

City of Albany



TO: Albany Transportation Commission

FROM: Ben Matlaw, Associate Transportation Planner
Justin Fried, Transportation and Sustainability Manager

SUBJECT: Kains and Adams Bikeway Pilot Project Evaluation

AGENDA DATE: April 25, 2024

STAFF RECOMMENDATION

That the Commission recommend that City Council:

1. Direct staff to prepare designs for a revised layout that includes: 1-way motor vehicle traffic, a contraflow bicycle lane, parallel parking, wayfinding signage, and additional intersection treatments to facilitate safer crossings; and
2. Authorize the City Manager to submit a grant application for the Kains & Adams Bikeway to the Caltrans Active Transportation Program and enter into a funding agreement with Caltrans upon award of grant.

BACKGROUND

On April 16, 2012, the City adopted the Albany Active Transportation Plan (ATP), which included an update to the Bicycle Master Plan and the development of the City's first Pedestrian Master Plan. Two of the proposed bicycle projects involved the potential implementation of two-way bicycle boulevards with partial entries on Kains Avenue and Adams Street as north-south bikeway alternatives to cycling on San Pablo Avenue. Both Kains and Adams were predominantly one-way streets. During adoption of the ATP, the City Council determined that more analysis was needed prior to consideration of the Kains and Adams bicycle boulevard concepts and that targeted public engagement needed to take place before approving bicycle proposals along those corridors.

In 2017, funded through a grant from the Alameda County Transportation Commission, Parisi Transportation Consulting was selected to conduct a study of design alternatives for bikeways on Kains and Adams (Attachment 1). On October 26, 2017, the Traffic and Safety Commission recommended the two-way shared street / bike boulevard concept for both Kains Avenue and Adams Street. On December 4, 2017, the City Council referred the project back to the Commission to be developed as a pilot program.

On December 18, 2018, the Traffic & Safety Commission reviewed the pilot program design and recommended a one-year pilot. On September 16, 2019, the City Council approved designs for the pilot project and directed staff to include the project in the next update to the Capital Improvement Plan as a pilot with a duration of one year.

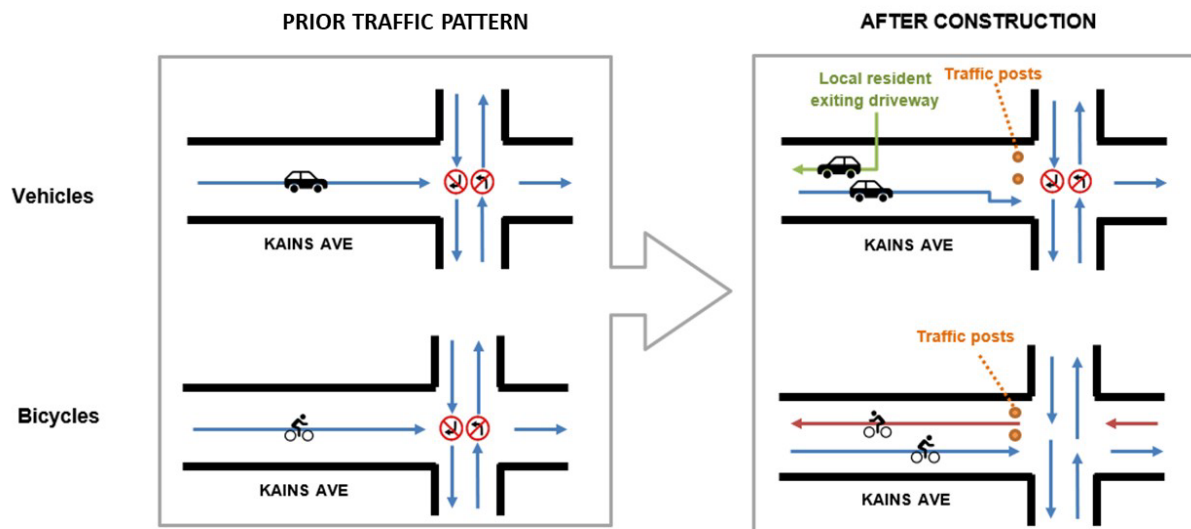
In January of 2023, contractors for the City began installing the pilot, including striping, signage, and delineator posts. The project was substantially completed in February with minor additional work completed in May. Additional two-way traffic signage was installed at four locations in June. It is now 14 months since the installation was substantially complete.

Pilot Project

The pilot was the outcome of a planning effort that looked at a range of design concepts detailed in the Adams Street & Kains Avenue Traffic Calming & Bikeway Study. Along with the bicycle network objectives, the study identified resident concerns related to existing conditions of Adams & Kains, including high-speed traffic and cut-through traffic diverting from San Pablo Avenue, difficulty crossing intersections, wrong-way traffic, visibility exiting driveways, blocked driveways, and large vehicles blocking the street.

The current pilot project permits two-way vehicular traffic internal to each block, with barriers restricting entrance to the block for motor vehicles, maintaining the prior existing one-way through traffic. Bicyclists are allowed to pass through the barriers and ride in the travel lane as is customary on other City streets with similar width and volume of motor vehicles.

Traffic Pattern



Given concerns around parking, and the lead time required in settling on policy direction, developing designs, identifying funding, and installing any desired changes, staff prepared an initial evaluation of the pilot and identified options for discussion and presented those to the

Transportation Commission at the meeting on October 26, 2023. At that meeting, the Commission recommended that the pilot project continue through May 2024 so that there was more time to develop enhanced signage and pavement markings, consider alternatives, and review additional data. Staff is bringing the pilot evaluation back for Transportation Commission discussion this month in order to enable the City to meet a June grant application deadline for the state Active Transportation Program if there is sufficient data and design analysis for direction from the Commission and City Council on how to proceed.

Staff included a survey in the Commission meeting notice on this item sent to residents along Kains and Adams and circulated through the City's eNews and will provide an analysis of the initial responses as part of the presentation at the Commission meeting.

DISCUSSION

The objective of the Kains and Adams Bikeway Project has been to provide a north-south route through Albany, on or near San Pablo Avenue, which is safer and less stressful than bicycling on San Pablo Avenue. This segment also is a link in a regional bicycle network that includes implementation by neighboring cities. With the installation of the pilot, cycling is permitted in both directions along Kains and Adams, allowing a lower-volume alternative to San Pablo Avenue.

Parking

Parking was one of the key issues of discussion during the approval process of the pilot project. By keeping access to the block restricted to the one-way direction, access to the 'contraflow' parking lane can only be gained by turning around within the block or by parking with the left wheels to the curb as is allowed on a one-way street. However, parking with the left wheels to the curb on a two-way street is prohibited by state law. The safety concern with parking in this way on a two-way street is that the driver does not have a clear view of the roadway in the oncoming direction as they pull out. While parking with the left wheels to the curb is now prohibited on these blocks as they are two-way streets, this continues to be the predominant parking behavior.

This continues to be of concern for the Albany Police Department, as the pilot has generated a behavior of non-compliance with parking regulations. The options presented are intended to address this issue.

Cyclist Circulation and Feedback

24-hour bicycle count data is mixed and may reflect variation in small data samples, changes in behavior, variations in conditions, or some combination. The number of cyclists counted at San Pablo and Solano increased from 78 to 109, while cyclist counts collected at 665 San Pablo decreased from 81 to 48. Kains cyclist numbers showed increases, while Adams numbers decreased at the northern location.

24-Hour Bicycle Counts

	Pre-Project April 19, 2022	Mid-Project May 18-25, 2023	Post-Project March 26, 2024
665 San Pablo Ave	81	62	48
San Pablo at Solano	78	100	109
708 Adams St	49	34	43
Adams at Solano	21	22	27
635 Kains Ave	20	49	42
Kains/Solano	61	69	86

Feedback received by staff from cyclists has been mixed. Most feedback has been supportive of the two-way facility with some commenters providing suggestions for additional improvement. There has also been some cyclist feedback that the use of the street as one-way by vehicles continues to make it feel unsafe to cycle in the contraflow direction, with vehicles tending to drive in the middle of the street. At the October 26, 2023 Transportation Commission meeting, the majority of feedback from cyclists indicated a benefit to safety and comfort from predominantly one-way motor vehicle traffic by reducing the range of potential conflicts with motor vehicles. Additional feedback has been received on the need to clarify permitted cyclist movements from Marin to Kains, and to increase daylighting at intersection approaches beyond the current red zones. It has been noted that the pilot facility has not been incorporated into route mapping software to direct cyclists to utilize Kains and Adams as a two-way facility. There has also been the suggestion to look at all-way stop controls at intersections to improve the utility of Kains and Adams for bicycle through movements.

Traffic Circulation

There has not been significant change in motor vehicle circulation observed after pilot installation. Comparing March 2024 counts to April 2022 pre-project counts, vehicles exiting in the now-permitted contraflow direction increased from 8 to 20 on Adams at Solano and from 11 to 49 on Kains at Solano, showing an increase in utilization of the option to exit the block in the new direction. Southbound Kains traffic showed a more-sizeable change on the 800 block from 24 hour video counts, while 3-day traffic surveys showed average daily volume on the 900 block changed much less, from 729 to 785, so that may be a factor of the one-day sample size for the video count rather than significant change in behavior.

Staff has received comments and questions regarding the new traffic circulation pattern through various communication channels. Via email, phone, public comment at the Transportation Commission, and the recently disseminated feedback survey, a wide cross-section of the community has weighed in to provide feedback on the pilot project. Much of the feedback has been related to confusion surrounding the now-permitted option to exit the block in the new direction, a desire to return to the one-way street configuration, and concerns about cut-through traffic. With vehicles parked with the left wheels to the curb, the streets continue to ‘read’ as one-way, even with the additional two-way traffic signage installed in June. There have been requests for additional signage and outreach on the traffic circulation; however, with the parking remaining in the one-way direction, the effectiveness of this may still be limited.

Staff has not identified any vehicle collisions related to the pilot design since installation.

ANALYSIS

After reviewing the feedback and issues raised along with the initial traffic survey data, staff has identified several options for moving forward from the pilot phase. Two additional configurations (options 4 and 5 below) have been added to the analysis since the October Transportation Commission discussion. These include:

1. **Existing Pilot:** Continue current street configuration, pursue legislation to allow left-wheel to curb parking.
2. **Two-way Through Traffic with Forced Right Turns:** Continue the current street configuration, remove motor vehicle ingress restrictions, add forced right turns at egress.
3. **Original Configuration / Two-way Combination:** Return to one-way travel lane for both motor vehicles and bicycles where parallel routes on Stannage and Jackson are available, and convert to two-way streets on Adams north of Washington and Kains north of Garfield.
4. **Chicago Contraflow:** Return to one-way vehicle traffic, maintain existing parking configuration, convert bicycle facility to a shared travel lane in one direction and a contraflow bicycle lane in the other.
5. **Back-in Contraflow:** Return to one-way motor vehicle traffic, shift parking configuration to back-in angled parking on one side of the street, convert bicycle facility to a shared travel lane in one direction and a contraflow bicycle lane in the other.

These options would all continue to provide a north-south cycling route alternative on either side of San Pablo Avenue. All options would also include better wayfinding signage and intersection treatments to facilitate safer crossings for both pedestrians and cyclists. All five options are assessed in greater detail below.

Option 1 - Existing Pilot: Continue current street configuration, pursue legislation to allow left-wheel to curb parking.

Permitting parking with the left wheels to the curb under the current traffic circulation requires state legislation to change the California Vehicle Code. This involves considerable uncertainty in how quickly this could be accomplished. Since the October meeting, staff has explored the potential to introduce legislation but has not had success in advancing this option. This configuration would also continue to visually ‘read’ as a one-way street with the orientation of parked vehicles.

A project to continue with the existing pilot could incorporate longer-term materials to replace the delineator posts, as well as additional signage.

Pros:

- No changes to existing traffic circulation
- No changes to existing parking configuration
- Provides local vehicle exit options to both sides of each block
- Potentially slows vehicle speeds due to two-way traffic on a narrow street

Cons:

- Legislative uncertainty
- Visibility safety concern with parking left wheel to curb
- Higher potential for cyclists to get “doored” by parked vehicles
- Retaining one-way feel of roadway
- Slows emergency responders by allowing two-way traffic on a narrow street

Option 2 - Two-way Through Traffic with Forced Right Turns: Continue the current street configuration, remove motor vehicle ingress restrictions, add forced right turns at egress.

Removing the restrictions on vehicles entering the block in the direction opposite the original one-way direction would allow regular vehicle access to the parking lane with right wheels to the curb. This would provide full two-way cycling on Kains and Adams while eliminating the need to change state law. This would also address the issue of the roadway still feeling like a one-way street, which has caused some confusion for drivers and residents and made the route feel less comfortable for some cyclists.

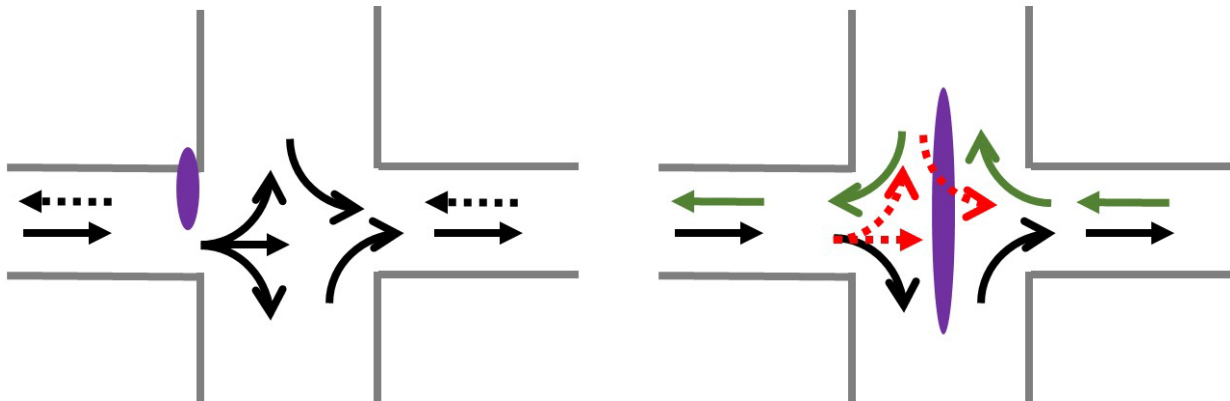
Albany Fire Department has a general preference for one-way streets for speed of access. While Fire Department staff raised the concern that making Kains and Adams fully two-way increases the chance of bottlenecks with vehicles in the opposing direction slowing emergency response, particularly with Adams Street near the fire station, they did not have specific issues to warrant opposing this alternative.

The primary concern raised by residents in the early planning for this project was increased cut-through traffic. To address this concern, traffic diverters would be introduced at key locations to limit an intersection to right-in/right-out on Kains or Adams. This would create greater changes to vehicle circulation, as it would restrict a motor vehicle from straight and left-turn movements while allowing new right-in and right-out movements compared to the one-way street configuration.

Illustration of Motor Vehicle Circulation with Median Diverter

Pilot – Entry controlled, one way direction through intersection

Full two-way with median limiting to right-in, right-out vehicle movement



While designs would need to be developed for specific locations, an example of this kind of diverter can be found in Berkeley at Cedar and 9th Street.

Photo of Cedar Street at 9th Street, facing west



Narrower cross-streets, particularly along Adams, would limit the width available for diverters. In addition to diverters, new signage and striping would be installed to implement the new circulation.

