicycle-Related Policies	Pedestrian-Related Policies	Facility/ Network Maps	Design Guidelines	Street-Specific Concepts / Projects	Program Recommend-ations
See section for more information					X	X
Countywide and Nearby Area Plans						
2019 Alameda County Active Transportation Plan			X			X
2016 Alameda County Transportation Plan			X		X	
Oakland Alameda Access Plan					X	

Citywide Plans & Policies

The General Plan: Transportation Element (2009)

The Transportation Element is one section of the comprehensive General Plan for the City of Alameda, and includes goals, objectives, and policies, street classification system, network maps, and brief modal design elements. The four goals in the Transportation Element are carried into the Pedestrian Master Plan and Bicycle Master Plan. Overall, slower speeds are emphasized because it aligns with community interests from the 2005 Transportation Master Plan. The de-emphasis of the automobile is also a theme of the General Plan.

The goals, objectives, and policies are summarized as follows:

4.1 Circulation Goal

The Circulation Goal addresses the importance of providing an efficient, safe, and barrier-free transportation system for present and future mobility needs. It ensures the transportation system is working efficiently for all modes through modal networks, design and safety standards, street connectivity, project prioritization, collaboration and participation, and creating measures of success.

4.2 Livability Goal

The Livability Goal address the need to balance mobility needs of the community and the desire to make livable environments through coordinating the transportation system with land use. This goal emphasizes the compatibility between land uses and transportation elements to benefit the overall livability for residents and visitors through environmental consideration and pleasant design elements for alternative modes.

4.3 Transportation Choices Goal

The Transportation Choices Goal addresses the use, support, and encouragement of multiple modes of transportation, with the exception of trips in single-occupant vehicles. This is done through programs and infrastructure, provides structure to reduce vehicle miles traveled and increase non-automobile modes such as walking, bicycling, and transit.

4.4 Implementation Goal

The Implementation Goal addresses implementing projects that complement the transportation system in a cost-effective manner. It focuses on programs and infrastructure that ensures new development is aligned with the Transportation Element of the General Plan and its goals.

Street Classification System

The street classification system includes street types, land use classifications, and transportation mode classifications. Street types include (in order of traffic volumes and through traffic):

- Regional arterial
- Island arterial
- Transitional arterial
- Island collector
- Transitional collector
- Local street

Each street type includes design and operational features, number of lanes, congestion tolerance, and traffic calming measures. Transportation mode classifications are described for transit, bicycles, and trucks. Streets that prioritize bicycles include design and operational features based on the type of bicycle facility, network signage, and intersection treatments.

Link: https://www.alamedacaarchive.org/sites/default/files/document-files/files-inserted/general_plan_ch4.pdf

Pedestrian Plan (2009)

The City of Alameda Pedestrian Plan carries over goals from the General Plan Transportation Element and includes a vision, policies, overview of existing walking conditions in Alameda, and an implementation plan.

The vision of the Pedestrian Plan is to:

> *Plan, construct and adequately maintain a functional, comfortable and convenient pedestrian network throughout the City of Alameda that addresses pedestrians' mobility needs in a manner that enhances community identity and livability.*

The Plan provides an overview of existing pedestrian education programs, infrastructure, demand, and pedestrian-involved collisions. The implementation plan includes a primary pedestrian network, prioritization criteria, and pedestrian projects separated into three priority tiers.

The goals, objectives, and policies are from the Transportation Element of the General Plan and are as follows:

4.1 Circulation Goal

The Circulation Goal touches on four objectives that relate to pedestrian activity:

- Objective 4.1.1 - Provide for the safe and efficient movement of people, goods and services. – This objective touches on the walking experience, such as pedestrian crossings, improving direct access, signal timing, lighting, minimizing development that would disrupt existing grid systems, develop criteria for safe travel around and through construction sites, as well as criteria for transportation projects to be resourceful, and lastly, to design transportation facilities to accommodate the current and anticipated transportation use.
- Objective 4.1.2: Protect and enhance the service level of the transportation system. – This objective requires the development of multimodal level of service (LOS) standards for developments, the monitoring of multimodal LOS for major intersections, and work with partner agencies to improve cross-estuary travel that include bike/pedestrian shuttles.
- Objective 4.1.3: Preserve mobility for emergency response vehicles and maintain emergency access to people and property. – This objective focuses on the balance between an emergency response network while balancing the pedestrian, bicycle, and vehicular safety based on the City's adopted street classification system.

