



ACTION CALENDAR
January 27, 2025

To: Honorable Members of the City Council

From: Councilmember Lunaparra (Author)

Subject: Creating Accessible Routes For Riders, Equity, and the Environment (CAR FREE): Budget Referral to Fund Limiting Cars on Telegraph Avenue

RECOMMENDATION

Refer \$1,325,000 to the Long Range Development Plan and Measure FF funding processes to study limiting car access and develop pedestrian-centered design concepts for Telegraph Avenue between Bancroft Way and Dwight Way.

CURRENT SITUATION AND ITS EFFECTS

In 2020, Berkeley adopted its Vision Zero plan, committing to eliminating all traffic-related major injuries and fatalities. Tragically, there have been three pedestrian fatalities on average per year since 2020.¹ District 7 has the highest concentration of injuries as a result of collisions, making it one of the most dangerous areas for traffic violence in Berkeley. In 2024, District 7 had 60 injury collisions within just .25 square miles, a density of 240 injuries per square mile, far exceeding every other district.

District	Total driveable area (mi)	Collision injuries 2024*	Injuries per sq. mi.
7	0.25	60	240
4	0.72	98	136
3	0.9	83	92
1	1.55	101	65
2	1.55	97	63
8	0.98	57	58
5	1.52	33	22
6	1.88	31	16

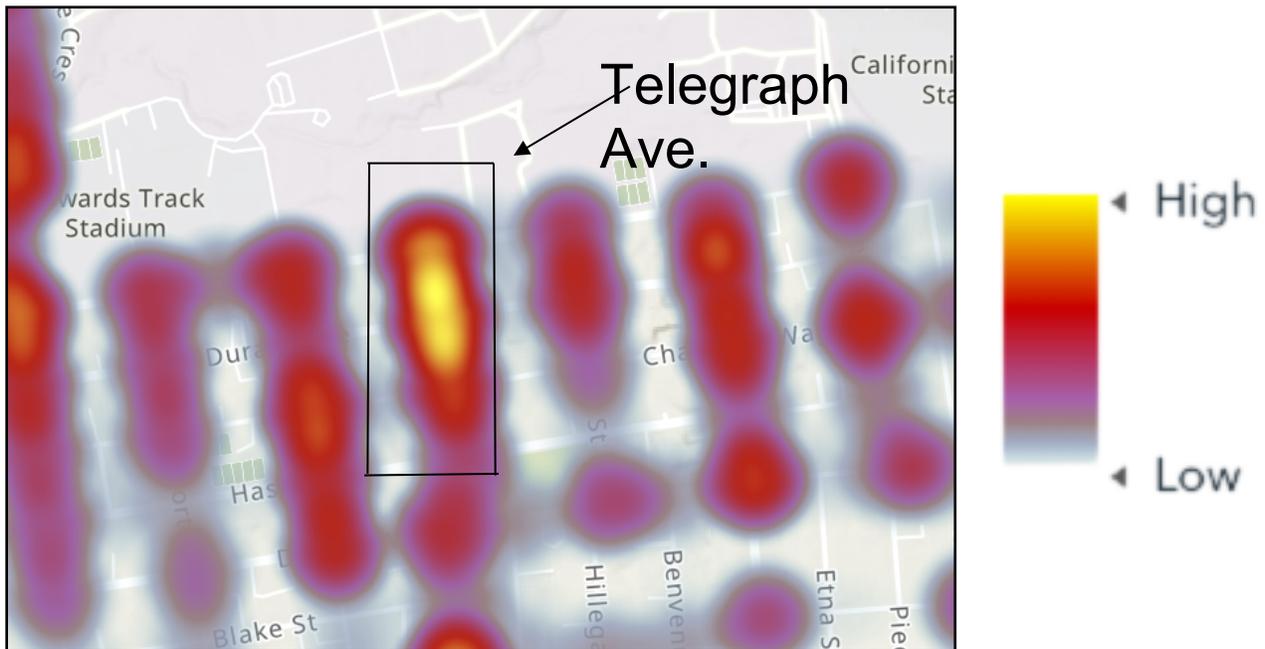
*BPD transparency hub data

Although Districts 1, 2, 3, and 4 experienced higher absolute collision injury rates in 2024, the highest risk concentration is in District 7. It is the densest, most populous, and

¹<https://www.berkeleyside.org/2025/06/24/berkeley-street-safety-vision-zero-measure-ff#:~:text=The%20city's%20Vision%20Zero%20Action,safety%20improvements%20on%20Marin%20Avenue.>

smallest geographic district, with the highest rate of households without access to a car.² Additionally, there has been significant housing development in the Southside neighborhood over the last five years, with thousands of new beds planned over the next few years. It requires a coordinated response to meet the growing demand for safe streets. According to the Berkeley Police Department Transparency Hub, District 7's high rate of traffic-related injuries is a common trend year-over-year.

In 2025, the City completed the Southside Complete Streets project, installing extensive traffic safety infrastructure, including Class IV bike lanes, accessible curb ramps, bus-only lanes, updated traffic signals phased for safety, raised crosswalks, and curb extensions. However, Telegraph Avenue, the site of the majority of traffic-related injuries in Southside, was removed from the project as a car-free design posed funding constraints. Although Telegraph has undergone repeated planning efforts to improve traffic safety, including a call to make it car-free as early as the 1960s,³ it remains the most dangerous street in District 7 for traffic violence; it is the only street in the district characterized as “High” on the historical collisions Heat Map on BPD’s Transparency Hub.⁴



To keep the dream of a car-free corridor alive, former Councilmember Robinson submitted supplemental material to remove Telegraph from the Southside Complete Streets project and separately refer it to staff to study limiting car access. It passed unanimously. However, the referral was buried and inadvertently left off the Reweighted Range Voting (RRV)⁵ list in 2023 and 2024.⁶ In spring 2025, when the District 7 office

² The Southside has the lowest car ownership rate in the City of Berkeley; less than half of Southside households (48%) own cars compared to 81% of households in Berkeley. City of Berkeley draft 2011 Southside Plan <https://berkeleyca.gov/sites/default/files/2022-03/Southside%20Plan.pdf>.

³ Attachment 1

⁴ <https://bpd-transparency-initiative-berkeleypd.hub.arcgis.com/pages/traffic-safety>

⁵ RRV is Council's process for prioritizing staff referrals, <https://berkeleyca.gov/sites/default/files/documents/RRV%20-%20March%2011%20PPT.pdf>

⁶ <https://berkeleyca.gov/sites/default/files/documents/2023-04-25%20Special%20Item%20001%202023%20City%20Council%20Referral.pdf>, <https://berkeleyca.gov/sites/default/files/documents/2024-05->

inquired about the status of the referral, it was added to the list for a Council vote. Council subsequently ranked the referral highly, placing 6th out of 43 referrals and 4th among all public works referrals, demonstrating the Council's ongoing commitment to the project. This budget referral aims to identify and secure the necessary funding to ensure the 2022 staff referral is adequately funded.

District 7 is uniquely positioned to become a citywide model for pedestrian-, bicycle-, and transit-centered design. With the majority of residents living without cars, investments in a safer, people-centered public realm would directly benefit the most significant number of vulnerable road users in our city. Given the City's considerable investment in new street safety infrastructure through Measure FF and the concurrent safety upgrades in the area, this is a prime moment to request the long-overdue funding to move this project forward.