Pros:

- No changes to existing bicycle circulation
- No changes to existing parking quantity
- Provides local vehicle access from both sides of each block, increasing access by motor vehicle for some residents
- Slows vehicle speeds due to two-way traffic on a narrow street
- Reduces traffic volume by limiting cut-through option for motor vehicles
- Potential for refuge islands at intersections to create safer experience for cyclists and pedestrians

Cons:

- Higher potential for cyclists to get “doored” by parked vehicles
- Does not establish designated space for bicycles in either direction
- Slows emergency responders by allowing two-way traffic on a narrow street
- Changes to motor vehicle circulation may make it more difficult for some residents to access their street by motor vehicle

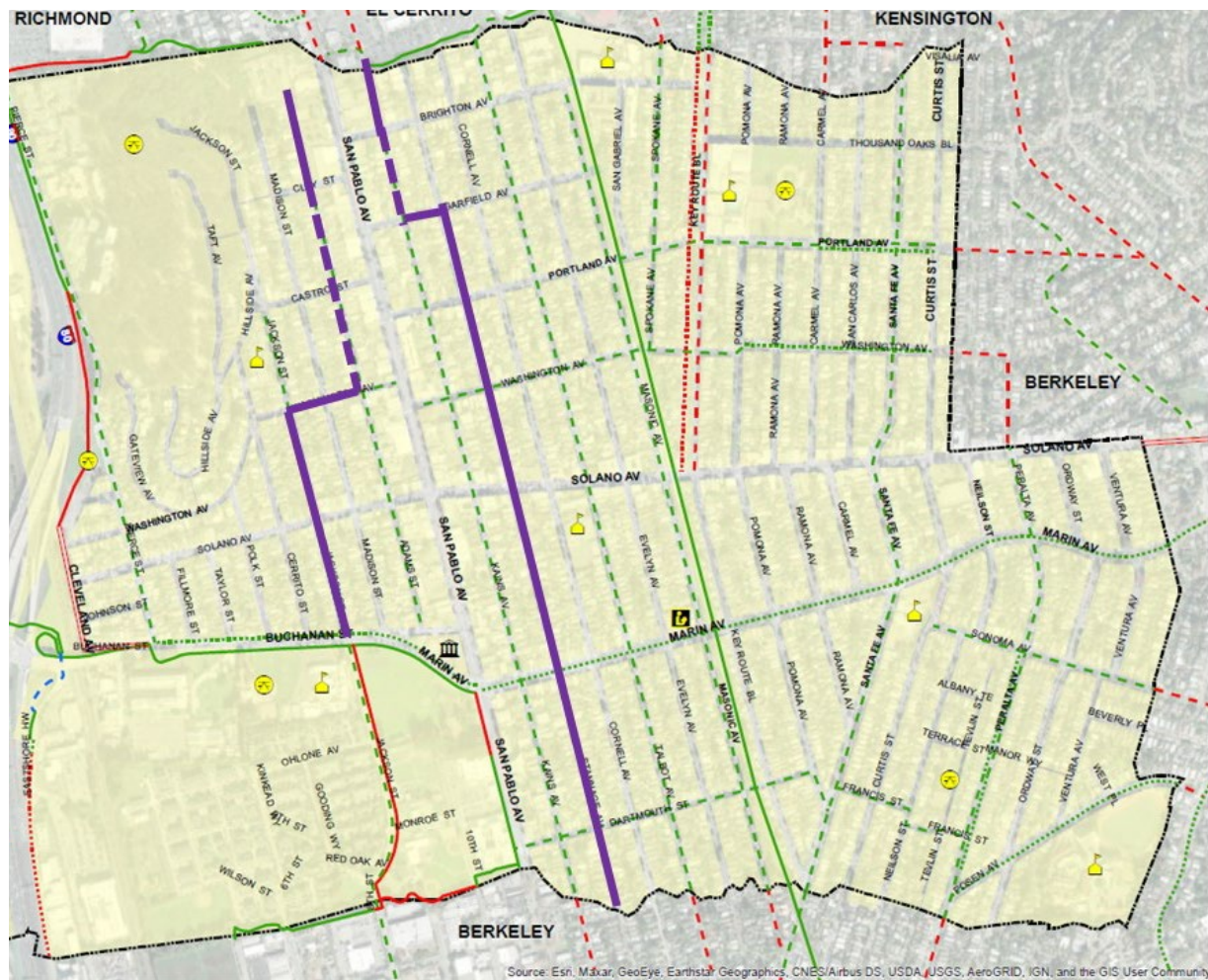
*Option 3 - **Original Configuration / Two-way Combination:** Return to one-way travel lane for both motor vehicles and bicycles where parallel routes on Stannage and Jackson are available – Adams south of Washington and Kains south of Garfield,, and convert to two-way streets on Adams north of Washington and Kains north of Garfield.*

To address Fire Department concerns regarding two-way traffic and explore the idea of providing all-way stop-controlled crossings, staff analyzed a third alternative that provides a full north-south parallel route but that deviates away from Kains and Adams for portions of the route.

West of San Pablo Avenue, Jackson Street provides the bicycle network connection to the south into Berkeley. The north-south route could utilize the existing bicycle route on Washington to make this connection from Adams. All-way stops at Jackson/Washington and Jackson/Solano would facilitate cyclist movement along this route. Between Clay and Washington, Adams would be converted to fully two-way under this scenario. Between Buchanan and Washington, Adams would return to one-way in the northbound direction and not provide access for southbound cyclists.

East of San Pablo Avenue, Stannage Avenue provides two-way, all-way stop-controlled intersections between Brighton and Portland. Shifting the bicycle route from Kains to Stannage at Garfield would allow Kains south of Garfield to revert back to one-way while providing a two-way parallel route 250 feet to the east on Stannage. Kains between Brighton and Garfield would be converted to fully two-way under this scenario. This alternative would require coordination with Alameda County Transportation Commission and the City of Berkeley. The San Pablo Avenue Multimodal Corridors Program Parallel Bicycle Routes Project is developing crossing improvement designs for Kains at Solano and Marin. In Berkeley, the plans continue the route along Kains until Camelia, where it shifts over to Stannage to navigate the crossings of Hopkins and Cedar. A change in Albany’s alignment would impact these plans.

Map of Option 3 Cycling Routes



Pros:

- For east of San Pablo, Stannage provides potential cycling facility on lower-volume street with all-way stop-control facilitating cyclist through movements
- For west of San Pablo, Jackson provides all-way stop-control at Washington and Solano facilitating cyclist through movements
- Reduces the potential to create bottlenecks with narrow travel lanes, including potential impacts to emergency response time, for blocks remaining one-way

Cons:

- Reduces cycling access to destinations on San Pablo Avenue; and
- Reduces cycling access for residents and destinations on Kains and Adams for blocks reverting back to one-way for all vehicles.

Option 4 - Chicago Contraflow: Return to one-way vehicle traffic, maintain existing parking configuration, convert bicycle facility to a shared travel lane in one direction and a contraflow bicycle lane in the other.

To address Police Department concerns about parking enforcement, Fire Department concerns about emergency vehicle response times, and resident concerns and confusion around existing traffic and parking laws, staff analyzed two alternatives that revert traffic back to one-way while simultaneously establishing a contraflow bicycle lane for cyclists to allow for bidirectional bicycle traffic. The first of these two alternatives would maintain parallel parking on both sides of the street and install the contraflow bicycle lane on street between the travel lane and the parking lane (see rendering below). This design was evaluated as Concept 2 in the 2017 study. This option is referred to as the “Chicago contraflow” option as this street configuration has been used on several residential streets throughout the City of Chicago to great effect.

This option reinstates the original motor vehicle circulation from prior to the pilot project, while also narrowing the travel lane to accommodate cyclists traveling in the opposite direction. The street would revert to one-way traffic and parking, with cyclists sharing the travel lane with motor vehicles when traveling in the same direction and having a dedicated striped bike lane when traveling contraflow. Although cyclists would be in proximity to the "door zone" of parked vehicles, car doors would open away from them, reducing the risk of being obstructed by a motorist exiting their vehicle. Moreover, motorists parking on the left-hand side of the street would be positioned to establish eye contact with cyclists in the contraflow lane, minimizing potential conflicts. These motorists would need to cross the contraflow bike lane to park but would have clear visibility of approaching cyclists and could wait for them to pass before commencing parallel parking. Visibility between motorists exiting a left-hand side parking space and a contraflow cyclist would be limited and is a safety concern; however, this would generally occur at slower speeds than other potential bicycle-motor vehicle conflicts.

3D Rendering of Option 5 Street Configuration



Pros:

- Reverts Kains and Adams back to original motor vehicle travel pattern
- Narrows travel lane beyond current and original street configuration, potentially slowing traffic
- Retains existing curbside parking
- Provides dedicated space for cyclists in one direction of travel
- Reduces risk of “dooring” in both directions by providing cyclists with sufficient space to avoid door zone in one direction, and by facilitating eye contact between motorists and cyclists in the other
- Speeds up emergency responders by limiting motor vehicle travel to one-way

Cons:

- Places bicycles in a position where motorists do not expect to see them
- Requires motorists to drive across contraflow bicycle lane to parallel park
- Provides motorists with an opportunity to drive in contraflow bike lane to overtake cyclists traveling in same direction
- Limited visibility between left-hand side motorist exiting parking space and cyclist

Option 5 - Back-in Contraflow: *Return to one-way motor vehicle traffic, shift parking configuration to back-in angled parking on one side of the street, convert bicycle facility to a shared travel lane in one direction and a contraflow bicycle lane in the other.*

To address Police Department concerns about parking compliance, Fire Department concerns about emergency vehicle response times, and resident concerns and confusion around existing traffic and parking laws, staff analyzed two alternatives that revert motor vehicle traffic back to one-way while simultaneously establishing a contraflow bicycle lane for cyclists to allow for bidirectional bicycle traffic. The second of these two alternatives would remove parking on one side of the street, install back-in angled parking spaces on the opposite side of the street, and install the contraflow bicycle lane on the side of the street where parking has been removed (see rendering below). This option mitigates street parking loss from parking removal along one side of the street by converting the other side of the street to back-in angled parking, which require significantly less curbside space than parallel parking spaces. Additional analysis is required to identify the exact number of parking spaces that would be lost under this option, if any.

This option could enhance safety and comfort for cyclists traveling in both directions. Improved visibility for motor vehicles exiting parking spaces would allow them to easily spot cyclists approaching from either the vehicle travel direction or the contraflow lane, reducing the risk of collisions. Additionally, by avoiding the door zone, this option minimizes the potential for cyclists to be struck by opening car doors. Nonetheless, it may lead to conflicts between motorists and cyclists, particularly when larger vehicles need to enter the contraflow bike lane to reverse into parking spaces. Given the 30-foot street width, the vehicle parking stalls would not be standard depth, likely leading to pinch points in the travel lane and vehicles crossing into the cycling lane as a result. As a point of comparison, 30 feet is the typical curb to centerline width along Solano Avenue.

3D Rendering of Option 5 Street Configuration



Pros:

- Reverts Kains and Adams back to original motor vehicle travel pattern
- Narrows travel lane beyond original street configuration, potentially slowing traffic
- Provides dedicated space for cyclist in one direction of travel
- Reduces risk of “dooring” in both directions by providing cyclists with sufficient space to avoid door zone in one direction, and by providing a separated bicycle facility in the other
- Speeds up emergency responders by limiting vehicular travel to one-way

Cons:

- Creates layout where parked vehicles are likely to reduce width of travel lane
- Places bicycles in a position where motorists do not expect to see them
- Requires motorists to enter into bicycle lane to maneuver in and out of parking spaces
- Establishes new parking configuration, removing curbside parking on one side of the street, potentially confusing motorists and reducing parking supply
- Provides motorists with an opportunity to drive in contraflow bike lane to overtake cyclists traveling in same direction

Staff Recommendation

After reviewing the pros and cons of the five options discussed above, staff recommends *Option 4 – Chicago Contraflow*, which reverts both streets to a one-way motor vehicle and parallel parking configuration and introduces a contraflow bicycle lane on both Kains Avenue and Adams Street. Staff finds that this option best responds to the feedback and issues identified with the current configuration while providing a cycling facility that can continue to build on the improved safety and comfort identified with the pilot project. This configuration should also provide clearer direction for motorists and cyclists on safely navigating the roadway while minimizing impacts on access for residents of these streets.

Staff recommends including in the new design development of enhanced wayfinding measures to facilitate easy navigation for cyclists and pedestrians throughout the facility. Additionally, staff recommends developing potential intersection improvements (additional striping and signage, changes to stop controls, mini-traffic circles) as part of the project to provide safer crossings, particularly for cyclists traveling contraflow, who might not be anticipated by cross traffic.

ATTACHMENTS

1 – Adams Street & Kains Avenue Traffic Calming & Bikeway Study

Adams Street & Kains Avenue Traffic Calming & Bikeway Study



November 2017

Prepared for:

City of Albany, California

Prepared by:



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1. Introduction

In 2012, the City of Albany, California adopted the Albany Active Transportation Plan (ATP), which included an update to the Bicycle Master Plan and the development of the first Pedestrian Master Plan. The plan recommended 27 bike and pedestrian projects aimed at making Albany become a more environmentally friendly and sustainable community.

Two of the proposed bicycle projects (Projects 6 and 10 in the ATP) involved the implementation of bicycle boulevards on Kains Avenue and Adams Street. Kains and Adams are one-way streets; Kains is southbound from Brighton to Marin, and Adams is northbound from Buchanan to Clay. To designate them as bicycle boulevards, bi-directional traffic circulation would have to be allowed within every block, with potential one-way exit and access through partial barriers and regulatory signage at intersections. Upon adoption of the ATP, residents of the subject streets expressed concern that this configuration would be confusing to people who do not live on these streets and that it would create safety problems. Due to these concerns, the City Council requested further analysis and evaluation of additional design options suitable for bicycle facilities on one-way streets.

In a regional context, the Bicycle Plans for the Counties of Alameda and Contra Costa include the implementation of a bicycle route that connects central Richmond to the Oakland Waterfront. This route is known as Alameda County Bicycle Route 5. The route crosses several cities and each jurisdiction has implemented its segment of this route, respectively. In Albany, there is a gap in this regional bike connection and Adams would be the preferred alignment to close this existing gap. If plans are adopted and depending on the type of improvements and their cost, the City may include the Kains and Adams bicycle facility projects in the next Capital Improvement Plan (CIP) update.

Parisi Transportation Consulting (Parisi) assisted the City with assessing potential configurations for Kains and Adams. The project scope of work included community outreach with a kickoff meeting and site audit, research on potential treatments to address the observed circulation conditions, and development of potential conceptual designs.

The next section of this report, Chapter 2, summarizes the conditions recorded during two community meetings held in June 2017. Chapter 3 presents potential treatments to address issues with vehicular traffic. Chapter 4 presents potential roadway configurations that could accommodate two-way bicycle traffic. Chapter 5 presents draft corridor conceptual designs for Kains Avenue and Adams Street.

2. Existing Conditions – Issues and Opportunities

This chapter summarizes Parisi Transportation Consulting's review of potential opportunities and issues to provide traffic calming and bicycle facilities along Kains Avenue and Adams Street. As an initial task, community member observations were collected during a June 15, 2017 public meeting and community walk audits held on June 24, 2017. Based on the information collected, the analysis identifies the pedestrian, bicycle and vehicular circulation patterns, conflict "hot-spots", and physical limitations that could either constrain or be addressed by potential bikeways.

Parisi's initial findings on potential design elements was presented to the community at another public meeting held on October 4, 2017. Residents' reception to the design elements were recorded and used to formulate the recommended corridor designs.

A. COMMUNITY MEETING, JUNE 15, 2017

City and Parisi staff hosted a community meeting on June 15, 2017 at the City of Albany Council Chambers to collect community members' feedback on existing issues along Kains Avenue and Adams Street. The kick-off meeting was attended by approximately 30 Albany residents, most who live along either Kains Avenue or Adams Street. Parisi began the meeting with a presentation about existing conditions along the corridors. Attendees were given the opportunity to provide their spoken feedback during the meeting or via written comment on a large-scale printout of the corridors' aerial photo. The direct meeting notes are provided in Appendix A.

