A. INTRODUCTION

The purpose of this chapter is to provide the context for the chapters that follow. While the eight elements of the General Plan (Chapters 3-10) each focus on a specific topic, the Framework chapter looks at all topics together and provides a profile of Albany today.

The chapter begins with a discussion of the city’s location and relationship to the region around it. A brief history of Albany is provided, providing perspective for its future plans. The chapter then presents a profile of the city’s demographics, housing stock, and economy, followed by projections for the Year 2035. These forecasts provide the basis for the General Plan Environmental Impact Report (EIR) analysis and policies in the Plan itself. The final section of this chapter identifies ten guiding principles that underpin the General Plan.

B. REGIONAL SETTING

Albany is located on the east shore of San Francisco Bay approximately 12 miles northeast of San Francisco and six miles north of Downtown Oakland. It is the northernmost city in Alameda County. The city abuts the Contra Costa County cities of Richmond on the northwest and El Cerrito on the north, the unincorporated community of Kensington on the northeast, and the Alameda County city of Berkeley on the east and south. The western side of Albany faces San Francisco Bay. The city’s location is shown in Figure 2-1.

Albany is physically defined by Codornices Creek on the south and Cerrito Creek on the north. However, the adjacent areas are heavily urbanized and the city boundaries are subtle. Land uses, building types, and densities are similar to those in the adjacent cities. The immediate landscape is distinguished primarily by Albany Hill, which rises to approximately 330 feet in the western part of the city. The other distinguishing landscape feature is the Albany shoreline, which includes a landfilled peninsula extending more than one-half mile west into the Bay.
Chapter 2: FRAMEWORK

FIGURE 2-1
Albany Location Map
Albany’s incorporated area is 5.5 square miles. However, 67 percent (3.7 square miles) of this total is water and just 1.8 square miles is land. This makes Albany the third smallest in land area among the 33 cities in Alameda and Contra Costa Counties, with only Emeryville (1.25 square miles) and Piedmont (1.7 square miles) covering smaller areas. Albany’s population density is much higher than these cities, with almost 10,400 persons per square mile. Among the 101 cities of the San Francisco Bay Area, only five cities (Berkeley, Daly City, San Pablo, East Palo Alto, and San Francisco) have higher population densities.

The San Francisco-Oakland-San Jose region, in which Albany is located, is the fourth largest metropolitan area in the United States. It is comprised of nine counties with a total population of over 7.4 million people. More than one-third of this population resides in the East Bay area of Alameda and Contra Costa Counties. In 2015, the East Bay was home to 2.6 million residents, over one million housing units, and 1.2 million jobs.

Albany is connected to the region by Interstate 80, which runs north-south through the city with an interchange at Buchanan Street. A second interchange provides access to Interstate 580, which connects the East Bay to Marin County. San Pablo Avenue runs north-south through the city and Solano Avenue runs east-west, continuing into Berkeley. The City is bisected by the Union Pacific Railroad and the Bay Area Rapid Transit (BART) Richmond line. Although Albany does not have a BART station, the city is one-quarter mile from the El Cerrito Plaza station and just over one-half mile from the North Berkeley station. AC Transit buses connect the city to San Francisco, Oakland, and other destinations throughout the East Bay.

The city is characterized by well-maintained bungalows and apartments, attractive commercial districts, and scenic vistas of the hills and Bay. Its combination of location, access, safety, great schools, and other amenities make Albany one of the most livable communities in the Bay Area. In 2014, Albany had the third highest Walk Score among Bay Area cities, the fifth highest ranked school district in the Bay Area, and the second highest percentage of residents with a graduate degree or higher in the East Bay.
C. HISTORY

Pre-Incorporation

When Spanish explorers and Missionaries arrived in San Francisco Bay in the late 18th Century, the area was inhabited by Native Americans, including the Ohlone people. The Ohlone subsisted on hunting, fishing, and gathering and often lived in settlements along local creeks, including Cerrito Creek. The Native American population was largely displaced or succumbed to disease during the first century of European settlement. Several shell mounds, the remnants of ancient Ohlone burial grounds, remain in the area today.

