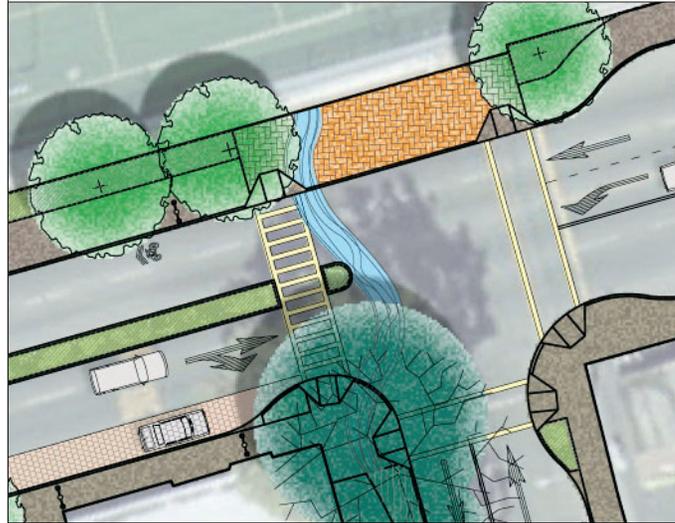


FOOTHILL/HIGH/MELROSE STREETScape DESIGN MASTER PLAN



FOOTHILL/HIGH/MELROSE STREETScape MASTER PLAN



City of Oakland | March 31, 2009



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This report summarizes the planning process and design concepts for the Foothill/High/Melrose Streetscape Project. It describes the project background, study area, previous and ongoing planning efforts, the planning process, conceptual design elements and implementation steps necessary for the project's future construction.

A. Project Background

Foothill Boulevard is a key thoroughfare and neighborhood commercial corridor in the Central City East Redevelopment Area, traversing from the Fruitvale District through the Fairfax and Melrose Neighborhoods of East Oakland. The vision for this area is for both aesthetic and financial revitalization including a healthy and vibrant streetscape corridor; a bustling, major north-south arterial connecting San Leandro to the City of Oakland, and the development of a key element of the Citywide bicycle and pedestrian network.

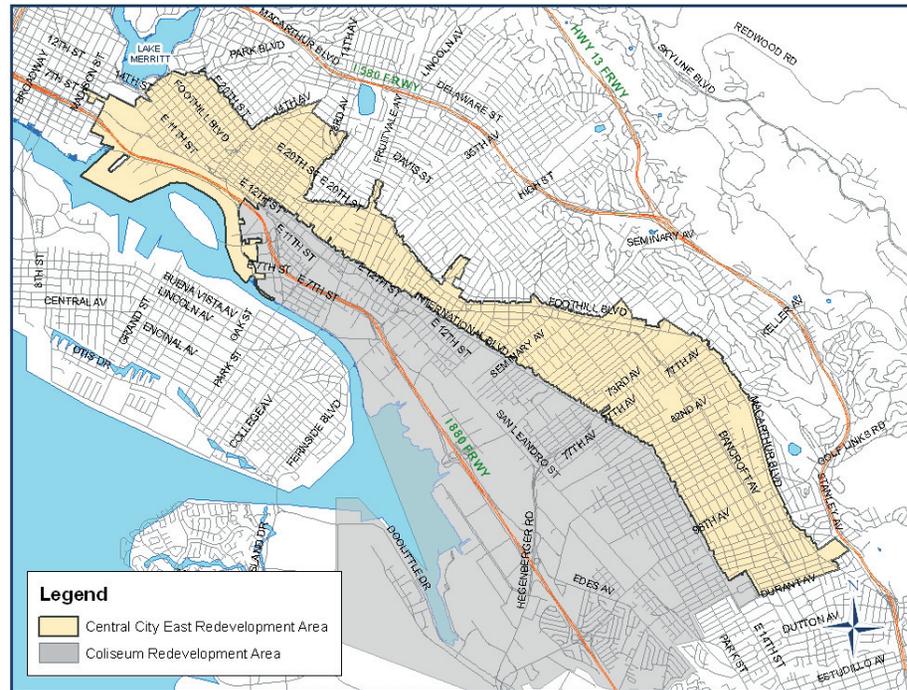


Figure I-1 Central City East Redevelopment Area

The Foothill/High/Melrose Streetscape Design was identified as an opportunity to improve the quality of life for residents, business owners and patrons of the area. The City of Oakland Community Economic and Development Agency (CEDA) engaged Design, Community & Environment, (DC&E) to review existing area conditions, involve the community and collaborate with a Technical Advisory

Committee (TAC) over an eight-month process to arrive at a Final Preferred Alternative Design and 35% Design Development Documents. These documents will provide a clear record of the process, project goals and provide sufficient detail at the 35% Design Document level to identify future funding for implementation.

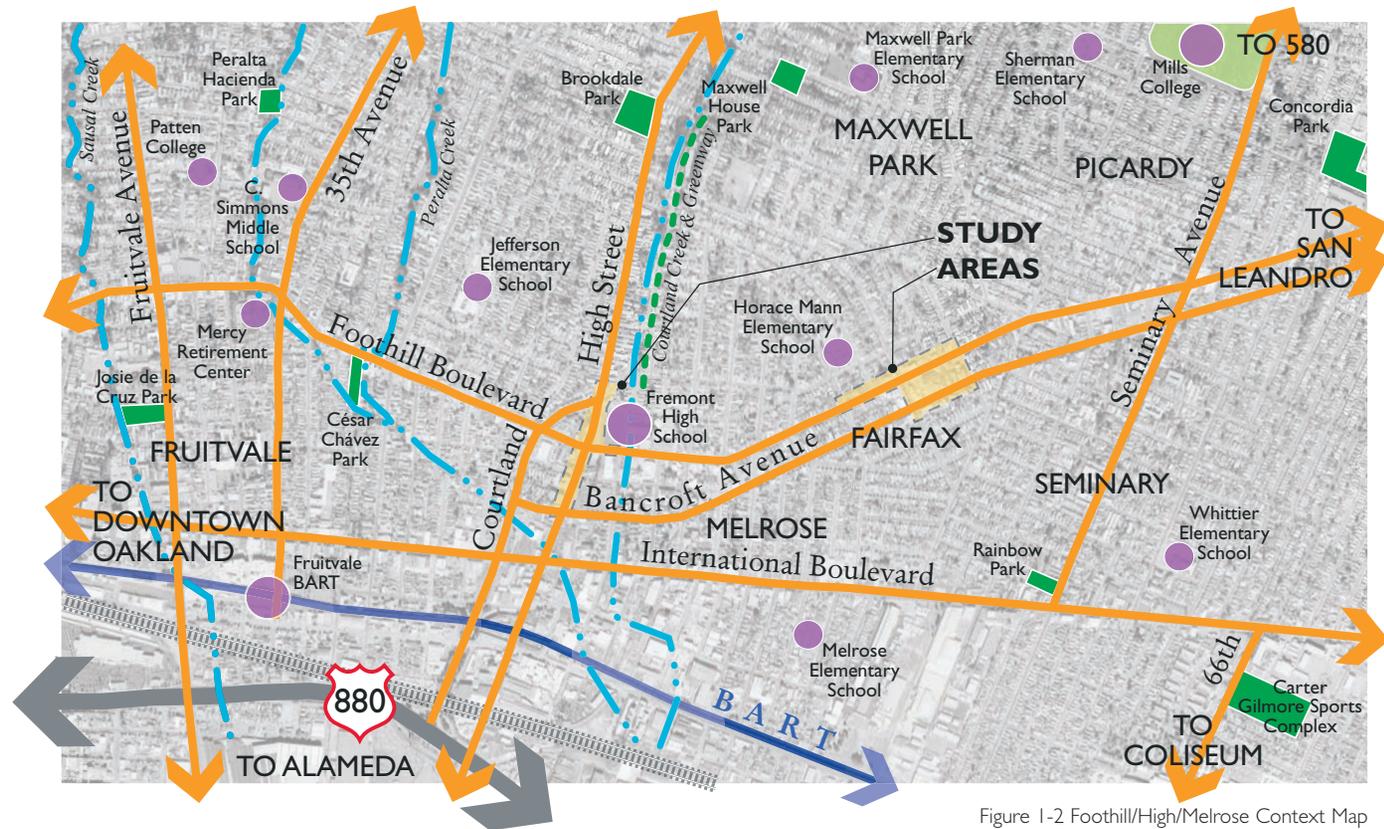


Figure 1-2 Foothill/High/Melrose Context Map

Capital funding for the project is expected to come from the Central City East Redevelopment Area. Funding projections from the Redevelopment Agency identify the total project budget for capital improvements in this study area at approximately \$3.3 million. This figure includes all costs to bring the project from 35% construction documents through to construction.

1. Central and East Oakland Districts

The Central and East Oakland Districts of the Oakland Central City East Redevelopment Area are bounded by I-580 and Hillmont Drive to the east, the waterfront and International Boulevard to the west, Lake Merritt and downtown Oakland to the north, and the City of San Leandro to the south.

In 2000, the population of the Central and East Oakland Districts was 208,028 residents or 64,321 households with nearly two-thirds renter-occupied. The project study area lies in the portion of the district northeast of International Boulevard and is predominantly high density residential.

The Central and East Oakland Districts of Oakland are comprised predominantly of a Black or African American population, with one-third identified as Hispanic or Latino. Just less than half the population in the Central and East Oakland Districts speak English as their primary language; one-quarter speak Spanish. In addition, roughly one-quarter of the

population in the Central and East Oakland Districts live at the poverty level. When compared to the City as a whole, the Central and East Oakland Districts have a proportionally higher number of low income households and a proportionally lower number of high income households.

2. Foothill/High/Melrose Project Study Area

The study area is primarily made up of single-family residential neighborhoods with retail uses concentrated along Foothill Boulevard, High Street, Bancroft Avenue and Fairfax Avenue. There are also several institutional uses in the study area, including various religious facilities and the Fremont Federation of High Schools.

The Foothill/High/Melrose Streetscape Design presents several key opportunities to extend the redevelopment efforts already occurring on Foothill Boulevard and is focused around two distinct nodes. When describing the project area, this study follows the City of Oakland’s orientation standards. Roadways that run parallel to the Oakland hills are described as east-west, while those that run perpendicular are north-south.

01 INTRODUCTION

a. Node 1

Node 1 is contained in Oakland City Council District 5, and it is a gateway to the active Foothill Boulevard corridor which is already part of planning improvements to the northwest and near Fruitvale Avenue. As shown in Figure 1-3, Node 1 encompasses:

- ◆ High Street from Bancroft Avenue to Courtland Avenue-Ygnacio Avenue
- ◆ Foothill Boulevard from High Street to 45th Avenue



Node 1 Foothill Boulevard looking east



Node 2 Foothill Boulevard looking east

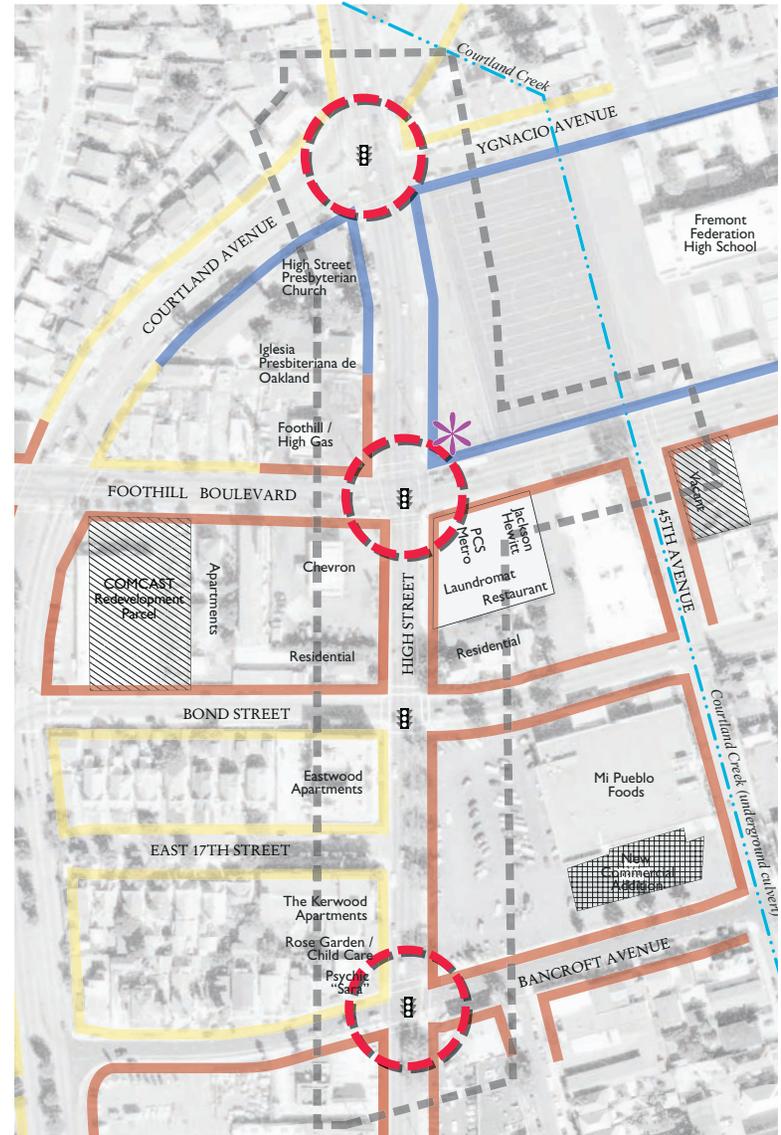


Figure 1-3 Node 1 Context Map

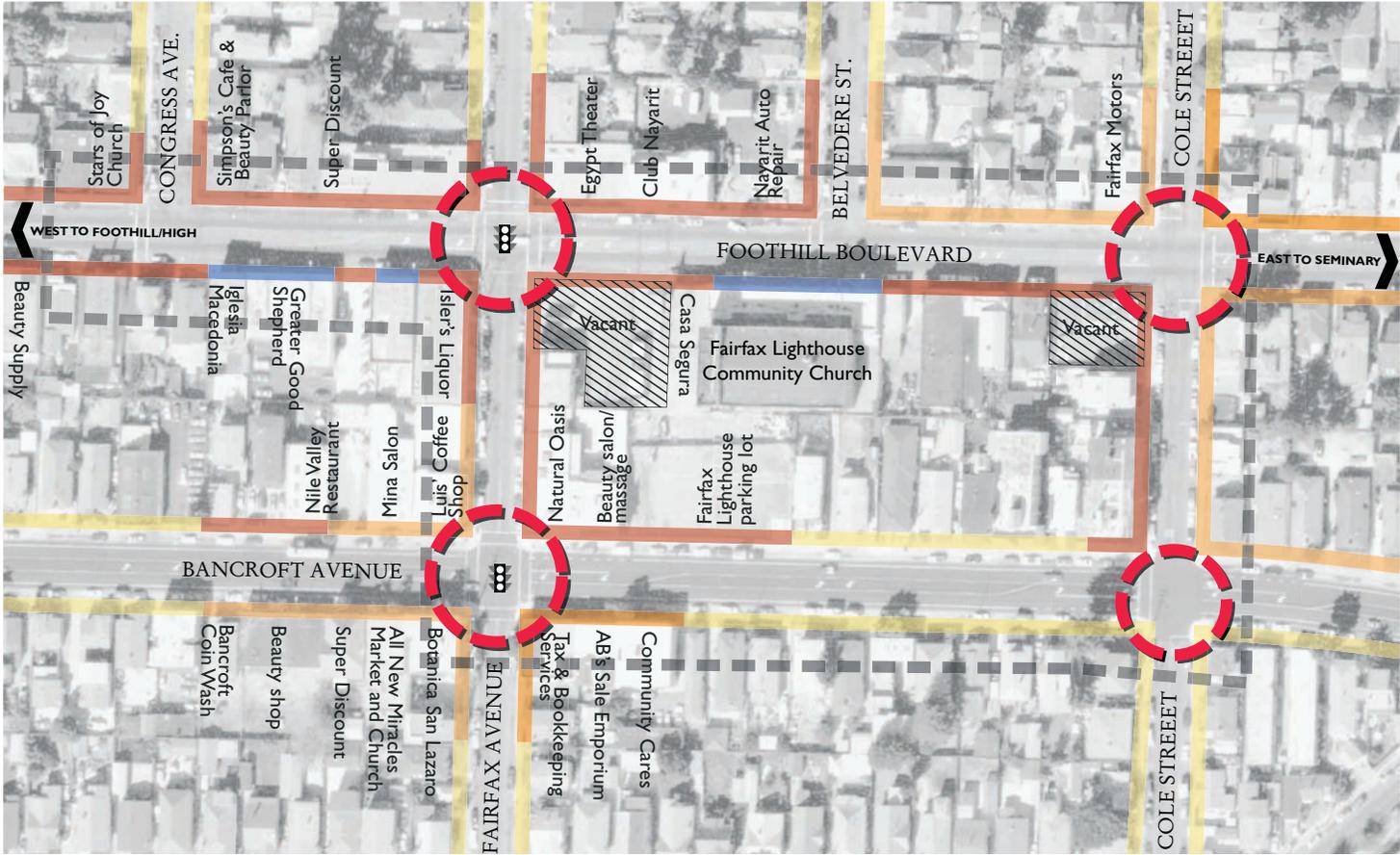


Figure 1-4 Node 2 Context Map

b. Node 2

Node 2 is contained in Oakland City Council District 4, and it is also within Oakland’s Melrose Shopping District. Node 2 illustrated in Figure 1-4 includes:

- ◆ The square block of Foothill Boulevard, Fairfax Avenue, Bancroft Avenue and Cole Street

- ◆ Foothill Boulevard from 5212 Foothill Boulevard (between Vicksburg Avenue and Congress Avenue) to Fairfax Avenue

B. Previous Planning Efforts

A number of existing planning documents that will influence the planning and design of streetscape improvements within the study were reviewed, including:

1. The City of Oakland Land Use and Transportation Element (1998)

The Land Use and Transportation Element of the General Plan identify Foothill Boulevard, which connects Node 1 and Node 2, as an arterial and regional transit route. Additionally, the Foothill Boulevard corridor is part of an AC Transit Route for bus lines 40, 40L and 43. AC Transit has designated Foothill Boulevard as a BRT (Bus Rapid Transit) route, but no decisions have been made towards implementing this plan. The other roadway connecting the two nodes in the Foothill/High/Melrose Streetscape Design is Bancroft Avenue, which is identified as an arterial. With regards to the other streets in Node 1, High Street, Bond Street and Courtland Avenue are all designated as arterials. Collector streets include 17th Street, 45th Avenue and Ygnacio Avenue. In Node 2, Congress Avenue, Fairfax Avenue, Belvedere Street and Cole Street are all designated as collector streets.

2. The City of Oakland Pedestrian Master Plan (2002)

The City of Oakland published a Pedestrian Master Plan (PMP), which was adopted November 12, 2002. Completed as an addendum to the Transportation Element, the Pedestrian Master Plan promotes pedestrian safety and access. It includes goals, objectives and design guidelines that are applicable to the Foothill/High/Melrose Streetscape Design, including sidewalk design, crossing treatments, traffic calming, and it lists potential improvement projects to be studied and developed for implementation within the City.

The Pedestrian Master Plan identifies a pedestrian route network to develop four types of sidewalk facilities and routing designations (City, District, Neighborhood and Walkway) with design guidelines for each type. The Pedestrian Master Plan cites Foothill Boulevard and Bancroft Avenue as City Routes, defined as a “destination functioning as a place to live, work, shop, socialize and travel.” Foothill Boulevard and Bancroft Avenue provide direct connection between the various districts in the City, and also foster connections between transit centers. Roadways designated as City routes should have sidewalks with a minimum clear width of 96” and a 48” buffer zone. High Street is considered a “District” route providing connections to schools, community centers, and neighborhood shops. Roadways designated as District routes should have sidewalks with a minimum clear width of 72” and a 48” buffer zone.

3. The City of Oakland Bicycle Master Plan (December 2007)

The City of Oakland published its Bicycle Master Plan (BMP) in December 2007. The document contains goals and policies, analysis of existing conditions, future bikeway network, prioritization of projects, and coordination with neighboring municipalities to provide a supportive bicycling environment. Current bicycling rates for residents in the study area commuting to work is in the range of 0 percent to 2 percent, according to a summary of the 2000 US Census data contained in the BMP. Facilities for bicyclists may include the following:

- ◆ Bikeways – Class 1 (Multi-Use Trails); Class 2 (Bike Lanes); Class 3 (Bike Route); all with directional and distance signage
- ◆ Intersection aids – Such as loop detectors, left-turn transition lanes, bike boxes, etc.
- ◆ Parking – Class 1 (Long-Term); Class 2 (Short-Term)
- ◆ Transit connections – Loading racks on buses, storage room on trains

Existing bikeways include bike lanes on Bancroft Avenue in the study area. The BMP includes plans to extend the bike route on Foothill Boulevard from 40th Avenue to 48th Avenue or Fremont Way, where it would connect with Bancroft Avenue's bike lanes.

C. Other Central City East Streetscape Projects

Foothill Boulevard is the focus of a number of planning and community development efforts identified by the Planning Area Committee for neighborhood and commercial revitalization in the Central City East Redevelopment Area. Other current projects along Foothill Boulevard include the Foothill Boulevard Streetscape Design Project, the Foothill/Seminary Avenue Project, the 23rd Avenue and 14th Avenue Design Projects and the East 18th and Foothill Boulevard project. DC&E reviewed the following documents in order to ensure the compatibility of Foothill/High/Melrose Streetscape Design with nearby projects:

- ◆ **Foothill Boulevard Streetscape Design Project:** A streetscape design project for a 1-mile segment of Fruitvale's Foothill Boulevard between Sausal Creek and High Street. The project works to create a vibrant, pedestrian-friendly, neighborhood-serving commercial destination. In addition, the design builds off of public improvements already underway, responds to the specific needs of local residents and reflects the unique multi-cultural character of this segment of the Foothill Boulevard corridor.
- ◆ **Foothill/Seminary:** A streetscape project for an area that is located on Foothill Boulevard from Mason Street to 60th Avenue, and on Seminary Avenue from Bancroft Avenue to Kingsley Circle. The proposed streetscape improvements will calm traffic, improve pedestrian

safety, enhance transit facilities and improve links to local schools. This project is important to the Foothill/High/Melrose Streetscape Design given that the eastern boundary of Node 2 is so close to the Foothill/Seminary project area.

- ◆ **23rd Avenue:** Focused on an area plagued by crime, traffic accidents and blight, the project area includes 23rd Avenue between 12th Street and Foothill Boulevard, and Foothill Boulevard between 23rd and 22nd Avenues. The goals of the project are to introduce pedestrian safety improvements and make recommendations that would improve the physical appearance of the neighborhood and create a unique identity.
- ◆ **14th Avenue:** This project will design streetscape improvements on 14th Avenue in the Eastlake/International Boulevard area. The project area includes 14th Avenue from East 8th Street to East 19th Street.
- ◆ **East 18th and Foothill Boulevard:** These streetscape improvements are located in the Parkway Theater District on the east side of Lake Merritt. Thus far conceptual design plans have been completed for the East 18th Street area between Lake Merritt and Park Boulevard.

D. Planning Process

1. Existing Conditions

The first step in the planning process was to perform an existing conditions analysis. During this stage site opportunities and constraints were investigated through site visits, recording building stock and local businesses, noting existing streetscape qualities and documenting sidewalk furniture and conditions. Traffic analysis, including pedestrian and vehicle counts at a series of intersections and photo documentation of the street on several occasions, was used for design analysis and concept development, as well as for reference and use in community meetings and TAC meetings.

2. Community Input

Community and Oakland City staff input was gathered through a variety of methods including:

- ◆ **Stakeholder Interviews:** DC&E engaged area stakeholders in interviews about their role in the community, their business enterprise and their comments or concerns about the proposed streetscape project. (A summary of these comments and concerns are included in Chapter 3.)
- ◆ **Community Workshops:** DC&E developed a planning process for community input that included several community meetings to gather comments and feedback on the community visions for the neighborhood and street, the conceptual design alternatives and the preferred

alternative. (All three workshops and a synopsis of their outcome are discussed in Chapter 3.)

- ◆ **Technical Advisory Committee:** The TAC consisted of several members of the community as well as staff members from various departments within the City. Representatives from the Public Works Agency included the Electrical, Transportation Services, Engineering Design and Maintenance Divisions. Additional members of the TAC included a representative from AC Transit, CEDA's Planning and Zoning Division, and a representative from both Council President Ignacio de la Fuente's office of District 5 and Councilmember Jean Quan's office from District 4. The TAC received minutes from each Community Meeting and reviewed each of the concept designs prior to presentation to the community.

3. Master Plan

The streetscape master plan grew from a highly collaborative process with the DC&E design team, the community and the TAC. Following the initial community workshop, alternative design concepts were prepared and refined at the second community workshop. During this process, project goals were identified and refined to clarify concerns and identify a vision for each node, including:

- ◆ Improved pedestrian, bicycle safety and access.
- ◆ Pedestrian-oriented streets and public spaces.
- ◆ Street furniture and aesthetic improvements.

- ◆ Strategic infrastructure improvements to spur broader neighborhood revitalization.
- ◆ Unified street character within Node 1 and Node 2; unified street character from High Street to Cole Street.
- ◆ Better relationship between Fremont Federation of High Schools (FFHS) and surrounding city blocks.

The final Preferred Alternative, presented at the third community workshop, provides more space for pedestrians, as current conditions on the street are busy and often narrow sidewalks are crowded. Street amenities are organized and consistent in style, such as improved sidewalks, furnishings, landscaping and trees, to unify the street corridor and promote further improvements in the private realm. Key architectural elements, such as gateways and a neighborhood signage program, will also unify and enliven the streetscape while strengthening the neighborhood identity.

4. 35% Construction Documents

As part of this project, 35% construction documents were developed based on the concepts in the Master Plan. The 35% construction documents are included as AppendixD. This iteration of the design is referred to as the "Final Concept Plan", in comparison with the "Final Preferred Alternative" that is described in the Master Plan. The Preferred Alternative includes additional design concepts that were presented to the community but are precluded by the limited budget available at this time. Choices of which

elements to retain and remove for the Final Concept Plan were based on a priority exercise that was completed as part of Community Workshop #3. More details of this workshop and specific outcomes of the priority exercise can be found in Chapter 3.

The 35% construction documents include layout of the curbs, paving and bulbouts and basic geometrics such as lane widths, curb return radii at the bulbout designs and median island limits. Site furnishings, additional lights and planting areas, including street trees, are also identified. Typical sections show the basic existing and new roadway features and cross slopes. Each bulbout was analyzed for basic drainage constraints, however, no drainage plans or details have been developed at the 35% level. The approximate location of utilities have been shown on the layout plans and further verification will be required prior to final design. As such, some of the proposed project features may require modification or be eliminated during the final design process. A preliminary estimate of probable cost has also been prepared as part of this phase, and it is included in Appendix D.

E. Streetscape Design Master Plan Overview

- ◆ **Streetscape Design Master Plan Contents** This document includes the following chapters and appendices:
 - Chapter 1: Introduction
 - Chapter 2: Existing Conditions
 - Chapter 3: Community Participation
 - Chapter 4: Streetscape Design Master Plan
 - Chapter 5: Traffic Analysis
 - Chapter 6: Phasing Implementation
 - Appendix A: Stakeholder Interviews
 - Appendix B: Community Workshop/ Summaries

- ◆ The following is to be referred to in a separate document:
 - Appendix C: Traffic Analysis: Existing Conditions

Endnotes:

¹ Alameda County Congestion Management Agency, Central and East Oakland Community-Based Transportation Plan, Existing Conditions Report, Nelson\Nygaard Consulting Associates, March 2007.

This chapter summarizes the existing conditions, community input and opportunities and constraints that influenced the development of a streetscape plan for Nodes 1 and 2 of the Foothill/High/Melrose Streetscape Design. The number of exceptional buildings, existing streetscape amenities, existing character of the area and recently implemented improvements such as building façade renovations and new business development, make Foothill Boulevard, High Street and Fairfax Avenue prime candidates for a streetscape revitalization project. In addition, the proximity of institutional facilities, such as the Fremont Federation of High Schools and several local churches will generate ongoing pedestrian activity, a key component to a vital pedestrian corridor.

A. Existing Setting

Understanding and documenting the unique characteristics of the existing streetscape context is the first step in identifying key opportunities, challenges and constraints that will inform and inspire the final design. Many of the existing urban design elements within the project area offer a foundation base to build from in developing a revitalized, healthy urban streetscape environment, including:

- ◆ Existing buildings with historical significance; areas with mature street trees, such as on Fairfax Avenue.
- ◆ Locations with strong streetscape character, such as murals and pedestrian-scaled commercial storefronts.
- ◆ Areas that have recently implemented improvements, such as building façade renovations.

These existing conditions will serve as a catalyst to future design considerations and, ultimately, streetscape improvements.

1. Node 1: Foothill Boulevard and High Street

Node 1 is located at the interface with another of the City of Oakland's completed master plans, the Foothill Boulevard Streetscape Design Project. The Foothill/High/Melrose Streetscape Design begins at the intersection of High Street and Foothill Boulevard, the terminus of the Foothill Boulevard Streetscape Design Project study area.

The Foothill/High intersection lacks the pedestrian amenities that exist along other areas of Foothill Boulevard to the west at Courtland Avenue, such as corner building developments and sidewalks with fewer curb cuts. In Node 1, Foothill

Boulevard accommodates four lanes of traffic and parking on both sides of the street. The width of the street combined with narrow sidewalks that are in poor to fair condition create a challenging pedestrian environment. The expansiveness of the High Street and Foothill Boulevard intersection is further accentuated by the open expanse created by the large athletic field at the southeast corner. In addition, this intersection is a popular location for car "sideshow" activity, dangerous and illegal automobile performances characterized by crowd-judged exhibitions of reckless urban street driving and tire squealing "donuts".



Tire skidmarks evidence of sideshow activity



View of the Foothill Boulevard and High Street intersection

The Fremont Federation of High Schools (FFHS), a host campus to four small autonomous high schools, is a key institution in Node 1. The coming and going of students from the schools increases pedestrian activity within the study area. The flash arrival and dispersal of students at set times of the day focuses the impact during particular hours. The lack of dedicated student space on the periphery of the school also results in loitering and littering in surrounding private properties.



Fremont Federation of High Schools (FFHS)

Ongoing development in the immediate vicinity indicates that the Foothill/High intersection will experience further revitalization, as well as increased automobile and pedestrian activity. Recently completed infill development at the corner of High Street helps to anchor the corner of the otherwise open intersection. The renovation of the existing large commercial retail center as a new Mi Pueblo Foods has increased pedestrian and automobile traffic. Potential redevelopment projects to the east and west of High Street



Students congregating around Fremont Federation of High Schools

include the recently renovated Comcast parcel at the corner of Courtland Avenue, the vacant used car lot at the corner of 42nd Avenue, the parcel at the corner of Foothill and 45th Avenue and the renovation and façade improvement project for the Fremont Pool building. In addition, at the High Street intersection at Bancroft Avenue, the one-way eastbound street is a main source of automobile traffic from 42nd Avenue and I-880.



Mi Pueblo Foods supermarket



Recently completed infill development at the corner of Foothill Blvd and High Street



The chainlink athletic field fence at the corner of Foothill Blvd and High Street



Storefronts near the Foothill/Fairfax intersection



The Egypt Community Theatre



The Fairfax Theatre Building, home to Fairfax Community Lighthouse Church

2. Node 2: Foothill Boulevard and Melrose Shopping District

In Node 2 neighborhood-serving commercial businesses line Fairfax Avenue between Foothill Boulevard and Bancroft Avenue. Most are viable businesses, although there are some under-utilized storefronts. Façade improvements are evident and are contributing to the walkable nature of the street. The existing flowering pear trees lining Fairfax and Bancroft Avenues further enhance the pedestrian experience, particularly at the intersection of Fairfax and Bancroft Avenues.

The Melrose Shopping District is dominated by two-story buildings, contributing to the potential of the commercial district character. Several opportunities for in-fill development present themselves, particularly at the vacant north-east corner of Fairfax Avenue and Foothill Boulevard and the large parking lot at the rear of the Fairfax Lighthouse Deliverance Center. The façade improvements in the area near Fairfax and Bancroft Avenues serves as an excellent model for improving the segment of Foothill Boulevard between Congress Avenue and Cole Street. This stretch of Foothill Boulevard has several religious institutions, including the Fairfax Lighthouse Deliverance Center, demonstrating an impressive re-use of a historic theater. The Egypt Theater, a community theater, also adds to the identity of the Boulevard at the corner of Fairfax Avenue and Foothill Boulevard. However, major challenges in this area include

the dominance of auto shops and liquor stores and underutilized storefronts occupied by non retail/business uses. The use of commercial storefronts as religious institutions provides a service to the community; however, the pedestrian activity and neighborhood-serving use is limited to organized events and religious services. For example, the Fairfax Community Lighthouse, which occupies the Fairfax Theatre building, has a sizeable congregation which impacts available on-street parking during Sunday services.

An additional concern is the high vehicle speeds and reckless driving experienced along this street. Streetscape improvements will not only improve the aesthetic character of the area, but will also create a more actively used neighborhood, which in turn could help discourage this type of undesired activity.

3. Neighborhood Context

Beyond the immediate Foothill Boulevard corridor, the project area is surrounded by dense residential neighborhoods. Several schools, including Fremont Federation of High Schools and Horace Mann Elementary, are within walking distance of the street and contribute to substantial pedestrian cross traffic at several intersections.

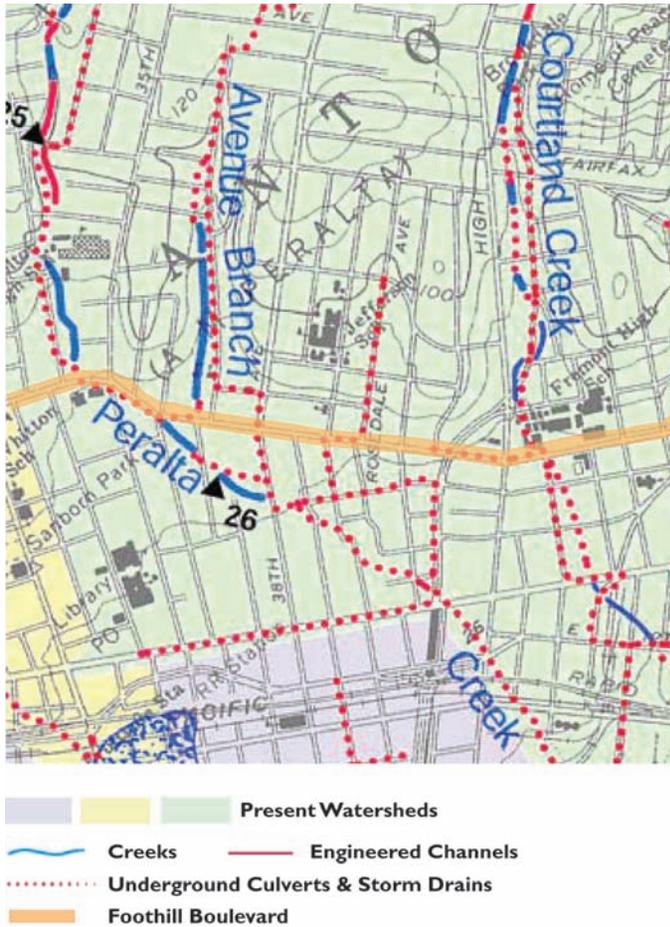


Figure 2-1 Foothill Area Creeks and Topography



The Courtland Greenway pedestrian pathway

a. Courtland Creek Watershed

The main roadway in the project area, Foothill Boulevard, crosses through the Courtland Creek watershed in Node 1. Although the creek is culverted in the project area, it is evident in other ways. Just east of the project site is the Courtland Greenway, a pedestrian path that follows the course of the underground creek and ends close to Ygnacio Avenue. The culvert continues under the main sports field area at Fremont Federation of High Schools and lies below the center of 45th Avenue within the project area.

b. Building Stock

Many of the buildings along Foothill Boulevard have historical significance, dating back to the late 19th and early 20th centuries. Notable structures include:

- ◆ **Fremont Federation of High Schools (FFHS):** The Fremont Federation of High Schools is a group of four smaller autonomous schools including the College Preparatory and Architecture Academy, Mandela High School, Media Academy High School, Paul Robeson Visual and Performing Arts High School. The parts of the school function together and are located on the same campus, using the same library and having common sports teams under the Fremont High School banner. The school facility reflects the Art Deco style with decorative elements on the entry archway.
- ◆ **Fremont Pool:** Operated by City of Oakland Parks and Recreation, the Fremont Pool is located across Foothill Boulevard from Fremont Federation of High Schools. The pool is actively used for swimming classes and lessons for children and adults, swim team practice, water aerobics and recreational swimming. The architectural style of the building mirrors the Art Deco influence found across the street at Fremont High School. The Fremont Pool building is currently slated for restoration and renovation.



Archway at Fremont Federation of High Schools



Fremont pool

- ◆ **Kerwood Apartment Building:** The Kerwood apartment building is located at 1627 High Street, with the closest intersection being Bancroft Avenue. It is a five-story building, with four stories of residential apartments on top of a parking garage. The southern California architectural style of the building has modern stucco lines, an open-air central staircase and palm trees. This building offers one of the highest residential densities in the project study area.