The community's comments generally fell into one of five themes:

1. Traffic issues along the Kains and Adams corridors,
2. Traffic issues at intersections,
3. Issues related to on-street parking,
4. Questions on the need for a potential bicycle facility, and
5. Questions on the design of a bicycle facility.

High-speed traffic and cut-through traffic diverting from San Pablo Avenue were frequently mentioned as key traffic issues along the Kains and Adams corridors. Attendees mentioned that the traffic speeds along these one-way streets seemed to be greater than on parallel two-way streets of the same widths, and that cut-through traffic occurs frequently during the morning and afternoon commute peak periods. Other issues mentioned included wrong-way traffic on the one-way streets, including bicycle traffic; localized congestion near the 900 block of Kains Avenue at the YMCA; and large vehicles regularly blocking the street. Potential solutions

Adams Street & Kains Avenue Traffic Calming & Bikeway Study

suggested by community members included lower speed limits, traffic enforcement, and speed bumps.

Several commenters mentioned the difficulty in crossing intersections because the side street approaches are generally not subject to STOP sign control. Their concerns included the high speed of approaching vehicles, especially those coming from San Pablo Avenue, and vehicles parked on the side streets that obstruct drivers' sight lines of oncoming vehicles.

Residents of the Kains and Adams corridors mentioned that cars parked on the street tend to obstruct their view as a driver when navigating out of their driveway onto the street; this included obstructing their view of bicyclists on the street. Others stated that parked cars occasionally encroached into their driveway. Some commenters hypothesized that the high demand in curbside parking was due to employees of businesses located along San Pablo Avenue, and suggested a residential parking permit program to reduce non-resident parking along the street.

Among the comments not related to existing traffic issues, there was a mix of support and rejection for bicycle facilities along Kains and Adams. Several commenters mentioned their discomfort with bicycling along San Pablo Avenue and their desire for lower speed and lower vehicle-trafficked facilities. Others meeting attendees expressed their concern on whether a bikeway would negatively impact their street and questioned what the anticipated bicycle use would be on the potential bikeways. A couple of commenters asked whether the bikeways could be moved to Stannage Avenue and Madison Street, which are parallel and both currently two-way streets. Some commenters mentioned that they observed bicyclists riding against traffic, not stopping at stop signs, and riding on the sidewalk.

Although the meeting was framed to discuss existing issues, community members posed several questions about the roadways' ability to accommodate a dedicated bike lane, given their limited width (approximately 30 feet between the curbs). There were several questions about how converting Kains and Adams to two-way street could effect on-street parking, whether the two-way configuration could slow traffic, and how the intersections could be reconfigured. Commenters' suggestions for the bikeway design included physical separation, green lane markings, and traffic calming features.

B. COMMUNITY WALK AUDIT, JUNE 24, 2017

City and Parisi staff walked with community members along Kains Avenue and Adams Street on the morning of June 24, 2017 to inspect and identify potential issues and opportunities related to traffic and a potential bikeway. The walk audit attendees split into two groups, one focusing primarily on Kains Avenue and another group focusing on Adams Street. Each group was hosted by one City staff member and one Parisi staff member. The audits lasted about three hours. The direct notes are provided in Appendix B. Photos taken during the walk audit are provided in Appendix C.

1. TRAFFIC CALMING

Current prevailing traffic speed was a consistent concern for walk audit attendees. Both Kains and Adams were described as busy and high-density residential streets, and attendees expressed their concern about fast-moving traffic making them feel uncomfortable for themselves and their families. Some attendees asked how speeds compared to the two-way streets adjacent to Kains and Adams and mentioned their interest in speeds bumps or other traffic calming devices to slow traffic. Some attendees said that converting the streets to two-way traffic or installing bicycle facilities could be beneficial for speed reduction and traffic calming.

Walk audit attendees made note of intersections where they felt protected and less protected from oncoming traffic. Audit attendees noted that traffic turning from San Pablo Avenue and then passing through Adams and Kains seem to travel at higher-than-desirable speeds. Conversely, side street traffic approaching San Pablo Avenue intersections with traffic signals were observed accelerating toward the intersection to catch the traffic signal green light phase.

The intersection of Adams and Solano was lauded for having curb and sidewalk bulb-outs to help pedestrian crossings. The bulb-outs also served to restrict parking near the corners, which improved drivers' ability to see oncoming traffic from Solano Avenue. However, attendees noted that the signage indicating the Adams Street is one way was not clear for drivers approaching from Solano Avenue. For instance, the ONE-WAY signs were mounted much higher than drivers' line of sight and the street lacked directional arrow pavement markings. At other intersections, a typical complaint was vehicles parked at the corners impeding drivers' view of approaching pedestrians, and vice versa. While most intersections had marked crosswalks, they were missing at some locations, including the Adams Street / Buchanan Street intersection.

Potential improvements suggested by the group included moving side-street stop signs from Stannage to Kains, and from Madison to Adams, to slow traffic moving to and from San Pablo Avenue. Pavement marking arrows were noted as useful in enforcing one-way traffic on Kains and Adams. Red curb markings were frequently suggested to prohibit parking encroachment into the intersection.

2. PARKING

Residents noted high parking demand on both Kains Avenue and Adams Street that they attributed to dense residential development, as well as non-residential or local employee parking. Where parking "T" striping was present, residents generally noted that they were helpful in delineating proper parking position. Attendees noted that red curb areas seemed to be irregularly enforced by City parking officers.

One attendee asked how curbside parking would be arranged if two-way parking were allowed on Kains and Adams, but if the street had partial blockages preventing traffic from entering from one direction.

3. BIKEWAY DESIGN

Comments related to bikeway design along Kains and Adams generally centered around three topics:

- the residents' expectations for bicycle traffic,
- their ability to see oncoming bicycle traffic, and
- potential design details.

One resident mentioned that she nearly collided with a bicyclist traveling in the opposite direction of traffic when pulling out of her driveway. Several other residents described their difficulty seeing oncoming traffic traveling in the legal direction, and mentioned their concern about a potential change to two-way traffic.

A couple of residents took it upon themselves to mark out a "contraflow" bicycle facility on each street, using temporary tape. The markings consisted of existing parking (7 to 7.5 feet on each side of the street), a 5 to 5.5-foot bicycle lane in the opposite direction of the existing one-way traffic on Kains and Adams, and the remaining 10.5 to 11 feet for vehicular traffic.

Nearly all residents mentioned the need for education and public outreach prior to any potential change to the traffic patterns on Kains and Adams, since the streets have existed in their current configuration for several decades.

C. COMMUNITY MEETING, OCTOBER 4, 2017

Parisi and City staff presented their findings on the observed conditions along Kains and Adams on October 4, 2017. A "toolkit" of potential improvements and conceptual cross-sections was also presented to gauge residents' reception (Chapters 3 and 4).

Residents were generally supportive of providing traffic calming measures on their streets. Meeting attendees did, however, express their concerns about parking loss resulting from any potential improvements. Several residents were concerned about recommended changes to

the stop control at intersections and some mentioned their opposition to two-way traffic on Kains and Adams due to the narrow roadway. Many residents offered that traffic calming would help improve safety for all users, including bicyclists, with or without designated bicycle facilities included.

D. EXISTING TRAFFIC SPEEDS

During the June 15, 2017 public meeting, several residents asked about whether there are differences in traffic speed between Kains and Adams's one-way segments and speeds on parallel, two-way streets. In response, the City's speed survey data for Kains Avenue, Madison Street and Stannage Street collected between 2009 and 2017 was reviewed. There was no recent speed survey data for Adams Street (Table 1).

Table 1 Adams, Kains, Madison and Stannage Speed Survey Data

Street / Block	Avg Speed (mph)	85th %ile Speed (mph)	Max Speed (mph)	Average Daily Traffic	Dates Sampled
Adams Street – 700 block	21.7	27.3	43.4	650	T 09/26/17 – Th 09/28/17
Kains Avenue					
400	19.2	23.0	34.2	1200	T 9/9/14 - Th 9/11/14
500	20.5	25.5	41.7	500	F 10/10/14 - Th 10/16/14
600	20.7	25.7	42.1	600	W 04/19/17 - Th 04/27/17
1000	20.8	26.8	50	1000	Th 05/4/17 - Th 05/11/17
Madison Street					
600	19.9	25.0	41	500	T 08/25/09 - Su 08/30/09
700	21.8	27.1	40.8	500	T 09/26/17 - Th 09/28/17
Stannage Avenue					
800	20.2	26	41	900	Th 07/09/15 - Th 07/16/15

Source: City of Albany, CA, 2009-2017

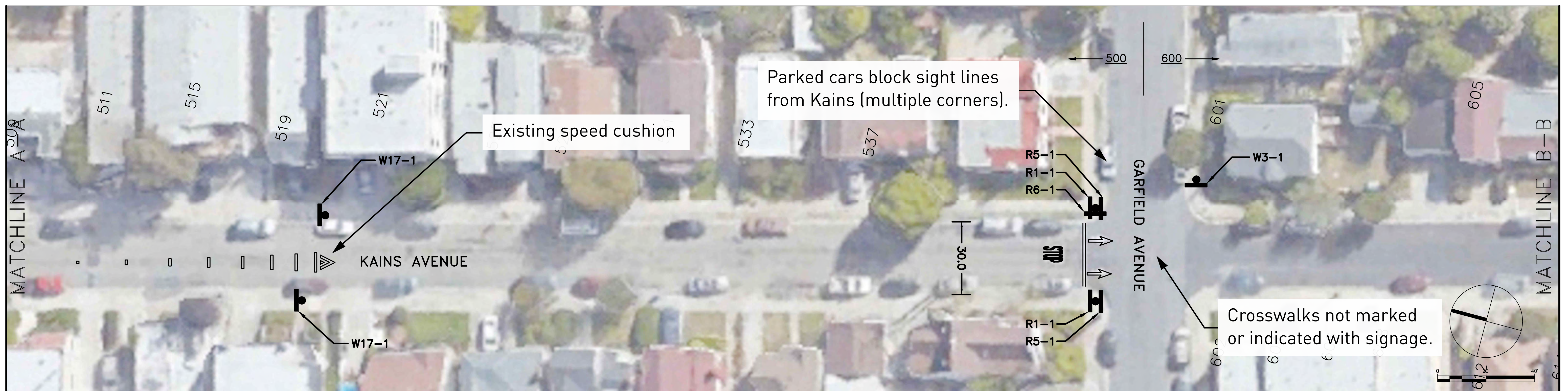
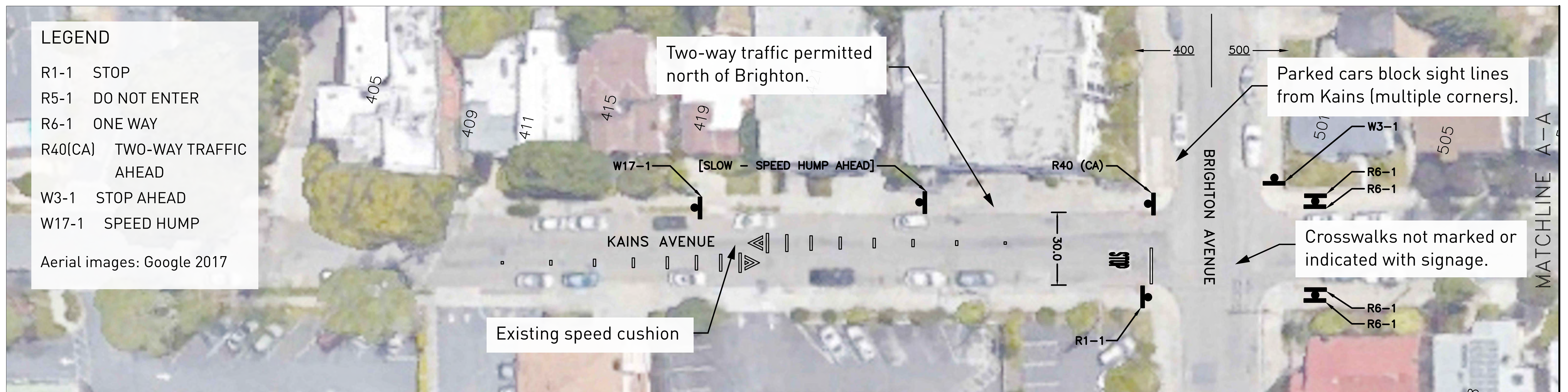
The average vehicular traffic speed on Adams Street, Kains Avenue, Madison Street, and Stannage Avenue were all within 2 MPH of 20 MPH, and the 85th percentile speed within 2 MPH of 25 MPH. The 85th percentile speed is used to set the posted speed limit, with an allowance of 5 MPH higher or lower. Madison Street had the highest observed average speed (21.8 MPH). Adams Street had the highest observed 85th percentile speed (27.3 mph). Among the various segments of Kains Avenue measured, the two-way 1000 block had the highest 85th percentile speed (26.8 MPH). There was no consistent difference between the two-way and one-way segments, and no consistent difference between Kains Avenue, Adams Street and the other streets.

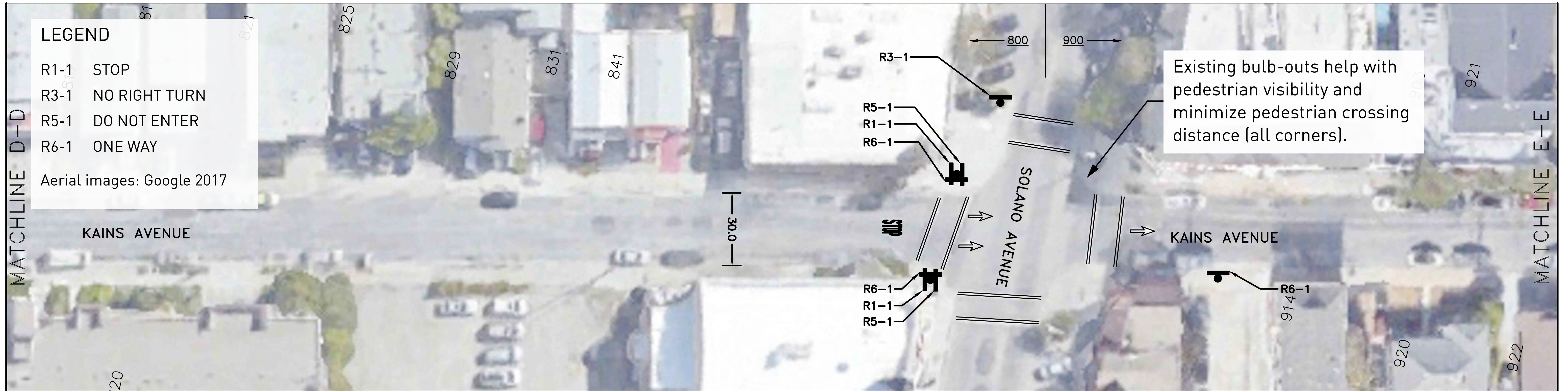
Kains Avenue and Adams Street both had the highest maximum observed speeds between the four sampled streets. The 700 block of Adams Street had a maximum speed of 43 mph. Three out

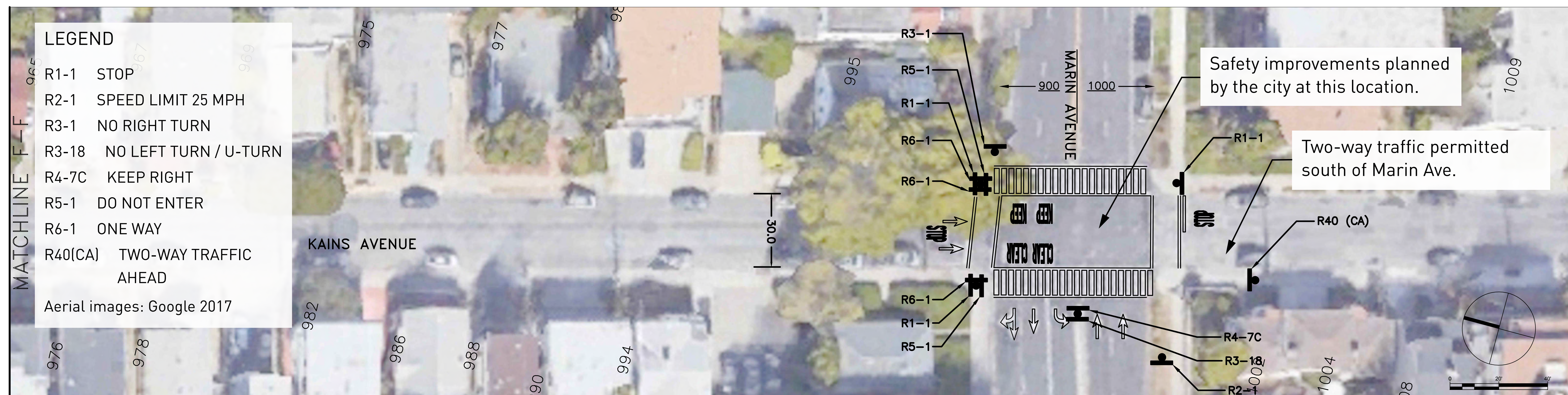
of the four sampled blocks of Kains Avenue had maximum speeds higher than 40 mph, with the 1000 block at 50 mph.

