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**Telegraph Avenue Study
Area: Planning
Reservations**

Elizabeth Deakin
Allen Jacobs

May 1990

University of California at Berkeley
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Working Paper 90-10

(formerly Studio Report 019)

Telegraph Avenue Study Area: Planning Recommendations

Elizabeth Deakin

Allan Jacobs



The University-Oakland Metropolitan Forum is a partnership of the University of California at Berkeley; California State University, Hayward; Mills College; Holy Names College; the Peralta Community College District; and the Oakland community.

University of California at Berkeley
Institute of Urban and Regional Development

TELEGRAPH AVENUE
STUDY AREA--
PLANNING RECOMMENDATIONS

Prepared by the
Members of the Introductory
Studio on General Plan Preparation

Professors:
Allan Jacobs
Elizabeth Deakin

City Planning 210
Spring Semester, 1988
University of California, Berkeley
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The University-Oakland Metropolitan Forum encourages faculty members to design assignments for graduate classes and studios that will result in valuable information and ideas for the Oakland community. The Forum proposes topics, brings teachers and students in contact with decision makers and users of the work, and supports the presentation and publication of the final designs and reports. This is one of those reports. The ideas expressed in this document are those of the students and do not necessarily represent the official position of the Forum Panels.

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INTRODUCTION

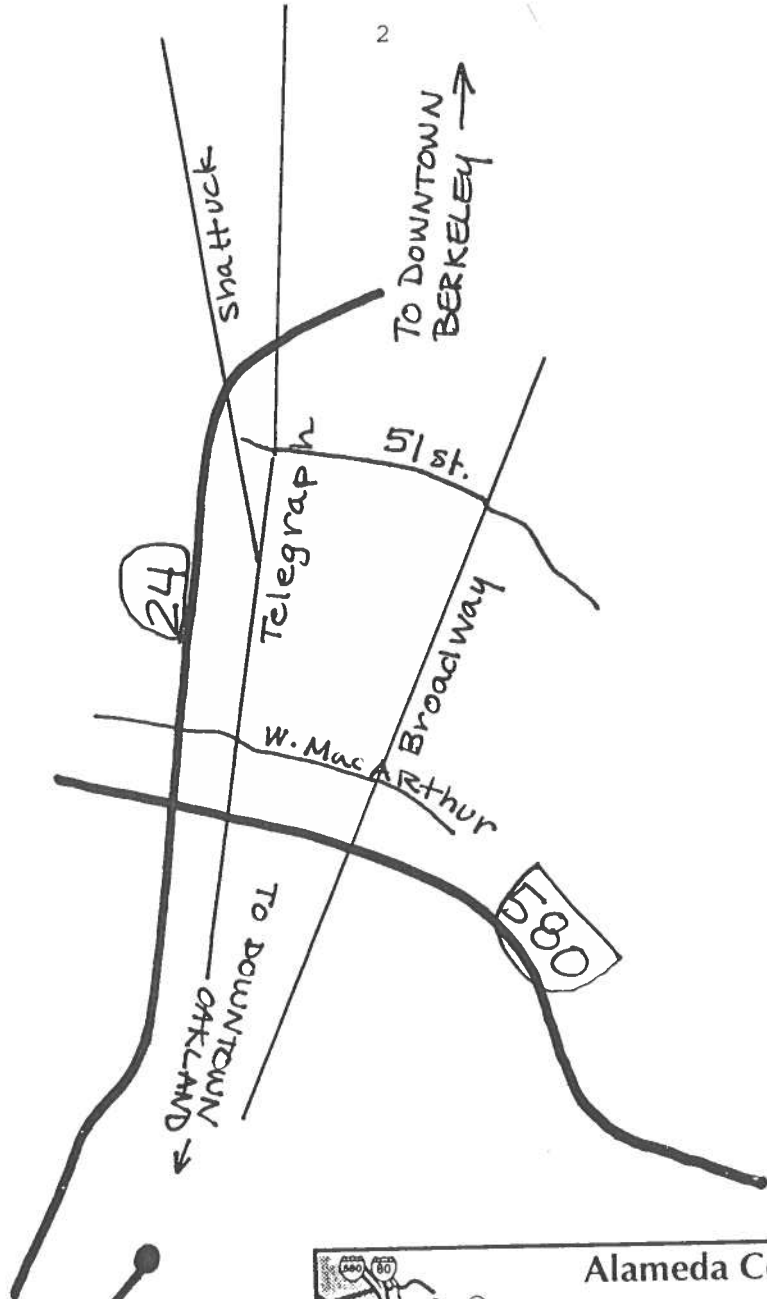
During the Spring Semester of 1988, the students in City Planning 210, the introductory studio on general plan development at the University of California, Berkeley, studied the Telegraph Avenue neighborhood in North Oakland. This area is bounded by the Grove- Shafter Freeway on the West, the MacArthur Freeway on the south, Broadway on the east, and 51st Street on the north. (See Illustration 1.) The studio's purpose was to introduce students to the methods, processes, and issues involved in the development of a General Plan. The studio analyzed the physical and social characteristics of the neighborhood, identified problems and opportunities facing it, and met with community representatives to understand their perspective and desires for their neighborhood. Studio members then developed policies, implementation measures, and designs of sites whose development or redevelopment could be important in strengthening the neighborhood.

This report is organized into the following sections:

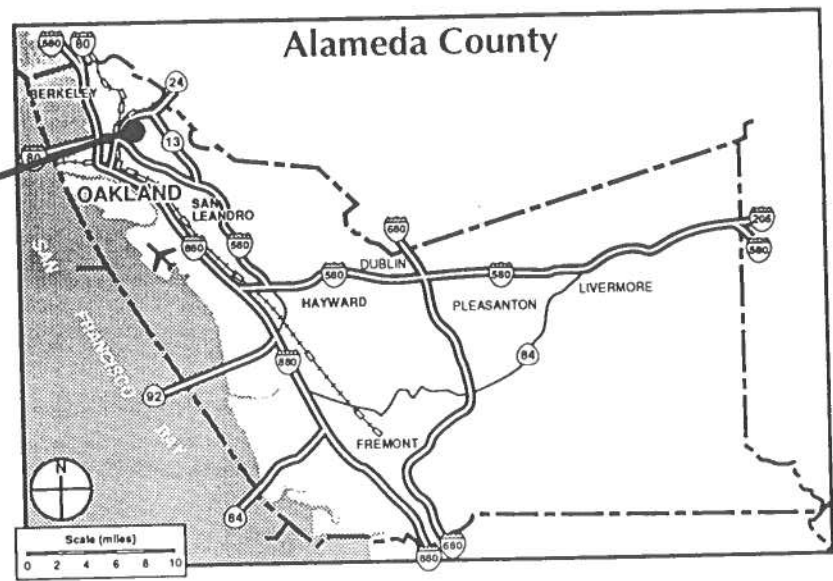
- o background and history of the study area;
- o land use concepts and their application to the study area;
- o housing and residential uses and proposals;
- o commercial uses and proposals;
- o streets and "streetscapes".

The proposals contained in this report do not make a complete plan. Within the time frame of a single course in a single semester, we focused on the future use of land, pattern of traffic, development of housing, and design of streets and public ways and did not address directly issues of safety, conservation and open space, and parks. Likewise, the information collected and analyzed was limited by the restricted time available. While the studio conducted neighborhood reconnaissance, reviewed census data, interviewed a limited number of local residents and business- people, and gathered basic data on available services, our analysis did not include a detailed market analysis, citizen surveys and citizen participation, or involvement of city officials and staff- -all things that should be included in the process of developing a general plan for the neighborhood.

The members of the studio hope, however, that elected officials, private developers, city planning staff, and local residents and property owners will use the work contained in this report, if not as the basis of planning in the area, then at least as the starting point for discussions on the future development of the Telegraph neighborhood. Indeed, in several sections of the document we have presented alternative proposals for the same location. For example both commercial development and a residential alternative are proposed for the air space over the MacArthur BART station. Other ideas are provided to stimulate a rethinking of how the neighborhood space might be used. The concept of street redesign for shared use by autos and pedestrians is such an idea.



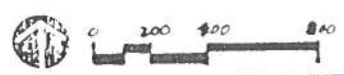
Study Area Location



COUNTY MAP COURTESY MTC

TELEGRAPH STUDY AREA

ILLUSTRATION
1



I. BACKGROUND

One of the most important steps for the planning staff in charge of the development of a general plan is the collection and analysis of information about a community. Since this was an introductory studio on general plan preparation, much of the semester was spent on the gathering and analysis of information on the character of the neighborhood. The studio began with a general "reconnaissance" of the study area; class members walked the streets of the study area, noting the character of development, the land uses found there, and some of the potential problems and opportunities facing the study area. The studio then broke up into smaller groups to look at various other aspects of the community, including housing conditions and densities, community services, commercial land uses, urban design, transportation, and population and housing characteristics. Based on these more detailed investigations, the studio identified the following problems and opportunities in the study area.

Character of the Study Area

The Telegraph study area shown in Illustration 1 is located in the northern part of Oakland, California. Its boundaries are defined by major transportation facilities: the Grove-Shafter Freeway on the west, the MacArthur Freeway on the south, Broadway on the east, and 51st Street on the north. The study area is relatively flat with a gentle slope to the south and west. Portions of the two streams that cross the study area can still be found (if one looks hard enough). Temescal Creek can be seen just north of 51st Street before it enters a pipe and travels under the former Vern's Market site at 51st and Telegraph. The west branch of Glen View Creek, which traveled along the eastern edge of the study area, can still be found to the west of Broadway just north of Mosswood Park.

History. The study area was originally part of the Peralta family holdings. In the 1860's, the major axes of Telegraph Avenue and Broadway and the first subdivisions for urban development were laid out. The first streetcar line was extended along Telegraph Avenue to Temescal Creek in 1870; its terminus there formed the nucleus for the business district still located at Telegraph and 51st Street. Subdivision continued in the area and the homes built were primarily single-family. Many of these homes were built by the Italian immigrants that came to the area in the late 1800's. The Italian fraternal halls on Claremont and Shattuck (the latter is now the Omni Club) and the Italian delicatessens still found along Telegraph are reminders of that wave of settlers.

By the 1900's, most of the current street pattern was in place and the area became tied to regional transportation facilities. The first was the construction just after the turn of the century of the Key Route streetcar line on 40th Street linking the study area to the San Francisco ferry. After the construction of the Bay Bridge in 1936, Moss Avenue and 36th Street were joined at Telegraph to make the primary approach to the bridge. After World War II, this street was renamed MacArthur Avenue. The motels still found along MacArthur are a remnant of this earlier role.

After World War II, the ascendancy of the automobile led to the construction several important transportation facilities. In the late 1940's the Key Route streetcar lines were torn up and in the early 1960's, Highway 580 was built along the southern edge of the study area. It was joined by the Grove-Shafter Freeway and the MacArthur BART station at Telegraph and MacArthur in the late-

1960's. In the late 1970's, 51st Street was widened and realigned to serve as an east-west arterial carrying traffic from the neighborhoods to the east to the Grove-Shafter Freeway.

Land Use. The majority of the land in the study area is used for residential purposes although there are significant amounts of commercial uses and several large institutions (Illustration 2). The residential areas become more uniformly single-family in character as one goes to the northeast. Although many single-family homes throughout the study area have been converted to multi-unit structures, this conversion has happened more frequently in the southern and western parts of the study area. Apartment buildings are found primarily along major streets, most noticeably on the western part of 40th Street, as well as near the Temescal and Broadway shopping districts.

Commercial uses are found along all the arterial streets in the study area, with clear shopping districts at 51st and Telegraph (the so-called "Temescal" area), at 40th and Broadway near the BART station, and along Broadway. The Temescal district, which has the greatest concentration of older commercial buildings in the study area, serves primarily as a neighborhood shopping district as does the smaller district at 40th and Telegraph. The commercial district along Broadway is more regionally-oriented, with many the automobile and home furnishing businesses.

Shoppers who live within the planning area have a choice between the neighborhood shopping opportunities in the planning area and other nearby districts. The most successful of those are located along Piedmont Avenue to the east and along College Avenue to the north. These two districts contain commercial uses that are now absent within the planning area. Foremost among those uses are supermarkets and drugstores. The planning area has no supermarket--although Vern's Market was located until recently on the corner of 51st and Telegraph--and only small drugstores on Telegraph at 40th and on Broadway at 40th. The nearest supermarkets are located northeast of the planning area at the Rockridge shopping center and on College Avenue.

Neighborhood shopping opportunities within the planning area include restaurants, convenience stores, fast food outlets, repair shops, and personal services. Many of the commercial buildings on Telegraph are vacant or occupied by uses that require low rents (e.g., used and surplus clothing and automobile parts). Recent construction within these shopping districts has not matched the historic character of development there. The most recent building in the Temescal district, for example, is a low, one story building separated from the street by parking. Existing buildings there are primarily two to three story masonry and wood structures built up to the street right-of-way.

Although the Temescal district seems to be losing in its competition from the nearby College and Piedmont Avenue shopping areas, there are several possibilities for revitalization. The existing historic buildings and their (for the most part) unbroken streetwall present an opportunity for the creation of a revitalized, pedestrian oriented shopping area. This revitalization could be supported by the development of increased housing in the vicinity. The 40th Street shopping area could also build on its existing building character as well as its proximity to the MacArthur BART station.

Transportation. On the whole, the study area is well served by available transportation facilities. The MacArthur Freeway which borders the study area on the south links it with San Francisco and the rest of the East Bay area. The Grove-Shafter Freeway, which forms the western edge of the study area, links the area with the cities of eastern Alameda and Contra Costa counties. Telegraph Avenue and Broadway provide direct routes to downtown Oakland and to the Berkeley campus and Rockridge area, respectively. The bus routes of AC Transit also cross the area providing connections with downtown Oakland, Berkeley, Alameda, Albany, and San Francisco. The MacArthur BART station in the southwest corner of the study area links it to the parts of the Bay Area served by the rapid transit district.

While these major transportation facilities provide the area with good access to the rest of the Bay Area, they have negative aspects as well. The increasing reliance on the automobile has meant increased traffic levels on the major streets in the study area and concomitant increases in noise and air pollution. In particular, the construction of the freeways that form the western and southern edges of the study area has affected the "livability" of the area near them. Further, the freeways have created a clear visual and psychological barrier between the study area and the neighborhoods to the west and south where they were once connected.

While the local streets are in a grid pattern, it is a grid that is very irregular. Many of the intersections are at right angles as in the traditional grid and most blocks are rectangles or squares. The street pattern, however, has a number of differently angled streets and few internal streets more than a few blocks long are completely straight throughout the study area. This pattern reflects both the incremental development of the street system and the fact that Telegraph Avenue and Broadway, the two major surface streets in the area, are not parallel. While some subdivisions in the area were oriented towards Telegraph, others were oriented towards Broadway. Streets within the planning area are relatively uncongested, even at rush hour. The lack of congestion means that fewer cars will use the primarily residential streets in the center of the planning area as shortcuts although this does happen. Most intersections function well although some present problems because of their layout. The intersection 45th and Telegraph, for example, has traffic conflicts between south bound traffic and left turns onto Shattuck Avenue.

Community Facilities. The study area is well-served by a number of community facilities. Emerson Grammar School, Carter Middle School, and Oakland Technical High School are located within the study area. Mosswood Park is located in the southeast corner of the area. The City of Oakland runs a community arts facility and a swimming pool on 45th Street. Several hospitals are located to the south on "Pill Hill" and Children's Hospital is located to the west. Because it is a well established community, the study area has a full range of public utilities serving it. The East Bay Municipal Utility District serves the area with sewer and water while Pacific Gas and Electric supplies the area with gas and electric power.

Social Characteristics. Oakland is an ethnically and economically diverse community. While blacks made up almost half the city's population in 1980, there were also substantial white, Hispanic, and Asian populations. Professional and blue-collar workers were almost equally represented among the workers of the city in that year.

While the city as a whole is ethnically diverse, one population group predominates in most of its neighborhoods. The study area, however, both reflects and embodies this diversity. The following table shows the ethnic make-up of the study area and the city of Oakland as a whole.

	Study Area	Oakland
White	46%	35%
Hispanic	7%	10%
Black	41%	47%
Asian	8%	8%
Other	5%	7%

Source: 1980 U.S. Census

The two census tracts to the north and west of the study area illustrate the predominance of one group over others that characterizes most neighborhoods in Oakland. The Rockridge area just to the north was 76% white in 1980 while the census tract to the west of the Grove-Shafter Freeway was 77% black.

Employment rates show a similar pattern. The city rate of 91% was only slightly higher than the 90% employment rate in the study area in 1980. In Rockridge, on the other hand, the employment rate was 96% and the rate to the west of the freeway was only 81%.

Similarly, occupational categories in the study area more closely resemble the city's than surrounding neighborhoods. The following table shows the general occupational groupings and percentages for the study area, Oakland as a whole, the Rockridge area, and the census tract to the west.

	Study Area	Oakland	Rockridge	West
Professional	26%	26%	41%	10%
Clerical	32%	34%	34%	33%
Service	18%	15%	11%	29%
Blue-Collar	23%	24%	14%	27%

Source: 1980 U.S. Census

The percent of employed residents in the study area in the professional and blue-collar categories are almost identical to the percentages in those occupations in the city as a whole. Rockridge, on the other hand, shows a much greater concentration of professionals and much less of a concentration of blue-collar workers. The census tract to the west shows the opposite relationship of professional and blue-collar workers.

Community Concerns

The studio met with representatives of the North Telegraph Coalition twice and talked with residents and business people in the area during our trips there. The following themes were often expressed as important characteristics to be

preserved or as issues that needed to be resolved by any planning effort for the area. In particular:

- o They liked their residential areas.
- o They wanted Telegraph to be an attractive shopping district.
- o They wanted the prostitution on MacArthur and Shattuck GONE!
- o They wanted NO MORE fast food outlets on Telegraph.
- o They wanted NO MORE gas stations, car repair shops, car washes, etc., on Telegraph.
- o They worried that high density housing and office would create traffic congestion and parked cars would fill their neighborhoods.

URBAN DESIGN - EXISTING LAND USE



INSTITUTIONAL



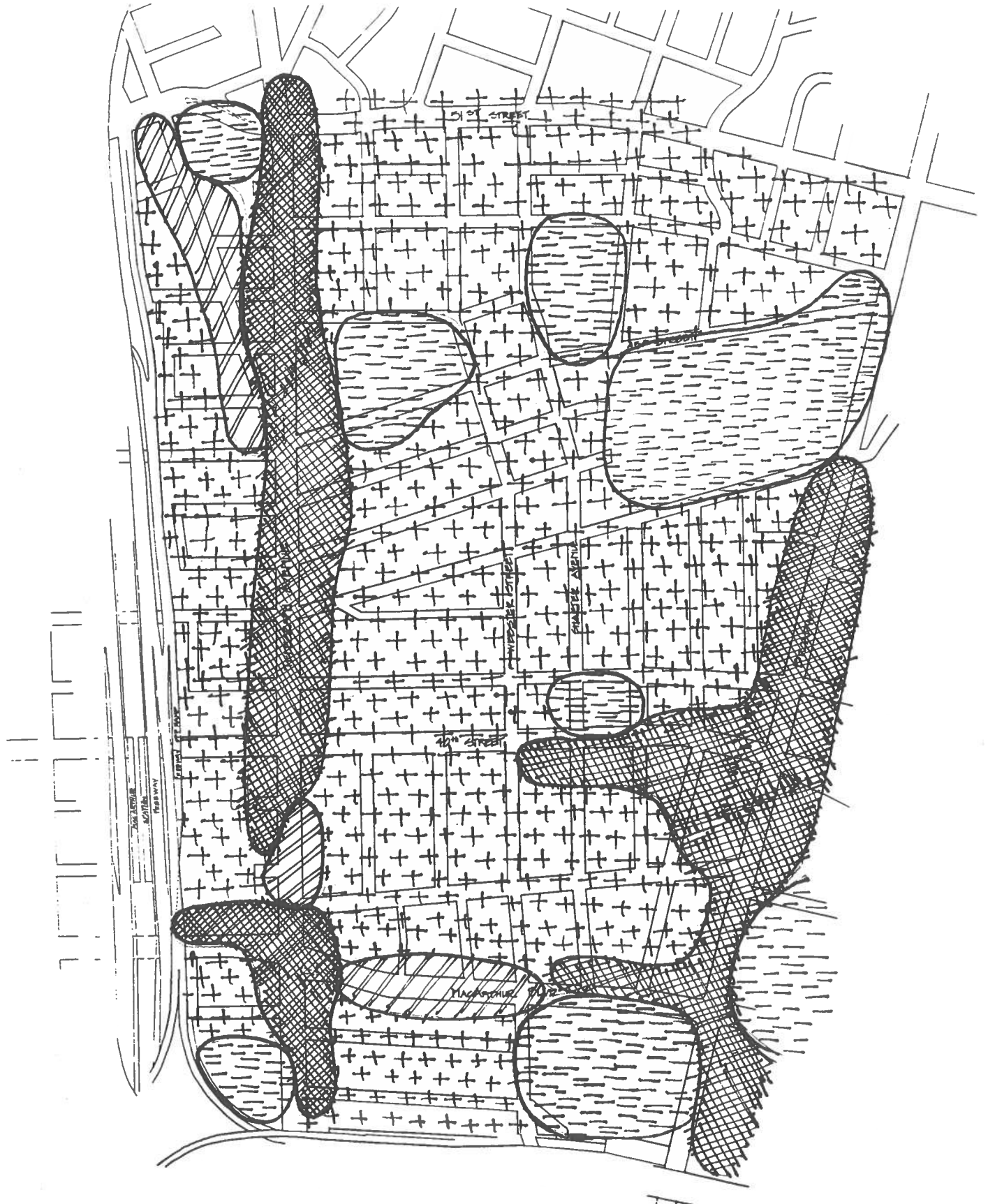
COMMERCIAL



COMMERCIAL/HOUSING



HOUSING



TELEGRAPH STUDY AREA

URBAN DESIGN
Existing Land Use



ILLUSTRATION
2

Our Conclusions

The preceding section summarized the information the studio gathered and the character of the study area as well as the concerns expressed by community members. Based on this information and our reconnaissance of the area, we made the following conclusions about the character and the problems and opportunities facing it.

- o The study area is a stable, low density residential neighborhood with well-maintained homes.
- o The study area has excellent access to the region's transportation system via the Grove-Shafter and MacArthur freeways, AC Transit, and BART.
- o The study area has clear boundaries and sense of neighborhood and urban form.
- o The Broadway shopping district is a successful regional shopping area specializing in automobile and home furnishing sales.
- o Commercial uses along Telegraph Avenue in the study area are losing in competition with other shopping districts (particularly College Avenue in Rockridge and Piedmont Avenue just to the east of the study area).
- o Telegraph Avenue, however, has a good base on which to build successful neighborhood shopping centers. The Temescal shopping area between 45th and 51st has a number of interesting historical buildings with a clear sense of center and good access for shoppers. In addition, there is a large vacant parcel at the corner of 51st and Telegraph (Vern's Market). If developed in a way that links it to the historic character and existing uses in Temescal, it could be a real asset to the success of this shopping area. The smaller center at the intersection 40th and Telegraph could also form the nucleus of another successful center along Telegraph and could benefit from the sympathetic development of the adjacent BART parking lot.
- o Streets are relatively uncongested even at rush hour, but some intersections are a problem because of layout; and some interior streets are used as short cuts.