BACKGROUND

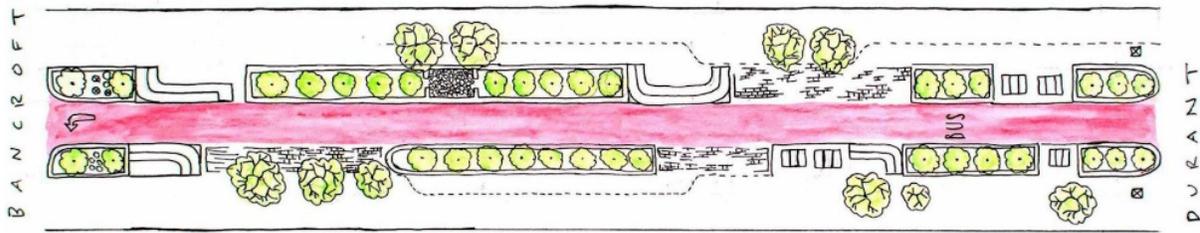
In 2022, local organizers — led by students — began developing a dream design for a car-free Telegraph.⁷ This design comes as a result of years of community input, guided by five primary objectives:

1. Ensure dignity and safety for pedestrians
2. Improve bus reliability and speeds
3. Provide small businesses with space to thrive
4. Make Telegraph a destination and strengthen its public realm
5. Save the climate and our lungs

With these tenets in mind, a diverse group of organizers came together to design a car-free Telegraph. The street design is intended to facilitate user behavior by widening sidewalks, narrowing the street to a single bus lane, and creating public space for gathering. The design features a bus lane to improve transit times and Southside bus service, bioswells for rainwater capture, streetscaping to discourage private vehicle use while providing access for pedestrians and cyclists, parklets with outdoor seating, dedicated loading zones for small businesses, and elevated bus stops to enhance safety, increase visibility, and retain sidewalk space. Feasibility, environmental, and traffic studies are required to begin the project's design phase. Still, these mockups reflect significant community feedback and input, as well as a schematic overview to guide staff. Our office requested that staff use these designs as a reference for calculating the project's cost. The following slides are examples of possible design features from the high-level overview published by Telegraph for People in 2022.

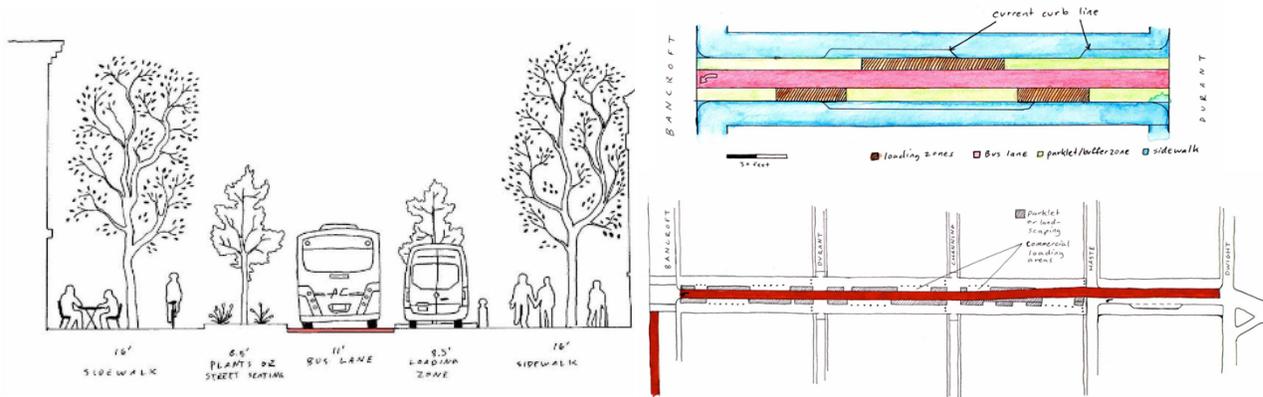
14%20Item%2026%202024%20City%20Council%20Referral%20Prioritization%20Process%20Using%20Re-Weighted%20Range%20Voting%20%28RRV%29.pdf

⁷ <https://www.telegraphforpeople.com/option-five>



Installing bioswales significantly boosts our resilience to climate change by effectively capturing and absorbing rainwater. More outdoor seating fosters economic vibrancy, supports small businesses, and provides public gathering spaces, which have decreased in Southside in recent years

Drawing: Brandon Yung



A dedicated bus lane will improve transit times and can be accessed by emergency response vehicles

Drawing: Brandon Yung



High-level designs reflect significant community feedback and serve as a reference for City staff

Drawing: Brandon Yung

These designs were born of the significant community feedback from those who frequent the Telegraph corridor. The completion of Southside Complete Streets, the design and engineering progress on the Telegraph Multi-Modal plan, and a decade-long commitment to closing the right-turn slip lane at Dwight and Telegraph to create a public

plaza have all set the stage for a car-free Telegraph. This initiative has been in the making for over six decades and is now poised to significantly enhance the experiences of all who live, work, study, and visit Southside.

ADDITIONAL INFORMATION AND ANALYSIS

1963

In 1963, the Berkeley City Council considered reconstructing the Telegraph corridor under the Federal Urban Renewal Program.⁸ The historical disinvestment in and near Telegraph rendered it eligible for Urban Renewal funding. The goal of the study was to “recognize the demand for pedestrian circulation and for bicycle and automobile circulation and make balanced provision for each within the limited public right-of-way available,” and that “study should be given to the feasibility of converting Telegraph Avenue to a pedestrian mall, to a one-way street, or to a limited traffic street...”.⁹ In 1963 and ‘64, consultants reported their findings from a traffic study and economic analysis that measured the feasibility of a pedestrian mall.¹⁰

Ultimately, the consultant provided three reasons why the proposed pedestrian-mall design was not recommended:

1. It would limit parking
2. Not enough evidence demonstrated that pedestrian malls were lucrative
3. The new perimeter roads that would be built as a result of pedestrianization would separate new commercial areas

Still, staff and consultants struggled to find an alternative that would balance residents’ mobility needs, ultimately leading to an interim compromise: Convert Telegraph Avenue into a Northbound one-way street with widened sidewalks and parking bays and convert Dana Street into a Southbound one-way.¹¹

⁸ The Urban Renewal Program was a federal initiative under the guise of addressing urban decay and blight in cities across the country. It was a flawed, racist, and classist program that displaced millions of people and destroyed homes, businesses, and communities. We provide the context under which the Telegraph pedestrian-mall project was initially planned to offer additional, nuanced rationale for why residents were skeptical of the proposed project. We also share this to impart the value of a car-free Telegraph and its disaggregation from the harmful legacy of Urban Renewal.

⁹ Attachment 1

¹⁰ Attachment 1

¹¹ Attachment 2



Telegraph Avenue between Bancroft Way and Durant Avenue, Berkeley, CA, during construction, turning Telegraph into a one-way street, 1970¹²

This interim solution, presented as temporary and constructed in 1970, is what we have to this day. This snapshot from 1968 perfectly captures the era's prioritization of cars and parking over all other considerations, driven by the outdated myth that building infrastructure for varying road users causes commercial decay. Today, informed by data on the environmental impact of cars, contemporary planning practices, and evidence on the conditions that create thriving commercial corridors, we recognize the critical value of pedestrian-, cyclist-, and public transit-centered infrastructure.

1992

In 1992, Mayor Loni Hancock formed a Mayor's Task Force on Telegraph Avenue to evaluate the "physical and social problems" impacting the area. The goal of the task force was to ensure safety and advance cultural and commercial enrichment. The report included long-term goals for the street, including "a pedestrian street for a portion of Telegraph" because of its "unique attributes that make it perfect for consideration for a pedestrian street."¹³ The report proposes an 8-week pilot to ensure the project was feasible ahead of substantial investment. This was 30 years after the first car-free Telegraph proposal, demonstrating the enduring power of pedestrianization as a tool for social equity and safety. The project never came to fruition.

