CITY OF OAKLAND

AGENDA REPORT

TO:	Edward Reiskin City Administrator	**FROM:**	Ryan Russo Oakland Department of Transportation Director
SUBJECT:	Improvements to Telegraph Avenue from 20th Street to 29th Street (KONO)	**DATE:**	May 13, 2021

City Administrator Approval Date:

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution To Modify Telegraph Avenue From 20th Street To 29th Street With Enhanced Buffered Bike Lanes With Curb Management And Adopt California Environmental Quality Act Findings.

EXECUTIVE SUMMARY

This resolution directs staff to pursue Enhanced Buffered Bike Lanes with Curb Management, including on nights and weekends, along Telegraph Avenue between 20th Street and 29th Street. Bike lanes were first installed on Telegraph Avenue between 20th Street and 29th Street in 2016 (Telegraph Complete Streets Project). Since 2016, staff have assessed the corridor and continued to make interim safety improvements, pursuant to City Council direction in December 2018 and April 2019. In July 2020, City Council directed the City Administrator to engage residents and merchants to co-create street design improvements on Telegraph between 20th Street and 29th Street. The City Administrator's Office convened leaders from the Department of Race and Equity, the Department of Transportation, Walk Oakland Bike Oakland, Bike East Bay, KONO Business Improvement District, and local Northgate Neighborhood Council to engage stakeholders and to develop and evaluate alternatives to improve Telegraph Avenue.

This group assessed five alternatives to modify Telegraph Avenue against ten metrics, prioritizing both perceived and actual safety. Research shows that protected bike lanes are typically safer than buffered bike lanes, especially at mid-block locations where people biking and people driving are physically separated. On segments of Telegraph Avenue with more standard block lengths (~250-300' between intersections), staff recommend protected bike lanes. Protected bike lanes separate roadway users, appeal to people of all ages and all abilities, and reduce fatalities and severe injuries. However, the number and frequency of uncontrolled, often off-set, intersections along Telegraph Avenue between 20th Street and 29th Street[1] may compromise the safety benefits of protected bike lanes. Buffered bike lanes with active curb management can address intersection and driveway visibility concerns, which are especially pronounced on this segment of Telegraph Avenue. A person biking in a buffered bike lane is constantly in view of, and can themselves easily view, adjacent moving vehicles. Bicyclists are not obscured from turning motorists' view by parked vehicles by design. People

[1] Along Telegraph between 20th Street and 29th Street there is an intersection every 185' (not including driveways) compared to the rest of the corridor with intersection frequencies of 270' – 275'.

biking may be more likely to be aware of vehicle movements in advance of driveways and intersections and may be less likely to be struck by those motorists.

In addition to safety considerations, this group assessed how each of the five options performed relative to accessibility, transit operations, corridor utilization, commercial operations, community support, vitality, aesthetics, and special events (First Fridays). Staff determined that the Enhanced Buffered Bike Lanes with Curb Management option best balances these considerations. Staff recommend that the City Council follow the direction of the KONO community and pursue Enhanced Buffered Bike Lanes with Curb Management. Staff will return to City Council prior to constructing the project and award the construction contract.

BACKGROUND / LEGISLATIVE HISTORY

General Plan

Telegraph Avenue is an important corridor for all modes and connects several neighborhood-serving commercial districts. The Land Use and Transportation Element of the Oakland General Plan (LUTE) reinforces the street's prominence:

- The LUTE designates Telegraph Avenue a "Key Corridor" envisioned for pedestrian-focused commercial activity, connecting two Transit-Oriented Districts (19th Street BART and MacArthur BART) and several Neighborhood Activity Centers (e.g., Temescal, Pill Hill).

- *Oakland Walks!*, the City's Pedestrian Plan and component of the LUTE, identifies Telegraph Avenue as a High Injury Corridor. Thirty-six percent of pedestrian injuries and fatalities occur on the 2% of city streets comprising the High Injury Corridors. *Oakland Walks!* names Telegraph Avenue a "walkers paradise," with excellent access to goods and services within walking distance using the WalkScore® index. *Oakland Walks!* was adopted in 2017.

- *Let's Bike Oakland!,* the City's Bicycle Plan and component of the LUTE, recommends protected bike lanes on Telegraph Avenue and prioritizes the corridor for short-term implementation. Telegraph Avenue has long been a priority bike connection, per previous Bicycle Plans of 1999, 2007, and 2019.

Telegraph Complete Streets Plan

In 2013, the City of Oakland received a grant from the Alameda County Transportation Commission to study complete street improvements along Telegraph Avenue to make the street safer for people walking and bicycling along the corridor and more comfortable for all modes of travel.

In 2014, staff considered whether buffered or protected bike lanes were more appropriate on Telegraph Avenue. The September 2014 Draft Final Telegraph Avenue Complete Streets Plan recommended buffered bicycle lanes, given the frequency of uncontrolled intersections along Telegraph Avenue. Based on community feedback, the December 2014 Final Telegraph Avenue Complete Streets Plan recommended protected bicycle lanes between 20th and 29th Streets. This design was selected to separate parking and loading needs from the bicycle travel lane.

Following Oakland City Council direction, in 2015 the City was awarded an Active Transportation Program (ATP) grant in the amount of $4,554,000 to implement the planned bicycle facility with transit and pedestrian improvements.

In early 2016, the City identified an opportunity to implement an interim version of the complete streets project with protected bicycle lanes in coordination with a repaving project. This interim project is sometimes referred to as a "quick-build project" or "pilot project" and allowed the City to study the interim project to better inform design of the final ATP-funded project.

Telegraph Complete Streets Interim Project
The Telegraph Complete Streets Interim Project (20th Street to 29th Street) was one of the first protected bicycle lanes in Oakland and has been incrementally improved based on feedback from community members and direction from City Council. The interim project removed one vehicle travel lane in each direction (commonly called a road diet) and installed bike lanes adjacent to the curb. On-street parking separates the bike lanes and the vehicle travel lanes.

The interim project was implemented using only paint and signage. The paint- and signage-only project was not easily understood, leading to people parking their cars in the bike lane and in the pedestrian safety zones adjacent to crosswalks. This led to unpredictable bicyclist maneuvers and insufficient pedestrian visibility. In addition to parking issues, the bicycle lanes and bus stops were initially shared spaces or "mixing zones," creating discomfort for people bicycling and people operating the bus. As the average speed of bicyclists and buses can be similar, the "mixing zones" caused bicycles and buses to weave around one another at curbside stops, increasing frustration and generating conflicts.

Iterative Improvements to Telegraph Complete Streets Interim Project
In 2017, 2018, and 2020, OakDOT staff implemented a series of improvements designed to better physically and visibly separate the parking lane from the bicycle lane, to discourage driving in the pedestrian areas, and to separate the bus stop areas from bicycle lanes. Specific strategies included:

- Education campaign with windshield postcards and posters along the corridor to educate drivers about proper parking locations (2017)
- The installation of soft-hit posts in the pedestrian safety areas to reinforce the beige painted pedestrian zones and improve sight lines and pedestrian visibility (2017)
- The installation of soft-hit posts to provide physical separation between the bike lane and the parking lane (2017)
- The addition of traffic-grade planters to further demarcate the painted pedestrian zones (2018)
- The installation of modular bus boarding islands to prevent weaving between buses and bicyclists (2018)
- The installation of larger, plastic bollards, sometimes referred to as K-71s, in both the pedestrian safety zones and in the painted separation between the bike lane and parking spaces (2020)

Each of these iterative interventions proved insufficient to eliminate parking in the protected bicycle lanes leading to safety concerns, and many of the strategies proved challenging to maintain and consequently negatively impacted the corridor's aesthetic quality:

- People drove into traffic-grade planters, displacing the planters into the bike lane, crosswalk, or vehicle travel lane and creating additional safety issues.

- Soft-hit posts could not withstand the frequent collisions and soon broke off.
- Modular, plastic bus boarding islands lack signage, bus shelters, and benches, and bus operators report that most passengers prefer waiting at the curb and not on the bus boarding island.
- People report aesthetic concerns with the black rubber bus boarding islands and plastic bollards.
- Vehicles parked illegally in the bike lane or too close to intersections have continued to generate bike lane visibility concerns and potential conflicts, especially at the numerous uncontrolled, off-set intersections along Telegraph Avenue between 20th Street and 29th Street.

Telegraph Complete Streets Interim Project Transportation Safety Results
Despite the interim project challenges enumerated in the previous section, data show a safer corridor with more people walking and biking. To evaluate transportation safety, the City considered travel speeds, volumes, yielding behavior, and collisions in 2013, 2016, and 2019.[2] The City also conducted a survey of people walking and biking in 2016 and a loading survey of businesses in 2017.