Kerwood apartments

- ◆ **Melrose Branch Carnegie Library:** Built in 1916, the Melrose Branch Carnegie Library is a historic landmark public library that was recently remodeled and retrofitted. The library is located between Node 1 and Node 2

at the intersection of Foothill Boulevard, 48th Avenue, and Fremont Way. It is a Classical Revival building with a marble-lined foyer; the building is symmetrically designed, with two angled, rectangular wings flanking a generous rotunda in-between. The architectural style for each Carnegie Library was chosen by the local community at the time, and usually reflected simple yet formal style. Typical of most Carnegie Libraries, the Melrose branch has a staircase up to the main entrance, designed as a metaphor of the visitor intellectually elevating him/herself. Similarly, the exterior lamp posts symbolize enlightenment.



Melrose Branch Carnegie Library



Sidewalk terrazzo



The Egypt Community Theatre

◆ **Fairfax Theater:** The Fairfax Community Lighthouse Church occupies the Fairfax Theatre building at 5345 Foothill Boulevard. This large Spanish-style theatre opened in 1926. It operated as a theatre and then as a movie house, shutting its doors in 1972. A few years later it was converted to church use, and it has served that function ever since. The exterior still showcases Spanish-influenced ornate facades and Art Deco geometric terrazzo paving at the entry.

c. Streetscape Character

The streetscape character of the two nodes in the design area is distinctly different, but a strong identity exists in each node. These existing aesthetics and characters can be expanded to create a design vernacular within the nodes.

In Node 1 the predominance of Spanish-speaking restaurants and businesses, can currently be described as having a Latino flavor. Latino focused establishments include Iglesia de Presbyteriana at 1941 High Street and the new Mi Pueblo Foods supermarket at 1630 High Street. In addition, much of the mural and graffiti art on the walls of buildings and commercial establishments is Latino in character but the African-American cultural influence is still predominant.

Node 2 is home to a vibrant African-American cultural community, which is expressed in the streetscape character. Several painted murals are found on the walls and there

are numerous African-American cultural establishments. These include the Egypt Theater, which celebrated its 35th anniversary in 2007, at 5306 Foothill Boulevard and numerous church congregations, such as the Fairfax Lighthouse Community Church at 5345 Foothill Boulevard and The Greater Good Shepherd (Church of God In Christ) at 5263 Foothill Boulevard.

Opportunities to reflect the ethnic diversity of the entire district should be explored, including African-American, Latino, Asian and Native American themes. This expression of diversity will create a unique presence for the study area and help unify the entire district. The religious facilities in the area can also form a dominant theme; focusing pedestrian improvement on these community gathering spaces can provide another way to unify the entire streetscape.

d. Existing Streetscape Conditions

The project area has been surveyed by PLS, Surveys, Inc., to accurately identify curb layout and elevations, driveways, building edges and existing improvements along the street. Drainage patterns and location of utilities, including EBMUD and PG&E, are documented on the survey. All of these existing constraints and opportunities have been taken into consideration in the development of the streetscape concepts.

B. Land Uses

The City of Oakland's General Plan Land Use and Transportation Element (March 1998) designates the majority of the Foothill Boulevard project area as Urban Residential. Urban Residential Use designation is used for areas appropriate for multi-unit, mid-rise or high-rise residential structures. The classification is also intended for areas that have good access to transportation and services. The primary use for this classification is residential, as well as some ground floor commercial uses that are compatible with residential use. Node 1 and Node 2 contain high density residential with commercial and industrial land use designations concentrated at the study areas.

1. Node 1

Node 1 includes Community Commercial designations at High Street with three Institutional land uses that include the High Street Presbyterian Church, the Iglesia Presbiteriana Hispana and the Fremont Federation of High Schools. The surrounding areas are designated Mixed Housing.

Community Commercial Use classification, as found on High Street, is intended to identify and support areas suitable for diverse commercial and institutional operations along Oakland's major corridors and in shopping districts or centers. Uses expected in these areas include both neighborhood and larger-scale focused retail and commercial operations such as auto-related businesses, businesses and personal ser-

vices, health services and medical uses, educational facilities and entertainment.

Institutional Land Use classification includes schools, cultural and/or religious use facilities, and medical facilities.¹

2. Node 2

Node 2 is comprised of Neighborhood Center Mixed-Use land use designations. Storefronts, cafes and service-related businesses line the streets of the area, and many of the buildings have mixed-use housing above the ground floor. Several of the local storefronts are currently occupied by small religious facilities. Per Oakland's General Plan, Neighborhood Center Mixed Use classification is defined as containing "commercial centers with a pedestrian-oriented street frontage; a mix of retail, housing, office, active open space, eating and drinking places; personal and business services; and smaller scale educational, cultural or entertainment uses."

¹ Multi-story development is encouraged with a variety of smaller-scaled, street-level businesses and services oriented to the street, with residential units above.

3. Adjacent Land Uses

The land use surrounding the study area include areas designated in the Oakland General Plan as Mixed Housing Type and Detached Unit Residential. Mixed Housing Type includes a mix of single-family homes, townhouses, small multi-unit buildings and some neighborhood businesses.

This designation is typically located near Oakland’s major arterials. The Detached Unit Residential designation, as the name implies, includes only detached, single unit structures.²

The neighborhoods adjacent to the Foothill Boulevard corridor are zoned Residential in the following categories:

C. Zoning Classifications

There are three zoning classifications for the Foothill/Melrose/High Streetscape Design within and surrounding the study areas of Nodes 1 and 2. These include one major commercial zone and two residential zone classifications.

1. Foothill Boulevard

Per the City of Oakland Planning Code, zoning along Foothill Boulevard is C-30 District Thoroughfare Commercial Zone. This zone is intended to “create, preserve and enhance areas with a wide range of retail establishments serving both short- and long-term needs in convenient locations, and is typically appropriate along major thoroughfares.”³

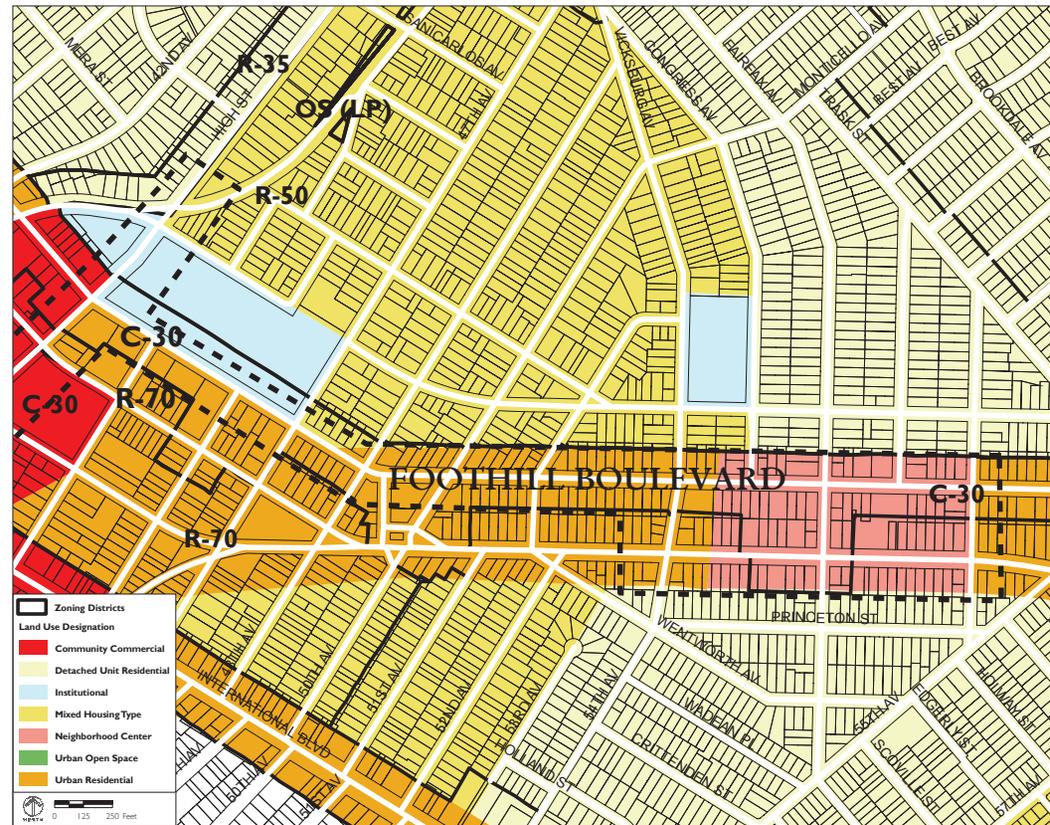


Figure 2-2 Zoning & Land Use Map

- ◆ **R-70 High Density Residential Zone:** Zoning classification is intended to “create, preserve, and enhance areas for apartment living at high densities in desirable settings, and is typically appropriate to areas having good accessibility to transportation routes and major shopping and community centers.”⁴
- ◆ **R-50 Medium Density Residential Zone:** Zoning Classification is intended to “create, preserve and enhance areas for apartment living at medium densities in desirable settings, and is typically appropriate to areas of existing medium density residential development.”⁵

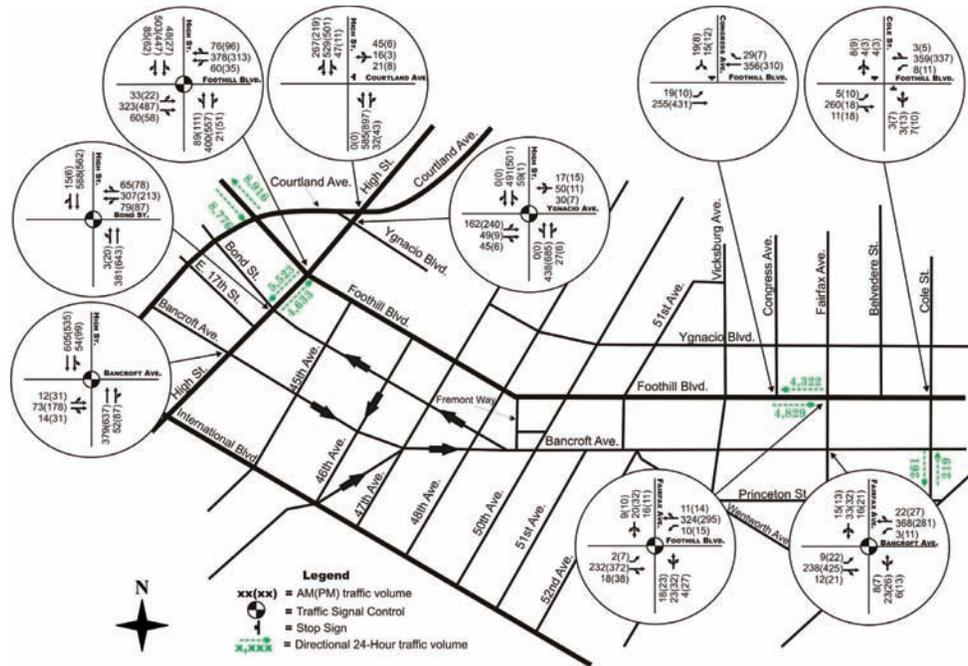


Figure 2-3 Automobile Intersection Approach Volumes, Lanes and Daily Traffic Volumes

D. Existing Traffic Conditions Analysis

Dowling Associates conducted the analysis of the existing traffic conditions within the study area. Pedestrian and motor vehicle counts revealed that in general, Node 1 tends to have both higher levels of pedestrian and automobile traffic than Node 2. The entire traffic analysis report is included as Appendix A to this report. A summary of key findings are outlined below:

1. Vehicular Traffic

Foothill Boulevard daily vehicular traffic volumes tend to be higher in the western section of the study area (in and near Node 1) than in the eastern section (Node 2). Existing vehicular intersection levels of service at all surveyed signalized intersections in the study area operate at acceptable levels with the exception of the westbound approach to Courtland Avenue and High Street. This stop-controlled approach operates at Level of Service D while the other two, uncontrolled intersection approaches on High Street function well.

In general, vehicular queues in the study area do not exceed six vehicles in length (or 150 feet). The longest vehicular intersection queues in the study area appear on the westbound approaches to High Street on Foothill Boulevard and Bond Street in the AM peak hour and at the eastbound approaches to Fairfax Avenue on Foothill Boulevard and Bancroft Avenue.

2. Parking

An inventory of existing, on-street parking facilities was conducted by Dowling Associates on April 4, 2007. The inventory included counting the number of curbside parking spaces, special curb markings (blue, white, green zones) and parking restrictions in both nodes. The highest overall occupancies were found on Sunday, with 15 percent in Node 1 and 102 percent in Node 2. Generally, parking occupancies in Node 1 were low, in part due to missing parking restriction signs and travel lane markings, and medium to beyond capacity in Node 2.

On-street parking occupancies in Node 1 were low, less than 30 percent occupied for all four parking survey time periods. This can be attributed in part to inadequate signage on High Street to inform drivers that they can park on High Street during non-commute hours. The highest on-street parking occupancies in Node 1 were found on southbound High Street between Ygnacio Avenue and Foothill Boulevard, which ranged from 10 percent to 20 percent occupancy dur-

ing the weekdays and were 100 percent during the Sunday count. Only one vehicle was parked on eastbound Foothill Boulevard between High Street and 45th Avenue during the

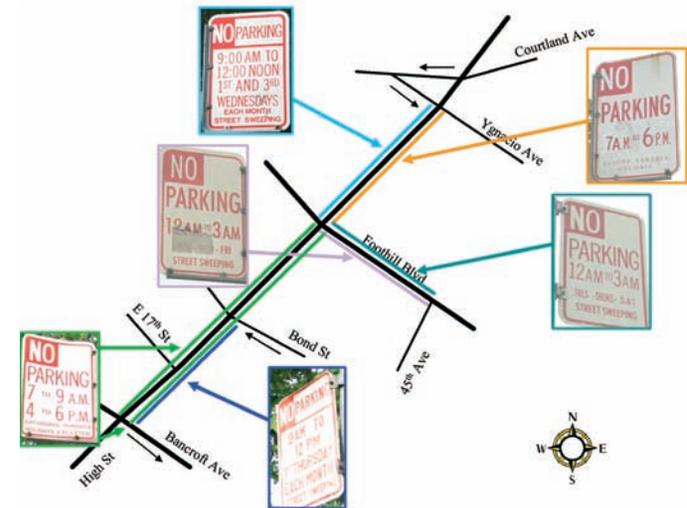


Figure 2-4 Parking Restrictions in Node 1

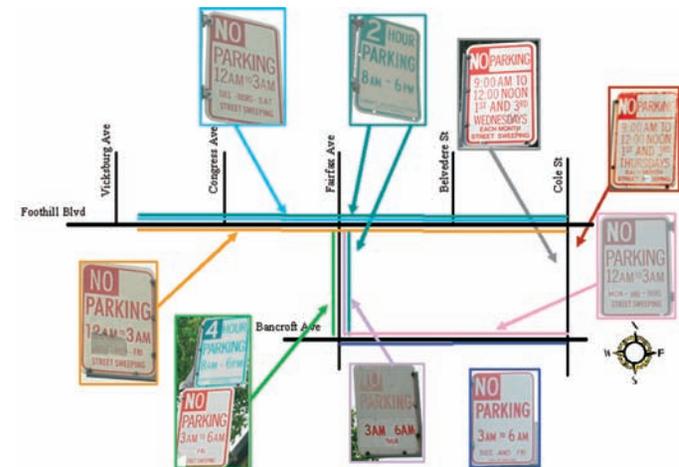


Figure 2-5 Parking Restrictions in Node 2

In Node 2, on-street parking occupancies were found to be lightest in the AM weekday peak hour and heaviest during the Sunday morning and weekday PM peak hours. The high Sunday parking demand can be attributed to the numerous church service activities in Node 2. Vehicles parked in Node 2 were often found in front of residential or unused driveways and parked in white zones, which are supposed to be for pick-ups and drop-offs only. There were also some instances of vehicles parked in red zones and blocking crosswalks, especially on Sunday. Parking enforcement appears to be light in this area. There are three parking lots in Node 2 which are fenced off and appear unused, including the one belonging to Fairfax Lighthouse Community Church located on Bancroft Avenue between Cole Street and Fairfax Avenue.

3. Pedestrians

Pedestrian counts in the study area were conducted at the same intersections where automobile manual turning movement counts were performed. Pedestrian volumes were generally highest in Node 1, especially during the AM peak-hour, which is not surprising given the major pedestrian generators located in this node such as Fremont Federation of High Schools and Mi Pueblo Foods supermarket and the transit service levels, including three full-service bus lines as well as five additional limited service lines bus stops. Another pedestrian gen-

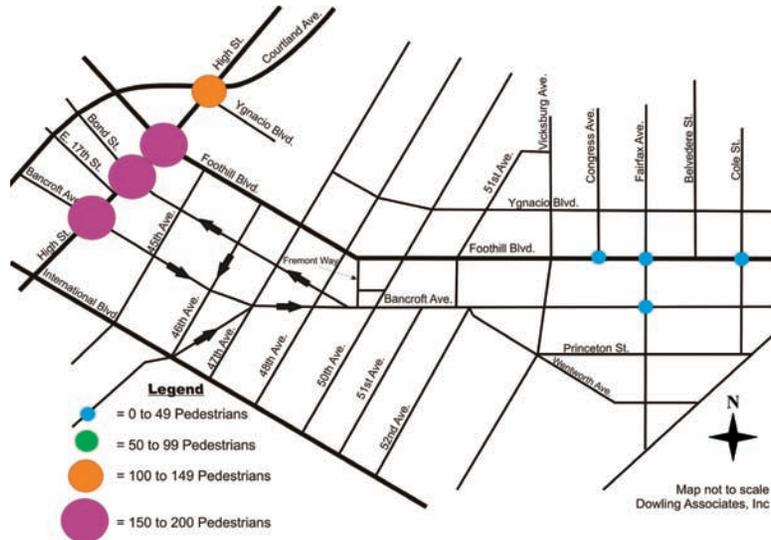


Figure 2-6 AM Peak Hour Pedestrian Intersection Crossing Counts



Figure 2-7 PM Peak Hour Pedestrian Intersection Crossing Counts

eration factor is the presence of “day laborers” congregating at Bancroft Avenue and High Street. The PM peak-hour volumes were not as high in Node 1, most likely because most of the Fremont High School students leaving campus before 4:00 p.m.

Node 2 had generally light volumes of pedestrians, both in the AM and PM peak-hours. Higher pedestrian volumes may have been observed during Sunday, had counts been done on that day, due to the proliferation of churches and other religious institutions in the area.

a. Sidewalks

Fieldwork in the study area revealed that sidewalks, curbs and gutters exist on both sides of the roadway, although most do not meet the minimum clear width requirements stated in the Pedestrian Master Plan. Near the study area, Bond Street west of High Street contains unpaved walkways and Courtland Street east of High Street contains partially paved walkways that are often blocked by parked vehicles. Landscaped buffer zones, usually containing trees, exist on some sections of sidewalk on the west side of High Street near Ygnacio Avenue, the east side of High Street between Bond Street and Bancroft Avenue, the south side.

b. Pedestrian Signals

Almost all of the signalized intersections have pedestrian signal heads for each leg except for pedestrians crossing Bancroft

Avenue at High Street. Even though timing at all signalized study intersections incorporates pedestrian crossing duration into its minimum green times, pedestrian push-button activation is located at all signalized intersections in Node 1 for pedestrians crossing High Street. However, pedestrian signals for the north-south crossings are automatic in Node 1 and for all legs at signalized intersections in Node 2.

4. Bicyclists

Existing bikeways include bike lanes on Bancroft Avenue in the study area. The Draft Bicycle Master Plan includes plans to extend the bike route on Foothill Boulevard from 40th Avenue to 48th Avenue or Fremont Way, where it would connect with Bancroft Avenue’s bike lanes. No bicycle parking racks were observed during field visits to the study area. AC Transit buses are equipped with front-loading bike racks that can carry up to two bicycles, and BART allows bicycles on its trains with some restrictions.

Bicycle counts in the study area were conducted at the same intersections where automobile manual turning movement counts were performed. Bicycle volumes in the study area were fairly consistent when comparing results from the AM and PM peak hours. Generally, bicycle volumes were somewhat small, but similar to pedestrian count patterns. The largest numbers of bicyclists were counted in Node 1, particularly at the intersections of Courtland Avenue, Foothill Avenue, and Bond Street with High Street.



Unpaved sidewalk on Bond Street at High Street intersection

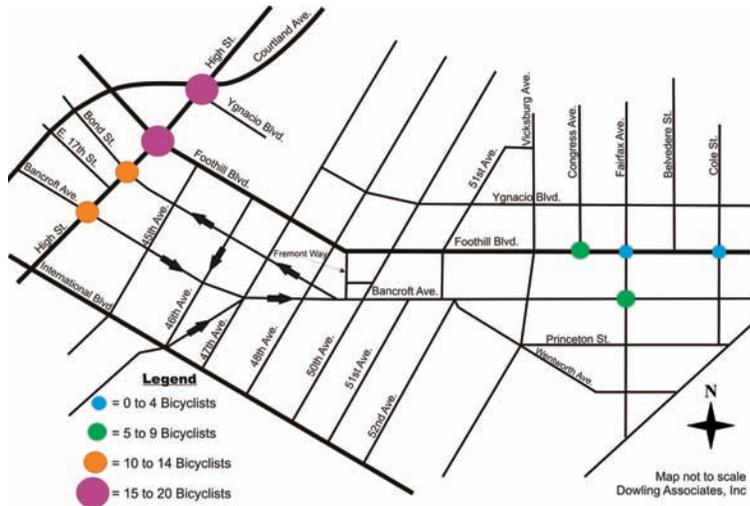


Figure 2-8 AM Peak Hour Bicycle Intersection Crossing Counts

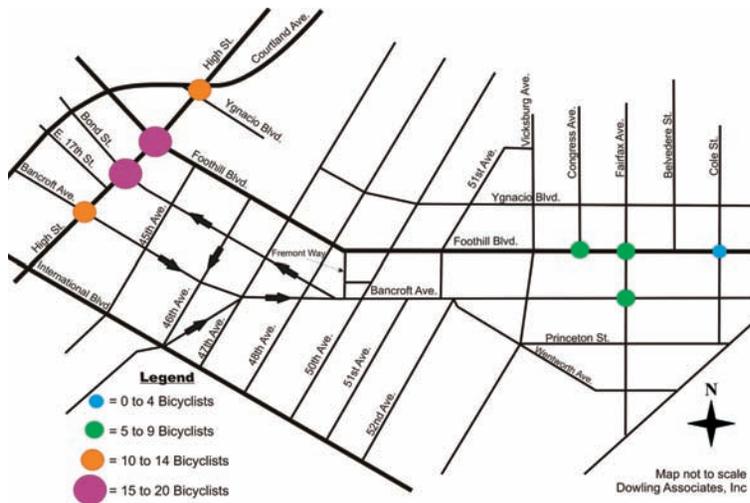


Figure 2-9 PM Peak Hour Bicycle Intersection Crossing Counts

5. AC Transit

Several AC Transit bus routes traverse the study area. Routes 40, 40L, 43, 640, 641 and 840 travels along Foothill Boulevard while Routes 48 and 648 travel along High Street. Typical weekday (daily) bus boardings and alightings in the study area are highest in Node 1 at intersections that serve as a transfer point or provide access to Fremont High School. The intersection of High Street and Foothill Boulevard has the highest number of bus riders reported.



AC Transit bus stop at Foothill Blvd and High Street

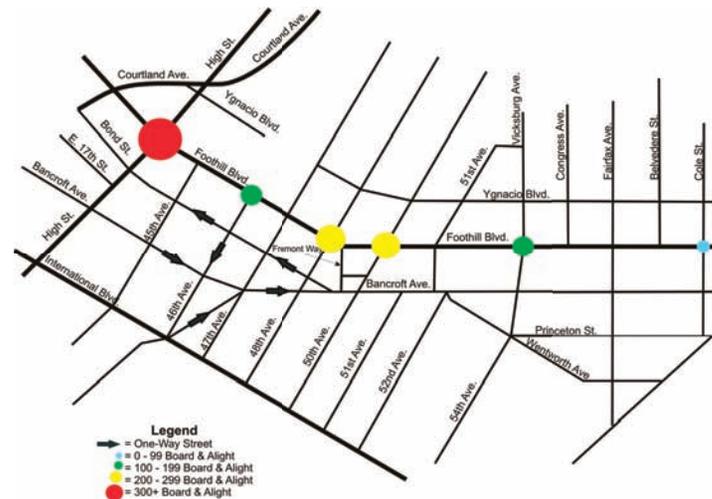


Figure 2-10 AC Transit Bus Stop at Foothill Blvd and High Street Intersection

The largest numbers of riders boarding and alighting buses are Node 1 of the study area where our surveys also found the highest concentrations of pedestrians. This suggests that traffic calming measures in Node 1 may have substantial benefits to pedestrians and transit riders in that area and could

help encourage pedestrians to circulate throughout the study area, including in and around Node 2. Since there were also moderate numbers of transit riders getting on and off buses in the area between Nodes 1 and 2 at 48th and 50th Avenue bus stops on Foothill Boulevard, urban design and traffic calming measures that are consistently and effectively applied throughout Nodes 1 and 2 and the areas in between have the potential to create a pedestrian-friendly environment throughout the study area.

6. Collision Analysis

Collision rates at intersections and for roadway segments in the study area were typically higher than statewide averages, most likely attributable to Oakland's urban environment. The roadway segment collision rate for High Street in the study area was over ten-times higher than the statewide average, suggesting this segment may have some geometric or operational difficulties. In general, a larger share of collisions and higher collision rates were found in Node 1 as compared to Node 2.

For pedestrian collisions, the two most primary collision factor (PCF) categories were traffic signals and signs and improper turning, the fault for which are typically assigned to the motorist. There was only one reported bicyclist collision in the study area over the three-year period analyzed. This collision took place at Foothill Boulevard and High Street. For motor vehicle-only collisions, the three most

common PCF categories were automobile right-of-way, traffic signals and signs and improper turning.

Analysis of these data reveals that there is not the expected correlation between volumes and collisions. For example, at Foothill Boulevard and Fairfax Avenue and Foothill Boulevard and Cole Street, suggesting there may be geometric or intersection control problems at these intersections that may be causing a number of reported motor vehicle collisions relative to their volumes.⁶

E. Engineering and Infrastructure Analysis

1. Paving and Curbs

The quality of the pavement for the majority of the project area, including street pavement, curbs, gutters, sidewalks and driveways appears to be in good condition. One exception is along High Street between Foothill Boulevard and Bancroft Street. This section of High Street shows signs of distress and reconstruction of the roadway and sidewalk is recommended.

At a few locations, including the intersection of High Street/Foothill Boulevard, High Street/Bond Street, and Bancroft Street/Fairfax Avenue, there appears to be a significant crown in the road cross-section. If the existing cross slope exceeds 5 percent, then it is recommended that improvements be made to meet Americans with Disabilities Act

(ADA) standards. One approach is to maintain the existing gutter flow line and grind down or reconstruct the pavement to a finished grade that reduces the street cross slope to less than 5 percent. The grinding option would require obtaining coring samples to identify the existing pavement structural section to determine if the remaining section would support the vehicle loading. If reconstructing is considered, then accurate utility (horizontal and vertical) discovery would be required. Another approach would entail raising the gutter flow line to reduce the cross slope; however, this could disrupt existing drainage patterns and may require additional catch basins or piping.

Many of the existing curb returns, ramps, driveways and sidewalks are non-compliant to ADA standards and need to be improved. Also, along with the utility poles mentioned above, many of the streets are lined with trees, limiting the pedestrian access on the sidewalks.

On the north side of High Street, between Bancroft Avenue and 17th Street, two existing driveways drop in elevation with respect to the back of sidewalk and creates a sharp change in grade, or “bump” in the driveway profile. It is recommended that the streetscape design attempt to improve or, at the very least, not degrade the existing condition.

On the north side of Foothill Boulevard, between Congress Avenue and Cole Street, several existing driveways “drop-

off” at the curb line to the street grade likely causing vehicles to “bottom out”. It is recommended that the streetscape design attempt to provide a standard driveway or at least improve the existing conditions as much as is feasible.

2. Drainage

According to the current survey data, the drainage system throughout the project limits does not have any obvious grade deficiencies and seems to accommodate the existing flow of the project area. To accommodate potential streetscape improvements, it may be necessary to provide some additional drainage measures, including new catch basins and piping.

3. Lighting

Throughout the project, the streets are illuminated with cobra head lighting fixtures. Foothill Boulevard, Fairfax Avenue and Cole Street have street lights spaced approximately every 100 feet and High Street and Bancroft Avenue are spaced every 200 feet. These existing lights are placed to illuminate the roadway and not the pedestrian walkways. Additional pedestrian-scaled lights may be needed to improve pedestrian safety as well as the streetscape character and pedestrian experience.



Bulbout on Courtland Avenue



Overhead utility lines on High Street



Street lighting on Foothill Boulevard

F. Opportunities and Constraints Analysis

The Foothill/High/Melrose Streetscape Design presents many opportunities for improvements along the corridor. The following opportunities and constraints analysis summary reflects the input received from the Community and the TAC as well as the data reviewed and will influence the development of design alternatives

1. Traffic Calming and Street Infrastructure

a. Traffic

Close review of traffic analysis identified constraints for altering the street infrastructure. Opportunities exist for slowing traffic at intersections that produce major pedestrian conflicts. Infrastructure such as bulbouts, mid-block crossings, medians, and pedestrian count-down timers to improve crossing safety are some of the features that were addressed in the alternatives process.

b. Transit

AC Transit, as part of the TAC for the project, evaluated all recommendations for improving transit through the corridor. Opportunities that arose included improving bus stop locations as well as moving or eliminating bus stops. Design alternatives that may constrain transit, such as bulbout implementation or lane reduction, were approved by AC Transit through the alternatives process. Additionally, maintaining efficient routes on Foothill Boulevard for AC Transit was a prime factor in the preferred alternative.

2. Utilities

a. Overhead Utilities

Undergrounding the existing overhead utilities was determined not to be feasible for this project. The TAC advised that the waitlist for undergrounding and the significant costs associated with the process precluded the possibility of undergrounding the utility lines in this project.

b. Pedestrian Lights

The project would benefit from new pedestrian-scaled light standards that will help to increase safety in the area while also introducing a uniform element to the street.

c. Sanitary Sewer and Storm Drain

Throughout the design process the location of existing utilities informed the design improvements. In particular, the existing location of sanitary sewer and storm drain utility lines within the center of the right-of-way and within the immediate vicinity of the sidewalks preclude installation of certain types of streetscape amenities. For example, east of High Street in Node 1 and Node 2, the sanitary sewer line runs through the center of the street, excluding use of tree-lined center medians to create traffic-calming and aesthetic improvements.

3. Pedestrian Amenities

Opportunities exist for widened sidewalks, bulbouts, benches and bollards where appropriate. Small plazas at various locations along the corridor have been considered. Areas evaluated for potential pedestrian plaza spaces include the area adjacent to the recreational fields on the east side of High Street, the area in front of Iglesia de Presbyteriana, the southeast corner of High Street and Bancroft Avenue, the potential crosswalk location at 17th Street at Mi Pueblo Food supermarket, and the area in front of the Fairfax Community Lighthouse at Belvedere Avenue.

Significant improvements can be made with special crosswalk treatments and new crosswalks. Pedestrian crossings were evaluated for the greatest use and suggestions for new crosswalks were also developed during the design process. A street way-finding program would help to increase pedestrian presence on the street. Signage and/or kiosks will help to facilitate movement throughout the corridor as well as advertise local merchants and neighborhood activities. The potential for a historical reference map of the Courtland Creek greenway element would provide local identity to the streetscape and community as well as tie into other potential creek-identifying elements in adjacent streetscape projects.

The lack of space appropriated within the right-of-way and the impacts these pedestrian amenities will have on existing traffic levels of service has limited placement of pedestrian plazas and new crosswalks.

4. Streetscape Themes

Several distinct themes were explored during the development process. The purpose of defining these themes was to identify existing qualities of the two nodes that could define a unique identity for each site. The original concepts were based on stakeholder and community input as well as on DC&E research and physical analysis of the two nodes. These initial themes were applied to the three design alternatives presented to the community at Workshop #2. These initial themes included:

- ◆ **Melrose Antique Shopping District History:** The Melrose Shopping District was once home to many antique stores, and this theme revives the imagery and design style of that era in the streetscape detailing.
- ◆ **Arts and Crafts Movement:** The inspiration for this theme is the architectural style of the commercial buildings on Fairfax Avenue and of the surrounding residential housing stock.
- ◆ **Mural Arts:** A variety of art and graffiti art murals adorn the walls on Foothill Boulevard, particularly in Node 1 near Fremont Federation of High Schools. This theme builds on that visual base, exploring locally produced art as a way to engage the community and connect them to the streetscape improvements.
- ◆ **Fremont Federation of High Schools Student Activity:** The Art Deco style and the local student presence at the High School and Fremont Pool are the focus of



Foothill Boulevard art mural

this alternative. Student pride combines with Art Deco detailing to define streetscape character.

- ◆ **Historic Jazz Era:** Community members told of the jazz history in Node 2 as a hub of jazz clubs and African American music. That energy and creativity of this jazz and music theme is reflected in colorful street banners, paving rhythms and murals.
- ◆ **Creeks and Natural Features:** Courtland Creek crosses under Foothill Boulevard at 45th Avenue. Accentuating the unseen natural features of the site reminds people of the neighborhood's natural history.
- ◆ **African American Business District:** Many of the businesses and cultural institutions in Node 2 are African-American owned. This theme highlights this multicultural success and builds off of the pride in ownership shown in many of the buildings where façade improvements have already started to enliven the character of the streetscape.
- ◆ **Key Route Train Line and Station:** The old Key Route train system is the transit line which used to run down Bancroft Avenue in Node 2. This theme highlights the old historic train route through the use of rail-like paving patterns and interpretive signage.

5. Gateway Elements

Gateways to the area will further identify the neighborhood as a district. A series of gateway elements will help define the design theme for and unify the two nodes. Formal gateways can be designed for intersections such as Foothill Boulevard and High Street, High Street and Courtland Avenue and Foothill Boulevard and Fairfax Avenue to establish a clear entrance into the district, while smaller, sequential gateway elements at key locations along the corridor provide a repetitive feature, reinforcing the overall theme and linking the two nodes.

- ◆ **High Street:** provides an opportunity for an urban gateway to the project area across from Fremont Federation of High Schools. Currently the area lacks a significant presence with two corners occupied by gas stations that fail to anchor the intersection opposite Fremont High School's football field. However, new private commercial development on the southeast corner of the intersection provides significant improvement to the busy arterial intersection. Improvements to the fences at the football field and the integration of the school property into the fabric of the surrounding urban environment will help to soften the negative impact of the chainlink fence.



High Street and Courtland Avenue intersection

- ◆ **Courtland Avenue, High Street and Ygnacio Avenue:** The expansive intersection at this major arterial is an appropriate location for a gateway element that links the predominantly residential corridor to the north on High Street to the project area. Efforts to reduce the size of the intersection and pedestrian crossing distances accentuate the psychological gateway while creating opportunity for physical gateway elements.



High Street and Courtland Avenue intersection

- ◆ **Fairfax Avenue and Foothill Boulevard:** Fairfax Avenue sits at the crest of a slight hill traveling east on Foothill Boulevard. This prospect point creates an arrival for the neighborhood and seems a natural location for a physical gateway element at the intersection.



Foothill Boulevard and Fairfax Avenue intersection

6. Landmarks and Visual/Activity Focal Points

There are numerous landmark buildings and centers of activity in both nodes of the design that offer opportunities to build upon. Some landmarks are historic, some are cultural and some are commercial. They offer not only buildings aesthetic cues to borrow in other design areas, but also activity cues to work from. Similarly, there are more general activity focal points in both nodes that also offer opportunity for enhancement. In these types of areas the challenge is not so much to create something new as to help reveal what is already there.

a. Landmarks

- ◆ **Courtland Creek:** creates an opportunity for pedestrian enhancements and a connection to the Courtland Creek Greenway outside of the project area.
- ◆ **Fremont Federation of High Schools:** The high school building facility is a hub of student activity and a source of much pedestrian movement into and out of Node 1. As such, it is a logical base of departure for focusing pedestrian activity and aesthetic improvements.
- ◆ **Mi Pueblo Food Center Supermarket:** The newly renovated grocery store is a great amenity for the neighborhood. Integrating the parking lot and street frontage into the surrounding urban environment will help to accommodate better pedestrian access for patrons. A mid-block pedestrian crossing or entry plaza will create a focal point for the neighborhood.
- ◆ **Fremont Pool:** This popular community pool serves the entire East Oakland community. It is also used by the school for their swim teams and other aquatic groups. Pedestrian enhancements that make the pool more accessible to the community can only serve to increase its popularity.
- ◆ **Carnegie Library:** The only public library in the area, Carnegie Library is a landmark and a hub of after school learning and reading. Located at the midpoint between the two project nodes, the site therefore provides an opportunity to serve as a bridge between the two. In addition, bus and bike route connections converge at this point, creating for a potential hub for smoother transit and pedestrian connections.
- ◆ **Fairfax Community Lighthouse Church:** Housed in the old Fairfax Theater building, this popular community religious congregation is especially busy on Sundays before and after services. Pedestrian and parking improvements can help improve the flow of people into and out of the church, and can also help to create gathering spaces focused on the church entrance that help to further enhance the sense of community in the area.

b. Visual and Active Focal Points

- ◆ **Bancroft Avenue and High Street:** Several factors contribute to this intersection being a visual and active focal point in the project. These include the Mi Pueblo Food Center supermarket, the nearby higher density apartment buildings such as Kerwood Apartments, the high volumes of vehicular traffic on High Street, and the gathering of day laborers at this intersection awaiting possible work opportunities.