European settlement of the Albany area followed the period of Spanish land grants between 1820 and California statehood in 1850. In 1820, the last Spanish governor of California granted 44,800 acres to Luis Maria Peralta, a sergeant in the Spanish army. The property, which was known as Rancho San Antonio, extended from Cerrito Creek in the north to San Leandro Creek in the south.

In 1842, Peralta divided his land among his four sons. Albany and Berkeley were deeded to Jose Domingo Peralta. The Peralta homestead was located in Berkeley, just across Codornices Creek from what is now the St. Mary’s High School campus in Albany.

In 1849, the California Gold Rush brought an influx of new settlers to the shores of San Francisco Bay. The Peraltas began to lose control of their land as squatters settled on the Rancho. Between 1852 and 1854, Domingo Peralta sold a portion of his land, including present-day Albany, to J.J. Fleming. Fleming raised livestock on the property.

By the late 1870s, the manufacturing of gold mining explosives had begun on Albany Hill, which was then known as Cerrito Hill. The Judson and Shepherd Chemical Works were established along the shoreline in the area now occupied by Golden Gate Fields.
Following a series of disastrous explosions, Judson Powder relocated to the north side of Albany Hill. In 1905, a violent blast destroyed the factory again, resulting in its permanent closure.

After the 1906 earthquake, thousands of displaced San Franciscans migrated to the East Bay. Albany’s landscape was still mostly open grassland, with a salt marsh along the water and creeks meandering from the hills to the marsh. Families purchased property near San Pablo Avenue, which was an unpaved road at the time. The community became known as Ocean View. Larger subdivision tracts were being created in the vicinity. For example, prominent developer John Spring established the Regents Park tract in 1906 and began selling lots for just a few hundred dollars each.

Albany’s First Generation: 1908-1939

Ocean View residents voted to incorporate in 1908, largely as a strategy to stop Berkeley residents from dumping their garbage in the community.¹ A temporary school was established in a refurbished barn near what is now the corner of San Pablo and Brighton Avenues. The barn was also the site of the first City Council meetings. The first official public building constructed was Cornell School, located on the same site at Solano and Talbot Avenues occupied by modern-day Cornell School. A firehouse was constructed nearby on Cornell Avenue.

The town changed its name to “Albany” in 1909 to avoid confusion with other nearby communities named Ocean View. Albany, New York was the birthplace of Frank Roberts, who was Mayor at the time. A City Hall was built in 1915 on Solano Avenue between Adams Street and San Pablo Avenue, and a new firehouse was built at Washington and San Pablo. The Police Department eventually located next door to the firehouse on San Pablo Avenue. A second school was built in 1917 at the corner of Marin and Santa Fe Avenues—the site of today’s Marin School.

Sidewalks were installed on San Pablo Avenue in 1910 and streetcar tracks were laid on both San Pablo and Solano Avenues. A trip to San Francisco on the streetcar and ferry cost 20 cents and took about 45 minutes.

Development of the city continued at a rapid pace through the 1910s and 20s. More than 1,600 single family homes were built during the 1920s, establishing the basic form and character of Albany’s neighborhoods. Beginning in the late 1920s and continuing through the 1930s and early 1940s, most new single family housing in the city was built by Charles M. MacGregor, a local builder and developer. During the Great Depression, two and three bedroom “MacGregors” could be purchased for $500 down and monthly payments of $45, for a total purchase price of $4,000 to $5,000.²

² Ibid

“The modern bungalow strongly appeals to the person of moderate means and is fast becoming the favorite home for our residents on the East Bay Shore”

Excerpt from a promotional brochure for Albany, circa 1920

Chapter 2: Framework

A large number of commercial buildings were also added during this time, principally along San Pablo and Solano Avenues. A number of automobile dealerships opened along San Pablo Avenue during the 1930s. San Pablo Avenue was part of the Lincoln Highway, which stretched from New York City to San Francisco. Other familiar commercial buildings, including the Albany Theater, were established on Solano Avenue during the 1930s.

Civic structures were added as the city grew, although these buildings proved to be less durable than the City’s residential structures. For example, a hospital was built on Marin Avenue near Evelyn Street in the late 1920s. It was razed in the early 1990s, and replaced by the Albany Community Center and Library. Albany High School, first completed in 1934, was deemed seismically unsound and replaced in 1997. The 1908 Cornell School was demolished in 1946-47 and replaced by a new school on the same site.