1996

In the 1996 Southside Plan, the City identified Telegraph Avenue as a critical thoroughfare to increase pedestrian and bicycle safety, reduce automobile speeds, and enhance transit service. The plan proposed to achieve this through closing Telegraph to auto traffic north of Haste Street or banning cars on Bancroft at Telegraph.¹⁴

1983-2025

Telegraph Avenue has intermittently limited cars. December 2025 marked the 42nd year of the Telegraph Winter Holiday Streetfair, an annual multi-weekend craft market

¹² https://www.instagram.com/p/C4tq_n8vVTM/?igsh=NTc4MTIwNjQ2YQ==

¹³ Attachment 3

¹⁴ <https://berkeleyca.gov/sites/default/files/2022-03/Southside%20Plan.pdf>

that shuts the street down to vehicles. It has demonstrated the value of creating pedestrian-centered areas and the role it plays in supporting local businesses and promoting economic vibrancy.

The National rise and fall of the pedestrian mall

There has been concern that converting Telegraph into a pedestrian mall or pedestrian-only corridor could negatively affect businesses in the area. Since the rise and fall of the pedestrian mall in the '60s and '70s, extensive research has examined the factors that create a thriving pedestrian commercial corridor. Data suggests that pedestrian malls are most likely to succeed if they are located near a university, have access to public transportation, and are in areas with residential density, all features that District 7 possesses. Other regions with significant university presences have taken this approach with transformative results. In fact, Mayor Hancock's 1992 Telegraph highlighted that the City of Berkeley representatives planned a trip to the Santa Monica pedestrian mall to study its efficacy and feasibility for Telegraph. The following are examples of effective and successful pedestrian malls with similar populations.

- **Santa Monica, CA**, home to UCLA, successfully revitalized its Third Street Promenade, a once-dead pedestrian mall, leading to the collection of 37.7% of the city's total sales tax revenue.¹⁵
- **Madison, WI's** expanded pedestrian mall pilot on State Street was a huge success, with 81% of visitors saying they were more likely to come to the area because of it.¹⁶
- **Burlington, VT** has a population of 45,000, but its pedestrian-only Church Street Marketplace attracts more than three million annual visitors.¹⁷

Not only would pedestrianizing Telegraph Avenue ensure the safety of its residents and visitors, but it also has the necessary criteria to become a destination. The idea of creating a car-free Telegraph was first studied 62 years ago. Since then, local leaders, students, and organizers have made multiple attempts to finally address one of Berkeley's most dangerous streets for traffic violence. This is the time to do it.

FISCAL IMPACTS OF RECOMMENDATION

Given the significant structural general fund deficit, it is most fiscally responsible to seek funding from alternative sources. Staff should prioritize funding sources most relevant to the prospective project, namely, from LRDP and Measure FF funds. We have identified these sources of funding as they most appropriately relate to the project's goal. Relevant LRDP funds must be used on projects within a ½ mile of the main campus boundaries and should directly address the needs of students and residents in the area, both of which this project accomplishes. Measure FF funds are restricted to street and sidewalk improvements, with specific funds designated for safety improvements.

The Public Works Department has prepared the following cost projections:

Category	Cost Range	Notes
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¹⁵ https://www.researchgate.net/publication/248957016_Santa_Monica's_Third_Street_Promenade_the_failure_and_resurgence_of_a_downtown_pedestrian_mall, https://www.nlc.org/wp-content/uploads/2020/01/CS_PedestrianReport_Final_WEB.pdf

¹⁶ <https://www.cityofmadison.com/news/2025-03-26/planning-division-issues-report-on-state-street-pedestrian-mall-experiment>

¹⁷ https://www.nlc.org/wp-content/uploads/2020/01/CS_PedestrianReport_Final_WEB.pdf

Feasibility + CEQA/NEPA + TIA	\$350,000 – \$500,000	Environmental review, traffic analysis, utility scan/third party
Public Outreach	\$125,000 – \$175,000	Workshops, merchants/TBID, UCB, ACT
High-Level Design	\$480,000 – \$650,000	Alternatives, layouts, utility conflict matrix
Final Design (60/90/100%)	\$600,000 – \$700,000	Arch., civil, geotech, electrical, traffic, transit, stormwater, GI, bid package
Construction & Implementation	\$12M – \$17M	Paving, utilities, lighting, landscaping, CM/inspection

This item requests funding only to complete the first three rows of the project; however, it is essential to present the estimates for the final design, construction, and implementation to provide a clear picture of the scope of the entire project. For future phases, we hope to leverage county, state, and federal transportation funds as needed.

ENVIRONMENTAL SUSTAINABILITY

Reducing reliance on cars offers essential benefits. Cars are the primary source of greenhouse gas emissions in our city. Limiting car use while building infrastructure to support transit, biking, and walking will lower our collective carbon footprint and make our environment more resilient.

ATTACHMENTS

1. Economic Analysis of Telegraph Avenue Pedestrian Mall, 1964
2. Planning Report on Telegraph Avenue Pedestrian Mall, 1968
3. Mayor’s Taskforce Report on Telegraph Avenue, 1992
4. Southside Complete Streets Project Conceptual Designs, Supplemental Agenda Material 1, 2022

CONTACT PERSON

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 Sara Cerami, Chief of Staff

Riches Research, Inc.

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BEN H. TANNER
DONALD R. WILLIAMS

Economic Analysis

SOUTH CAMPUS AREA

Berkeley, California //

Prepared For

Urban Renewal Agency

City of Berkeley, Calif

January 1964

Section 3

RECOMMENDATIONS

1. A mall for Telegraph Avenue. A field trip to the mall in Pomona's Central Business District and a review of data on other malls indicates that the mall by itself is not a solution to a shopping district's problems. The effective malls have been integrated parts of long range, comprehensive programs initiated and supported by the merchants of the shopping district. More important than the mall itself are the provisions of adequate access and parking, a unified merchants' program for common advertising and shopping district development, and a concept of the purposes of the mall and specifically how it is to be used. Where these prerequisites have occurred, the mall can be an additional stimulus to sales and is perhaps the most dramatic way for an older shopping district to show its customers that it is interested in its own future and is concerned with making shopping for its customers a more leisurely, comfortable, and interesting experience.

A landscaping program in which considerable parking is retained on the main street and attractive landscaping, fountains, and benches are provided has been developed in the California Avenue Shopping District in Palo Alto and recently on Washington Street in Downtown Oakland. The Palo Alto partial mall has been very successful.

It is recommended that a landscaping program be established on Telegraph Avenue. A partial mall will definitely enhance the attractiveness of the District and encourage the merchants to improve the appearance of the stores and shops in the District. The conversion of Telegraph Avenue to a full mall is not recommended because:

- (1) The District's area is severely limited and the conversion of the Avenue to a mall would require replacement of the access and parking which would be eliminated. It will be difficult enough to obtain adequate access and parking under any circumstances.
- (2) There is no indication that the mall would cause a substantial increase in sales without the provision of adequate access, parking, and other programs.

- (3) The merchants' organization has not yet established a pattern in which the advantages of a mall can be clearly used to aid the district.
- (4) A new street(s) will separate the district's expansion areas from the main group of shops and stores. Also, only 50 per cent of the stores can provide new rear entrances.