- Objective 4.1.4: Encourage, promote and facilitate proactive citizen participation to determine the long-term mobility needs of our community. – This objective focuses on encouraging public participation as it relates to transportation policy – via the Transportation Commission and citizens, as well as City departments, residents, and neighborhood organizations.

4.2 Livability Goal

The Livability Goal addresses pedestrian active through the following objectives:

- Objective 4.2.1: Design and maintain transportation facilities to be compatible with adjacent land uses. – This objective touches on the pedestrian experience as it relates to buffered land uses by not using soundwalls, or providing a pedestrian route to cross the wall, and to include landscaping as a transportation element for visual appeal.
- Objective 4.2.2: Plan, develop and implement a transportation system that enhances the livability of our residential neighborhoods. – Policies under this objective include supporting programs that increase the number of people transported while the number of vehicles remains the same or decreases, and also to include amenities such as benches and art in pedestrian improvement projects.
- Objective 4.2.3: Plan, develop and implement a transportation system that protects and enhances air and water quality, protects and enhances views and access to the water, and minimizes noise impacts on residential areas. – Policy that supports this objective includes enhancing shoreline access for pedestrians.
- Objective 4.2.4: Develop a transportation plan based on existing and projected land uses and plans. Encourage land use decisions that facilitate implementation of this transportation system. – The pedestrian-related policy under this objective is to encourage land use development and patterns that promote alternative modes of travel and reduce the rate of growth in region-wide vehicle miles traveled.

4.3 Transportation Choices Goal

The Transportation Choices Goal addresses walking as a mobility choice through the following:

- Objective 4.3.2: Enhance opportunities for pedestrian access and movement by developing, promoting, and maintaining pedestrian networks and environments. – Policies under this objective address improvements to pedestrian facilities, such as ensuring ADA compliance, identifying gaps and deficiencies in the existing pedestrian network, establish a program for future pedestrian paths to improve connections, identify opportunities for signal priority to benefit and encourage pedestrian trips, and provide educational material regarding the use of walking as an alternative mode of transportation.
- Objective 4.3.6: Coordinate and integrate the planning and development of transportation system facilities to meet the needs of users of all transportation modes. – Policies that support this objective focus on pedestrian facilities that are impacted by the planning and development of the transportation system, such as design standards and areas of conflict and compatibility between modes.

4.4 Implementation Goal

The Implementation Goal addresses pedestrian-related activity in project implementation through:

- Objective 4.4.1: Require developers to reserve and construct (if nexus exists) rights of way, transportation corridors and dedicated transportation facilities through the development process and other means. Policies under this objective focus on ensuring pedestrian access in new developments and redeveloped areas through creating pedestrian connections and developing shoreline access design guidelines.
- Objective 4.4.3: When considering improvements to transportation facilities, the following issues should be addressed: traffic demand, preservation of neighborhood character, impacts to traffic operations including all modes of transportation, protection of historic and natural resources, utility and stormwater

needs, the conservation of energy, and maintenance costs when considering improvements to transportation facilities. – As part of this list, policy includes using alternative paving materials to prevent sidewalk deterioration.

Link:
https://www.alamedaca.gov/files/sharedassets/public/alameda/transportation/gailtrainingfiles/pedplanfinal.pdf

Bicycle Master Plan (1999 – Updated 2010)

The 2010 City of Alameda Bicycle Master Plan is an update of the 1999 Bicycle Master Plan. The vision of the Plan encapsulates serving both commuter bicyclists and recreational riders and is as follows:

> *The City of Alameda will implement policies, projects and programs to facilitate bicycling for riders of all abilities, for all types of trips, throughout the City and to neighboring jurisdictions.*

The Bicycle Master Plan provides an updated context for bicycling, builds upon recently adopted plans, recommends feasible projects and programs, and outlines funding opportunities. The policy and planning context for the Plan includes federal, state, county, city, and nearby jurisdictions' plans that address bicycling. Alameda-specific policies included are from the Alameda Municipal Code, Bicycle Parking Requirements for large events, and from the General Plan Transportation Element. The Bicycle Master Plan policies are based upon the 2009 General Plan Transportation Element and include:

4.1 Circulation Goal

Policies address a multimodal classification system of streets, a bicycle network, design criteria, level of service, emergency management access, and emphasis on transportation system management strategies and transportation demand management techniques. Additional policy emphasizes identification of enhancement opportunities for the viability of non-automobile transportation.

4.2 Livability Goal

Policies address air and water quality, noise pollution, and land use decisions and development that support alternative modes and reduces vehicle miles traveled. Other policies include integrating Environmentally Friendly Modes as part of the planning process for development review.