- More people walk along Telegraph Avenue between 20th Street and 29th Street, with peak hour pedestrian volumes increasing by 103% since the interim project was installed in 2016.
- More people bike along Telegraph Avenue between 20th Street and 29th Street, with peak hour bicycle volume increasing 87% since interim project installation.
- Motorists are much more likely to yield to people crossing Telegraph Avenue between 20th Street and 29th Street, which prevents severe and fatal failure-to-yield pedestrian injuries, one of the most common crash types in Oakland.
- Motor vehicle volumes increased slightly between 2013 and 2019.
- Motor vehicle speeds on Telegraph Avenue between 20th Street and 29th Street have dropped closer to the posted speed limit of 25 mph since implementation of the road diet and bike lanes.
- While pedestrian volume more than doubled, reported collisions involving pedestrians have also increased (by 33%) from six collisions in the 3.5 years before the project to eight reported collisions during the 3.5 years after the project.
    - Staff have also fielded numerous reports of collisions and near-misses from residents, businesses, the Bicyclist and Pedestrian Advisory Commission, and Councilmembers.
- While bicycle volume has more than doubled, reported collisions have also increased (by 33%). There were nine reported collisions in the 3.5 years before the project and 12 reported collisions in the 3.5 years after the project.
    - Staff have also fielded numerous reports of collisions and near-misses from residents, businesses, the Bicycle and Pedestrian Advisory Committee, and Councilmembers.
- In a 2016 intercept survey, most bicyclists (79%) and pedestrians (63%) reported feeling safer on Telegraph Avenue between 20th Street and 29th Street after the interim project. People walking and biking shared concerns that motorists regularly park in the bike lane, in the pedestrian safety zone or crosswalk, or too close to the intersection, which impairs visibility and safety at intersections, especially offset and uncontrolled intersections.

[2] Figures reported here reflect a direct comparison of intersections and screen lines where data are available in all three years: 2013, 2016, and 2019.

- In 2017, staff conducted merchant-specific outreach to understand loading and business operations, engaging 43 businesses along the corridor. Most businesses expressed frustration with parking "floating" away from the curb and noted the interim project street design felt disorganized and chaotic.

In May 2019, the KONO BID conducted an online survey of 191 KONO merchants, residents, and shoppers. Forty-eight percent of respondents rated the impact of the interim protected bike lanes as positive; 16% as neutral; and 36% as negative. Business owners were more likely to take a negative view of the interim project. Of the twenty-eight business owners who responded to the survey in 2019:

- Twenty business owners (71% of respondents) described the impact of the interim project as negative.
- Nineteen business owners (68%) described the interim project as making driving or bicycling somewhat less safe or much less safe.
- Twenty-one business owners (75%) rated the loss of parking as somewhat negative or very negative

ANALYSIS AND POLICY ALTERNATIVES

In July 2020, City Council directed the City Administrator to engage residents and merchants to revisit the design and co-create street improvements that address the mixed results and safety concerns with the interim project outlined above.

Since August 2020, the City Administrator's Office has convened several meetings with community leaders from Walk Oakland Bike Oakland, Bike East Bay, the KONO Business Improvement District (BID), and Northgate Neighborhood Council (NCPC), along with staff from the Department of Race and Equity and the Department of Transportation. This leadership group identified the following five design options:

1. Seven Auto Lanes (Pre-interim project condition, five travel lanes and two parking lanes)
2. Interim Protected Bike Lanes (Existing condition)
3. Permanent Protected Bike Lanes (Continuous concrete protected bike lanes, bus boarding islands, and two protected intersections)
4. Enhanced Buffered Bike Lanes (Conventional bike lanes with painted buffers between the bike lane and moving vehicles and between the bike lane and parked cars, concrete bus boarding islands, and two protected intersections)
5. Enhanced Buffered Bike Lanes with Curb Management (Option 4 plus demand-responsive parking and loading management in effect evenings & weekends)

The staff and community leadership group developed and refined a framework for evaluating each of the five design options. Each alternative was given a score from one to five—based on quantitative data (when available) and qualitative data—on the following ten metrics:

1. Support: Assessment of community preference for these options
2. Utilization: More people walking and biking along the corridor
3. Safety #1: Perceptions of safety
4. Safety #2: Prevention of collisions, with a focus on preventing fatalities and severe injuries
5. Transit: Facilitate transit operations and access
6. Commercial Operations: Convenient commercial and passenger loading.
7. Vitality: Support and increase business activity.

8. Accessibility: Convenience for persons with disabilities
9. Aesthetics: Attractive aesthetically
10. Special Events: Facilitate First Friday and other similar events

While data specific to Telegraph Avenue are only available for the seven auto lane design (Option 1) and the interim protected bike lane design (Option 2), the staff and community leadership group relied on national and state guidelines, data from peer cities, and qualitative assessments to evaluate each option.

After analyzing each option against the ten criteria above, the City Transportation Engineer recommends Option 5: Enhanced Buffered Bike Lanes with Curb Management. Key considerations for this conclusion include:

- Buffered bike lanes address the intersection and driveway visibility concerns—concerns unique to the segment of Telegraph Avenue between 20th Street and 29th Street—and may improve perceived and actual safety at unsignalized intersections and driveways. For a detailed discussion of the safety analysis, refer to ***Attachment A***.
- Improving safety along Telegraph Avenue may encourage more people to frequent the corridor.
- Bus boarding islands reduce curbside conflicts between buses and people biking, provide space for people to wait for the bus, and improve transit operations
- Active curb management can improve sidewalk access, reduce double parking in the bike lane, and address commercial loading issues
- Buffered bike lanes are more compatible with special events, like First Fridays, than other alternatives

A detailed staff assessment of each of the five design options can be found in ***Attachment B.***

An assessment of the five design options from key community representatives, including Bike East Bay, KONO Business Improvement District, and Northgate Neighborhood Council, can be found in ***Attachment C.***

Figure 1 compares the overall scores for the five design alternatives.

Figure 1 Staff Assessment of Design Options

	Design options				
	Option 1: Seven Auto Lanes	Option 2: Interim Protected Bike Lanes	Option 3: Permanent Protected Bike Lanes	Option 4: Enhanced Buffered Bike Lanes	Option 5: Enhanced Buffered Bike Lanes with Curb Management
Metric					
Support: Assessment of community preference	1	2	4	4	4
Utilization: More people walking and biking along the corridor	1	4	4	3	4
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	1	4	5	2	5
Safety #2: Perceptions of safety	1	3	4	3	4
Transit: Facilitate transit operations and access	2	4	5	5	5
Commercial operations: Convenient commercial and passenger loading	5	2	3	3	4
Vitality: Support and increase business activity	2	3	3	3	4
Accessibility: Convenience for people with disabilities	4	2	3	4	4
Aesthetics: Attractive aesthetically	2	2	4	3	3
Special Events: Facilitate First Friday and other similar events	5	3	3	4	4
Total	**24**	**29**	**38**	**34**	**41**

Option 5: Enhanced Buffered Bike Lanes with Curb Management would require active management of the curb in order to maintain loading access to businesses, ensure parking availability for visitors and deter potentially dangerous and illegal parking activity such as double parking and bike lane obstruction. This should include extension of metered parking hours to 8 PM and Sundays, demand-responsive meter rates to ensure at least one space is available on each block face, and up to 50 additional parking meters at appropriate locations on 23rd Street, 24th Street, 25th Street and 27th Street between Northgate Avenue and Broadway. If this option is selected, staff will return to the City Council with an ordinance to make any necessary changes to the Oakland Municipal Code needed in order to authorize and implement these strategies.

Approval of the resolution will direct staff to implement Option 5: Enhanced Buffered Bike Lanes with Curb Management along Telegraph Avenue between 20th Street and 29th Street, and to incorporate the design into the ATP Telegraph Avenue Complete Street Project.

FISCAL IMPACT

Approval of the first resolution directs staff to work with the Metropolitan Transportation Commission (MTC) and California Transportation Commission (CTC) to determine the review and approval process for the design modification from protected bike lanes to buffered bike lanes. If MTC and CTC staff approve the change in project design, the City would need to fund the cost of redesigning the project, which is estimated at $250,000.

Both Option 3: Permanent Protected Bike Lanes and Option 5: Enhanced Buffered Bike Lanes with Curb Management may be considered eligible uses of grant funding, pending approval of the design or scope revision.

The staff recommendation to proceed with Option 5 may result in overall cost savings and a smaller local matching funds contribution to the project, by reducing the length of concrete curbs installed and associated design and drainage impacts. While staff are confident that the changes will be approved, there is a risk of jeopardizing grant funding if Council recommends Option 5.