II. LAND USE CONCEPT

Based on the information gathered, community concerns, and problems and opportunities we identified, the studio developed a preliminary set of goals and policies for housing, commercial uses, urban design, streets, and community services. The land use concept that we propose is based on these goals and policies and ties them together in a consistent and workable plan.

Neighborhood Concepts. To help develop a map of suggested land uses, we used a series of conceptual maps. These maps show the areas of concentrated activity, general patterns of land use in the area, access to the area, and the focus of the area.

Four neighborhood concept maps examine some basic concepts of neighborhood patterns and then compared these to typical neighborhood patterns in Oakland and in the Telegraph Study Area. These were used to develop our proposed neighborhood concept for the Telegraph Study Area.

The Self-Sufficient Neighborhood

This map (Illustration 3) embodies one kind of classical neighborhood design. It is inward oriented. Except for employment areas and major shopping needs, this neighborhood contains most of the facilities needed to serve it.








- o Activities are located in or near the center or hub of the neighborhood. Activities include schools, parks, public service areas, and neighborhood shopping areas.
- o A residential area surrounds this hub and is served by the above activities.
- o Local public transportation allows access from the center to other commercial areas and neighborhoods in the city and region.
- o Major roads on the periphery of the neighborhood allow easy access to other parts of the city. Minor roads connect residents to the hub and to the peripheral major roads.

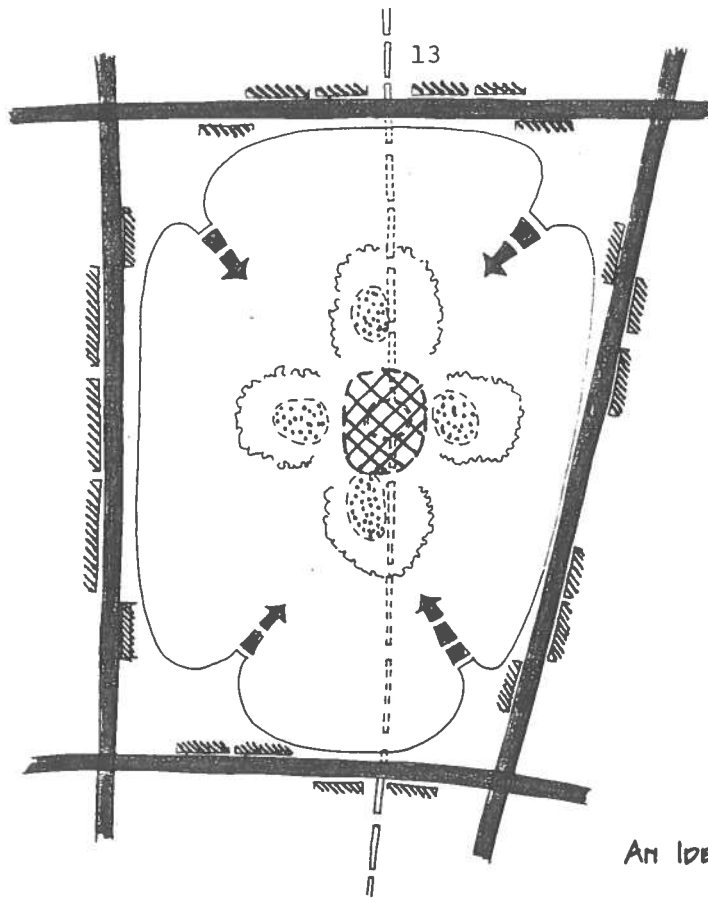
Oakland Neighborhood Pattern

The general neighborhood pattern in Oakland can be seen on a City map and was evident in the Study Area before the construction of Highway 24 essentially divided the existing neighborhood (Illustration 3).

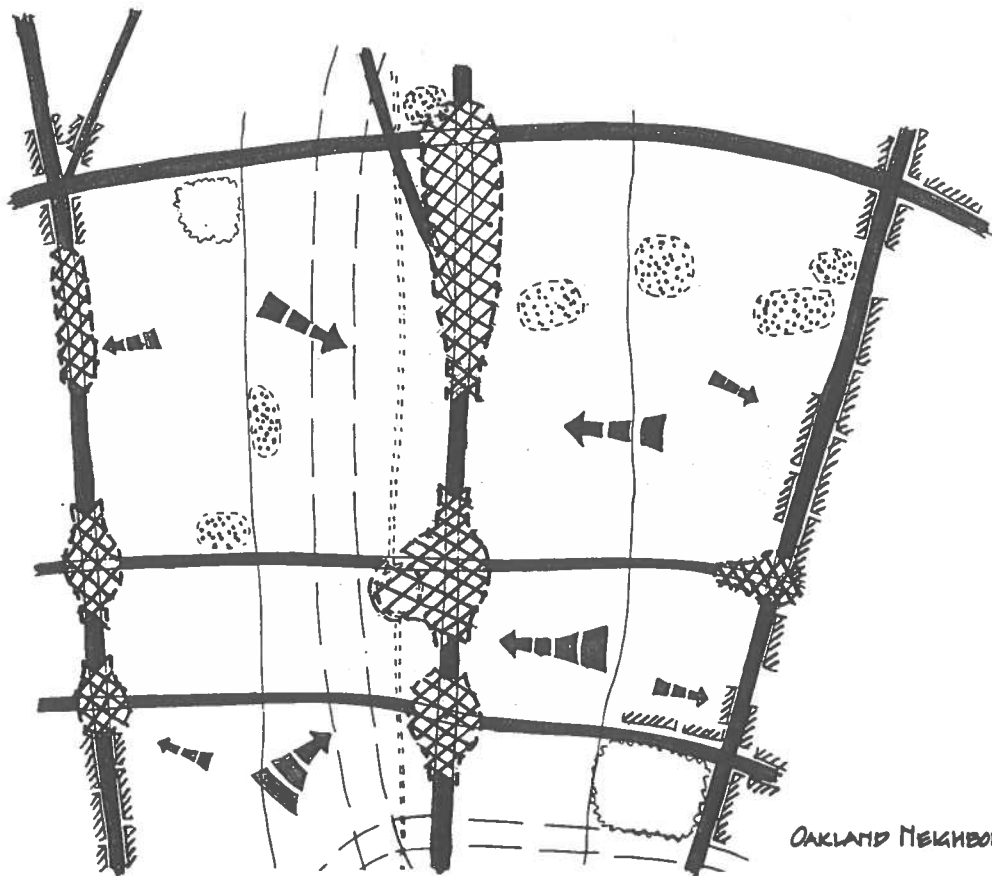
- o Streets (like Telegraph) are the hub with major local transportation and neighborhood commercial development along them.
- o Regional shopping is located on the outer edges of neighborhoods on other major streets such as Broadway and Martin Luther King.
- o Each neighborhood has its own residential area, schools, public services, and parks.

URBAN DESIGN - NEIGHBORHOOD PATTERNS I & II

- | | |
|---|-------------------------------|
|  | COMMUNITY COMMERCIAL/RETAIL |
|  | BART |
|  | PUBLIC SERVICE |
|  | NEIGHBORHOOD/USER ORIENTATION |
|  | REGIONAL COMMERCIAL |
|  | ROADS |
|  | GREEN/OPEN SPACE |



AN IDEAL NEIGHBORHOOD



OAKLAND NEIGHBORHOOD PATTERN

TELEGRAPH STUDY AREA

URBAN DESIGN
Neighborhood Patterns I

ILLUSTRATION

3



Existing Neighborhood in the Study Area

This map shows the existing pattern of transportation, land use, and facilities (illustration 4). It notes patterns in the neighborhood as it exists today:








- o Public services and schools are in a central location surrounded by the residential areas.
- o Broadway and the Freeway act as barriers along three sides of the neighborhood.
- o Auto-oriented regional shopping is the main commercial emphasis on Broadway (west side of neighborhood).
- o There are scattered neighborhood shopping nodes along Telegraph (east side of neighborhood).
- o BART is a peripheral part of the neighborhood.
- o Medium and high volume traffic streets cut through the residential area.
- o The local public transportation system is good but is oriented to the edge of the neighborhood.
- o The residential area has not undergone major density changes since initial construction.

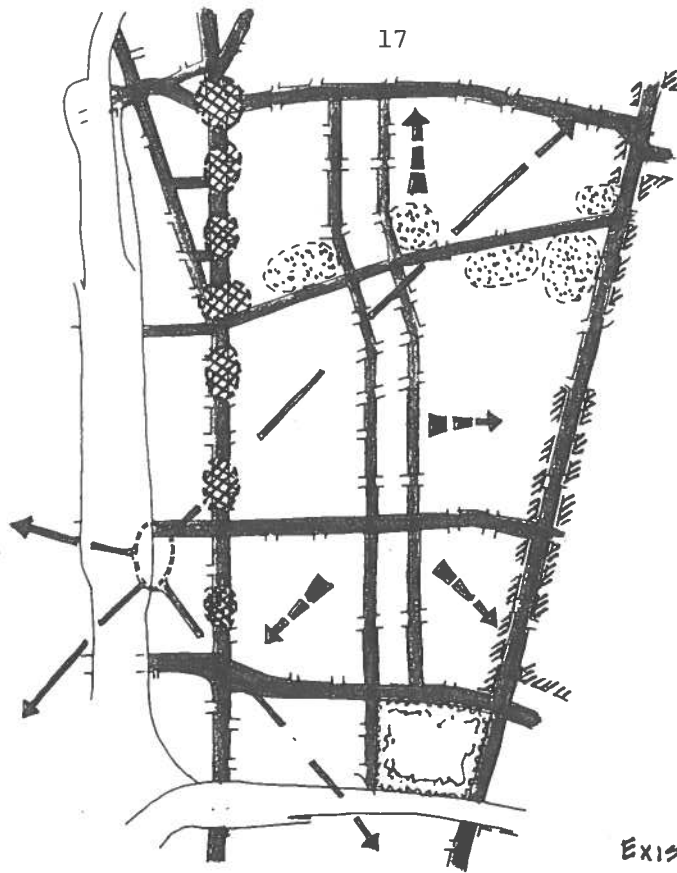
Proposed Neighborhood Changes

Using the first three neighborhood concepts and other data gathered by the studio group, we propose changes for the Telegraph Study Area. Our concept strengthens the relationship between the residential areas and the neighborhood commercial areas along Telegraph (Illustration 4).

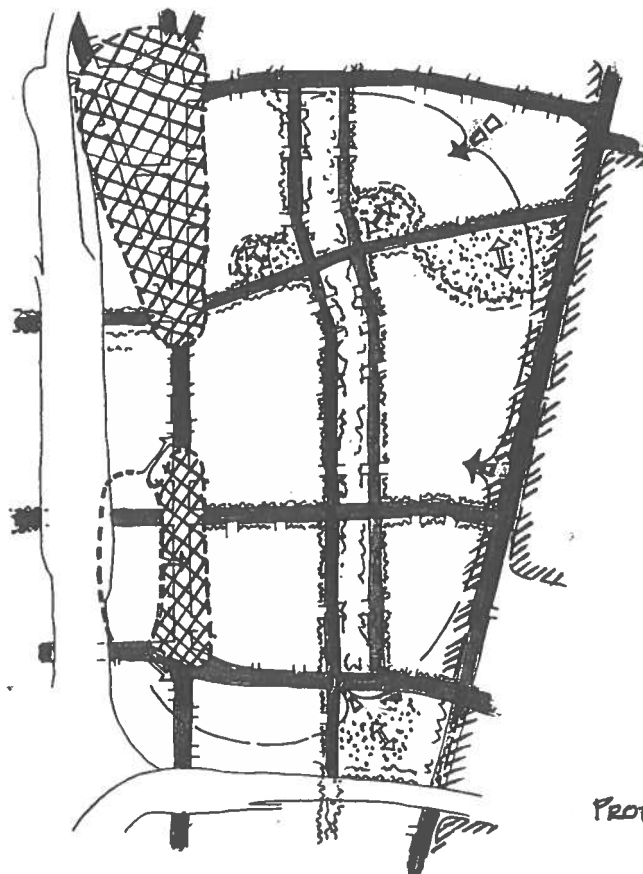
- o Two intense neighborhood commercial focal points are developed along Telegraph with a mix of commercial and residential uses between them.
- o BART air rights are developed to increase the station's connection to Telegraph and the Study Area's residential area. This development provides an opportunity to increase activity along Telegraph by bringing in more residents and employees.
- o BART becomes a more obvious element in the neighborhood's transportation system.
- o A landscaped corridor through the middle of the residential area enhances and links the public services and schools with the entire residential area.

URBAN DESIGN - NEIGHBORHOOD PATTERNS I & II

-  COMMUNITY COMMERCIAL/RETAIL
-  BART
-  PUBLIC SERVICE
-  NEIGHBORHOOD/USER ORIENTATION
-  REGIONAL COMMERCIAL
-  ROADS
-  GREEN/OPEN SPACE



EXISTING NEIGHBORHOOD



PROPOSED NEIGHBORHOOD

TELEGRAPH STUDY AREA

URBAN DESIGN
Neighborhood Patterns II

ILLUSTRATION

4



- o Linear parks and increased use of trees on the more prominent cross streets connect the residential area with the neighborhood commercial uses along Telegraph and the regional commercial uses along Broadway and MacArthur.
- o The green corridor and commercial nodes on Telegraph make the neighborhood more self-contained.

Implementing the proposed neighborhood concept would make the Telegraph Study Area a more liveable place and would not isolate it from surrounding neighborhoods. The proposed changes would make the study area a special place along the Telegraph corridor between downtown Oakland and Berkeley. It would increase the viability of the study area's commercial areas and work with the assets of the residential area to benefit and strengthen the entire neighborhood.

Land Use

The land use map (Illustration 5) shows what could result from the implementation of the commercial, housing and service goals and policies developed for the Telegraph study area. It reflects what could be as opposed to what is. The basic concepts of this land use plan include:

- o Preserving and maintaining existing residential areas.
- o Concentrating commercial activities along the two north-south avenues bordering the study area, with Telegraph Avenue becoming the focus of neighborhood and community commercial activity and Broadway remaining a regionally oriented commercial area.
- o Further concentrating neighborhood and community retail activities along Telegraph into three "nodes": a district stretching from 45th to 51st, two secondary "nodes" centered on 40th and Telegraph and Alcatraz and Telegraph.
- o Emphasizing office uses along MacArthur Boulevard, especially medical-related offices to serve the nearby hospitals.
- o Gradually transforming all of 40th Street from mixed housing and commercial into a high density residential area from Telegraph to Broadway.
- o Use the air space over the BART parking lot as a site for a large development. Two plans with different uses are proposed.

URBAN DESIGN - PROPOSED LAND USE



PUBLIC SERVICE



OFFICE



REGIONAL COMMERCIAL



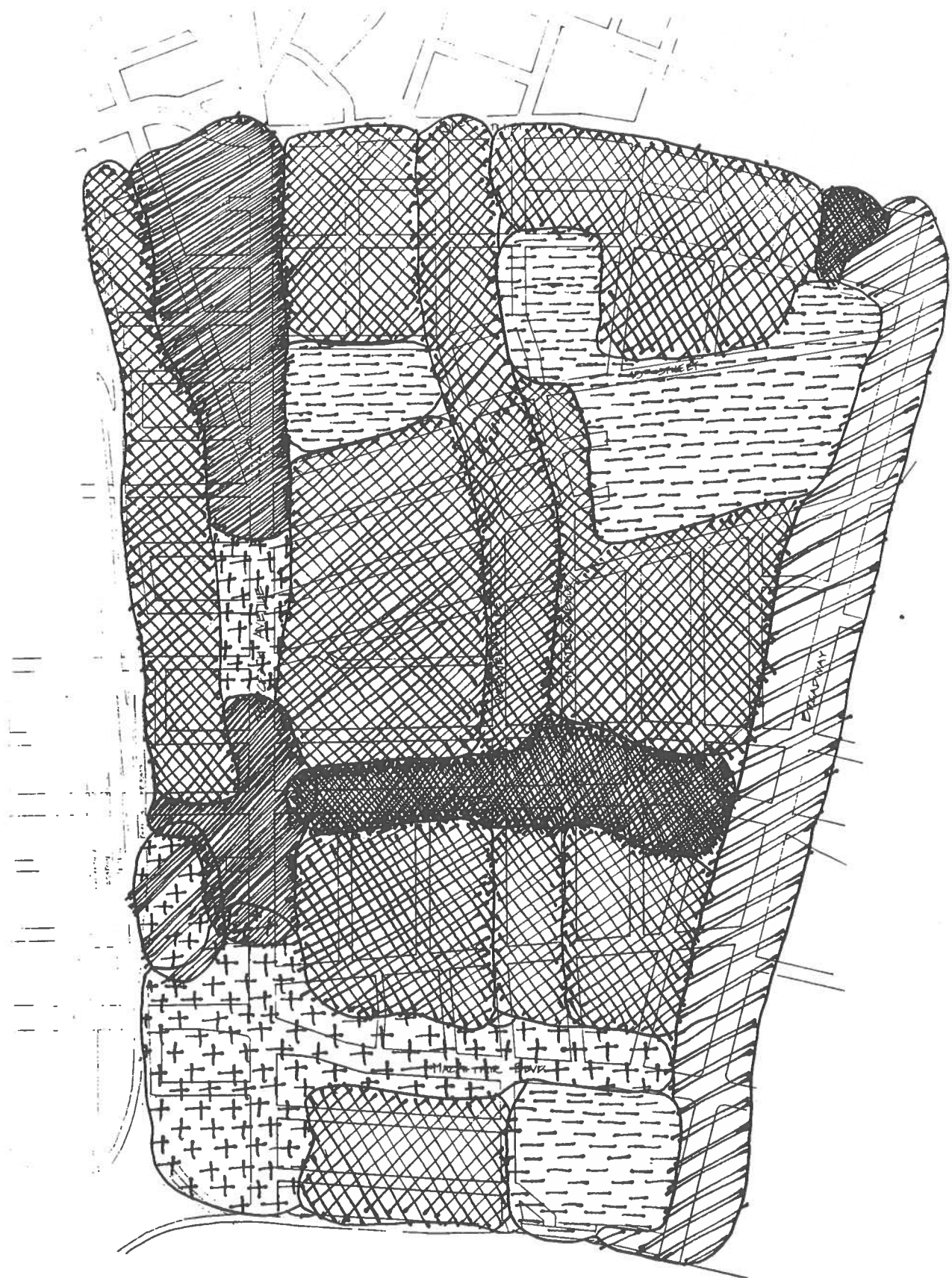
NEIGHBORHOOD COMMERCIAL



SINGLE FAMILY RESIDENTIAL



MULTI-FAMILY RESIDENTIAL



TELEGRAPH STUDY AREA

URBAN DESIGN
Proposed Land Use

ILLUSTRATION

5



III. HOUSING AND RESIDENTIAL LAND USE

Existing Conditions

The housing stock is generally in sound condition, and is one of the area's greatest resources. While the area is overwhelmingly single family in character, multifamily apartment buildings of all sizes are found throughout the area, especially on the larger streets. Detached second units are often found on single family lots. The 1980 census indicates that about half the area's residents are owner-occupiers, while the other half rent their homes.

Housing in the area is still "affordable" according to Bay Area standards. Because of the quality and affordability of the housing stock, there is concern that current residents--and those in the same economic class as present residents--will be priced out of the area. The housing policies, therefore, are designed to maximize the diversity of housing tenures, sizes and prices by maintaining and encouraging additions to existing housing opportunities. Expanding the supply of housing in the area will also work to reduce pressure on the existing housing supply and should serve to keep rents and prices from soaring.

Increasing the amount of housing in the area will also benefit commercial development, especially retail businesses. Telegraph Avenue retail ventures face competition from a number of nearby revitalized commercial strips: Piedmont Avenue, College Avenue, Martin Luther King Way. A larger population in the study area will help offset this competition by increasing the market for local businesses.

Goals

Equity: maintain and encourage additional housing opportunities for present residents, and those with incomes similar to present residents.

Opportunity: a substantial amount of housing can be built without destroying current neighborhood patterns.

Vitality: a greater number of people residing near commercial streets will increase the vitality of the area since the commercial areas will be used both day and night leading to safer neighborhoods for all residents, and a clientele for community businesses.

Proposed Policies and Implementation: Housing and Residential

H-1. Maintain Existing Housing Opportunities.

Implementation

(A) Maintain existing units, in both commercial and residentially zoned areas.

(B) Ensure that existing housing remains sound. This can be accomplished through maintenance/rehabilitation programs including education and information about existing programs, technical assistance and low interest loans.

(C) Ensure that existing housing is not replaced by more expensive units. One way is to use demolition/conversion controls which would require permit and public hearing prior to removal of any housing unit, and would require replacement with a unit with similar rent.

(D) Protect historic buildings through controls on demolition, renovations of buildings and facades, and the use of design guidelines.

(E) Ensure that the present residents can remain in the area. Strengthening local rent and eviction controls, education and advocacy as to existing state and local rights and remedies, and housing code enforcement are some ways to accomplish this.

(F) Zone close to what presently exists.

(G) Encourage additions to housing stock to reduce pressure on existing stock. (See Goal I for implementation.)

H-2. Add housing on the commercial streets--Telegraph, MacArthur, Broadway and 40th Street.

Implementation

(A) Along commercial streets, change zoning ordinance to encourage mixed-use structures in commercial nodes, with residential uses on upper floors.

(B) Encourage higher residential density along commercial streets in non-commercial node areas through zoning changes and by providing incentives to build affordable units.

(C) Allow spot redevelopment to intensify number of units on a parcel (redevelop MacArthur hotels to make better use of land? redevelop Shattuck between 45th and 50th Streets to preserve the existing housing or provide other low income housing opportunities?)

H-3. Add a mix of market-rate units and units affordable to low and moderate income households to the existing housing stock.

Implementation

(A) Encourage the building of multi-story structures along commercial strips, with upper levels used for housing.

(B) Provide incentives to those who build affordable housing such as waiving or adjusting parking requirements for elderly housing or for housing within walking distance of BART.

(C) Require developers of more costly housing to include some affordable units.

(D) New units should be diverse in terms of size, number of bedrooms, and tenure.

(E) Encourage innovative forms of home ownership, such as limited equity cooperatives.

(F) Limit condominium conversions to ensure a sufficient supply of rental units if vacancy rates drop below an acceptable minimum.

H-4. Encourage accessory units on lots within single family zones.

Implementation

(A) Change zoning to allow second units as of right.

(B) Provide more definite standards in zoning ordinance as to allowable design of second units (e.g. small size, protection of privacy of neighbors, parking standards).

(C) Provide incentives to build second units, such as relaxation of off street parking requirements and allowing requirements to be filled by tandem parking.

(D) Provide information about state law/loan programs to those who want to build second unit.

H-5. Require that new units be designed to fit within the context of the presently built environment.

Implementation

(A) New housing, such as we propose for the BART station air rights and any infill sites, is to be designed to enhance the existing housing stock, without visual clashes detrimental to the existing sense of the neighborhood.

The implementation of these policies is illustrated in the following map (Illustration 6).