E. EXISTING CONDITIONS SUMMARY MAPS

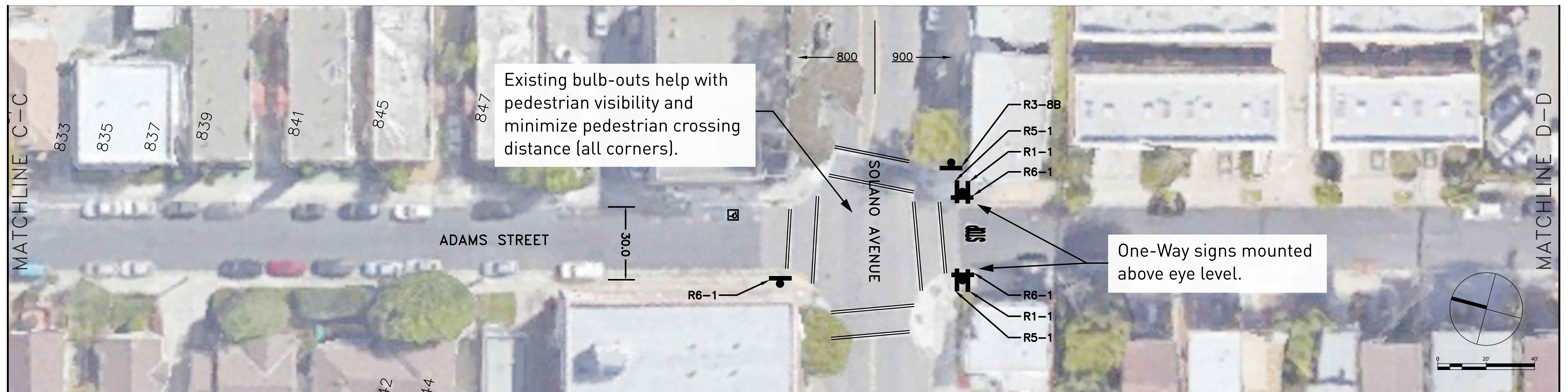
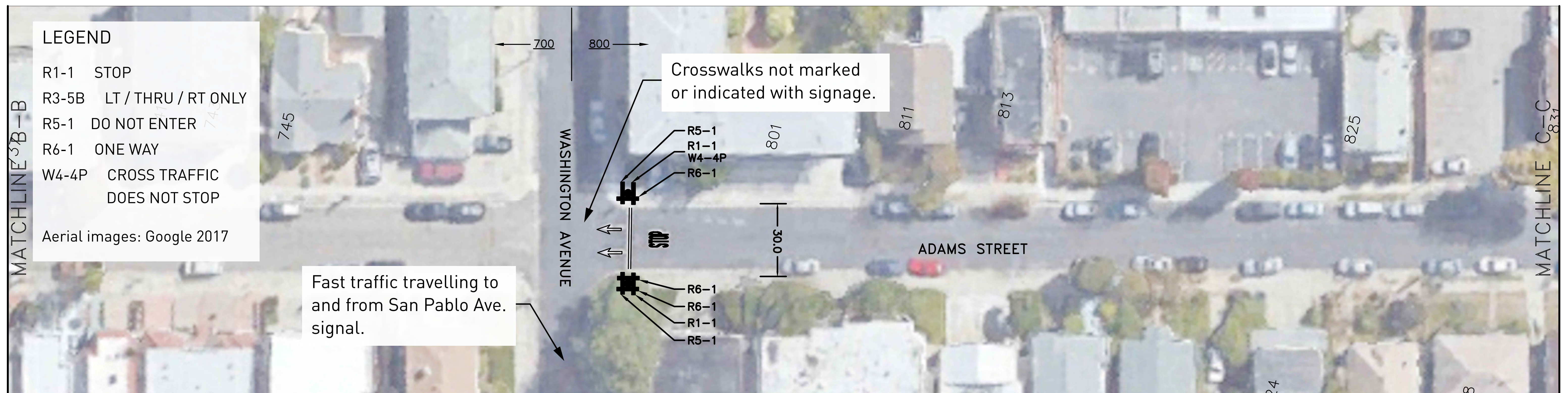
Figure 1 presents existing conditions maps that illustrate each street's existing signage and pavement markings. The maps also identify challenging locations mentioned by community members during the community meeting and walk audit.













3. Traffic Calming Toolkit

Although this study was initially conceptualized as a bikeway feasibility study, based on community input it became clear that neighbors would like to see reduced traffic volumes and/or lower travel speeds on their streets before or at the same time any bikeway facilities were provided. Therefore, the following section presents traffic calming measures that could be considered as countermeasures to the issues observed on Kains Avenue and Adams Street. Some of the measures could be implemented with bikeway improvements or independently. Measures are grouped between those applied at intersections and at midblock locations.

A. INTERSECTION IMPROVEMENTS

1. CORNER RED CURB / DAYLIGHTING

Recommended application – For streets with on-street parking, designate no parking zones with red curb paint within minimum 20 feet of the near-side intersection approach and within a minimum of 10 feet of the far-side intersection approach.

Purpose – Increase sight distance at intersections for all modes of traffic. Increase awareness and safe crossing by pedestrians, bicyclists, and motorists. Increase reaction times and decrease stopping distances for all modes of traffic.

Existing installations – Buchanan at Adams (westbound), Washington at Adams (eastbound)

Potential treatment location – At streets intersecting Kains and Adams with on-street parking permitted at the corners.

Potential impacts – Parking loss with new designated No Parking zones, between two and four spaces per block.

References: FHWA (2014) Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System. http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=19



Figure 2 Corner Red Curb

NE corner of Buchanan Street / Adams Street, Albany, CA. Image: Google, 2017.

2. CURB RADIUS REDUCTION / PAINTED BULB-OUTS

Recommended application – For streets with on-street parking, designate bulb-out zones (maximum six feet from the face of curb) with on-street edge line markings, raised delineators, and colored pavement within the bulb-out area.

Purpose – Reduce pedestrian and bicyclist crossing distance while increasing their visibility to oncoming vehicles. Narrow the roadway to reduce vehicle speeds. Create a tighter curb radius to slow vehicular right turns.

Existing installations –

Raised concrete bulb-out: Solano Avenue at Kains Avenue and Adam Street.

Painted bulb-out: Eighth Street / Virginia Street (Berkeley)



Figure 3 Painted Bulb-Outs Example

Fulton Street, Berkeley, CA.

Potential treatment location - At streets intersecting Kains and Adams with on-street parking permitted at the corners, and where drivers have been known to take fast and wide right turns.

Potential impacts – Parking loss with new designated No Parking zones, between two and four spaces per block.

References: FHWA (2014) [Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System](http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=16). http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=16

3. STOP SIGN MODIFICATIONS

Recommended application – Move STOP sign control from Kains Avenue and Adams Street to the intersecting street when the adjacent intersection with San Pablo Avenue is not signalized.

Purpose – Control traffic traveling to and from San Pablo Avenue with STOP control. Indicate to drivers that they are entering a residential neighborhood. Improve crossing safety for pedestrians, bicyclists and drivers on Kains and Adams.

Existing installations – Kains Avenue / Jones Street (Berkeley).

Additional notes – Improvement can be implemented with corner red curb / daylighting and curb radius reduction / painted bulb-outs.

Potential treatment location – Kains Avenue at Garfield Avenue, Portland Avenue, and Washington Avenue; Adams Street at Castro Street.

References: Caltrans (2014) California Manual on Uniform Traffic Control Devices, Section 2B.06.



Figure 4 Alternate STOP Sign Control Example

Jones St. at Kains Ave., Berkeley, CA.

Image: Google, 2017.

4. MINI-CIRCLES

Recommended application – Install a raised circular island with wayfinding signs and optional landscaping.

Purpose – Control traffic traveling to and from San Pablo Avenue with YIELD control. Indicate to drivers that they are entering a residential neighborhood. Improve crossing safety for pedestrians, bicyclists and drivers on Kains and Adams.

Existing installations – Page Street / Cornell Avenue (Berkeley), Chestnut Street / Hearst Avenue (Berkeley). Proposed along Brighton Avenue in Albany.



Figure 5 Mini-Circle Example
Fulton Street, Berkeley, CA.

Potential treatment location – Kains Avenue / Brighton Avenue, Adams Street at Washington Avenue.

References: FHWA (2014) [Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System](http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=25). http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=25

5. PARTIAL TRAFFIC CLOSURES

Recommended application – Install a raised barrier and sign prohibiting entry by motor vehicles and allowing entry by bicyclists.

Purpose – Reduce instances of wrong-way vehicle traffic on one-way streets, or limit vehicle traffic access on two-way streets. Calm traffic at the intersection.

Existing installations – Russell Street / Wheeler Street (Berkeley)

Potential treatment location – Most Kains Avenue and Adams Street intersections.

References: National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide. Volume Management.

<https://nacto.org/publication/urban-bikeway-design-guide/bicycle-boulevards/volume-management/>



Figure 6 Partial Closure Example

Russell Street, Berkeley, CA.

6. TRAFFIC DIVERSIONS

Recommended application – Install a raised barrier that requires motor vehicles to turn rather than proceeding straight through an intersection.

Purpose – Reduce cut-through traffic on local streets.

Existing installations – Martin Luther King Jr. Way / Channing Way (Berkeley); Ninth Street / Delaware Street (Berkeley)

Additional notes - Residents on the treated street tend to be most negatively affected by traffic diversion.

Potential treatment location – Not currently recommended, but may be considered for further cut-through traffic reduction.

References: FHWA (2014) [Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System](http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=29). http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=29



Figure 7 Traffic Diverter Example

Berkeley, CA. Image: Google, 2017.

7. ALTERNATING ONE-WAY STREETS (VARIANT OF TRAFFIC DIVERSIONS)

Recommended application – Install a raised barrier that restricts vehicle access between blocks. Alternate the direction of one-way traffic. May be implemented with contra-flow bike lanes.

Purpose – Reduce cut-through traffic on local streets.

Additional notes - Residents on the treated street tend to be most negatively affected by traffic diversion.

Potential treatment location – Not currently recommended, but may be considered for further cut-through traffic reduction.



Figure 8 Partial Closure Example

Image: Nacto.org

References: FHWA (2014) Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System. http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=29

B. CORRIDOR / MID-BLOCK IMPROVEMENTS

1. MARKED PARKING SPACES (PARKING Ts)

Recommended application – Delineate parking spaces to reduce instances of driveway blocking and crowding.

See Figure 10 for the parking detail currently used on Adams Street.

See Figure 11 for a proposed parking detail. The proposed design would encourage drivers to center their vehicle in the marked space and provide greater visibility to drivers pulling out of adjacent spaces.

Purpose – Increase sight distance for drivers pulling into and out of residential driveways. Improve safety for pedestrians, bicyclists and other drivers.

Existing installations – 900 block of Adams Street

Potential treatment location – Segments of Kains Avenue and Adams Street where parking demand is high and driveway crowding / block is an issue.

Potential impacts – Striping designated parking spaces will likely reduce the overall number of parking spaces on the street by approximately two to four spaces per block.

The City may allow on-street parking by residents in front of their residential driveways. Parking enforcement will be needed to ensure driver compliance with parking Ts.

The City should adopt a policy to allow left-side parking if a contraflow bikeway concept or two-way traffic concept is pursued.

References - Caltrans (2014) California Manual on Uniform Traffic Control Devices. Section 3B.19.



Figure 9 Painted Parking Ts Example

900 block of Adams Street, Albany, CA
Image: Google 2017

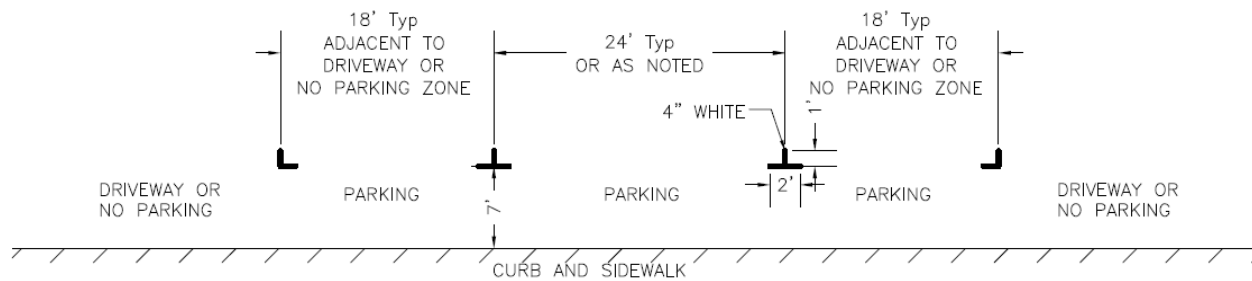


Figure 10 Existing Parallel Parking Detail

The existing parking detail shown in Figure 10 provides 18 feet when the parking space is adjacent to a driveway or no parking zone. The parking maneuver is easier to perform because there is at least one side that does not have an obstacle, e.g., another parked car. Spaces located between two adjacent parking spaces are provided 24 feet to perform the more difficult parallel parking maneuver.

Marking parking spaces per the detail shown in Figure 10 would reduce the number of potential parking spaces by approximately two to three spaces per side, per block, when compared to an unmarked condition where drivers park with little to no gaps between vehicles.