World War II and Beyond

Albany saw significant change during World War II (1939-1945). The City’s proximity to the Kaiser Shipyards brought an influx of residents and a need for wartime housing and defense-related land uses.

Just before the War, Fleming Point was graded to create a level building site for Golden Gate Fields. The racetrack opened in 1940, closed in 1941, and then reopened in 1947. During the War years, the site was used by the Army and Navy for naval landing craft repair and storage. The Western Regional Research Center opened its Albany (USDA) facility on a portion of the Gill Tract in 1940. Most of the rest of the Gill Tract had been acquired by the University of California some years earlier.

During the War, Codornices Village was built on the site to provide housing for servicemen and shipyard workers. A railroad was built to carry employees to the shipyards, and an elementary school was added in 1944. A decade after the War’s end, the site was converted to student family housing for the University.

By 1930, most of Albany’s street pattern had been established. In the decade that followed, the city was extended west to accommodate the Eastshore Highway and Golden Gate Fields.
By the 1950s, Albany began to look for new growth frontiers. A proposal was made to remove the top 200 feet off Albany Hill and build a luxurious development of 300 homes. The proposal faced local opposition and was not pursued. A subsequent proposal was made for 2,500 apartment units on the west side of the hill. This project was scaled down dramatically and was ultimately replaced by the Gateview condo towers in the early 1970s and the Bridgewater and Bayside Commons condos in the 1980s. Citizen-led campaigns led to the acquisition of much of the remaining undeveloped land on Albany Hill as parkland.

The shoreline was further modified through the creation of the Albany Neck and Bulb peninsula, and the use of the Bulb area as a landfill. As on Albany Hill, large scale development proposals were made for the shoreline, including various schemes to create islands, bridges, hotels, shopping areas, and housing. Such proposals continued to be considered through the 1970s and 1980s, ultimately leading to public acquisition of much of the land and a voter initiative which requires citizen approval for any future changes of use in the area.

D. CITY PROFILE

Population, housing, and economic data has informed and shaped the policies of this General Plan. This is particularly true in the Housing Element, which includes a detailed assessment of Albany’s demographics. Socio-economic data is also used to evaluate development trends, transportation and public service needs, and the demand for different land uses in the city. It establishes the context for future plans and programs.

Population

The 2010 Census reported that Albany’s population was 18,539. As illustrated in Chart 2-1, the city’s population grew very rapidly between 1910 and 1950 and then declined during the 1950s and 60s. Since 1970, Albany has seen modest growth, with the greatest increase occurring between 2000 and 2010. Some of that growth is attributable to the reconstruction of University Village student family housing between 1999 and 2008 and some is due to an increase in average household size.

The median age in Albany has been increasing over the last 20 years. It was 36.3 in 2000 and 37.0 in 2010. The fastest growing age cohort in the city consists of “baby boomers” (persons born between 1946 and 1964). The number of Albany residents between 55 and 64 increased by 88 percent during 2000-2010 alone, growing from 1,204 in 2000 to 2,265 in 2010. The number of persons over 65 has remained stable, but it is expected to nearly double in the next 20 years based on projections from the Association of Bay Area Governments.

Albany has become more diverse in the past two decades. The 2010 Census indicated the City was 55 percent White, 31 percent Asian, 7 percent multi-racial, 4 percent African-American, and 3 percent Other. About 10 percent of Albany’s residents were Hispanic. The percentage of Asian residents increased from 19 percent of the City’s population in 1990 to 31 percent in 2010. In 2010, nearly 40 percent of Albany’s residents spoke a language other than English at home.
In 2010, there were 7,401 households in Albany, with an average of 2.49 persons per household. The number of persons per household has been rising, in part due to an increase in the number of children and multi-generational families. Approximately 58 percent of the City’s households consisted of married couples. Of this number, half had children under 18 living at home and half did not. Another 9 percent of the City’s households consisted of single parents with children. Over one-quarter of the City’s households (1,862) consist of people living alone.