PUBLIC OUTREACH / INTEREST

The City has led outreach along Telegraph Avenue for years. In 2014 City Council adopted the Telegraph Complete Streets Plan recommending protected bike lanes, although previous Plan drafts recommended buffered bike lanes. Since the implementation of the Telegraph Complete Streets Interim Project in 2016, staff have engaged roadway users, merchants, and neighbors.

In 2016, staff conducted a survey of 500 people walking and biking on Telegraph Avenue between 20th Street and 29th Street. In 2017, staff conducted merchant-specific outreach to understand loading and business operations with the new street configuration. Results of both the merchant and intercept surveys are reported in the section above titled, “Telegraph Complete Streets Interim Project Results.”

In addition to surveys of users of the corridor, staff have met with various stakeholders and elected officials since the interim project was implemented in 2016.

- AC Transit Board of Directors (March 2017, June 2017, and September 2017)
- Bicyclist and Pedestrian Advisory Commission (BPAC) (February 2017, April 2019, and August 2020)
- KONO Business Improvement District (BID) (August 2017, September 2017, May 2019, and February 2020)
- City Council (September 2017, December 2018, May 2019, and July 2020)
- Mayor’s Commission on Persons with Disabilities (January 2018 and April 2018)
- KONO Neighbors Public Meeting (March 2019)

At the direction of City Council in 2020, staff from the Department of Transportation and Department of Race and Equity reviewed previous outreach efforts to identify potential gaps in participation. To remedy previous gaps in outreach, staff developed an outreach strategy targeting Korean-speakers, Amharic-speakers, and elders. While the worsening COVID-19 pandemic disrupted plans for an in-person pop-up event at churches and markets potentially frequented by elders, Korean-speakers, and Amharic-speakers, staff worked closely with the

Koreana Plaza (KP) Asian Market to distribute staff and shopper surveys that were translated into languages recommended by KP staff, coordinated with the Korean Community Center of the East Bay to distribute surveys via newsletter, distributed postcards translated in Amharic and Korean at numerous businesses recommended by the KONO BID, and posted flyers in five languages at bus stops, parking meters, and bike racks solicitating feedback (by phone or online) from passersby.

The survey asked six demographic questions and whether respondents preferred buffered bike lanes or protected bike lanes on Telegraph Avenue between 20th Street and 29th Street. The survey included a photo simulation of buffered bike lanes and one of protected bike lanes, along with a description of the two design options.

About 650 people responded to the survey. Of the respondents who chose to provide their race or ethnicity, 74% self-identify as non-Hispanic white; 11% identify as Asian-American or Pacific Islander; 5% identify as Black; 5% identify as multi-racial; and 4% identify as Latinx or Hispanic. White, non-Hispanic people compose about 28% of Oaklanders and 36% of the people who live in the zip code surrounding Telegraph Avenue between 20th Street and 29th Street.[3] Yet, white people were over twice as likely to respond to the survey. Refer to Figure 2.

Figure 2 Survey responses by race and/or ethnicity

		Prefer buffered bike lanes (Design Option 5)		Prefer protected bike lanes (Design Option 3)		All respondents	
		No.	%	No.	%	No.	%
Self-described race or ethnicity	Black / African - American	11	37.9%	18	62.1%	29	5.3%
	Latinx / Hispanic	8	38.1%	13	61.9%	21	3.8%
	Asian-American and/or Pacific Islander	12	19.4%	50	80.6%	62	11.3%
	Multi-racial	8	27.6%	21	72.4%	29	5.3%
	Native American	1	50.0%	1	50.0%	2	0.4%
	White (Non-Hispanic)	60	14.7%	348	85.3%	408	74.0%
	Prefer not to say	31	32.3%	65	67.7%	96	N/A
	Total	**131**	**20.2%**	**516**	**79.8%**	**647**	**100%**

Of the 62 respondents who identified as Asian-American and/or Pacific Islander, three took the survey in English and identified themselves as Korean. Another three people took the survey in Korean. Four of the six respondents preferred the design with protected bike lanes more than buffered bike lanes. All six respondents were between the ages of 25 and 53. No survey respondents stated that they speak Amharic at home or took the survey in Amharic.

When looking at respondents' preferences by age, only 2% of the people who took the survey are above the age of 65 years. People over the age of 65 make up 13% of the population of

[3] 2019 American Community Survey Census data

Oakland, but over 29% of the population in the zip code surrounding Telegraph Avenue between 20th Street and 29th Street. Refer to Figure 3 for a breakdown of preferences by age.

Figure 3 Survey responses by age

		Prefer buffered bike lanes (Design Option 5)		Prefer protected bike lanes (Design Option 3)		All respondents	
		No.	**%**	**No.**	**%**	**No.**	**%**
Age	Younger than 65	96	17.5%	454	82.5%	550	97.7%
	Older than 65	7	53.8%	6	46.2%	13	2.3%
	Prefer not to say	26	31.7%	56	68.3%	82	N/A
	Total	**129**	**20.0%**	**516**	**80.0%**	**645**	**100%**

While we set out to reach Amharic-speakers, Korean-speakers and elders, our winter 2020 outreach did not engage our target audiences. We heard more support for protected bike lanes across race, and people over the age of 65 are more likely to prefer buffered bike lanes to protected bike lanes.

Conducting a survey online and by phone during a global pandemic and Countywide Shelter-in-Place orders was problematic. People already engaged may be more likely to continue participating. People with more pressing economic, social or health concerns may not have participated in a street design survey. Additionally, there have been several surveys related to Telegraph Avenue between 20th Street and 29th Street, and numerous merchants and residents discussed survey fatigue when OakDOT staff were distributing the flyers and postcards.

To fill in the gaps in our engagement and balance any potential shortcomings of the survey, we rely on the expertise of community leaders, as represented by the KONO BID and Northgate Neighborhood Council. Leadership of both organizations have expressed a strong and increasing preference for buffered bike lanes with curb management (Design Option 5).

COORDINATION

The Department of Race and Equity, Office of the City Attorney, and Budget Bureau were consulted in the preparation of this report. Staff coordinated with the community leadership team composed of the KONO Business Improvement District, Northgate Neighborhood Council, Walk Oakland Bike Oakland, and Bike East Bay to develop the staff recommendation.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

To assess the performance of the bike project on Telegraph Avenue between 20th Street and 29th Street, staff have engaged a consultant to conduct a follow-up evaluation after the permanent project is installed.

SUSTAINABLE OPPORTUNITIES

Economic: Pedestrian- and bicycle-friendly streets are good for business. Evaluations of similar projects find that people on foot and on bike shop more frequently and spend more money

overall at local businesses after investments in pedestrian and bicycle safety are made. Providing safer, low-cost transportation options can also increase access to jobs and economic opportunity. The KONO Business Improvement District represents businesses along Telegraph Avenue and supports buffered bike lanes with curb management.

***Environmental**:* Safer streets for walking and bicycling can help reduce environmental impacts associated with transportation by helping shift the mode split from single occupancy vehicles to walking, bicycling, and transit.

***Race & Equity**:* Road diets and dedicated bike lanes are a key tool to reduce severe and fatal injury crashes by reducing speeding, and in Oakland, severe and fatal traffic crash victims are predominantly Black, Indigenous, and People of Color (BIPOC), and BIPOC are more likely to live in zero-car households and thus more dependent on walking, bicycling and transit to get around. Staff acknowledged the impact of past decisions, listened to community voices and concerns, and made recommendations for improvements to the project as a result of the feedback. These are key considerations toward advancing equitable transportation projects and help build trust among the communities we serve.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

The Oakland Bicycle Master Plan Final Environmental Impact Report (EIR), initially certified in 2007 and reaffirmed in 2019 via Addendum, found the recommendations of the Plans—including a bicycle facility on Telegraph Avenue between 20th Street and 29th Street—would result in less than significant impacts under CEQA. The project would have no new or substantially more severe impacts, nor would there be any potentially significant off-site impacts, cumulative impacts, or previously identified significant effects not discussed in previous environmental documents. Also, there are no previously identified significant effects determined to have a more severe adverse impact than those discussed in previous environmental documents.

Furthermore, the Project is exempt from CEQA pursuant to CEQA Guidelines Sections 15183 (Projects Consistent with a Community Plan, General Plan or Zoning), 15301(c) (Existing Facilities, Highways and Streets), 15302 (Replacement or Reconstruction), 15303 (Small Structures), 15304(h) (minor alterations to land), and/or 15061(b)(3) (No Significant Effect on the Environment). Each of the above exemptions provides a separate and independent basis for CEQA compliance.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution To Modify Telegraph Avenue From 20th Street To 29th Street With Enhanced Buffered Bike Lanes With Curb Management And Adopt California Environmental Quality Act Findings.