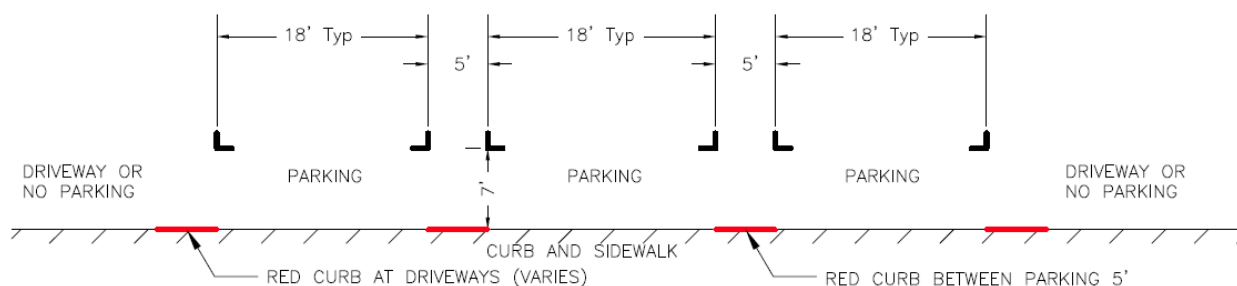


Figure 11 Proposed Parallel Parking Detail

The proposed parallel parking detail shown in Figure 11 provides 18 feet for spaces located adjacent to driveways or No Parking zones. However, it requires an additional five feet between parking spaces. The additional space is designed to provide a setback between cars so that drivers maneuvering out of the curbside space are afforded more room and better visibility of the street.

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Marking parking spaces per the detail shown in Figure 11 would further reduce the number of potential parking spaces compared to the arrangement shown in Figure 10 by approximately two to three more spaces per side, per block.

The proposed parallel parking detail is an optional element for three of the concepts presented in Chapter 5: Concept 1A (Traffic Calming), Concept 1B (Traffic Calming with Lane Lines) and Concept 3 (Traffic Calming with Two-Way Traffic). The proposed parallel parking detail is a recommended element for Concept 2 (Traffic Calming with Contra-Flow Bike Lane) due to bicyclists riding near cars parked opposite the bicyclists' direction of travel.

2. SPEED HUMPS / SPEED CUSHIONS

Recommended application – Install raised speed hump or speed cushion that allows vehicular traffic to pass over at 15 to 20 mph. Speed humps should not be confused with speed bumps found in parking lots, which have a much lower design speed.

Purpose – Decrease vehicular speeds along the corridor, especially instances of excessive speed.

Existing installations – 400 and 1200 blocks of Kains Avenue (Albany, Berkeley).

Additional notes – Traffic noise due to the speed hump or speed cushion will be most noticeable for residents adjacent to the installation. Speed humps are a device of last resort and other traffic calming solutions should be considered first.

Potential treatment location – Midblock locations along Kains Avenue and Adams Street.

References: FHWA (2014) [Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System](http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=29). http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=29



Figure 12 Speed Hump Example

1200 block of Kains Avenue, Berkeley, CA.

Image: Google 2017

3. TWO-WAY YIELD STREET

Recommended application – Permit two-way travel on Kains Avenue and Adams Street. Modify signage and pavement markings to indicate two-way traffic.

Purpose – Decrease vehicular speeds along the corridor by requiring two-way vehicle traffic to yield when passing in opposite directions. Calm traffic to improve pedestrian and bicycle safety.

Existing installations – Stannage Avenue and Madison Street (Albany).

Potential treatment location – All segments of Kains Avenue and Adams Street if implementing a shared street bikeway.

References: National Association of City Transportation Officials (NACTO) [Urban Bikeway Design Guide](https://nacto.org/publication/urban-street-design-guide/streets/yield-street/). Yield Street. <https://nacto.org/publication/urban-street-design-guide/streets/yield-street/>

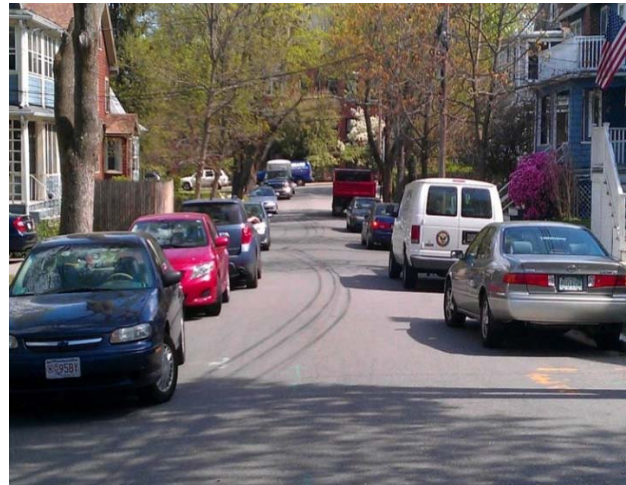


Figure 13 Two-Way Yield Street

Image: NACTO.org

4. LANE NARROWING

Recommended application – Paint lane markings to provide a 10-foot wide vehicle lane. Redistribute the additional space to bike lanes or parking lanes.

Purpose – Decrease vehicular speeds along the corridor by narrowing the vehicle right of way. Calm traffic to improve pedestrian and bicycle safety.

Existing installations – Marin Avenue (Albany).

Potential treatment location – All segments of Kains Avenue and Adams Street if implementing a contra-flow bikeway. See Section 4.A.2..

References: FHWA (2014) Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System. http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=10.



Figure 14 Lane Narrowing with Bike Lanes

Image: FHWA.dot.gov

4. Potential Bikeway Cross-Sections

As noted in the introduction of this report, the initial objective of this study was to study potential improvements that would allow for bidirectional bicycle traffic on Kains Avenue and Adams Street. To allow two-way bicycle traffic on each street, there are two primary options:

1. Bike boulevard option, where bicycles share the road with vehicular traffic. Two-way bicycle traffic may occur without a dedicated bike lane only if two-way vehicular traffic is also allowed.
2. Bike lane option, where bicycles are provided a dedicated bike lane measuring at least five feet wide in at least one direction. If maintaining one-way traffic, bicycle traffic in the opposing direction may be allowed with a “contra-flow” bike lane.

The width of the streets and the demands for that width are their major constraints when considering potential bikeways. Both Kains Avenue and Adams Street are 30 feet wide between curbs. There is currently on-street parking on both sides (seven feet each side), which leaves 16 feet width for vehicular travel. One-way vehicle lanes are typically between nine and 12 feet wide. Bike lanes adjacent to parked vehicles must be at minimum five feet wide.

Figure 15 presents a map of all streets that have the same 30-foot curb-to-curb width as Adams Street and Kains Avenue, for comparative purposes.

The following section presents potential cross-sections that could accomplish the goal of allowing two-way bicycle traffic on the street. The cross-section refers to roadway widths allocated between vehicular travel lanes, bikeways and on-street parking. Each cross-section can be implemented with the traffic calming measures presented in the previous chapter or independently.

There are several other cross-sectional options that greater degrees of separation between bicycles and motor vehicles. Each would require a substantial amount of parking removal and are not considered feasible options, but are presented for informational purposes.

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Figure 15 City of Albany, California Streets with 30-foot Curb to Curb Width

Image: Google 2017; Parisi Transportation Consulting 2017

A. POTENTIAL CONCEPTS

The following concepts are considered feasible options for providing bidirectional bicycle access given the existing constraints of the Kains and Adams corridors.

1. TWO-WAY SHARED STREET / BIKE BOULEVARD

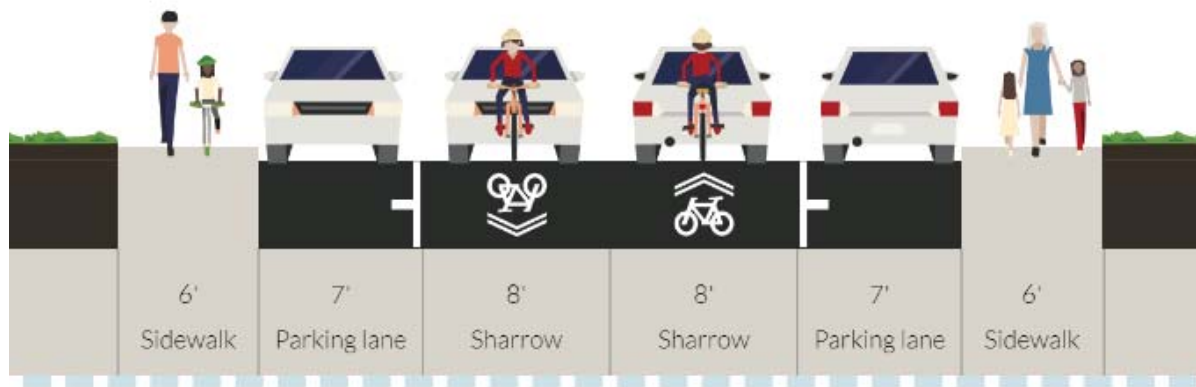


Figure 16 Two-way shared street

Streetmix.com

Potential application

Install shared lane pavement markings ("sharrows") in both directions. Install signs at intersections and along the route to identify the route as a bike boulevard.

Advantages

- Largely maintains existing parking supply.
- Traffic congestion may calm traffic in areas where speeding is observed.
- Design is identical to parallel corridors with same cross-sectional width.
- Presence of two-way traffic will create the expectation to look both ways when pulling out of driveways (compared to contraflow bike lane)
- Yield streets allow bicyclists and motorists to ride / drive down the center of the street and pull over when encountering an opposing vehicle, rather than constraining to one side of the street.
- Eliminates issues of wrong-way traffic.

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- Can be combined with traffic calming measures at intersection and midblock

Disadvantages

- Narrow vehicular lane width combined with dense parking demand will create need for oncoming traffic to yield to each other.
- May exacerbate traffic congestion in areas of high demand (e.g., YMCA).
- May create impassible situations with oncoming large vehicles.
- With access restrictions at intersections, drivers will likely park on the left side of the street, rather than making a U-turn to park on the right. The driver of a vehicle parked on the left side of the street will have reduced visibility of oncoming traffic being positioned farther away from the traffic lane.

Anticipated bicycle use / bicycle position

- A bicyclist riding in the center of the street when there are no oncoming vehicles would be 14 to 15 feet from the nearest face of curb, and 7-8 feet from a parked car.
- Allows side-by-side riding.

Curbside parking consideration

- California Vehicle Code Section (CVC) 22502 mandates that motor vehicles park with their right-hand wheels next to the right-hand curb, i.e., parking on the left side of a street against oncoming traffic is not allowed.
- With a transition to two-way traffic, the City may establish a special parking regulation allowing left-side parking on a two-way street (CVC 22503.5). If allowed, the driver of a vehicle parked on the left side of two-way street will be positioned on the left side, and will have reduced visibility of oncoming bicyclists and vehicles compared to parking on the right side of the street.

References: National Association of City Transportation Officials (NACTO) [Urban Bikeway Design Guide](https://nacto.org/publication/urban-bikeway-design-guide/bicycle-boulevards/). Bicycle boulevards. <https://nacto.org/publication/urban-bikeway-design-guide/bicycle-boulevards/>

2. CONTRA-FLOW BIKE LANE STREET

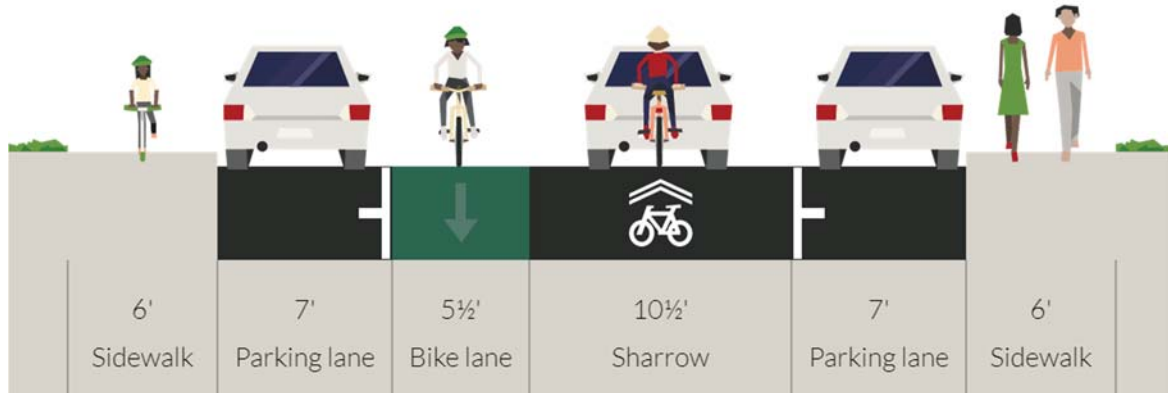


Figure 17 Contra-flow Bike Lane Street

Streetmix.com

Potential application

Install a dashed yellow line to separate the contra-flow bike lane from the oncoming shared lane. Install bike lane symbol and arrow markings to define the bike lane direction. Install shared lane pavement markings ("sharrows") in the shared lane. Install signs at intersections and along the route to inform drivers of two-way traffic.

Advantages

- Allows street to maintain existing one-way vehicular circulation pattern.
- Narrowed vehicular lane may calm traffic
- Can be combined with traffic calming measures at intersection and midblock

Disadvantages

- Bicyclists are placed in a position where drivers on the street and pulling out of driveways do not expect to see them.
- Special consideration should be given before implementing contra-flow bike lanes adjacent to parking. Cars entering and exiting the parking lane will be maneuvering head-on with oncoming bicyclists.
- The driver of a vehicle parked adjacent to a contra-flow lane will be positioned on the left side, and will have reduced visibility of oncoming bicyclists when compared to

parking adjacent to a with-flow bike lane. Figure 18 illustrates a potential conflict where “the driver of car (b), exiting the parking spot, is on the curb side and may not see car (a) or the bicyclist. Car (a) prevents the bicyclist from merging out of the bike lane to avoid car (b).”¹

- On-street parking would need to be reduced to enable adequate sight lines for the driver when pulling into oncoming bicycle traffic.
- Contra-flow bike lanes are not recommended where there are many intersecting driveways.

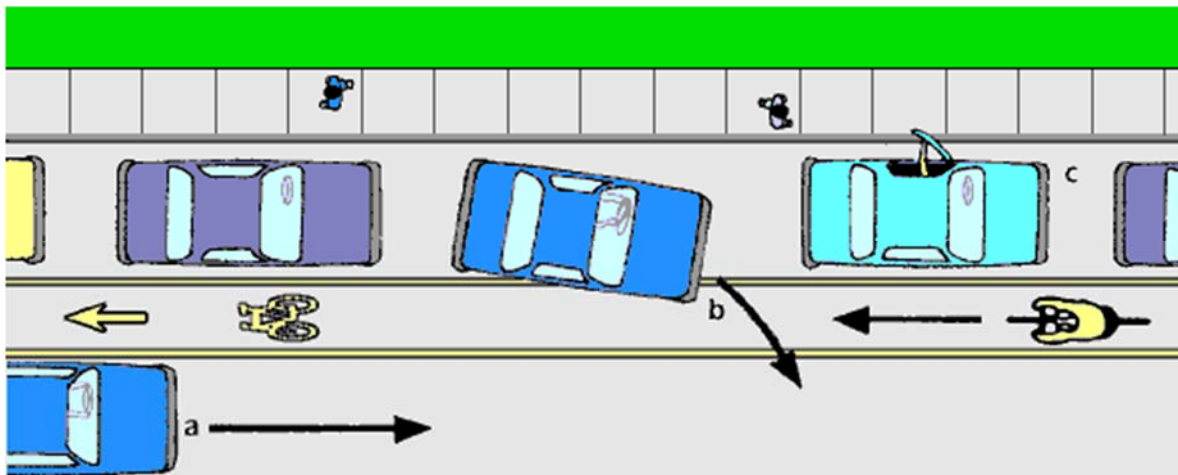


Figure 18 Issues with a Contraflow Bike Lane Adjacent to Parking

Source: <http://www.bikexpert.com/bikepol/facil/lanes/contraflow.htm> (John S. Allen)

Anticipated bicyclist use / bicycle position

- A bicyclist riding at the left edge of the contra-flow lane would be 11 to 12 feet from the nearest face of curb and 4-5 feet from a parked car.
- Facility width does not allow side-by-side riding

References: National Association of City Transportation Officials (NACTO) [Urban Bikeway Design Guide](https://nacto.org/publication/urban-bikeway-design-guide/bike-lanes/contra-flow-bike-lanes/). Contra-flow bike lanes. <https://nacto.org/publication/urban-bikeway-design-guide/bike-lanes/contra-flow-bike-lanes/>

FHWA (2014) [Bikesafe 2014 Bicycle Safety Guide and Countermeasure Selection System](http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=15). http://pedbikesafe.org/bikesafe/countermeasures_detail.cfm?CM_NUM=15

¹ Allen, John S. (2002) *When does contraflow bicycle travel make sense?* <http://www.bikexpert.com/bikepol/facil/lanes/contraflow.htm>

B. CONCEPTS NOT RECOMMENDED FOR FURTHER CONSIDERATION

The following section presents cross-sections that would allow for bidirectional bicycle traffic, but would require extensive removal or on-street parking, and are therefore not considered feasible.