Approximately half of Albany’s residents are homeowners and half are renters. Historically, this balance has helped the city retain its economic diversity and provide housing for persons of many backgrounds. Of the city’s 3,811 renter households, 1,025 live in single family homes and 2,786 live in apartments. By contrast, only 418 of the City’s owner households live in apartments (e.g., condominiums), with the majority residing in single family detached homes and townhomes.

### Housing

Albany is a mature city, with more than half of its housing stock built before 1950. Whereas most of the units built between 1900 and 1950 were single family detached bungalows, most units built after 1950 have been apartments and condominiums. This includes the reconstructed University Village family housing complex, which constitutes 15 percent of the city’s housing stock. It also includes large mid-rise and high-rise complexes along Pierce Street (Gateview, Bridgewater, and Bayside Commons), which constitute another 11 percent of the city’s units.

Chart 2-2 indicates the percentage of housing units by structure type in Albany. About 52 percent of the city’s housing units are single family detached homes. Homes in Albany tend to be smaller than homes elsewhere in Alameda County. About 68 percent of the city’s housing units contain two bedrooms or fewer, and less than 10 percent contain four bedrooms or more.
Home values in Albany have trended upward since 2010. There was a particularly rapid increase during 2012 and 2013, followed by a leveling out in 2014 and 2015. Zillow.com reported the median home value in Albany was $533,000 in January 2012 and $731,000 in January 2015, an increase of 37 percent in just three years. Median rent rose even faster, increasing from $1,900 for a two bedroom unit in March 2013 to $2,600 in March 2015. Despite high rents, vacancy rates remain low.

Local Economy

Albany is home to several major employers and many small retail and service businesses. The largest employers include the Albany Unified School District, Target, the USDA Western Regional Research Center, and Golden Gate Fields racetrack. The San Pablo and Solano Avenue corridors include restaurants, car dealerships, automotive service businesses, general merchandise stores, appliance stores, and other retailers. These areas also include banks and financial service companies, medical offices, dental offices, legal services, personal services, and other locally-oriented office buildings and storefront offices. The auto-oriented uses tend to be located along San Pablo Avenue, while Solano Avenue includes smaller buildings in a pedestrian-oriented shopping environment.

Another cluster of commercial uses exists along the Eastshore Highway south of Buchanan Street, including the Target department store, an auto dealership, and several construction suppliers. The city has a relatively small number of industrial uses, generally located along Cleveland Avenue west of Interstate 80.

According to the most recent estimates from the Association of Bay Area Governments (ABAG), Albany has approximately 5,070 jobs. This equates to a ratio of 0.69 jobs for every household in the city compared to a regional average of about 1.30. The data suggests that Albany is a housing “reservoir” for surrounding communities. Nearby cities, such as Berkeley and Emeryville, have more jobs than households, and rely on Albany to some extent to meet their housing needs.
Chapter 2: FRAMEWORK

Approximately 67 percent of the City's residents age 16 and over (roughly 9,800 residents) are considered to be in the labor force, and 9,500 residents are employed. In March 2015, the State Employment Development Department indicated that Albany had a 3.1 percent unemployment rate. This was the second lowest rate in Alameda County, which had a 4.8 percent unemployment rate. Only about 15 percent of Albany’s employed residents work within Albany — 47 percent commute to another city in Alameda County and 37 percent commute to another county.

The median household income in Albany is estimated at $72,479, which is lower than the regional median of $92,300. Approximately 18 percent of Albany’s households earn less than $25,000 a year, and another 17 percent earn between $25,000 and $50,000 a year. About 36 percent of the City’s households have incomes exceeding $100,000 a year. According to the American Community Survey, almost one-third of the City’s homeowners and almost 48 percent of its renters spend more than 35 percent of their incomes on housing.

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1 California Employment Development Department. March, 2015
E. FORECASTS

Population and employment forecasts for Albany are developed by the Association of Bay Area Governments (ABAG). The forecasts are used by public agencies for transportation planning, air quality analysis, housing plans, and other long-range planning activities. At the time of General Plan adoption, the latest forecast was ABAG Projections 2013 (also called the Plan Bay Area forecast). These forecasts account for state legislation calling for more concentrated, transit-oriented development in California’s metropolitan areas as a way to reduce greenhouse gases.