For questions regarding this report, please contact Emily Ehlers, Senior Transportation Planner, at 510-238-2259.

Respectfully submitted,

Ryan Russo
Director, Department of Transportation

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Attachments (3):
Attachment A: Safety analysis
Attachment B: Staff alternatives assessment
Attachment C: Key community representative alternatives assessment

Attachment A: Safety analysis

CITY OF OAKLAND

MEMO

TO: Ryan Russo
OakDOT Director

FROM: Wlad Wlassowsky
OakDOT Assistant Director
and City Traffic Engineer

SUBJECT: Safety Analysis of Telegraph Avenue from 20th Street to 29th Street (KONO)

DATE: March 11, 2021

The mission of OakDOT is to advance mobility, accessibility, equity, safety and sustainability in our transportation system. Below is a safety assessment of bikeway facility design options along Telegraph Avenue between 20th Street and 29th Street. The team evaluated five design options:

1. Seven Auto Lanes (Pre-Interim Project condition)
2. Interim Protected Bike Lanes (Existing condition)
3. Permanent Protected Bike Lanes (Continuous concrete protected bike lanes, bus boarding islands, and two protected intersections)
4. Enhanced Buffered Bike Lanes (Conventional bike lanes with painted buffers between the bike lane and moving vehicles and between the bike lane and parked cars, concrete bus boarding islands, and two protected intersections)
5. Enhanced Buffered Bike Lanes with Curb Management (Conventional bike lanes with painted buffers between the bike lane and moving vehicles and between the bike lane and parked cars, concrete bus boarding islands, two protected intersections, and demand-responsive parking and loading management in effect days, evenings & weekends)

Existing data are available for Options 1 and 2 and presented in the Agenda Report section titled, Telegraph Complete Streets Interim Project Results.

To score the safety impacts of Options 3 – 5, we rely on evaluation criteria identified in the NACTO Urban Bikeway Design Guide, FHWA Bikeway Selection Guide, and Caltrans Bikeway Facility Selection Guidance, along with peer cities' best practices. These guides are not prescriptive but emphasize the need for engineering judgment and design flexibility in project decision-making. Nevertheless, all guides highlight important bicycle facility safety considerations, including motor vehicle speeds, motor vehicle volumes, number of vehicle travel lanes, and curbside conflicts between buses, bicyclists, commercial loading and on-street parking. Additionally, Caltrans, FHWA and peer cities[1] recommend considering the frequency of unsignalized intersections and driveways, which create more potential conflicts between people driving and people walking and biking.

[1] Parks, Jamie, Paul Ryus, Alison Tanaka, Chris Monsere, Nathan McNeil, Jennifer Dill, & William Schultheiss. "Bicycle Facility Evaluation: Washington, D.C." District Department of Transportation, District of Columbia, Washington, D.C. https://nacto.org/wp-content/uploads/2015/04/bicycle_facility_evaluation_ddot.pdf

Below is a discussion of Options 3 – 5 across these five safety components.

1. *Motor vehicle speed*

When it comes to safety, lower vehicle speed is especially important as speed is the critical factor in the frequency and severity of collisions. When drivers slow down by even a few miles per hour collisions are less likely to occur, and when they do occur they tend to be less severe.

The average speed on Telegraph Avenue between 20th Street and 29th Street since the road diet and bike lane project were installed is 17 mph. Eight-five percent of motorists drive 24 mph or lower. The number and width of vehicle travel lanes is a primary driver of vehicle speeds. Both the permanent protected bike lane (Option 3) and enhanced buffered bike lane options (Options 4 and 5) have the same number and width of travel lanes. Staff anticipate speeds would remain around the posted speed limit of 25 mph under Options 3, 4, and 5.

2. *Motor vehicle volume*

Motor vehicle volume can be associated with traffic-related stress, depending on the level of separation between people biking and people driving. The protected bike lane in Option 3 includes concrete curbs separating the motor vehicle parking/travel lanes and the bike lane. The buffered bike lanes in Options 4 and 5 may include two striped buffers, subject to additional detailed design. The first, a 2'-wide painted buffer between bike lane and parking lane, makes it easier for bicyclists to position themselves outside of the "door zone" of parked vehicles. The second 3'-wide buffer between the bike lane and moving vehicles provides more physical distance between people biking and people driving and creates a more visible boundary between the two modes.

The NACTO Guide recommends protected bike lanes (Class IV) for streets with motor vehicle volumes above 6,000 vehicles a day. The Caltrans guidelines recommend Class II bike lanes on streets with fewer than 20,000 vehicles a day but recommend considering buffered bike lanes on streets with more than 10,000 vehicles a day. Peer cities report substantial collision reduction and safety benefits associated with installing road diets and bike lanes on streets with more than 10,000 vehicles a day.[2] [3] The current daily volume along Telegraph Avenue in KONO is 11,000 motor vehicles a day.

3. *Curbside conflicts*

Conflicts between buses, people biking, commercial loading, people activating the sidewalk, and people accessing on-street parking can lead to unpredictable behavior across road users and create additional safety concerns.

To minimize conflicts between transit and bikes, Options 3, 4, and 5 all utilize bus boarding islands to place the bus stop adjacent to the travel lane and to provide space behind the island for people biking to avoid the transit path of travel.

The protected bike lane in Option 3 uses parked vehicles as protection from passing motor vehicle traffic. The placement of on-street parking adjacent to the travel lanes means that parking movements can be accomplished without vehicles encroaching into the protected bike lane. However, passengers exit parked vehicles into the bike lane and drivers also

[2] Seattle Department of Transportation. "Evaluations (Before and After Reports): Stone Way N Rechannelization; Nickerson Rechannelization; NE 75th St Road Safety Redesign." Seattle, WA. https://www.seattle.gov/transportation/document-library/reports-and-studies

[3] King, Michael. "Bicycle Facility Selection: A Comparison of Approaches." Pedestrian and Bicycle Information Center, Highway Safety Research Center, University of North Carolina, Chapel Hill, N.C. https://nacto.org/wp-content/uploads/2011/03/Bicycle-Facility-Selection-A-Comparison-of-Approaches-2002.pdf

cross the bike lane to reach the sidewalk. This can be especially impactful to commercial loading activities due to the lack of alleys or off-street loading along Telegraph Avenue. People with disabilities may be disproportionately impacted, as well, depending on the availability and placement of accessible parking.

While buffered bike lanes in Options 4 and 5 can be misused by motorists double-parking (which is illegal), the combined 11' width of the buffered bike facility provides space to allow bicyclists to navigate around these and other obstructions while staying within the buffer zone and avoiding the path of moving vehicles. In Option 4 (buffered bike lanes without active curb management), people may tend to park vehicles in the bike lane more often than today, which could lead to more conflicts with people bicycling. The demand-responsive curb management in Option 5 can help alleviate this unsafe, illegal activity. In both Options 4 and 5, parking adjacent to the curb is more convenient and accessible for people with disabilities and allows motorists of all abilities, including commercial delivery drivers, to exit vehicles and reach the sidewalk without crossing the bike lane.

4. Vehicle travel lanes

Fewer travel lanes may be the operative factor in the increase incidence of drivers yielding to pedestrians and slower motor vehicle speeds after the road diet and interim protected bike lanes. Options 3 —5 include the same number of vehicle travel lanes in each direction: one. In each of these three options, staff anticipate a similar likelihood of motorists yielding to pedestrians as with the interim project.

5. Intersection and driveway frequency

Intersection and driveway frequency are especially relevant on Telegraph Avenue between 20th Street and 29th Street, where there is an intersection every 185' on average, not including driveways. On other segments of Telegraph Avenue through Pill Hill and Temescal, the intersection frequency is 270' - 275' on average. The frequency of intersections and driveways, especially uncontrolled intersections and driveways, creates more opportunities for conflict between people driving and people walking and biking. Design treatments, including signalization, vehicle through- or turn-restrictions, and on-street parking restrictions, can address these conflicts, but require significant community engagement and resources.

Protected bike lanes provide a more separated, protected facility at mid-block locations where intersections and driveways are not present. However, one of the most common safety concerns with the interim protected bike lanes we hear from the KONO community is that turning vehicles do not easily see people bicycling and fail to yield the right-of-way at intersections. Signalization and vehicle restrictions separate these movements. In fall 2020, we proposed eliminating left-turns and vehicle through movements at several uncontrolled intersections to eliminate conflicts between people driving and biking and received substantial push back from stakeholders along the corridor. Signalization requires significant resources and may be infeasible given the offset intersections along this segment of Telegraph.