4.3 Transportation Choices Goal

Policies include developing programs and infrastructure that encourage alternative modes and increasing vehicle occupancy through data collection and target goals. Additionally, policy explicitly states the promotion and encouragement of bicycling as a mode of transportation. Further policy states that the planning and development of the City's transportation system meet user needs through modal conflict mitigation and updating multimodal design standards.

4.4 Implementation Goal

Policies within this goal include development and construction policies pertaining to right-of-way, integration to Environmental Impact Reports, implementation of TDM measures to new development, and maintain a level of service standard for public works structures including streets, bridges, pedestrian ways, bicycle facilities, and intersections.

Link: https://www.alamedaca.gov/files/sharedassets/public/alameda/transportation/gailtrainingfiles/nov-2010-approved.pdf

Complete Streets Policy (2013)

The City of Alameda adopted a Complete Streets Policy in 2013, with the vision of creating and maintaining a safe and efficient transportation system that promotes the health and mobility of residents and visitors, supporting better access to businesses and neighborhoods, and fostering new opportunities.

Complete Streets commitments include:

- Complete streets serving all users and modes (i.e., pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, emergency responders, seniors, children, and families)
- Complete streets infrastructure that enables safe, convenient, and comfortable travel (i.e., sidewalks, shared-use paths, bike lanes, bike routes, paved shoulders, street trees and landscaping, planting strips, curb ramps, crosswalks, refuge islands, pedestrian signals, street furniture, bike parking, public transportation stops and facilities, transit signal priority, traffic calming, and lane reassignments)
- Context sensitivity to ensure a strong sense of place is created and maintained
- Incorporation into routine attention by all city departments of complete streets as daily operations, including coordinating with partner agencies and jurisdictions to maximize opportunities.
- Establish sufficient complete streets infrastructure to ensure safe travel along and across public right-of-way during the planning, funding, design, and implementation process for any project construction.

Implementation of Complete Streets includes:

- Designating design standards, whether already created such as the Pedestrian Design Guidelines of 2011 or forthcoming
- Street networks that incorporation of complete streets infrastructure
- Performance measures to evaluate how well the transportation network serves these modes, in addition to collecting follow-up performance data.

Links to Complete Streets Policy: https://www.alamedaca.gov/files/assets/public/publicworks/complete-streets-resolution-and-policy-2013.pdf

Transportation Choices Plan (2018)

The Transportation Choices Plan is the City of Alameda's efforts to manage and monitor transportation within and to/from Alameda. The Transportation Choices Plan focuses on:

- Existing travel patterns within the city
- Providing a framework for future transit and Travel Demand Management (TDM) programs
- Identifying projects that will aide in accomplishing transportation goals

The Plan cites congestion, commutes by mode, and the growth of population, housing, and jobs in Alameda as reasons to examine transportation choices now and in the future. The Plan also provides a policy framework, as well as the goals, objectives, and priority strategies to support the vision – "to sustain a high quality of life in Alameda by improving mobility for all over the next 15 years and beyond." The goals of the Plan are focused on:

- Decreasing drive alone trips at estuary crossings, especially in the peak period.
- Increasing the share of walking, bicycling, bus, and carpooling trips within Alameda.

Priority strategies that support walking and bicycling include:

- **Expand transit, biking, and walking to/from Oakland and BART** – This strategy focuses on key issues such as bus speeds, reliability, and frequency, as well as improving pedestrian and bicycle connections to Oakland.

- **Improve bicycle and pedestrian safety within Alameda** – This strategy calls out key issues such as connecting bicycle and pedestrian networks to change the safety perception of bicycling and walking. Additionally, this strategy calls for plans and design guidance to be updated, and for visitors and commuters to Alameda to have access to bicycles.
- **Improve mobility for all modes within Alameda** – This strategy includes mobility that impacts all modes, such as traffic calming, safe routes to school, and parking management. Key issues include an overarching policy for improving safety needs to be adopted, speeding and safety issues at key locations to be addressed, and infrastructure for new transportation technologies to be planned and implemented. Additional key issues include improving walking, biking, carpooling, and bus access to school, and implementing parking management to balancing supply and demand.

The Plan also includes programs to alter transportation choices, and includes:

- Implementing a bike share system in Alameda
- Focusing on bicycle and pedestrian corridor improvements
- Citywide Safe Routes to School audits and improvements
- Improving connections to/from Oakland by providing the ability to put bikes on buses going through the Webster/Posey Tubes, and building the Miller-Sweeney Multimodal Lifeline Bridge that is exclusive to buses, bikeways, and walkways

Link: https://www.alamedaca.gov/files/sharedassets/public/alameda/transportation/tcp/tcp_public-final-01_04_2018.pdf

Pedestrian Design Guidelines (2011)

The Pedestrian Design Guidelines focus on design and construction elements for pedestrians. While the Pedestrian Master Plan (2009) provided a vision, goals, policies, and location-specific projects, the Design Guidelines are means to guide the design aspects during implementation and development of projects.