High Street and Bancroft Avenue intersection

- ◆ **Student Activity Nodes:** As mentioned in the Landmarks section, the Fremont Federation of High Schools is a hub of activity, as is the Fremont Pool. These are right across the street from each other on Foothill Bou-

levard, and there is a steady flow of students in the surrounding area, especially in the morning before school and in the afternoon when classes end. As such, this entire area is a focus of activity that should be enhanced. Existing conflicts between students and surrounding residents, such as loitering and littering, are also addressed in the preferred alternative through the development of additional dedicated space for students adjacent to the school that provides more “breathing room.”



Student activity around Fremont Federation of High Schools

- ◆ **Fairfax Avenue:** This shopping area has historically been an active retail destination and pedestrian-friendly environment. Design options will further enhance the pedestrian experience on this block while taking advan-

tage of the strong sense of space created by the mature street trees that already exist.

7. Landscaping

Use of the same street tree within the nodes and in the areas between Nodes 1 and 2 will help to unify the entire area. Based on the feedback that resulted in the preferred alternative, it is recommended that this street tree be a species of oak. Near the new Mi Pueblo Food Center Market in Node 1 there is a stand of mature sycamore trees that should be added to and highlighted as appropriate. The same is true for the existing flowering pear street trees in Node 2 on Bancroft and Fairfax Avenues.

As for other plantings, a focus on native and drought-tolerant species will help produce not only a low maintenance landscape, but will also create a design that connects with the wider context of Oakland's natural landscape. Plant selection can also strongly support a streetscape theme, such as planting of riparian-related plants in the Courtland Creek corridor to provide conceptual connection to the culverted creek.

Endnotes:

¹ Community & Economic Development Agency, 1998, City of Oakland General Plan, Land Use and Transportation Element, Oakland, pages 143-159.

² Community & Economic Development Agency, 1998, City of Oakland General Plan, Land Use and Transportation Element, Oakland, pages 143-159.

³ Oakland Municipal Code: Chapter 17.46 C-30 DISTRICT THOROUGHFARE COMMERCIAL ZONE REGULATIONS, http://bpc.iserver.net/codes/oakland/_DATA/TITLE17/Chapter_17_46_C_30_DISTRICT_TH.html#1, accessed on June 20, 2007.

⁴ Oakland Municipal Code: Chapter 17.26 R-60 MEDIUM-HIGH DENSITY RESIDENTIAL ZONE REGULATIONS, http://bpc.iserver.net/codes/oakland/_DATA/TITLE17/Chapter_17_28_R_70_HIGH_DENSIT.html#1, accessed on June 20, 2007.

⁵ Oakland Municipal Code: Chapter 17.22 R-40 GARDEN APARTMENT RESIDENTIAL ZONE REGULATIONS, http://bpc.iserver.net/codes/oakland/_DATA/TITLE17/Chapter_17_24_R_50_MEDIUM_DENS.html#1, accessed on July 17, 2007.

⁶ Dowling Associates. Foothill-High-Melrose Streetscape Plan Existing Circulation Conditions Draft Memorandum. Addressed to John Hykes of DC&E, June 14, 2007.

This chapter describes the stakeholder and community participation process that was part of the Foothill/High/Melrose Streetscape Design. It also describes the input received from the participants throughout the planning process.

A. Technical Advisory Committee

The TAC met on four occasions throughout the planning process. The following topics were covered at the meetings:

◆ TAC Meeting #1: Pertinent Issues Review:

At this meeting a synopsis of DC&E's preliminary site analysis was presented. Numerous pertinent issues were discussed in relation to this analysis, including traffic analysis, civil engineering, redevelopment site opportunities, PG&E undergrounding, AC Transit, public transportation, bicycle lanes, and landscaping and maintenance. In addition, a preliminary project schedule, including the first community workshop, was presented and critical path tasks were discussed.

◆ TAC Meeting #2: Concept Alternatives Review:

At this meeting, a synopsis of the traffic analysis was presented by Dowling Associates. In addition, the TAC provided feedback on the preliminary concept plans for the different key areas in the two nodes. Finally, the format and content of the first community meeting was discussed.

◆ TAC Meeting #3: Preferred Concept Review:

At this meeting, the project team and TAC reviewed

the preferred alternatives developed for Nodes 1 and 2. This included traffic analysis of the preferred alternative as well as a discussion of phasing and prioritization. The TAC was invited to provide input on all the design components presented in the alternative, which was based on the community, TAC and City input received, as well as the existing conditions analysis. The next steps for the project were also presented and discussed.

◆ **TAC Meeting #4: Final Concept Plan Review:**

The Final Concept Plan was presented at a fourth TAC meeting, including drafts of 35% construction documents developed by Moffatt & Nichol. The Draft Concept Plan developed for Node 3 at a master plan level was also reviewed, and the TAC was invited to provide feedback for written inclusion in the Master Plan document. The final steps for the Foothill/Melrose/High Streetscape Design Master Plan project were also discussed.

B. Stakeholder Interviews

Several stakeholders within the project area were interviewed by John Hykes of DC&E. The names were selected by City staff and aides from Councilmember de La Fuente and Jean Quan's offices, following several discussions with City staff and the Foothill Boulevard Streetscape Design TAC members. The people interviewed are active members of the community.

A total of three people were interviewed, and each individual's comments were recorded in the session and are attached as Appendix B to this report. Each of these individuals possesses a great deal of knowledge about the area and the history of recent activities either in their immediate residential neighborhood or affecting their respective businesses.

The general concerns of the stakeholders, in terms of this streetscape design project, centered on issues of crime and safety, aesthetics and cleanliness, and traffic flow relative to pedestrian safety. In terms of crime and safety, the stakeholders' key issues are the desire for more police patrols to better curtail high traffic speeds and crime activity that happen along Foothill Boulevard.

Regarding aesthetics and cleanliness, the key issues they voiced included the need to incorporate more street cleaning and the desire to incorporate landscaping, greenery and other colorful amenities along the street to make it a more attractive and friendly environment. In terms of traffic flow relative to pedestrian safety, there was consensus that the traffic needs to be slowed down along Foothill Boulevard. The interviewees also identified ongoing neighborhood problems including sideshow activity, disorderly traffic conduct, litter and gang activity.

C. Community Participation

DC&E facilitated three public meetings during the planning process for the Foothill/High/Melrose Streetscape Design. The feedback from the community at these meetings directly influenced the final design of the Preferred Alternative Master Plan and full memorandums of the meeting are included in Appendix B.

1. Community Workshop #1

On Wednesday, May 30, 2007 the first Foothill/High/Melrose Streetscape Design Community Workshop was held at Horace Mann Elementary School in the vicinity of Node 2 of the project area. DC&E facilitated a meeting with members of the community-at-large, City staff members and several members of the TAC. The primary purpose of this



Community Workshop #1

meeting was to ascertain the concerns of the community for the project area and begin to develop consensus for the design of the street as a whole.

DC&E presented a slideshow of the existing conditions in the area, a selection of images to provide examples of other successful streetscape projects and elements of streetscape design, as well as preliminary ideas for improvements in the project area. A representative of Dowling Associates presented the preliminary findings from the traffic analysis. A goals and visioning exercise was conducted by DC&E and Dowling Associates to gather community input for the goals that should be achieved by the Streetscape Plan. Participants then formed three small groups with a set of questions and images provided by DC&E to facilitate a discussion about their goals for improvements. A spokesperson, chosen by each group reported back their key findings. A memo that outlines the suggested improvements from community members for both, Nodes 1 and 2, is included in Appendix B of this report.

2. Community Workshop #2

On August 29, 2007 a community meeting for the Foothill/High/Melrose Streetscape Design was held at Horace Mann Elementary School in Oakland. The meeting was organized by Kimani Rogers from the City of Oakland, and the meeting presentation and community participation was led by the staff of DC&E.

Three different design alternatives were presented to the community at the meeting. The primary identity of each alternative was based on its dominant, repeated design feature, and these were: Alternative 1: Widened Sidewalks; Alternative 2: Medians and Alternative 3: Pedestrian Refuge Islands. Each alternative was then sub-divided into the two main project nodes: Node 1 being the High Street Corridor and Node 2 focusing on the Melrose Commercial District. Each node of each alternative was then assigned a conceptual design identity to supplement the form-based identity of the alternative. These conceptual identities, such as “Courtland Creek Greenway” and “Fairfax Antiques District” were based on suggestions from community members at the first community meeting.

During the presentation of the three alternatives, participants were encouraged to provide feedback, and these comments were recorded. Meeting attendees were also provided with comment forms to vote on the elements from each alternative that they wanted to be part of the preferred alternative. This verbal and written feedback was then used after the meeting to develop the Foothill/High/Melrose Streetscape Design preferred alternative.

3. Community Meeting #3

On November 28, 2007 the final community meeting for the Foothill/High/Melrose Streetscape Design was held at Horace Mann Elementary School in Oakland. The meeting was organized by Kimani Rogers from the City of Oakland,



Community Workshop #2

and the meeting presentation and community participation was led by the staff of DC&E.

The Foothill/High/Melrose Streetscape Design preferred alternative was presented to the community at the meeting. This alternative was based on the design alternatives feedback from the second community meeting. The preferred alternative design was developed from the most popular Medians alternative, incorporating physical design features that received positive feedback from the Widened Sidewalks and Pedestrian Refuge Islands alternatives. DC&E further developed the Creek Linear Greenway concept theme for Node 1, and for Node 2 the preferred concept theme was a hybrid of the Antiques and Craftsman Aesthetic theme

with the Jazz and African-American History theme, with more of a multi-cultural aspect. Preliminary concepts for the streetscape themes will be included in the master plan document.

Following DC&E's slideshow presentation of the preferred alternative, meeting attendees participated in a question and answer session to voice their feedback on the preferred alternative. These comments were recorded, and community members were given a comment card and a prioritization exercise. As available funding sources may preclude the construction of all improvements depicted in the preferred alternative presented, participants were asked to vote on the design improvement areas that they thought had the most priority.

Based on the comment card feedback, the top three priority areas in Node 1 were the Courtland Avenue Intersection Re-alignment, the High Street Greenway at FFHS Football Field and the Foothill Boulevard and High Street Intersection Gateway Improvements. The top three priority areas in Node 2 were the Foothill Boulevard Median and Pedestrian Refuge Island at Congress Avenue, the Foothill Boulevard and Fairfax Avenue Gateway Improvements and the Fairfax Avenue Street Paving and Pedestrian Improvements. Additional written and verbal feedback at the third community meeting focused on retaining street parking; the use of site furnishings that would not get stolen, facilitate crime or homeless loitering; crosswalk safety; and FFHS student pride

and ownership of improved spaces adjacent to the school. Other topics of discussion at the community meeting included traffic congestion on High Street during commuting hours and fire truck access on High Street and Courtland Avenue. These two issues along with the possible triggering of an EIR for lane reduction have resulted in the elimination of the street narrowing of High Street in the Final Concept Plan. The street narrowing will remain in the final preferred alternative as the positive pedestrian benefits that it creates are worthy of recording for future analysis.

This chapter describes the Streetscape Design Master Plan that will help achieve goals that were developed for the streetscape corridor in both nodes of the Foothill/High/Melrose Streetscape Design. The Preferred Alternative developed through analysis of existing conditions is the result of the community input and the collaborative planning process with the TAC. The plan contains many detailed design components that will be applied to specific locations in each node and proposes elements such as gateways, plaza spaces, medians, curb bulb-outs and various sidewalk amenities. These design elements build upon historic references and the diversity of the neighborhood and will help to unify the street and express the rich diversity and heritage of the Foothill/High/Melrose area.

A. Master Plan Overview

The Master Plan Composite views shown in Figures 4-1 and 4-2 illustrate the proposed improvements for the area, separated into node one and node two. The plan views help to orient the detailed illustrations for the specific areas of improvement throughout the area.



Looking East on Foothill Boulevard

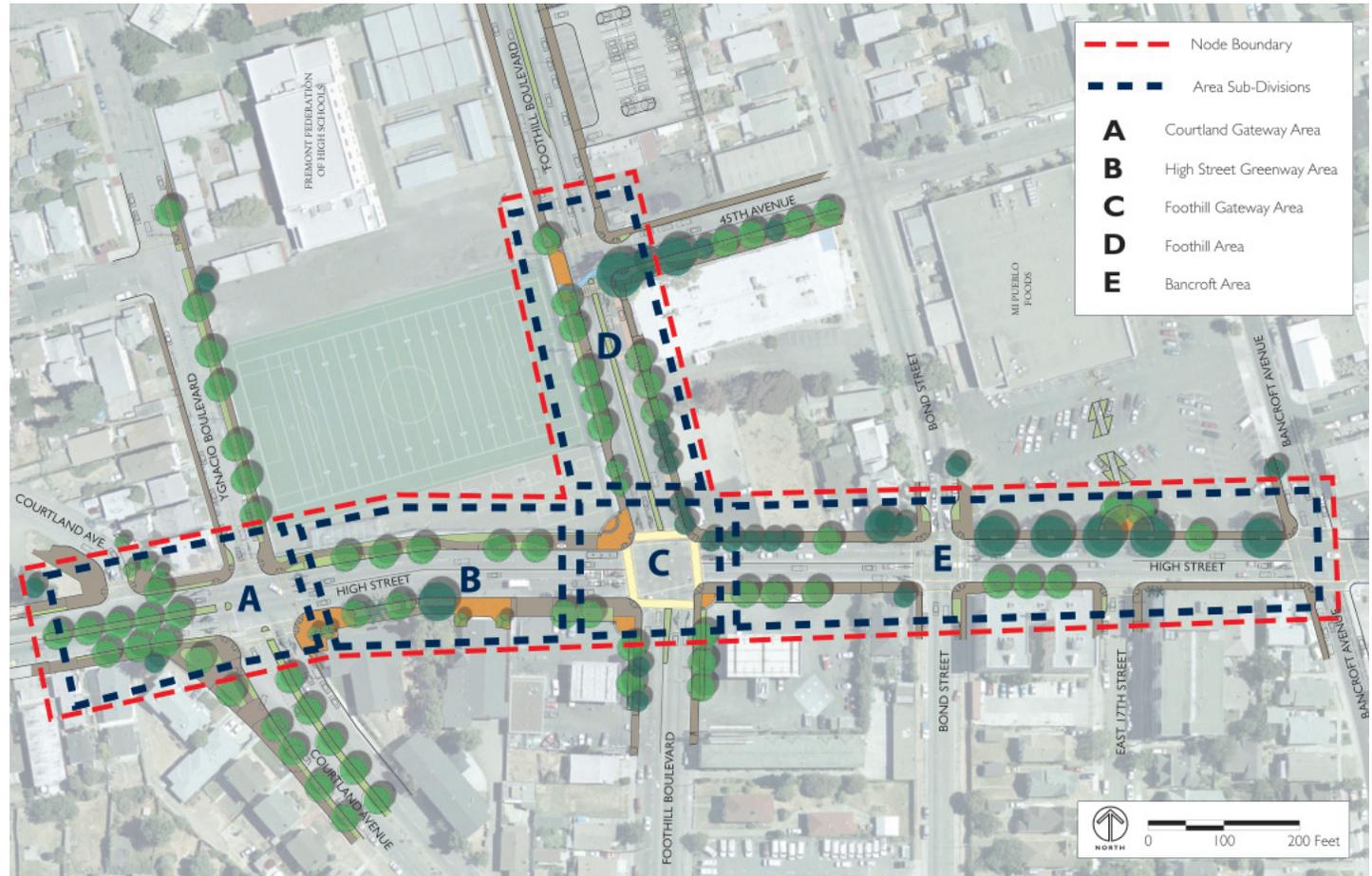


Figure 4-1 Node 1

Node 1 is divided into five sections for ease of discussion and focus throughout the chapter. The areas are defined as follows:

- ◆ Courtland Gateway Area
- ◆ High Street Greenway Area
- ◆ Foothill Gateway Area
- ◆ Foothill Area
- ◆ Bancroft Area

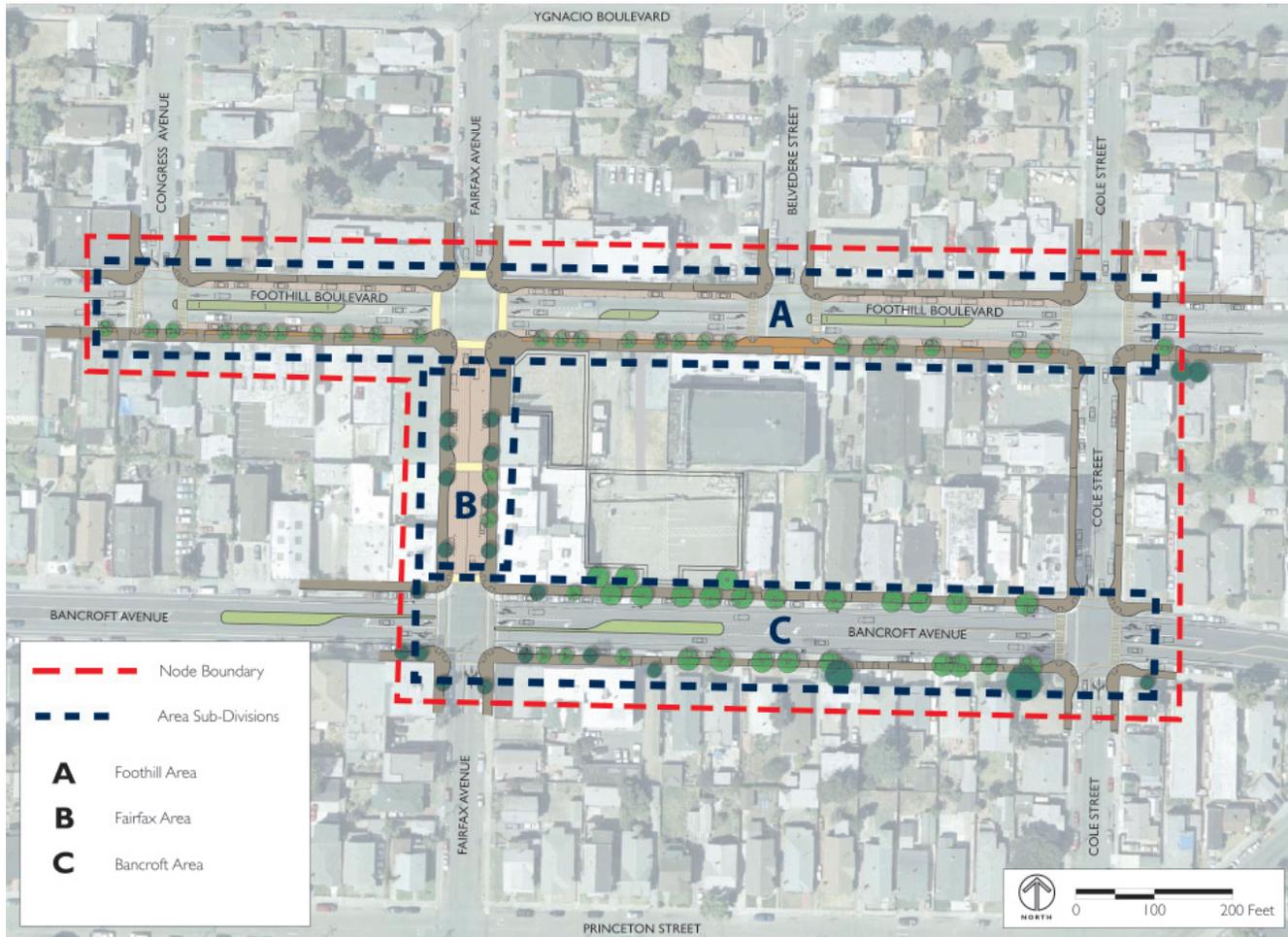


Figure 4-2 Node 2

Node 2 is divided into three sections as follows:

- ◆ Foothill Area
- ◆ Fairfax Area
- ◆ Bancroft Area

1. Node 1 Elements

The preferred alternative responds to the community's request for traffic calming by incorporating substantial infrastructure change to the streets in Node 1. The use of medians, bulbouts and wider sidewalks reduces pedestrian crossing distances to create a more pedestrian-friendly environment. On High Street, the major infrastructure changes are sidewalk improvements with planted buffer zones on both sides of the street, improved pedestrian access and private improvements at Mi Pueblo Food Center. This also allows for a much more continuous planting of street trees along the corridor and the addition of more pedestrian amenities. Six-foot-wide bulbouts at cross streets narrow pedestrian crossings, calm traffic and contribute to the project area's overall cohesion. On Foothill Boulevard, widened sidewalks around Fremont Federation of High Schools (FFHS) create a space for local students and also provide the opportunity for a landscape buffer and other aesthetic improvements along the adjacent school facility on Foothill Boulevard and High Street.

a. Courtland Gateway (Figure 4-3)

- ◆ **Elimination of the Right Turn Channel at Courtland Avenue and High Street:** The elimination of the "pork chop island" reduces the expansive intersection at Courtland Avenue and High Streets, creating a landscaped buffer at the residential corner. Additional signage on High Street for southbound traffic will alert motorists of the Courtland and 42nd Avenues connection to I-880.

- ◆ **High Street Median:** The High Street median acts as a gateway to the project area. The introduction of the median prevents a left-hand turn from Courtland Avenue across High Street to the western leg of Courtland Avenue. Ygnacio Avenue is aligned with the western leg of Courtland Avenue. Vehicles north of Ygnacio Avenue and east of High Street connecting through the intersection shown in Figure 4-3 heading westbound on Courtland Avenue are re-routed clockwise around the block to westbound Ygnacio Avenue.
 - ◆ **Northside Intersection Crosswalk at Courtland Avenue and High Street:** The addition of a fourth crosswalk at the intersection improves pedestrian crossing opportunities, reducing the expansive intersection condition.
 - ◆ **Improved Signage to I-880:** Courtland Avenue is an underutilized arterial connection to the I-880 freeway. Routing more cars southbound to the freeway on Courtland Avenue from High Street will improve traffic service in the High Street corridor.
- #### b. High Street Greenway Corridor (Bottom of Figure 4-3)
- ◆ **Greenway Treatment:** The greenway highlights the existence of Courtland Creek by "bringing it to the surface" through interpretive paving patterns, permeable paving, a meandering sidewalk and special planting areas. Interpretive signage will inform pedestrians of this connection to Courtland Creek as part of the larger water-



Figure 4-3 Node I Courtland Gateway and High Street Greenway Corridor

shed. The planting is also an opportunity to involve students from the FFHS.

- ◆ **Fence Treatment:** Vines planted to grow on the fence along the FFHS athletic field will provide a screen of privacy for the student athletes and create a vertical, green backdrop for the greenway treatment. The greenwall will help also to improve the appearance of the school facility along the High Street corridor.

◆ Local Church Plaza

Improvements: The plaza improvements in front of High Street Presbyterian and Iglesia Presbyteriana will provide transition areas between the public realm of the street and the private realm of the churches. Curb markings and signage designating loading zones at set hours will help facilitate drop-off and pick-up of passengers at the church frontages.

◆ Relocated Bus Stop and New Bus Shelters

Relocation of the bus stop from south of Foothill Boulevard to north of Foothill Boulevard on the east side of High Street will reduce traffic queuing behind the bus at the intersection.

Having the bus stop on the same side of the street as FFHS will also reduce student street crossings for those who ride the bus lines that serve this stop. New bus shelters on both sides of High Street will improve the public transit experience for riders.

c. Foothill Gateway Area (Figure 4-5)

- ◆ **Gateway Feature:** High Street provides an opportunity for a formal, urban gateway at the corner of FFHS. Currently the area lacks a significant presence with two corners occupied by gas stations that fail to anchor the intersection opposite FFHS's football field. However, new private commercial development on the southeast corner of the intersection begins to enclose and define the busy arterial intersection. The preferred alternative proposes formal gateway elements at the three remaining corners of the intersection.

- ◆ **Gas Station Driveway Closures:** The two existing gas stations at the Foothill Boulevard/High Street intersection do not enhance the pedestrian realm of the street. Their current form does not anchor the corner, and the number of entrances and exits for the gas stations make them prime locations for crowds in cars to gather to watch illegal sideshows. Sideshow crowds prefer easy car access and egress to quickly depart if police officers arrive. The preferred alternative closes the High Street entries to both gas stations which will reduce the interest in sideshow activity at this intersection. The concrete

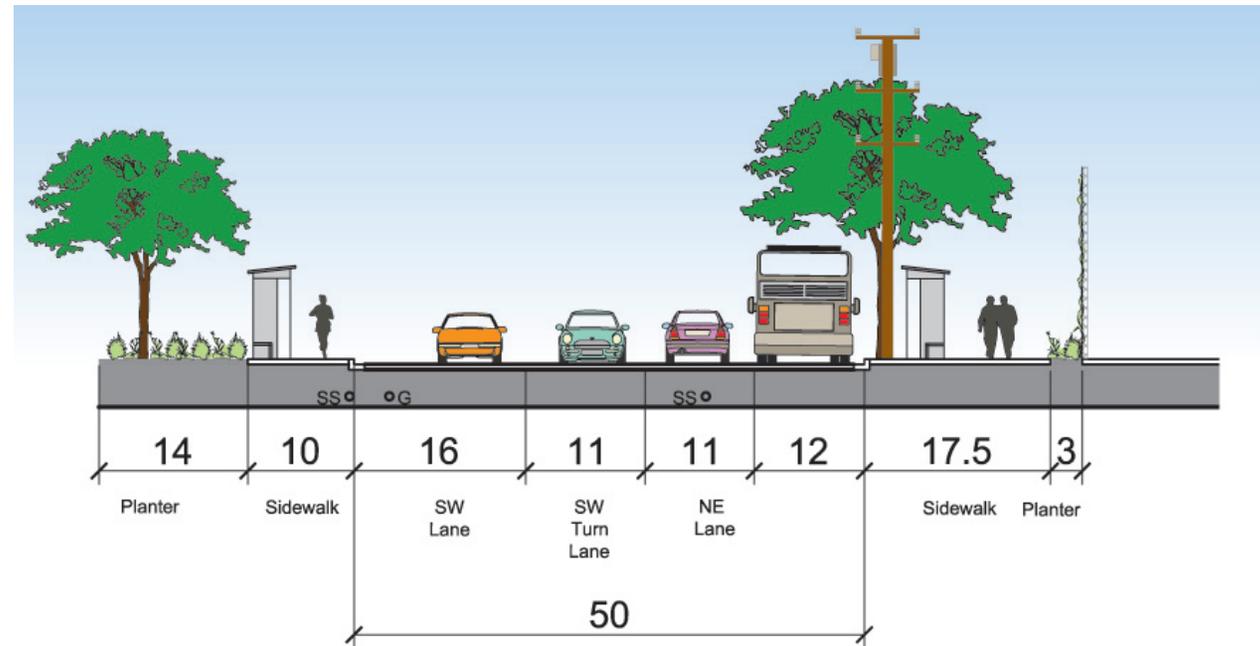


Figure 4-4 Node I section of High Street Above Foothill

driveways are converted to planting strips for trees and landscaping. This treatment along with the new gateway features will help create a more pedestrian friendly streetscape.

- ◆ **Pedestrian and Student Plaza:** The northeast corner of the Foothill Boulevard/High Street intersection currently has narrow sidewalks that provide little space for

the flood of high school students that ebbs and flows from the FFHS throughout the day. This corner also lacks any identification of the school, and as a result the institution feels disconnected from the fabric of the community. The preferred alternative widens the sidewalk adjacent to the school and utilizes a portion of the school property at the corner to develop a pedestrian

and student plaza. Use of the portion of school property would require negotiation with the Oakland Unified School District. The proposed design includes an oversized staircase to negotiate the grade change to the sports field and provides an informal seating area. A FFHS marquee with community announcements or school information would provide a communication link between the school and the community.

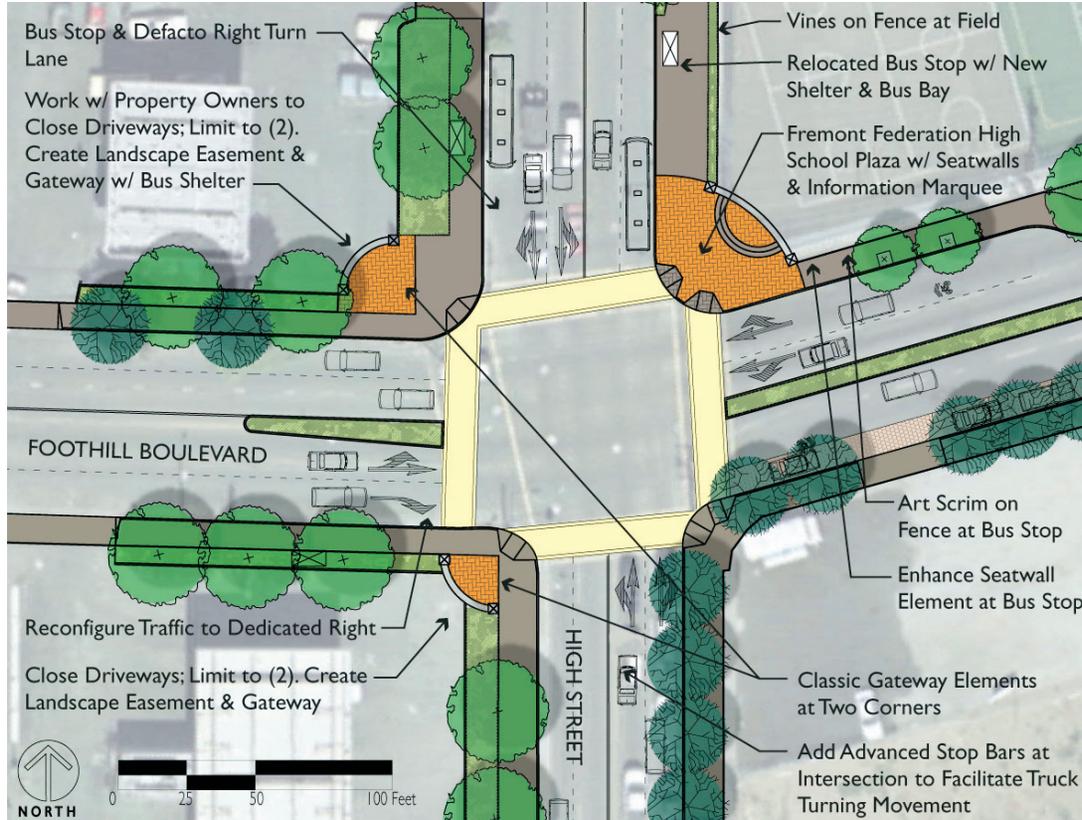


Figure 4-5 Node I Foothill Gateway Area

d. Foothill Area (Figure 4-7)

- ◆ **Courtland Creek Crossing at 45th Avenue:** Building off of previous master plan efforts (such as in the Foothill Boulevard Streetscape Design Project) to emphasize the history of creeks in the area, Courtland Creek is similarly highlighted in this preferred alternative. Courtland Creek crosses under the FFHS football field and continues under Foothill Boulevard to 45th Avenue within the project area. Creek or tributary crossing elements in the streetscape design can educate the public about urban creeks and their immediate watershed in an urban context. Textured concrete in a wave-like pattern

inlaid into the asphalt at the intersection of 45th Avenue evokes the presence of the creek crossings beneath the street or for pedestrians using sidewalks as well for motorists using the vehicular right-of-way. Fencing where the creek crossing elements occur will help to deter any possibility of mistaking the creek crossing for a pedestrian crossing opportunity. Signage is included to educate pedestrians on the history of the creeks in their neighborhood. Additional elements include boulder seating and river rock pebbles in the bulbouts at these junctions as well as through artists' interpretations of the creek themes.

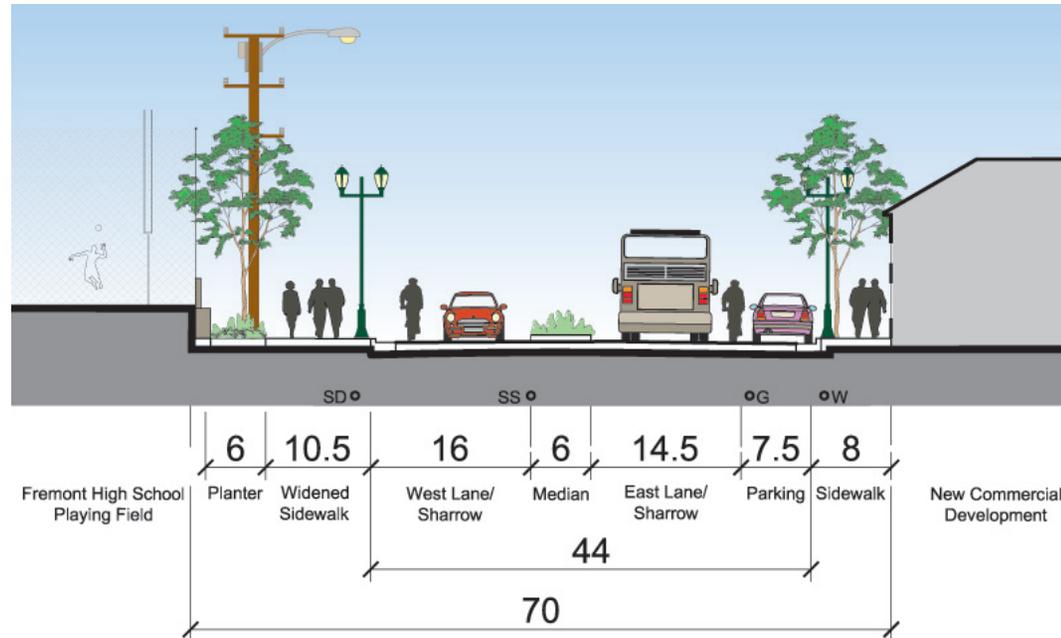


Figure 4-6 Node I section of Foothill Boulevard

◆ **Student Plaza and Improved Crosswalks:** Significant student gathering and crossing near the 45th Avenue intersection at Foothill Boulevard highlighted the need for the plaza. Bus stops on either side of the street for AC Transit lines are focal points for pedestrian crowds, and the enhanced student plaza and improved crosswalk help to create a more comfortable pedestrian experience as well as a safer pedestrian crossing on Foothill Boule-

vard. New planter strips adjacent to the plaza provide opportunity for trees to help screen the FFHS sports field.

◆ **Fence Art Scrim Treatment:** To improve the aesthetic look of the chain link FFHS sports field fence on Foothill Boulevard, the preferred alternative proposes covering part of the fence with an art scrim. The scrim, similar to fabric screens used as wind dampers for tennis courts, could be embellished with a mural painting created by the local FFHS students. The student involvement in the art will promote a sense of ownership and protection of the final product.

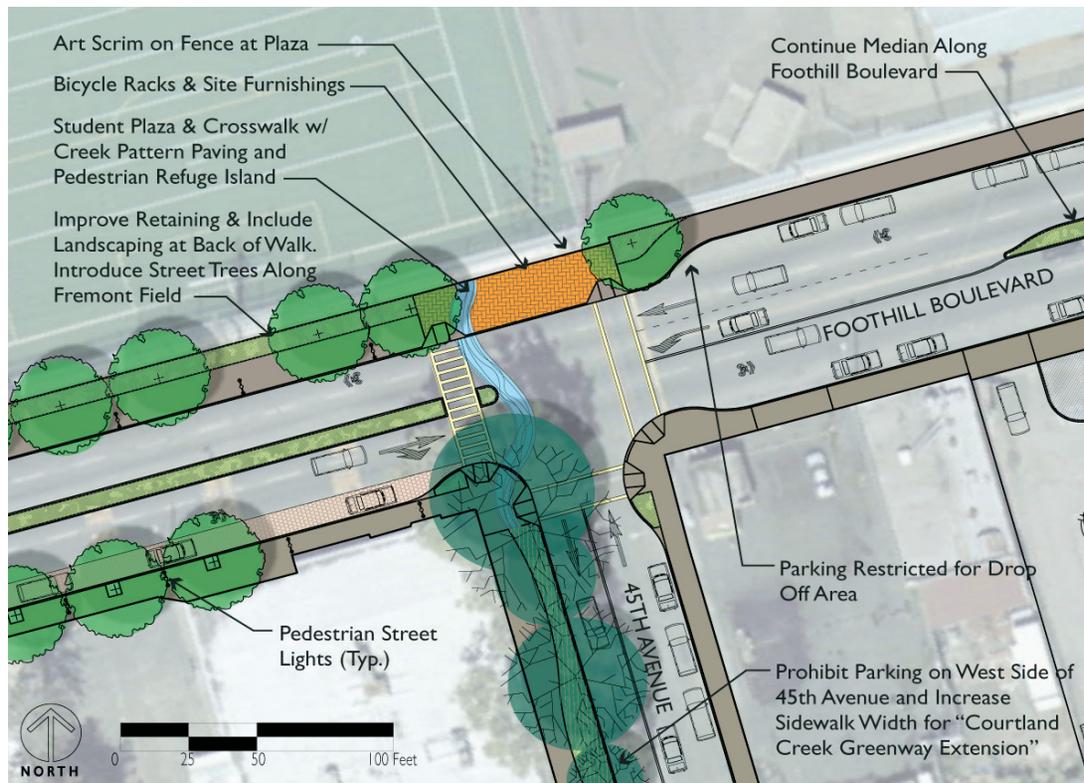


Figure 4-7 Node I Foothill Area

- ◆ **Parking Lane Permeable Pavers:** Permeable pavers in the parking lanes on Foothill Boulevard help absorb stormwater runoff, visually narrow the street, and if laid on top of structural soil (or an equivalent system), allow for more root growth space for street trees. The preferred alternative continues these permeable pavers in the parking lanes on Foothill Boulevard in Node 2, which would help unify the two areas.
- e. Bancroft Area (Figure 4-9)
- ◆ **Improved Sidewalks:** New and repaired sidewalk on High Street provides tree wells for the planting of new street trees on the west side of the street to complement the mature sycamore street trees on the eastern side. The improved tree canopy greatly enhances the overall pedestrian experience of the streetscape.
 - ◆ **Improved Street Trees:** New street trees fill in the gaps between existing street trees to create a continuous and evenly spaced vertical element to help improve street aesthetics, shading and the human scale of the pedestrian amenities in relation to the street.
 - ◆ **Mi Pueblo Market Plaza:** A proposed street plaza would require negotiations with Mi Pueblo Food Center. The street plaza creates a focal point at the terminus of 17th Street, and provides improved access to the supermarket. The mid-block plaza is a potential gathering spot for locals and food vendors as well as an amenity to help tie together the private and public realms.

f. Streetscape Theme: Courtland Creek Greenway and Mural Arts

Several different themes for incorporation in the streetscape design of Node 1 were explored during the alternatives development process. The two themes for Node 1 that received the most positive community feedback were the Creek Linear Greenway and Mural Arts themes. The community members supported the concept of highlighting the underground creek and the use of native and drought-tolerant landscape plantings throughout the project area.