Buffered bike lanes address the intersection and driveway visibility concerns—concerns unique to the segment of Telegraph Avenue between 20th Street and 29th Street. A person biking in a buffered bike lane is constantly in view of, and can themselves easily view, adjacent moving vehicles. Bicyclists are not obscured from turning motorists' view by parked vehicles by design. People biking may be more likely to be aware of vehicle movements in advance of driveways and intersections and may be less likely to be struck by those motorists.

Typically, protected bike lanes are safer than buffered bike lanes in reducing collisions resulting in severe injury or fatality. Protected bike lanes are especially safe at mid-block locations were

people biking and people driving are physically separated. However, the frequency and number of uncontrolled intersections, including offset intersections, along Telegraph Avenue between 20th Street and 29th Street may compromise some of the safety benefits of protected bike lanes. Therefore, based on an analysis of vehicle speeds, vehicle volumes, vehicle travel lanes, intersection frequency, and curbside conflicts, I consider both Option 3: Permanent protected bike lanes and Option 5: Enhanced buffered bike lanes with curb management to be the safest design options.

Attachment B: Staff alternatives analysis

Alternative 1: Seven Auto Travel Lanes (Pre-Interim Project Condition)		
Metric	**Score (1-5)**	**Discussion**
Support: Assessment of community preference	1	OakDOT has received very few requests to replicate the seven lane configuration north of 29th Street.
Utilization: More people walking and biking along the corridor	1	Bike and pedestrian numbers on Telegraph were about 50% lower with the seven lane street design in 2013 than after the interim project in 2016.
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	1	Bike and pedestrian collision rates were higher before the project. Telegraph Avenue between 20th Street and 29th Street was the third least safe corridor for walking and second least safe corridor for biking citywide, per our High Injury Network (2012 -2016).
Safety #2: Perceptions of safety	1	In 2017, 63% of pedestrians and 79% of bicyclists reported feeling safer on Telegraph Avenue after installation of the interim project. Vehicle travel speeds were higher on Telegraph Avenue before the interim project, and only 22% of drivers yielded to pedestrians prior to the interim project. Both factors can contribute to a more intimidating pedestrian environment. Generally, biking on multi-lane arterial streets without a bike lane tend to feel less safe for people biking.
Transit: Facilitate transit operations and access	2	The seven auto lane street configuration north of 29th Street provides a good baseline comparison. Transit operations are still effective north of 29th Street; however, buses pull in and out of traffic to enter and exit bus stops, which can lead to transit delays and potential conflicts with autos and bikes. Passenger waiting areas are shared with the sidewalk space, which provides less space for waiting or alighting the bus than the alternatives with bus boarding islands (Options 2 - 5).
Commercial operations: Convenient commercial and passenger loading	5	Telegraph Avenue merchants and the KONO BID have consistently indicated that on-street parking adjacent to the curb is the most convenient for commercial operations and short-term passenger loading, as in the seven auto lane design alternative. Illegal double parking, when it does occur, provides less of an impact on vehicle operations with the seven lane configuration, given the excess capacity.
Vitality: Support and increase business activity	2	Prior to the installation of the pilot project, sales tax revenue was lower than after the interim project; however, economic and land use trends may have contributed to sales tax revenues after 2016. Fewer people walked and biked along Telegraph Avenue in 2013, which may have contributed to a potentially less active retail environment.
Accessibility: Convenience for people with disabilities	4	The Mayors Commission for People with Disabilities has indicated a preference for on-street parking adjacent to the curb, as in the seven lane configuration. Crossing seven lanes without intermediate pedestrian safety islands, which are provided in the interim project, can pose more of a barrier for people with disabilities.
Aesthetics: Attractive aesthetically	2	The plastic posts associated with the interim project are not universally beloved for their aesthetic value. The seven auto lane design alternative removes the plastic posts. Seven auto lanes of uninterrupted asphalt may not be aesthetically pleasing for all.
Special Events: Facilitate First Friday and other similar events	5	The full street closure of First Fridays began and grew under the seven auto lane configuration.
Sum	**24**	

Alternative 2: Interim Protected Bike Lanes (Existing Condition)		
Metric	**Score (1-5)**	**Rationale**
Support: Assessment of community preference	2	The interim project was intended to be temporary and has been a challenge to maintain over the last four years leading to frustration from all parties, including bicycle and pedestrian advocates, merchants, and residents.
Utilization: More people walking and biking along the corridor	4	The number of people walking and biking on Telegraph Avenue doubled between 2013 (pre-project) and 2016 (post-interim project). In 2017, over half the bicyclists surveyed reported more frequent travel on Telegraph since the interim project was installed. However, we have heard reports from Bicycle Pedestrian Advisory Commission members and other community members that people do not feel safe and so avoid riding on the interim protected bike lanes.
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	4	While the number of collisions involving people walking and biking has increased in the 3.5 years after the interim project was installed compared to the 3.5 years prior to the interim project, collision rates have not kept pace with the increase in utilization. The number of people walking and biking (utilization) increased by over 100% during that period, but collisions have increased by 33%. Relying on reported collisions is limited imperfect, as not all Oaklanders call the police or report collisions. It's unlikely hesitation to report collisions has increased since the interim project. Beyond reported collisions, the interim project design has contributed to more drivers yielding to pedestrians crossing the street (22% in 2014; 74% in 2019), which makes the street safer. Eight-five percent of drivers now travel 24 mph (or lower) through KONO; compared to 29 mph before the interim project. Higher speeds increase the likelihood of being involved in a crash and the severity of injuries sustained in a crash.
Safety #2: Perceptions of safety	3	In a 2017 survey of 500 people on Telegraph Avenue between 20th Street and 29th Street, 63% of pedestrians and 79% of bicyclists felt safer on Telegraph Ave. OakDOT has received steady feedback regarding numerous near-misses and safety concerns from BPAC, Councilmembers, merchants, and residents, including concerns related to poor visibility, chaotic on-street parking and loading, and turning conflicts.
Transit: Facilitate transit operations and access	4	Buses currently stop in the travel lane, resulting in less weaving behavior and more efficient transit operations compared to the seven auto lane alternative. OakDOT staff have observed and AC Transit operators report that many riders prefer not to wait on the floating plastic boarding islands, suggesting the islands are not fully embraced. The plastic boarding islands also lack signage, shelters, trash cans, or seating.
Commercial operations: Convenient commercial and passenger loading	2	The Telegraph Avenue business community has indicated that fewer travel lanes and the protected bike lane have led to fewer places to park and load. Telegraph Avenue merchants and the KONO BID have consistently indicated that on-street parking adjacent to the curb is the most convenient for commercial operations and short-term passenger loading. The continuous center turn lane added by the interim project has created an informal loading area for delivery drivers.
Vitality: Support and increase business activity	3	Prior to the COVID-19 pandemic, sales tax revenue increased after the interim protected bike lane was installed in 2016. These increases, however, are dependent on many factors and cannot be attributed to the bike lane project. Sixty-six percent of twenty-eight businesses surveyed by the BID in May 2019 reported the interim bike lane had no impact on sales. Some merchants and the KONO BID have indicated that the interim protected bike lane has been bad for business.
Accessibility: Convenience for people with disabilities	2	The protected bike lane interim project upgraded some curb ramps and parking spaces to comply with ADA and provided painted pedestrian safety zones to reduce the street crossing width. Accessibility experts prefer the accessible parking adjacent to the curb.
Aesthetics: Attractive aesthetically	2	Some neighbors and business owners have complained about the aesthetics of the temporary project and associated maintenance.
Special Events: Facilitate First Friday and other similar events	3	Accommodating the same number of vendors within the existing First Friday footprint requires modifications and likely reductions to the space per vendor. However, expanding the existing layout (onto side streets or additional blocks on Telegraph) to accommodate future growth of First Fridays is feasible. No data indicate diminished attendance at or success of First Fridays since the interim project was introduced in 2016.
	Sum	**29**