Design guidelines include streets, intersections, site design, and waterfront access. Street design elements include elements in the furniture zone (such as transit stations, bus stops, lighting, benches, etc.), ADA design considerations, accessibility, curbs, stairs, surface treatments, and construction zones. Intersection design elements include crossings, signals, curbs, lighting, and at roundabouts.

Site design elements and waterfront access include general design elements, ferry terminals, parking lots, school access, and walkways. Waterfront access includes overall objectives to its design elements, as well as improvements to streets, parking areas, pedestrian and bicycle bridges, site furnishings, signs, trail design, and landscaping.

Link: https://www.alamedaca.gov/files/assets/public/publicworks/pedestrian-design-guidelines-2011.pdf

Bicycle Facility Design Standards (2013)

The Bicycle Facility Design Standards builds upon the 2009 Bicycle Master Plan and focus on:

Topic	Details
Design of bikeways	Describes the type of facilities for each bikeway design at different locations, such as along streets, at crossings, intersections, bridges, and tubes.
Parking	Addresses short-term and long-term parking and includes racks and site layout considerations for both.
Signage	Addresses regulatory, warning, and guide signs, with examples of each.

This document is in lieu of the California Manual on Uniform Traffic Control Devices and the Caltrans Highway Design Manual and outlines differences in designs between this document and the state level standards.

Link: https://www.alamedaca.gov/files/sharedassets/public/alameda/transportation/gailtrainingfiles/bikestandardsfinalcompiled.pdf

Related Plans & Policies

Climate Action and Resiliency Plan (2019)

The Climate Action and Resiliency Plan addresses the threat of climate change through its vision of positioning the city as a climate leader by taking a “climate safe path.” This “path” includes strategies of reducing greenhouse gas emissions (GHG) to net zero carbon and adapting the city to handle climate impacts. The Plan focuses on these strategies through building resiliency and implementing a mixture of environmental and engineering mitigation measures. It focuses on resiliency by pursuing climate adaptation strategies and reducing greenhouse gas (GHG) emissions.

The Plan acknowledges that the City will likely have reduced its GHG emissions significantly by 2020 due to a shift towards 100% clean electricity. However, transportation remains a large source of emissions since many goods and services are sourced from off the island.

An action specific to transportation includes encouraging a mode shift away from driving alone, with strategies that call for additional walking and biking facilities and new shared mobility services such as bike share. Further discussed in the Plan are transportation assets, such as bridges, that will serve as vital connections for Alameda, as well as prioritizing actions that leverage multiple travel options in the city’s transportation system for long-term use, such as bicycle and pedestrian bridges, in addition to improving pedestrian and bicycling facilities as first- and last-mile options for transportation hubs.

Link: https://www.alamedaca.gov/files/sharedassets/public/public-works/climate-action-page/alameda_carp_final_091119.pdf

Economic Development Strategic Plan (2018)

The Economic Development Strategic Plan focuses on economic prosperity and resiliency through proposed strategies for business sectors and critical services to supporting businesses. In this plan, transportation choices are emphasized as an important means of attracting, retaining, and expanding jobs in the City. The Plan outlines two strategies that pertain to transportation choices:

- Pursue funding for transportation projects and programs within the Transportation Choices Plan, including high-frequency transit service, enhance links and access to transportation hubs, provide connections to commercial areas in Alameda, consider opportunities to expand water-based transportation, consider the needs of industries and businesses when improving the transportation system, and increase the use of clean energy as it relates to transportation
- Collaborate with property owners, employers, and developers to consider and include pedestrian and bicycle infrastructure when planning for major development.

Link: https://www.alamedaca.gov/Departments/Community-Development/Economic-Development/EDSP

The General Plan: Housing Element (2014)

The Housing Element of the General Plan includes a major initiative to support transit- and pedestrian-oriented development. Namely, Goal 3 in the Housing Element states that development should create transit-oriented and pedestrian-friendly streets to reduce greenhouse gas emissions and traffic congestion. This is supported through two policies:

- Policy HE-10 identifies the facilitation and encouragement of mixed-use and residential development, in addition to transportation demand management in certain areas This includes requiring transportation demand management programs in all new housing developments with 10 units or more.
- Policy HE-11 states the facilitation and encouragement of density in certain neighborhood commercial areas on existing transit corridors. This policy also includes the requirement of on-site secure bicycle parking to encourage density.