Sites for New Housing

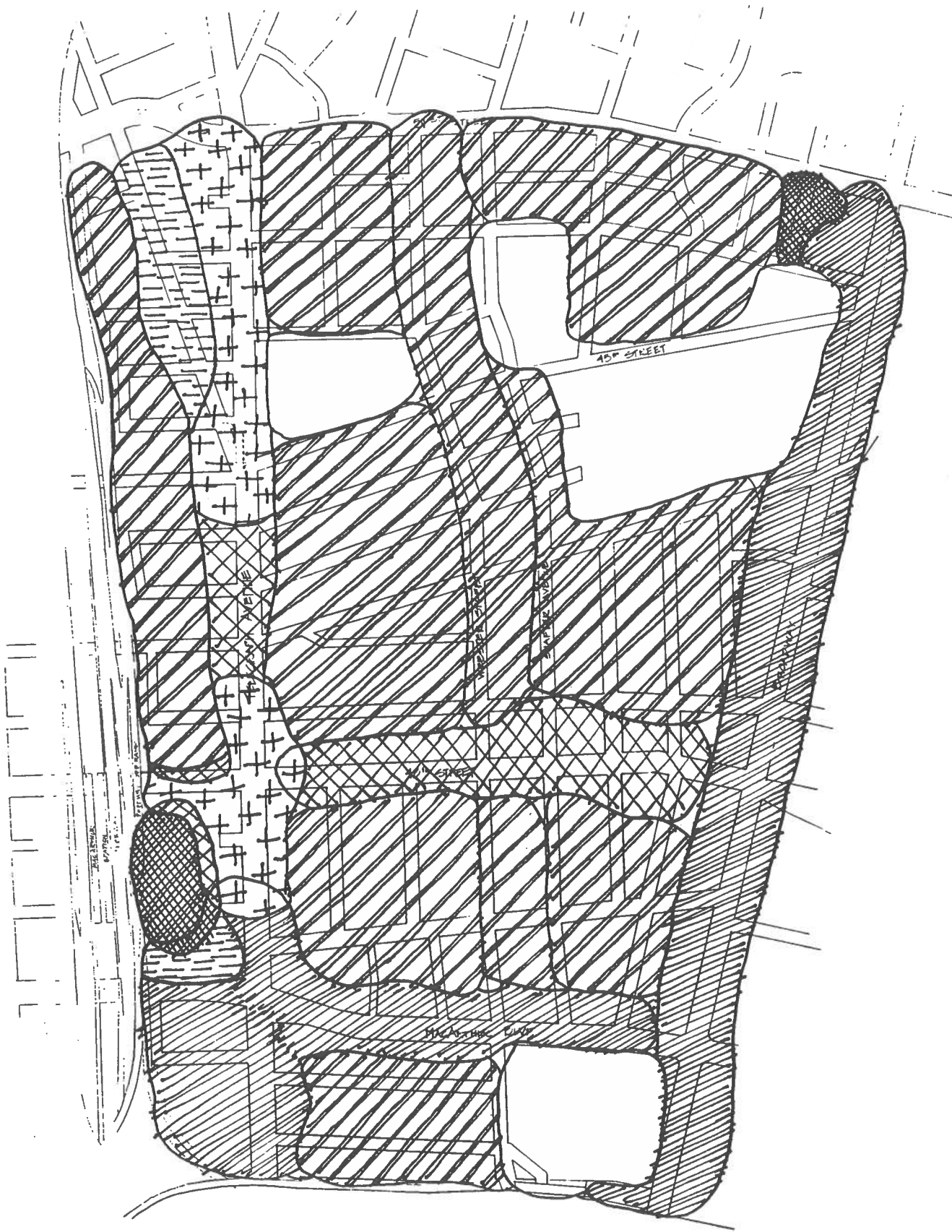
A survey was made to find vacant and underused parcels where housing could be constructed within the Study Area, as well as along the Telegraph corridor to the Oakland-Berkeley border. The following map (Illustration 7) shows the location of such parcels. This is a preliminary survey simply indicating the probable extent of land available for more intensive use as housing. Additional opportunity sites for housing may be found. Some indicated here may prove to be unsuitable.

Second Units

While most new units would be built along the commercial streets, the interior single family area provides an opportunity to provide additions to the housing stock in the form of second units without affecting the nature or desirability of the area. Second units, variously known as in-law apartments, accessory apartments or "granny flats", are smaller, subordinate housing units situated on the same parcel of land as a larger "primary unit." They can be created by converting basements or garages; by adding space on top

HOUSING EMPHASIS - HOUSING ELEMENT MAP

-  SINGLE FAMILY, MULTI-FAMILY ALLOWED;
SECOND UNITS OF RIGHT
-  MULTI FAMILY HOUSING
-  MULTI FAMILY/CLUSTERED
-  HOUSING ENCOURAGED ON UPPER FLOORS;
MAINTAIN EXISTING HOUSING
-  COMMERCIAL ONLY ON GROUND FLOOR,
EXCEPT IN EXISTING UNITS
-  POSSIBLE DEVELOPMENT AREA



TELEGRAPH STUDY AREA

HOUSING EMPHASIS
Housing Element Map

ILLUSTRATION

6



HOUSING EMPHASIS - SITES FOR NEW HOUSING



VACANT OR PARTLY VACANT



UNUSED/ABANDONED OR MARGINAL USE



PARKING



TELEGRAPH STUDY AREA

HOUSING EMPHASIS
Sites for New Housing

ILLUSTRATION
7



of or next to the house; by carving out space from an existing house; or by adding a separate small cottage in the backyard.

The area already contains a number of second units, and there is the potential to create more. In general, existing houses in the neighborhood only occupy about 25% of their lots, leaving ample room to create accessory units without infringing on neighbors or feeling crowded.

In this time of skyrocketing housing prices and shrinking household size, second units play an important social role. The changing nature of households has several significant implications for second units. The continuing growth in the number of smaller households (and especially single-person and single-parent households) implies a strong demand for small rental housing units. In addition, there is a growing senior population for which second units may be an appropriate form of housing. Further, the development of small second units can help support retail areas which in the past were supported by larger households with greater buying needs.

Second units can normally be produced at a fraction of the cost of conventional housing, because they are smaller than the primary unit, and share existing structural components, such as existing water, sewer and power systems. Neighborhoods are sometimes wary of second units, because they feel that they might tax the existing infrastructure, especially they might overload streets and parking. But since most neighborhoods were built to house much larger households than they currently do, adding second units do not necessarily mean that the size of the population would be larger than the neighborhood once held. Parking requirements can be mandated in areas where parking is a concern. In addition, second units serve other social uses. By increasing the number of people in a neighborhood and bringing the population back to what the neighborhood was planned for, they can mean needed support for public transit and local businesses. Second units also make efficient use of the land while providing needed housing opportunities.

Presently, one cannot build a second unit without a conditional use permit. We suggest amending the zoning ordinance to provide for second units as of right for a period of three years, subject to a desk review by a city planner. After the three year period, the program can be reviewed and proposals made for how best to proceed. Tighter design and building criteria should be promulgated at the same time the test period commences. The current guidelines are vague as to what types and designs of units will be allowed, leaving potential builders of second units confused and less likely to create a second unit and at the same time giving concerned neighbors assurance that the character of the neighborhood would not be radically changed. Finally, residents should be better informed as to the state low-interest loan programs which exist to help finance the building of accessory units.

IV. HOUSING AND RESIDENTIAL USE: SITE DESIGNS

Proposal for BART Air Rights

The BART parking lot covers nearly seven acres of land in the heart of the Telegraph Avenue area. The parking lot provides approximately 620 parking spaces for patrons of the MacArthur BART. While the current parking lot is necessary, the air rights over the land is unused.

The BART parking lot is below street level--about five feet below to the south, and up to twenty feet below on the northern end. Since the lot is already below grade it provides an excellent opportunity to build a platform on top of the existing parking lot--and to add another use on the platform! This section explores the possibility of building housing on the BART site. We suggest that the project be a joint effort of BART and the Oakland Redevelopment Agency.

Development of the BART air rights could provide affordable and market-rate housing for a number of families. The housing could be attractive, and provide a center for the area. An increased population along Telegraph Avenue would also provide a needed clientele for the goods and services offered along Telegraph Avenue.

Illustrations 8, 9, and 10 depict an option for the BART air rights with a residential emphasis. This proposal provides for the following:

- o a large number of housing units (300 units);
- o several types of buildings: townhouses with two or more units and apartment buildings (including a building primarily for seniors);
- o several types of tenure, including a limited equity cooperative (for the townhouses) and rental units (in the apartment buildings);
- o a diversity in size of units, so that both families and singles may live in the complex;
- o on-site community services: a day care facility, a community center, and recreational center;
- o meaningful open space, including a community garden, children's playground and plazas;
- o some private open space for as many units as possible, including balconies and small front yards/gardens separated from walkways by unobtrusive fences;
- o utilization of all available space through roof top gardens and sun decks on roofs of apartment buildings and parking facilities;
- o covered walkways could defining areas for BART patrons and other non-residents;
- o sufficient parking for housing and BART patrons (with residents allowed to lease daytime use of spaces to BART riders).

- o 0.5 parking spaces per senior unit, one space for every studio and one bedroom unit, and two spaces for every two, three and four bedroom unit with tandem parking for units which are entitled to more than one space
- o retail along 40th Street and Telegraph (built in an arcade).

HOUSING PROPOSAL FOR BART AIR RIGHTS - SITE DESIGN

ENTRIES & PATHS:



BUS



AUTO



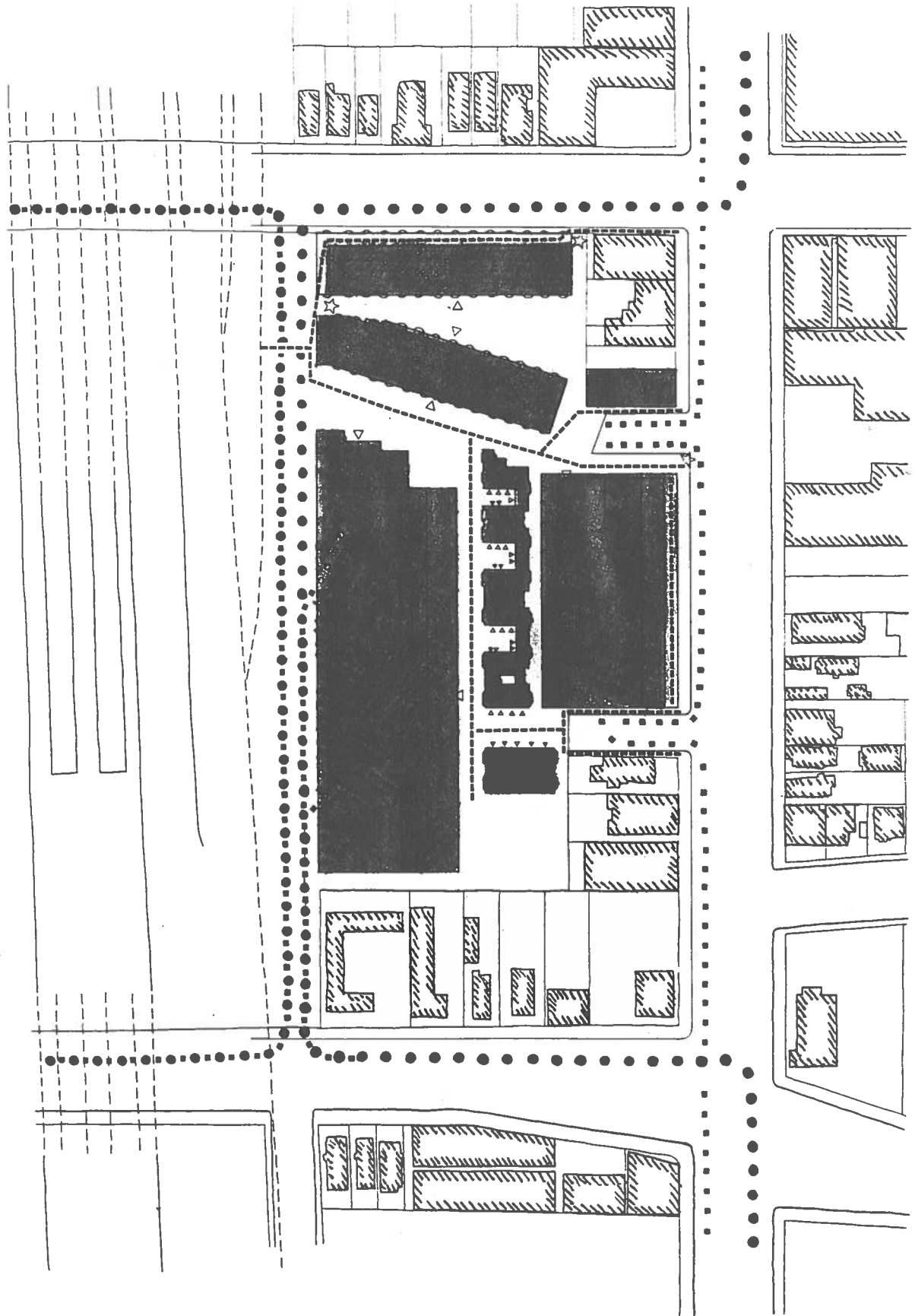
BUILDING



PEDESTRIAN



EMERGENCY

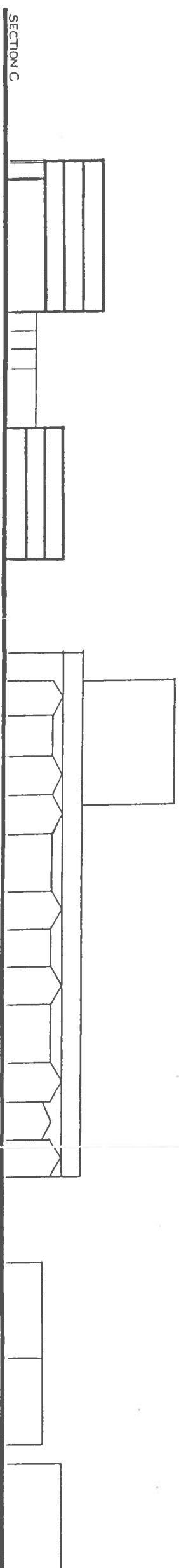
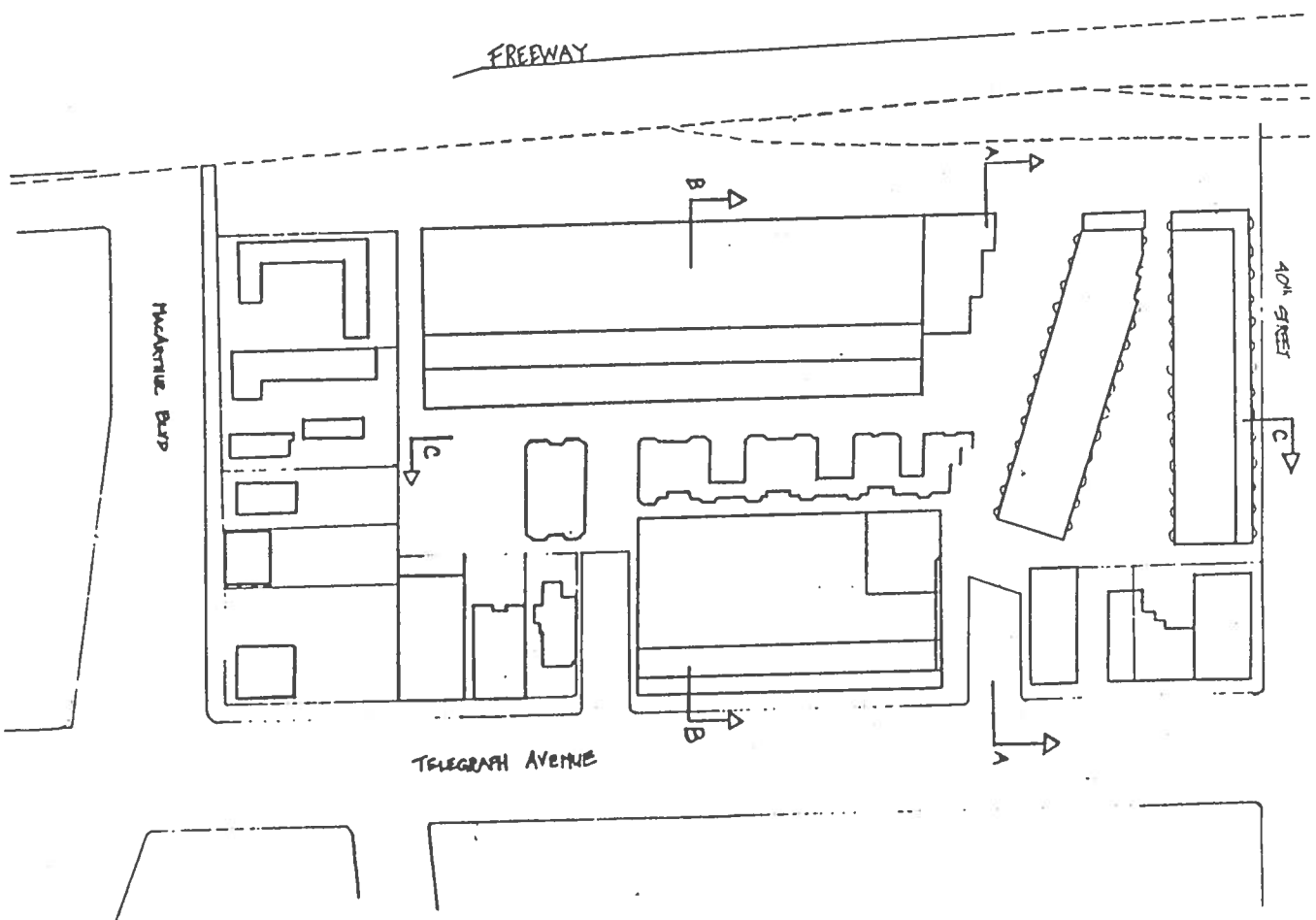


TELEGRAPH STUDY AREA

HOUSING PROPOSAL FOR BART AIR RIGHTS
Site Design



ILLUSTRATION
8

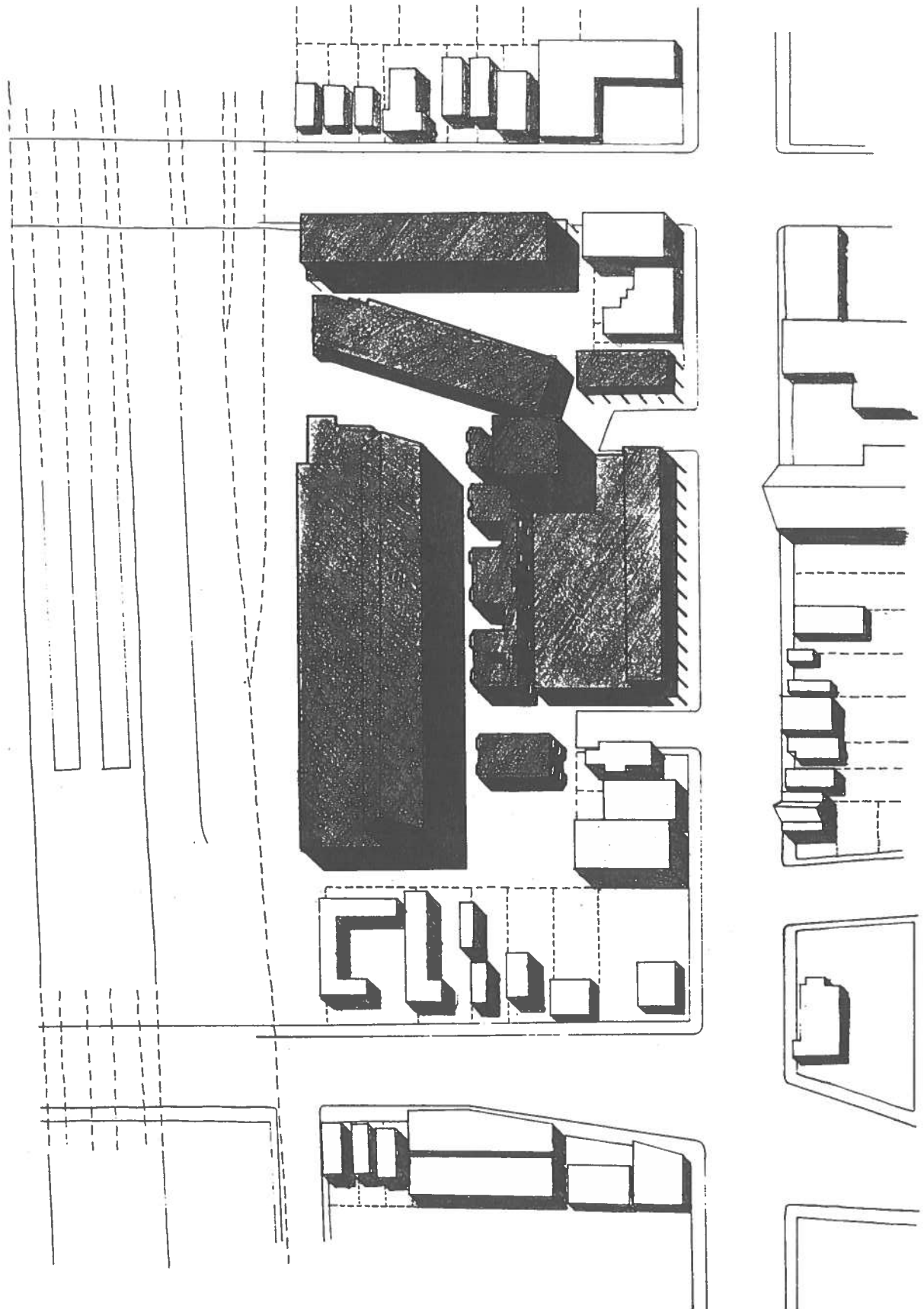


TELEGRAPH STUDY AREA

HOUSING PROPOSAL FOR BART AIR RIGHTS
Sections

ILLUSTRATION

9



TELEGRAPH STUDY AREA

HOUSING PROPOSAL FOR BART AIR RIGHTS
Axonometric



ILLUSTRATION

10

These provisions ensure that the development at the BART site would provide housing opportunities for many households. Allowing development of a large number of units makes it practical to require the developer to include some below market units. A limited equity coop would ensure that housing remain affordable, as would building many small units. Three and four bedroom units could be made available to Section 8 since there are few such units in the area and that size is greatest demand. In addition, by providing community services, such as a day care facility, the development would not adversely impact the existing community, but may in fact be able to provide additional services for it.

IV. COMMERCIAL DEVELOPMENT

Existing Conditions

Several distinct commercial areas are located in the study area. The Broadway shopping area is oriented primarily to the regional market. Businesses there tend to specialize in automobile sales and home furnishings, although one finds restaurants, clothes sales, and other retail sales as well.

Along Telegraph Avenue there are several areas of different character. The primary center within the study area for neighborhood retail sales is in Temescal, between 45th and 51st on Telegraph. This center has a long history, starting as the main shopping center in the earlier development of the area at the place where the streetcar line ended. It has a number of older buildings in good shape and with a consistent one- to two-story facade along the street. Some of the newer buildings are oriented to the automobile drivers rather than to the pedestrian customer as the older buildings are. Uses found there are a mix of smaller food sales outlets, banks, personal services, and appliance sales. The vacant lot on the site of the old Vern's Market presents the opportunity for a development of a retail center that promotes the economic revitalization of the Temescal area.