Alternative 3: Permanent Protected Bike Lanes (Concrete Curbs, Current Grant Funded Project)		
Metric	**Score (1-5)**	**Rationale**
Support: Assessment of community preference	4	In May 2019, the KONO BID conducted an online survey of 191 KONO merchants, residents and shoppers. A plurality of respondents rated the interim project as positive for the district, and a majority said that a protected bike lane (29%) or raised cycle track (37%) would work best for KONO. In December 2020, the City of Oakland conducted a survey wherein 80% of respondents preferred a protected bike lane to buffered bike lane. Survey respondents were not representative of the KONO community and were over twice as likely to be white and ten times more likely to be under 65. Self-selection bias and survey fatigue, not to mention a number of pressing local, regional, and national crises in the fall of 2020, may have also have impacted the reach and representation of the survey. Community leaders, represented by the Northgate Neighborhood Crime Prevention Council and KONO BID, have expressed their communities' strong desire for buffered bike lanes.
Utilization: More people walking and biking along the corridor	4	Typically, protected bike lanes attract more riders than other types of bicycle facilities, per the experience of other North American cities, including Washington, D.C.; Austin, TX, Chicago, IL; Portland, OR; and San Francisco, CA.[1] Protected bike lanes are designed to appeal to people of all ages and all abilities, including children and older adults. On Telegraph Avenue between 20th St and 29th St, staff have fielded reports that people do not feel safe riding with their children and avoid bicycling on Telegraph Aveue. The quantitative data show that the number of people biking and walking on Telegraph Avenue doubled between 2013 (pre-project) and 2016 (post-interim project).
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	5	OakDOT expects the permanent protected bike lane to yield similar safety benefits as the interim project. While the number of collisions involving people walking and biking has increased in the 3.5 years after the interim project was installed compared to the 3.5 years prior to the interim project, collision rates have not kept pace with the increase in utilization. The number of people walking and biking (utilization) increased by over 100% during that period, but collisions have increased by 33%. Relying on reported collisions is limited imperfect, as not all Oaklanders call the police or report collisions. It's unlikely hesitation to report collisions has increased since the interim project. Beyond reported collisions, the interim project design has contributed to more drivers yielding to pedestrians crossing the street (22% in 2014; 74% in 2019), which makes the street safer. Eight-five percent of drivers now travel 24 mph (or lower) through KONO; compared to 29 mph before the interim project. Higher speeds increase the likelihood of being involved in a crash and the severity of injuries sustained in a crash. Research in large Canadian cities of Montreal, Toronto and Vancouver finds that the presence of permanent protected bike lanes are associated with the lowest risk for collisions [2]
Safety #2: Perceptions of safety	4	Permanent, concrete separation between the bike and parking lanes, along with better visibility at intersections, may address the safety concerns expressed by some stakeholders and improve perceptions of safety compared to the interim project. The permanent project physically enforces parking restrictions approaching intersections to improve sight lines and minimize conflicts between people walking and biking and vehicles turning left or right. The permanent protected bike lane may not eliminate all vehicle parking in the bike lane and visibility concerns.
Transit: Facilitate transit operations and access	5	Permanent concrete boarding islands will provide similar transit operational benefits as the interim project and may increase the appeal of waiting for the bus on the boarding island and not in the pedestrian through zone.
Commercial operations: Convenient commercial and passenger loading	3	The Telegraph Avenue business community has indicated that fewer travel lanes has led to fewer places to park and load. Telegraph Avenue merchants and the KONO BID have consistently indicated that on-street parking adjacent to the curb is the most convenient for commercial operations and short-term passenger loading. The permanent project also enhances curb management and adds load zones to the side streets intersecting Telegraph, which can both ensure parking and loading is available when needed.
Vitality: Support and increase business activity	3	The permanent protected bike lane's effect on business activity may be similar to the interim project's impact. Prior to the COVID-19 pandemic, sales tax revenue increased after the interim protected bike lane was installed in 2016. These increases, however, are dependent on many factors and cannot be attributed to the bike lane project. Sixty-six percent of twenty-eight businesses surveyed by the BID in May 2019 reported the interim bike lane had no impact on sales. Some merchants have indicated that the interim protected bike lane has been bad for business. It's unclear whether or how a permanent protected bike lane would impact this assessment. Studies find that while people who bike to stores tend to purchase less in a single visit, they return more often, spending as much or more each month than the average customer who arrives by car. [3]
Accessibility: Convenience for people with disabilities	3	The permanent protected bike lane project will create wider parking access aisles to facilitate easier entering and existing vehicles, especially with a mobility device. The permanent project also ensures all curb ramps meet ADA requirements and provides pedestrian safety islands to facilitate crossing Telegraph Avenue. Accessibility experts prefer the accessible parking adjacent to the curb.
Aesthetics: Attractive aesthetically	4	Ongoing maintenance will be minimized and plastic post debris will be eliminated with the permanent protected bike lane. The additional concrete separation may provide a location for plantings, if desired.
Special Events: Facilitate First Friday and other similar events	3	Accommodating the same number of vendors within the existing First Friday footprint requires modifications and likely reductions to the space per vendor. However, expanding the existing layout (onto side streets or additional blocks on Telegraph) to accommodate First Fridays is feasible.
Sum	**38**	

[1] "Lessons from the Green Lanes: Evaluating Protected Bike Lanes in the U.S." 2014. https://pdxscholar.library.pdx.edu/cengin_fac/144/

[2] "Route Infrastructure and the Risk of Injuries to Bicyclists: A Case-Crossover Study" 2012. https://ajph.aphapublications.org/doi/full/10.2105/AJPH.2012.300762?journalCode=ajph and "Risk of injury for bicycling on cycle tracks versus in the street" 2011. https://injuryprevention.bmj.com/content/17/2/131

[3] “Business Cycles: Catering to the Bicycling Market,” TR News 280, 2012: 26-32. http://bit.ly/16WKfe3 ; “Reallocation of road space,” NZ Transport Agency research report 530,2013. http://bit.ly/167iGlQ ; and “Bike Lanes, On-Street Parking and Business: A Study of Bloor Street in Toronto’s Annex Neighbourhood,” 2009. http://bit.ly/18hToAY ; from "Protected Bike Lanes Mean Business" 2014. https://b.3cdn.net/bikes/123e6305136c85cf56_0tm6vjeuo.pdf

Alternative 4: Enhanced Buffered Bike Lanes (Protected Major Intersections and Bus Stops)		
Metric	**Score (1-5)**	**Rationale**
Support: Assessment of community preference	4	Online surveys indicate a strong preference for protected bike lanes. Community leaders and the business community have expressed a strong preference for buffered bike lanes.
Utilization: More people walking and biking along the corridor	3	As this design alternative is not present on Telegraph Avenue, it's difficult to gauge this option's impact on the number of people walking and biking. Some people have expressed to OakDOT that they would be more likely to bicycle on Telegraph with buffered bike lanes compared to protected bike lanes, while others have indicated that they would be less likely and would not feel as safe riding with their families on Telegraph Avenue with buffered bike lanes as they do with protected bike lanes. Staff anticipate that without active curb management, vehicle parking in the bike lane may compromise bike utilization under Alternative 4, compared to Alternatives 2, 3, and 5.
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	2	Unlike for the seven auto lane and protected bike lane alternatives, Telegraph Avenue collision data are not available for this design alternative. Especially at the offset intersections along Telegraph between 20th and 29th Streets, buffered bike lanes could enhance the visibility of bicyclists in the bike lane, thus potentially reducing the number of collisions between turning motorists and people bicycling on Telegraph. Without active curb management (as in option 5), people may tend to park vehicles in the bike lane more often then today, which could lead to more conflicts and safety concerns despite an 11' buffer.
Safety #2: Perceptions of safety	3	OakDOT has heard from stakeholders, including BPAC, bicyclists, residents and business owners, that buffered bike lanes would make people feel safer, especially at off-set intersections, intersections without signal control, and along short block lengths. OakDOT has also heard from stakeholders who would feel less safe bicycling between moving vehicles and parked cars, and some people are concerned about even more cars parked in the bike lane (without effective curb management).
Transit: Facilitate transit operations and access	5	Permanent concrete boarding islands will provide similar transit operational benefits as the interim project and may increase the appeal of waiting for the bus on the boarding island and not in the pedestrian through zone.
Commercial operations: Convenient commercial and passenger loading	3	Telegraph Avenue merchants and the KONO BID have consistently indicated that on-street parking adjacent to the curb is the most convenient for commercial operations and short-term passenger loading. To provide adequate intersection visibility, the buffered bike lane design alternatives will likely have fewer total parking spaces than the seven auto lane alternative. And without curb management, loading and short-term parking spaces may not be available when needed.
Vitality: Support and increase business activity	3	While no sales tax revenue data is available for this alternative, unlike the others, the KONO BID and majority of business owners on the corridor have indicated that the buffered bike lane alternative would be better for business. Without active curbspace management, parking may not be available when patrons arrive, which could detract from business vitality.
Accessibility: Convenience for people with disabilities	4	The Mayors Commission for People with Disabilities has indicated a preference for on-street parking adjacent to the curb, as in the seven lane configuration. Crossing seven lanes without intermediate pedestrian safety islands, as in the interim project, can be more of a barrier for people with disabilities.
Aesthetics: Attractive aesthetically	3	This design alternative avoids plastic posts, which have been a reported eyesore, but not does provide additional space for potential landscaping.
Special Events: Facilitate First Friday and other similar events	4	This alternative would be compatible with First Fridays events since its configuration allows for First Fridays vendors to locate in the bike facility. Bus boarding islands and protected intersections would minimally decrease the amount of right-of-way available for vendors.
Sum	**34**	