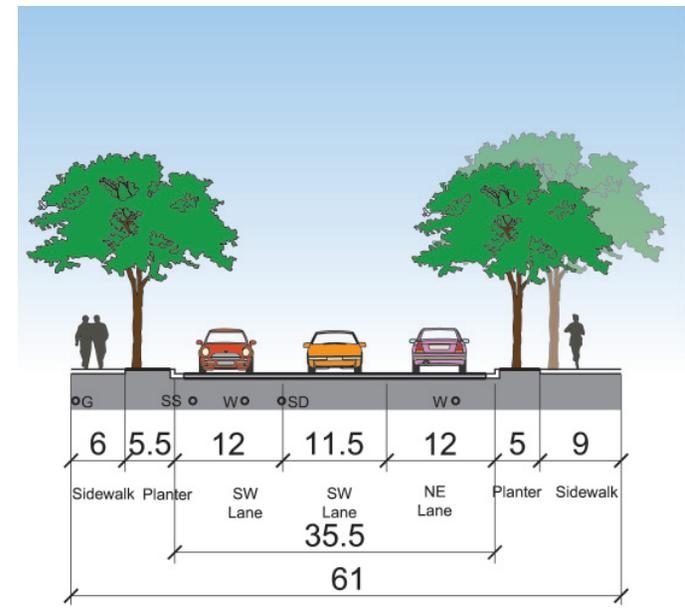


Figure 4-8 Node 1 section of High Street Above Bancroft

The community supported the Mural Arts theme, with a general feeling that such art theme elements were appropriate around the FFHS but not throughout the rest of the node. The area around FFHS currently has a wide variety of murals, both officially sanctioned and graffiti art. This theme in the preferred alternative seeks to build upon this artistic base and add more art and color to the project area. This will include the commission of new, student and/or professionally produced murals and the fence art scrim. The mural arts component can further weave students and the structure of FFHS into the fabric of the neighborhood.

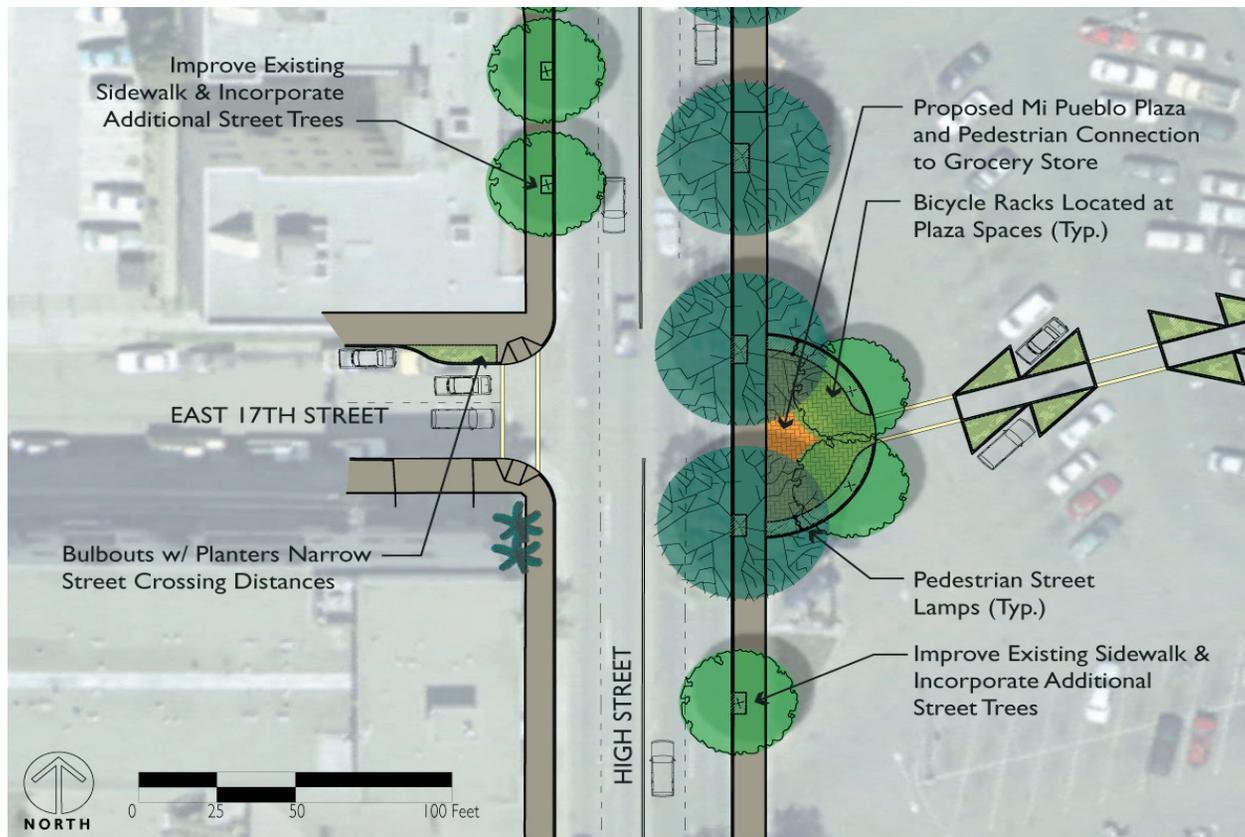


Figure 4-9 Node 1 Bancroft Area

2. Node 2 Elements

Node 2 introduces a median by converting the existing turn lanes that run the length of Foothill Boulevard and Bancroft Avenue into a planted median strip. In addition, new bulbouts in Node 2 strategically utilize the former red-

striped non-parking areas. The planted median along Foothill Boulevard and Bancroft Avenue in the area will help to reduce traffic speeds and create a visual narrowing of the street.

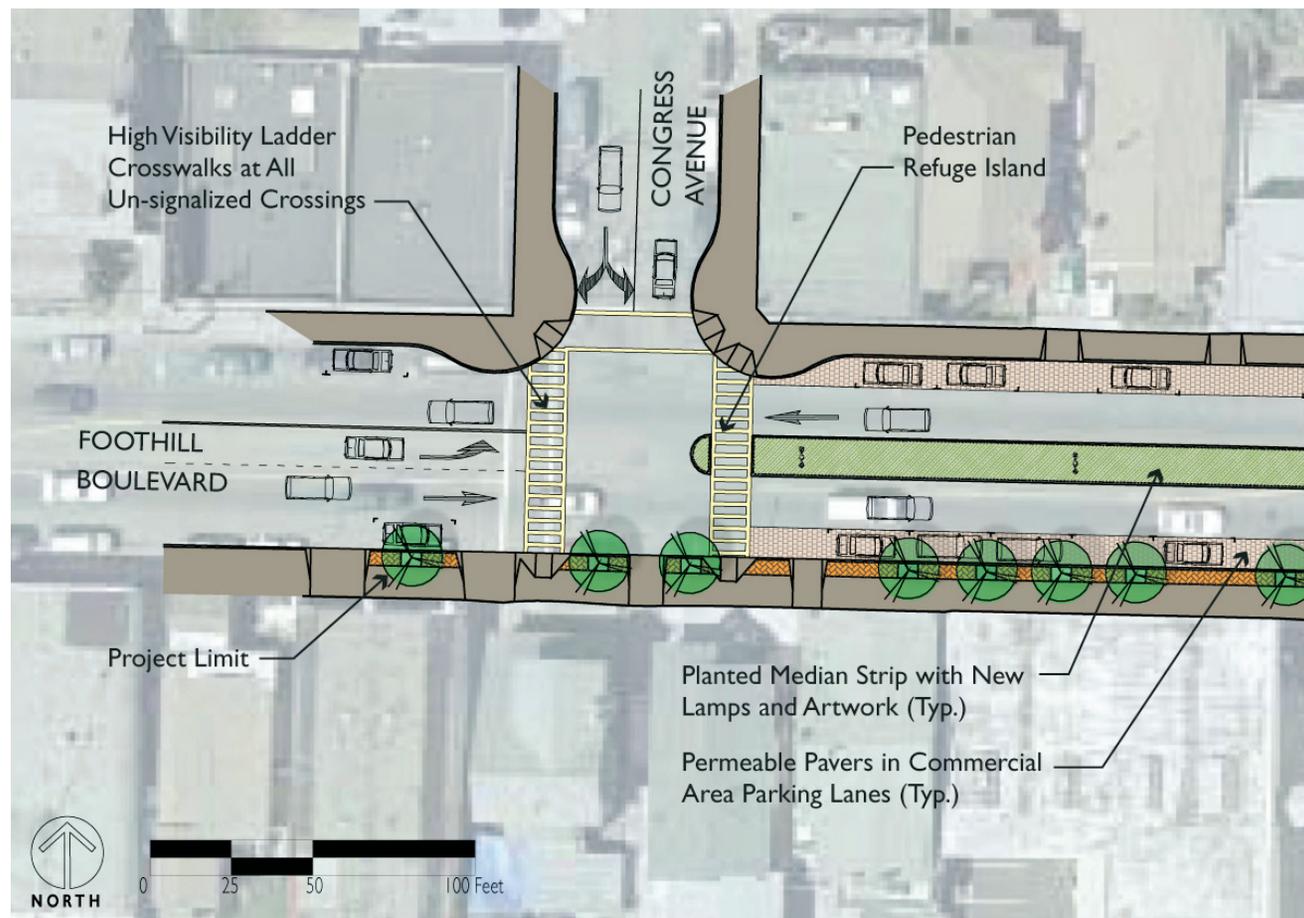


Figure 4-10 Node 2 Foothill Area

a. Foothill Area (Figures 4-10, 4-11 and 4-13)

- ◆ **Sidewalk Widening:** The widening of the sidewalk on the south side of Foothill Boulevard to 11.5 feet allows for more pedestrian space compared to the existing nar-

row sidewalks and also incorporates street trees and new street lights into the pedestrian realm. Underground utilities preclude the planting of street trees in other areas of the street.

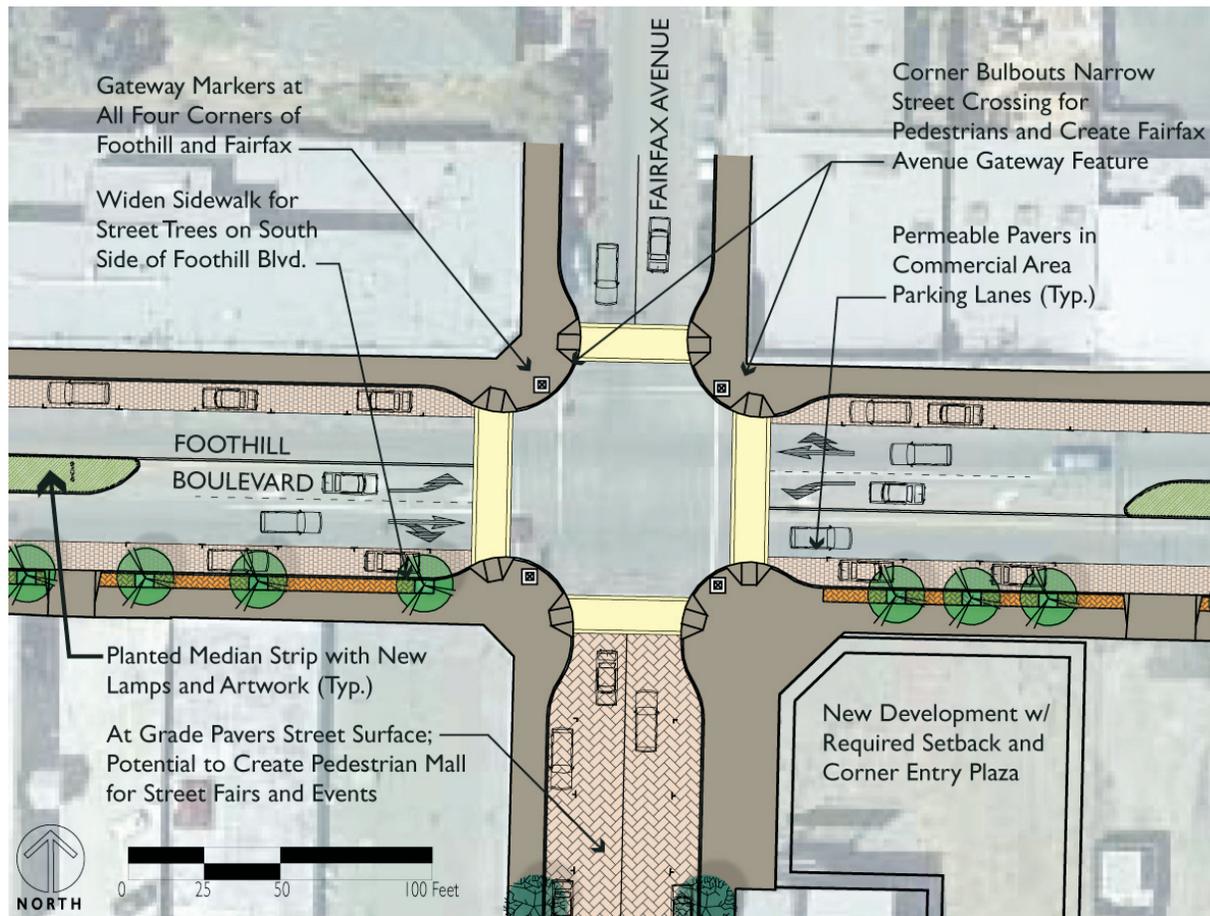


Figure 4-11 Node 2 Foothill area at Fairfax Avenue

◆ **Medians:** The new planted median strip is located in what was previously the center turn-lane on Foothill Boulevard. The reduction in travel lane width of the street will slow traffic, and the planted areas will increase the amount of permeable surface on the street helping to reduce stormwater run-off. While underground utilities prevent the planting of street trees in the median, other native plantings will beautify the space. In addition, more pedestrian-scaled lighting and sculpture will add scale and vertical elements along the median.

◆ **Pedestrian Refuge Islands:**

The noses of the installed medians on Foothill Boulevard provide improved pedestrian safety. The refuge islands have undergone a preliminary application of an engineered turning radius for large-sized trucks and have been evaluated for their feasibility. Pedestrian Refuge islands in Node 2 are primarily at residential intersections on Foothill Boulevard where the potential for, and the design of, the refuge islands will be further evaluated for the turning radii requirements.

◆ **Gateway Feature at Fairfax Avenue:** Fairfax Avenue sits at the crest of a hill traveling east on Foothill Boulevard, defining a natural location for a physical gateway element at the intersection. This gateway will demarcate the arrival at a shopping and cultural hub. The style of the gateway columns should reflect the details of surrounding architecture, such as the Fairfax Theater and the Carnegie Library.

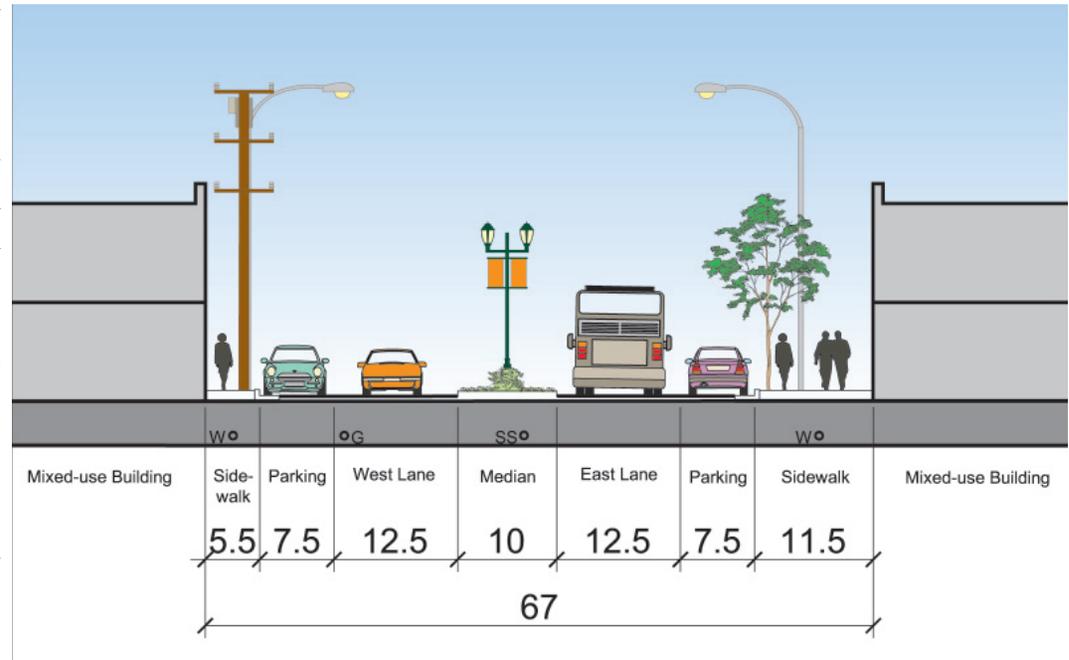


Figure 4-12 Node 2 Foothill Section

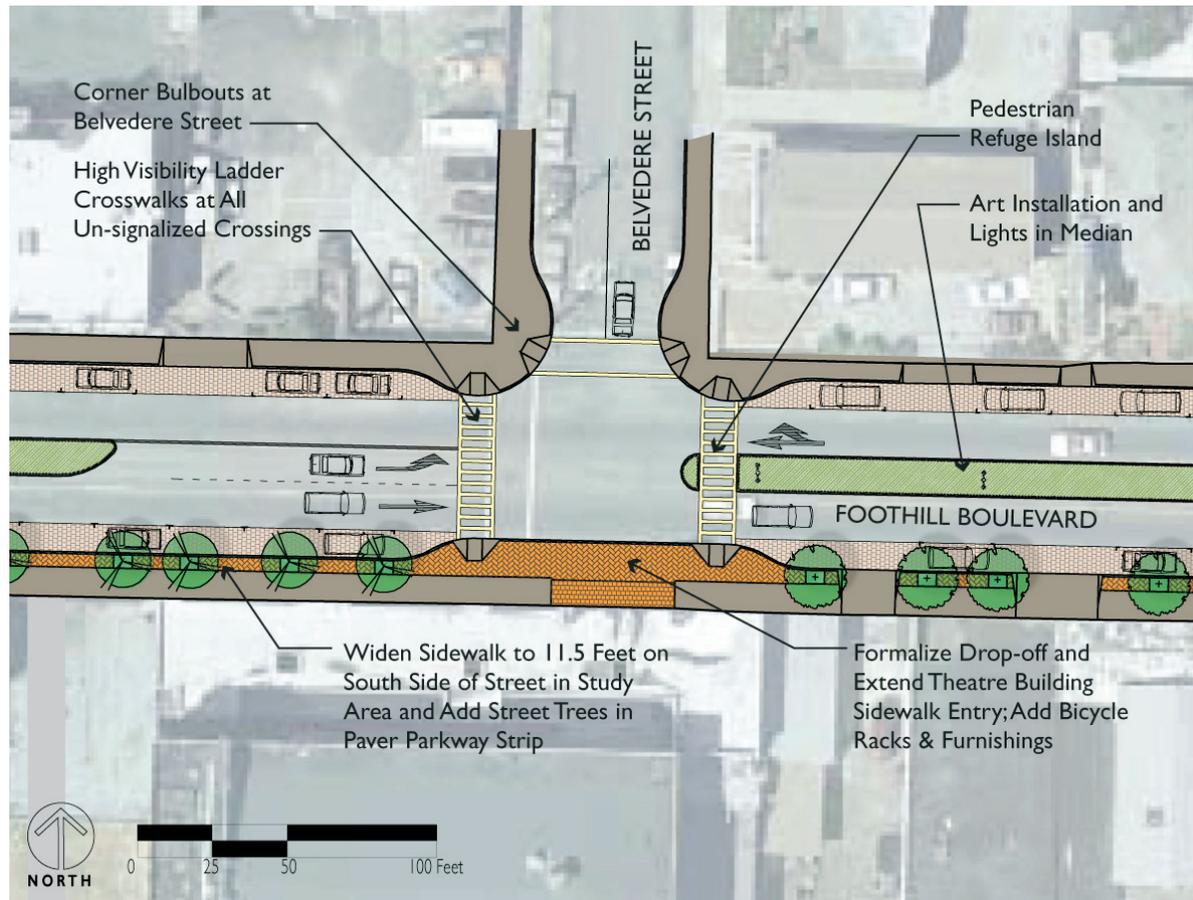


Figure 4-13 Node 2 Foothill Area at Belvedere Street

- ◆ **Fairfax Theater Sidewalk:** The sidewalk at the Fairfax Theater building is extended through a long bulbout that provides more space for gathering before and after church services at the Community Lighthouse Church that owns and operates the building. Much like the plazas created in front of churches on High Street in Node 1, this space serves as a transition zone between the public and private realm.

- ◆ **Permeable Pavers in Parking Lanes:** As described in Node 1, permeable pavers in the parking lanes on Foothill Boulevard will help absorb stormwater runoff, visually narrow the street, and if laid on top of structural soil (or an equivalent system), allow for more root growth space for street trees. In addition, utilizing the pavers in both nodes will help unify the two study areas.

b. Fairfax Area (Figures 4-12 and 4-15)

- ◆ **Fairfax Area: Fairfax Avenue Sidewalks:** Although the width of sidewalks is appropriate for the urban context (10' wide), their existing condition makes them feel narrow and inadequate due to uneven concrete paving juxtaposed to the 2.5-story building. Repaving the sidewalks will enhance the pedestrian experience on the commercial street by providing uniformity and the bulbouts will increase pedestrian spaces at the corners.

- ◆ **Bulbouts and Mid-block Crossings:** The mid-block bulbouts and crosswalks on Fairfax Avenue help facilitate pedestrian movement back and forth on this shopping street. These infrastructure elements also help to narrow the road, a cue to motor vehicles to move more slowly. In addition, the plaza area provided by the bulbouts could be used by local businesses as outdoor extensions of their operations, such as outdoor seating for a coffee shop. Gateway markers at Foothill Boulevard and Fairfax Avenue, further identify the street as a neighborhood center and focal point.

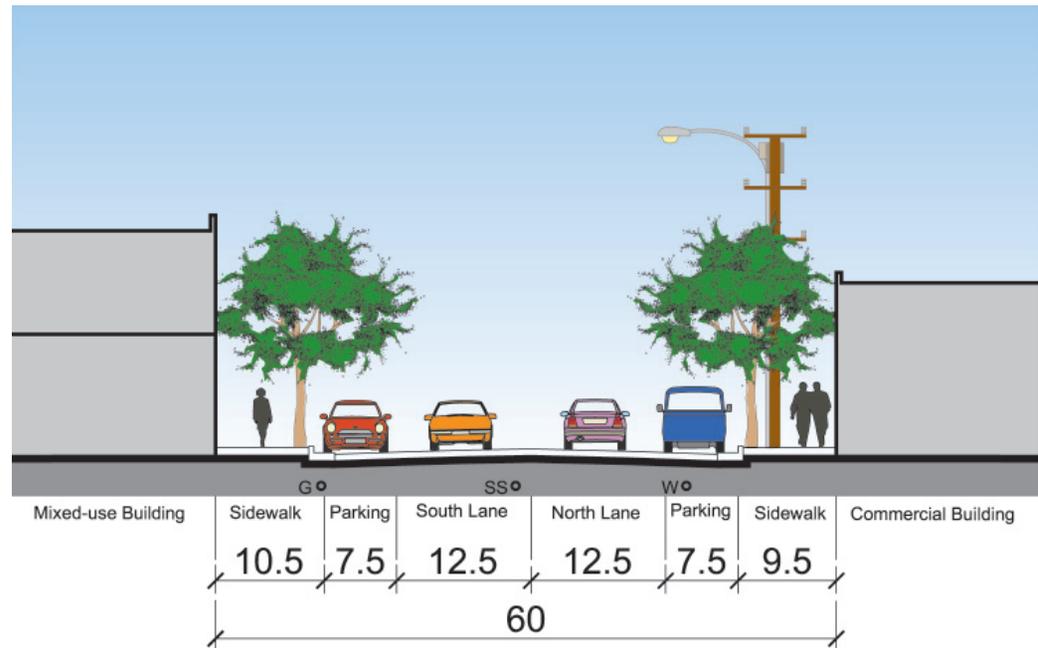


Figure 4-14 Node 2 Fairfax section

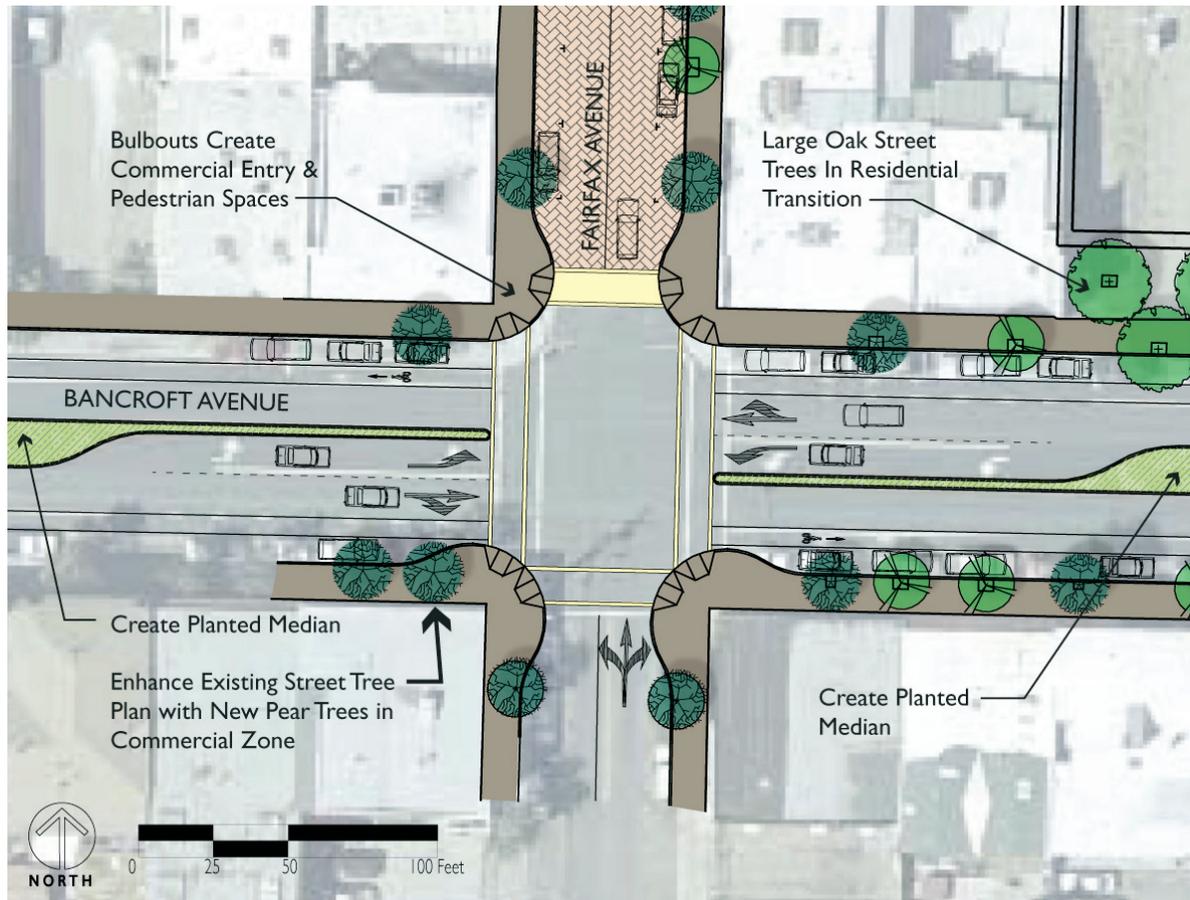


Figure 4-15 Node 2 Bancroft Area at Fairfax Avenue

- ◆ **Private Development:** Although outside the scope of this project and streetscape design, two vacant parcels in Node 2 are identified as opportunity sites for future in-fill development. The parcel located on Bancroft Avenue is owned by the Fairfax Community Lighthouse Church and the owners have already expressed a desire to develop the parcel into a Senior Housing Center.

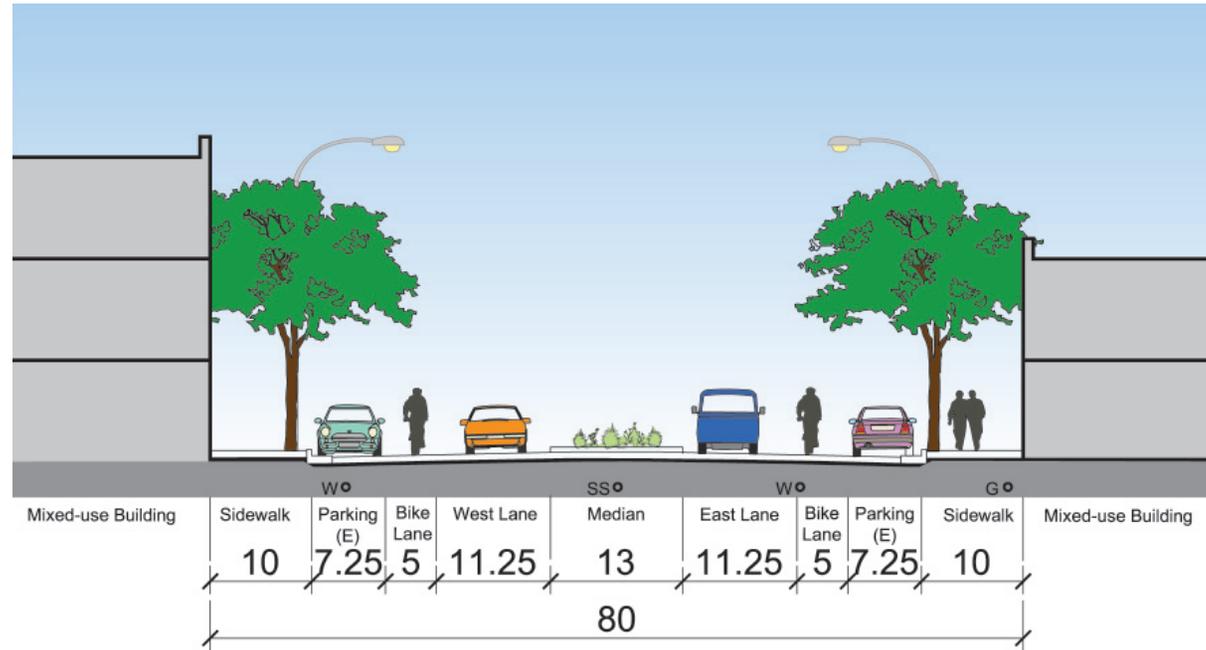


Figure 4-16 Node 2 Bancroft Section

c. Bancroft Area (Figure 4-16)

- ◆ **Medians:** A new planted median strip is located in what was previously the center turn lane on Bancroft Avenue. The median will help to slow traffic, and the removal of asphalt will increase the overall permeability of the street, improving stormwater management. As with other medians along Foothill Boulevard street trees are not feasible due to underground utility conflicts.
- ◆ **Street Tree Planting Program:** The planting of additional street trees on both the north and south sides of Bancroft Avenue will result in a unified streetscape corridor that will enhance the pedestrian experience on the street. The master plan envisions pear trees to match the existing street trees in the commercial hub, transitioning to larger sycamore street trees in the residential areas.



Customized site furnishings outside project area on Foothill Boulevard

d. Streetscape Theme: Fairfax Antiques District/Multi-Culturalism

- ◆ As with Node 1, several themes for the streetscape design were explored for Node 2 during the alternatives development process. Community members questioned the relevancy of the Antiques and Craftsman theme, as Fairfax no longer has a significant antique shop presence. Likewise community members questioned the exclusivity of the Jazz and African-American History theme, questioning the appropriateness as the area is no longer a center of jazz music and is currently a multi-cultural neighborhood, not just African-American. The art focus was preferred, and it was suggested that perhaps the existing theaters could be highlighted as focal elements. As a compromise, the history of the node as an antiques district will be emphasized through design features that evoke the arts and crafts movement, while the multi-cultural identity will be expressed through artistic interpretation in the form of vertical sculptures in the median and customized district site furnishings.

3. Node 3 Overview

Although formally outside of the scope of this specific Foothill/High/Melrose Master Plan, the area between Node 1 and Node 2 on Foothill Boulevard was identified by Oakland City staff and community members as an important transition zone. In particular, the stretch of Foothill Boulevard between 45th and 50th Avenue was targeted for preliminary master plan level concept development. Included in this node are the Fremont Pool, the main entry to FFHS and the recently renovated Carnegie Library. The City of Oakland Bicycle Master Plan (2007) proposed a bike route transition from Foothill Boulevard to Bancroft Avenue. In general, bulbouts are added when possible to street intersections to allow for more pedestrian space as well as reduce crossing distances for pedestrians. Where they do not exist, crosswalks have been inserted to improve pedestrian safety. All the concepts described below are preliminary and will require additional analysis, community input and city direction and development.



Fremont Way



Triangle Island at Bancroft Avenue and Bond Street



48th Avenue at Carnegie Library

- ◆ **FFHS Teacher Parking Lot:** The teacher parking lot for FFHS is underutilized because of safety concerns as the lot is enclosed by chain-link fencing with only one entrance/exit. The preliminary conceptual plan creates a second entry to the lot, removes a row of parking to add a bioswale buffer between the sidewalk and the lot, and proposed a visually open fence controlling entry to the lot. In addition, two planters with ornamental trees have been added to beautify the space and give the parking lot organization more structure.