A smaller retail center is found at the intersection of Telegraph and 40th where the old Key Route streetcar ran. Although the old Safeway store on the northeast corner of the intersection has been converted to a car dealership, most of the uses are smaller, locally-oriented retail uses, some of them perhaps taking advantage of the proximity of the site to the MacArthur BART station.

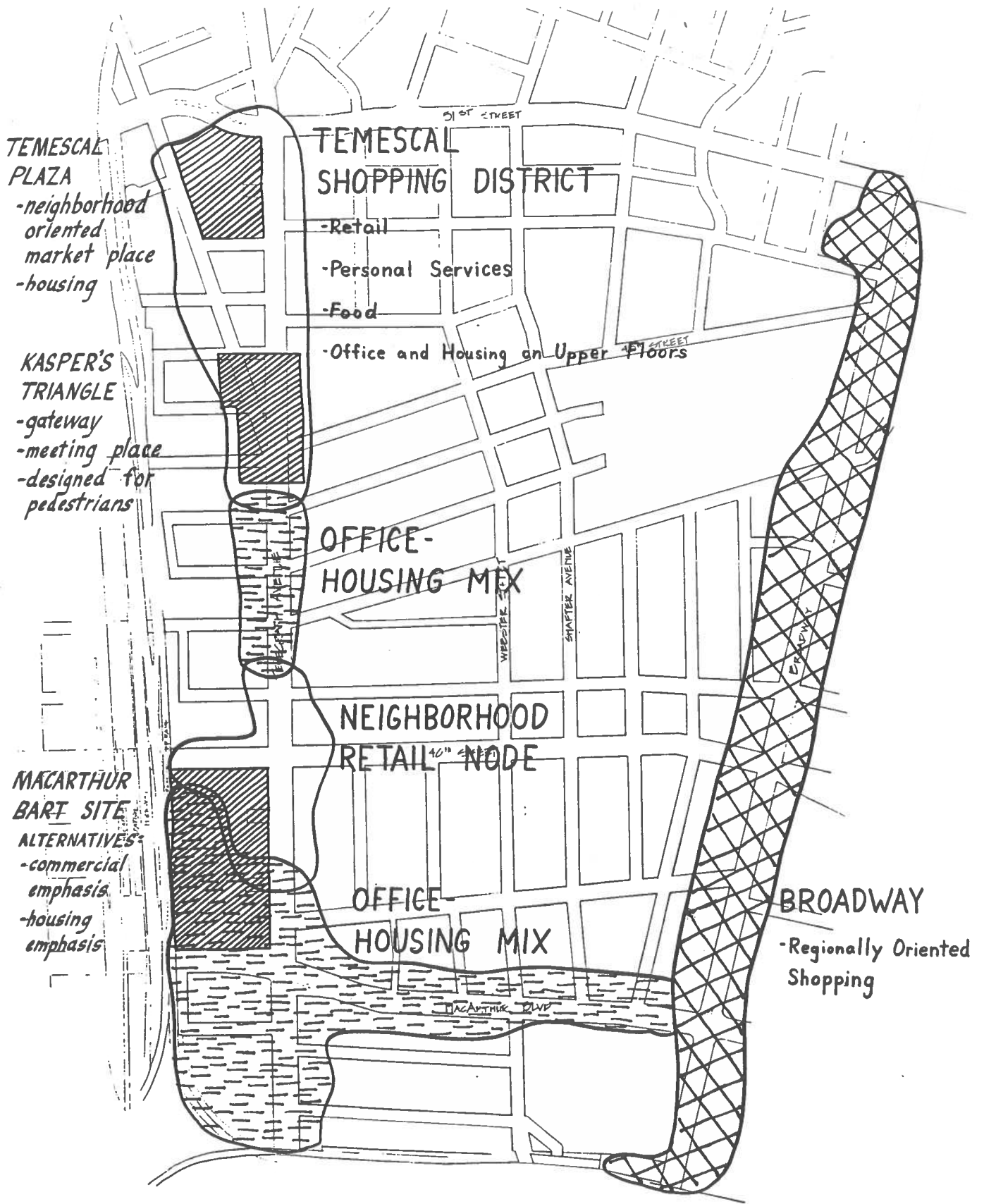
Much of the street outside of these centers, however, is not successful as a commercial area. Many vacant storefronts and underused parcels are found there and suggest that the surrounding area doesn't provide a large enough market for the amount of commercial square footage available in the area. When the study area was developing in the early part of the century, household size was larger than it is today and could support more local businesses. In addition, the local businesses there did not have the competition from more distant shopping areas that the car has brought within reach.

Fundamental Goal

The fundamental goal of all the following commercial proposals is to foster the development of active and economically sound commercial areas that are aesthetically pleasing, attractive to both shoppers and pedestrians, and serve both local and area-wide shoppers. To that end some general policies are proposed, along with specific proposals for some larger sites. The overall impact of the commercial proposals is illustrated in the following map (Illustration 11).

Goals: Commercial Location and Use

- o To provide everyday shopping opportunities to meet the needs of those who live or work within the neighborhood.
- o To ensure that development within commercial areas is compatible with adjoining residential areas.



TELEGRAPH STUDY AREA



COMMERCIAL EMPHASIS
Commercial Element Map

ILLUSTRATION

11

- o To concentrate retail activities along Telegraph Avenue in distinct nodes or clusters and discourage further retail development outside of those nodes.
- o To support Broadway as a primarily regional shopping area specializing in automobile and home furnishing sales.
- o To increase the housing stock along commercial streets at appropriate locations to support economic development and increase the range of available goods and services supplied within the planning area.

Proposed Policies and Implementation: Commercial Location and Use

CD-1. The major neighborhood retail shopping district should be located at:

- o The Temescal District (the triangle bounded by Telegraph, Shattuck, and 51st);

CD-2. Smaller neighborhood retail shopping nodes should be established at:

- o Telegraph and 40th Street; and,
- o Telegraph and Alcatraz.

Within these designated shopping nodes, the primary uses should be those that serve the day-to-day shopping and service needs of both neighborhood and community residents. Such uses should include general food sales, personal services, and retail sales of clothes, books, and other general retail outlets.

Implementation

(A) Revise the Oakland Planning Code to restrict permitted uses to those consistent with the policy. For example, office uses will be permitted only when located above retail or personal service activities.

CD-3. Strongly encourage the development of housing along commercial streets. Except within designated retail shopping district and nodes, appropriately designed multifamily housing should be allowed as the primary use on a lot. Within designated retail shopping areas, housing is appropriate only when located above shopping and neighborhood service activities. The ground floors of buildings within these nodes should be reserved for shopping and service activities.

Implementation

(A) Revise the Oakland Planning Code to restrict permitted uses in the retail nodes to those consistent with the policy of serving neighborhood or community shopping needs. Other uses will be permitted only when located above retail or personal service activities.

(B) Revise the Oakland Planning Code to allow only retail uses within designated retail shopping nodes except when residential uses are located above retail activities.

CD-4. In order to build a daytime market for stores within the planning area, major office development should be encouraged to locate outside of but convenient to designated retail shopping nodes. Particularly appropriate is the area along MacArthur Boulevard, the MacArthur BART parking lot, the lower end of Claremont Avenue, and the part of Telegraph between Highway 24 and 65th Street. Office uses are appropriate within designated shopping nodes:

- (a) when located above retail activities, or
- (b) when such offices directly serve the needs of local and regional residents and are limited in size.

Implementation

(A) Revise the Oakland Planning Code to either revamp or create a new zone that limits uses in designated office/housing areas to those specific uses.

(B) The City should place the MacArthur "strip" in a redevelopment area. As part of the redevelopment of the area, the City should purchase existing motels and vacant lots and turn them into office or housing projects.

(C) Work with the Bay Area Rapid Transit District to redevelop the MacArthur BART parking lot through a coordinated development scheme that supports the creation of an medical office and housing area along MacArthur Boulevard between BART and the Kaiser Hospital.

Goals: Commercial Design, Appearance, and Scale

- o To establish clear boundaries for shopping areas.
- o To mitigate potential negative impacts from commercial development upon residential neighborhoods.
- o To preserve historic buildings and the traditional character of neighborhood shopping areas.
- o To create active shopping areas that are easily accessible, safe, and attractive.

Proposed Policies and Implementation: Commercial Design, Appearance and Scale

CD-5. Within designated shopping nodes, only those uses that require physical and visual access to customers are appropriate within ground floor spaces.

Implementation

(A) Restrict ground floor uses within designated shopping nodes to general retail, personal services, and food sales within the C-35 Zone of the Oakland Planning Code .

- CD-6. New construction within designated neighborhood shopping areas should maintain narrow retail street frontages and frequent store entrances. No new building should be constructed that results in an average store frontage of greater than 25 feet or an average distance between building entrances greater than 20 feet on the block face on which the new construction will be built. In addition, no new store frontage should be greater than 50 feet or have fewer than one store entrance per 30 feet.

Implementation

(A) Within the zone applied within designated shopping nodes, add a section requiring maximum widths of store frontages and a minimum number of store entrances per store frontage.

- CD-7. Stores entrances should not be separated from pedestrian ways by automobile parking areas and should have direct access onto sidewalks along the public right-of-way.

Implementation

(A) Establish design standards within designated shopping nodes that require that any parking areas for commercial uses or access ways thereto should be located to the side or the rear of commercial buildings and should not be located between the store entrance and the sidewalk along the public right-of-way.

- CD-8. Minimize the number of curb cuts and driveways crossing sidewalks along the public right-of-way or across pedestrian walkways within other commercial or office developments.

Implementation

(A) Amend the Oakland Planning Code to require a minimum facade length for any new or remodeled uses within designated neighborhood shopping areas. Particularly, when commercial lots have width less than 35 feet, the required linear frontage for buildings should be equal to the width of the lot. Only when the lot width exceeds 35 feet should the possibility of a curb-cut or driveway be allowed.

- CD-9. Locate store entrances directly on the public right-of-way. When part of a larger development, pedestrian and auto access should remain open to the public and should not be separated from it by visual, physical or psychological barriers such as lockable gates or doors.

Implementation

(A) Develop a set of design guidelines for commercial, office, and residential development within the local shopping areas that specify a number of standards for design. These would be applied to any new development or substantial remodeling of existing buildings within designated local shopping areas.

- CD-10. Fast food outlets are appropriate within the planning area when they are designed, located, and operated so as contribute to the continuation of facades and the sense of enclosure along the street frontage, minimize conflicts with pedestrian movement, and control problems of litter and odor.

Implementation

(A) Revise the Oakland Planning Code to allow fast food franchises only through the conditional use permit process where the following conditions are applied:

- (a) No drive-through facilities are allowed.
- (b) No setbacks are allowed along the front of the lot and no less than 50% of the street frontage can be bounded by the facade of the building.
- (c) All new fast food franchises must install a filtering and fan system capable of minimizing odors and emissions from the operation.
- (d) All packaging, plates, silverware, and other paraphernalia customarily given to customers when purchasing food for take-out shall be clearly marked with the businesses name. City employees involved with the clean-up of litter shall note these names and bill the fast food franchises responsible for generating the litter, proportionate to the number and/or weight of pieces attributable to each business.
- (e) When the fast food operation is located on a corner lot, access to any parking lot shall be from the street with the lower functional classification unless the City Traffic Engineer determines that such access cannot be provided in a safe way or that providing such access would be to the detriment of a residential neighborhood.
- (f) Landscaping shall be provided along the edge of any parking lot that directly abuts the street right-of-way.

- CD-11. Automobile repair, cleaning, or servicing activities must be designed and operated in a manner that minimizes noise, visual, and traffic impacts.

Implementation

(A) All repairs, cleaning, or servicing shall be conducted within a fully enclosed building. No more than one 18 foot wide or narrower door shall be allowed along the front of the lot. Outdoor storage must be fully fenced with opaque fencing; when the lot on which the activity takes place abuts a residential zone, the outdoor storage area must be screened by an at least 6-foot high masonry wall. All automobile repair, cleaning, and servicing activities shall be prohibited within the neighborhood retail district and nodes.

VI. COMMERCIAL DEVELOPMENT: SITE DESIGNS

Commercial Proposal for BART Air Rights

The site is currently used as a parking lot for the MacArthur BART station. The facility accommodates approximately 620 cars. The surface is paved and slopes gently from street level to 20 feet below street level from south to north. The site fronts the 40th street right of way but lies behind developed parcels on Telegraph Ave. and MacArthur Blvd. The Grove Shafter freeway is elevated approximately 35 feet along the west side of the site.

The proposed development (Illustrations 12, 13, and 14) calls for a mix of office, retail, and residential development to include the following:

- o A three story, 85,200 square feet medical office building on the corner of MacArthur and Telegraph.
- o Approximately 81,770 square feet of additional office space.
- o Approximately 132,435 square feet of retail space.
- o Fifty multi family housing units.
- o One above-ground four-level parking garage and two below ground parking garages.








The medical office building on the corner of MacArthur and Telegraph would function as an anchor to support office and retail development within the Bart site and to encourage future office development along MacArthur. The retail component of the development would serve the office employees, commuters and regionally-oriented specialty markets. It would include restaurants and an "ethnic festival" market with open air stalls.

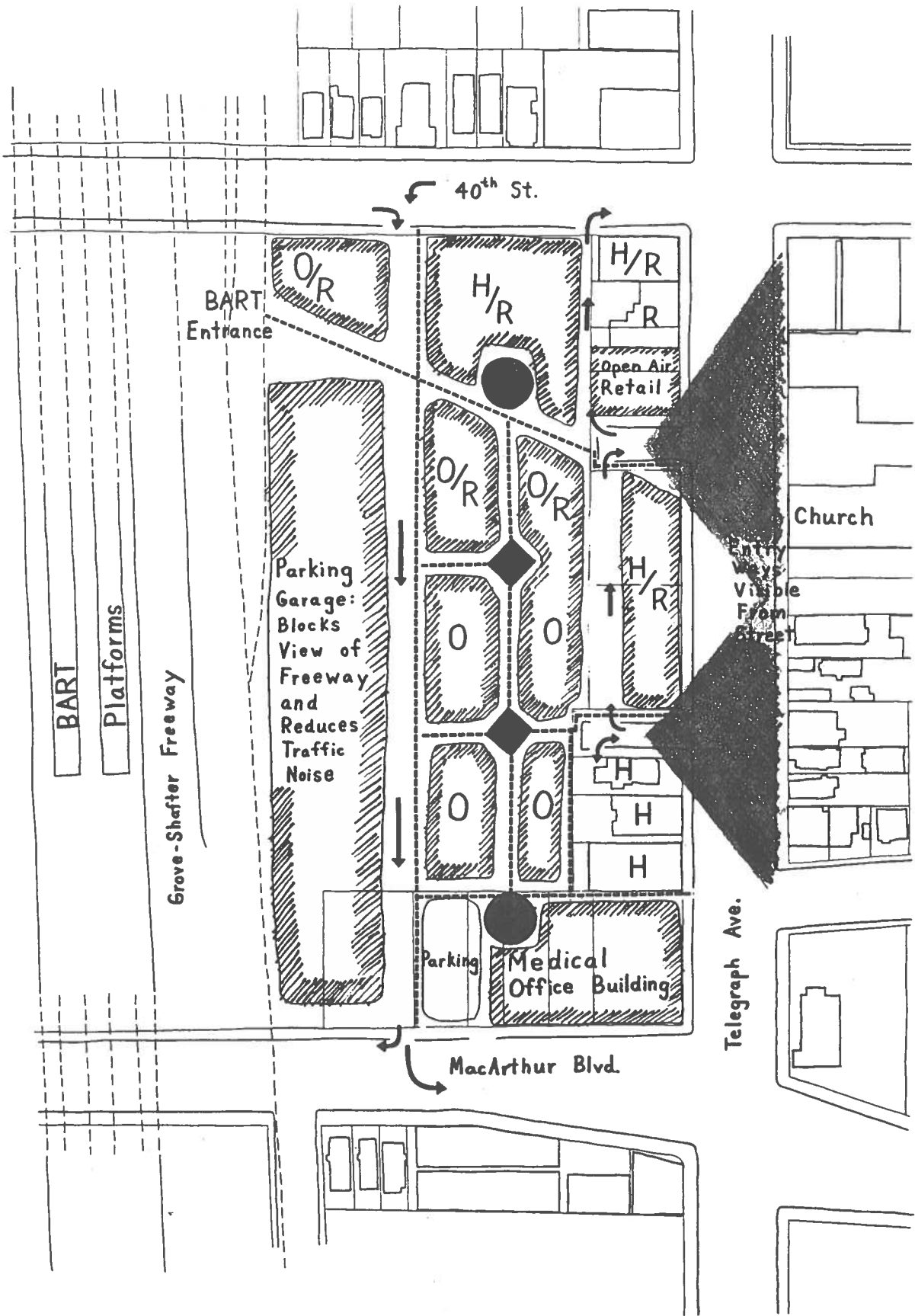
The housing units would consist of studios, one bedroom, and two bedroom units. The design does not stipulate which units shall be affordable and which units shall be market rate. The development would finance all of the on-site parking including the space used by BART commuters so that parking for them would remain free.

Although the proposal calls for a large scale development, it should be noted that:

- o The site design is pedestrian-oriented and would serve both local and area-wide shoppers.
- o The office and housing development would create significant demand for services and retail within and outside the BART site.
- o Adequate parking would be provided for BART commuters, office employees, residents, and shoppers.
- o Retail uses would be directly accessible from the pedestrian right of way.
- o The MacArthur BART station might become more intensely used by local and regional commuters as living and shopping opportunities developed there.

