



# COUNTYWIDE ACTIVE TRANSPORTATION PLAN

## EXECUTIVE SUMMARY

June 2019

# Acknowledgements

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# Executive Summary

## Background and Purpose

The Alameda Countywide Active Transportation Plan (Plan) provides a vision, goals, and priorities to improve walking and biking throughout the 15 diverse jurisdictions in Alameda County. The Plan was developed to establish countywide priorities that further local agencies' efforts to enhance walking and biking for all 1.6 million Alameda County residents.

Previously, the Alameda County Transportation Commission (Alameda CTC) produced separate Countywide Bicycle and Pedestrian Master Plans. Alameda CTC chose to transition to an Active Transportation Plan that concurrently addresses both modes. Both walking and biking share many commonalities in how they are planned for, funded, and constructed, as well as in the intrinsic value that being able to walk and bike in one's community brings to a region. Additionally, walking and biking provide key opportunities for connections to transit. Because transit access is provided within the public realm, active transportation improvements promote better access to transit and help provide alternatives to driving. The combined Active Transportation Plan addresses access to public transit, given that improved walking and biking access creates better connections. The purpose of the Plan is to guide Alameda CTC in planning, funding, and delivering pedestrian and bicycle facilities and programs throughout Alameda County. By extension, the Plan guides local agencies in delivering projects, particularly with respect to funding applications.

- Alameda
- Albany
- Berkeley
- Dublin
- Emeryville
- Fremont
- Hayward
- Livermore
- Newark
- Oakland
- Piedmont
- Pleasanton
- San Leandro
- Union City
- Unincorporated Communities including Ashland, Castro Valley, Cherryland, Fairview, San Lorenzo, and Sunol

## Vision and Goals

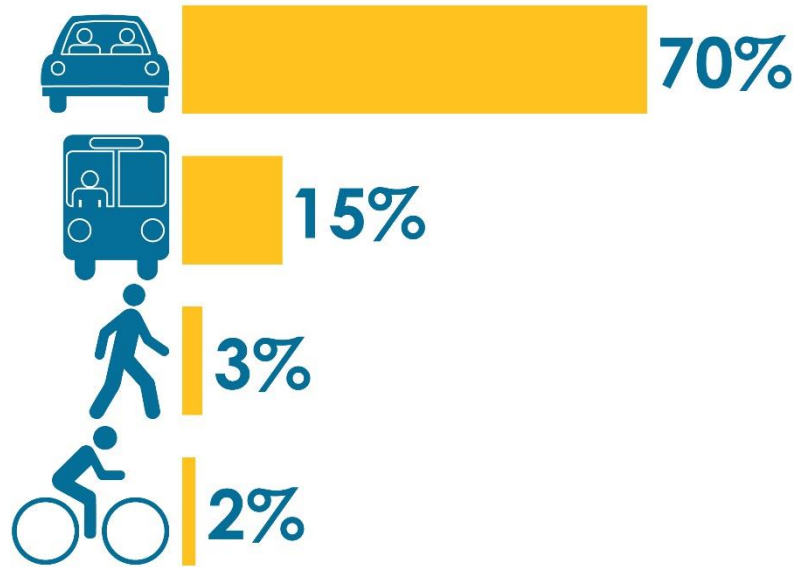
The vision for the Plan is shown below. There are four supporting goals for the vision. These goals address safety, multimodal connectivity, encouragement, and impactful investment. Each goal is supported by performance measures that enable Alameda CTC to track progress as this Plan is being implemented. These are discussed further in Book 1, Countywide Vision and Priorities.

### **The vision for walking and biking in Alameda County:**

*The Alameda County transportation system should inspire people of **all ages and abilities to walk and bicycle** for everyday transportation, recreation, and health, by providing a **safe, comfortable, and interconnected network** which links to transit and major activity centers, and by supporting programs and policies that encourage biking and walking.*

## Walking and Biking in Alameda County Today

Alameda County is the second most multimodal of all Bay Area counties: 15% of residents commute on transit, 3% walk, and 2% bike to work. The North planning area (with the densest employment and housing in the county) has the highest share of people who walk or bicycle to work, while the South and East planning areas have the lowest shares of people walking and biking to work. More Bay Area Rapid Transit (BART) riders walk to transit (34%) than drive (30%) in Alameda County. Other Alameda County BART riders connect by taxi or other shared drop-off rides (22%), bike (8%), or transfer from other transit (6%).