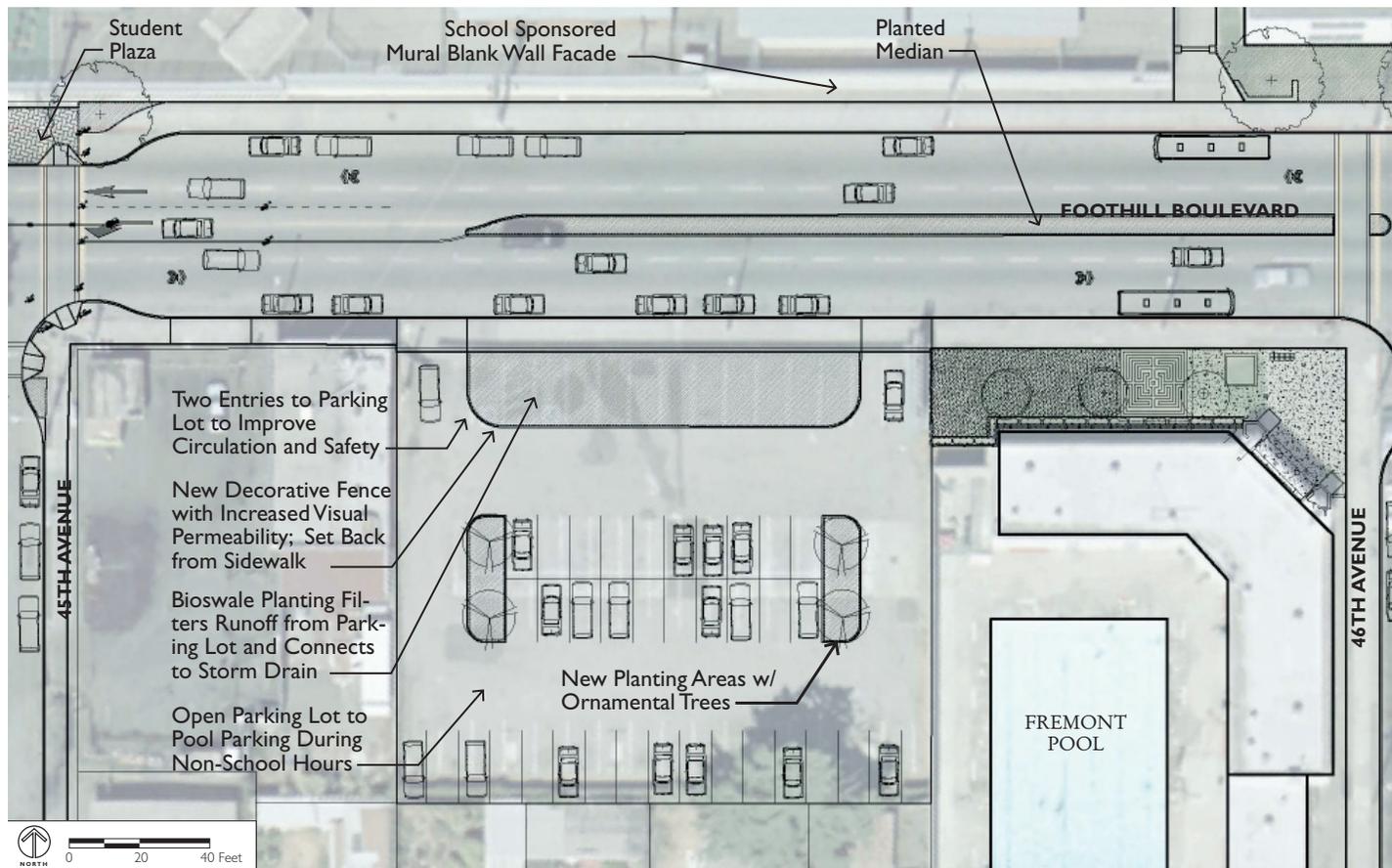


Figure 4-17 Node 3 FFHS Teacher Parking Lot

- ◆ **Fremont Pool Connection and Bus Stops:** Improved crosswalks are installed at 46th Avenue to facilitate safe pedestrian crossing at the intersection with Foothill Boulevard. After school, this bus stop area is a popular loading zone for AC Transit buses. The sloped planting strip across the street from Fremont Pool is improved with integrated retaining seatwalls and tree plantings that provide informal gathering spots for students and others waiting for westbound buses.

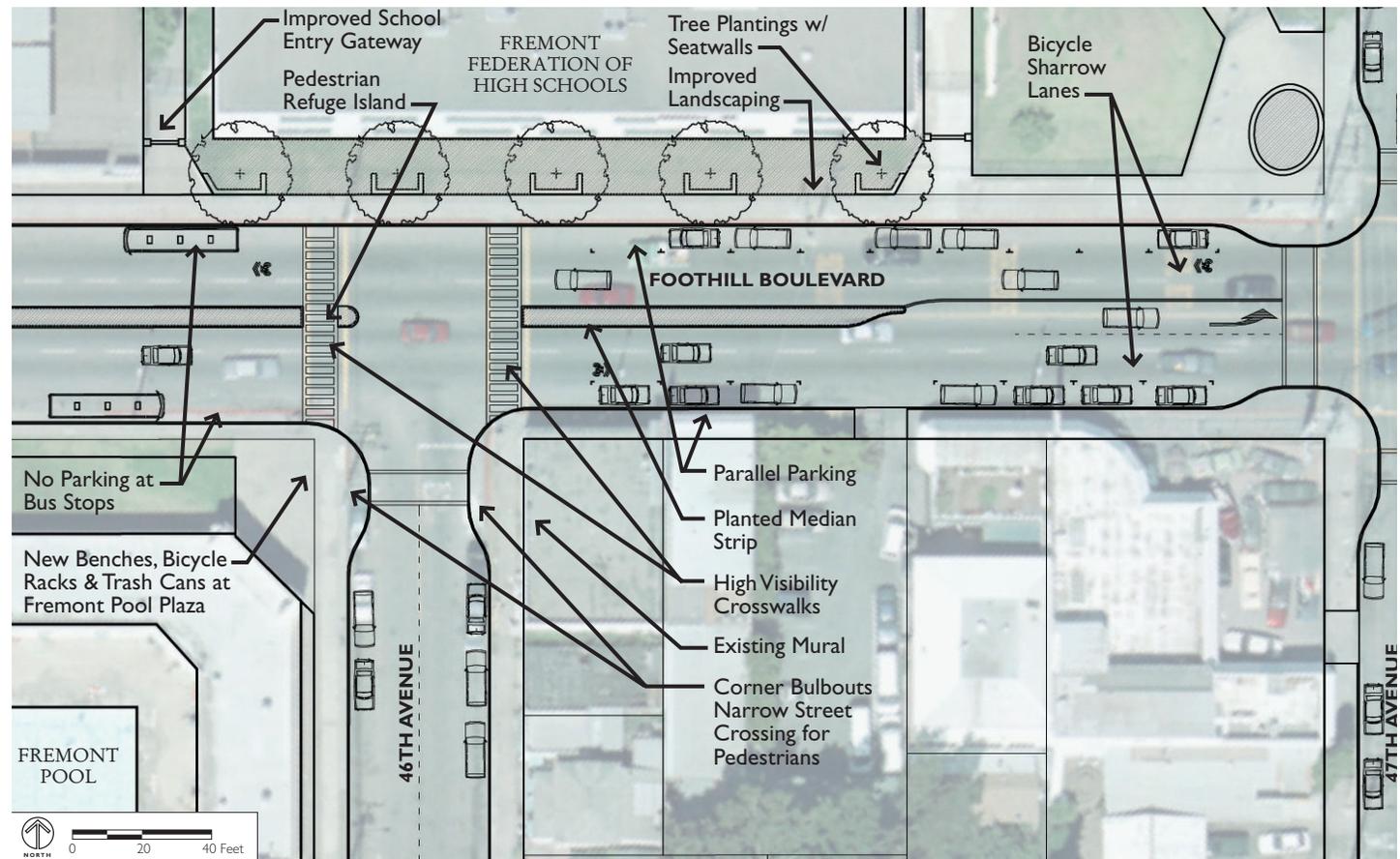


Figure 4-18 Node 3 Fremont Pool Connection and Bus Stop

- ◆ **47th Avenue Intersection and FFHS Entry:** Bulbouts have been added to all corners at the 47th Avenue intersection with Foothill Boulevard to narrow the street crossing distance for pedestrians. On the northwest corner of this intersection the main entry to FFHS currently remains chained and locked. The plan envisions this gate be opened, and a corner entry plaza be developed to give the students a gathering space. An elliptical planter provides a buffer from the roadways and a seatwall for social gathering.

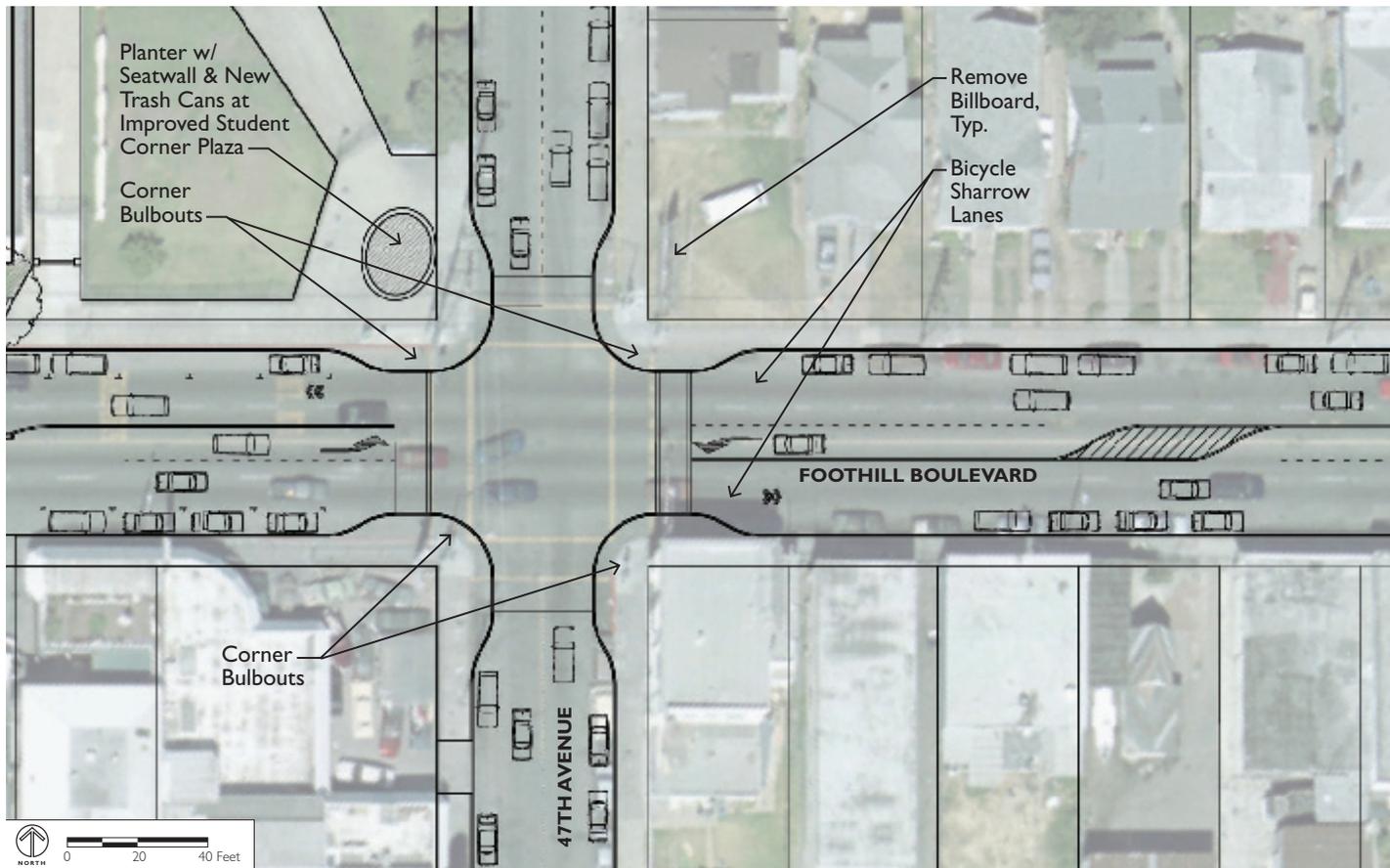


Figure 4-19 Node 3 47th Avenue Intersection and FFHS Entry

- ◆ **48th Avenue Bulbouts and Carnegie Library Plaza:** Bulbouts have been added to all corners at the intersection of 48th Avenue with Foothill Boulevard. The sidewalk area in front of the Carnegie Library has also been expanded and new planters added.

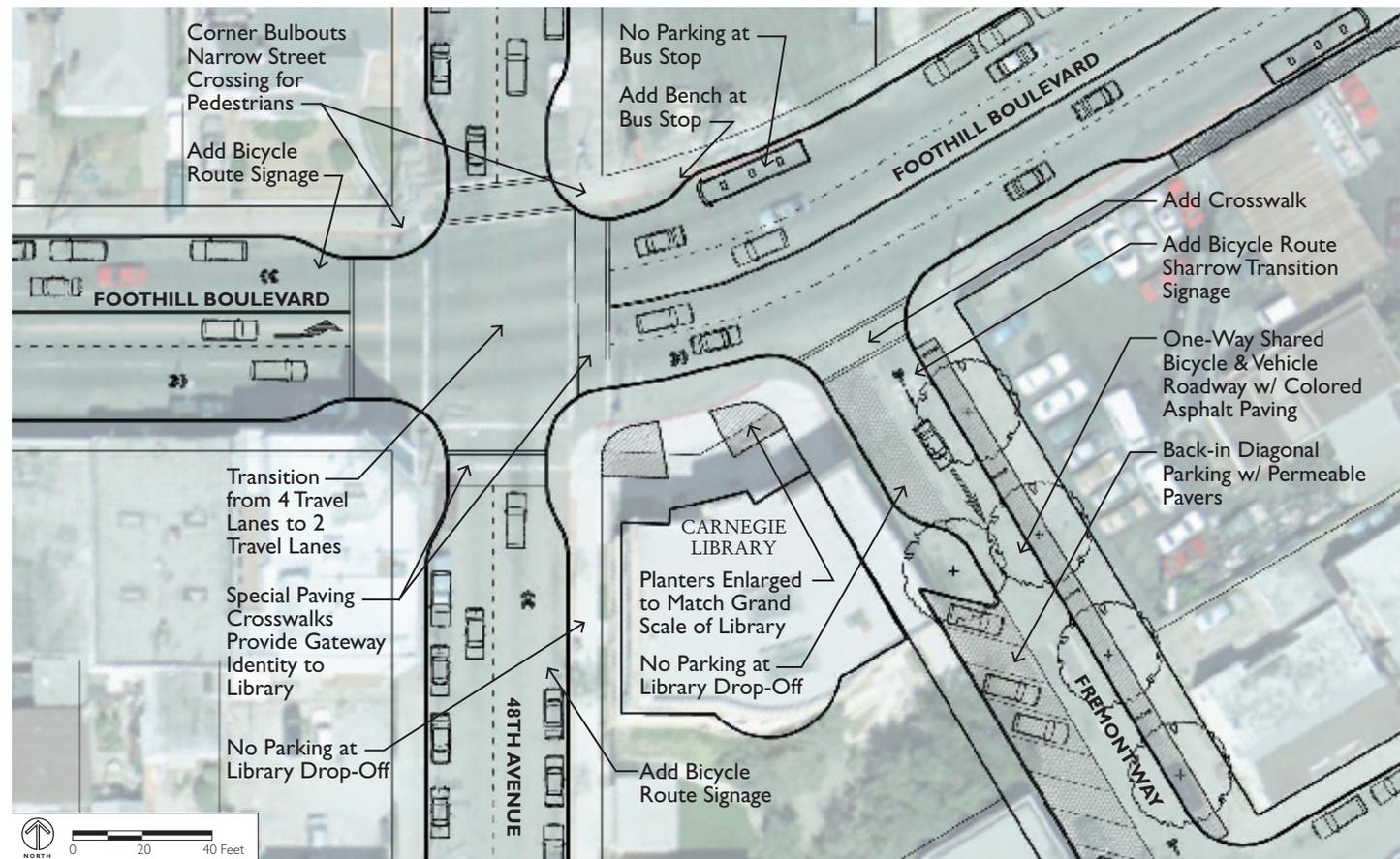


Figure 4-20 Node 3 48th Avenue Bulbouts and Carnegie Library Plaza

- ◆ **Fremont Way:** Fremont Way has been converted to a one-way street that acts as the south east-bound bicycle route connection to Bancroft Avenue, and new signage would be added to designate the route. A special paving treatment is recommended to differentiate this route, and permeable pavers have been added to parking areas. In addition, the parking has been converted to back-in diagonal spaces, an option that was initially discussed for Fairfax Avenue in Node 2. Back-in diagonal parking has not been implemented in the City of Oakland and the proposal could require minor modifications to the Oakland Municipal Code. The proposal for back-in diagonal parking will require more discussion and study.

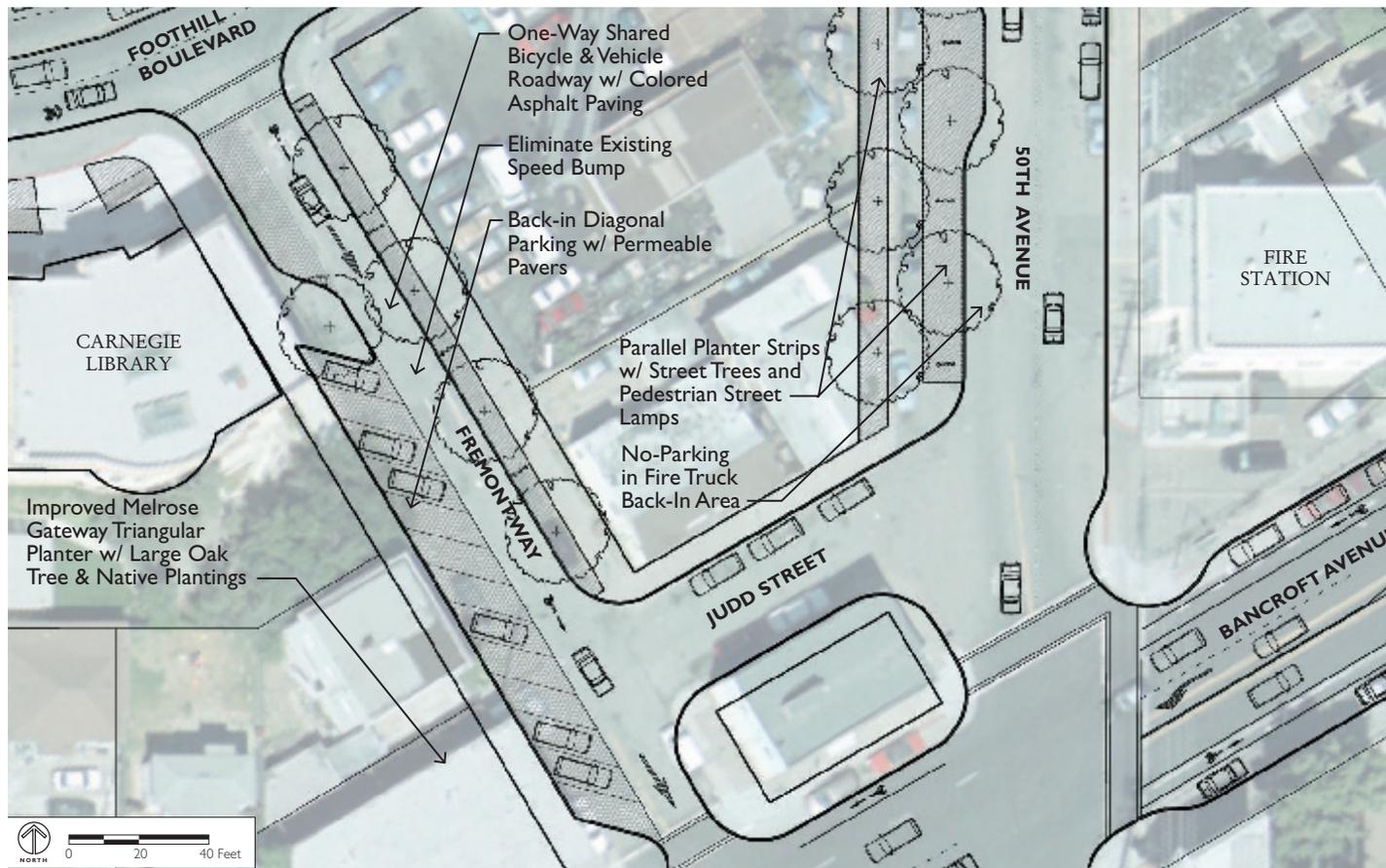


Figure 4-21 Node 3 Fremont Way

- ◆ **50th Avenue and Foothill Boulevard Intersection:** A small transit plaza and bus shelter has been added to the 50th and Foothill Boulevard intersection to improve facilities for the AC Transit routes on the streets. The west side of 50th Avenue has also been substantially narrowed to conform with its width both north and south of this block. The extra room gained has been used for the plaza and a double-alley of trees in planter strips that create a tree-lined corridor for the sidewalk.

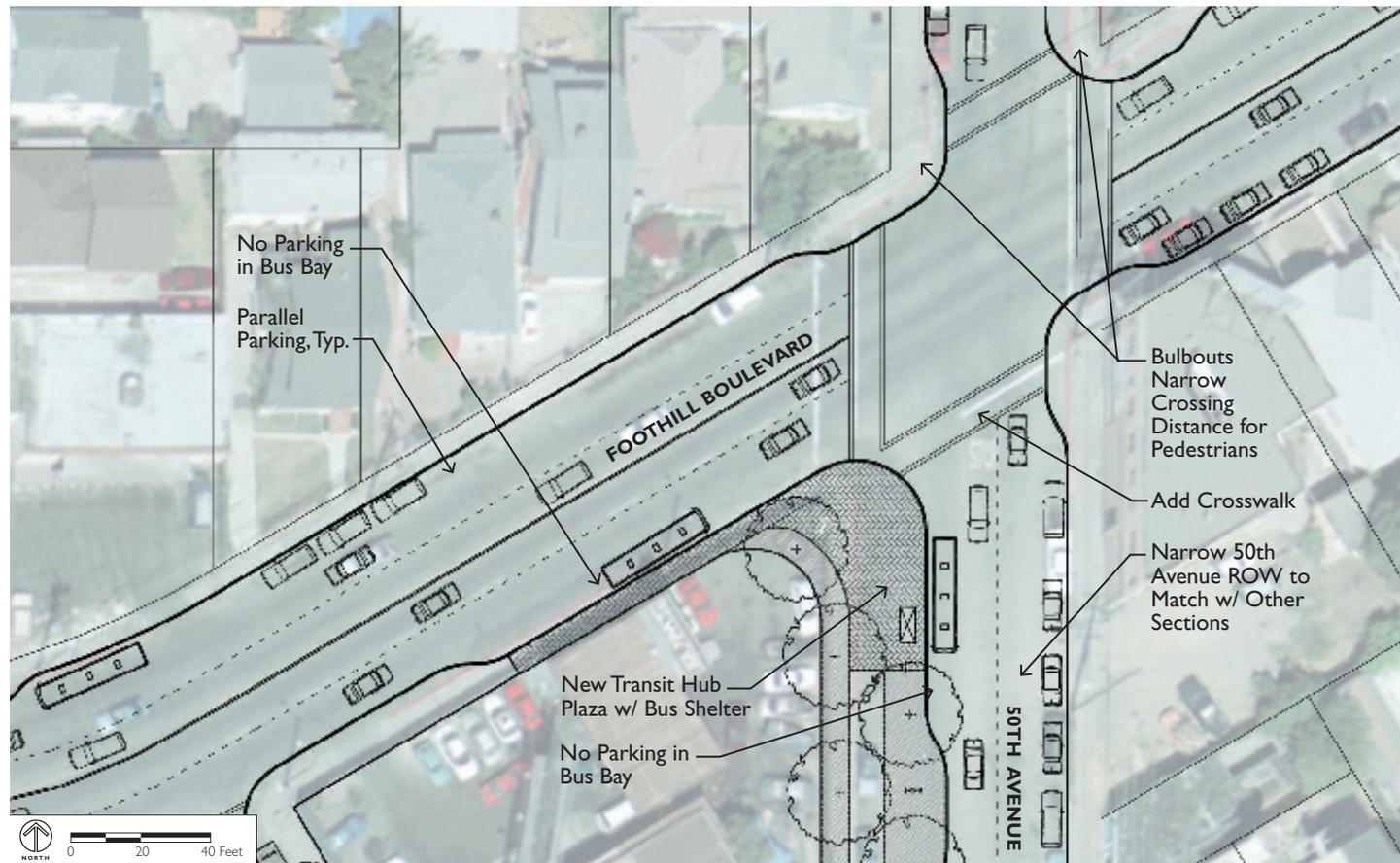


Figure 4-22 Node 3 50th Avenue and Foothill Boulevard Intersection

- ◆ **Bond Street/Bancroft Avenue Splitter Triangle:** At this splitter, median triangle Bancroft Avenue changes from a two-way street to a one-way street, becoming Bond Street (westbound) and Bancroft Avenue (eastbound). The triangle planting area is improved with a specimen oak tree, plantings and benches to create another gateway element. The westbound bicycle route connection to Foothill Boulevard has been clearly designated and marked with new signage.

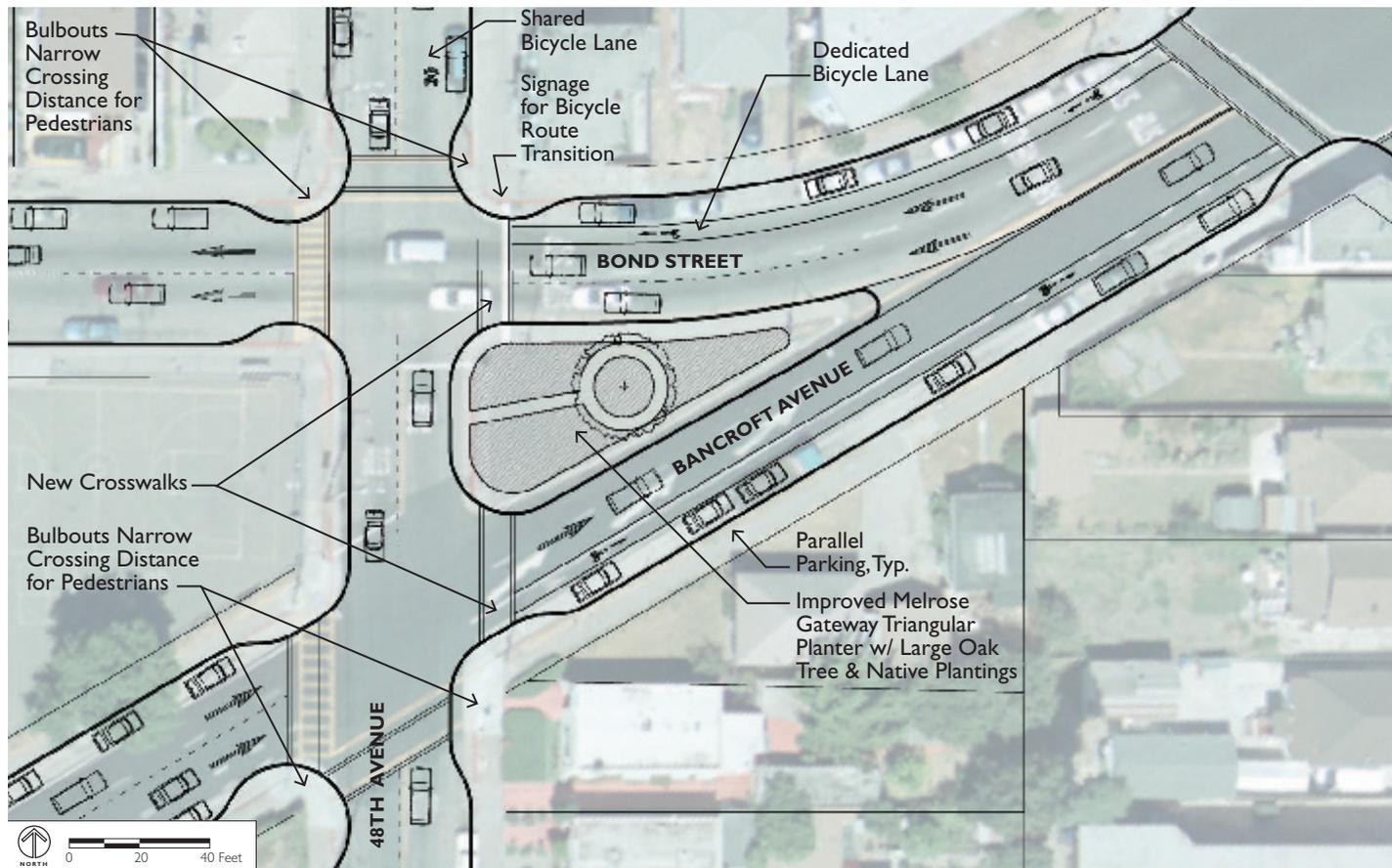


Figure 4-23 Node 3 Bond Street/Bancroft Avenue Splitter Triangle

B. Pedestrian Amenities

A consistent vocabulary of sidewalk elements creates a unified identity for the street and enhances the visual experience for pedestrians as well as motorists. The following paragraphs describe and give guidance for sidewalk surfacing treatments, the placement of street trees, the use of tree well islands, street lamps, bus stops and shelters, bicycle racks, newspaper racks, trash containers, benches and landscaping.

1. Special Paving at Plazas

To accentuate developed plaza spaces in both nodes, the Master Plan recommends enhanced concrete paving treatments at these locations. The recommended paving treatment is integrally colored concrete with a custom surface finish and site specific scoring patterns.



Special paving at plazas

2. Crosswalks

Improved pedestrian crosswalks are proposed at all intersections. A high visibility crosswalk is located at the mid-block crossing on Fairfax Avenue. Textured crosswalks or asphalt imprinted crosswalks are recommended at select major intersections (Foothill Boulevard and High Street and Foothill Boulevard and Fairfax Avenue). Textured crosswalks have been limited to major gateway intersections, and efforts should be made to choose a treatment option that is easy to maintain and that meets the requirements of the ADA for pedestrian, wheelchair and bicycle movement. If costs prohibit the expense of textured crosswalks, imprinted asphalt is a lower cost alternative.



Textured crosswalk



Imprinted crosswalk

3. Utilities

Approximate locations of utilities are shown in the preferred alternative plans and sections for reference only. Proposed street trees have been located to maintain sufficient distance from existing underground utilities. Likewise, streetscape improvements have taken existing utility poles, hydrants, storm inlets and overhead utilities into consideration during the design development phase of the project. Verification of precise utility locations will be required before the final design can be completed.



Gateway element



Median sculpture

4. Aesthetic Elements and Themes

- ◆ **Gateway Markers:** Gateway columns and markers are proposed at several intersections in the preferred alternative. In Node 1, this includes the Courtland Gateway and the Foothill Boulevard intersection. In Node 2, the main gateway is the Foothill Boulevard and Fairfax Avenue intersection. Based on community feedback on streetscape design themes, the preferred architectural style for these gateway markers is Art Deco or Neo-Classical. Gateway markers should resemble a columnar or other freestanding form.
- ◆ **Local Artwork Sculpture in Medians:** As mentioned previously, there was community interest in the Mural Arts streetscape theme proposed for Node 1, especially adjacent to FFHS. One option for expanding this concept of public art is the inclusion of vertical sculpture in the median on Foothill Boulevard. As underground utilities preclude the use of street trees in the median, sculptures would provide vertical interest in the median and distract attention from overhead utility lines.
- ◆ **Art Scrim on Football Field Fence:** Another connection to the Mural Arts streetscape theme that has already been described earlier in this chapter is the Art

Scrim on the FFHS athletic field fence in Node 1. The fence located above the student plaza at the 45th Avenue crossing is an excellent spot for installing mural art. The scrim would dress up the chain link fence and liven up the street with more color and character while also integrating and advertising the high school within the public realm.

- ◆ **Courtland Creek Crossing:** As described earlier in this chapter, textured concrete in a wave-like pattern inlaid into the asphalt at 45th Avenue evokes the presence of the creek crossing beneath the street.



Art scrim on football field fence

5. Pedestrian Street Lighting

The two nodes in the Foothill/High/Melrose Streetscape Design project area will greatly benefit from lighting in addition to the existing cobra head fixtures, which are mainly for security purposes. Pedestrian-scaled streetlamps will not only help improve security, but will also add to the character of the street and neighborhood. The City [Electrical Services Division] has agreed that a separate electrical panel could provide underground power for pedestrian lights. This effort will also be coordinated with bus shelters and holiday lighting opportunities along the street.

The placement of the street lamps in the Master Plan takes into consideration the location of existing street trees, electroliers, and available space along the corridor. The standard pedestrian street light for the project (14-foot pole, Lumec



Pedestrian street lighting

L70 or L80 series) fits well in a sidewalk that is 7 feet or more in width. In the few instances where the sidewalk is constrained to 6 feet, the placement of the light will not meet ADA clearance and will not be installed. The street lights are also located at least 20 feet away from traffic signals, driveway curbcuts and 20 feet from all street trees. Where appropriate, pedestrian-scaled street lamps will also be added to the new medians where they will provide light and vertical visual interest.

6. Street Lamp Banners

Many neighborhoods in the East Bay celebrate their identity and create a sense of place with street lamp banners. Banners on Foothill Boulevard will reflect the overall identity of the neighborhood with words and images. The general themes that are used for the gateways, fences and signage can also be incorporated into the design aesthetic for the banners.



Street lamp banners

7. Bicycle Racks

Including bicycle racks along the street will encourage bicyclists to patronize Foothill Boulevard and Bancroft Avenue businesses. Bicycle racks will be installed to not intrude on the pedestrian path of travel. In addition, locating bicycle racks at corner bulbouts near active businesses will be effective and safe for merchants, bicyclists, and pedestrians alike.



Bicycle racks



Trash receptacles

8. Trash and Recycling Receptacles

Feedback at community workshops indicated a strong concern from some residents about littering, especially in Node 1 near FFHS. Trash and recycling receptacles should be placed at appropriate locations surrounding the school to encourage student use. In addition, the receptacles should be of a material that will not likely be stolen to be sold for scrap such as concrete or recycled plastic. An appropriate trash receptacle would be the City of Oakland's standard square concrete street litter cans with pyramid style recycling tops. For ease of maintenance, new trash receptacles should have a hinged, side door so the liner can be pulled out, instead of being lifted up.

9. Bus Stops and Shelters

Existing bus stops in the two nodes of the project area presently consist of a bus stop sign and benches. To improve the physical conditions for bus patrons waiting for rides, the preferred alternative increases sidewalk widths where feasible at bus stops. The Master Plan also proposes the addition of bus shelters at locations where sidewalk widths will accommodate. Bus shelters should be carefully selected to have little or no vertical screening that might mask illicit activities.

10. Benches/ Seatwalls

The preferred alternative includes benches and seatwalls throughout the study area. However, due to concerns by the community that the installation of benches will bring unsolicited activity, especially on the lower portion of High Street



Bus shelter



Benches

in Node 1, the placement of seating will be implemented in a phased process. The initial seating will be placed in active areas that already show a need, such as around FFHS.

With regards to the bench style, it is recommended that Oakland City standards be referenced for guidance. This consistency will help connect these streetscape elements with the greater city as a whole. A key factor in bench selection should be durability. An anti-graffiti coating will also help with maintenance over time.

11. Street Planters

Street planters are proposed on Fairfax Avenue in Node 2. The planters could be maintained by local businesses and reflect the character of individual business owners. The plantings in them would brighten up the street and complement the greenery in adjacent planting buffers, softening the street as a whole.

C. Landscaping and Stormwater Management

The CEDA has an agency-wide goal to “Develop a Sustainable City.” As such, the approach to landscaping and stormwater management of the project focuses on an ecosystem-based approach. This Master Plan strives to design a sustainable streetscape by including storm water management options to help protect and preserve natural resources. The plant materials will be selected to minimize the need for supplemental irrigation and hardscape elements will incorporate measures to capture and treat stormwater.



Street planters

1. Landscaping

Feedback on streetscape themes at community workshops indicated a preference for native and drought-tolerant plantings. The recommended plant palette includes native or climate adapted plant species and will not require extensive maintenance. Medians and locations where trees are prohibited due to underground utilities will be planted with shrubs or groundcover. Several key opportunities for landscape improvements in the two nodes include the High Street Greenway (with fence vine plantings), the new planting spaces at the gas station entrance closures, bulbout planting areas on High Street, the expanded landscape buffer at the Courtland intersection and the medians on Foothill Boulevard. Some species of plants appropriate for the streetscape in the Foothill/High/Melrose nodes are listed in Table 4-1.

Table 4-1 Suggested Plant Palette

Botanical Name	Common Name	SIZE
Arctostaphylos 'emerald carpet'	Manzanita	9-14"
Aristida purpurea	Purple threeawn	2-3'
Baccharis pilularis 'Pigeon Point'	Baccharis	1'x10'15'
Ceanothus griseus horizontalis 'Yankee Point'	Wild Lilac	2-3'
Cistus hybridus	Rockrose	3' x 5'
Cotoneaster horizontalis	Cotoneaster	2-3x15'
Dietes bicolor	Fortnight Lily	2-3'
Dymondia	Dymondia	3"
Elymus (lyme grass)	Megellan wheatgrass	1' x 1'
Epilobium latifolia johnstonii	California fuschia	2-3'
Erigeron karvinkianus	Santa Barbara daisy	15" x 3'
Gaura lindheimeri	Gaura	3' x 3'
Gazania hybrids	Gazania	6-12"
Hemerocallis hybrids	Daylilies	2' x 3'
Iris d. 'Pacific Coast Hybrid'	Pacific Coast Iris	6-18"
Kniphophia uvaria	Red Hot Poker	2-3'
Muhlenbergia rigens	Deer Grass	2-4'
Phormium tenax 'Jack Spratt'	New Zealand Flax	12-18"
Rhus pentalobus	Rhubus	6-12"x6'
Salvia leucantha	Mexican Sage	3-5' x 5'
Stipa pulchra	Feather Grass	1-2'



Median planting



Drought tolerant planting



Pear trees at Bancroft Commercial District



Existing crape myrtle at Foothill Blvd.

2. Street Trees

Street trees ultimately provide the most dramatic aesthetic improvement for streetscape projects, providing shade, as well as giving a pedestrian scale to the street which buffers pedestrians from adjacent traffic. The community selected native oak trees as their preferred aesthetic for the streetscape design and this tree has been selected where feasible and appropriate to the overall streetscape. In many areas, tree species were selected to match the existing, for continuity of character. For example, in the commercial sections of Fairfax Avenue and Bancroft Avenue in Node 2 with flowering pear trees, it is recommended that the new street tree program add trees of this same variety. Similarly, in Node 1 on High Street by the Mi Pueblo Food Center, there are mature sycamore trees that could be complemented with select sycamore plantings.

The following City of Oakland approved street trees are recommended for Foothill/High/Melrose Streetscape Design.