COMMERCIAL PROPOSAL FOR BART AIR RIGHTS - CONCEPT MAP

-  PLAZA
-  GREEN SPACE
-  PEDESTRIAN ACCESS
-  AUTO ACCESS
-  OFFICE
-  HOUSING
-  RETAIL

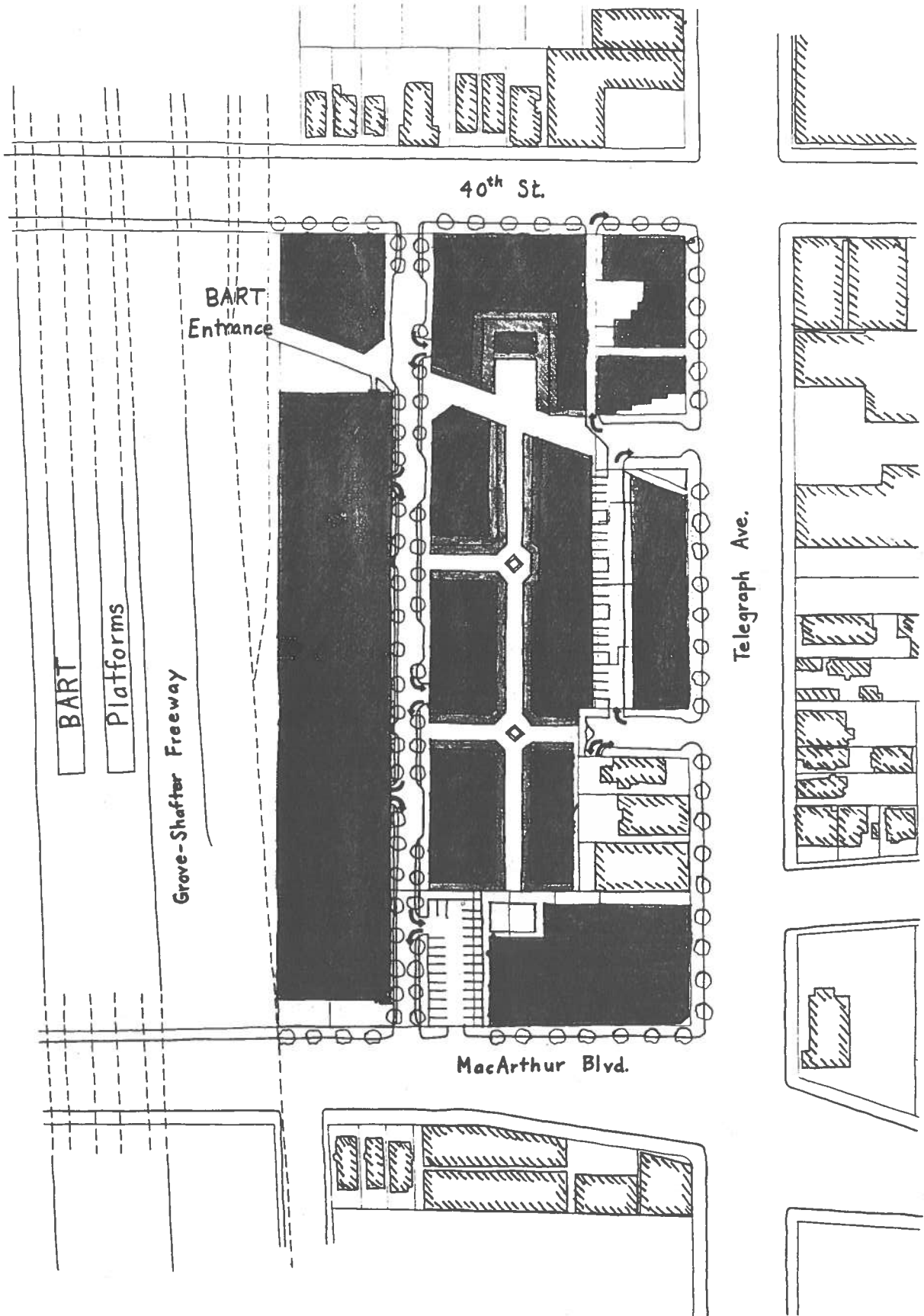


TELEGRAPH STUDY AREA



COMMERCIAL PROPOSAL FOR BART AIR RIGHTS
Concept Map

ILLUSTRATION
12

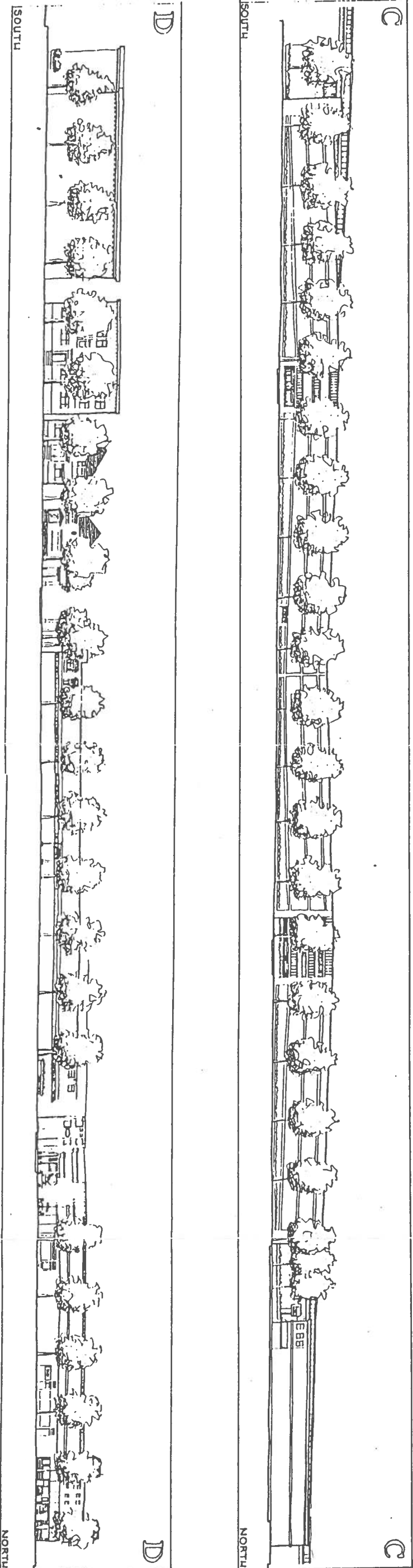
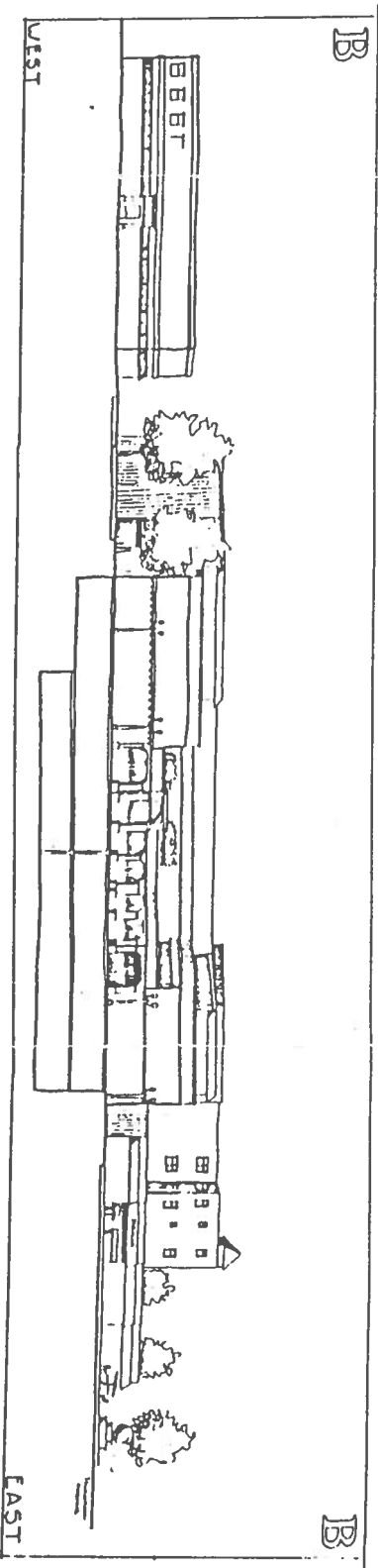
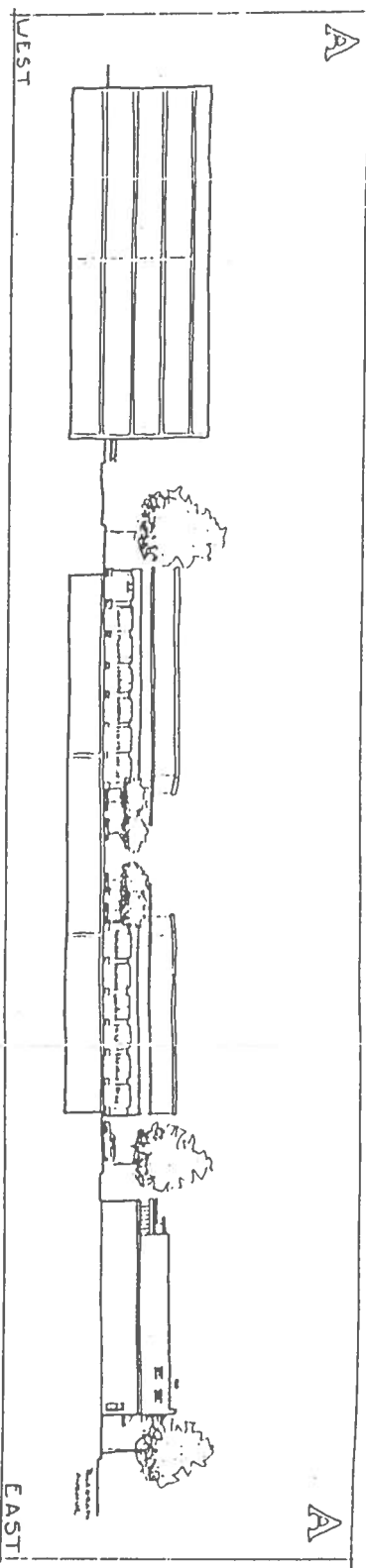
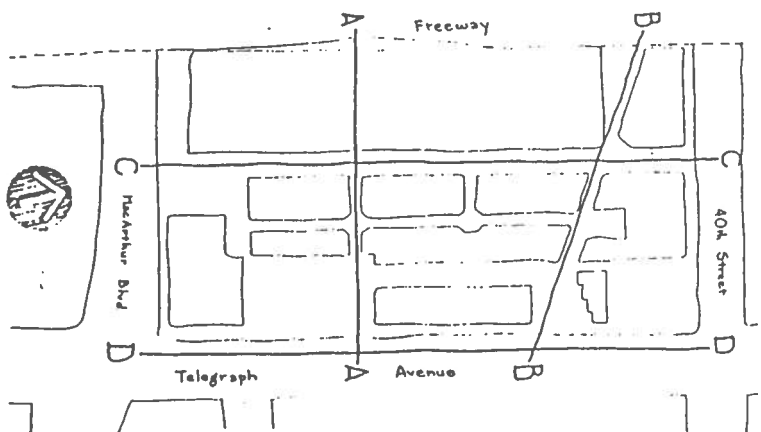


TELEGRAPH STUDY AREA



COMMERCIAL PROPOSAL FOR BART AIR RIGHTS
Site Design

ILLUSTRATION
13



TELEGRAPH STUDY AREA
 COMMERCIAL PROPOSAL FOR BART AIR RIGHTS
 Elevations

ILLUSTRATION
 14

The proposal would require additional land adjacent to the current BART site to be acquired by the developer. These parcels include two motels, a gun shop, and a vacant building along MacArthur and a surgery center and auto repair shop on Telegraph. Such a development should be built in phases with the three story medical office building on the corner of MacArthur and Telegraph and the above ground parking garage built first.

Temescal Plaza

Temescal Plaza is envisioned as a mixed use development for the Vern's Market site at the corner of Telegraph Avenue and 51st Street.

The Vern's Market site is a vacant, two and a half acre lot on the southwest corner of Telegraph and 51st. Vern's Market, a local supermarket which once occupied the site, went out of business several years ago and was later demolished. The demise of Vern's left the Temescal shopping district along Telegraph without a supermarket.

This site has enormous potential. Located on a highly visible corner at one of the gateways to the Temescal shopping district, the Vern's site could be a focal point for the local community. It could provide neighborhood residents with an attractive and distinctive place to walk, shop, and do business.

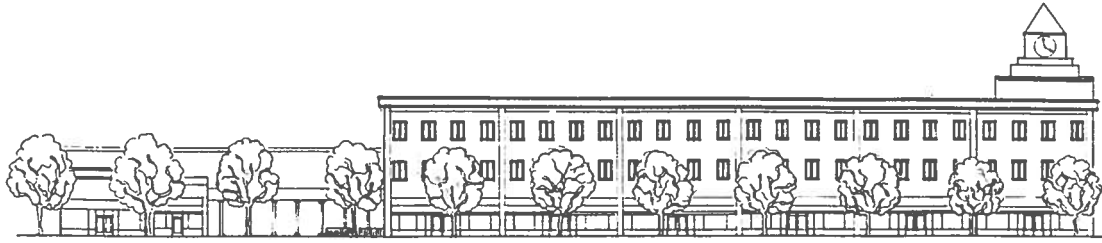
Vern's has a great location, with high visibility and convenient access to transportation. The Vern's site is right at the highly trafficked intersection of Telegraph and 51st, and has additional frontage along Shattuck. And, being so close to Highway 24, development on the site could be easily seen from the freeway.

Furthermore, the Vern's site is at the northern gateway to the Temescal shopping district, noted for its local landmarks, such as Genova's Delicatessen, and its many older buildings, some dating to the 1870s. There is a great potential to play off of the historic nature of the Temescal district and to design a project that will complement and enhance the historic buildings and landmarks, yet be a landmark in its own right.

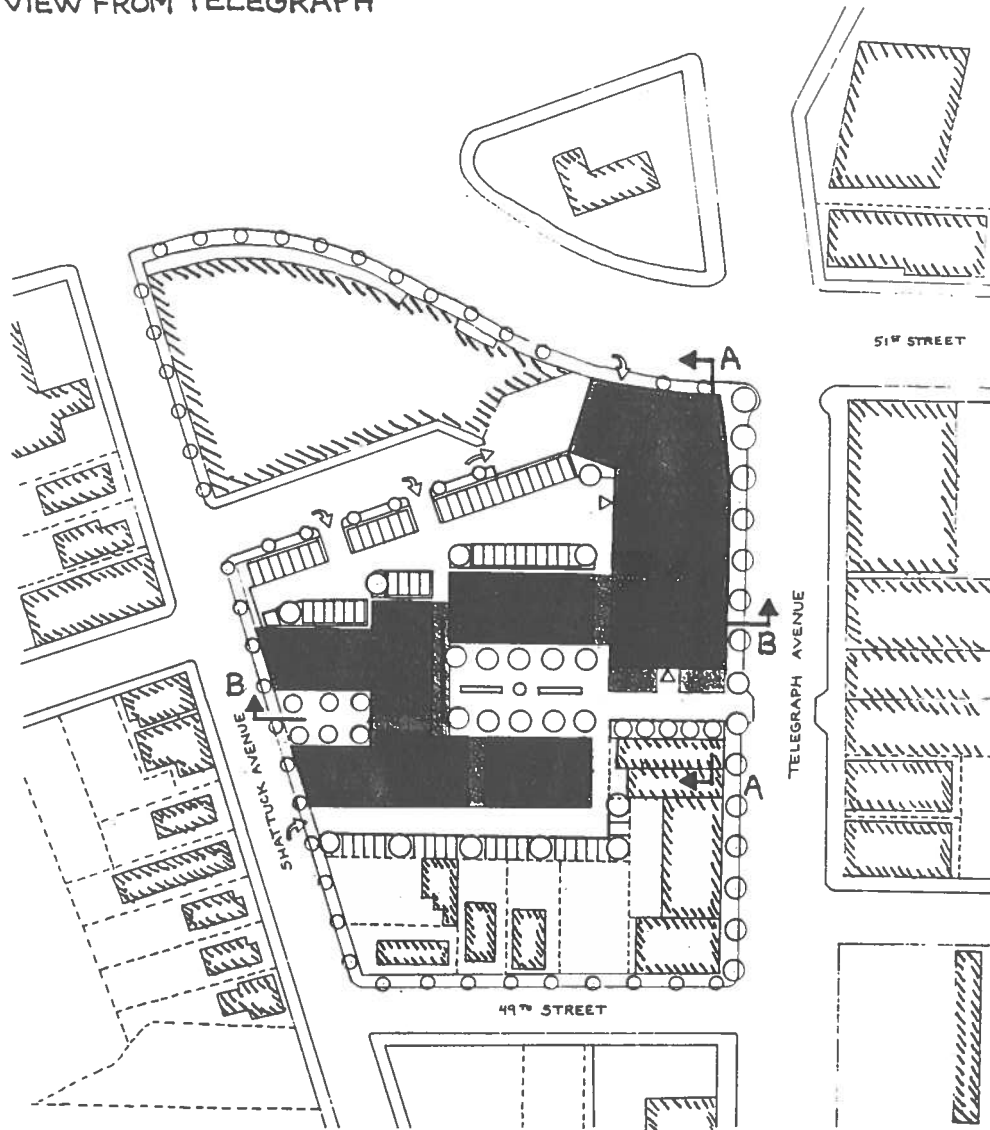
Temescal Plaza is a would be a mixed-use development incorporating a neighborhood marketplace, 32 apartments, and several retail and office spaces (Illustrations 15 and 16).

Temescal Plaza would:

- o create a strong focal point and landmark at the intersection of Telegraph and 51st.
- o cater to the shopping needs of local residents, but also draw shoppers from outside of the immediate neighborhood.
- o add to the local housing stock and thus increase the market base for the project.
- o create a place that would be especially attractive to pedestrians.



A
VIEW FROM TELEGRAPH



B
VIEW FROM SHATTUCK

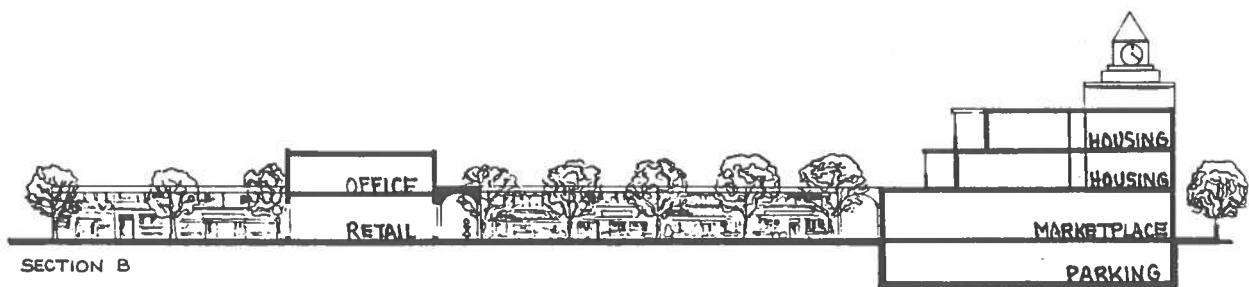
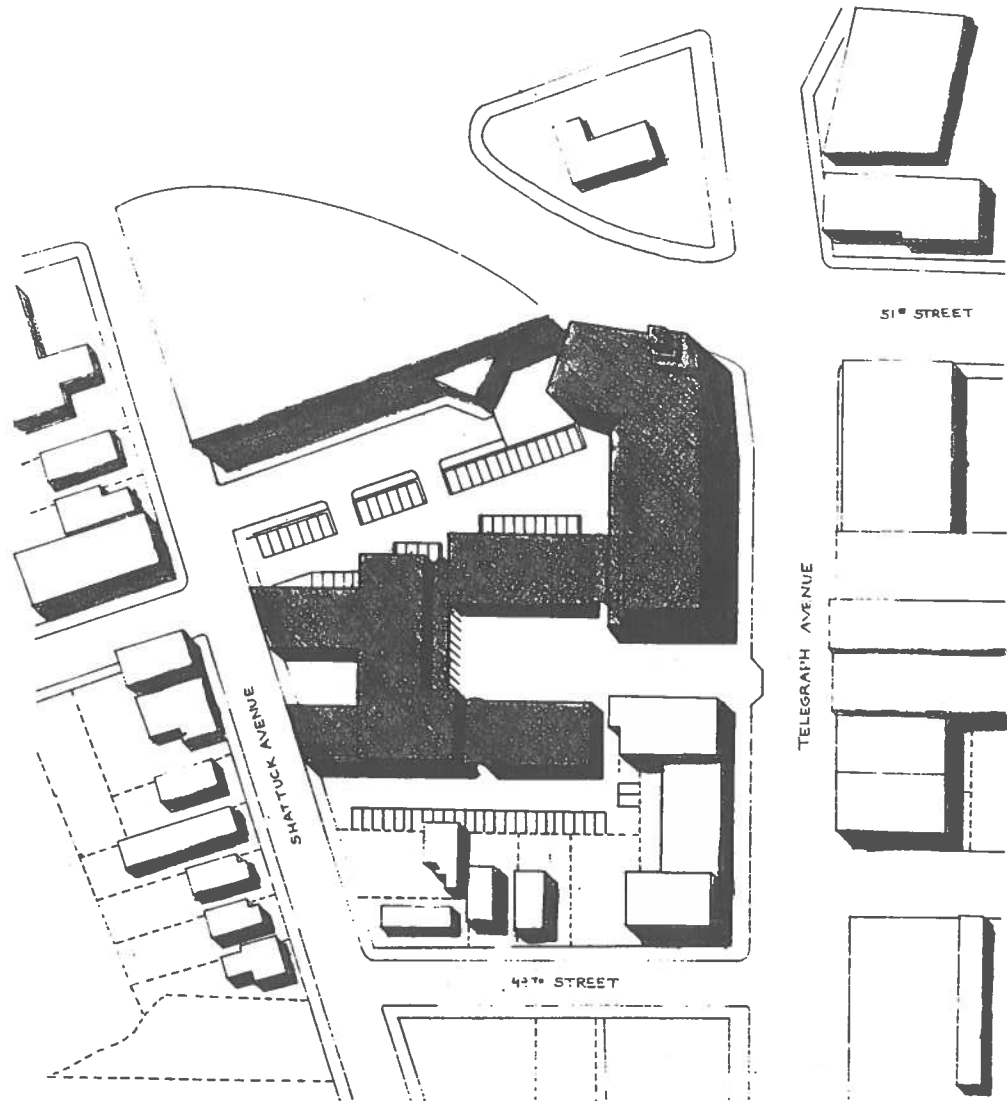
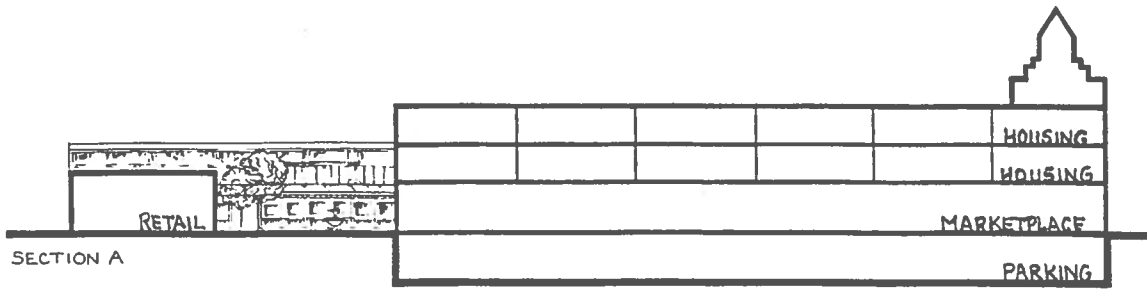
TELEGRAPH STUDY AREA

COMMERCIAL PROPOSAL FOR TEMESCAL PLAZA
Site Design



ILLUSTRATION

15



TELEGRAPH STUDY AREA

COMMERCIAL PROPOSAL FOR TEMESCAL PLAZA
Axonometric



ILLUSTRATION
16

63

Temescal Plaza would feature:

- o A 3-story retail-housing development on the corner of Telegraph and 51st.

The ground level would include a multi-shop marketplace, with a produce market, a butcher shop, and a drug store, among other uses. The second and third floors would house 32 apartments. Above these apartments is a forty foot clock tower, the focal point of the development. Beneath the marketplace is one level of subterranean parking, serving the second and third floor residents.

- o A central pedestrian courtyard, built on the present site of 50th Street.

50th Street is closed to vehicular traffic and transformed into a central pedestrian courtyard, surrounded by the marketplace/residential building and by one and two-story buildings with ground floor retail and second floor offices. At one end, the courtyard opens onto Telegraph.

- o Outdoor parking areas.

Ground level parking is provided along the northern and southern portions of the site. The parking area to the north has direct access to the marketplace, and is linked by a covered arcade to the central courtyard. The parking area to the south is also linked by an arcade to the courtyard.

Kasper's Plaza

One of the more interesting characteristics of the north Oakland circulation system is the branching of main roads as they move out from the city center. What the studio has dubbed "Kasper's Plaza" is at one such branching. It is here that Shattuck splits off from Telegraph and heads for downtown Berkeley while Telegraph continues on toward the Berkeley campus. These two streets have an important role in the regional circulation system while the other street at this intersection--45th Street--plays an important role in the local area. The latter street leads from Kasper's Plaza east to all three public schools, a public swimming pool, and arts center.

Many of the existing businesses at this intersection are involved in take-out or eat-in food sales. Three have been at this location for many years and are local landmarks: Bertola's Italian Restaurant, Hooper's Chocolates, and the eponymous Kasper's Hot Dogs. The other two are more recent. At the northeast corner of the intersection is a McDonald's franchise while across the intersection diagonally is a Jack-In-The-Box.

Problem/Opportunities. One of the greatest opportunities for improving this area are the vacant and under-used parcels there. At the northwest corner is a large vacant piece and both the McDonald's parking lot and the Jean's Warehouse parking lot could be redeveloped to create more space and thus greater opportunities for activity. In addition, the landmark buildings of Bertola's,

Kasper's, Hooper's, and UC Storage both mark the intersection as a clearly identifiable place and as the entrance to the Temescal shopping area. Being at a point with a high level of pedestrian activity also is a great asset.

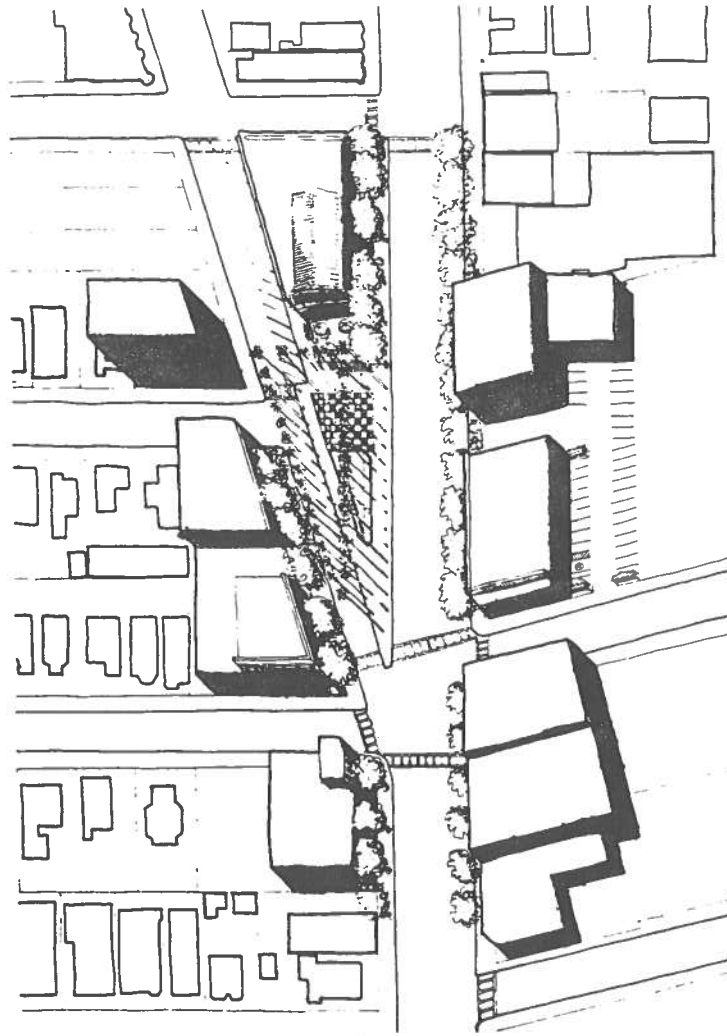
The intersection has its problems as well. The intersection has design problems typical of 5-way intersections. Currently, north-bound traffic onto Shattuck does not turn onto the street at the intersection but instead is directed northward about 100 feet to 46th Street. Such a left-turn pocket so close to a major intersection can create difficulties and has the potential for higher accident levels.