Alternative 5: Enhanced Buffered Bike Lanes (Protected Major Intersections and Bus Stops) and Curb Management (Demand-responsive parking and loading management in effect evenings & weekends)		
Metric	**Score (1-5)**	**Rationale**
Support: Assessment of community preference	4	Online surveys indicate a strong preference for protected bike lanes. Community leaders and the business community have expressed a strong preference for buffered bike lanes.
Utilization: More people walking and biking along the corridor	4	As this design alternative is not present on Telegraph Avenue, it's difficult to gauge this option's impact on the number of people walking and biking. Some people have expressed to OakDOT that they would be more likely to bicycle on Telegraph with buffered bike lanes compared to protected bike lanes, while others have indicated that they would be less likely and would not feel as safe riding with their families on Telegraph Avenue with buffered bike lanes as they do with protected bike lanes. Staff expect ridership numbers to be similar, or slightly higher, under Alternative 5 than the protected bike lane alternatives (2 and 3). Active curb management is anticipated to keep the bike lane accessible.
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	5	Unlike for the seven auto lane and protected bike lane alternatives, Telegraph Avenue collision data are not available for this design alternative. Especially at the relatively frequent, offset intersections along Telegraph between 20th and 29th Streets, buffered bike lanes could enhance the visibility of people using the bike lane, thus potentially reducing the number of collisions between turning motorists and people bicycling on Telegraph. Curb management associated with this design alternative minimizes the risk of double parking and conflicts in the bike lane, thereby significantly improving safety above alternative 4 (buffered bike lanes without curb management).
Safety #2: Perceptions of safety	4	OakDOT has heard from stakeholders, including BPAC, bicyclists, residents and business owners, that the buffered bike lane would make people feel safer, especially at off-set intersections, intersections without signal control, and along short block lengths. Curb management associated with this design alternative may enhance perceptions of safety by reducing incidents of double parking. OakDOT has also heard from stakeholders who would feel less safe bicycling between moving vehicles and parked cars, and some people are concerned about even more cars parked in the bike lane.
Transit: Facilitate transit operations and access	5	Permanent concrete boarding islands will provide similar transit operational benefits as the interim project and may increase the appeal of waiting for the bus on the boarding island and not in the pedestrian through zone.
Commercial operations: Convenient commercial and passenger loading	4	Telegraph Avenue merchants and the KONO BID have consistently indicated that on-street parking adjacent to the curb is the most convenient for commercial operations and short-term passenger loading. With curb management, even on nights and weekends, loading and short-term parking spaces will be more available when needed, which could enhance the convenience of loading and parking, increase the number of patrons at businesses, and improve the safety of the bike lane. To provide adequate intersection visibility, the buffered bike lane design alternatives will likely have fewer total parking spaces than the seven auto lane alternative
Vitality: Support and increase business activity	4	While no sales tax revenue data is available for this alternative, unlike the others, the KONO BID and majority of business owners on the corridor have indicated that the buffered bike lane alternative would be better for business. Curb management can also help ensure parking and loading is available when needed.
Accessibility: Convenience for people with disabilities	4	The Mayors Commission for People with Disabilities has indicated a preference for on-street parking adjacent to the curb, as in the seven lane configuration. Crossing seven lanes without intermediate pedestrian safety islands, as in the interim project, can be more of a barrier for people with disabilities.
Aesthetics: Attractive aesthetically	3	This design alternative avoids plastic posts, which have been a reported eyesore, but not does provide additional space for potential landscaping.
Special Events: Facilitate First Friday and other similar events	4	This alternative would be compatible with First Fridays events since its configuration allows for First Fridays vendors to locate in the bike facility. Bus boarding islands and protected intersections would minimally decrease the amount of right-of-way available for vendors.
Sum	**41**	

Attachment C: Key community representative alternatives analysis

From: Dave Campbell
To: Ehlers, Emily
Cc: Chris Hwang
Subject: For what it is worth, my Telegraph scores
Date: Friday, February 19, 2021 4:42:02 PM
Attachments: Telegraph alternative evaluation_BikeEastBay scores.pdf

Emily

I scored the Options 3 and 5, not the others, for Telegraph Ave. I will send you and everyone more details about why I did the scores this way and why we feel protected bike lanes best meet everyone's goals. Happy to talk anytime. Until then, have a nice weekend.

--

Logo

Dave Campbell | Advocacy Director

Pronouns: he/him
Mail: PO Box 1736 Oakland, CA 94604
Office: 466 Water Street Oakland, CA 94607
C: 510.701.5971 | E: Dave@BikeEastBay.org

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	Design options									
	Option 1: Seven auto lanes		**Option 2: Interim protected bike lane**		**Option 3: Permanent protected bike lane**		**Option 4: Enhanced buffered bike lane**		**Option 5: Enhanced buffered bike lane + curb management**	
	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation
Metric										
Support: Assessment of community preference	1		2		4	4	4		4	4
Utilization: More people walking and biking along the corridor	1		5		5	5	4		4	4
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	1		4		5	5	2		4	3
Safety #2: Perceptions of safety	1		3		4	4	3		4	3
Transit: Facilitate transit operations and access	2		4		5	4	5		5	4
Commercial operations: Convenient commercial and passenger loading	5		2		3	3	3		4	4
Vitality: Support and increase business activity	2		3		3	4	3		4	4
Accessibility: Convenience for people with disabilities	4		2		3	3	4		4	4
Aesthetics: Attractive aesthetically	2		2		4	4	3		3	3
Special Events: Facilitate First Friday and other similar events	5		3		3	4	4		4	4
Average score	**2.4**		**3.0**		**3.9**	4	**3.5**		**4.0**	3.7

From: Nathan Moon
To: Ehlers, Emily
Subject: Re: FW: Telegraph Key Stakeholder Representative Meeting notes and next steps
Date: Monday, February 22, 2021 4:54:08 PM

Emily, Beat 8xNCPC agrees with and supports DOT findings and recommendations for council. Thank you for checking in.
Nathan Moon

On Mon, Feb 22, 2021 at 3:41 PM Ehlers, Emily <EEhlers@oaklandca.gov> wrote:

> Thank you, Dave, for sharing your revised assessment of the alternatives.
>
> Shari, Mike, Nate, Chris, please let me know if you have anything else to add to our discussion on 2/11.
>
> Thank you,
>
> **Emily Ehlers**
>
> Planning and Project Development Manager
>
> City of Oakland | Department of Transportation
>
>
>
> **From:** Ehlers, Emily
> **Sent:** Thursday, February 11, 2021 5:40 PM
> **To:** Alaoui, B. Mohamed <BAlaoui@oaklandca.gov>; Russo, Ryan <RRusso@oaklandca.gov>; Wlassowsky, Wlad <wwlassowsky@oaklandca.gov>; Logan, Warren <WLogan@oaklandca.gov>; Flynn, Darlene <DFlynn2@oaklandca.gov>; Larrainzar, Jacque <JLarrainzar@oaklandca.gov>; Mitchell, Jason <JWMitchell@oaklandca.gov>; 'Shari Godinez' <shari@koreatownnorthgate.org>; 'contactnatemoon@gmail.com' <contactnatemoon@gmail.com>; 'Dave Campbell' <dave@bikeeastbay.org>; 'chris@wobo.org' <chris@wobo.org>; Mike Woolson <marketing@oaklandfirstfridays.org>; Tombolesi, Justin <JTombolesi@oaklandca.gov>
> **Cc:** Garza, Aracely <AGarza@oaklandca.gov>; dave.campbell62@gmail.com; christine.hwang@gmail.com
> **Subject:** RE: Telegraph Key Stakeholder Representative Meeting notes and next steps

Thanks for your time and expertise this afternoon.

I've attached draft meeting notes – let me know if I've misrepresented or missed something.

I've also included a fillable pdf for our key stakeholder representatives to evaluate each of the corridors. The attached pdf includes the initial staff scores, if you'd like to read our justifications. Please send these back as soon as you are able—ideally by 2/19. Don't hesitate to reach out with questions. I'll be out next week, but Mohamed can also help.