It is further recommended that the design of access to the district and parking structures provide sufficient flexibility so that when there is a real need, the merchants will be prepared for it, and alternative circulation routes and parking can be provided so that portions of all of Telegraph Avenue could be converted to a mall. (Section F)

2. A small specialty department store. The Sather Gate Shopping District is particularly strong in its apparel and specialty shops. Its primary lack at the present time is a small (i.e., 20,000 to 40,000 square feet) somewhat exclusive specialty department store which could complement and expand the existing character of the district. The opportunities for a store of this type seem particularly promising because of the character of the district, the lack of such facilities in the city or in surrounding cities, and the large proportion of general merchandise sales which are being made outside of Berkeley. (Table C-9 and Field Interview)

3. The proposed new street and parking structures to the east and west of the Shopping District should be very careful to minimize the separation of the stores and shops along Bancroft Way from the main group of stores along Telegraph Avenue. The District's primary areas of expansion are east and west in the blocks between Durant and Bancroft. Therefore, it is critical to maintain as much continuity between these areas and the stores and shops along Telegraph Avenue as possible. (Figure 6)

4. Focal buildings at each end of the District. At present, the main attractions of the Sather Gate Shopping District are along Bancroft Way, the northerly two blocks of Telegraph Avenue, and the Student Union complex on campus. It would be very desirable to complement these existing buildings with major new, multi-story commercial and office buildings at each end of Telegraph Avenue within the Sather Gate Shopping District. These new buildings would define the District and would provide customers with identification which emphasizes the extent of the District. (Figure 2)

5. Apartments should be designed so that they can be used either by a single student, a pair of students, or a student and his wife. Furnished apartments should be provided at \$100 to \$130 per month for one bedroom units, a figure which can increase to \$120 to \$150 per month by 1980. (Page B-14, Table 2)

6. The intensity of development in the Project Area will be quite high as indicated by the existing residence halls. Therefore, it is recommended that the zoning of the Project Area encourage towers and open space and a considered relationship between towers in order to retain as many amenities as possible.

7. It is recommended that landscaped pedestrian walkways be provided through the middle of the blocks on either side of Telegraph in order to accommodate the increased pedestrian traffic (mostly students) which must pass through the Shopping District.

Section F

EFFECTS OF A MALL

A landscaped, attractive mall is the most dramatic recent development in shopping districts. It provides a fresh new appearance, it makes it possible for the customer to walk from the stores on one side to the stores on the other without crossing traffic or being concerned about their children, and it encourages a more leisurely and enjoyable shopping trip for the customer. However, the mall is not a program in itself. Where it has been successful, such as in Pomona, it has been one step in a long range improvement program undertaken by the merchants of a shopping district in cooperation with the city.

The Pomona Mall. The Pomona Mall includes 98 stores. It has now been in operation for nearly fifteen months (since October 1962). It is unquestionably successful as indicated by several statistics.

- Two major new buildings have been constructed and a third is planned. Already constructed are a new \$4 million quality department store and a \$2.5 million seven story office building.
- The number of vacant stores on the mall have been reduced from 26 to 6.
- 38 stores have been remodeled.
- The number of pedestrians on the mall have increased by 79 per cent on comparable days since the mall opened.
- Taxable sales for the mall stores increased by 42 per cent (for a comparable period) since the mall opened according to a special tabulation by the State Board of Equalization. Most of the increase in sales was due to new stores.¹

These figures reflect not only the establishment of the mall, but also the other important contributors to the redevelopment program of the shopping district. Actually the program started in 1950 when the merchants recognized the potential threat of the then new shopping centers. They

¹Also there is no indication what "normal" increase in sales could have been expected, or what the effect of the improved access, parking, and promotion by themselves would have been.

started a four pronged program: better access, increased parking, the mall, and common merchant advertising. They now have good access to the district, they have provided nearly 2,700 parking spaces, they have constructed the mall and are using it as a means of promotion, they distribute a common shopping news, and they are planning for additional parking and a new monorail "sky lift" to help customers get around the large shopping district and perhaps to the nearby transportation and civic centers. In short, the mall is but one part of a comprehensive development program motivated and paid for by the merchants with the assistance of the city.

Discussions with the merchants indicated that by itself the mall is not particularly meaningful. More important are the provisions for adequate access and off-street parking. Perhaps most important is the fact that the merchants and the city are doing something to improve the downtown area. The mall has been described as the "biggest stage" in Southern California. It is used for dances, parades, exhibits and other activities. At present the mall is significantly unique that it is attracting interest from church and charitable groups which put on events. The merchants indicate that these events are better sales stimulators than their own activities and they are planning to acquire a portable stage, sound system, and extra lighting to make the mall more usable.

Experience with the mall brought forth the following observations:

- . Even though the mall is unusually long (2700 feet) they have not had any particular criticism from shoppers. They do plan to develop additional stores on some street ends so that the mall will appear to be only five blocks long instead of the nine original short blocks.
- . The mall has apparently reduced the difference in sales volume between a "corner" location and interior sites.
- . Stores which do not have back access to the parking lots have experienced sales growth even though they did not have access or signs to the nearby streets and parking areas.
- . The use of tractor trains to carry pedestrians in the mall from one location to another at 10¢ per ride was not successful. Customers felt they were a vehicular intrusion into the pedestrian mall.



- "It is essential to keep the mall spotlessly clean seven days a week."^{1/} The Pomona merchants have a special assessment charge of 25¢ per \$100 assessed valuation to pay for maintenance costs.
- "It is imperative to promote the mall continuously. Events must be carefully planned to attract people to the mall. International Folk Dance Festival, Ancient Car shows, square dances, Moonlight Sales, etc. are all elements that proved popular in Pomona during the past year."^{1/} The merchants are establishing an ordinance to assess themselves to pay for promotional advertising and events.
- "The mall is only one important segment of downtown. The entire downtown environment must be inviting to people. There must be attractive parking lots, convenient ways to reach them, clean well-lighted and well-maintained streets and well-maintained stores and buildings."^{1/}
- The construction of the mall can be accomplished without adversely affecting or interfering with business. Particular care has to be given to protecting the small merchants who do not have direct access to the rear parking lots.
- The provision for rear parking lots and the location of the main access from the rear requires the improvement of the backs of the buildings, additional signs, check stands at both ends of the stores with back entrances, and the construction of special trash bunkers. In Pomona the bunkers are attractively designed and contribute to the appearance of the parking lot. They require some merchants to carry their trash as far as a block (200 to 300 feet); so far there have been no objections.
- The increase in foot traffic at the rear of the stores has not decreased the foot traffic on the mall.
- The mall cost about \$270 per lineal foot.
- The major activity in the mall is still in the center. However, the construction of the department store at one end and a new complex of commercial buildings at the other end is expected to encourage fuller use of the entire mall.

^{1/} Memo by city administrative staff titled, "Brief Highlights of Progress in the City of Pomona . . .," dated August 1, 1963.

- There is a need to provide a closure to the mall at each end. Even the placing of a temporary tent gave a more definite form to the mall. The value of "terminal" stores at each end of the mall is evident.

Other cities which have established permanent shopping district malls include Miami, Florida; Kalamazoo, Michigan; Knoxville, Tennessee; and Ottawa, Canada. It is reported that over 100 cities have considered or are planning to construct malls. A number of cities have attempted temporary malls and have discarded them. In general it appears that the other successful malls have had the same characteristics as the Pomona mall. These include a long term, comprehensive plan, adequate access, convenient parking, and merchant stimulation and participation.

The California Avenue Partial Mall. The merchants of California Avenue in Palo Alto with the cooperation of the city have developed a partial mall which has been very successful. Instead of the full mall treatment, they have provided fountains, landscaping, and special lighting while retaining a major portion of the parking on the main street. However, the street is much wider than 2nd street in Pomona or Telegraph Avenue. In this case, the improvements on California Avenue are part of a comprehensive program which has included improved access, increased parking, joint merchant programs, and merchant initiative and participation.

A similar type of partial mall has recently been constructed on Washington Street in downtown Oakland.