The uses in the area have a primarily auto-orientation particularly the newer ones. Not only are the McDonald's and Jack-In-The-Box surrounded by extensive parking lots, they break the traditional pattern of building up to the street right-of-way.

Design Concepts. There are three basic ideas behind the proposed redesign of the Kasper's Plaza area. First, while the food-related uses existing there draw a number of people to the area, once there, people need a place to relax and congregate. Second, more people need to be attracted to the area. This concept can be implemented through encouraging the development of uses at the intersection that have a greater number of people associated with them. First floor retail uses with apartments above or community centers are the primary examples of the kinds of uses that would increase the number of people in the area. Finally, the intersection needs to be redesigned to improve traffic movement.

Specific Proposals. The following specific proposals have been incorporated into the suggested redesign of the Kasper's Plaza area:

- o To create a public place for people to congregate, 46th Street between Shattuck and Telegraph would be closed and a small park created.
- o The intersection would be redesigned to send all north-bound traffic for Shattuck to 47th Street.
- o The Oakland Planning Code would be amended to require that all buildings in the area build up to the street right-of-way.
- o The underused McDonald's and Jean's Warehouse parking lots would be redeveloped with first-floor retail uses and apartments on the upper floors.
- o The UC Storage would be redeveloped as housing to increase the number of people in the neighborhood and the market for goods and services there.



TELEGRAPH STUDY AREA

PROPOSAL FOR KASPER'S

ILLUSTRATION
17



65

VII. STREETS AND STREETSCAPES

Existing Conditions

This section of Oakland is served by streets and roads of many types. They are characterized by different widths, different abutting land uses, different amounts of traffic.

Arterials. The most heavily traveled streets are called arterials. These carry large amounts of through traffic and may also be major commercial streets and thus handle a lot of local traffic also. Telegraph Ave., MacArthur, Broadway, and 52nd Street are functioning as arterials. In addition to serving as major thoroughfares for vehicles, these streets may also be major commercial centers and thus need to be pedestrian-friendly and well as accommodating large automobile traffic volumes.

Collectors. Traffic engineers call the next lower level of street a collector. These streets collect traffic from purely neighborhood streets and carry it to the nearest arterial. The study area has many streets which are supposed to be collectors: Webster, Shafter, 42nd, 45th, 40th. Most of these streets do collect some neighborhood generated traffic, but they also are being used as commute hour short cuts for through traffic.

Local Streets. Most of the streets in the study area are local streets. These streets serve very little through traffic and function primarily as access to the houses and apartments of the people who live on them. They are a resource which could be used in many different ways to contribute to the communal life of the neighborhood. We have therefore included a proposal for the development of a new kind of street, a street that would serve people as well as cars.

Goals: Streets and Streetscapes

- o Make the hierarchy of streets in the area more apparent. Make it clear through design which streets are appropriate for local traffic, which should be collectors, and which are through streets.
- o Reinforce the pedestrian aspects of those streets used for commerce as well as traffic through redesigned streetscapes.
- o Make the street and sidewalk right-of-way pleasant for people traveling by different means (bike, walk, auto, bus).
- o Make the streets and general transportation system safe for pedestrians and people in cars to use.
- o Make the area an especially good place for pedestrians.

Street Hierarchy, Present and Future

Telegraph Avenue and Broadway are arterials which are also commercial strips. 51st has become an arterial street and the traffic it carries moves at a relatively high speed since the adjacent land use is not intense, consisting either of strip parks or mostly low density housing. MacArthur falls somewhere in between. Its land uses are primarily commercial but generate less local

traffic than does Telegraph or Broadway. It carries a great deal of through traffic to and from the freeway and from BART.

In the proposal, Webster, Shafter, 42nd and 45th have been redesigned to reinforce their function as neighborhood collectors and to discourage their use as commute-routes. Shattuck, because of its narrow right of way is also redesigned to function primarily as a collector. Proposals for Telegraph concentrate on improving its physical appearance through attention to the "streetscape".

Illustration 18 shows existing transportation facilities and a redesigned street system.

Policies and Implementation: Streets

ST-1. Reduce through traffic on interior streets.

Implementation

(A) Place chokers and traffic circles where they will discourage fast, through traffic.

(B) Remove signals which reinforce the impression that a street is designed to carry heavy traffic.

ST-2. Slow traffic on interior streets.

Implementation

(A) Same as above.

(B) Narrow the amount of right-of-way devoted to the street.

(C) Plant trees.

ST-3. Define a variety of street treatments with different "looks" for streets of different levels.

ST-4. Establish parking policies which allow for intensive use of existing parking.

ST-5. Establish design standards for parking lots and fences.

Implementation

(A) Prohibit the visible use of barbed wire around parking lots.

ST-6. Create bike routes.

Implementation

(A) Map appropriate routes.

(B) Sign routes.

URBAN DESIGN - TRANSPORTATION PATTERNS



FREEWAY



MAJOR ARTERIAL



MINOR ARTERIAL



WALKWAY



BART LINE



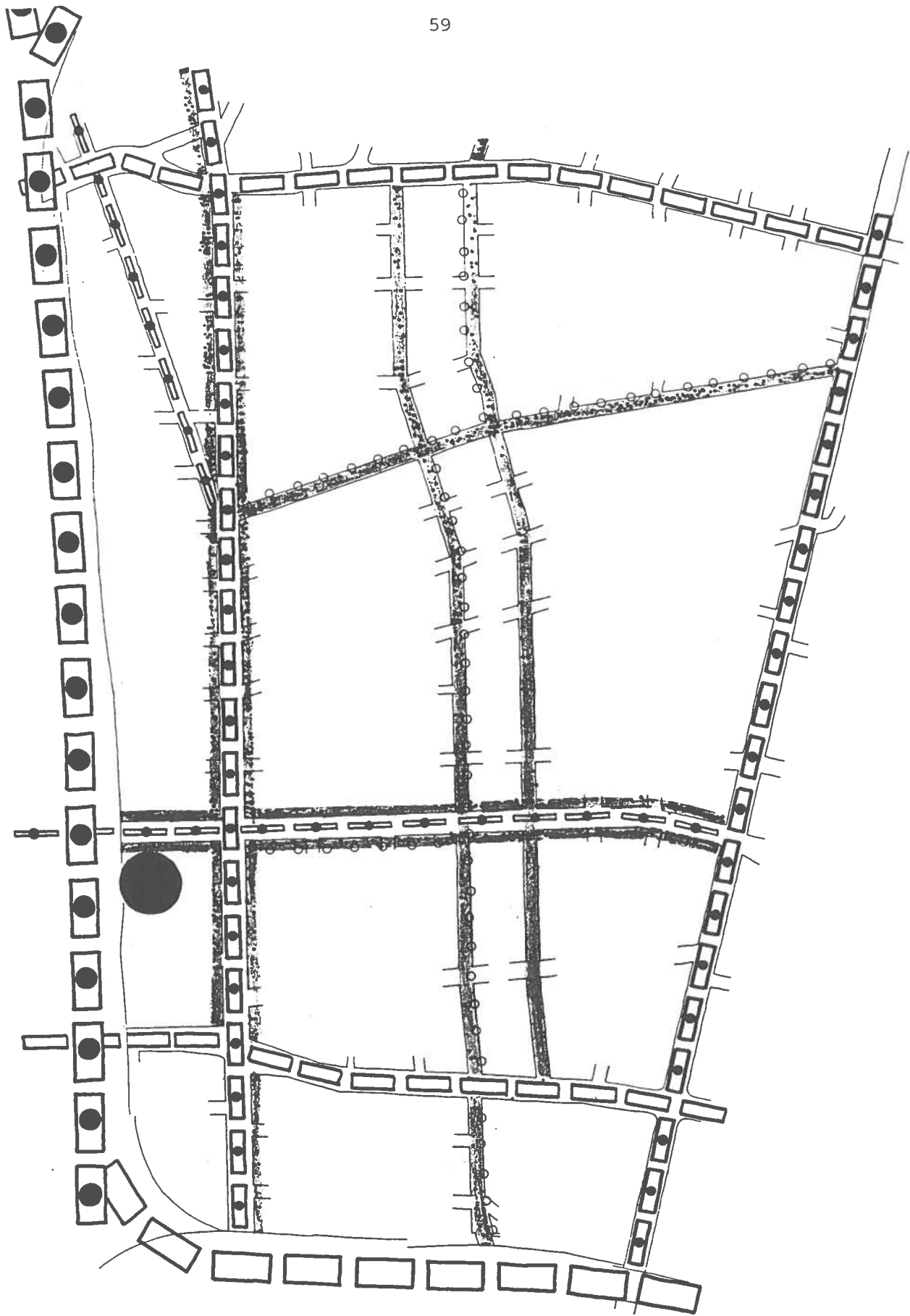
BUS ROUTE



BICYCLE LANES



PEDESTRIANS



TELEGRAPH STUDY AREA

URBAN DESIGN
Transportation Patterns



ILLUSTRATION

18

(C) Change traffic control devices on bike routes to favor through movement by bicyclists.

ST-7. Improve conditions for pedestrians in the neighborhood.

Implementation

(A) Add a pedestrian controlled signal on 51st St.

(B) Redesign intersection at Telegraph and Shattuck to make the pedestrian crossing areas less confusing.

(C) Use unneeded street right of way on 40th by narrowing the street and increasing sidewalk width.

ST-10. Make connections between BART and bus and bus to bus safer.

Implementation

(A) Redesign bus access to BART Station so that all buses pick up passengers immediately outside fare gates.

(B) Improve pedestrian access to BART Station by making the route inviting and obvious and clearly mark bicycle access to BART.













ST-11. Use an improved streetscape to contribute to Telegraph Avenue's commercial vitality.

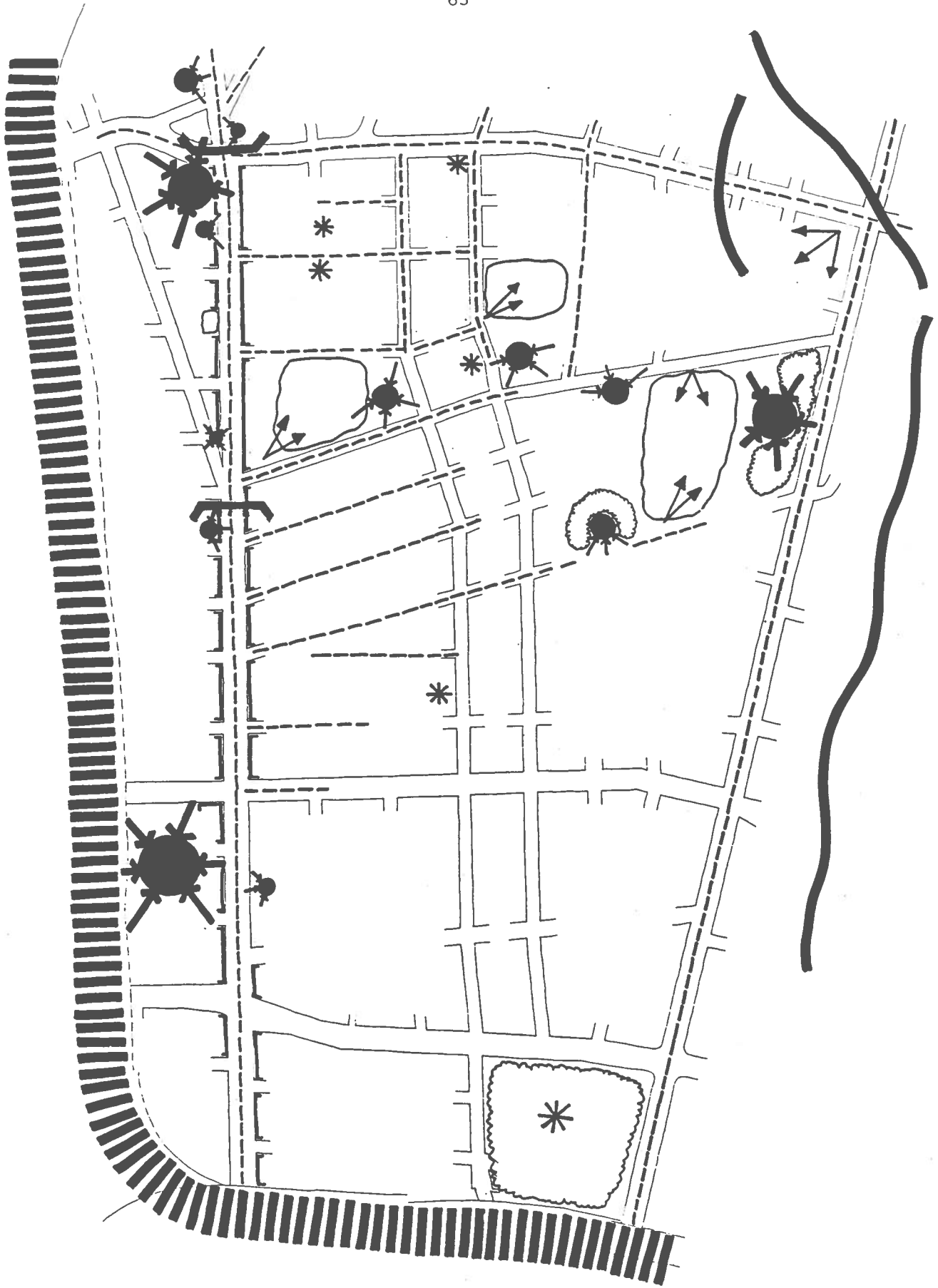
Implementation

Implementation is contained in Chapter VIII.

Illustration 19 shows some of the existing elements of the study area which can contribute to redesigned streets and streetscapes.

URBAN DESIGN - PHYSICAL FORM & FOCAL POINTS

	SIGNIFICANT ARCHITECTURE		MAJOR FOCAL POINT
	STRONG BUILDING EDGE		MINOR FOCAL POINT
	TOPOGRAPHIC EDGE		STREETS W/VIEWS
	OTHER EDGE		PRINCIPAL VIEW
	OPEN/GREEN SPACE		DIRECTION VIEWED
	LG. SCALE LANDSCAPE		VISUAL GATEWAY



TELEGRAPH STUDY AREA



URBAN DESIGN
Physical Form and Focal Points

ILLUSTRATION
19

25

VIII. STREETS AND STREETSCAPES:
TELEGRAPH AVENUE STREETSCAPE DESIGN

Existing Conditions

Telegraph Ave. is a heavily used street with an average daily traffic volume of over 20,000 cars. Crosswalks are infrequent. Although narrow for a street with a large traffic volume, Telegraph appears broad because of the relatively low buildings that line it and the many areas where buildings are set back from the street.

Telegraph has trees in good condition but the distances between them are irregular and there are long stretches where they are planted at intervals greater than 100 ft.

There are few benches, bus shelters, or places for pedestrians to stop and rest. Street lights are unattractive.

Major Limitation: Any design treatment of the street cannot conflict with traffic flow since the street presently carries a large volume and we do not want to divert any through traffic onto residential streets.

Goals: Telegraph Avenue Streetscape

- o Help Telegraph Ave. become the focus of neighborhood/community commercial activity and orient surrounding neighborhood residential areas to Telegraph Ave. through improved streetscape design.
- o Create a stronger sense of identity for the retail nodes established on Telegraph.
- o Slow traffic along pedestrian-oriented portions of Telegraph in order to make a safer and more comfortable pedestrian environment without causing traffic problems.

Proposed Policies and Implementation: Telegraph Avenue Streetscape

TA-1. Increase tree plantings along the entire length of Telegraph from 36th Street to the Berkeley border.

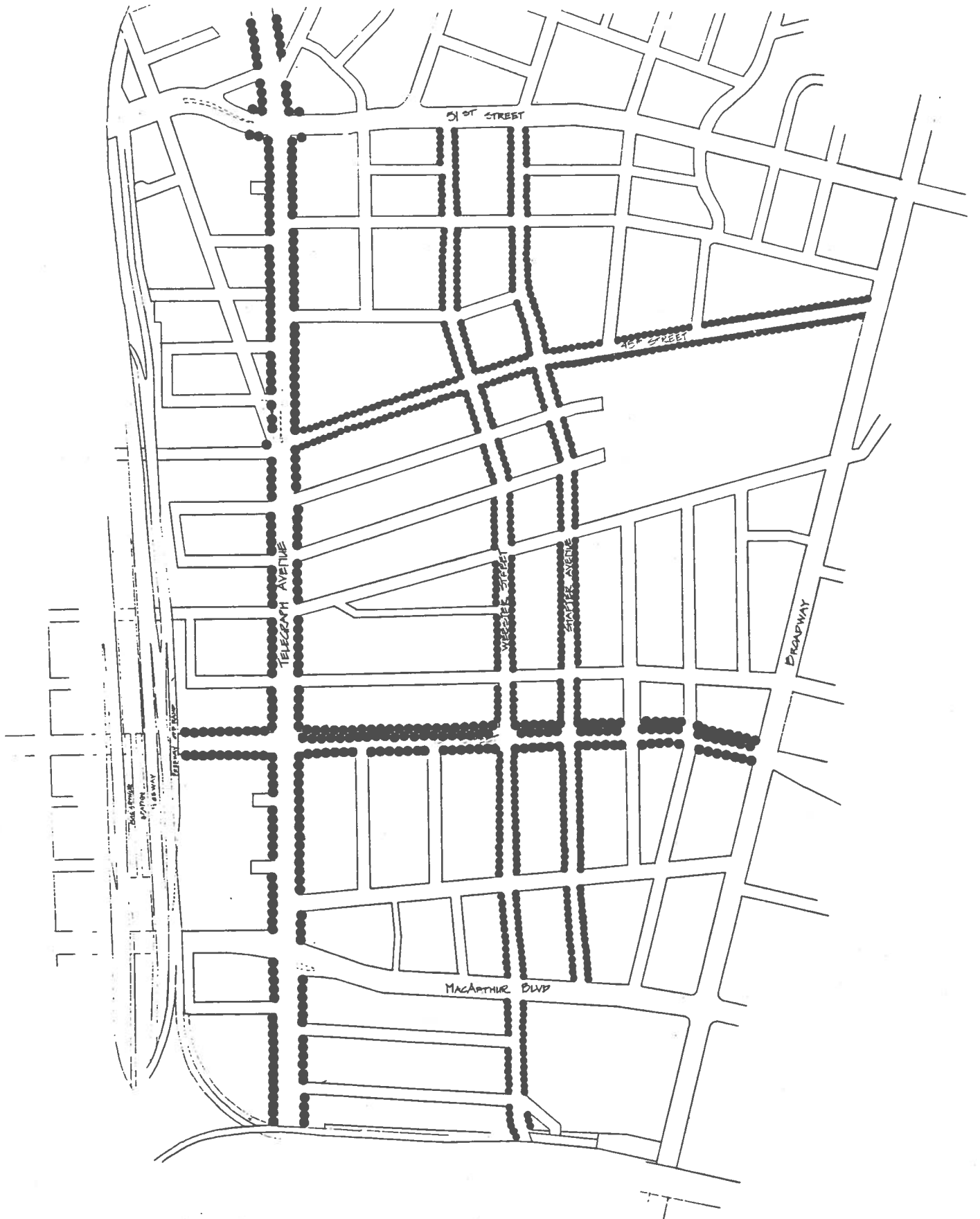
Implementation

(A) Fill in between existing trees. Trees should be as close to 35 feet apart as possible (Illustration 20).

TA-2. Intensify street treatment at the retail district from 45th to 51st to create a more pedestrian oriented environment.

Implementation

(A) Major gateways at 45th and Telegraph and at 51st and Telegraph to define the commercial district (Illustration 21). Illustration 20: URBAN DESIGN--Street Trees



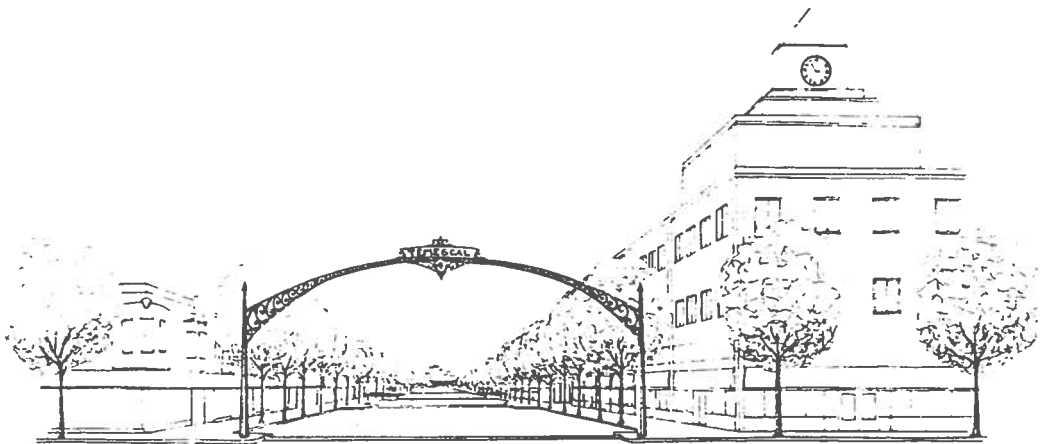
TELEGRAPH STUDY AREA



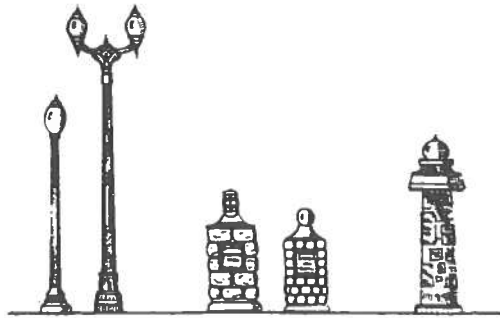
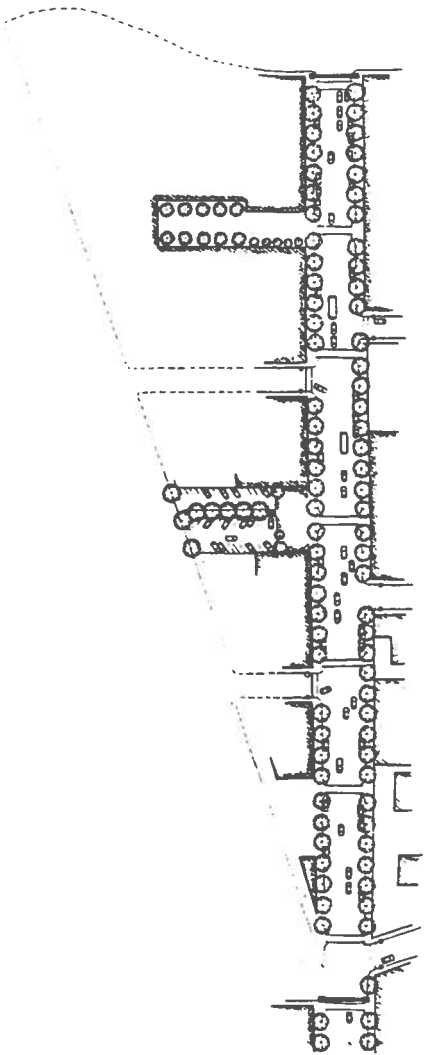
URBAN DESIGN
Street Trees

ILLUSTRATION

20



GATEWAY VIEW



RECOMMENDED STREET FURNITURE:

- GATEWAYS
- DECORATIVE LAMP POSTS
- GATE POSTS
- NEWS KIOSKS
- BUS SHELTERS
- LITTER BINS
- BENCHES
- PLANTERS

TELEGRAPH STUDY AREA



URBAN DESIGN
Telegraph Avenue Streetscape

ILLUSTRATION

21

(B) Smaller entry posts on side streets entering onto Telegraph between the large gates.