Street Tree Species:

- ◆ Large:
 - *Platanus x acerifolia* (London Plane Tree)
 - *Quercus coccinea* (Scarlet Oak)
 - *Quercus rubra* (Red Oak)
- ◆ Medium:
 - *Pyrus calleryana* 'Aristocrat' (Ornamental Pear)



London plane tree

- ◆ Small:
 - *Lagerstroemia indica* (Crape Myrtle)
 - *Cercis canadensis* (Eastern Redbud)

3. Stormwater Management

The concept alternatives explored a number of options for stormwater management along the sidewalks and roadway, including infiltration planters and permeable pavers. The Master Plan recommends the use of open-jointed block paving combined with structural soils as a viable alternative within the on-street parking lanes and some sidewalk buffer strips to capture stormwater runoff and intercept roadway pollutants before entering into the storm drain system.

Paving systems using open-jointed block paving with permeable aggregates have proven to be a viable approach to stormwater management. The precast pavers are designed to lock for strength and stability, with openings in the joints where open-graded aggregates provide the permeability. These paver units are available in a variety of patterns and color combinations while adding a rich urban texture to the roadway. Permeable paving significantly reduces the quantity of runoff entering the storm drain systems. Given that the City's storm drain infrastructure is aged and will likely require rehabilitation, upsizing and replacement in this area in the near future, utilizing permeable paving within the street corridor will likely result in cost savings when the storm drain system is replaced.



Permeable pavers



Paver walkway with planter buffer

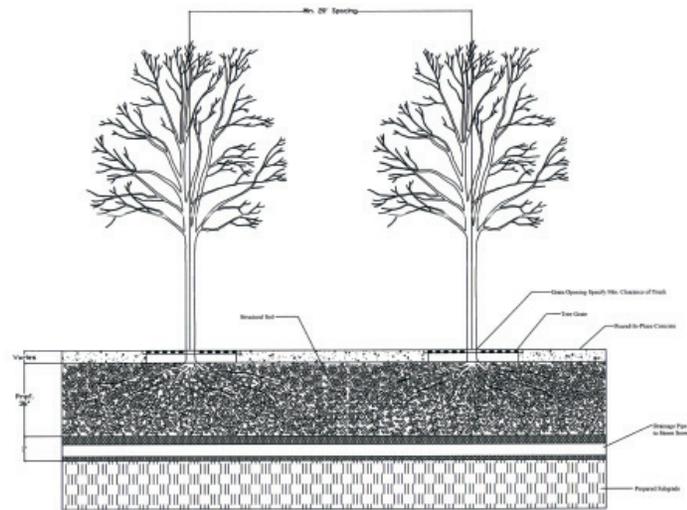
In addition to using the permeable paving system, the addition of a structural soil sub-base will provide additional stormwater benefits. Structural soil has been extensively researched as a paving base while also providing optimum growth medium for trees planted in paved areas. The material consists of gap-graded gravels which are made up of crushed stone, clay loam and a hydrogel stabilizing agent.



Silva Cell streetscape rendering

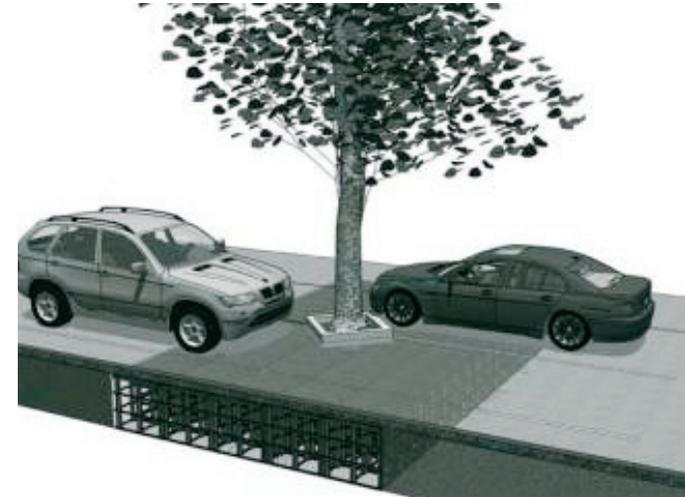
This material can be compacted to meet pavement loading requirements while maintaining a lattice and void structure that allows for root development. Structural soils, when correctly designed and installed, will provide multiple benefits including:

- ◆ Growth medium that encourages and extends deeper root growth.
- ◆ Reservoir for stormwater retention.
- ◆ Source of water supply for tree roots.
- ◆ Solid, load bearing base course for a variety of paving materials.
- ◆ Protects underlying soils from compaction.



TYPICAL STREET TREE PLANTING - VIEW 2

Structural soil



Silva Cell parking stalls

The final design of the structural soil sub-base, open jointed unit pavers and tree placement and selection will need to be carefully designed during the construction document phase of the project to ensure that the system will support auto traffic, capture sufficient runoff to meet stormwater management goals while also providing an optimum environment for tree growth.

One option to the use of structural soil to prevent compaction is a subsurface, interlocking geogrid system, such as DeepRoot's Silva Cell® system. This grid system supports traffic loads and prevents soil compaction. The soil housed within the cells of the grid both helps support growing large trees and treating stormwater onsite.

This chapter provides the results of our analysis of the Revised Preferred Alternative design for the Foothill/High/Melrose Streetscape Plan study area, which were provided to Dowling Associates on November 24, 2008. The Revised Preferred Alternative Design contains changes only in Node 1 as compared to the Preferred Alternative Design submitted in November 2007, but no alterations to Node 2. The Revised Preferred Alternative Design (heretofore referred to as “the project”) was analyzed for its effects on the aspects of transportation including automobile intersection levels of service, automobile intersection queues, automobile parking, truck circulation, pedestrian circulation, bicycle circulation and transit operations.

A. Automobile Intersection Level of Service (LOS)

To analyze intersection levels of service in the project area, this study used the Transportation Research Board’s *Highway Capacity Manual*, 2000 method. Existing turning movement volumes, summarized in Figure 1, were applied to the Project for the AM and PM peak-hours.¹ Project levels of service were analyzed based on volumes presented in Figure 2 and compared to Existing Conditions. Studied intersections are identified in the following table:

#	Intersection
1	High Street & Courtland Avenue
2	High Street & Ygnacio Avenue-Courtland Avenue
3	High Street & Foothill Boulevard
4	High Street & Bond Street
5	High Street & Bancroft Avenue
6	Congress Avenue & Foothill Boulevard
7	Fairfax Avenue & Foothill Boulevard
8	Cole Street & Foothill Boulevard
9	Fairfax Avenue & Bancroft Avenue

Figure 5-1: Existing (No Project) Vehicle Intersection Turning Movements and Lane Geometries

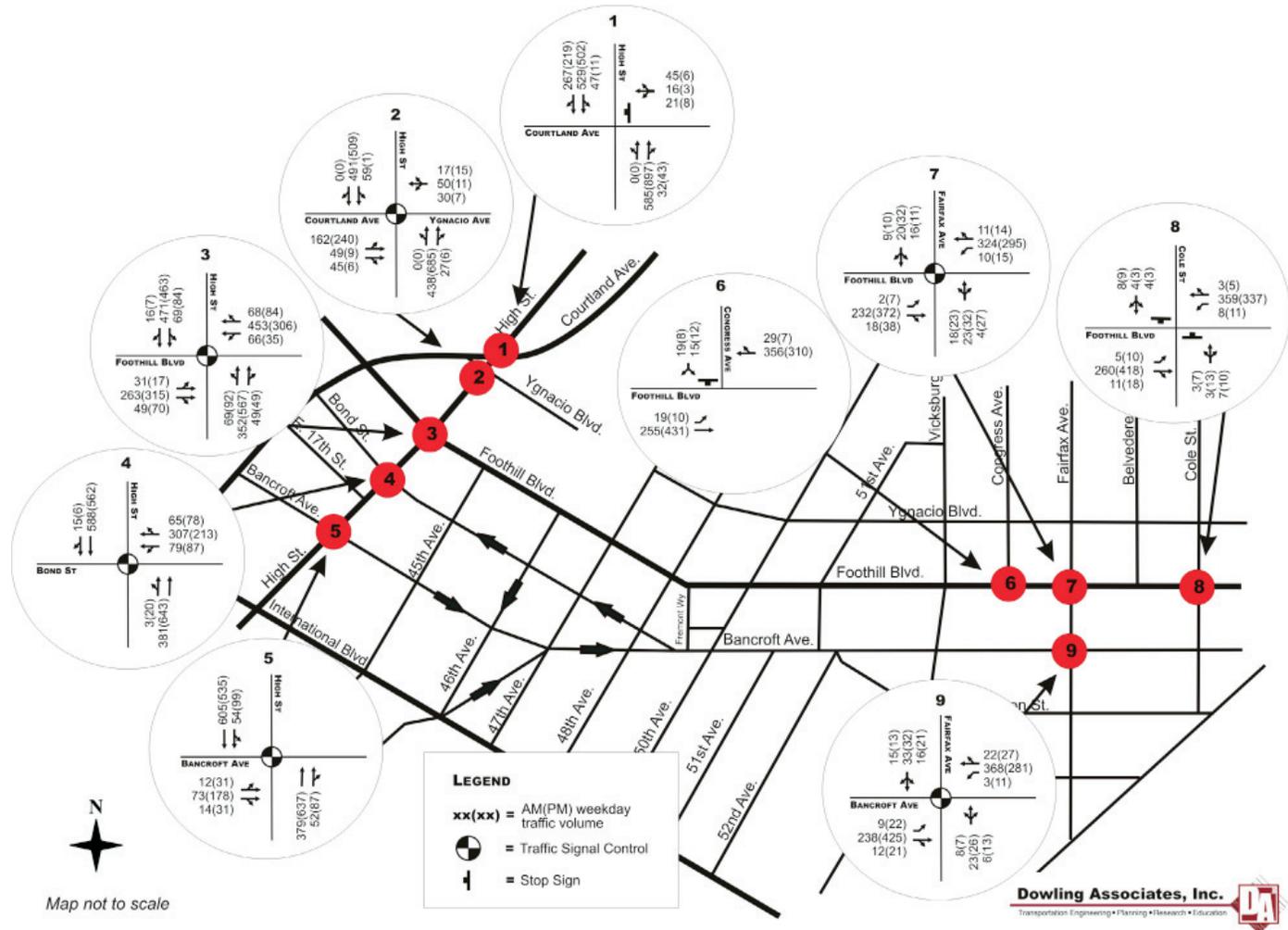
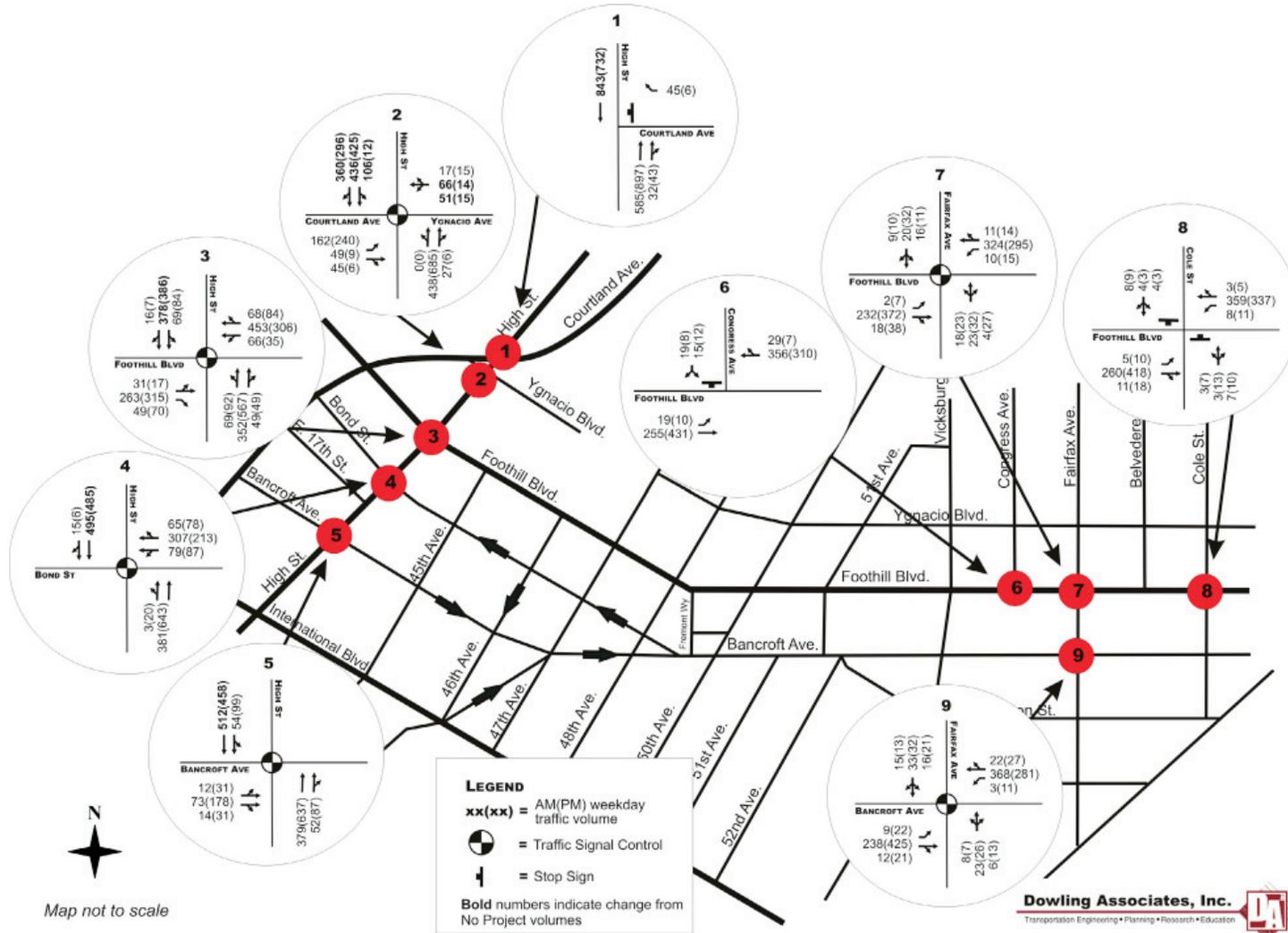


Figure 5-2: Existing + Project Vehicle Intersection Turning Movements and Lane Geometries



Existing signal timing and phasing were maintained for the Project. Existing turning movements were maintained where possible or diverted to other analysis intersections when needed. The following adjustments to the intersection traffic volumes were made to reflect diverted traffic as a result of the Project:

◆ Intersection 1 (High Street and Courtland Avenue)

- The Project will install a raised median on High Street. As a result, only right turns will be permitted in the westbound direction from Courtland Avenue, only through-movements will be permitted in the southbound direction of High Street, and only through and right turn movements will be permitted in the northbound direction of High Street.
- Westbound through and left-turn vehicle volumes from Courtland Avenue at Intersection 1 were diverted to Intersection 2 (High Street and Ygnacio Avenue-Courtland Avenue). This results in an increase of westbound left turn vehicle volumes (21 in the AM and eight in the PM peak-hours) and westbound through vehicle volumes (16 in the AM and three in the PM peak-hours) on Ygnacio Avenue at High Street.
- Southbound left and right-turn vehicle volumes from High Street at Intersection 1 were diverted to Intersection 2 (High Street and Ygnacio Avenue-Courtland Avenue). This results in an increase of southbound

left turn vehicle volumes (47 in the AM and 11 in the PM peak-hours) and southbound right turn vehicle volumes (267 in the AM and 219 in the PM peak-hours) onto Ygnacio and Courtland Avenues from High Street.

- There were no northbound left turn volumes to divert from Intersection 1.

◆ Intersection 2 (High Street and Ygnacio Avenue-Courtland Avenue)

- The Project assumes that signage would be installed at Intersection 2 and at 42nd Avenue for southbound vehicles to direct them to use Courtland Avenue to access I-880 rather than High Street.
- Because of these signage changes, it was assumed that existing southbound right-turning vehicle volumes from High Street at Intersection 2 would increase by 35 percent, resulting in 93 more in the AM and 77 more in the PM peak-hours.²
- Southbound through-vehicles on High Street at Intersection 2 were reduced to reflect the diversions to southbound right-turning vehicle volumes (onto Courtland Avenue) at this intersection, resulting in 93 less in the AM and 77 less in the PM peak-hours.

- ◆ Intersections 3 through 5 on High Street (Foothill Boulevard, Bond Street and Bancroft Avenue).
- The reductions in southbound through-vehicle volumes on High Street at Intersection 2 were carried through Intersections 3, 4 and 5.

As shown in Table 5-1, all intersections analyzed in the project study area for Project are expected to operate at or above LOS “D”, the minimum level of service standard for intersections outside of the downtown area in the City of Oakland. In most cases, intersection delay increases slightly for the Project when compared to Existing Conditions. At Intersection 1 (High Street and Courtland Avenue), LOS and delay improve over Existing Conditions (from LOS D No Project to LOS B with Project) on the stop-controlled leg of Courtland Avenue due to the turning movement restrictions imposed by the preferred alternative’s design changes at this intersection.

Table 5-1: Intersection Levels of Service - Existing Versus Project

Intersection	Control	Existing		Existing + Project		
		LOS	Delay	LOS	Delay	
AM Peak-Hour						
1 High St & Courtland Ave	TWSC	D	34.0	B	10.7	
2 High St & Ygnacio Ave	Signal	A	9.1	B	10.5	
3 High St & Foothill Blvd	Signal	B	13.3	B	14.2	
4 High St & Bond St	Signal	B	10.1	B	10.6	
5 High St & Bancroft Ave	Signal	A	5.8	A	6.2	
6 Congress Ave & Foothill Blvd	TWSC	B	11.2	B	12.9	
7 Fairfax Ave & Foothill Blvd	Signal	A	7.3	A	7.3	
8 Cole St & Foothill Blvd	TWSC	B	13.5	B	13.6	
9 Fairfax Ave & Bancroft Ave	Signal	A	8.6	A	8.7	
PM Peak-Hour						
1 High St & Courtland Ave	TWSC	D	31.5	B	11.1	
2 High St & Ygnacio Ave	Signal	A	7.4	B	10.1	
3 High St & Foothill Blvd	Signal	B	13.8	B	14.6	
4 High St & Bond St	Signal	A	9.7	A	9.9	
5 High St & Bancroft Ave	Signal	A	7.8	A	8.1	
6 Congress Ave & Foothill Blvd	TWSC	B	11.7	B	14.8	
7 Fairfax Ave & Foothill Blvd	Signal	A	8.3	A	8.2	
8 Cole St & Foothill Blvd	TWSC	C	17.7	C	17.9	
9 Fairfax Ave & Bancroft Ave	Signal	A	8.9	A	9.1	

Notes:

Project = Revised Preferred Alternative Design

TWSC = One- or Two-Way Stop Controlled Intersection; **LOS** = Level of Service

Delay is measured as "seconds per vehicle". It refers to the weighted average delay & signalized intersections, and the weighted average delay of the intersection leg with the worst level of service at TWSC intersections.

Calculated by Dowling Associates, Inc., December 2008 using Synchro Software™ version 7 Build 755.

B. Automobile Intersection Queues

Analysis of the lengths of vehicle queues at each signalized study intersection for the Project was performed. To calculate vehicle queues, the 2000 *Highway Capacity Manual's* method was used. Queues were calculated for both the average (50th percentile) and 95th percentile peak-hour conditions.

For consistency, turning pocket lengths from Existing Conditions were used for the analysis. It should be noted that average storage length was assumed to be 25 feet per vehicle and results are rounded up to the nearest 25 if results are 10 or more above previous quartile. For example, a result of 31 feet would be rounded back down to a 25-foot queue length, but a result of 35 feet would be rounded up to a 50-foot queue length. Results of nine or below were zeroed out.

The analysis resulted in different queue lengths at some of the intersections when compared to Existing Conditions in Node 1. However, there were no capacity issues resulting in analysis of 95th percentile conditions. Queue lengths typically changed because of altered intersection geometries at all signalized intersections along High Street. At Intersection 2 (High Street and Ygnacio-Courtland Avenues), the Project will increase left-turn queues but decrease through and right-turn queues. With the Project, the eastbound left-turn queue on Courtland Avenue is expected to increase from 75 feet to

225 feet during the PM peak hour. The LOS for this movement is expected to be D. At Intersection 3 (High Street and Foothill Boulevard), the Project will increase left-turn and through-queues for the eastbound direction (for both the AM and PM peak hours) but decrease right-turn queues on the same approach. The Project will also cause minor changes in queues to Intersections 4 (High Street and Bond Street) in the PM and Intersection 5 (High Street and Bancroft Avenue) of plus or minus one car length in the AM and PM.

95th percentile queues are summarized for the AM peak-hour queue estimates in Table 5-2 and for the PM peak-hour Table 5-3.

Table 5-2: AM Peak-Hour 95th Percentile Vehicle Intersection Queues (in Feet)

Intersection	Capacity/ Scenario	EB				WB				NB				SB											
		L	L/T	All	T	T/R	R	L	L/T	All	T	T/R	R	L	L/T	All	T	T/R	R						
	Link/Storage Distance	489	489	-	-	489	-	-	-	369	-	-	-	-	332	-	-	332	-	-	352	-	-	352	-
2 High St & Ygnacio Ave-Courtland Ave	Existing	-	75	-	-	75	-	-	-	75	-	-	-	-	25	-	-	25	-	-	75	-	-	75	-
	Project	125	-	-	-	50	-	-	-	100	-	-	-	-	25	-	-	25	-	-	100	-	-	100	-
	Link/Storage Distance	-	426	-	-	426	426	-	234	-	-	234	-	214	-	-	214	-	-	332	-	-	332	-	
3 High St & Foothill Blvd	Existing	-	75	-	-	75	-	-	125	-	-	125	-	100	-	-	100	-	-	75	-	-	75	-	
	Project	-	150	-	-	-	25	-	125	-	-	125	-	100	-	-	100	-	-	75	-	-	75	-	
	Link/Storage Distance	-	-	-	-	-	-	-	329	-	-	329	-	98	-	98	-	-	-	-	-	214	214	-	
4 High St & Bond St	Existing	-	-	-	-	-	-	-	125	-	-	125	-	75	-	75	-	-	-	-	-	50	50	-	
	Project	-	-	-	-	-	-	-	125	-	-	125	-	75	-	75	-	-	-	-	-	50	50	-	
	Link/Storage Distance	-	154	-	-	154	-	-	-	-	-	-	-	-	-	250	250	-	-	136	-	136	-	-	
5 High St & Bancroft Ave	Existing	-	25	-	-	25	-	-	-	-	-	-	-	-	50	50	-	-	75	-	75	-	-		
	Project	-	50	-	-	50	-	-	-	-	-	-	-	-	50	50	-	-	75	-	75	-	-		
	Link/Storage Distance	80	-	-	-	237	-	80	-	-	238	-	-	256	-	-	-	-	-	248	-	-	-		
7 Fairfax Ave & Foothill Blvd	Existing	0	-	-	-	75	-	0	-	-	100	-	-	25	-	-	-	-	50	-	-	-			
	Project	0	-	-	-	75	-	0	-	-	100	-	-	25	-	-	-	-	50	-	-	-			
	Link/Storage Distance	595	-	-	-	595	-	556	-	-	556	-	-	264	-	-	-	-	256	-	-	-			
9 Fairfax Ave & Bancroft Ave	Existing	0	-	-	-	75	-	0	-	-	125	-	-	25	-	-	-	-	50	-	-	-			
	Project	0	-	-	-	75	-	0	-	-	125	-	-	25	-	-	-	-	50	-	-	-			

Notes

Project = Revised Preferred Alternative Design

NB = Northbound; **SB** = Southbound; **EB** = Eastbound; **WB** = Westbound; **L** = Left lane; **L/T** = Shared left-through lane; **All** = Shared left-through-right lane; **T** = Through lane; **T/R** = Shared through-right lane; **R** = Right lane

Queue lengths are rounded up to the nearest 25 from 10 above

Unsignalized intersections are not analyzed for queue lengths

Calculated by Dowling Associates, Inc., December 2008, Synchro version 7 Build 755

Table 5-3 PM Peak-Hour 95th Percentile Vehicle Intersection Queues

Table 5-3: PM Peak-Hour 95th Percentile Vehicle Intersection Queues (in Feet)

Intersection	Capacity/ Scenario	<u>EB</u>				<u>WB</u>				<u>NB</u>				<u>SB</u>												
		L	L/T	All	T	T/R	R	L	L/T	All	T	T/R	R	L	L/T	All	T	T/R	R							
	Link/Storage Distance	489	489	-	-	489	-	-	-	369	-	-	-	-	332	-	-	332	-	-	352	-	-	352	-	
2 High St & Ygnacio Ave-Courtland Ave	Existing	-	75	-	-	75	-	-	-	25	-	-	-	-	25	-	-	25	-	-	75	-	-	75	-	
	Project	225	-	-	-	25	-	-	-	25	-	-	-	-	25	-	-	25	-	-	75	-	-	75	-	
	Link/Storage Distance	-	426	-	-	426	426	-	234	-	-	234	-	-	214	-	-	214	-	-	332	-	-	332	-	
3 High St & Foothill Blvd	Existing	-	75	-	-	75	-	-	100	-	-	100	-	-	100	-	-	100	-	-	75	-	-	75	-	
	Project	-	175	-	-	-	25	-	100	-	-	100	-	-	100	-	-	100	-	-	75	-	-	75	-	
	Link/Storage Distance	-	-	-	-	-	-	-	329	-	-	329	-	-	98	-	98	-	-	-	-	-	-	214	214	-
4 High St & Bond St	Existing	-	-	-	-	-	-	-	100	-	-	100	-	-	125	-	125	-	-	-	-	-	-	50	50	-
	Project	-	-	-	-	-	-	-	50	-	-	50	-	-	75	-	75	-	-	-	-	-	-	25	25	-
	Link/Storage Distance	-	154	-	-	154	-	-	-	-	-	-	-	-	-	-	250	250	-	-	136	-	136	-	-	
5 High St & Bancroft Ave	Existing	-	75	-	-	75	-	-	-	-	-	-	-	-	75	75	-	-	-	-	75	-	75	-	-	
	Project	-	75	-	-	75	-	-	-	-	-	-	-	-	100	100	-	-	-	-	75	-	75	-	-	
	Link/Storage Distance	80	-	-	-	237	-	80	-	-	-	238	-	-	256	-	-	-	-	-	-	-	248	-	-	
7 Fairfax Ave & Foothill Blvd	Existing	0	-	-	-	125	-	0	-	-	-	100	-	-	50	-	-	-	-	-	-	50	-	-	-	
	Project	0	-	-	-	125	-	0	-	-	-	75	-	-	50	-	-	-	-	-	-	50	-	-	-	
	Link/Storage Distance	595	-	-	-	595	-	556	-	-	-	556	-	-	264	-	-	-	-	-	-	-	256	-	-	
9 Fairfax Ave & Bancroft Ave	Existing	25	-	-	-	150	-	0	-	-	-	100	-	-	25	-	-	-	-	-	-	50	-	-	-	
	Project	25	-	-	-	150	-	0	-	-	-	100	-	-	25	-	-	-	-	-	-	50	-	-	-	

Notes

Project = Revised Preferred Alternative Design

NB = Northbound; **SB** = Southbound; **EB** = Eastbound; **WB** = Westbound; **L** = Left lane; **L/T** = Shared left-through lane; **All** = Shared left-through-right lane; **T** = Through lane; **T/R** = Shared through-right lane; **R** = Right lane

Queue lengths are rounded up to the nearest 25 from 10 above

Unsignalized intersections are not analyzed for queue lengths

Calculated by Dowling Associates, Inc., December 2008, Synchro version 7 Build 755

C. Automobile Parking

On-street parking proposed for the Project were compared to parking under Existing Conditions. Parallel parking is available in both nodes.

Under Existing Conditions, there are approximately 47 spaces along High Street (which are only available for parking during off-peak hours) and 18 spaces along Foothill Boulevard in Node 1. In Node 2, there are 55 spaces along Foothill Boulevard, 31 spaces along Bancroft Avenue, 21 spaces along Fairfax Avenue, and 10 spaces along Cole Street. In general, parking demand is higher in Node 2 than in Node 1.

In Node 1, the Project retains most parking. On High Street, eight parking spaces (a reduction of two parking spaces from Existing Conditions) are proposed on the west side in front of the Presbyterian Church between Courtland Avenue-Ygnacio Avenue and Foothill Boulevard. The remaining parking spaces on High Street are retained for parking during off-peak hours, as it is currently. Parking in Node 1 is generally under-utilized, except for high occupancies on Sundays on High Street between Courtland Avenue and Foothill Boulevard due to activities at the Presbyterian Church. However, we anticipate that there will be enough parking to meet demand in Node 1.

In Node 2, a reduction of about 13 parking spaces is proposed primarily due to intersection bulb-outs and a mid-block

crossing. A reduction of about four parking spaces is proposed on Foothill Boulevard, and they are spaces that are generally close to intersections or illegal parking spaces at the T-intersections of Congress Avenue and Belvedere Street. Intersection bulbouts and pavement parking markers will be installed to clearly demarcate parking areas. A reduction of nine parking spaces, four of which are located too close to the intersections (and therefore not technically legal spaces), is proposed on Fairfax Avenue to accommodate the mid-block crosswalk and intersection bulbouts. Parking spaces on Bancroft Avenue and Cole Street will be unchanged, although red curbs on these roadways should be repainted.

Parking demand in Node 2 is higher than in Node 1, and occupancies of 90 percent or greater are found commonly on Foothill Boulevard between Congress Avenue and Belvedere Street, especially on Sundays. Sunday parking is at least 50 percent occupied for each segment, due to residential and religious facility demands. The Lighthouse Church parking lot was not open to congregants during the observed Sunday (April 22, 2007), which may have exaggerated parking demand in this area. It appeared to the observer that the parking lot was rarely opened to congregants, as there was significant debris found in the lot. Additionally, several cars were observed to be illegally parked. The Project would create more clarity and definition of parking spaces and reduce illegal parking, which occurs too close to intersections, in front of driveways, and at T-intersections.

D. Truck Circulation

Advance stop-bars are placed 25 feet back of the inside lanes in the northbound and southbound directions of High Street and Foothill Boulevard to facilitate truck turning movements onto High Street from Foothill Boulevard.

E. Pedestrian Circulation

A qualitative analysis of pedestrian circulation was conducted for the Project. Key pedestrian facilities proposed in the Project include pedestrian bulbouts, widened sidewalks with buffers, pedestrian plaza and intersection crossing aids.

Pedestrian volumes were generally highest in Node 1, especially during the AM peak-hour, which is not surprising given the major pedestrian generators located in this node (Fremont High School, Mi Pueblo Market, and bus stops). The PM peak-hour volumes were not as high in Node 1, most likely because most of the Fremont High School students leave campus before 4:00 p.m.. Node 2 had generally light volumes of pedestrians, both in the AM and PM peak-hours. Higher pedestrian volumes may have been observed during Sunday, had counts been done on that day, due to the proliferation of religious facilities (churches and a mosque) in the area.

The following is a detailed description and some analysis of the Project's pedestrian facilities:

- ◆ Pedestrian bulb-outs are proposed for all intersections except for High Street and Foothill Boulevard, the northwest corner of High Street and Bond Street, and the southwest corner of High Street and E 17th Street. Bulbouts on High Street between Bond Street and Bancroft Avenue will reduce pedestrian crossing distances along High Street but not across it.
- ◆ Crosswalks will be aligned with bulbouts to reduce pedestrian crossing distances wherever possible.
- ◆ Pedestrian plazas at intersections along High Street, especially at Courtland Avenue and at Foothill Boulevard. The northeast corner of High Street and Foothill Boulevard will contain a pedestrian plaza, information marquee and wall seats to accommodate the high pedestrian volumes.
- ◆ Perpendicular curb ramps will be installed at crosswalks wherever possible.
- ◆ Curb ramps will be realigned to issue properly into the crosswalks.
- ◆ The channelized right-turn pocket for southbound High Street at Courtland Avenue will be eliminated and a landscaped buffer will take its place, reducing pedestrian roadway exposure.

- ◆ Sidewalks will contain landscaping and planted buffers, wherever possible.
- ◆ Ygnacio Avenue east of High Street will have its roadway width reduced and a landscaped buffer will be installed along the south side sidewalk.
- ◆ Sidewalks will be installed on Bond Street west of High Street on both sides of the roadway.
- ◆ Installation of the Courtland Greenway Linear Park on the east side of High Street between Foothill Boulevard and Ygnacio Avenue, including pedestrian-scaled lighting. An extension of this park is proposed on the west side of 45th Avenue south of Foothill Boulevard.
- ◆ The current fencing at the Fremont Federation of High Schools will be enhanced by an art scrim, landscaped wall, and street trees.
- ◆ A mid-block pedestrian crosswalk on Fairfax Avenue between Foothill Boulevard and Bancroft Avenue will be installed.
- ◆ Raised medians will reduce roadway widths in both nodes, which will calm traffic and reduce sideshow and car racing activities. These medians will also double as pedestrian refuges at High Street and Ygnacio Avenue-Courtland Avenue, Foothill Boulevard and 45th Avenue, Foothill Boulevard and Congress Avenue, and Foothill Boulevard and Belvedere Street.
- ◆ Median on Foothill Boulevard between 45th Avenue and High Street will contain lighting and landscaping.
- ◆ Walkways on High Street between Foothill Boulevard and Bancroft Avenue will experience very little change.
- ◆ The reduced turning radii at most intersections will slow down right-turning vehicles. The elimination of half of the driveways at gas stations at High Street and Foothill Boulevard will reduce vehicle incursions into pedestrian rights of way.
- ◆ Providing more clarity and definition of parking spaces will reduce illegal parking, especially at intersections in Node 2, which will in turn improve pedestrian visibility and access at intersections.
- ◆ The Project would result in improved pedestrian facilities.

F. Bicycle Circulation

A qualitative analysis of bicycle circulation was conducted for the Project. Key facilities for bicyclists include additional bikeways. Bicyclists also benefit from calmed traffic and reduced vehicle volumes.

Existing bikeways in the study area include bike lanes on Bancroft Avenue. The City of Oakland's Draft Bicycle Master Plan includes plans to extend the bike route on Foothill Boulevard from 40th Avenue to 48th Avenue or Fremont Way, where it would connect with Bancroft Avenue's bike lanes. There were no bike parking racks observed during field visits to the study area. AC Transit buses are equipped with front-loading bike racks that can carry up to two bicycles, and BART allows bicycles on its trains with some restrictions.

Bicycle volumes in the study area were fairly consistent when comparing results from the AM and PM peak hours. Bicycle volumes were higher in Node 1 than in Node 2. Generally, bicycle volumes were somewhat small.

The Project contains "Sharrows" along Foothill Boulevard in Node 1. The calmed traffic and reduced vehicle volumes on High Street in Node 1 would also benefit bicyclists. Bicyclist-pedestrian visibility would be improved at all pedestrian bulbout locations.

G. Transit Circulation

A qualitative analysis of transit circulation was conducted for the Project. Key transit facilities included in these design alternatives include:

- ◆ Relocating bus stops to the far-side of intersection for bus operations improvements;
- ◆ Providing bus bays; and
- ◆ Installing bus shelters and benches.

Outside lanes on High Street and Foothill Boulevard are proposed to be at least 12 feet wide in order to accommodate bus operations.

Several AC Transit bus routes traverse the study area. As described in Table 5-4, Routes 40, 40L, 43, 640, 641 and 840 travel along Foothill Boulevard while Routes 48 and 648 travel along High Street.

Weekday bus boardings and alightings in the study area are highest in Node 1 at intersections that serve as a transfer point or provide access to Fremont High School. The intersection of High Street and Foothill Boulevard has the highest number of weekday bus riders reported (501 from all routes except Route 641), followed by Foothill Boulevard at 48th Avenue/ 50th Avenue (494 from all routes except Routes 48 and 648).

For the Project, a bus stop is relocated in Node 1. The northbound route on High Street at Foothill Boulevard has its bus stop relocated from the near side to the far side to reduce the need for Fremont High School pedestrians crossing at this intersection. The proposed elimination of gas station driveways closest to this intersection will reduce bus stop delays.

Bus shelters are proposed at all bus stops at Foothill Boulevard and High Street except for the westbound bus routes where wall seats are proposed instead. Benches are proposed for the bus stops on Foothill Boulevard and Cole Street. Pedestrian bulbouts are not proposed at corners where there are bus stops in order to facilitate bus operations.

These planned bus improvements (i.e. shelters, bus bays, benches and the various pedestrian facilities) would improve bus operations and benefit bus riders by enhancing the transit- and pedestrian-orientation of the study area.