A Telegraph Avenue Mall. A mall on Telegraph Avenue would be a distinct advantage especially between Bancroft and Channing where the pedestrian traffic is so great. The obvious disadvantages of the mall are the loss of parking spaces (particularly critical where there are so few) and the loss of access (particularly critical where there are no obvious alternatives if Telegraph Avenue is converted). While streets can be developed to the rear of the commercial properties along Telegraph Avenue, the available space is limited and expensive to acquire, the competition for space between stores, access streets, and parking, is severe, and the new streets would separate the new commercial developments along Bancroft Way from the main grouping of stores along Telegraph. Non-physical disadvantages are that retail sales and activities in the Sather Gate Shopping District are increasing (therefore there is no incentive for a major change), and the merchants do not have a long established record of working together toward a comprehensive solution to their problems.

Therefore, it is not recommended that a mall be developed on Telegraph Avenue at this time because of the greater need for improved access and additional parking, because there is no evidence that the mall would increase the amount of sales that the Shopping District can anticipate during the next few years, and because the merchant organization has not established a pattern in which the advantages of a mall can be clearly used to aid the District. Since these conditions can be expected to continue to change in the future it would be desirable to provide sufficient flexibility in the design of the project, such that when a need is felt and alternative circulation routes and parking are provided the mall could be constructed.

From a shopping district standpoint, it would be preferable for the two main east-west arterials (Bancroft and Durant) to be routed in tunnels under Telegraph Avenue so that there would be no cross traffic at these intersections. However, provision would have to be made for access from these arterials to the by-pass streets and parking structures. The advantages of the expensive approach would be the complete freedom of students and customers in circulating from the Student Union area down to Channing Way and along Bancroft without interference. At present such a solution appears to be prohibitively expensive and no commensurate increase in sales can be anticipated.

There is a distinct set of advantages to the creation of a partial mall such as the one at California Avenue in Palo Alto. Such a mall would show that the merchants and the city are interested in the appearance and improvement of the District, it would retain some of the parking spaces, it would provide direct access to the stores along Telegraph Avenue, and it would not be prohibitively expensive.

16654
 copy 2
 BNN

To: William C. Hanley, City Manager
 From: Norman Murdoch, Director of Planning

August 2, 1968

Subject: MALL OR PARTIAL MALL ON TELEGRAPH AVENUE BETWEEN DWIGHT WAY AND BANCROFT WAY -- A REVIEW OF PAST STUDIES

During the early sixties the question of a mall or partial mall on Telegraph Avenue was examined in detail as part of the planning for the proposed South Campus Urban Renewal Project. A number of alternatives were analyzed in depth. After discussion by a citizens committee -- and some exposure to the Sather Gate Merchants -- the City staff and consultants on the renewal program agreed that a plan which embodied a partial mall on Telegraph Avenue (i.e., sidewalk widening) combined with a new street 150 feet west of Telegraph Avenue would be a desirable solution providing a balanced response to the sometimes conflicting demands for pedestrian access, vehicular access, parking, and amenity.

The City Council discussed the evaluation of the South Campus Plan at not less than eight meetings starting in 1961. After formulation of the Urban Renewal Plan, the City Council -- acting as the official Urban Renewal Agency -- held a series of seven public hearings on the proposed Urban Renewal Plan. Strong opposition to the new street and partial mall concept was presented by Telegraph Avenue merchants. Opposition increased and expanded to include expressions of relocation fears and great concern with the stringency of rehabilitation standards relating to seismic forces. Responding to the apparently united opposition of residents, merchants and many U.C. students, the City Council voted to abandon the Urban Renewal effort on June 30, 1966.

Subsequently, the City developed alternate approaches to improvement of the South Campus area. An intensified code enforcement effort was initiated in 1967. In the Spring of 1968 the City Council approved the conversion of Telegraph and Dana to a one-way pair to provide some improvement for vehicular and pedestrian circulation. The University has proceeded with its previously planned acquisition program.

Blight in the area has been reduced. In addition the Department of Housing and Urban Development has established socially oriented priorities for the use of Urban Renewal funds. Combined, these factors make it very unlikely that the Telegraph Avenue area could be revived as a Federally-Assisted Urban Renewal Area.

Initiation of Planning

As early as 1960 the South Campus Renewal area was the subject of considerable examination under the auspices of the office of Urban Renewal Coordinator, City Manager's Office. The project eligibility and boundaries were firmed up in discussion with federal officials early in 1961 and a sample survey of the area was conducted in April 1961, indicating that physical conditions were such as to allow a feasible renewal effort.

Apparently there was considerable interest in the possibility of creating a mall on Telegraph Avenue and in May 1962 a report to the City Planning Commission on a South of Campus Landscape and Circulation Plan prepared by a Berkeley Liaison Committee--Arthur Hargrave, chairman recommended a possibility of one-way parallel couplets on the east and west sides of Telegraph Avenue to allow a mall on Telegraph Avenue.

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On August 20, 1963 the Berkeley City Council established planning goals for the South Campus Urban Renewal Project including:

"The plan should recognize the demands for pedestrian circulation and for bicycle and automobile circulation and make balanced provision for each within the limited public rights-of-way available."

"Study should be given to the feasibility of converting Telegraph Avenue to a pedestrian mall, to a one-way street or to a limited traffic street, and to plans that solve related circulation, parking and loading problems."

During the course of renewal planning a number of specialized consultants were engaged including Wilbur Smith and Associates (traffic and parking), Riches Research (economic analysis) and DeMars and Reay (design). Each of these consultants were involved in the question of converting Telegraph Avenue to a mall or partial mall and reported as summarized in the following paragraphs.

Traffic and Parking Study (Wilbur Smith)

The first phase report dated August 1963 by Wilbur Smith and Associates presented the results of field studies undertaken in May of that year. The study area was bounded by Bancroft, Bowditch, Dwight and Fulton. Major conclusions included:

- 1) Of the 56,000 vehicles entering the area daily, approximately 70 percent travel through without stopping;
- 2) Public transit delivers approximately 8 per cent of all vehicular passengers to the area during business hours;
- 3) Pedestrian volumes along Telegraph near the campus total 20,000 persons during the business day, exceeding vehicular traffic in the area;
- 4) If all the parkers who had destination in the area or parked here and walked out to the campus or other location were to be served, there would be a need for 250 more parking spaces.

In their second phase report dated September 1964, Wilbur Smith and Associates recommended the circulation plan subsequently shown in the Renewal Plan (i.e. semi-mall on Telegraph Avenue and new one-way street 150 west of Telegraph Avenue) for the following reasons:

- 1) Traffic volumes greater than 1975 projections can be accommodated;
- 2) Decrease in traffic concentrations makes possible greater freedom of operation for both vehicles and pedestrians;
- 3) One-way operation offers safer pedestrian crossing opportunities and elimination of turn conflicts.
- 4) Permits Telegraph Avenue sidewalk widening particularly at intersections;
- 5) New street provides added traffic capacity.

Economic Analysis (Riches Research, Inc.)

In January 1964 Riches Research, Inc. completed its economic analysis of the South Campus Area for the Urban Renewal Agency. One of the specific assignments to Riches Research was to examine the possibility of converting Telegraph Avenue between Bancroft Way and Dwight Way into a mall. Riches Research recommended against the conversion of Telegraph Avenue to a full mall because:

- 1) A mall would require replacement of parking and (vehicular) access which would be eliminated;
- 2) No indication that mall would cause increase in sales;
- 3) The new streets (necessary adjuncts to a mall) will separate the district's expansion areas from main groups of shops and stores.

Design Program (DeMars and Reay)

In October 1964, the architectural consultants reported on the proposed South Campus Urban Renewal Project. Their recommended design concepts for the Telegraph Avenue commercial area included:

- 1) Wider sidewalks along both sides of Telegraph Avenue can provide the much needed space for heavy pedestrian movements and the areas necessary for the installation of street furniture and landscaping.
- 2) Repaving the sidewalk in brick with concrete bands, and providing benches, poster kiosks, bulletin boards, coordinated newspaper stands, well-designed trash containers, decorative street lamps, etc. are means for improving the physical and visual aspects of the shopping environment;
- 3) Parking bays of two cars each can be spaced in the widened sidewalk area of the street pavement to provide for short term parking and spot servicing to the stores;
- 4) Midblock cross walks can encourage to and fro shopping movements - these cross walks are best located at the widened sidewalk areas, so that the street crossing distance is a minimum.