1. TWO-WAY VEHICLE AND TWO-WAY BIKE LANE.

Advantages

Dedicated right of way for all modes, accomplishes project objective for two-way bicycle traffic.

Disadvantages

Removing on-street parking may increase vehicular speeds.

Fatal flaw

Significant removal of on-street parking



Figure 19 Two-way Street and Two-way Bike Lanes

Image: Streetmix.com

2. TWO-WAY VEHICLE AND TWO-WAY SEPARATED BIKEWAY (CYCLE-TRACK).

Advantages

Dedicated right of way for all modes, accomplishes project objective for two-way bicycle traffic. Provides additional protection to bicyclists with a horizontal buffer.

Disadvantages

Two streams of two-way traffic passing in front of residential driveways. Removing on-street parking may increase vehicular speeds.

Fatal flaw

Significant removal of on-street parking



Figure 20 Two-way Street and Two-way Separated Bikeway

Image: Streetmix.com

3. ONE-WAY VEHICLE AND TWO-WAY SEPARATED BIKEWAY (CYCLE-TRACK).

Advantages

Dedicated right of way for all modes, accomplishes project objective for two-way bicycle traffic. Provides additional protection to bicyclists with a horizontal buffer. Maintains existing vehicular circulation. Narrowed lanes could calm traffic.

Disadvantages

Two streams of two-way traffic passing in front of residential driveways.

Fatal flaw

Significant removal of on-street parking



Figure 21 One-way Street and Two-way Separated Bikeway

Image: Streetmix.com

5. Potential Corridor Designs

The following section presents potential corridor designs for Kains Avenue and Adams Street. The conceptual drawings present one prototypical block with recommended design elements that could be replicated for other blocks on both Kains and Adams corridors.

Concept 1A presents design elements that would calm traffic along Kains and Adams, and address the safety and operational issues observed along the corridor. The design would not provide for two-way bicycle traffic on Kains and Adams.

Concept 1B builds on the Concept 1A traffic calming elements and adds lane striping to narrow the vehicular lanes and further calm vehicle traffic speeds. Similar to Concept 1A, Concept 1B would not provide for two-way bicycle traffic on Kains and Adams.

Concept 2 includes the same traffic calming elements as Concepts 1A and 1B, but adds a contra-flow bike lane, i.e., a bike lane running opposite one-way vehicular and bicycle traffic. Concept 2 has some similarity to Concept 1B in that the contra-flow bike lane would narrow the vehicular traffic lane and further calm vehicle traffic speeds.

Concept 3 includes the same traffic calming elements as Concepts 1A, 1B and 2, and allows two-way bicycle and vehicular traffic on Kains and Adams. Bollards or other physical devices would restrict vehicle travel to the existing predominant direction of traffic (Kains southbound and Adams northbound), but would allow for two-way traffic if vehicles turn around within the block. Concept 3 would allow two-way bicycle travel on Kains and Adams.

Each concept is presented in the figures on the following pages with a discussion of the various design elements and their relative advantages and disadvantages.

A. CONCEPT 1A TRAFFIC CALMING (RETAIN ONE-WAY TRAFFIC)

Concept 1A's primary objective is address vehicular traffic issues mentioned by neighborhood residents during the public meetings and walk audit. The design elements would focus on reducing vehicle speeds and improving intersection safety as described below. Concept 1A would maintain existing one-way vehicle traffic and would not provide for two-way bicycle travel on Kains and Adams.

- Intersection control at locations not adjacent to a signal on San Pablo Avenue (Adams Street at Castro Street)
 - Crosswalk markings to improve drivers' awareness of pedestrians.
 - Corner red curbs and painted bulb-outs to improve intersection sight lines
 - Addition of STOP control to the side street intersection (if warranted)
- Intersection control at locations adjacent to a signal on San Pablo Avenue (Adams Street at Washington Avenue)
 - Crosswalk markings (no parking impact).
 - Corner red curbs and painted bulb-outs. **Parking loss: between two and four parking spaces per block.**
 - Mini traffic circle to calm traffic with or without full STOP control (no parking impact)
- Corridor improvements
 - Parking Ts to reduce driveway encroachment. Marked parking is an optional treatment on both left and right side of the street. **Parking loss: between two and three parking spaces per side, per block (optional).**
 - Speed table / speed lump to reduce maximum vehicular speeds (no parking impact).

B. CONCEPT 1B TRAFFIC CALMING WITH LANE LINES (RETAIN ONE-WAY TRAFFIC)

Concept 1B builds on the traffic calming design features of Concept 1A and adds lane markings to reduce the vehicle lane from 16 feet to 10 feet. The narrower lane encourages drivers to pay greater attention to staying within the marked lane, and to travel at a slower speed. Concept 1B would maintain existing one-way vehicle traffic and would not provide for two-way bicycle travel on Kains and Adams.

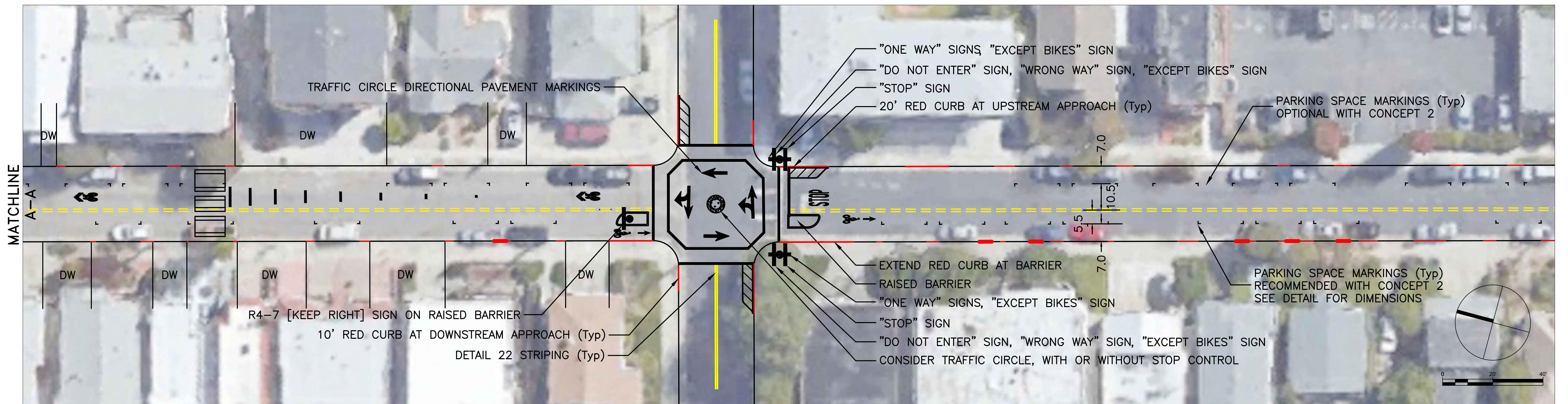
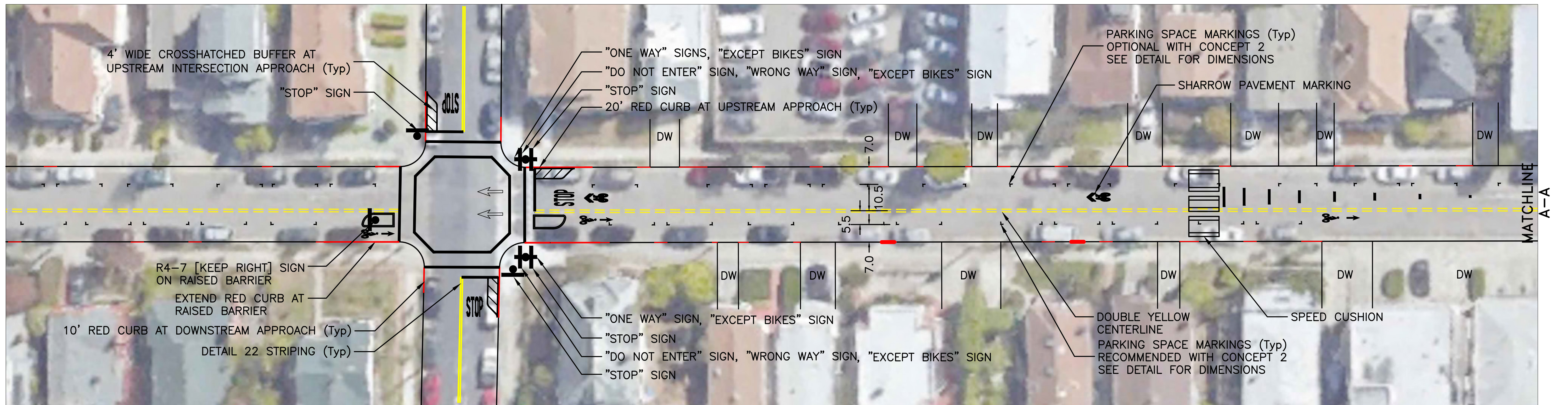
The parking loss associated with Concept 1B would be the same as Concept 1A.

C. CONCEPT 2 TRAFFIC CALMING (RETAIN ONE-WAY TRAFFIC) WITH CONTRA-FLOW BIKE LANE

Concept 2 builds on the same traffic calming design features of Concepts 1A and 1B. It is also like Concept 1B in that lane striping would be used to narrow the vehicle lane. However, rather than painting lane lines on both sides of the street, the narrowed lane width is reallocated to a contra-flow bike lane on one side of the street. For instance, Adams Street, which is predominantly northbound, would install a southbound bike lane and allow northbound bicycle traffic in the shared vehicle lane. Other design elements include

- Median barriers at intersections to separate vehicle traffic from opposing direction bicycle traffic. **Parking loss: Between two and six parking spaces due to longer red curbs and painted bulb-outs.**
- Shared lane markings, or “sharrows”, within the vehicle lane to guide bicyclists riding in the same direction of traffic (no parking impact).
- Parking Ts to reduce driveway encroachment. Marked parking is optional treatment on the right side of the street, where cars would be parked in the same direction of traffic. **Marked parking is a recommended treatment on the left side of the street, where cars would be parked opposite the direction of oncoming bicycle traffic. Parking loss: between two and three additional parking spaces per side, per block.**

Extensive neighborhood education will be needed to address potential conflicts that will arise from the contraflow lane design, particularly drivers’ awareness of bicyclists on the street, and the need to watch for bicyclists when pulling out of driveways and from left-side curb-side parking spaces.



CITY OF ALBANY

Kains Avenue & Adams Street Traffic Calming and Bikeway Study

Prototypical Design Concept 2: Traffic Calming (Retain One-Way Traffic) with Contra-Flow Bike Lane

D. CONCEPT 3 TRAFFIC CALMING WITH TWO-WAY TRAFFIC (BIKE BOULEVARD)

Concept 3 provides the same traffic calming design features of Concept 1A, but would allow for two-way bicycle and vehicle traffic on Kains and Adams.

Bollards or other physical devices will be used to restrict vehicle entry on Kains Avenue only from the north end of the block, and on Adams Street only from the south end of the block. The predominant direction of vehicle traffic would continue to be northbound on Adams Street and southbound on Kains Avenue, consistent with existing conditions. The access restriction afforded by the bollards would prevent northbound vehicle traffic from using Kains Avenue, and southbound traffic from using Adams Avenue as cut-through routes. Two-way vehicle traffic would occur only if vehicles turn around within the block, either when pulling out of driveways or making a U-turn.

The bollards would be designed to allow bicycle entry onto Kains and Adams from either end of the block, with no access restriction.

On-street vehicle parking will largely follow the predominant direction of traffic, meaning that safety issues related left side curbside parking identified for Concept 2 would also occur with Concept 3. Concept 3 would lack the traffic calming afforded by lane narrowing in Concept 1B and 2.

Corner red curbs and painted bulb-outs parking loss: between two and four parking spaces per block.

Marked parking is an optional treatment on both left and right side of the street. **Parking loss: between two and three parking spaces lost per side, per block (optional).**

6. Traffic & Safety Commission Recommendation

City staff and Parisi Transportation Consulting presented the findings of this report on October 26, 2017 to the City of Albany Traffic and Safety Commission. Dozens of community members attended the meeting and provided their comment on the traffic calming measures and conceptual options.

The Commission moved to recommend the two-way shared street / bike boulevard concept for Kains Avenue and Adams Street. The design elements carried forward by the Commission include:

- Two-way vehicle and bicycle traffic permitted on both Kains and Adams.
- Entry onto Kains Avenue restricted to only the southbound direction; entry onto Adams Street restricted to only the northbound direction.
- Barriers placed at the north end of each block of Adams Street, i.e., the south leg of each intersection. Barriers placed at the south end of each block of Kains Avenue, i.e., the north leg of each intersection. Barriers would prevent traffic from entering from the side streets onto Adams Street in the southbound direction, and onto Kains Avenue in the northbound direction.
- Consideration of lane edge lines to delineate the parking areas.
- Consideration of speed cushions as traffic calming.
- No changes to stop controlled intersections along the Kains and Adams corridors.
- Amend on-street parking regulations to allow parking in either direction on those corridors

The City Council will hear the Traffic and Safety Commission's recommendation on December 4, 2017.

7. Appendix

Appendix A – Community Meeting Notes, June 15, 2017

Appendix B – Community Walk Audit Meeting Notes, June 24, 2017

Appendix C - Community Walk Audit Photos, June 24, 2017

APPENDIX A1, PUBLIC WORKSHOP NOTES, THURSDAY, JUNE 15, 2017

The following are direct comments received during the June 15, 2017 community meeting.