Table 5-4: AC Transit Routes in Project Area

Route	Timepoints	Days	Times	
40/ 40L	Bay Fair BART; Estudillo Ave & Bancroft Ave; Eastmont Transit Center; Seminary Ave & Foothill Blvd; 35th Ave & Foothill Blvd; First Ave & International Blvd; 14th St & Broadway; 40th St & Telegraph Ave; Telegraph Ave & Alcatraz Ave; Berkeley BART	Weekday	First	5:30 AM
			Last	11:45 PM
			Frequency	15-20 min
43	Eastmont Transit Center; Seminary Ave & Foothill Blvd; 35th Ave & Foothill Blvd; First Ave & International Blvd; 14th St & Broadway; 40th St & Telegraph; Shattuck Ave & Alcatraz Ave; Berkeley BART; Solano Ave & The Alameda; Solano Ave & San Pablo Ave; El Cerrito Plaza BART	Weekday	First	5:30 AM
			Last	7:15 PM
			Frequency	15 min
48	Fruitvale BART; High St & Foothill Blvd; High St & MacArthur Blvd	Weekday	First	5:30 AM
			Last	7:00 AM
			Frequency	30 min
640	Calvin Simmons Junior High School, 35th Ave & Foothill Blvd; Fremont High School; Seminary Ave & Foothill Blvd; Frick Middle School; Eastmont Transit Center; Castlemont High School; 90th Ave & MacArthur Blvd; 90th Ave & Bancroft Ave; 106th Ave & Bancroft Ave; Estudillo Ave & Bancroft Ave; San Leandro High School; Bay Fair BART	Weekday	AM Bus	None
			PM Bus	3:30 PM
			Frequency	1 bus only
641	106th Ave & Bancroft Ave; 90th Ave & Bancroft Ave; 73rd Ave & Bancroft Ave; Frick Middle School; Seminary Ave & Foothill Blvd; Fremont High School	Weekday	AM Bus	7:30 AM
			PM Bus	3:15 PM
			Frequency	1 bus only
648	Fruitvale BART; High St & International Blvd; MacArthur Blvd & High St; Tompkins Ave & Carson St; Redwood Rd & Mountain Blvd; Skyline High School; Community Day School	Weekday	AM First	7:15 AM
			AM Last	8:30 AM
			Frequency	2 busses only
840	Eastmont Transit Center; Seminary Ave & Foothill Blvd; 35th Ave & Foothill Blvd; First Ave & International Blvd; 14th St & Broadway	Weekday	First	12:00 AM
			Last	5:00 AM
			Frequency	60 min
		Weekend	First	12:00 AM
			Last	5:00 AM
			Frequency	60 min

Source: AC Transit website, www.actransit.org, accessed April 3, 2007

Endnotes

¹ With the exception of key intersections where traffic volume alterations were made to design changes proposed in the preferred alternative.

² It's important to note that an assumption of a 50 percent increase of southbound right-turning vehicles would result in an increase of 133 in the AM peak, which is 40 more vehicles than our original assumption of 35 percent, or one more vehicle every 90 seconds. Similarly, an assumption of a 20 percent increase of southbound right-turning vehicles would result in an increase of 53 in the AM peak, which is 40 less vehicles than our original assumption of 35 percent, or one less vehicle every 90 seconds. A similar analysis of the PM peak-hour volumes reveals even less dramatic volume adjustments. This exercise demonstrates that, while a 35 percent diversion assumption is imprecise, a plus or minus 15 percent change in this assumption would not result in significant volume fluctuations in terms of LOS analysis.

This chapter provides preliminary cost estimates and outlines next steps for implementing the Foothill/High/Melrose Streetscape Design Master Plan.

Construction documents were initiated and executed to a 35% completion set in order to be sure that the Master Plan was feasible and implementable. The purpose of the 35% construction document set is to show accurate grading, right-of-way dimensions and realistic design scenarios. The documents were reviewed by City departments and other relevant agencies, as well as transportation and civil engineering consultants to ensure feasibility and constructability. The Master Plan process also included verifying locations of design concept improvements and their potential impacts to existing utilities by the City of Oakland Public Works Agency and AC Transit. The 35 percent construction documents are included at the end of this chapter.

As part of the development of the 35% construction document set, a preliminary cost estimate was prepared. The cost estimate includes all elements described in the Master Plan. Total project cost for implementation of the Streetscape Design Master Plan is estimated to be \$4,063,948 as shown on Table 6-1. This cost estimate includes a 15% Construction Contingency and the standard City of Oakland soft costs for project management, design services, contract compliance and public art allocation. The estimate included in this Master Plan exceeds the total redevelopment funds currently available for the project. The design will require further value engineering and cost evaluation as the project proceeds with further design development and construction documents.

TABLE-6-1

FOOTHILL/ HIGH/MELROSE STREETScape DESIGN PROJECT

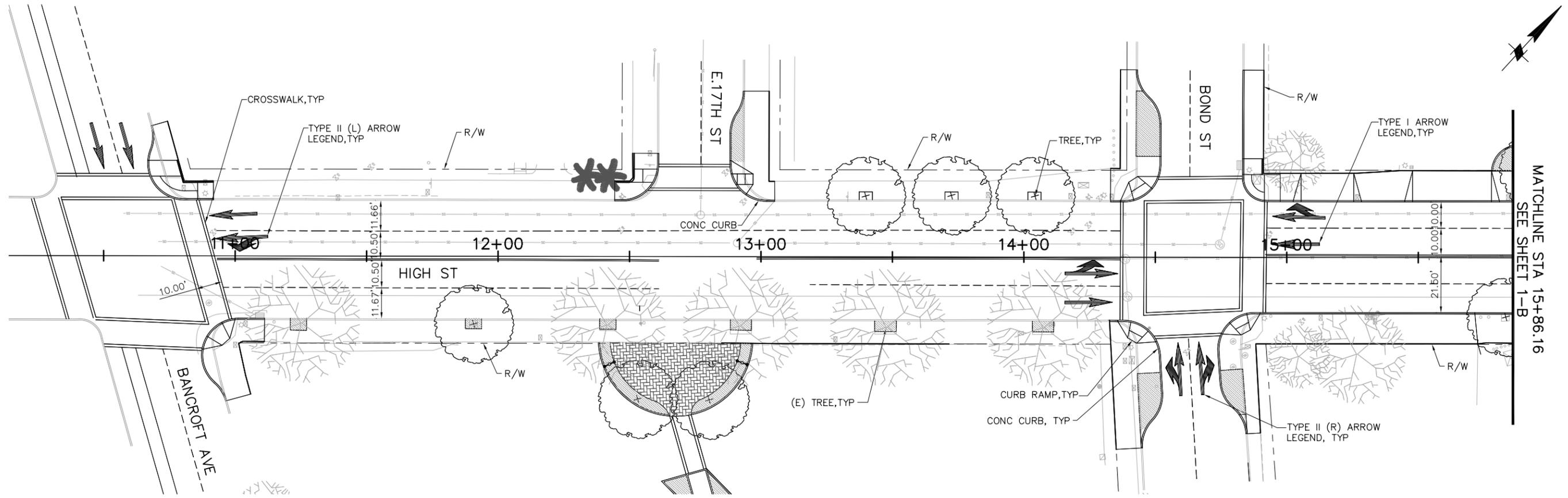
City Of Oakland

Feb. 20, 2008

(35% PLANS) PRELIMINARY COST ESTIMATE

Item Description	Quantity	Unit	Unit Cost	Cost
Civil Engineering				
Traffic Control	1	LS	\$50,000.00	\$ 50,000
Storm Water Pollution Prevention	1	LS	\$10,000.00	\$ 10,000
Concrete Sidewalk	46383	SF	\$12.00	\$ 556,596
Concrete Curb & Gutter	5206	LF	\$30.00	\$ 156,180
Concrete Curb (Median)	1,759	LF	\$20.00	\$ 35,180
Concrete Median Island	134	SF	\$25.00	\$ 3,350
Concrete Driveway	6,442	SF	\$15.00	\$ 96,630
Concrete Curb Ramp	3,076	SF	\$35.00	\$ 107,660
Pavers (Sidewalk)	8,978	SF	\$15.00	\$ 134,670
Pavers (Roadway)	8,920	SF	\$20.00	\$ 178,400
Roadway Excavation (Roadway X-Section Correction)	340	CY	\$100.00	\$ 34,000
Cold Plane AC Pavement (2")	31,971	SF	\$0.75	\$ 23,978
AC Overlay (2")	50,198	SF	\$1.50	\$ 75,297
New Pavement (Reconstruct 6" AC over 12" AB)	662	SF	\$8.00	\$ 5,296
Remove Concrete Pavement (wide gutter)	761	SF	\$4.00	\$ 3,044
Remove AC Pavement and Base	25,512	SF	\$2.00	\$ 51,024
Remove Concrete Sidewalk	45,797	SF	\$2.50	\$ 114,493
Remove Concrete Curb & Gutter	4,721	LF	\$8.00	\$ 37,768
Remove Concrete Curb	308	LF	\$4.00	\$ 1,232
Street Light (including wiring, conduit, pullbox)	17	EA	\$8,000.00	\$ 136,000
Traffic Signal Pole Relocation	1	LS	\$10,000.00	\$ 10,000
Traffic Signage Relocation	1	LS	\$5,000.00	\$ 5,000
Drainage Modifications	1	LS	\$40,000.00	\$ 40,000
Thermoplastic Pavement Markings-Sharrow	6	EA	\$500.00	\$ 3,000
Thermoplastic Pavement Markings-Arrows	2,340	SF	\$4.00	\$ 9,360
Thermoplastic Pavement Striping	1	LS	\$10,000.00	\$ 10,000
				\$ 1,888,158
Landscape Improvements				
Irrigation System	1	LS	\$150,000.00	\$ 150,000
1" Meter from EBMUD Installed (SCC) x2	2	EA	\$20,000.00	\$ 40,000
Irrigation Controller (x2)	2	EA	\$10,000.00	\$ 20,000
Irrigation Backflow (x2)	2	EA	\$5,000.00	\$ 10,000
Road Crossing Sleeves	515	LF	\$35.00	\$ 18,025
Driveway Crossing Sleeves	300	LF	\$25.00	\$ 7,500
Soil Import	560	CY	\$ 50.00	\$ 28,000

Soil Import	560	CY	\$	50.00	\$	28,000
Fine Grading and Soil Prep	18,939	SF	\$	0.50	\$	9,470
Mulch (3" Deep)	189	CY	\$	35.00	\$	6,615
Silva Cell Block per tree (@ Node 1 Foothill Tree Improvements)	6	EA	\$	2,500.00	\$	15,000
Silva Cell Block per tree (@ Node 1 High St. Tree Improvements)	10	EA	\$	2,500.00	\$	25,000
Silva Cell Block per tree (@ Node 2 Foothill Tree Improvements)	25	EA	\$	2,500.00	\$	62,500
24" Box Trees @ Silva Cells	41	EA	\$	275.00	\$	56,250
24" Box Trees with Structural Soil Tree Wells	54	EA	\$	500.00	\$	27,000
Decomposed Granite Tree Well 3' x 4'	1,140	SF	\$	6.00	\$	6,840
Landscaping Improvements (Shrubs, Groundcover, etc.)	18,939	SF	\$	5.00	\$	94,695
Water Barrier	600	LF	\$	5.00	\$	3,000
90 Day Maintenance Period	1	LS	\$	8,000.00	\$	8,000
Foothill Fairfax Gateway Elements (4 Monuments)	1	LS	\$	20,000.00	\$	20,000
Foothill High Gateway Elements (6 Monuments & Trellis)	1	LS	\$	45,000.00	\$	45,000
Foothill Gateway Plaza Concrete Stair	60	LF	\$	100.00	\$	6,000
Foothill Gateway Signwall	1	LS	\$	12,500.00	\$	12,500
Recycling & Trash Receptacles	24	EA	\$	1,000.00	\$	24,000
Benches	12	EA	\$	1,200.00	\$	14,400
Bollards	12	EA	\$	500.00	\$	6,000
Pedestrian Fencing	60	LF	\$	150.00	\$	9,000
Bus Shelters	2	EA	\$	5,000.00	\$	10,000
Sidewalk Planters	6	EA	\$	1,000.00	\$	6,000
Newsracks	2	EA	\$	1,200.00	\$	2,400
Bike Racks	12	EA	\$	500.00	\$	6,000
Retaining Wall Refurbishing @ Football Field (320 LF)	1	LS	\$	50,000.00	\$	50,000
					\$	799,195
					\$	2,687,352
					\$	403,103
					\$	3,090,455
					\$	154,523
					\$	309,046
					\$	370,855
					\$	92,714
					\$	46,357
					\$	973,493
					\$	4,063,948



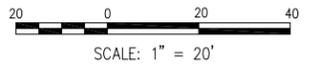
MATCHLINE STA 15+86.16
SEE SHEET 1-B

ABBREVIATIONS

- CONC CONCRETE
- (E) EXISTING
- (L) LEFT
- (N) NEW
- (R) RIGHT
- R/W RIGHT OF WAY
- TYP TYPICAL
- AC ASPHALT CONCRETE
- DWY DRIVEWAY

LEGEND

- (E) MANHOLE
- (N) PEDESTRIAN STREETLIGHT
- (E) TRAFFIC SIGNAL
- (E) VALVE
- (E) UTILITY BOX
- GATEWAY MARKER
- LANDSCAPING
- PAVERS
- DEMOLITION
- (N) TREES
- (E) TREE



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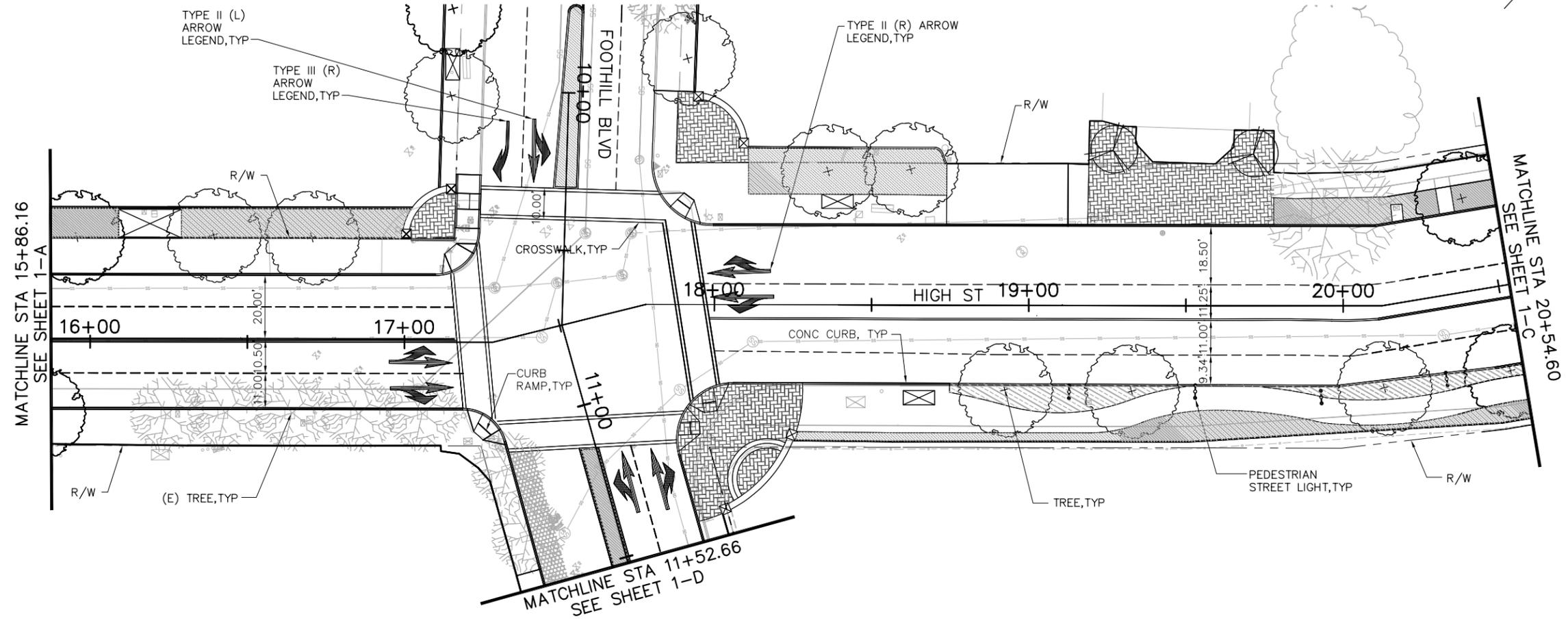
CITY OF OAKLAND
DESIGN AND CONSTRUCTION SERVICES DEPARTMENT
250 FRANK H. OGAWA PLAZA, SUITE 4314 * OAKLAND CA, 94612
(510) 238-3437 * FAX (510) 238-7227
PROJECT NO. C123456

	No.	DATE	BY	REFERENCE
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CHECKED BY _____ CHECK BY _____				
DESIGNED BY _____ DESIGN BY _____				
DRAWN BY _____ DRAWN BY _____				

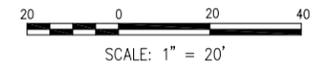
**FOOTHILL/HIGH/MELROSE
STREETSCAPE DESIGN
PROJECT
NODE 1**

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HOR:
VERT:
DATE: JANUARY 2009
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1-A OF **XX**

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PLOTTER BY: gms



NOTE
SEE SHEET 1-A FOR LEGEND AND ABBREVIATIONS.



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(510) 238-3437 * FAX (510) 238-7227
PROJECT NO. C123456

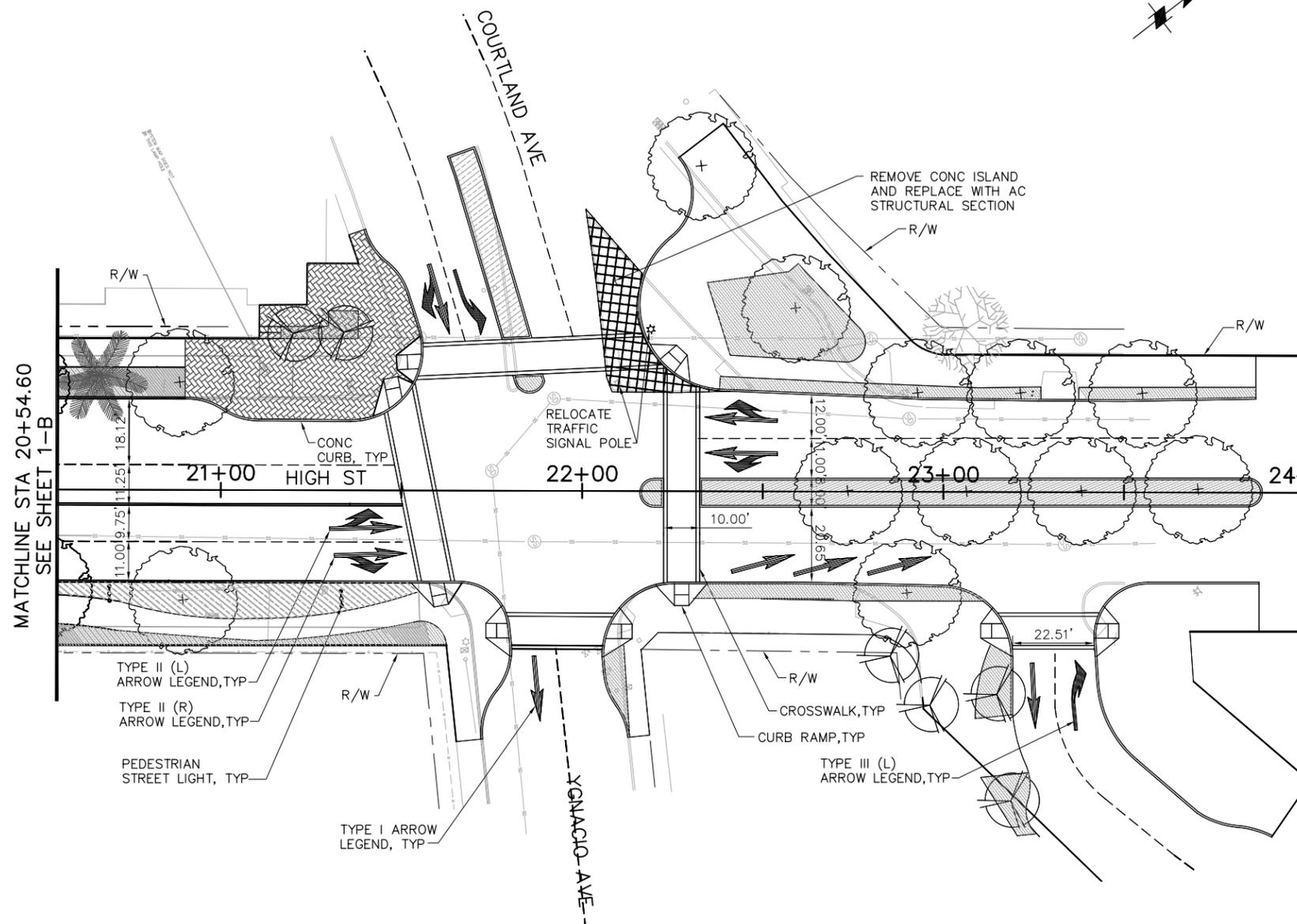
LANDSCAPE ARCHITECT

No.	DATE	BY	REFERENCE

**FOOTHILL/HIGH/MELROSE
STREETSCAPE DESIGN
PROJECT
NODE 1**

SCALE: 1"=20'
HOR:
VERT:
DATE: JANUARY 2009
SHEET NO.
1-B OF **XX**

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DRAWING NAME: 01-1-2009
DATE PLOTTED BY: gms



NOTE
SEE SHEET 1-A FOR LEGEND AND ABBREVIATIONS.



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PROJECT NO. C123456

LANDSCAPE ARCHITECT

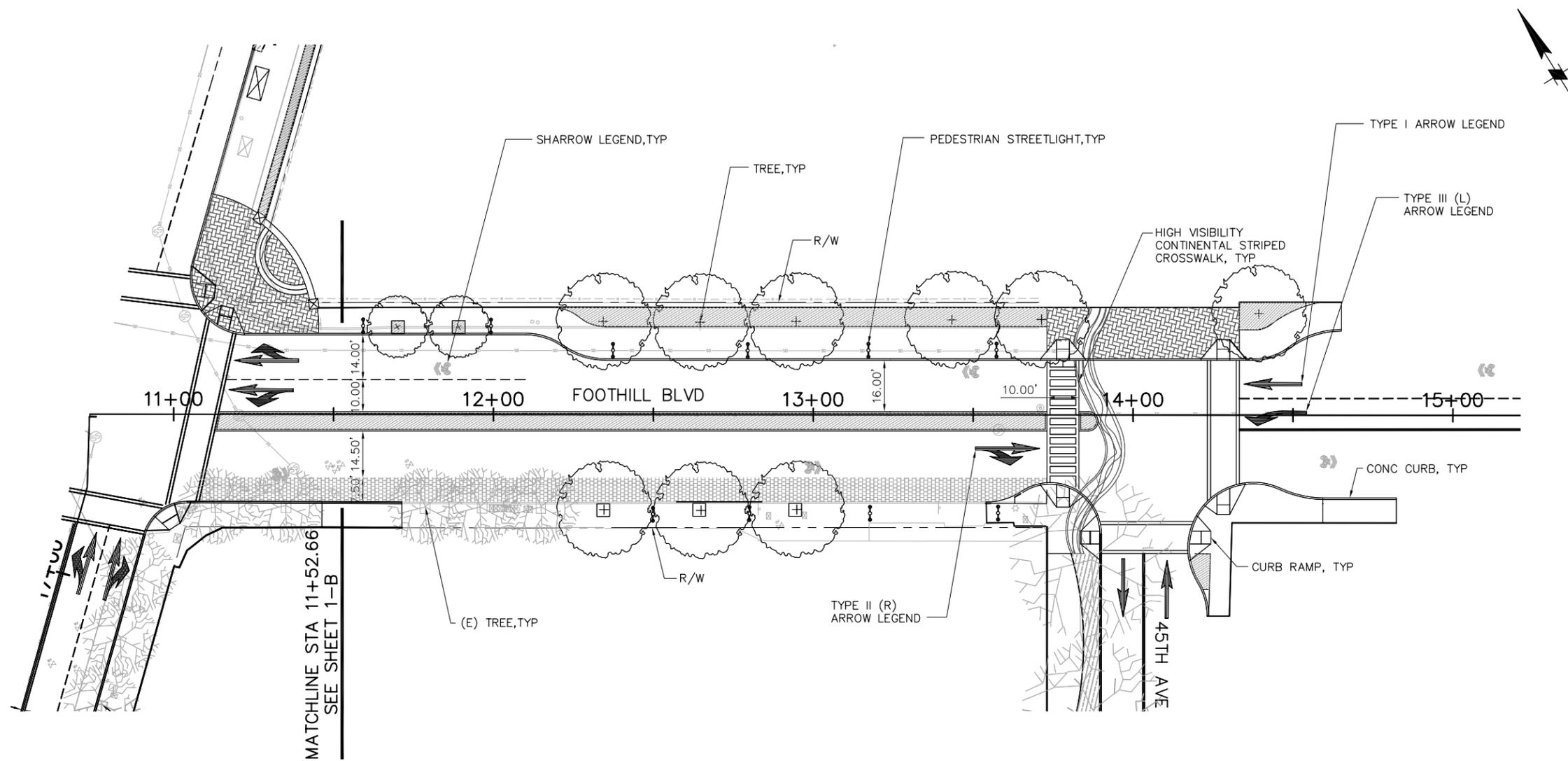
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**FOOTHILL/HIGH/MELROSE
STREETSCAPE DESIGN
PROJECT
NODE 1**

SCALE: 1"=20'
HOR:
VERT:
DATE: JANUARY 2009

SHEET NO.
1-C OF **XX**

PROJECT TITLE: F16687-Foothill-High-Melrose Streetscape Cadd.dwg 16687-PREF-ALT-PLANS_2.dwg
DRAWING NAME: 01-16-09
PLOT DATE: 01-16-09
PLOT BY: gms



NOTE
SEE SHEET 1-A FOR LEGEND AND ABBREVIATIONS.



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PROJECT NO. C123456

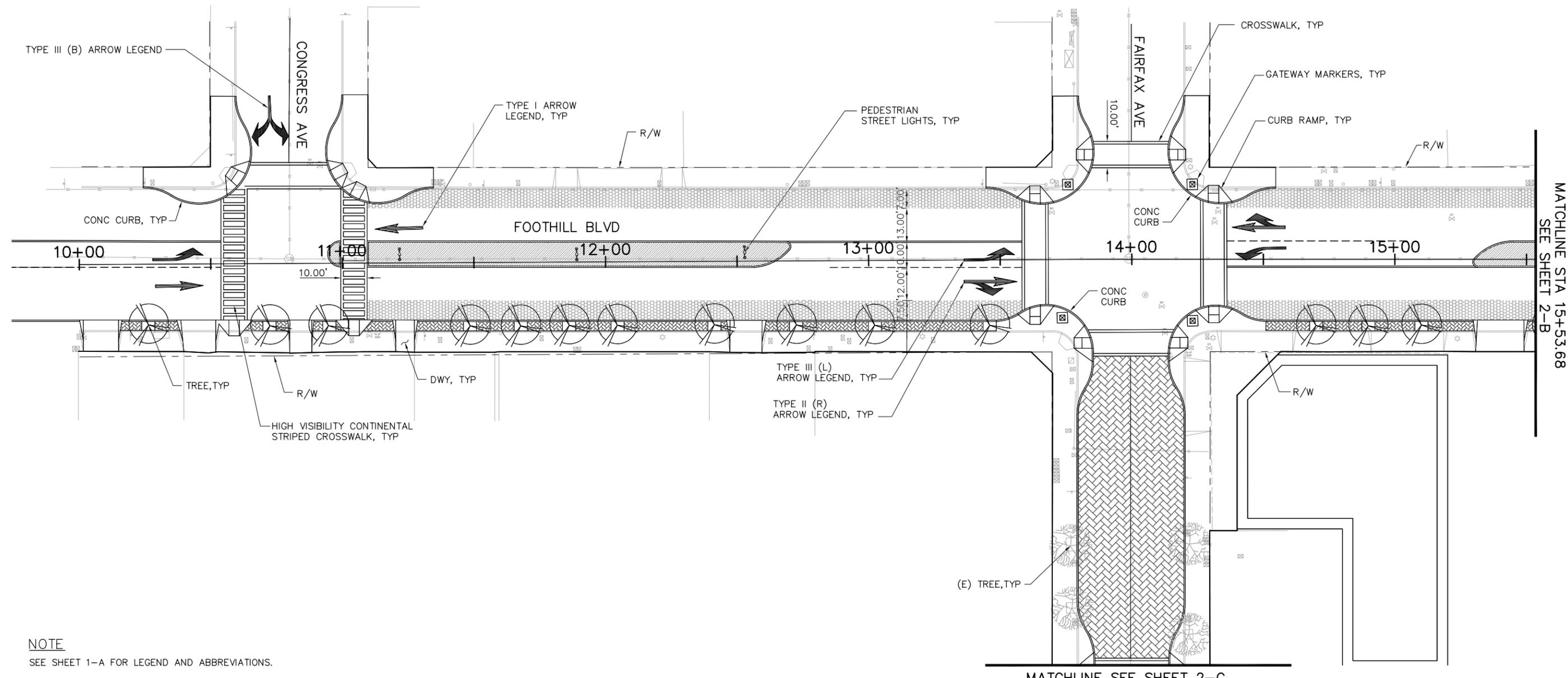
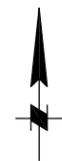
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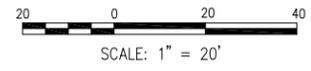
**FOOTHILL/HIGH/MELROSE
STREETSCAPE DESIGN
PROJECT
NODE 1**

SCALE: 1"=20'
HOR:
VERT:
DATE: JANUARY 2009
SHEET NO.
1-D OF **XX**

PROJECT TITLE: F:\6667-Foothill-High-Melrose Streetscape\Cadd\dwg\6667-PREF-ALT-PLANS_2.dwg
DRAWING NAME: 01-12-09
PLOTTER BY: gms



NOTE
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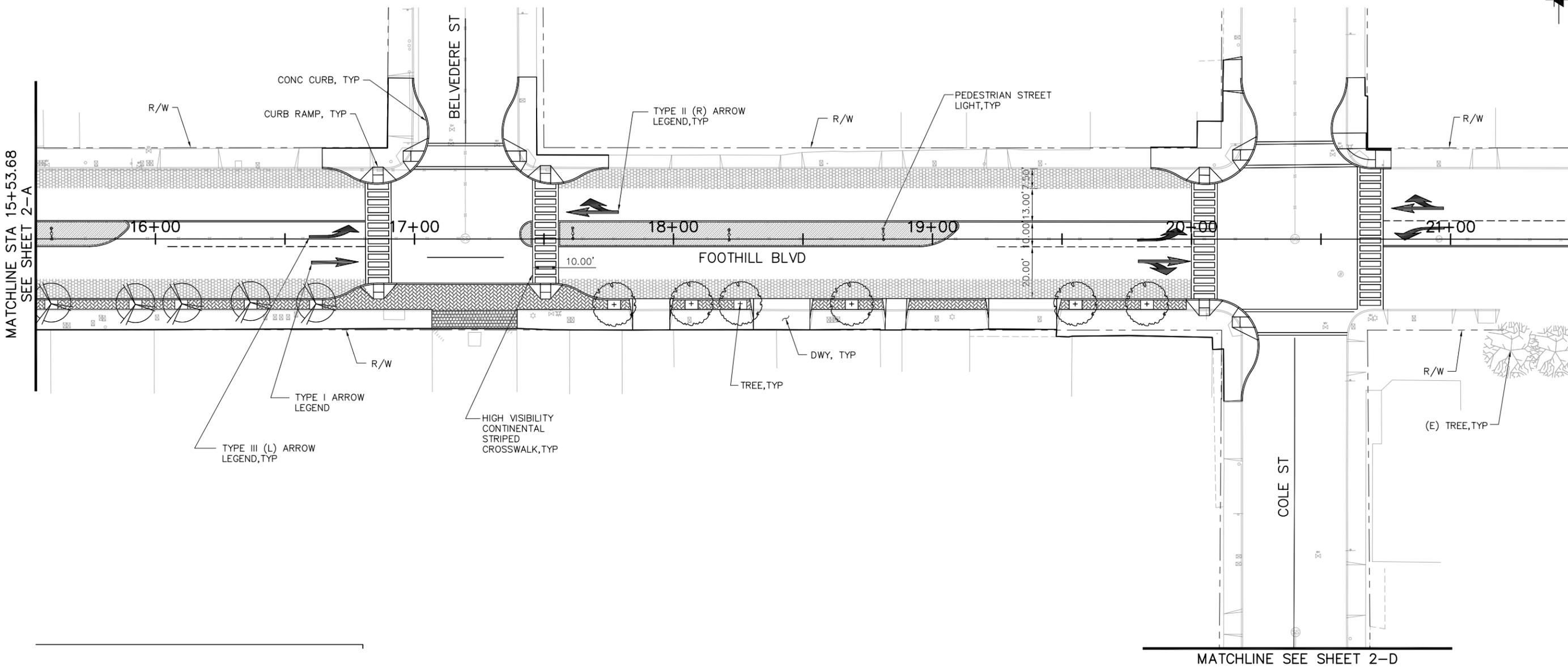
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PROJECT NO. C123456

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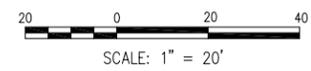
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STREETSCAPE DESIGN
PROJECT
NODE 2**

SCALE: 1"=20'
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VERT:
DATE: JANUARY 2009
SHEET NO.
2-A OF **XX**

PROJECT TITLE: Foothill/High/Melrose Streetscape
DRAWING NAME: 01-12-09
DATE: 01-12-09
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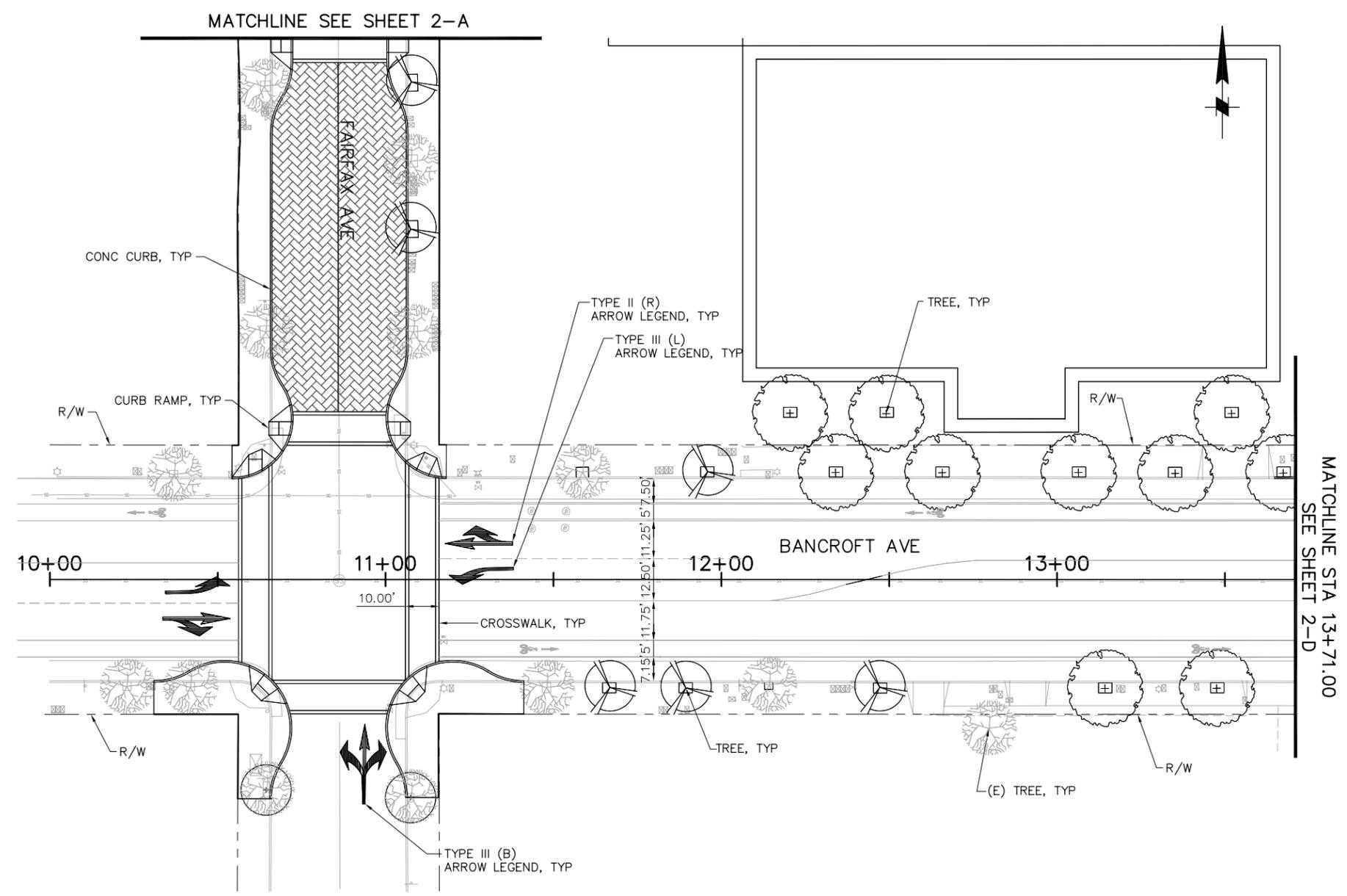
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LANDSCAPE ARCHITECT

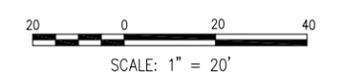
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**FOOTHILL/HIGH/MELROSE
STREETSCAPE DESIGN
PROJECT
NODE 2**

SCALE: 1"=20'
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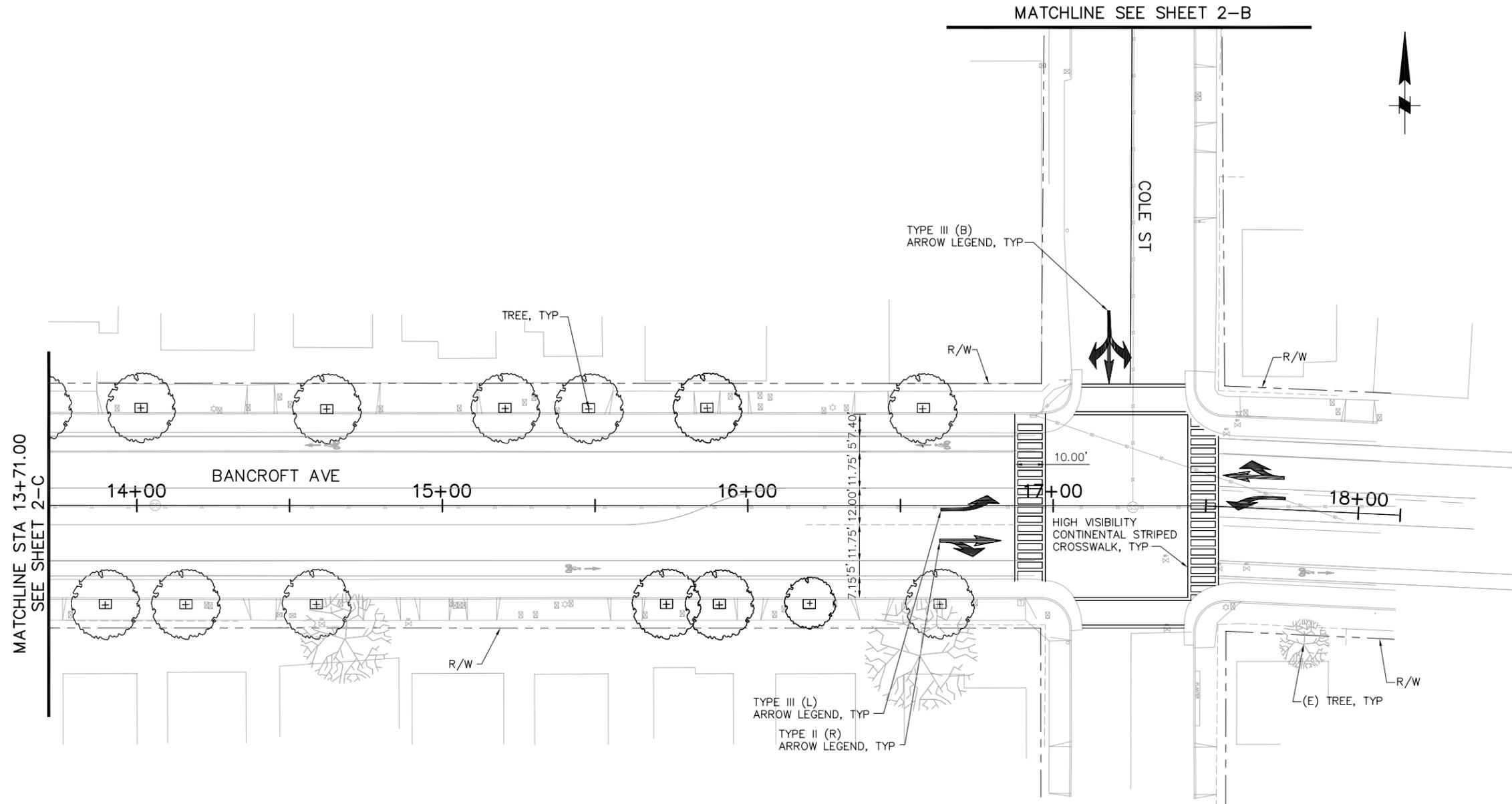
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LANDSCAPE ARCHITECT

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**FOOTHILL/HIGH/MELROSE
STREETSCAPE DESIGN
PROJECT
NODE 2**

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LANDSCAPE ARCHITECT

No.	DATE	BY	REFERENCE

**FOOTHILL/HIGH/MELROSE
STREETSCAPE DESIGN
PROJECT
NODE 2**

SCALE: 1"=20'
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VERT:
DATE: JANUARY 2009
SHEET NO.
2-D OF **XX**

PROJECT TITLE: F0011-2009-01-12-09
DRAWING NAME: F:\6687-Foothill-High-Melrose Streetscape\Cadd\dwg\6687-PREF-ALT-PLANS_2.dwg
PLOTTER BY: gms

APPENDIX A - STAKEHOLDER INTERVIEWS

A

Several community residents within the project study area were interviewed by the project manager from DC&E. The names were selected by the City Staff and Technical Advisory Committee. Various outreach attempts to speak to the identified six stakeholders resulted in only three interviews. Two of the interviews occurred at the resident's homes, and one was conducted by telephone and each individual's comments were recorded below:

A. Jeanne Nixon: Local Resident

Interviewed May 18, 2007

1. What do you like about Foothill Boulevard, High Street, or Melrose Shopping Area right now? What is working well?

Nothing. I never go down there except to mail a letter. The façade improvements are ok, but nothing is working, one of the best neighbors is the safe house, very stable and it is the logical place to have outreach. The Spanish Speaking Unity Council... that has been fine.