Analysis of Alternatives

While the consultants reported separately their efforts were coordinated by the staff. Documentation is not complete but it is clear that in 1963 and 1964 a large number of alternatives were seriously examined. The staff and consultants were struggling to develop a solution which would balance the legitimate demands of the pedestrian, vehicular traffic and parking, all of which are heavy in Sather Gate commercial area. The major alternatives examined are summarized below:

<u>Proposed</u>	<u>Characteristics</u>	<u>Evaluation</u>
Existing Situation	Retain existing two-way traffic on Telegraph Avenue.	Does not respond to heavy pedestrian movement and growing traffic congestion.
A	Convert Telegraph Avenue to pedestrian mall with two new streets east and west of Telegraph Avenue	Does respond to major problems but is a costly solution for both the public and private owners.
B	Telegraph one-way north and Dana one-way south	This does provide a modest increase in traffic capacity but makes for an inconvenient southbound movement. (This was the interim solution adopted by the City Council in May 1968.)
C	Make Telegraph Avenue mall with Bowditch north and Dana one-way south.	Creates mall but with serious traffic disadvantages and very difficult service access to stores.
D	Mall on Telegraph Avenue between Durant and Bancroft only	Serious traffic circuities are created and no improvement in amenity south of Durant.
E	Telegraph Avenue northbound, Dana southbound. Convert Bancroft to two-way traffic.	New traffic couplet provides no traffic advantage compared with Plan B; Bancroft is wider than Channing Way.
F	Mall between Bancroft and Durant with two one-way streets east and west of Telegraph.	Traffic pattern is awkward and new streets take most valuable property.
G	Telegraph one-way north, with widened sidewalks and new street 150 feet west, southbound.	Despite high acquisition costs between Durant and Bancroft, this was a solution with apparently minimum drawbacks and was thus adopted as recommended urban renewal plan; provides only widened sidewalks rather than full mall.

Norman Murdoch
Director of Planning

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REPORT AND RECOMMENDATIONS
MAYOR'S TASK FORCE ON TELEGRAPH AVENUE

INTRODUCTION

On September 24, 1992, the Mayor of Berkeley announced the creation of a special Task Force to evaluate the physical and social problems impacting Telegraph Avenue, People's Park, and other Southside areas and to offer recommendations to the Mayor and Council. The members of the task force are listed in Appendix A.

**MAYOR'S TASK FORCE REPORT
ON TELEGRAPH AVENUE**

The Task Force believes that the area around Telegraph Avenue is a microcosm of problems facing our larger society. It is also a situation that must improve for the good of the entire community.

Mayor Loni Hancock
November 23, 1992

The report contains the recommendations of the Task Force in the following areas:

- Community Values
- Housing from Vision
- Adult Social Services
- People's Park Activities
- Public Space Investments to Telegraph
- Law Enforcement
- Employment for Youth
- A Process for Continuing Work

WORK GROUP ACTIVITIES

The Task Force created five working groups to develop specific recommendations on law enforcement, alternative activities for youth, urban design improvements, social services for adults, and a working group devoted to creating a council structure to guide our work and share it with the larger community during implementation.

In addition to the formal meetings, there were small group meetings of the Task Force members and young people, university students, business people, neighbors, and others in the South Campus area, People's Park supporters, judges and youth workers, urban design experts and youth workers. These meetings were extremely helpful in our understanding of other people's realities and experiences, source of inspiration and ideas.

The Task Force recommends that this report, its recommendations and the process used should be shared with the larger community at a forum sponsored by the hierarchy of Women Voters and through a speakers bureau that will provide speakers to neighborhood community groups.

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**REPORT AND RECOMMENDATIONS
MAYOR'S TASK FORCE ON TELEGRAPH AVENUE**

INTRODUCTION

On September 28, 1992, the Mayor of Berkeley announced the creation of a special Task Force to evaluate the physical and social problems impacting Telegraph Avenue, People's Park, and other Southside areas and to offer recommendations to the Mayor and Council. The members of the Task Force are listed in Appendix A.

The Task Force appointed by the Mayor had five meetings. Initial discussion led to agreement that although the situation in many ways is a microcosm of problems facing our larger society, it is also a situation that must improve for the good of the entire community.

The report contains the recommendations of the Task Force in the following areas:

- * Community Values
- * A Long Term Vision
- * Adult Social Services
- * People's Park Activities
- * Physical Improvements to Telegraph
- * Law Enforcement
- * Alternatives for Youth
- * A Process for Continuing Work

TASK FORCE ACTIVITIES

The Task Force divided into five working groups to develop specific recommendations on law enforcement, alternative activities for youth, urban design improvements, social services for adults, and a working group devoted to drafting a values statement to guide our work and share it with the larger community during implementation.

In addition to the formal meetings, there were small group meetings of the Task Force members and young people, university students, business people, owners of buildings in the South Campus area, People's Park supporters, judges and probation staff, urban design experts and youth workers. These meetings were extremely helpful to our understanding of 'other people's realities' and an important source of inspiration and ideas.

The Task Force recommends that this report, its recommendations and the Values statement be shared with the larger community at a forum sponsored by the League of Women Voters and through a speakers bureau that will provide speakers to all interested community groups.

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Page Two

An Affirmation of Community Values

The Berkeley community shares a commitment to assure:

- The safety of its citizens;
- Respect for the rights of each person in their free and open pursuit of social, political, academic and business activities;
- The enrichment of our civic environment through cultural and ethnic diversity and cooperation.

These values and aspirations deserve clear and explicit definition of the roles and responsibilities of government and of citizens.

Berkeley's well-deserved reputation for tolerance and openness to new ideas has been interpreted by some as an attitude that "anything goes" here. The community must reassert the reasonable standards of mutual respect that are part of the tradition of free speech and exchange of ideas that have made our city one of the most forward looking on the earth. Diverse styles of life enrich our community as long as they do not impinge upon the right of others to the peaceful enjoyment of their own lives. Dissent and debate are vital, as long as it is recognized that the community has a right to come to decisions and take action to carry them out.

We citizens, and elected representatives of the city of Berkeley commit ourselves to these values.

A LONG TERM VISION

The proposals for short and long term actions and the process for continuing work are based upon a long term vision.

A long term vision for the Telegraph/Southside Area includes:

- a vital and diverse commercial area that meets the needs of residents and the campus population and that attracts and serves a citywide and regional market;
- public open spaces that are well maintained, attractive, safe and used by all segments of the community;

Mayor's Task Force Report
Page Three

- a pedestrian street for a portion of Telegraph Avenue;
- the development and maintenance of public, private, and campus property that is clean and attractive;
- a safe environment day and night for living, business, shopping, recreation and cultural activities;
- significant reduction in illegal activities and behaviors that harass people;
- significant reduction in criminal and drug related activities;
- an on-going close working relationship between the city, merchants, property owners, residents, university administration, students, churches and other institutions and community groups for continuing commitments, actions and programs to enhance the Southside.

A long term *vision for youth in the community* includes:

- a sense of hope and opportunity for all young people;
- support systems and mentoring for youth at risk;
- job training and job opportunities integrated with school and services;
- a network of support and opportunity programs using public and private facilities throughout the community;
- a broad-based civic commitment to the success of all youth;
- a teen center to serve as a hub for safe youth activities throughout the city.