Link: https://www.alamedaca.gov/files/sharedassets/public/alameda/building-planning-transportation/general-plan/he-policy-document.pdf

The General Plan: Safety and Noise Element (2009)

The Safety and Noise Element in the General Plan outlines policies that protect the health of residents, workers, and visitors and reduces exposure to hazards. Policies specific to active transportation includes implementing a Vision Zero policy to reduce fatalities and correct unsafe street design.

Link: https://www.alamedaca.gov/files/sharedassets/public/alameda/building-planning-transportation/general-plan/general-plan-chapter-8-2017.pdf

Neighborhood and Specific Plans

The City of Alameda has planned for geographic-specific improvements as detailed in Table 2.

Table 2: Planned Active Transportation Improvements

	Project	Description	Link
1	Alameda Point Master Infrastructure Plan (2014)	Improvements include land use, environmental protections and flood mitigation, transportation, parks and open space, water use, and utilities. Transportation elements within the Master Infrastructure Plan include street grid alignment improvements, applying complete streets design standards, street classifications, bike facility expansions, truck routes, numerous transit improvements, and a transportation demand management strategy. Off-site and trail improvements are also proposed.	https://www.alamedaca.gov/files/content/public/citywide-projects/climate-action-and-environmental-sustainability-in-alameda/climate-action-and-resiliency-plan/mip-final.pdf
2	Central Ave Safety Improvement Project	Focuses on a lane reduction and provides more accommodations for bicycling and walking. Final design and construction anticipated in 2024.	https://www.alamedaca.gov/Departments/Planning-Building-and-Transportation/Transportation
3	Clement Ave	This project consists of bicycle and pedestrian improvements while also removing railroad tracks and improving street trees. It is scheduled for final design and construction in 2023.	
4	Clement Ave/Tilden Way	This project will improve facilities for walking and bicycling near the Miller-Sweeney Bridge and contribute to the Cross Alameda Trail and includes a complete street design. Outreach and concept plan development are anticipated to begin in 2022.	
5	Cross Alameda Trail	This project connects west and east Alameda, and it includes two-way bicycle lanes. Built in segments, the first segment is 0.6 miles between Constitution Way and Sherman Street. As of 2022, it is almost 75 percent complete.	
6	Otis Drive	On the south side of the island, the goal of this project is to reduce speeds and flooding, while also converting Otis Drive from four lanes to three, install a bikeway, and to improve bus stops and street trees. Construction is complete.	

Countywide and Nearby Area Plans

Alameda County Active Transportation Plan (2019)

The Alameda County Active Transportation Plan focuses on walking and bicycling improvements county-wide, including four goals of safety, multi-modal connectivity, encouragement, and impactful investment. Changes since previous Alameda County pedestrian and bicycle master plans include a regional, comprehensive look at existing conditions and identify continuous and connected travel ways for walking and bicycling. It also identifies gaps, major barriers, and funding sources, while also providing performance measures to be tracked over time. Lastly, it

describes community profiles, including high injury network and detour distances from rail barriers and water barriers.

Link: https://www.alamedactc.org/planning/countywide-bicycle-and-pedestrian-plans/

Alameda County Transportation Plan (2016)

Produced by the Alameda County Transportation Commission, the Alameda County Transportation Plan takes a holistic approach at transportation, including public transit, goods movement, roadways, bicycling, walking, mobility for seniors and people with disabilities, parking and travel demand management, and technology and innovation.

County considerations for walking and bicycling include an overview of what has been successful, current issues, trends, and challenges, needs, and a vision for the future. For walking and bicycling, challenges and needs include: complete streets design incorporations, new bike facility types, bike share, funding, and interdisciplinary safety-focused planning, data, and place-based and physical ability barriers. The Vision for the Future of walking and biking includes improving pedestrian nodes and overcoming barriers at high priority locations, as well as incorporating emerging types of bicycle facilities and designated routes using the Multimodal Arterial Plan.

Link: https://www.alamedactc.org/wp-content/uploads/2018/11/Final_AlamedaCTC_2016_CTP.pdf?x33781

Oakland Alameda Access Project

The Oakland-Alameda Access Project, while focuses on improving mobility between Alameda and Oakland, includes connection improvements for pedestrians and bicyclists. It is currently in the preliminary engineering/environmental phase, with construction scheduled for 2023-2026.

Link: https://www.alamedactc.org/programs-projects/highway-improvement/oakland-alameda-access-project/