2. What are your key concerns with Foothill Boulevard (or High Street) right now? What issues would you like to see addressed through this streetscape project?

Speeding cars, sideshows, much of anything that contributes to the common liquor store. Luis's works. Vacant storefronts are a big concern—lack of greenery lack of compliance with club Nayarit derelict buildings (Donut shop) lack of realty enterprise, lack of identity (antique shops 74-76).

- 3. What would you like to see happen on Foothill Boulevard (or High Street)? Can you identify a local street environment that you enjoy and feel is a good example of what Foothill Boulevard (or High Street) can become?**

E. 14th street is good colorful, clean, modern, safe feeling with pedestrian traffic, people of all ages, restaurants and shopping with a vitality about it, Montclair is nice but a little stiff. I like the diversity and vibrancy (potential of this area).

- 4. What changes to the streetscape design can encourage more patronage for the/your business (es)?**

Trees—easiest, most visible improvement, nice sidewalks, bus benches, up on MacArthur. Planters (expensive and you need to have someone adopt them) no bars on windows rules, good lighting, the pedestrian lights work well, center (median) divide to discourage reckless driving.

- 5. Do you feel safe on Foothill Boulevard today? Why or why not?**

Not at night. Drugs and prostitutions are not as evident, but they are perceived as a problem. The sideshows you can hear. I don't go down there. I don't know exactly why I don't feel safe, but it does feel safe in the day there.

- 6. Do you have concerns about some potential changes to the area?**

Improvements are good, but beware of pushing the activity off the street.

- 7. Anything else that you would like to add?**

Economic development people to interface directly—optimize the places that there are opportunities for. Turn it into a decent commercial opportunity Business Improvement District and façade improvement.

Don't push activity off the street to other adjacents? How does the design improvements affect the side streets.

B. Randall Hughes: Local Resident

Interviewed May 18, 2007

1. What do you like about Foothill Boulevard, High Street, or Melrose Shopping Area right now? What is working well?

Lots of potential with beautiful history. Location, geographically... Horace Mann School... Positive, but the streets are too fast. Fairfax between Bancroft and Dollar Store are ok—gated interiors, dark storefront windows, now new food stores, what good does that do the community?

2. What are your key concerns with Foothill Boulevard (or High Street) right now? What issues would you like to see addressed through this streetscape project?

Streets are too fast. Dangerous driving. Street improvements traffic calming. Lawlessness Oakland's understaffed police department seems like City does a lot of development before the area is safe. Investors don't feel safe coming in. Safety takes the business out of the area. Businesses that cater to low income class of folks.

3. What would you like to see happen on Foothill Boulevard (or High Street)? Can you identify a local street environment that you enjoy and feel is a good example of what Foothill Boulevard (or High Street) can become?

Healthy viable alternatives and businesses. Farmers markets: MacArthur/ Seminary Farmer's Markets not enough attendance. Safety!!! NO investment because there is no police presence.

4. What changes to the streetscape design can encourage more patronage for the/your business(es)?

MacArthur/73rd Washington Mutual. No banks here anymore. 6 million improvements to Horace Mann. More bulbouts traffic calming. Bottom line. Traffic Circles on Ygnacio Blvd.

5. Do you feel safe on Foothill Boulevard today? Why or why not?

I walk down to Isler's and I feel safe walking down there. (He feels safe, but as a new dad, he probably won't walk down with his family.) We need red light cameras! There is new technology! AC Transit bus schedule not as frequent as it used to be. Need more bike racks on the front of buses.

6. Do you have concerns about some potential changes to the area?

Promote education, we owe it to the next generation to give them the tools. Make it more pedestrian friendly, more green, bring something in for the kids.

7. Anything else that you would like to add?

Wants to commute more on his bike. More bikelanes! Develop the area for foot traffic, bus stops and amenities. There is so much potential for the City of Oakland. I would invest in this area. Safe house is good service but now that type of service may not be what he wants. When I want something I get it. Traffic Islands, curbs etc. That's what I want. Strong Community.

People are hesitant to come out and speak up. Lack of education, understanding, language barrier. I like the BART station at International.

C. Teryl McGriff: Local Resident

Interviewed May 29, 2007

1. What do you like about Foothill Boulevard, High Street, or Melrose Shopping Area right now? What is working well?

Convenience to north on High Street, but it is not pedestrian friendly at all. High Street is a major thoroughfare to the both freeways 880 and 580 and it is the site of many accidents. There is a major trash element to the street... but all in all the neighborhood is very diverse on High Street with people from all different countries and many nice folks. There is heavy foot traffic on the street, but there is also a problem with drug traffic, drug activity. The policing is better as of late and crossing the street is extremely difficult. It is a very awkward intersection at Ygnacio and High.

2. What are your key concerns with Foothill Boulevard (or High Street) right now? What issues would you like to see addressed through this streetscape project?

The presence of the High School puts a strain on High Street and the adjacent neighbors. With the open campus, students sit on the neighbors stairs, and trash accumulates, but also the potential for graffiti. That said, there is no where for the students to go. It would be great if the project could incorporate areas to congregate. The students wander out

into the street, the school can not patrol students outside of the school facility.

Students contribute to the congestion on Ygnacio to let off kids, drop off on 47th Avenue as well. Gate to campus, the official entrance is on 47th Avenue.

3. What would you like to see happen on Foothill Boulevard (or High Street)? Can you identify a local street environment that you enjoy and feel is a good example of what Foothill Boulevard (or High Street) can become?

Accommodate turn outs on Foothill Blvd for the school drop-offs. Campus traffic calming. It is a truancy issue- the students are locked in at 8:15 until lunch time. Gang activity – demilitarized but it spills out onto campus. Then you have gang revenge.

Murals and graffiti art are good, have the art directed to professional artists.

Painted trash cans or tiling project, but then there is a problem with vandalism.

4. What changes to the streetscape design can encourage more patronage for the/your business(es)?

Reconnect the school to the street.

5. Do you feel safe on Foothill Boulevard today? Why or why not?

Pretty much.

6. Do you have concerns about some potential changes to the area?

Concern for parking in the area, surveillance for the parking lot on Foothill Blvd.

7. Anything else that you would like to add?

Glad to hear that the long range process may include students. At least in October to incorporate students into the design process and teachers that live in the area.

The Football Coach may indicate that the field could use some privacy for a multitude of reasons, reduce the visibility/vulnerability of the students.

Football field turf is old, in need of maintenance. Irrigation system is a mish mash from several projects and demolish in some areas.

- ◆ Parking is problem
- ◆ Fremont Pool. The city pool with use permit, not sure who is responsible for upkeep of the parking lot. Murals in the parking lot are good.
- ◆ Does the City own the block at 46th? Parking lot and the pool.

A

STAKEHOLDER INTERVIEWS

- ◆ District has portables down there on 45th.
- ◆ Adult Education facility.
- ◆ Proprietary interest in portable class rooms.
- ◆ Campus to include student parking.
- ◆ Oakland High School with murals on the walls, quality of the art, time and place for student art.

APPENDIX B - COMMUNITY WORKSHOP SUMMARY

B

This appendix describes the community participation process that was part of the Foothill/Melrose/High Streetscape Design project. Direct comments and minutes from the meetings are included below.

A. Community Workshop #1

On May 30, 2007, DC&E facilitated the first community workshop for the Foothill/Melrose/High Streetscape Design project. The meeting was well attended by the community members, City staff, and representatives from both District council offices. The following represents a summary of comments received during the meeting organized by Node. Nodes were identified on the wall graphics used at the community meeting.

1. NODE 1:

- ◆ **Identity/Aesthetics.** Art Deco style of high school is one particular element that should be drawn on. There is also some Greek Revival architecture within the area, especially on Courtland between Foothill Boulevard and High Street. Future development should draw on styles already used in the area. There were several comments

that related to the general character of the street with suggestions to add color to help make the neighborhood appear “lighter” and more inviting. The community pool should feel more public and open as well.

- ◆ **Gateways/Landmarks.** Consideration should be given for creating landmarks and gateways to the area; possible suggestions include creating a landmark on the northeast corner of Foothill and High and at the southeast corner of Foothill and Fairfax, and a gateway at the intersection of International and High. A suggestion was made to develop a historical walk and an accompanying brochure for High Street. Improving signage on High as well as creating a distinct banner/signage program to market the district was raised.
- ◆ **Landscaping.** Native plants should be used where feasible. There was a suggestion to set up an urban gardening program. Adding street trees to east side of High Street between Foothill and Ygnacio, adjacent to the playing fields, was suggested as an important improvement to the corridor. Landscaping could serve as a means to narrow some of the streets and in selecting plants and street furnishings, concentrate on local flavor.
- ◆ **Streetscape Design.** Locations mentioned for possible bulbouts include all corners of High/Bancroft intersection and where Foothill meets Courtland. Consider pinching High at the intersection with Ygnacio and Courtland. Sidewalks should be widened on the north-

ern side of Foothill where it abuts the high school, the retaining wall and the 20-foot-tall fence. The appearance of fences surrounding playing field should be improved.

- ◆ **Foothill & High Intersection.** Some community members want to see creative ways of narrowing the intersection of Foothill and High that will not impede traffic flow. Eliminating some of the driveway entrances to the gas stations was mentioned as the gas stations are too open and inviting for sideshow participants.
- ◆ **Courtland Avenue.** Courtland between Foothill and High is not heavily used by cars and could have periodic closures in order to turn this street segment into a space for temporary events.
- ◆ **Mi Pueblo Market.** The parking lot is very congested raising questions as how to handle flow of cars and pedestrians. Sidewalks should be improved around Mi Pueblo Market.
- ◆ **Food Vendors.** There was mention of creating a space for food vendors on the southeast corner of High and Bancroft. Some felt that there should be a permanent location for a taco stand at the Chevron station on the southwest corner of Foothill and High.
- ◆ **Bus Shelters.** Add full bus shelters and their amenities to the current bus stops which only have benches.
- ◆ **Bicycles.** The needs of bicyclists and pedestrians need to be balanced also, adding a Class II bike route to BART was mentioned.

- ◆ **Economic Development.** There are many underutilized buildings in this node.
- ◆ **Maintenance.** Maintenance of the existing streetscape is perceived as poor and the level of maintenance needs to be raised from existing; any street improvements would need to be maintained. Examples of these maintenance issues are the many potholes in area and the illegal dumping problem on 45th south of Foothill.
- ◆ **Safety.** An overwhelming response from the community revealed that there is significant concern regarding traffic; high speeds are a major problem for the project area. Evidence of sideshow activity was confirmed as a major problem throughout the area, particularly on Foothill Boulevard. There is a drag racing problem on Foothill Boulevard. The existing wide-turning lane facilitates illegal passing and cars playing “chicken” down the street. It was suggested that participants in sideshows hide from the police on side streets such as Ygnacio Avenue. Several community members suggested installing red light cameras at the corner of Foothill Boulevard and High Street as a means to deter sideshows.

2. NODE 2

- ◆ **Identity/Aesthetics.** There was a consensus on connecting both the nodes together and applying concepts developed in the streetscape project to the areas in between. Community participants expressed an interest in deciphering the identity of the area for Node 2. However, there was no consensus for what the area should be called, Melrose District, Fairfax District, Antique District, etc. Some specific ideas for concepts include locating the Old Town of Melrose and installing a plaque, column or landmark somewhere near the center of the district; reviving the former identity of the Antique District; and creating a focus at Fairfax, with Osie’s Barber Shop being the center. The Fairfax historic core should be a pedestrian-friendly street, making use of historic resources and images from community members in order to strengthen the area’s historic character. Other suggestions included considering the history of Fairfax Lighthouse Church, references to the old Key Route station that formerly occupied the site and the various activities that used to take place there, including jazz performances.
- There was some discussion about strengthening the Node’s image as a business district with an ethnic focus. One individual suggested that it have a Southeast Asian focus while others felt that the neighborhood had a concentration of Black-owned businesses and said that this should be further emphasized as

part of the streetscape project. The streetscape project should work to make a reference to either the district or a combination of the districts. A banner and signage program for the districts will help in placemaking for the neighborhood

- ◆ **Landscaping.** When discussing landscaping for the streetscape project there was an emphasis on maintenance issues and tree care for the landscape improvements. Community members agreed that street trees would be beneficial to the area, but that tree maintenance and tree trimming in particular should be improved on for the existing street trees. Extending the existing street tree network throughout Node 2, especially along Bancroft east of Fairfax, on Cole between Bancroft and Fairfax and along Foothill Boulevard was desired. It was noted that the existing pear trees within the node on Bancroft west of Fairfax, on Fairfax, and on Fairfax between Bancroft and Foothill to Fairfax are very nice. Some felt that new trees should be native species; others wanted more potted plants such as those on Bancroft west of Fairfax.
- ◆ **Safety.** There was no consensus on the safety issues however there were suggestions for improving the overall lighting within this Node as it is perceived as being too dark. Suggestions were made for adding a stop sign on Foothill at the intersection with Belvedere; and overall traffic calming on Foothill. Several expressed that traffic calming on Foothill should be a

priority. Cars frequently drag race on Foothill or use the roadway as a slalom course. Many cars have hit buildings within the Node in the past; addressing vehicular speed and street layout could help limit these occurrences.

- ◆ **Streetscape Design.** General comments regarding streetscape design include looking at different methods of traffic calming, addressing pedestrian amenities and crossings, increasing lighting, and establishing a look for the district. Improving site furnishings, trees, bus stops and adding benches and full bus shelters where possible were all ideas raised.
 - Streets that could serve as possible examples to emulate were Solano Avenue in Albany and Central Avenue in Alameda, as well as extending the streetscape treatment that exists on Bancroft west to Fairfax to other parts of Bancroft.
 - **Fairfax Avenue.** There was a suggestion to close Fairfax between Bancroft and Foothill to car traffic, add gateways at either end of this section, and try to attract restaurants with outdoor dining with patio space. Suggestions including adding a special paving pattern for block of Fairfax between Bancroft and Foothill
 - **Traffic Calming.** A variety of traffic calming features, especially to Foothill, were mentioned. Adding medians to the center of Foothill was suggested to discourage high traffic speeds. These ideas included

adding bulbouts at the following intersections: Foothill and Fairfax, Foothill and Belvedere, Foothill and Cole, Bancroft and Fairfax, Bancroft and Cole.

- **Bicycles.** Some felt that sharrows on Foothill should be continuous throughout and between both nodes.
- **Crosswalks.** Several individuals expressed concern over the visibility and safety of pedestrian crossings. Ladder type crosswalks were mentioned as a preference. The visibility of all pedestrian crossings at intersections should be heightened with special emphasis on the following: Foothill @ Fairfax, Bancroft @ Fairfax, Bancroft @ Cole, and Foothill @ Cole. Creating a formal pick-up and drop-off space in front of the Fairfax/Lighthouse church and adding a mid-block crossing on Bancroft between Fairfax and Cole was also suggested.
- ◆ **Architecture.** There were a few specific comments related to architecture. Several comments focused on wanting façade improvements to Nayarit Auto Repair and surrounding businesses. Addressing the key vacancy at the southeast corner of Foothill and Fairfax was also an expressed concern.
- ◆ **Economic Development.** Several comments focused on economic development and thinking about strategic partnerships. Specific suggestions included Councilmember Jean Quan collaborating with neighboring City Councilmember Ygnacio de La Fuentes to put trees in

along High. Other funding sources mentioned included transportation funds, Redevelopment Agency, City Council and BID. Funds may be available to retrofit the fire station near Node 2. Focusing on outreach to building owners was also suggested. Developing the key vacant site on the southeast corner of Foothill and Fairfax in conjunction with the Fairfax/Lighthouse parking lot which may become a senior housing facility with retail and/or commercial uses at grade was also discussed.

B. Community Workshop #2

On August 29th, 2007 a community meeting for the Foothill/High/Melrose Streetscape Design was held at Horace Mann Elementary School in Oakland, CA. The meeting was organized by Kimani Rogers from the City of Oakland, and the meeting presentation and community participation was led by the staff of DC&E.

Three different design alternatives were presented to the community at the meeting. The primary identity of each alternative was based on its dominant, repeated design feature, and these were: Alternative 1: Widened Sidewalks; Alternative 2: Medians; and Alternative 3: Pedestrian Refuge Islands. Each alternative was then sub-divided into the two main project nodes: Node 1 being the High Street Corridor and Node 2 focusing on the Melrose Commercial District. Each node of each alternative was then assigned a conceptual design identity to supplement the form-based identity of the parent alternative. These conceptual identities, such as “Courtland Creek Greenway” and “Fairfax Antiques District” were based on suggestions from community members at the first community meeting for this project. The alternative and node identities are summarized below:

1. Alternative 1: Widened Sidewalks

This alternative focuses mainly on Node 1 of the project area. Elimination of a NE bound travel lane (and at times a SW bound lane as well) provides for wider sidewalk and planter areas on either side of High Street. This extra space allows for a much more robust planting of street trees along the corridor and it allows for the addition of more pedestrian amenities such as benches. Six-foot-wide bulbouts at cross streets are also incorporated into this alternative design in order to narrow pedestrian crossings and calm traffic. In Node 2 there are limited opportunities for widening sidewalks, although bulbouts have been added at street intersections with Foothill Boulevard. The main design change is the addition of flush pavers in center turn lanes on Foothill and Bancroft as well as the use of them to pave the entire block of Fairfax in the project areas. It is proposed that Fairfax be closed for special events and street fairs to create a pedestrian mall.

- ◆ **NODE 1: Courtland Creek Greenway.** This conceptual alternative proposes an extension of the already existing Courtland Creek Greenway just to the northeast of the site, a corridor which includes a daylighted portion of the creek. This new segment of the greenway highlights the existence of Courtland Creek as a hidden feature under parts of the project site. The creek is “brought to the surface” through special paving patterns and meandering pathways. The use of native and riparian vegetation provides a visual and habitat link to the naturalistic form of the daylighted portion of Courtland Creek.

- ◆ **NODE 2: Key Route Shopping District.** Bancroft Avenue in Node 2 was the location of the historic streetcar Key Route. In this alternative the railway is referenced through design elements such as street banners on pedestrian scaled lampposts and decorative rail-line pavers inserted in the flush pavers that have been added to the roadway in the center turn lanes. An overhead gateway element at the Foothill/Fairfax intersection further announces arrival into this distinct area.

2. Alternative 2: Medians

Alternative 2 proposes the most infrastructure change to the street, responding most significantly to the community's request for traffic-calming. The use of medians, bulbouts and diagonal parking in this alternative narrows the street to create a more pedestrian friendly environment. In Node 1 the narrowing of the street is accomplished by eliminating one NE bound lane on High St. and by reducing the amount of on-street parking. In Node 2 the space for the median is provided by existing turn lanes that run the lengths of Foothill and Bancroft, and the bulbouts strategically take space from former red-striped non-parking areas. The one stretch of diagonal parking on Fairfax is possible through the conversion of the block to a one-way corridor, eliminating one traffic lane.

- ◆ **NODE 1: Foothill Civic Corridor.** Inspiration for this conceptual alternative comes from the neo-classical architecture in and near the project node. The decorative Fremont High School gateway is one example of this as well as the nearby Carnegie Library. Furnishings and street plantings would match this classic, civic style. Oakland standard streetlamps and site furnishings would be used, and street trees would favor larger species such as sycamores set in tree planters with metal tree grates.
- ◆ **NODE 2: Fairfax Antiques District.** In this alternative the history of the node as an antiques district will be highlighted through design features that evoke the arts and crafts style. Median plantings will be formal and civic, and street trees will be similar from to those found in Node 1. Additional planters on larger sidewalk areas will add to the visual character of the space and allow for the customization of plants by local shop keepers.

3. Alternative 3: Pedestrian Refuge Islands

Alternative 3 achieves its traffic calming and reduction of pedestrian crossing distances with the addition of pedestrian refuge islands. Textured paving and bulbouts are other design features used to achieve these goals in this alternative. The infrastructure changes proposed by this alternative are less pronounced than with the median alternative. Many of the pedestrian refuge islands will need to be engineered to allow for large vehicle movements within the right-of-way. A preliminary application of an engineered turning radius for large sized truck revealed that some of the proposed pedestrian refuge islands may not be feasible.

- ◆ **NODE 1: Mural Arts, Oakland.** The area around Fremont High School in Node 1 has a wide variety of murals, some official and others the result of graffiti. This design alternative seeks to build upon this artistic base and add more art and color to the project area. This will include the commission of new, student-produced murals and the installation of artist-inspired site furnishings (such as benches and waste receptacles). Street trees will be chosen to include ornamental and flowering species such as crepe myrtles that will add more color to the landscape.
- ◆ **NODE 2: Historic Jazz Shopping District.** The artistic inspiration of Node 1 is carried over into Node 2, with a shift from murals to historic jazz. In the first community meeting it was brought up that the Fairfax area used to be home to many live jazz music establish-

ments. This heritage will be explored in the alternative through artistic interpretation in the form of vertical sculptures in the median and customized district site furnishings. Street trees will match with the ornamental and flowering scale and color of those in Node 1.

4. Feedback Methodology

Feedback from the community meeting on August 29th was collected in two different ways. As the alternative boards were presented by DC&E staff, participants were invited to ask questions and comment in an interactive fashion. This commentary was transcribed by DC&E staff and included as part of the project record. A design elements form and checklist provided an additional feedback opportunity. This four-page handout provided space for overall comments and suggestions, and included design element check-box lists for each node of each design alternative. Participants were encouraged to put a check next to design elements they liked for the specific node and alternative. Some community members added “X’s” for ones they didn’t like, and many times added explanations in the paper margin. In addition, at the end of each check list were a few lines for adding general comments and questions about the specific node and alternative. This section summarizes the community feedback received regarding the three presented design alternatives.

5. Meeting Comments

The comments are summarized below for each of the two nodes for all three alternatives. The order is consistent with how the alternative boards were presented at the community meeting.

a. Alternative 1: Node 1

This was the first board discussed during the meeting, and many of the initial questions and comments focused on negative characteristics of the project area that community members would like to see improved in all alternatives. Three main topics of concern are car sideshow activity, disruptive homeless at the recycling center, and littering with off-campus loitering by Fremont High School students. The closure of redundant driveways for two gas stations on High Street was seen as a possible positive way for helping to reduce sideshow activity by reducing “audience” car areas. There was concern about the economic feasibility of convincing private gas stations to make this design change to their establishments. It was also questioned where the sideshows would move if they weren’t on these streets, with the activity seen as a larger scale problem that Oakland needs to address. With regards to the homeless, it was commented by several attendees that they gather to refund cans at the Bond & Bancroft recycling center and then continue to hang around the area. Adding benches and other site amenities near this location on the southern part of High Street was seen as a negative as it would encourage homeless loitering and possible encamp-

ments. Site furnishings could be phased in at a later time. As for the littering and loitering by Fremont High students near the school, the idea of adding more site amenities and gathering space for students immediately around the school to provide more “breathing room” was seen as a positive way to keep them from drifting across the street to other properties. Trash cans in particular were advocated by community members to help reduce littering.

Additional comments from community members focused on design elements specific to Alternative 1, Node 1. The idea of adding signage to encourage the use of southbound traffic to Courtland to connect to the 580/880 was seen as positive as it would reduce the traffic load on High Street. The one caveat was a concern that this increased vehicle movement on Courtland could negatively impact the safety of students being dropped off and picked up at a school on the northbound side of the street. On the southern part of High Street below Foothill Boulevard, one meeting attendee commented that this area is zoned “regional commercial” and that the widened sidewalks in this alternative are a benefit to development of that sort. When looking at the street trees on this part of High Street and throughout the project area, one community member was concerned that having large trees could block light at night and make the area less safe. DC&E staff responded that any final design would adhere to Oakland standards requiring certain distances between street lamps and trees. It was also noted that all the design alterna-

tives proposed the addition of pedestrian-scaled lamps which will increase the amount of lighting at night.

b. Alternative 1: Node 2

The presentation of Node 2 prompted significantly less discussion. The main areas of comment were the at-grade pavers, the parking meter timing on Foothill, and the empty lot at the corner of Fairfax & Foothill. When looking at the at-grade pavers, a community member queried whether or not this idea had been used anywhere locally. DC&E staff replied that their inspiration came from a project in Petaluma but they were not aware of any more local examples. Parking meter timing was not a DC&E presentation point, but something a community member brought up on their own in relation to having adequate time for shopping in the Fairfax commercial district. They felt as if two hours was not a long enough block of time for parking. The empty lot at the corner of Foothill & Fairfax was also seen as something that negatively impacts the commercial district. Having a new development there, as shown in all the design alternatives, was definitely seen as a positive.

c. Alternative 2: Node 1

The main topics of discussion when looking at this alternative node were altering the Courtland/High intersection, creating space around the high school for students, and reducing sideshow activity. Community members liked that the new alignment of Courtland/High in the alternative would slow

cars down on Courtland, but they want to make sure that drivers are still encouraged to take Courtland instead of High down to the freeway. It was also noted that there is a strange vacant space by High and Courtland that could be improved through this formalization of the intersection. Much as in Alternative 1 for Node 1, community members liked the idea of giving students more space and their own places around the school. There was a concern that having a student plaza space at the corner of Foothill and High might create a viewing area for sideshow activity, but another community member noted that most viewing of sideshows occurs while sitting in a car so people can flee the scene if law enforcement shows up. With regards to reducing sideshow activity, medians were perceived as a way to slow traffic down and create a physical deterrent in the roadway that could discourage sideshows.

d. Alternative 2: Node 2

The discussion of this alternative was brief, and the main design feature of interest to community members was the use of diagonal parking on Fairfax Avenue from Foothill to Bancroft. There was excitement about trying back-in diagonal parking on the street instead of the more common front-in diagonal parking. Whether or not this type of parking is something permitted by the City of Oakland was unclear.

e. **Alternative 3: Node 1**

The mural art idea elicited a positive reaction from some community members. One person wondered aloud why mural art couldn't be in all alternatives, and they were assured by DC&E staff that the preferred alternative could be a mix-and-match version of all the components they had seen thus far. Supplemental elements that people wanted to make sure were included in the alternative were trash cans, especially around the school, and interpretive history kiosks.

f. **Alternative 3: Node 2**

Pedestrian refuge islands vs. medians and the project timeline were the two main topics of discussion in relation to this alternative presentation. One attendee liked that the pedestrian refuge islands would make Foothill feel less closed in than it would with medians that ran the entire length. With regards to the project timeline, community members wanted to get an idea of how long it would be before something would get built. No definitive timeframe could be given by the City of Oakland at this time, but it was communicated that these are the early stages of the project and it will be several years before construction.

6. Voting Form Feedback

Feedback highlighting the check boxes most marked as well as those design options and themes with the most written comments gathered from the voting exercises are summarized below:

Alternative 2, the Medians alternative, was the one most cited by respondents in comments as being their favorite. Design features that people particularly liked in Alternative 2 were the Mi Pueblo Crossing and Pedestrian Plaza, Oakland Standard Street Lights and Banners, Gateway Markers at Foothill and Fairfax, One-Way Traffic and Diagonal Parking on Fairfax (especially back-in parking), Pedestrian Scaled Lights and Banners in the Medians, Planted Medians and Refuge Islands, Courtland and Ygnacio Traffic Calming Features, Street Trees on the South Side of Ygnacio, Church Plaza Improvements; Civic Site Furnishings, and Improved Crosswalks with Concrete Pavers. All of these features received at least three or more votes.

Several design features for Alternative 1 and 3 were also quite popular. For Alternative 3, these included Raised Intersection Pavers at Foothill and High, Ornamental Street Trees, Local Artwork Sculpture in Pedestrian Refuge Islands, Mi Pueblo Market Art Walk/Vendor Plaza, Foothill Blvd. Parking Lot Improvements (the teacher parking lot), and Mural Arts Improvements at the Football Field Wall. The favored design elements suggested in Alternative 1 were Street Lights with District Banners, Widened Sidewalks when Feasible, an additional Crosswalk at High and Ygnacio, Native and Drought-Tolerant Plantings, and Oaks Species Street Trees. As with those features listed as favorites for Alternative 2, all of these features received at least three or more votes.

While Alternative 2 was the most popular overall, the two associated node conceptual themes of Foothill Civic Corridor and Fairfax Antiques District were not the most popular theme options. For Node 1, the most popular theme was the Creek Linear Greenway Theme from Alternative 1, people commented that they “liked the idea of highlighting the creek” and that the “creek is a good identifying element”. This choice coincides with people’s positive voting response in relation to the Oak Species Street Trees and the Native and Drought-Tolerant Plantings associated with this conceptual theme. Coming in second place in terms of Node 1 voting popularity was the Mural Arts Theme for Alternative 3, although a couple of people specifically commented that they are not excited about this theme. Another community member suggested that the murals could be a way to get high school students involved in the community.

Looking at the most popular conceptual theme for Node 2, things are less clear. Alternatives 2 and 3 received the same number of positive votes for their associated Node 2 themes, and they both received negative votes as well. For the Alternative 2 Antiques and Craftsman Theme, people questioned if it was relevant as Fairfax does not have a cluster of antique shops these days. For the Jazz & African-American History Theme people similarly questioned the appropriateness as the area is no longer a center of jazz music and it is quite a multi-cultural neighborhood with an increasing number of Hispanic businesses. On the positive side, people liked

the art focus, and it was suggested that perhaps the existing theaters could be highlighted.

7. Conclusions

Based on the design alternatives feedback from the community meeting on August 29, 2007, DC&E will develop a preferred alternative. This design will build off of the most popular medians alternative form, also incorporating physical design features that received particularly positive feedback from the Widened Sidewalks and Pedestrian Refuge Islands alternatives. With regards to the preferred conceptual themes for each of the two project nodes, DC&E will further develop the Creek Linear Greenway Theme for Node 1, and for Node 2 the preferred theme will be a hybrid of the Antiques & Craftsman Aesthetic Theme with the Jazz & African-American History Theme. Per comments questioning the relevance of these two themes to the existing character of the Fairfax area, DC&E will further explore the key sources of inspiration in the neighborhood that can best highlight both the past and present aesthetic and cultural character of Node 2.

C. Community Workshop #3

On November 28, 2007 the third and final community meeting for the Foothill/High/Melrose Streetscape Design was held at Horace Mann Elementary School in Oakland, CA. The meeting was organized by Kimani Rogers from the Community Economic Development Agency (CEDA), and the meeting presentation and community participation was led by the staff of DC&E.

The Foothill/High/Melrose Streetscape Design preferred alternative was presented to the community at the meeting. This alternative was based on the design alternatives feedback from the second community meeting on August 29, 2007. The preferred alternative design was developed from the most popular Medians alternative, incorporating physical design features that received positive feedback from the Widened Sidewalks and Pedestrian Refuge Islands alternatives. DC&E further developed the Creek Linear Greenway concept theme for Node 1, and for Node 2 the preferred concept theme was a hybrid of the Antiques and Craftsman Aesthetic theme with the Jazz and African-American History theme, for more of a multi-cultural aspect. A discussion of the preliminary concepts for the streetscape themes will be included in the master plan document.

Following DC&E's slideshow presentation of the preferred

alternative, meeting attendees participated in a question and answer session to voice their feedback on the preferred alternative. These comments were recorded, and community members were given a comment card and a prioritization exercise. As available funding sources may preclude the construction of all improvements depicted in the preferred alternative presented, participants were asked to vote on the design improvement areas that they thought had the most priority.

Based on the comment card feedback, the top three priority areas in Node 1 were the Courtland Avenue Intersection Re-alignment; the High Street Greenway at Fremont Federation of High Schools (FFHS) Football Field; and the Foothill Boulevard and High Street Intersection Gateway Improvements. The top three priority areas in Node 2 were the Foothill Boulevard Median and Pedestrian Refuge Island at Congress Avenue; the Foothill Boulevard and Fairfax Avenue Gateway Improvements; and the Fairfax Avenue Street Paving and Pedestrian Improvements. Additional written and verbal feedback at the third community meeting focused on retaining street parking; the use of site furnishings that would not get stolen, facilitate crime or homeless loitering; crosswalk safety; and Fremont Federation of High Schools student pride and ownership of improved spaces adjacent to the school. Other topics of discussion at the community meeting included traffic congestion on High Street during commuting hours and fire truck access on High Street

B

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and Courtland Avenue. These two issues along with the possible triggering of an EIR for lane reduction have resulted in the elimination of the street narrowing of High Street in the Final Concept Plan. The street narrowing will remain in the final preferred alternative as the positive pedestrian benefits that it creates are worthy of recording for future analysis.