A long term *vision for the homeless and mentally ill on the streets* include:

- coordinated and immediate mental health, community and police crisis intervention;

Mayor's Task Force Report
Page Four

- a central mental health facility providing all crisis, outpatient and substance abuse programs under one roof;
- daytime facilities providing a place off the streets with referral services;
- reduction in the overall population on the streets through increased low rent housing, residential treatment centers, and jobs;
- coordinated regional activities with other cities for fair share the responsibility for providing essential services.

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Page Nine

PHYSICAL IMPROVEMENTS RECOMMENDATIONS OF THE TASK FORCE

The long term social and economic health of the Telegraph area is dependent on an attractive physical environment for living , working, shopping, and recreation. As the Task Force deliberated, Mayor Hancock and Councilmember Woodworth worked with the City Manager to ensure that agreed upon improvements were enacted. Actions already taken or are underway include:

- **Increased wattage in street lights**
- **Newly painted curbs and crosswalks**
- **A graffiti abatement program hiring homeless people**
- **Youth anti-graffiti work with local artists to plan and paint murals**
- **Purchase of distinctive shade umbrellas and other streetscape improvements.**

In addition we recommend:

IMMEDIATE ACTION RECOMMENDATIONS:

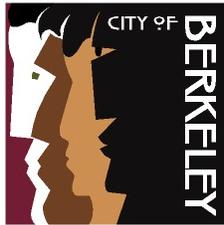
- **CLOSE TELEGRAPH AVENUE TO TRAFFIC ON HOLIDAY WEEKENDS THIS DECEMBER.** Utilize the street for high quality commercial activities, arts and crafts, music and food. To be effective this program will need publicity, improved signage, parking and traffic control. Planning should begin immediately.
- **INCREASE AFFORDABLE PARKING** by establishing a flat night rate at the Sather Gate garage and by requesting that the University make its parking lots open to the public during the holidays, vacations, after business hours, and on weekends. Also, the city should have "free parking days" in the Telegraph area during the holidays.
- **ENFORCE SIDEWALK SWEEPING AND LITTER LAWS** by an enforcement program to ensure compliance with city regulations requiring merchants to sweep the area in front of their stores and by citations for littering to be issued by the police
- **INITIATE AN ANTI-LITTER CAMPAIGN** which includes a poster contest, signs on trash containers (for example "Do the Right Thing"), and the purchase of recycling containers similar to those in Sproul Plaza obtained by the ASUC.

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LONG TERM RECOMMENDATIONS:

- **CONSIDER MAKING TELEGRAPH AVENUE A PEDESTRIAN STREET.** Telegraph Avenue has unique attributes that make it perfect for consideration as a pedestrian street on the model of college towns, including Boulder, Colorado; Burlington, Vermont; Santa Monica, California; as well as many European cities. The dynamic and colorful layers of activity here include an array of street vendors, many restaurants, major book and record stores, and a very dense residential neighborhood. These factors suggest that concentrating pedestrian activity into a narrower street, from Dwight to Bancroft, could further the enjoyment and economic viability of the Avenue.
- **COMPLETE PLANS FOR PEDESTRIAN LIGHTING.**
- **DEVELOP A LONG RANGE ECONOMIC/MARKETING STRATEGY** for Telegraph including the existing commercial and retail sectors, and the possibility of considering a farmer's market to directly serve students and other residents of the southside.
- **COORDINATE PLANNING BETWEEN THE CITY AND THE UNIVERSITY** for development of the vacant lot at Haste and Telegraph.

<p>22. ESTABLISH A FOCUSED NEIGHBORHOOD PLANNING PROCESS TO CONSIDER MAKING TELEGRAPH INTO A PEDESTRIAN PROMENADE (intermediate action). Part of this process could include an 8 week experiment in weekend closure of Telegraph Avenue during daytime hours. This experiment should be in late spring and summer, when outdoor dining and street use for a variety of activities are most feasible. A committee should be established to plan for this closure experiment. The charge to the committee should include development of criteria for evaluating success, such as improved sales for existing merchants, minimal traffic and parking problems, and reduced social and crime problems.</p>	<p>Telegraph Assoc. UC-Dorothy Walker, City-Planning, Gil Kelley</p>	
<p>23. EXPLORE INTERIM USE FOR THE HASTE STREET (intermediate action) vacant lot, such as for a bicycle parking lot.</p>	<p>City-Ted Burton</p>	<p>Exploring legal options. Possible site for produce or flower mart.</p>
<p>24. CONSIDER MAKING TELEGRAPH AVENUE A PEDESTRIAN STREET (long term action). Telegraph Avenue has unique attributes that make it perfect for consideration as a pedestrian street on the model of college towns, including Boulder, Colorado; Burlington, Vermont; Santa Monica, California; as well as many European cities. The dynamic and colorful layers of activity here include an array of street vendors, many restaurants, major book and record stores, and a very dense residential neighborhood. These factors suggest that concentrating pedestrian activity into Bancroft would further the development and economic viability of the Avenue.</p>		<p>Presently making calls to set up tour of Santa Monica.</p>
<p>LAW ENFORCEMENT</p>		



Rigel Robinson
Councilmember District 7

SUPPLEMENTAL AGENDA MATERIAL for Supplemental Packet 1

Meeting Date: February 22, 2022

Item Number: 27

Item Description: Southside Complete Streets Project Conceptual Designs

Submitted by: Councilmember Rigel Robinson

This supplemental material contains a referral to the City Manager to develop a process to explore limits on private automobiles on Telegraph Avenue, in response to community feedback the City received during the Southside Complete Streets public engagement process. This supplemental is complementary to the resolution and direction in Item 27 as presented by staff, accompanying but not modifying the existing item.

RECOMMENDATION

Refer to the City Manager to develop a community process to explore limits on private automobiles on Telegraph Avenue and make recommendations. Staff should engage merchants, property owners, students, visitors and tourists, artists, UC Berkeley, local schools, faith institutions, relevant government agencies including AC Transit, and other stakeholders, as well as relevant city commissions, such as the Transportation Commission and the Commission on Disability.

In the evaluation of various approaches, staff should consider strategies to:

- Maintain access for public transit, emergency vehicles, refuse collection vehicles, delivery vehicles, and other commercial vehicles that are essential to Telegraph business operations
- Preserve access for people with disabilities and reduce conflicts between pedestrians and bicyclists
- Improve the pedestrian environment and meet the needs of merchants and the commercial district

BACKGROUND

Outreach for the Southside Complete Streets project¹ has been underway since Summer 2021 and construction is expected to take place starting in 2023. This outreach process culminates in a Council vote to approve conceptual project designs. This referral is presented as a supplemental to the approval of said project designs.

City staff and Toole Design have led an incredibly engaging public process for the Southside Complete Streets project. Decals promoting the project were placed on sidewalks in the neighborhood, posters went up in the windows of small businesses, and flyers were mailed directly to residents. The project's open houses were well attended, and the surveys reached an even broader swath of residents and interested stakeholders.

Through this outreach, a clear demand emerged from organized members of the community: a Car-Free Telegraph. Community advocates, including the student-led coalition Telegraph for People, have given extensive public comment in support of considering a car-free option for Telegraph Avenue.² The public engagement process also captured a diversity of public opinions on the proposal which will need to be addressed. These include merchant and business concerns about commercial loading, and transit advocates' concern about initial suggestions that buses could be diverted from Telegraph.

This community call for limits on private vehicles was further reflected in discussion at the Transportation Commission on January 20, 2022. The Commission passed a motion supporting the staff-recommended design options for the Southside Complete Streets Project, and additionally requesting further research into a car-free approach to Telegraph Avenue, as follows:

"It was Moved/Seconded (Parolek/Ghosh) that the Transportation Commission... support Telegraph Option #4. The Commission strongly recommends that staff demonstrate how Option #4 can be operationalized as a car-free street with a transit lane, and with 2-way bike and micromobility facilities."