The most recent ABAG forecasts show Albany growing at a substantially faster rate in the next 20 years than it did in the last 20 years. Projections 2013 indicates a projected increase of 890 households, 2,700 residents, and 850 jobs between 2015 and 2035. By contrast the City gained just 209 households between 1990 and 2010, and fewer than 400 jobs.

For the purposes of this General Plan, a slightly lower forecast is used for households and population than the ABAG forecasts, with 775 additional households and 1,770 additional residents. The City’s household forecast is about 13 percent lower than the regional forecast. This reflects what the City believes is a more realistic estimate based on market trends, Albany’s limited land supply, and the characteristics of potential development sites. Even a 775 household increase would represent a growth rate that is more than three times the rate of the last 25 years.

For employment, the City’s forecast is essentially the same as the ABAG forecast. The addition of slightly more jobs than households would move the city closer to the regional jobs/housing ratio and provide more opportunities for Albany residents to live and work in their community. The City envisions substantial future employment opportunities in mixed use and commercial development along the San Pablo Avenue corridor and in the commercial-industrial district along the Eastshore Highway and Cleveland Street.

The Albany General Plan forecasts are shown in Table 2-1. The forecasts indicate a 10 percent increase in the number of households and a 17 percent increase in the number of jobs by 2035.

By 2035, Albany is projecting a:
10% increase in the number of households
17% increase in the number of jobs

Table 2-1: General Plan Forecasts for Albany, 2015-2035

<table>
<thead>
<tr>
<th>Year</th>
<th>Households</th>
<th>Population</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>7,410</td>
<td>18,560</td>
<td>5,070</td>
</tr>
<tr>
<td>2035</td>
<td>8,185</td>
<td>20,330</td>
<td>5,920</td>
</tr>
<tr>
<td>20-year increase</td>
<td>775</td>
<td>1,770</td>
<td>850</td>
</tr>
</tbody>
</table>

Source: Barry Miller Consulting, 2015
F. GUIDING PRINCIPLES

The General Plan is supported by the following guiding principles. Some of these principles originated in the 1990-2010 Plan, but they have been updated to reflect current conditions and a contemporary vision for Albany’s future. Each of these principles serves as a “thread” which runs through all elements of the General Plan.

1. Maintain Neighborhood Character

As in the 1990-2010 General Plan, one of the priorities of this Plan is to maintain the positive qualities that define Albany’s neighborhoods. This does not mean that neighborhoods should not change or evolve in the future. Change is a necessary part of a healthy community. Rather, it means that home additions, infill development, second units, and other alterations should be sensitive to their surroundings and contribute positively to the quality of the neighborhood. The City will continue to maintain zoning regulations and design review procedures that help sustain the scale and character of the city’s residential areas. Investment in housing is both desired and encouraged.

2. Strengthen Commercial Corridors

Most of Albany’s future development is expected to occur on its commercial corridors. These include San Pablo Avenue, Solano Avenue, and Eastshore Highway/Cleveland Avenue. Of these three areas, San Pablo Avenue holds the greatest potential. For more than two decades, the City has aspired to “humanize” the Avenue through landscaping, lighting, bicycle and pedestrian enhancements, and incentives for mixed use development. The pace of change on San Pablo Avenue should accelerate in the coming years. On Solano Avenue, the focus is on maintaining the high-quality pedestrian environment and fostering the success of local businesses. On Eastshore/Cleveland, the General Plan envisions new activities which redefine this area as a hub for creative industries and production.

3. Provide Diverse Housing Choices

Albany’s economic diversity is one of its greatest assets. Maintaining this diversity means providing new housing choices for low and very low income households, as well those with moderate incomes and above. It means providing housing for seniors, large families, and persons with disabilities, as well as those without special housing needs. This General Plan includes policies and programs to meet the housing needs of all Albany residents.
4. Improve Mobility

The General Plan envisions a balanced transportation system that facilitates travel for pedestrians, bicycles, and transit users, as well as motor vehicle users. It incorporates the concept of “complete streets,” which emphasizes safe access for travelers of all ages and physical abilities. The Plan supports improved access to BART, more comprehensive bus service, new bike lanes and crosswalks, and regional efforts to improve traffic flow on Interstate 80 without compromising local streets. It also supports strategies to reduce the potential adverse effects of auto traffic and congestion on residential neighborhoods. The Plan also supports changes to the City’s parking standards, recognizing that parking should respond to neighborhood context and housing type and that the existing parking supply can be managed more efficiently.