(C) Make retail district and nodes safer and easier to use by installing substantial cross walks that start at the outer edge of the parking lane by building sidewalk out into the parking lane at crossings.

TA-3. Close some side streets between Telegraph and Shattuck.

Implementation

(A) 50th Street could become a pedestrian courtyard (proposal explained in more detail later).

(B) 48th Street and its adjacent parking lot on the north side of 48th next to the Post Office could be converted into a small open green space for pedestrians with a parking lot behind with access from Shattuck.

(C) 46th would become an open plaza between Kasper's and Bertola's (explained in more detail later). North-bound traffic on Telegraph wishing to turn right onto Shattuck would use 47th instead of 46th.

TA-4. Add to and improve the street furniture along Telegraph, starting in the retail district.

Implementation

(A) Elements would include decorative historic lamp posts, gateposts, news kiosks, benches, bus shelters and trash bins.

Facade Guidelines for Telegraph Ave.

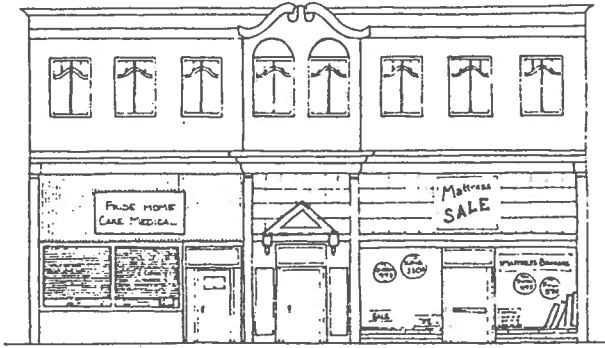
This section presents guidelines to improve the appearance of storefronts and provide a harmonious appearance along Telegraph Avenue. The recommendations to provide unifying standards but do not dictate a design. A merchants' association might adopt these guidelines as a policy to encourage their use by existing businesses. If adopted by the city, the design guidelines could be mandatory for new uses.

These guidelines are based on the ideas of:

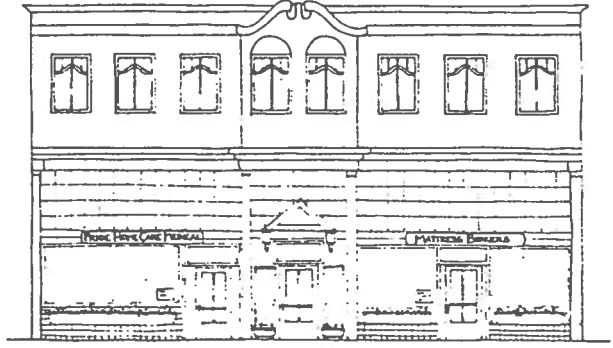
- o respecting the integrity of the building front;
- o creating a facade that attracts attention because of a coordinated and harmonious image rather than over-sized signs or garish colors;
- o achieving dramatic results through small scale and inexpensive changes.

Guidelines for Buildings

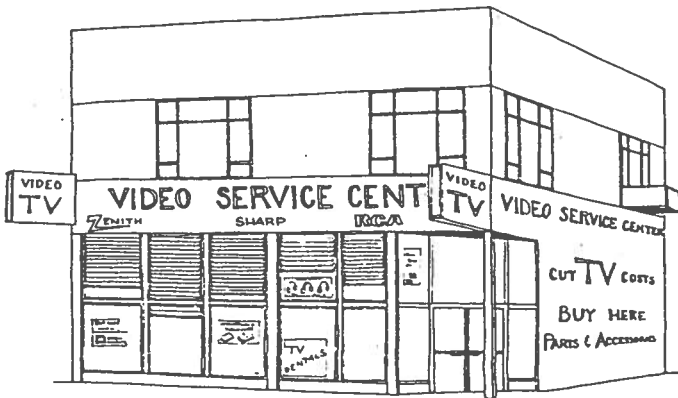
- o Use ground level display windows to allow people passing by to see the store's interior and merchandise, or the activity of those working inside if an office uses the



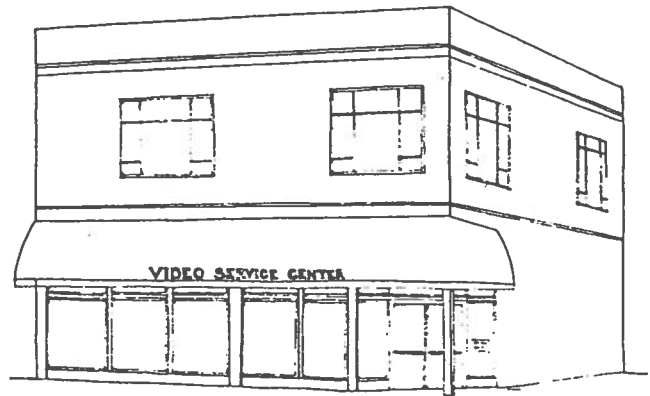
EXISTING



POTENTIAL



EXISTING



POTENTIAL



space. At night, display windows should be illuminated.

- o Celestory windows or transoms above the doorways should be retained or restored to bring in natural light and restore the storefront's intended appearance.
- o All display windows on the ground floor should be retained or restored.
- o Reflective "mirror-type" glass windows and metal panels should be avoided.
- o Avoid exterior security bars or grills. Instead, install interior gates which are concealed during business hours.
- o For facades, light colored paints are best as background with darker colors for architectural details. Very bright or garish colors and all fluorescent colors should not be used. (For a good example of highlighting architectural details with color, see building housing Genova's delicatessen on 49th and Telegraph.)
- o Natural brick surfaces should not be painted unless damaged or previously painted. (Attractive brick buildings on Telegraph include the one story building on the west side of Telegraph between 49th and 50th and the building housing Continental Treasures, Tintypes and Acorn Remodeling south of 48th on the east side of Telegraph.)
- o Awnings and canopies are pleasant for pedestrians and can greatly enhance and unify the streetscape. (The use of awnings can be seen on both sides of Telegraph between 49th and 51st streets.)
- o On "historical" buildings, the original facade should be retained or restored by removing later additions.

Guidelines for New Construction

- o New construction should be designed to blend into the historic character and scale of existing buildings. This can be done by:
 - o aligning cornices;
 - o using similar materials;
 - o maintaining the visual separation of the ground floor from upper stories that occurs in most older buildings;
 - o maintaining the rhythm of display windows and frequent doorways on the ground floor.

Guidelines for Signs

- o Signs should be individually designed for a specific storefront.
- o Signs should not obscure important architectural details.

- o Material, design and lettering of a sign should be as simple and legible as possible.
- o If projecting signs are used, they should be small. Using the traditional trade symbol signs (such as the shape of a shoe or book) on projecting signs is very attractive.
- o Banners are an excellent way of promoting a business while enlivening the street.
- o Neon can be used for small signs but flashing or moving signage should be avoided.
- o If signs are illuminated internally or externally, the light should not overwhelm the lighting of the shop windows.
- o Signage on a multi-tenant building should be coordinated. (See building housing Continental Treasures, Tintypes and Acorn Remodeling south of 48th on the east side of Telegraph for an example of coordinated signage.)
- o Billboards and other signs which do not advertise local businesses and should be prohibited.
- o Large colorful murals can be an outlet for local artists and can put large areas of blank wall to good use. (For example, the Urban Village on 44th and Telegraph has used a colorful mural to decorate a front wall.)
- o Properly maintained planters and window boxes are an asset.

**IX. STREETS AND STREETSCAPES:
SITE DESIGN FOR OTHER STREETS**

40TH Street

40th Street currently includes two lanes of through traffic in each direction and a wide median strip. There are also parking lanes on each side of the street. Approximately 5,400 vehicles use 40th Street daily. This number could be adequately accommodated on a much narrower street.

There are two goals for redesigning 40th Street.

- o Beautify the street and provide new recreational activities.
- o Maintain the 40th Street's function of bringing local traffic on and off of Telegraph and Broadway and keep most of the existing parking spaces on the street.

Because the 90 foot right of way is more than enough to accommodate existing traffic, we propose reducing the number of traffic lanes to one 11 foot wide lane in each direction without a median strip between them. The south side of the street would have one 8 foot wide parking lane. The south side of the street would also have a 5 foot wide sidewalk and 7 foot wide planting strip.

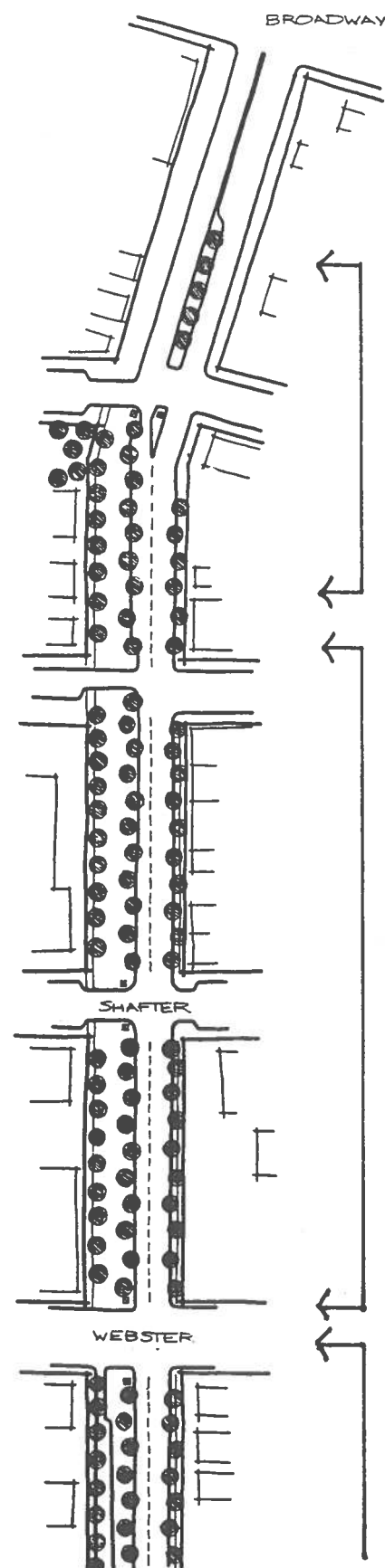
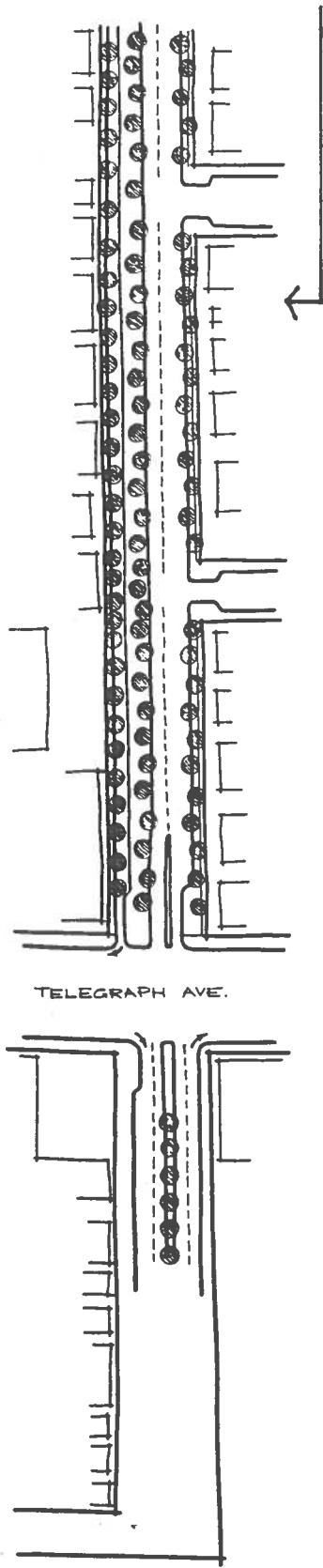
This design would free 49 feet of public right of way for other uses. Most of this strip could be used for a green space, a narrow park running the length of the street on its north side. An entrance to this park would be located one block east of Broadway and would be marked by a small plaza with trees and pillars. There would be a double row of trees running the length of the north side park and a single row of trees on the south side of the street.

The park could be used for a variety of social and recreational facilities. A design for the portion between Opal and Webster Streets has been developed to illustrate our ideas. The Illustration shows how a basketball court, a small skateboard park and bowl, a small play lot, and a plaza could be arranged within the park. In addition, the vacant building on the corner of 40th Street and Webster could be used as a senior center with a senior or community garden adjacent to it. The green space and a nearby plaza could include tables for card games and other amenities for seniors. Part of the existing parking lot for the Youth Drug Facility on 40th Street is also used for recreation. This is also not believed to be a problem since the building's current use does not make full use of the parking lot.

These proposals are illustrated in Illustrations 23, 24, 25, 26.

Parking on the north side of 40th Street could be provided through one of two alternatives.

- o Reduce the green space by 8 feet to allow a parking lane next to the traffic lane.
- o Build a 16 foot wide one-way access road. This width would allow for one traveled lane and an 8 foot parking lane.



TELEGRAPH STUDY AREA

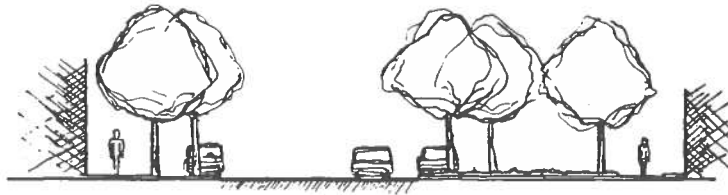
PROPOSAL FOR 40th STREET Streetscape



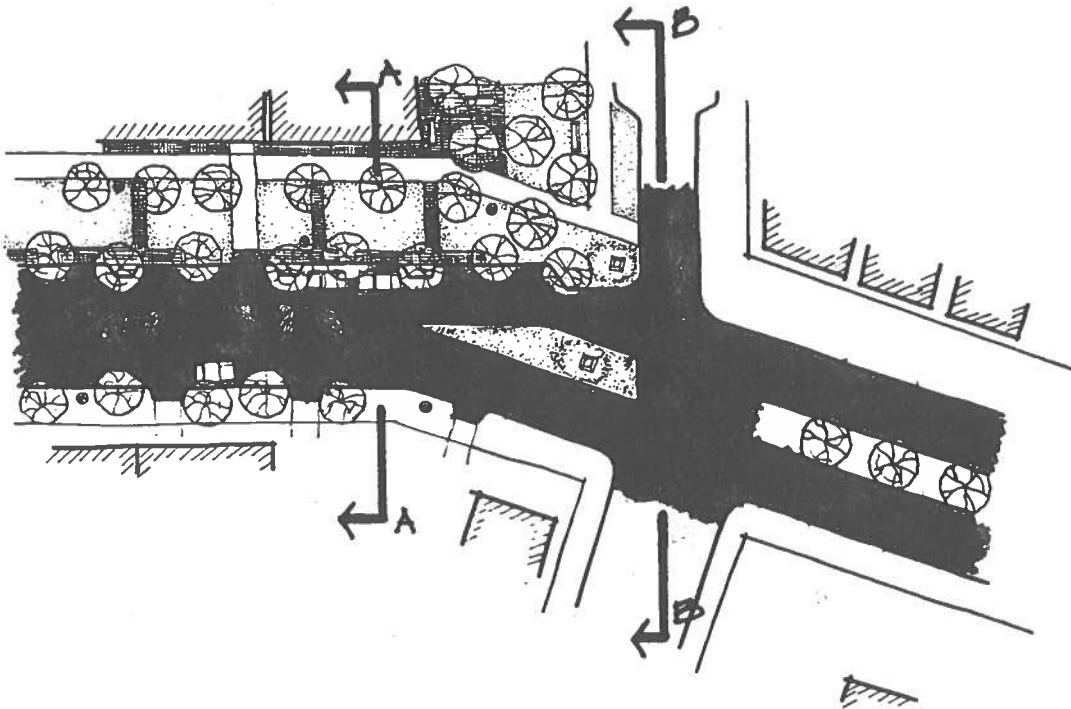
ILLUSTRATION
23



SECTION A



SECTION B



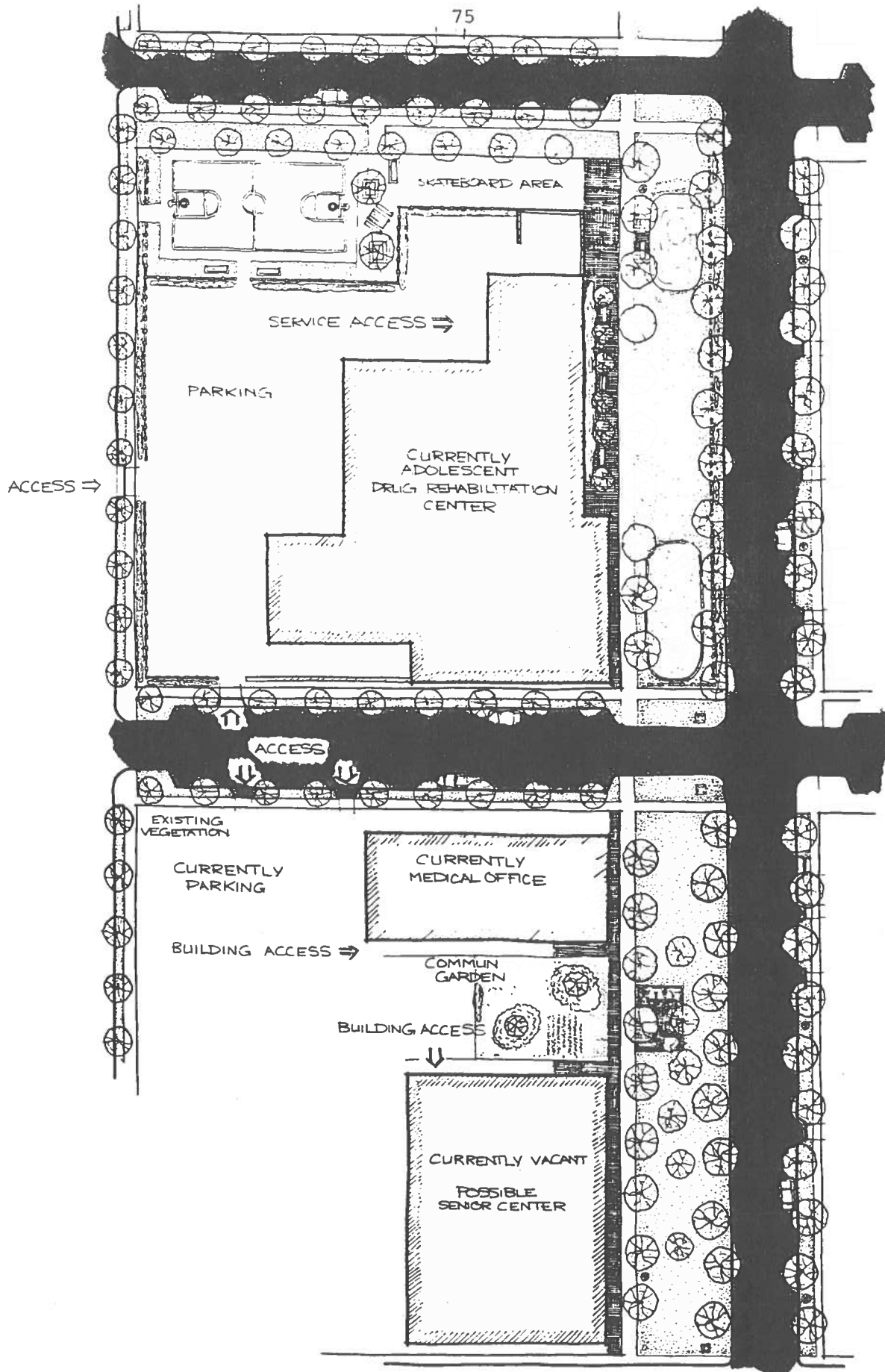
TELEGRAPH STUDY AREA

PROPOSAL FOR 40th STREET
Detail A

ILLUSTRATION

24





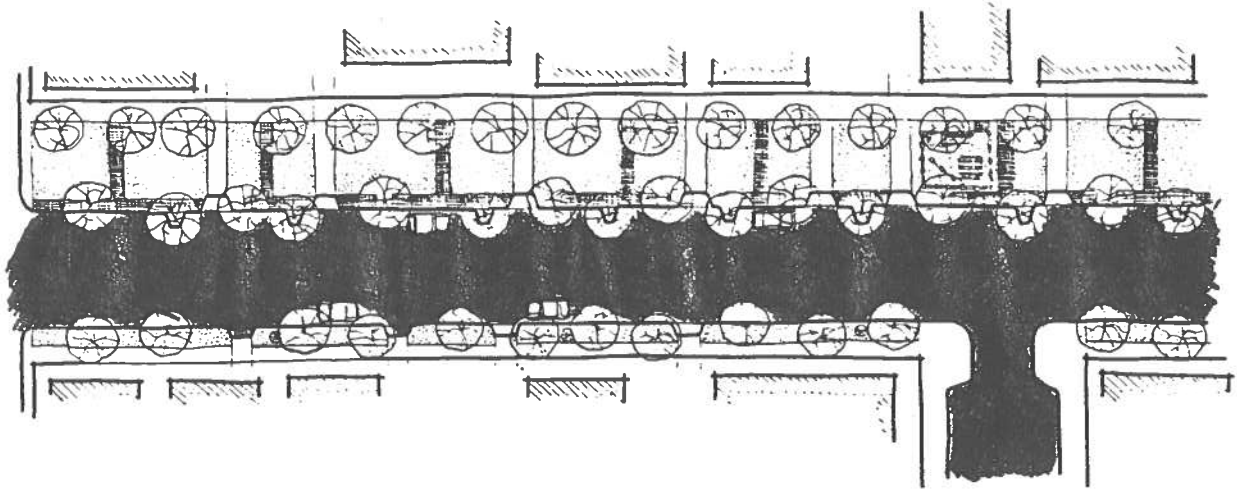
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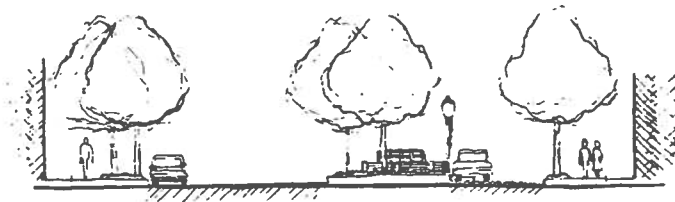
PROPOSAL FOR 40th STREET
Detail B