1. Concern about speed and cut-through traffic; comment that one-way streets have higher speeds than two-way streets.
2. Question about whether a bikeway can calm traffic
3. Question about whether a bikeway can include physical separation. Comment that separated bikeways (physical separation) are safer for bikers.
4. Question about bicycle demand, e.g., bicycle counts on San Pablo, Kains and Adams
5. Concern about residents backing out of driveways and issues with adequate sight lines. Cars are parked closely to driveways impede sight lines. Comment that when backing out it's hard b/c lack of visibility for cyclists (cannot be seen).
6. Question about whether the roadways are too narrow for a contra-flow lane bikeway.
7. Suggestion to keep bikeways one-way
8. Comment that bicyclists are not following the rules of the road. Comment that bicyclists don't stop, ride on the sidewalk (kids), or go the wrong way on Kains + Adams. Observation that some residents take short-cuts going against traffic
9. Suggestion to move bikeways one more block away from San Pablo (Stannage and Madison) or to keep on San Pablo Avenue.
10. Concern about left turns from San Pablo Avenue
11. Question about the number of bike-involved crashes at Kains / Dartmouth, comment that Dartmouth has poor sight lines due to parked cars
12. Commenter did not like bike lanes next to parked cars
13. Comment about difficult crossing at Castro and Washington
14. Suggestion for speed bumps but concern that they're noisy
15. Comment that there is wasted space without parking Ts and lack of parking enforcement against driveway blocking
16. Suggestion that the bikeway needs to be well-marked
17. Comment that there are wrong-way drivers, particularly deliveries, non-residents, garbage collection and residential shortcuts

18. Comment that 15 mph speed limits are not effective. Comment by resident of Albany Hill that drivers do not observe the 15 mph speed limit. Request to put stop signs on hill.
19. Comment that parked cars block intersection sight-lines at Portland / Evelyn
20. Comment that 900 block of Kains is very congested due to the YMCA, with wrong-way bicycle traffic and morning cut-through traffic
21. Suggestion to alternate one-way directions on Kains / Adams
22. Observation about morning cut-through traffic on Kains
23. Comment about not wanting to remove stop signs on Kains / Adams
24. Comment about lack of traffic enforcement on Kains / Adams
25. Observation that two-way traffic can increase traffic "friction" and therefore slow traffic
26. Comment that paratransit access can be difficult for streets without sidewalk access
27. Suggestion to improve vehicular safety
28. Suggestion of mid-block bulb-outs
29. Suggestion to look at previous plans for traffic calming on Brighton, which has difficult crossings due to oncoming traffic
30. Question about off-site school drop-off along Kains
31. Suggestion to look at speed bumps on Kains like in Berkeley. Request to compare speed hump effects on speeds vs no humps.
32. Question about project cost and funding.
33. Question about implementing a residential parking permit due to San Pablo corridor employees
34. Question about how many people will use the bikeway; request to provide stats on how many cyclists on San Pablo Ave.
35. Comment that residents want bikeways that don't negatively impact streets.
36. Question about whether it legal to provide a two-way bikeway on one-way streets.
37. Comment in favor of traffic diverters.
38. Question about how a bike lane would look like on a 30' wide roadway.
39. Comment that drivers have to allow 3' to pass a bike.

40. Comment that bicyclists next to packed cars are dangerous. Visibility lines are not the best at Adam/Castro.
41. Observation that parking is tight near 700 Kains and that drivers park badly. Comment that parking T's are needed, but need to be enforced.
42. Observation that the 900 block of Kains experiences congestion with the YMCA.
43. Comment that the Active Transportation Plan suggested to eliminate stop signs, and that residents oppose this approach.
44. Comment that making it less easy to drive could increase safety for bikes and pedestrians.
45. Request for Install mid block crosswalks or bulb out.
46. Question about implementation of mini circles proposed for Brighton Ave. and the traffic mitigation plan. Comment that when school is in session, it is difficult to cross Brighton.
47. Question about whether the 500 block of Kains would be a drop off zone for middle school.

APPENDIX B1, SITE WALK NOTES, SATURDAY, JUNE 24, 2017

The following are direct comments received during the June 24, 2017 walk audit along Adams Street and Kains Avenue.

ADAMS CORRIDOR GROUP

1. Notes collected from group of approximately seven community members
2. No Xwalk at Buchanan
3. Fast turns onto Adams from Buchanan
4. Complains for fast police traffic near police station
5. Suggestion for partial blockages
6. Desire for congestion to slow traffic
7. Question about how parking will be arranged with two-way traffic
8. Concern about sight lines and trees
9. Parking Ts deployed between Buchanan and Solano are generally helpful
10. Some red curbs deployed at driveways, but not regularly enforced
11. Garbage pickup can cause backups
12. Corridor subject to parking congestion, concern about non-resident parking
13. Suggestion that two-way traffic will require training and education
14. Intersection at Solano is tough for through movements. There is traffic traveling from the highway, requires slow movement into the intersection
 - a. Signage at times is inadequate to indicate one-way traffic – signs placed too high, no pavement arrows
 - b. Existing bulb-outs good for ped safety
15. Intersection at Washington observation of many crashes.
 - a. Valley gutter acts as an inverted speed bump
 - b. Subject to bypass from Solano, has fast downhill traffic
 - c. Needs traffic calming on Washington
16. Intersection at Castro – hard to see oncoming vehicles with existing sight lines

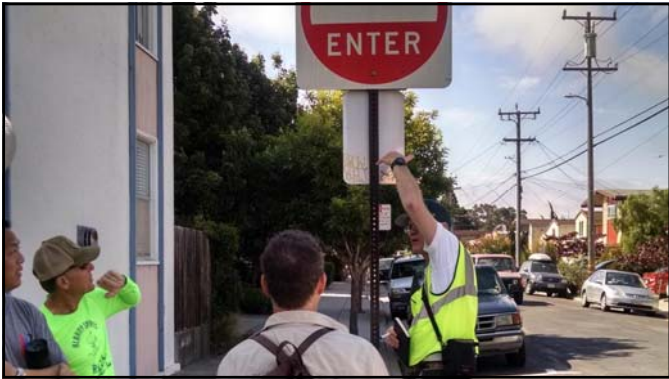
- a. Observation of near-hit with wrong-way bicyclist when pulling out of driveway
 - b. Street is a community route to school across San Pablo
17. General comment – overhead lighting is important for bicycle visibility
18. Intersection at Clay – no stop in the westbound direction. Concer about WBL onto Adams.

KAINS CORRIDOR GROUP

1. El Cerrito Plaza has 128 units.
2. Residents believe Kains is the busiest residential street in Albany and has the highest residential density along it.
3. Kains in Berkeley has speed humps; please review Kains in Berkeley.
4. Perhaps we could measure speeds on Kains and Adams, as one-way streets, and compare to same width two-way streets.
5. Consider cross-street stop signs and/or staggered stop signs with other roadways.
6. Move all-way stop signs from Stannage to Kains instead?
7. Provide consistent red curb at corners.
8. Access to Villa d'Albany is via Kains.
9. In the morning southbound San Pablo is stacked up, so cars use Kains at a cut-through.
10. In the 600 blocks of Kains and Adams the neighbors requested no street sweeping signs; self-impose parking restrictions.
11. Some participants felt that the double wrong way pavement arrows are effective.
12. Participated believe that no matter what happens with the infrastructure, education will be needed.

APPENDIX C, SITE WALK PHOTOS, SATURDAY, JUNE 24, 2017





Justin Fried

From: Mari Hayama
Sent: Thursday, April 18, 2024 5:07 PM
To: TRANSPORTATION COMMISSION
Subject: Kains & Adams Bikeway Pilot Project

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Warning: This email originated from outside the City of Albany. Think before you click!

Hi,

Is this to change to two-way traffic for cars or bicycles only?

Justin Fried

From: Maxwell Gara
Sent: Wednesday, April 24, 2024 9:40 PM
To: TRANSPORTATION COMMISSION
Subject: RE: Item 5-3. Kains & Adams Bikeway Pilot Project Evaluation– Support Staff Recommendation and Install Median Diverters Along Bikeway

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City of Albany Transportation Commission
c/o Justin Fried
1000 San Pablo Avenue
Albany, CA 94706

April 25, 2025

RE: Item 5-3. Kains & Adams Bikeway Pilot Project Evaluation– Support Staff Recommendation and Install Median Diverters Along Bikeway

Dear Members of the Albany Transportation Commission:

I am writing to express my **strong support** for the Kains & Adams Bikeway Pilot Project, and request the City improve the bikeways as proposed in the Staff Recommendation of the April 25 Staff Memo: *Kains and Adams Bikeway Pilot Project Evaluation*. The City should also make various safety upgrades, including installing multiple median barriers at key intersections, to ensure the project achieves its goal of creating a safer, lower-stress, north-south bicycle facility along the San Pablo Avenue corridor.

The Kains & Adams bikeways have been an invaluable resource to our family for accessing many different parts of Albany. My family is a one car household and depend on routes such as these to safely move around the area. We use the Kains bikeway nearly every day, whether it's to go grocery shopping at the El Cerrito Plaza, grab ice cream at Dewies, or take our daughter to and from preschool in West Berkeley. Over the past year following the bikeways' installation, we have seen more and more cyclists, especially families, use the bikeway. We are excited for its growing popularity among bicyclists, as demonstrated in the data presented in the staff report, and hope this momentum continues.

Despite the improvements made to these routes through the pilot, additional safety improvements should be made to ensure greater numbers of bicycle riders of varying ability can comfortably use the bikeways. The biggest challenges we've faced on these roads have been associated with vehicle speed, volume, and unsafe passing distances. During commute hours, car traffic can be heavy, with drivers more likely to aggressively honk their horns, tailgate, and pass bicyclists with a punishingly little buffer. When bicycling in the counterflow direction, oncoming cars often do not slow down or move out of the bicyclist's path, continuing directly down the middle of the road. Further, crossing the intersections can be stressful as many cars are traveling at high rates of speed coming off of San Pablo Ave, or rushing to get on this main arterial. These experiences occur on a near daily basis, and can be unnerving, even for the experienced cyclist.

To ensure these projects achieve their goal of creating a safer, lower-stress, north-south bicycle facilities along the San Pablo Avenue corridor, please enact the following changes, many of which are aligned with the 2019 Albany Active Transportation Plan:

- Add vehicle median diverters at key intersection locations that prevent continuous car travel along the bikeway but allow bicyclists to pass through. The staff memo includes the comment regarding the impact of vehicle volume following the implementation of the project: "Southbound Kains traffic showed a more-sizable change on the 800 block from 24-hour video counts"(pg. 4). While additional analysis and data collection is needed, this increase in car volume is concerning and counter to the goals of the bikeway. As a household located on the block of 600 Kains, and whose members use a car regularly, reducing car volumes would be a welcomed safety improvement and more than outweigh the inconvenience of restricted motor vehicle movement.
- Replace two-way stops at Brighton Avenue, Washington Avenue, and Dartmouth Street with neighborhood traffic circles and all way yield control.
- Replace two-way stops at Garfield and Portland Avenues with two way stops on the cross streets.
- At the Kains Avenue/Marin Avenue Intersection, install a rectangular rapid flashing beacon to alert motor vehicles to pedestrians and bicyclists crossing.
- To slow vehicle speeds add speed bumps along the entirety of the bikeways.

This pilot has been a great opportunity to evaluate and learn what has worked and what needs improvement. While the current configurations of the bikeways are a strong step in the right direction, more needs to be done to make them safer and more accessible to bike riders across the skill spectrum. Once our daughter can start cycling on her own, we want to be confident that the streets she rides on are safe and accessible for her, and other kids like her.

Sincerely,

Max Gara

Justin Fried

From: Jonah Busch
Sent: Thursday, April 25, 2024 12:07 AM
To: TRANSPORTATION COMMISSION
Cc: Ariana Alisjahbana; Maxwell Gara
Subject: RE: Item 5-3. STRONG SUPPORT for Kains & Adams Bikeway

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Dear Albany Transportation Commission,

I am writing to express STRONG SUPPORT for the Kains & Adams Bikeway. Our family lives on Kains Avenue between Portland and Garfield, does not own a car, and frequently bikes along Kains Avenue as our main mode of local transportation. We also walk on Kains Avenue daily.

It is very important to us that Kains Avenue be maintained for safe two-way bike travel. We would like to see safety improvements made for bikers and pedestrians, especially at intersections where East-West-bound motorists are not required to stop or yield to North-South bound cyclists or pedestrians.

As we prepare to welcome new neighbors along the San Pablo corridor, including [761 new graduate students at Monroe and Jackson Streets](#), many of whom will not own cars, Albany should be expanding and improving our network of safe biking routes.

My neighbor Max Gara offers excellent specific suggestions below on how safety for bikers and pedestrians can be improved along Kains Avenue. I associate myself with his suggestions.

Thank you,

Jonah Busch
634 Kains Avenue
Albany, CA 94706

----- Forwarded message -----

From: **Maxwell Gara**
Date: Wed, Apr 24, 2024 at 9:40 PM
Subject: RE: Item 5-3. Kains & Adams Bikeway Pilot Project Evaluation– Support Staff Recommendation and Install Median Diverters Along Bikeway
To: <TC@albanyca.org><TC@albanyca.org>

City of Albany Transportation Commission
c/o Justin Fried

1000 San Pablo Avenue
Albany, CA 94706

April 25, 2025

RE: Item 5-3. Kains & Adams Bikeway Pilot Project Evaluation– Support Staff Recommendation and Install Median Diverters Along Bikeway

Dear Members of the Albany Transportation Commission:

I am writing to express my **strong support** for the Kains & Adams Bikeway Pilot Project, and request the City improve the bikeways as proposed in the Staff Recommendation of the April 25 Staff Memo: *Kains and Adams Bikeway Pilot Project Evaluation*. The City should also make various safety upgrades, including installing multiple median barriers at key intersections, to ensure the project achieves its goal of creating a safer, lower-stress, north-south bicycle facility along the San Pablo Avenue corridor.

The Kains & Adams bikeways have been an invaluable resource to our family for accessing many different parts of Albany. My family is a one car household and depend on routes such as these to safely move around the area. We use the Kains bikeway nearly every day, whether it's to go grocery shopping at the El Cerrito Plaza, grab ice cream at Dewies, or take our daughter to and from preschool in West Berkeley. Over the past year following the bikeways' installation, we have seen more and more cyclists, especially families, use the bikeway. We are excited for its growing popularity among bicyclists, as demonstrated in the data presented in the staff report, and hope this momentum continues.

Despite the improvements made to these routes through the pilot, additional safety improvements should be made to ensure greater numbers of bicycle riders of varying ability can comfortably use the bikeways. The biggest challenges we've faced on these roads have been associated with vehicle speed, volume, and unsafe passing distances. During commute hours, car traffic can be heavy, with drivers more likely to aggressively honk their horns, tailgate, and pass bicyclists with a punishingly little buffer. When bicycling in the counterflow direction, oncoming cars often do not slow down or move out of the bicyclist's path, continuing directly down the middle of the road. Further, crossing the intersections can be stressful as many cars are traveling at high rates of speed coming off of San Pablo Ave, or rushing to get on this main arterial. These experiences occur on a near daily basis, and can be unnerving, even for the experienced cyclist.

To ensure these projects achieve their goal of creating a safer, lower-stress, north-south bicycle facilities along the San Pablo Avenue corridor, please enact the following changes, many of which are aligned with the 2019 Albany Active Transportation Plan:

- Add vehicle median diverters at key intersection locations that prevent continuous car travel along the bikeway but allow bicyclists to pass through. The staff memo includes the comment regarding the impact of vehicle volume following the implementation of the project: "Southbound Kains traffic showed a more-sizable change on the 800 block from 24-hour video counts"(pg. 4). While additional analysis and data collection is needed, this increase in car volume is concerning and counter to the goals of the bikeway. As a household located on the block of 600 Kains, and whose members use a car regularly, reducing car volumes would be a welcomed safety improvement and more than outweigh the inconvenience of restricted motor vehicle movement.
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- Replace two-way stops at Garfield and Portland Avenues with two way stops on the cross streets.
- At the Kains Avenue/Marin Avenue Intersection, install a rectangular rapid flashing beacon to alert motor vehicles to pedestrians and bicyclists crossing.
- To slow vehicle speeds add speed bumps along the entirety of the bikeways.

This pilot has been a great opportunity to evaluate and learn what has worked and what needs improvement. While the current configurations of the bikeways are a strong step in the right direction, more needs to be done to make them safer and more accessible to bike riders across the skill spectrum. Once our daughter can start cycling on her own, we want to be confident that the streets she rides on are safe and accessible for her, and other kids like her.