5. Protect the Natural Environment

Albany’s natural environment has been modified by more than a century of urban development. However, the City still has important natural resources and landscape features, including Albany Hill, five creeks, and the shoreline. The General Plan includes policies to conserve and restore these resources, while planting street trees, promoting land stewardship, and expanding environmental education in the community.

6. Live More Sustainably

The idea of living more sustainability---protecting the earth’s resources through conservation, reduced consumption, and the use of renewable materials--is one of the fundamental principles of the entire Albany General Plan. The General Plan acknowledges climate change and increased greenhouse gas emissions as one of the great planning challenges of the 21st Century. It provides strategies to reduce dependence on limited natural resources such as water and fossil fuels. The Plan identifies policies and programs to conserve water and electricity, promote alternative energy use, encourage greener construction, reduce solid waste disposal, and shift to cleaner fuels. It incorporates key recommendations of the Albany Climate Action Plan, as well as programs to address sea level rise and improve resilience. The General Plan approaches sustainability in a broad context, considering principles of social and economic equity as well as environmental quality.
7. Maintain Public Health and Safety

The Environmental Hazards Element of the General Plan focuses on seismic safety because of the city’s proximity to the Hayward Fault and the high probability of earthquakes in the region. It also recognizes the risks associated with flooding, fire, and landslides, and emphasizes the importance of disaster preparedness and recovery programs. The Plan identifies methods for avoiding or mitigating hazards, and reducing the adverse effects of BART noise and freeway noise on the city. It promotes health and wellness by encouraging an urban landscape that is walkable and safe, with easy access to parks and open spaces.

8. Sustain Outstanding Community Services

Schools, parks, and other community services are an important part of Albany’s quality of life. Many families choose to live in Albany because of its schools. The City is committed to working with the Albany Unified School District and local private schools to sustain the quality of school facilities and ensure a superior learning environment for Albany youth. The City’s parks host year-round sports activities, recreation programs, and special events that contribute to Albany’s sense of community. Maintaining these parks is a top priority.

Creating new parks at Pierce Street and along the waterfront will expand recreational opportunities for Albany residents. The City is also committed to sustaining excellent police and fire protection services, public works services, cultural arts programming, and youth and senior programs.
9. Connect the City to its Waterfront

The Albany waterfront has been the focus of intensive community discussion for over 50 years. From the 1960s through the early 1980s, a committed group of East Bay residents advocated for an end to the practice of landflling and waste disposal along the shoreline. In 1983, the landfill was closed and the debate shifted to potential new uses. Several large-scale development proposals were considered but none came to pass. In 2002, a commitment was made to incorporate the area into the Eastshore State Park. As the park plans move forward, Albany has a unique opportunity to reclaim its identity as a waterfront city and to connect the city and its shoreline.

The future of Golden Gate Fields remains uncertain. As noted in Chapter 1, this General Plan assumes that the racetrack will continue to operate for the foreseeable future. If a new use is considered, an amendment to this Plan will be required and a subsequent planning process will be necessary. The Voices to Vision process conducted by the City from 2009 to 2011 provides a starting point for this process. Pursuant to Measure C, a citywide vote would be required for any change to the current use.

10. Be A Regional Leader

Albany recognizes that its future well-being is tied to the well-being of the Bay Area and California. The City will be a leader and an active partner as the region addresses challenges such as affordable housing, transportation, drought, and climate change. The City will also work collaboratively with the adjacent cities of Berkeley, Richmond, and El Cerrito to solve issues of mutual concern. Albany will lead by example, engaging its residents and business community to promote positive change and innovation. City staff, officials, and representatives will remain engaged in regional, state, and national organizations to strengthen Albany’s reputation as a progressive, forward-thinking community.