This Plan also evaluates the connectivity of low-stress (comfortable) bicycle facilities and walkability in Alameda County. The North planning area includes the most well-connected low-stress bicycle facilities, although there are gaps within the planning area associated with differing roadway connectivity and with the presence of high-volume arterials. Conversely, the Central planning area is characterized by primarily high- to moderate-stress facilities, with low-stress bikeways being more limited. Much of the low-stress network in the South and East planning areas is on separated multi-use (walk and biking) paths including multijurisdictional regional trails like the Iron Horse Trail and the Bay Trail. Major barriers, like freeways, highways, waterways and rail lines, limit connectivity for bicycles on the roadway network. Local plans within the East and South county planning areas include improvements designed to increase and connect low-stress biking opportunities. For example, Fremont is pursuing a rails-to-trails opportunity to extend the existing class 1 East Bay Greenway north to the Alameda Creek Trail.

The North planning area (especially corridors in Berkeley and Oakland) and areas immediately surrounding most countywide BART stations are generally the most walkable. The Central planning area includes pockets of moderately walkable areas, where a higher level of pedestrian facilities and amenities are provided to allow some errands to be accomplished on foot, with some well-connected walking areas around Downtown Hayward BART. By comparison, the South and East planning areas are less walkable on the whole but include pockets of walkability along corridors or in downtown areas.

Pedestrians and bicyclists are vulnerable road users, and a relatively high level of walking and biking in Alameda County means higher exposure to road safety risks. The California Office of Traffic Safety rates Alameda County as having among the highest number of people injured and killed while biking and walking in 2016 (in the top 15<sup>th</sup> percentile compared to other California counties). The frequency of bicycle

The frequency of bicycle and pedestrian collisions has remained relatively consistent from 2012 to 2016



and pedestrian collisions remained relatively consistent between 2012 to 2016. The North planning area has the majority of both bicycle and pedestrian activity and collisions, while the Central planning area has a higher

collision rate relative to its recorded bicycle and pedestrian commute shares. The East and South planning areas generally account for a relatively low level of biking and walking activity and collision share. Relative to the other planning areas, pedestrian and bike collisions are more concentrated along linear corridors rather than within denser grids in downtown areas (e.g., Downtown Oakland). An analysis of bicycle and pedestrian High Injury Networks (HIN) in Alameda County reveals that generally, collisions are highly concentrated on a small number of Alameda County streets.

*65% of pedestrian collisions and 59% of bicycle collisions occur on 4% of roadway miles in the County.*

## Countywide Priorities

Countywide priorities for implementing projects, as well as programs and policies, are driven by the concept of impactful investment: investment that aims to resolve issues or barriers related to walking and biking that are of countywide significance. Countywide significance is determined by considering safety, barriers to multimodal connectivity, communities of concern, and access to major activity centers. Projects must not only address a need but also improve safety to lead to impactful investment. For off-street facilities, for example, a gap-filling project would inherently provide a safe project between trail crossings; for on-street facilities, designs should represent best practices for safe design. Alameda CTC's framework for prioritizing investments is described in Book 1, Countywide Vision and Priorities.

## Cost

Fully built out, the walking and bikeway networks envisioned by local jurisdictions would cost just under \$800 million. For implementation of the countywide plans, programs and policy recommendations, Alameda CTC would need to budget for staff and consultant support as needed.

## Next Steps

Alameda CTC will work with local jurisdictions and other partner agencies to implement capital projects and programs that help address issues of countywide significance. Alameda CTC will also support those parties with resources, such as policy guidance and training opportunities, that enable local agencies to advance their own locally adopted bicycle and pedestrian plans.

## Plan Development and Adoption

The Countywide Active Transportation Plan was developed by Alameda CTC in collaboration with a Technical Advisory Committee (TAC) composed of representatives from local and partner agencies, as well as with input from Alameda CTC's standing Bicycle and Pedestrian Advisory Committee (BPAC).