However, considering limits on the use of private automobiles on Telegraph is outside of the scope of the ACTC grant that the City received for this project. Therefore, this supplemental

¹ <https://berkeleysouthsidecompletestreets.org/>

² <https://www.telegraphforpeople.com/option-five>

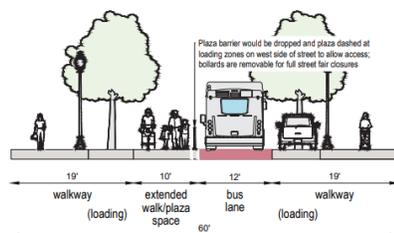
serves to directly respond to community input and provide explicit direction to City staff to explore limits on private automobiles on Telegraph Avenue from Bancroft to Dwight, and design a corresponding community engagement process.

By approving the conceptual designs for the Southside Complete Streets Project, the City is committing to a long-overdue reorientation of Telegraph Avenue that is a reflection of years of city planning and community advocacy, including various City plans and Council referrals.³ The proposed design is adaptable to a range of use cases, ranging from status quo vehicle traffic to a car-free zone. As the project moves forward, it is timely for staff to begin to apply concerted planning efforts to the operational questions of Telegraph Avenue.

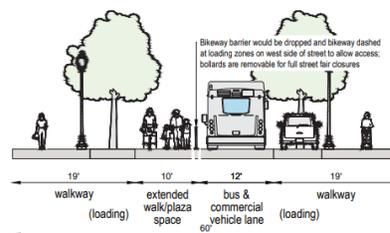
All over the globe, cities have developed ways to return streets to the people and design plazas that center modes of transportation other than cars. Cities such as Paris⁴ have designated zones through which private automobiles are to be permanently prohibited. Other cities, like Bogota,⁵ have limited private automobiles on certain days of the week. And just across the Bay, San Francisco⁶ is developing its Better Market Street plan, which prohibits private automobiles from traveling along Market Street, though they can still cross at intersections. The space is instead prioritized for public transit, pedestrians, cyclists, commercial vehicles, and taxis.

As part of the project outreach for Southside Complete Streets, the consultant group, Toole Design, assembled the following visual aids to respond to the community push for a car-free option and illustrate potential scenarios the city could consider and work towards:

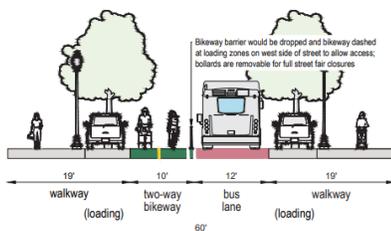
What could Telegraph Ave look like without private motor vehicles?



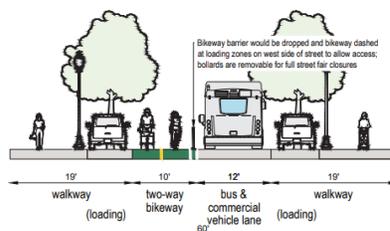
4a. Extended Plaza & Bus Lane



4b. Extended Plaza & Bus/Commercial Lane



4c. Two-way Bikeway & Bus Lane



4d. Two-way Bikeway & Bus/Commercial Lane

³ <https://www.berkeleyside.org/wp-content/uploads/2019/11/2019-10-29-Item-30-Referral-Telegraph-Shared-Streets.pdf>

⁴ <https://www.bloomberg.com/news/articles/2021-05-13/new-paris-car-ban-will-target-through-traffic>

⁵ <https://www.nationalgeographic.com/environment/article/bogota-colombia-ciclovía-bans-cars-on-roads-each-sunday#:~:text=Spurred%20by%20environmental%20concerns%2C%20an,out%20to%20bike%20or%20ride>

⁶ <https://www.vox.com/the-goods/2019/10/28/20932554/new-york-san-francisco-car-free-zones>

These cross-sections demonstrate how the proposed design could be programmed and operated in different ways without major hardscape changes.

Councilmember Robinson, the representative for District 7, which encompasses the UC Berkeley campus and Southside neighborhood, has spoken publicly in support of a car-free vision for Telegraph a number of times.⁷ However, implementing such a vision is much easier said than done. A process designed to explore limits to private automobiles on Telegraph Avenue must be thorough and transparent, and it must explore openly and honestly all potential benefits and drawbacks.

Telegraph Avenue is a historic destination and a beautiful commercial district that enjoys heavy foot traffic. Because of this, Telegraph, specifically the four blocks from Bancroft to Dwight which have been the focus of the Southside Complete Streets project, is an ideal candidate for a street that could be re-envisioned to limit the presence of the private automobile. However, it is also a narrow street with various utilities running just below the pavement. Businesses do not have a back alley as they do in many commercial districts, so commercial loading as well as refuse collection all happens on the main street itself. The street services a major bus route as well as campus shuttles. Fire engine access is critical as well, and there are already frustrations among merchants and business owners around the availability of on-street parking spaces.

There are a variety of considerations to be mindful of while exploring such a concept for a street as complicated and with as many uses and stakeholders as Telegraph:

- **Dedicated bus lane:** California Vehicle Code states that only buses and emergency vehicles are allowed to drive in a bus only lane. The only exceptions are vehicles trying to access a parking space/loading zone, making a turn, or going around an obstacle in the roadway. But even in those cases, they can't drive predominantly in the bus only lane. Would this prevent a scenario with *only* a dedicated lane of vehicle travel for buses from being feasible?
- **Double-parking:** All potential designs must anticipate challenges related to double-parking, which is an issue throughout the Southside neighborhood. FedEx, UPS, Amazon, et cetera all essentially have double parking tickets baked into the cost of doing business, so it is difficult to deter this behavior without substantial enforcement that would far exceed current parking enforcement capacity.
- **Definition of commercial vehicles:** Proposals that would treat private vehicles differently from commercial vehicles would need to carefully assess how to define and distinguish commercial vehicles. Would that mean vehicles with commercial license plates? Or with visible merchant parking permits? Or transportation network companies? Or taxis? Or food delivery services? How can we accommodate the needs of sidewalk vendors, who are currently not eligible for merchant parking permits?
- **Disabled access:** Disabled drivers at present are legally allowed to share the loading zones by using disabled placards or plates. Without private vehicle access, would these vehicles also be prohibited? Could such concerns be ameliorated with designated ADA parking spaces nearby on cross-streets?
- **Ped-bike conflicts:** How would bikes circulate in the southbound direction, and how would that be separated from main pedestrian traffic areas to avoid pedestrian injuries, particularly for the visually impaired?
- **Emergency vehicle access:** How would fire lane requirements for Telegraph Avenue complicate potential limits on vehicles and roadway width?
- **Refuse vehicle access:** How would refuse collection activities be affected by different operations on the street?
- **Telegraph Channing Garage access:** How would vehicles arriving from the south be directed to the Telegraph Channing Garage?

⁷ <https://www.mercurynews.com/2020/02/04/not-just-market-street-this-iconic-bay-area-avenue-could-ban-cars-too/>

These are just a select few of the questions that a community process to explore limits on private automobiles on Telegraph Avenue would need to answer, in addition to new questions and concerns that may arise during the process. With this referral, Council refers to the City Manager to determine the best course of action to answer these questions and to engage the community in deciding the future of mobility on Telegraph Avenue.

FINANCIAL IMPLICATIONS

A robust community process will incur meaningful costs for staff time and outreach. Staff are encouraged to return to Council with funding estimates and to pursue grant opportunities from regional agencies for active transportation projects to finance this work. Implementation of any proposed changes to the traffic configuration on Telegraph, whether by way of new striping, retractable bollards, or active enforcement, would also require resources and funding in an amount that could only be determined by a thorough planning process.

CONTACT PERSON

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Angie Chen, Legislative Assistant