Thank you again,

Emily Ehlers

Planning and Project Development Manager

City of Oakland | Department of Transportation

From: Ehlers, Emily
Sent: Thursday, February 11, 2021 8:56 AM
To: Alaoui, B. Mohamed <BAlaoui@oaklandca.gov>; Russo, Ryan <RRusso@oaklandca.gov>; Wlassowsky, Wlad <wwlassowsky@oaklandca.gov>; Logan, Warren <WLogan@oaklandca.gov>; Flynn, Darlene <DFlynn2@oaklandca.gov>; Larrainzar, Jacque <JLarrainzar@oaklandca.gov>; Mitchell, Jason <JWMitchell@oaklandca.gov>; 'Shari Godinez' <shari@koreatownnorthgate.org>; 'contactnatemoon@gmail.com' <contactnatemoon@gmail.com>; 'Dave Campbell' <dave@bikeeastbay.org>; 'chris@wobo.org' <chris@wobo.org>; Mike Woolson <marketing@oaklandfirstfridays.org>; Tombolesi, Justin <JTombolesi@oaklandca.gov>
Cc: Garza, Aracely <AGarza@oaklandca.gov>; dave.campbell62@gmail.com; christine.hwang@gmail.com
Subject: RE: Telegraph Key Stakeholder Representative Meeting

Good morning!

I'm looking forwarding to our meeting today at 4 PM. I've attached the updated agenda, which includes meeting notes from the previous leadership team meetings.

Emily Ehlers

Planning and Project Development Manager

City of Oakland | Department of Transportation

-----Original Appointment-----
From: Ehlers, Emily
Sent: Monday, February 1, 2021 3:50 PM
To: Ehlers, Emily; Alaoui, B. Mohamed; Russo, Ryan; Wlassowsky, Wlad; Logan, Warren; Flynn, Darlene; Larrainzar, Jacque; Mitchell, Jason; 'Shari Godinez'; 'contactnatemoon@gmail.com'; 'Dave Campbell'; 'chris@wobo.org'; Mike Woolson; Tombolesi, Justin
Cc: Garza, Aracely; dave.campbell62@gmail.com; christine.hwang@gmail.com
Subject: Telegraph Key Stakeholder Representative Meeting
When: Thursday, February 11, 2021 4:00 PM-5:00 PM (UTC-08:00) Pacific Time (US & Canada).
Where: Microsoft Teams Meeting

Final agenda coming soon

Microsoft Teams meeting

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From: Mike Woolson
To: Ehlers, Emily
Subject: Re: FW: Telegraph Key Stakeholder Representative Meeting notes and next steps
Date: Monday, February 22, 2021 3:56:02 PM
Attachments: Telegraph alternative evaluation_stakeholder rep scores_rev-MWoolson-KONO.pdf

Hi Emily,

Thank you for putting this together. Here are my responses (if KONO only has one rep weighing in here, it should be Shari instead of me).

Thanks,
Mike

On Mon, Feb 22, 2021 at 3:41 PM Ehlers, Emily <EEhlers@oaklandca.gov> wrote:

> Thank you, Dave, for sharing your revised assessment of the alternatives.
>
> Shari, Mike, Nate, Chris, please let me know if you have anything else to add to our discussion on 2/11.
>
> Thank you,
>
> **Emily Ehlers**
>
> Planning and Project Development Manager
>
> City of Oakland | Department of Transportation
>
> **From:** Ehlers, Emily
> **Sent:** Thursday, February 11, 2021 5:40 PM
> **To:** Alaoui, B. Mohamed <BAlaoui@oaklandca.gov>; Russo, Ryan <RRusso@oaklandca.gov>; Wlassowsky, Wlad <wwlassowsky@oaklandca.gov>; Logan, Warren <WLogan@oaklandca.gov>; Flynn, Darlene <DFlynn2@oaklandca.gov>; Larrainzar, Jacque <JLarrainzar@oaklandca.gov>; Mitchell, Jason <JWMitchell@oaklandca.gov>; 'Shari Godinez' <shari@koreatownnorthgate.org>; 'contactnatemoon@gmail.com' <contactnatemoon@gmail.com>; 'Dave Campbell' <dave@bikeeastbay.org>; 'chris@wobo.org' <chris@wobo.org>; Mike Woolson <marketing@oaklandfirstfridays.org>; Tombolesi, Justin <JTombolesi@oaklandca.gov>
> **Cc:** Garza, Aracely <AGarza@oaklandca.gov>; dave.campbell62@gmail.com; christine.hwang@gmail.com
> **Subject:** RE: Telegraph Key Stakeholder Representative Meeting notes and next steps

Thanks for your time and expertise this afternoon.

I've attached draft meeting notes – let me know if I've misrepresented or missed something.

I've also included a fillable pdf for our key stakeholder representatives to evaluate each of the corridors. The attached pdf includes the initial staff scores, if you'd like to read our justifications. Please send these back as soon as you are able—ideally by 2/19. Don't hesitate to reach out with questions. I'll be out next week, but Mohamed can also help.

Thank you again,

Emily Ehlers

Planning and Project Development Manager

City of Oakland | Department of Transportation

From: Ehlers, Emily
Sent: Thursday, February 11, 2021 8:56 AM
To: Alaoui, B. Mohamed <BAlaoui@oaklandca.gov>; Russo, Ryan <RRusso@oaklandca.gov>; Wlassowsky, Wlad <wwlassowsky@oaklandca.gov>; Logan, Warren <WLogan@oaklandca.gov>; Flynn, Darlene <DFlynn2@oaklandca.gov>; Larrainzar, Jacque <JLarrainzar@oaklandca.gov>; Mitchell, Jason <JWMitchell@oaklandca.gov>; 'Shari Godinez' <shari@koreatownnorthgate.org>; 'contactnatemoon@gmail.com' <contactnatemoon@gmail.com>; 'Dave Campbell' <dave@bikeeastbay.org>; 'chris@wobo.org' <chris@wobo.org>; Mike Woolson <marketing@oaklandfirstfridays.org>; Tombolesi, Justin <JTombolesi@oaklandca.gov>
Cc: Garza, Aracely <AGarza@oaklandca.gov>; dave.campbell62@gmail.com; christine.hwang@gmail.com
Subject: RE: Telegraph Key Stakeholder Representative Meeting

Good morning!

I'm looking forwarding to our meeting today at 4 PM. I've attached the updated agenda, which includes meeting notes from the previous leadership team meetings.

Emily Ehlers

Planning and Project Development Manager

City of Oakland | Department of Transportation

-----Original Appointment-----
From: Ehlers, Emily
Sent: Monday, February 1, 2021 3:50 PM
To: Ehlers, Emily; Alaoui, B. Mohamed; Russo, Ryan; Wlassowsky, Wlad; Logan, Warren; Flynn, Darlene; Larrainzar, Jacque; Mitchell, Jason; 'Shari Godinez'; 'contactnatemoon@gmail.com'; 'Dave Campbell'; 'chris@wobo.org'; Mike Woolson; Tombolesi, Justin
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Mike Woolson
Marketing and Communications Director
Oakland First Fridays
Office: (510)361-0615
www.oaklandfirstfridays.org

	Design options									
	Option 1: Seven auto lanes		Option 2: Interim protected bike lane		Option 3: Permanent protected bike lane		Option 4: Enhanced buffered bike lane		Option 5: Enhanced buffered bike lane + curb management	
	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation	Staff recommendation	Key stakeholder representative recommendation
Metric										
Support: Assessment of community preference	1	1	2	3	4	3	4	4	4	4
Utilization: More people walking and biking along the corridor	1	1	5	3	5	4	4	4	4	4
Safety #1: Prevention of collisions, with a focus on preventing fatalities and severe injuries	1	1	4	2	5	2	2	3	4	4
Safety #2: Perceptions of safety	1	1	3	2	4	2	3	3	4	4
Transit: Facilitate transit operations and access	2	1	4	2	5	2	5	4	5	5
Commercial operations: Convenient commercial and passenger loading	5	4	2	2	3	2	3	4	4	4
Vitality: Support and increase business activity	2	4	3	2	3	3	3	4	4	4
Accessibility: Convenience for people with disabilities	4	4	2	2	3	3	4	4	4	4
Aesthetics: Attractive aesthetically	2	3	2	1	4	4	3	3	3	4
Special Events: Facilitate First Friday and other similar events	5	4	3	3	3	1	4	5	4	5
Average score	**2.4**	**2.4**	**3.0**	**2.1**	**3.9**	**2.6**	**3.5**	**3.8**	**4.0**	**4.0**