Sincerely,

Max Gara

Justin Fried

From: Kristina Osborn
Sent: Thursday, April 25, 2024 1:14 AM
To: TRANSPORTATION COMMISSION
Subject: 5-3. Kains & Adams Bikeway Pilot Project Evaluation

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Dear Albany Transportation Commission,

This pilot program has been riddled with problems since its beginning. It was poorly designed, not well thought out and inadequately implemented making it dangerous to both drivers and bicyclists. It has been in place for 15 months and none of the original issues have been addressed. I attended your October 2023 meeting and expressed my concerns that simply taking down the "one-way" signs and hoping that drivers understand that this means the road is now two-way was preposterous. I expressed these concerns noting that, even though the project was implemented in Feb 2023, after 9 months there were still signs installed at only four intersections indicating two-way traffic. Additionally, the current two-way signs, simply two black arrows pointing in opposite directions, are confusing because many drivers, bicyclists and pedestrians believe that this only applies to bicycles. At least once a week I am yelled at by drivers and/or bicyclists telling me that I am going the wrong way when I travel south from my home on the 800 block of Adams Street. They are convinced that the two-way signs only apply to bicyclists. I raised this issue twice with the City Council and also at the October Commission meeting and it is still a major concern. Several times I have requested that the words "motor vehicles and bicycles" be added to the two-way arrow sign to ensure clarity.

At October 2023 meeting the Commission recommended that the pilot program continue through May 2024 so that there was more time to develop enhanced signage and pavement markings, consider alternatives and review additional data. It has been six months since that meeting and, to date, the existing signage has not been enhanced and no additional signs have been installed.

In addition to the lack of adequate signage, people still park their cars facing north on both sides of Adams and facing south on both sides of Kains. This is not only illegal, it causes confusion because it clearly looks like it is a one-way street and can be unsafe when parked cars pull out into the traffic lane.

Your survey was frustrating because it is clearly biased. The questions focused mainly on pedestrian and bicycle traffic. There were very few questions that addressed the problems that drivers are experiencing.

That being said, I fully support the need to provide bicyclists safe travel on Albany streets. It is equally important to provide clear and safe conditions for motorists. It is without question that our emergency responders be provided clear

and easy access to all residences and businesses. If we must continue with this pilot program, then I support Option 4 – Chicago Contraflow. From the description that staff has drawn out, this option makes the most sense because it provides safety for both bicyclists and motorists. It appears to be less confusing and also provides ease of access for our emergency responders. But this will be another change that will cause confusion. It will be essential that ALL of the signage be clear and adequately placed at each intersection at the time that the option is implemented. There should not be a 15-month delay in providing the public with information on the changes and installing proper signage.

Sincerely,

Kristina Osborn

Adams Street

Justin Fried

From:
Sent: Thursday, April 25, 2024 7:44 AM
To: TRANSPORTATION COMMISSION
Subject: Comments on Transportation Commission Meeting Item 5.3

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Commissioners,

I have several comments regarding Item 5.3, Kains and Adams Bikeway Pilot Project Evaluation.

Bicycle Count Data

The Council in approving the pilot project described the collection of bicycle count data to assess the success of the pilot. City staff provided some data at the October 26, 2023, meeting of the Transportation Commission. These data showed decreases in bicycle traffic on most of Adams, especially in the newly permitted South-bound direction. The data showed an increase in bicycle counts on San Pablo Ave. This latter finding suggests that there was overall increase in bicycle ridership and that the Kains/Adams data need to be normalized for this increase. A competent analysis of these data shows that the goal of providing a low-stress alternative to San Pablo Ave. was not met. This is hardly a surprise in the case of Adams St., which is literally a five-block bikeway to nowhere.

Ever optimistic, the commission asked for a do-over of the bicycle counts. The current staff report includes some new data. These data don't include the direction of travel and show an additional increase in bicycle trips on San Pablo Avenue. Otherwise, the new data seem similar to the original data.

The Council in approving the pilot, asked for the collection of data and an evaluation of appropriate metrics to determine the success of the pilot. It seems clear that based on all the data collected, the pilot project can be considered to be a failure; certainly, on Adams St. Again, the modifications to traffic flow resulted in decreases in bicycle travel on Adams and an increase in bike travel on San Pablo Avenue. Obviously, the goal of the project to provide a lower-volume alternative to bike travel on San Pablo Ave. was not achieved. The data also show that there is 10 to 20 times more motor vehicle traffic than bicycle traffic on the two streets. Accordingly, on Kains and Adams, car travel should be given the priority.

Option of restoring the pre-pilot project conditions

The staff report describes several options for "moving forward from the pilot phase". The wording here certainly suggests that the pilot will be ended. The report does not include the option of simply restoring the pre-pilot project conditions. This would be a perfectly reasonable response to a failed project and the bicycle count data show that the pilot was a failure. I think that many residents on Kains and Adams reasonably expected this as a possible outcome. Again, this option was not included in the report suggesting that it has quietly been taken off the table.

Survey of Kains/Adams Residents

The staff report under the Background section refers to the need for “targeted public engagement” before approving any bikeway proposals on Kains and Adams. The reference to targeted public engagement is vague and apparently was not well understood by staff. The terminology is most probably taken from the 2012 ATP, which included the directive from the City Council for staff to conduct “additional public outreach targeted at residents on Kains/Adams”. The current staff report describes the collection of data “through various communication channels; via email, phone, public comment at the Transportation Commission, and the recently disseminated feedback survey.” Staff’s real goal here as stated in the staff report was to obtain feedback from “a wide cross-section of the community.” This approach certainly cannot be described as “targeted public engagement.” It is clear here that city staff made no attempt to engage with or assess the opinion of residents on Kains and Adams (FN#1).

Options described in the staff report

Option 1 is impossible, Option 2 would make parking worse, and Option 5 would significantly reduce the parking supply.

Option 4, which was recommended by staff, describes a return to one-way vehicle traffic with the addition of a bike lane. While this option may seem to address the legal parking issue, it doesn’t address the safety issues for bicyclists associated with contraflow parking. In fact, it makes things worse. By encouraging or requiring the bicyclist to ride in a narrow 5’ lane immediately adjacent to parked cars facing the bicyclist, you certainly increase the likelihood of a collision. The 2017 report by Parisi Transportation Consultants rejected the contra flow bike lane concept (Concept 2), finding that it was too dangerous given the narrow streets, the many intersecting driveways, and inability of the driver to see the oncoming bicyclist when pulling out of the parking space. If it was too dangerous in 2017, it’s too dangerous now.

Option 3, Original Configuration/Two-way Combination, is certainly interesting. It would provide two-way traffic on just two blocks of Adams and one block on Kains. It appears to address all of the safety and parking issues. I am not sure how the residents on the two blocks of Adams and one block of Kains would feel about this proposal. As noted above, the City has made no effort to reach out to the local residents and the survey monkey survey doesn’t even address the conditions proposed under Option #3. The option certainly seems to have some merit.

An “Option 6”, which doesn’t exist, would as noted above be to return to the pre-pilot conditions; one-way traffic without any bike lanes. This is the “option” that I would recommend.

Clay Larson

FN#1 – The staff report states rather awkwardly that “Staff included a survey in the Commission meeting notice on this item sent to residents along Kains and Adams.” I never received a notice (postcard), but other Adams St. residents did. The postcard apparently included a QR code hyperlink to the on-line survey. The on-line survey included some demographic questions: age, gender, and zip code. The specific zip code choices singled out most of Albany, the Berkeley hills, West Berkeley, and South Richmond. Interestingly, El Cerrito was not specifically included. Most importantly, there was clearly no attempt to specifically survey residents living on Kains and Adams.

Justin Fried

From: Bryan Marten
Sent: Thursday, April 25, 2024 10:37 AM
To: TRANSPORTATION COMMISSION
Subject: public comment for item 5-3 Adams/Kains

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I am writing to express my support for the staff recommendations #1 and #2 and for Chicago Contraflow if the current pilot design cannot be maintained.

In Berkeley the Adams/Kains current design has been successfully implemented without any reported injury incidents for decades so if the city of Albany is able to deal with the parking direction the same way Berkeley does, then I think we can have a successful continuation of the current design.

If, however, the city is unable to follow Berkeley's successful model then I support the staff recommendation to switch to Chicago Contraflow, option #4.

I think I speak for all residents of Adams St when I say we need the city to implement new infrastructure like bike boulevards so that people can get around in fewer or no cars now that parking is not required in new construction around town including along San Pablo Ave where developers can today build by right 9-12 stories with no parking. The bowling alley project alone was approved by the city to have 30 fewer parking spaces than new homes and it is half a block from my house. I think we all also want to see electric scooters and such off the sidewalks and know the best way to do that is to implement new infrastructure for bikes and scooters like what we have before us.

If the existing pilot is kept basically as-is, it needs substantially better signage so that everyone knows on every block that traffic is 2-way internally so that we can avoid the confusion amongst residents, visitors and even police officers and dispatchers who have told people in cars that they are driving in an illegal direction when they travel in the new, allowed direction.

Because the signage has been inadequate throughout the entire pilot and the navigation apps still send bikes *around* Adams and Kains in the new direction and only send cars in the old direction, I feel this has not fully shown what new bike infrastructure can do.

By making whatever comes next permanent (not a pilot) the city will hopefully address the needs for new signage and will speed up the Apples and Googles of the world to make changes to their navigation systems.

As for emergency response, one house on my block, after the pilot had started, praised on social media the response time of an ambulance that had been called. I am not concerned about response time but I am concerned about the speed cars drive up Adams and Kains when they know there will be little friction on 1way streets. Because of this, I encourage the city to look further into adding diverters at intersections to the Chicago Contraflow model, diverters that would eliminate multi-block through

traffic. This would create a more hospitable biking road while only providing a minor inconvenience to residents on Adams & Kains.

As for the biking numbers on Adams, the numbers would be up if the city worked to put a bridge across the creek to the north end of Adams. It would also be higher if the city took its own property at the south end of Adams (police, fire, city hall) and built a cycle track with the sidewalk to connect to the one down at Sprouts.

A few thoughts on why I do not like the other options:

3. Original Configuration / Two-way Combination: Too far away from SPA and does not align with biking infrastructure north or south. And if my 600 block and the 700 block of Adams St were to become 2-way for all traffic then I would definitely want to see diverters at Castro to deter spillover traffic from SPA.

5. Back-in Contraflow. This is not practical. It would take up many parking spaces and would cause large vehicles like the plumbing truck that parks on our block and other pickup trucks to stick out too far. I would note that your diagram shows back-in angle parking spaces in front of every driveway but in reality they would need to stop well before the driveway so their angled cars would not block the driveway.

Bryan Marten
Albany resident, 600 block of Adams St

Justin Fried

From: Bryan Marten
Sent: Thursday, April 25, 2024 10:58 AM
To: TRANSPORTATION COMMISSION
Subject: Re: public comment for item 5-3 Adams/Kains

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To clarify, when I said "I am writing to express my support for the staff recommendations #1 and #2" I meant these 2 recommendations:

STAFF RECOMMENDATION

That the Commission recommend that City Council:

1. Direct staff to prepare designs for a revised layout that includes: 1-way motor vehicle traffic, a contraflow bicycle lane, parallel parking, wayfinding signage, and additional intersection treatments to facilitate safer crossings; and
2. Authorize the City Manager to submit a grant application for the Kains & Adams Bikeway to the Caltrans Active Transportation Program and enter into a funding agreement with Caltrans upon award of grant.

When I referred to design options I was referring to these:

1. Existing Pilot: Continue current street configuration, pursue legislation to allow left- wheel to curb parking.
2. Two-way Through Traffic with Forced Right Turns: Continue the current street configuration, remove motor vehicle ingress restrictions, add forced right turns at egress.
3. Original Configuration / Two-way Combination: Return to one-way travel lane for both motor vehicles and bicycles where parallel routes on Stannage and Jackson are available, and convert to two-way streets on Adams north of Washington and Kains north of Garfield.
4. Chicago Contraflow: Return to one-way vehicle traffic, maintain existing parking configuration, convert bicycle facility to a shared travel lane in one direction and a contraflow bicycle lane in the other.
5. Back-in Contraflow: Return to one-way motor vehicle traffic, shift parking configuration to back-in angled parking on one side of the street, convert bicycle facility to a shared travel lane in one direction and a contraflow bicycle lane in the other.

Bryan Marten

On Thu, Apr 25, 2024 at 10:36 AM Bryan Marten <> wrote:

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reality they would need to stop well before the driveway so their angled cars would not block the driveway.

Bryan Marten

Albany resident, 600 block of Adams St

Justin Fried

From: Amy Smolens - Sonic
Sent: Thursday, April 25, 2024 11:57 AM
To: TRANSPORTATION COMMISSION
Subject: Public Comment for 4/25/24 Transportation Commission Item 5-3. Kains & Adams Bikeway Pilot Project Evaluation

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To the members of the Transportation Commission

I have lived on the 900 block of Kains Ave for more than 30 years. Being self-employed, I spend many days at home and in my front yard. I walk, bike and drive on Kains at all times of the day and night, multiple times a day. After more than a year, it's clear that the Kains Avenue bikeway, one of Albany's first and only two Bicycle Boulevards, is working well for users. I observe constant bike traffic on the in both directions. What is very noticeable is that the people on bikes run the gamut of ages and abilities: kids biking to baseball practice or school, parents in cargo bikes toting children or groceries, seniors riding to the YMCA - and everyone in between.

The only real conflict is when residents, who KNOW the circulation rules, exit their blocks by car in the contraflow direction. We get yelled at and chastised by entering motorists who are not aware of the two-way internal traffic. Two of the entering blocks have a double arrow sign



, but drivers seem to think that's only for bicyclists. A simple clarification of signage, by adding the words "ALL VEHICLES", would make clear to visitors what residents know is legal. We requested this months ago, but it has not been implemented. That clear signage at each block entrance would help erase the only source of conflict. Keep in mind that some mapping apps still do not yet reflect the proper circulation patterns for either bicycle or motor vehicle traffic.

Time, proper signage and accurate mapping apps will lead to more bike traffic and more two-way car traffic, the latter creating visual friction to slow speeding cars down (speeding is a byproduct of one-way streets.)

If emergency vehicle access is referred to, please remember that nearby parallel streets are identical widths and have two-way traffic, so that's irrelevant.

Contraflow parking has been a complete non-issue. If anything, it's safer for bicyclists - drivers are facing oncoming cyclists and open their doors toward the sidewalk, reducing the chance of dooring. One of your longtime Transportation Commissioners worked with the City of Berkeley and stated that in the almost 40 years of similar configurations on Bicycle Boulevards in Berkeley he recalls no accidents or incidents due to contraflow parking. So concerns about contraflow parking are much ado about nothing.

To make these bikeways even safer for users of all ages and abilities, enhancements are crucial: red curbing/daylighting intersections, in compliance with California AB 413, will improve visibility of and for all users (children on bikes are fully blocked by parked cars, esp SUVs so popular in the neighborhood, so drivers cannot see them approaching) . Stop signs on cross streets, speed bumps and neighborhood traffic circles all would slow traffic and enhance safety.

Albany's first bicycle boulevards were 10+ years in the planning and making, but Berkeley's almost 40 years of such bikeways have acted as a true pilot. They are necessary components of a safe city in which to cycle, giving people a low-stress, safe cycling option.

The Transportation Commission is the City of Albany's designated Active Transportation Advisory Committee. Please don't forget your important role and responsibilities to protect Albany's most vulnerable users and create safer infrastructure for all ages and abilities. Please keep and enhance the Kains and Adams bikeways so Albany has low-stress north-south corridors paralleling San Pablo Avenue.

Thank you for your consideration.
Amy Smolens

From:
To: [TRANSPORTATION COMMISSION](#)
Subject: Item 5-3. Kains & Adams Bikeway Pilot Project Evaluation– Support Staff Recommendation and Install Median Diverters Along Bikeway
Date: Thursday, April 25, 2024 4:40:01 PM

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I am writing to express my **strong support** for the Kains & Adams Bikeway Pilot Project I like the Staff recommendations. My family uses Kains avenue to Bike our daughters to daycare every day.

Thank you for your time.

Make a great day,
Max Klein