ILLUSTRATION

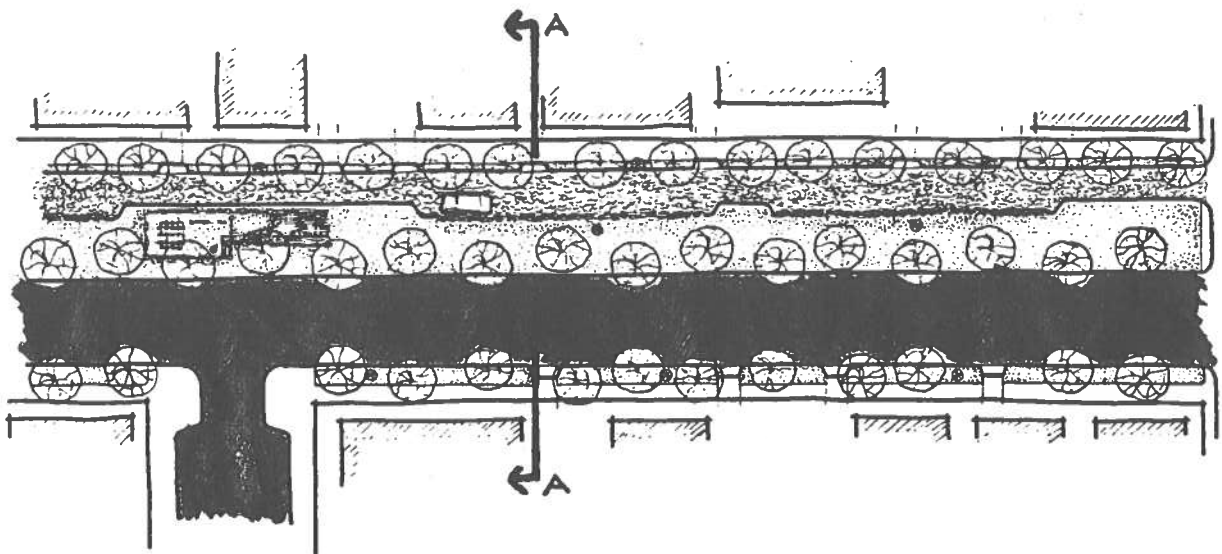
25



ALTERNATIVE for DETAIL C



SECTION A



TELEGRAPH STUDY AREA



PROPOSAL FOR 40th STREET
Detail C

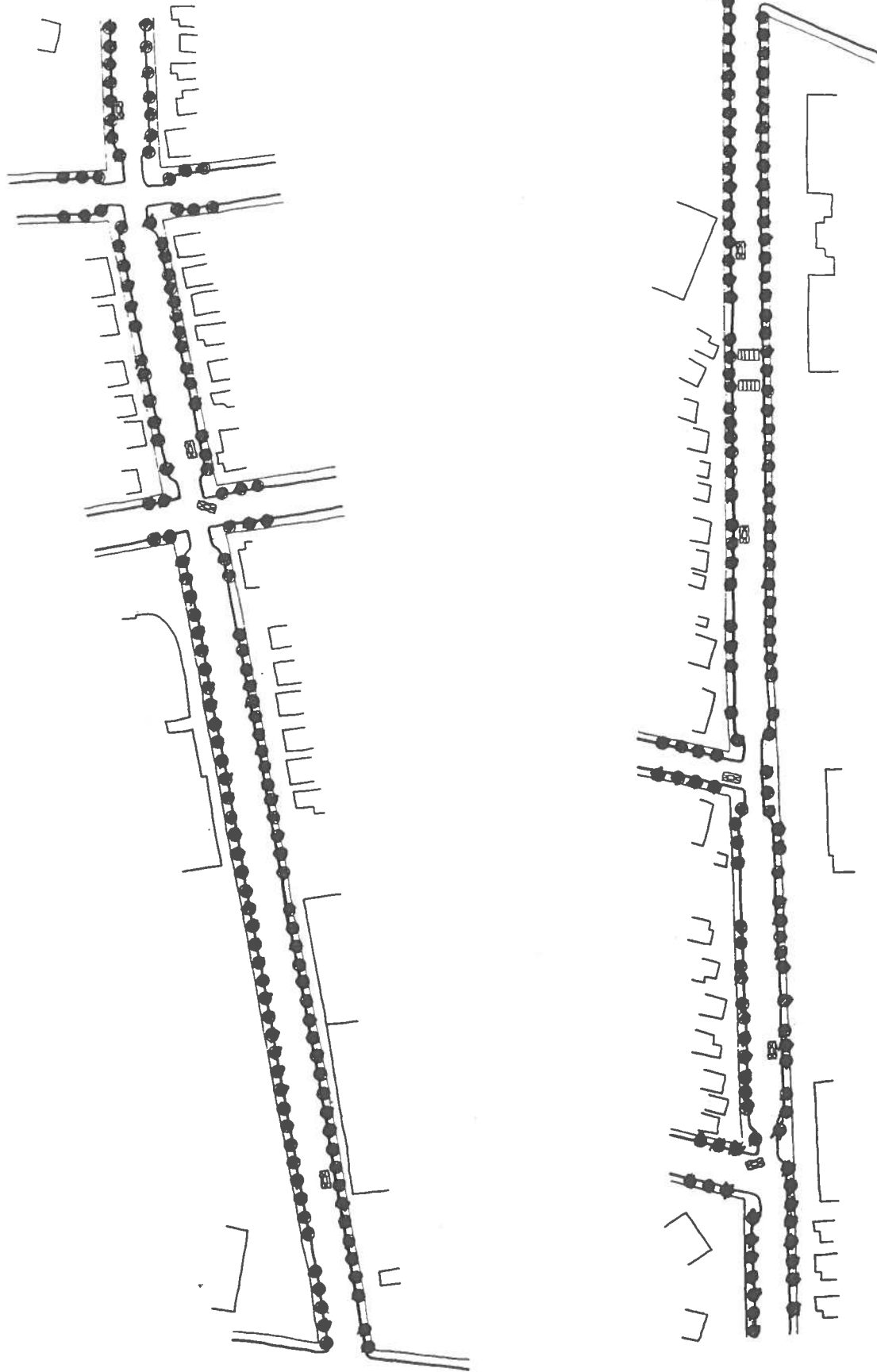
ILLUSTRATION
26

The first alternative would maximize parking on 40th Street and allow a wide stretch of green space as well. However, it would require many long driveways and walkways from the street to residences. The second alternative eliminates the need for long driveways and walkways but also reduces the width of the green space. However, even with a 7 foot wide sidewalk, the green space would be 25 feet wide with enough room to accommodate a small tot lot and sitting area. Traffic along the access road would also be slowed through the use of uneven road surface such as cobblestone. Traffic might move slowly enough that the street could actually be used for play. In any case the unconventional street treatment would reduce the feeling that the greenspace is an island in a stream of traffic.

45TH Street

There is a mix of residential and public uses on 45th Street. The public uses include Oakland Technical High School, Carter Middle School, Emerson Elementary School, the Temescal Pool, and the Studio One Arts/Activities Center. The public facilities on 45th Street make it an important community center, particularly for children. However, the street could be improved by slowing down the traffic to reduce the safety hazard for the many children walking to and from school and recreation centers. Additional landscaping along 45th Street would make it a more pleasant place to walk.

We propose three changes along 45th Street. First, traffic should be slowed down through the use of chokers, stop signs, and speed undulations at intersections. Second, more trees should be planted along the street. Third, the area in front of Studio One should be improved to provide a sense of entry to the building as well as a sense of place as a meeting/gathering spot. The impact of these proposals is shown in Illustrations 27, 28, 29 and 30.



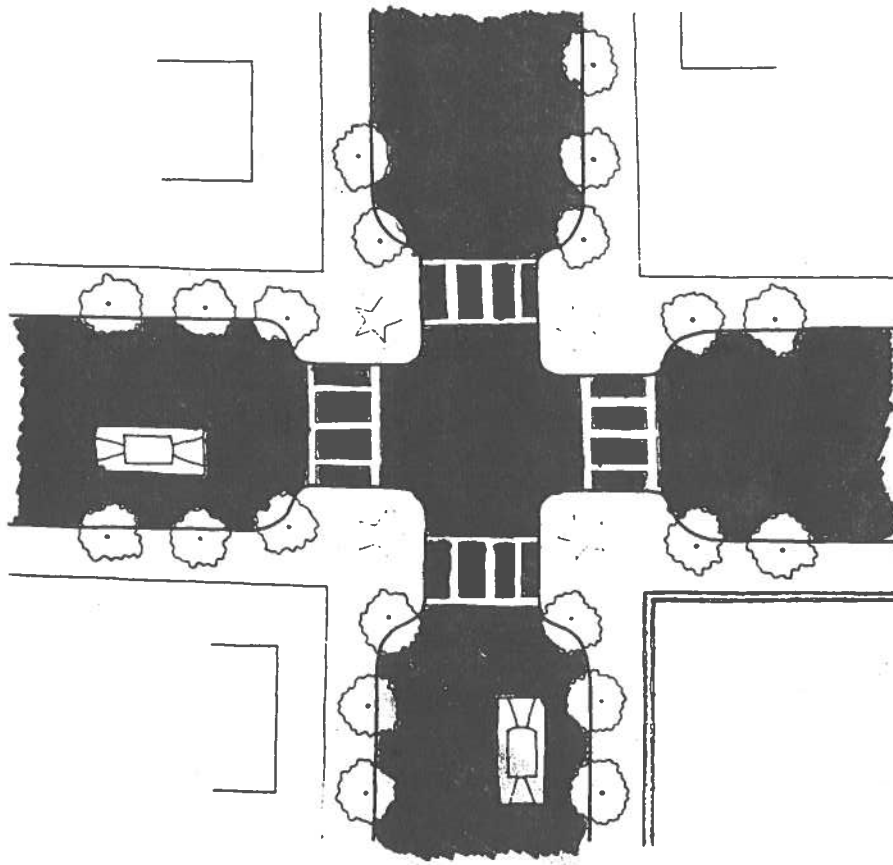
TELEGRAPH STUDY AREA



PROPOSAL FOR 45th STREET
Streetscape

ILLUSTRATION

27

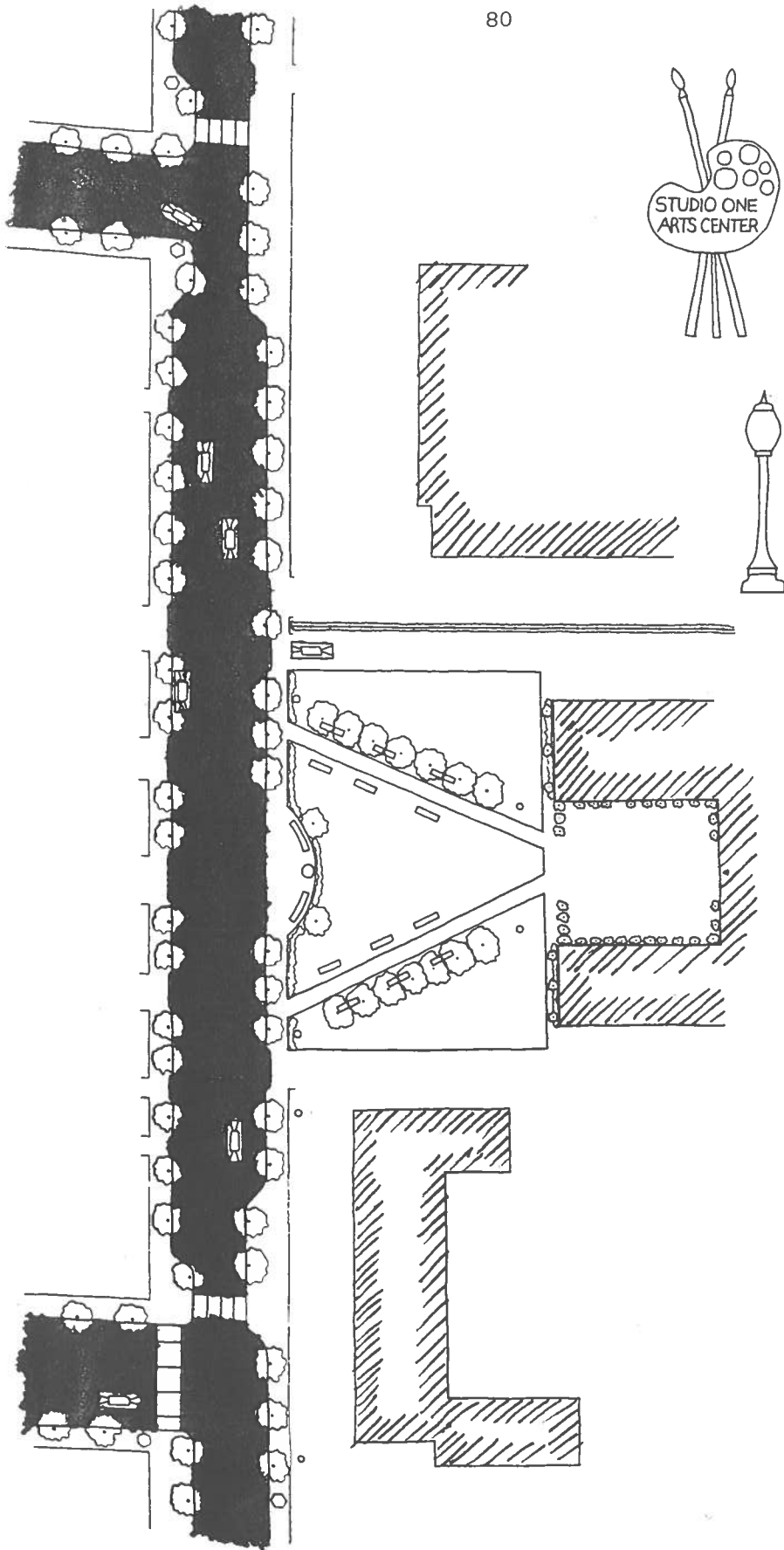


TELEGRAPH STUDY AREA



PROPOSAL FOR 45th STREET
Intersection Design

ILLUSTRATION
28

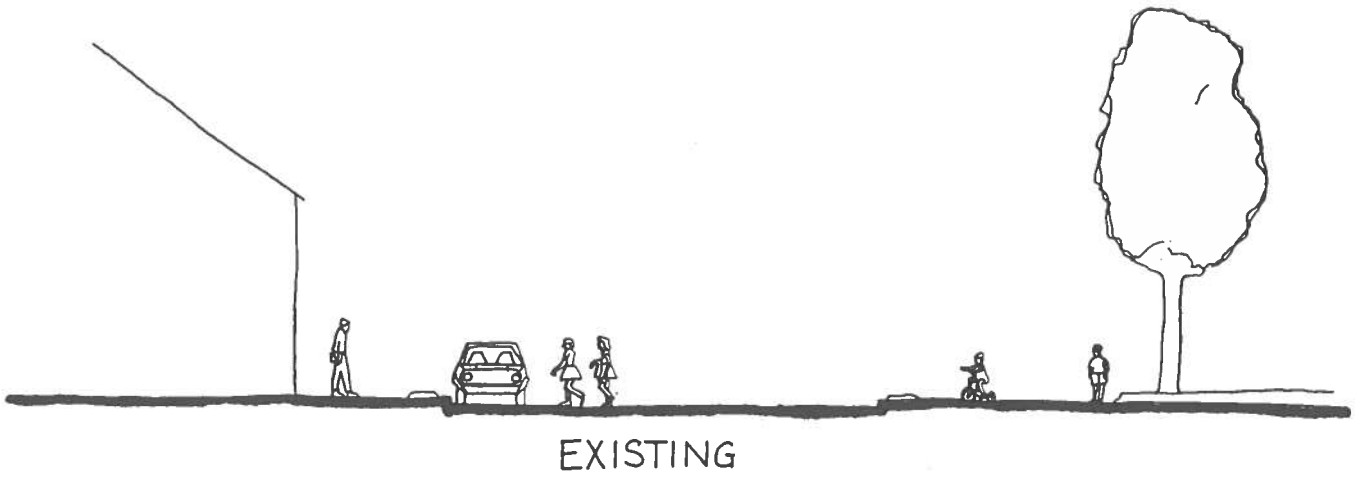
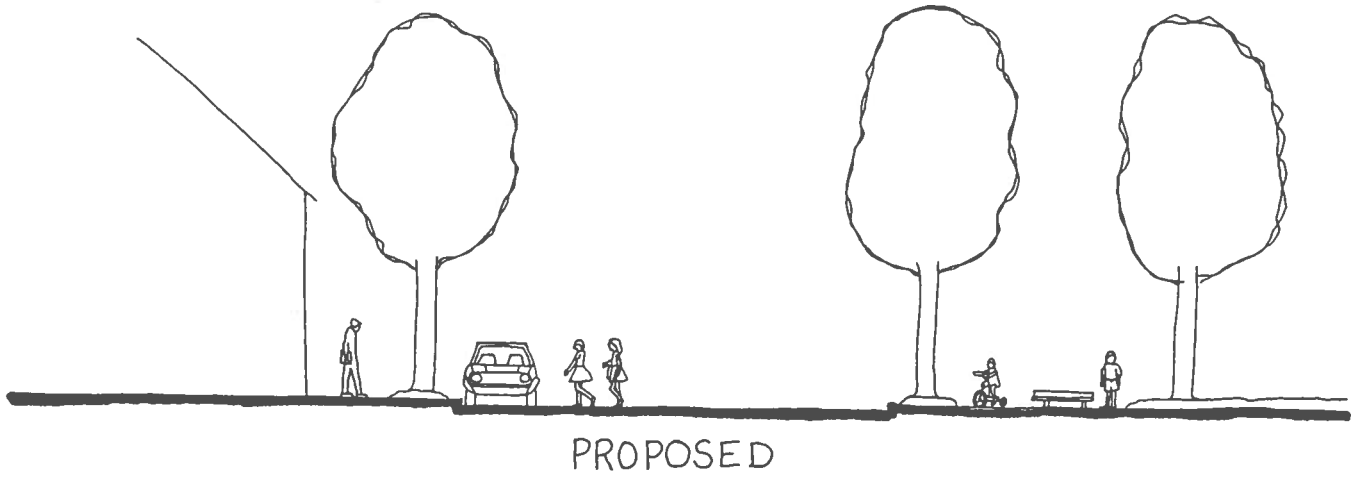


TELEGRAPH STUDY AREA



PROPOSAL FOR 45th STREET
Studio One Landscaping

ILLUSTRATION
29



TELEGRAPH STUDY AREA

PROPOSAL FOR 45th STREET
Sections at Studio One

ILLUSTRATION
30



Webster and Shafter

Some of the ideas and suggestions raised in the generalized Proposed Neighborhood Concept Map (Illustration 4) are more precisely illustrated in the site plan for interior street improvements along Webster and Shafter. Maps and drawings for this opportunity site are:

- o Illustration 31 - General map of the study area highlighting the streets for proposed improvements.
- o Illustration 32 - Portion of Webster and Shafter illustrating the green corridor, bike path, and road width changes.
- o Illustration 33 - Sections showing details of the bike path area and street chokers.

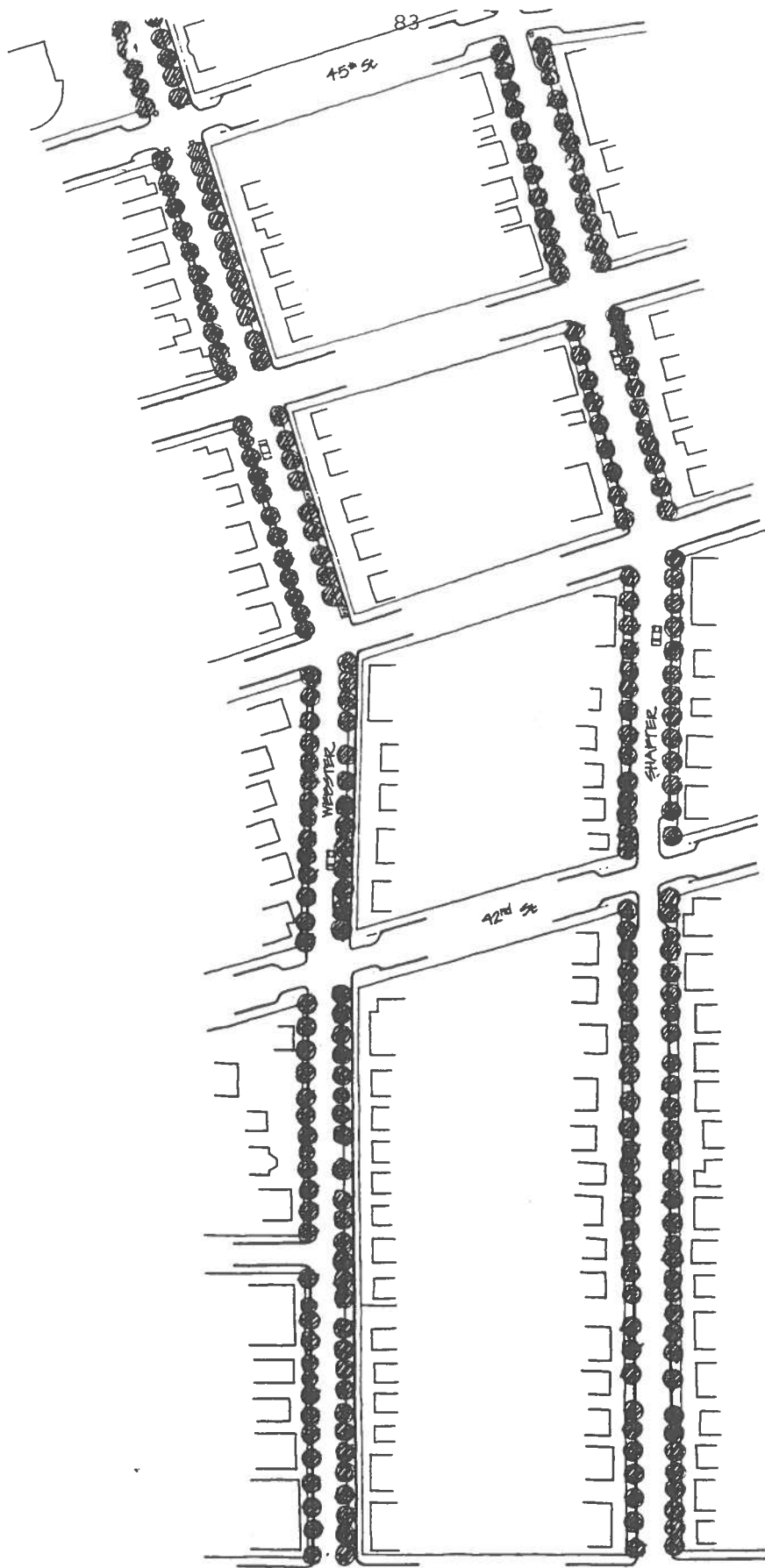
Webster and Shafter are the two main residential streets running north-south through the neighborhood. We observed the following qualities on the two streets:

- o They are used as through streets because of the traffic lights along them.
- o They connect Mosswood Park and two of the three schools in the study area.
- o Speeding cars are a safety hazard for children going to school or to the parks to play.
- o A new bicycle path along most of Webster and part of Shafter is unprotected.
- o Although some areas along the two streets are well landscaped, they still lack vegetation.

We propose two sets of changes to improve residential streets in the neighborhood. The first set of changes concentrates on making residential areas more pleasant places in which to walk and play through:

- o additional street trees to encourage more pedestrian traffic;
- o a bicycle lane next to the sidewalk and separated from the street by a row of trees.

The above changes would require a considerable amount of street and sidewalk work. Sidewalks would need to be cut back on both sides of the street and a curb would need to be added to separate the bike path from the street. These improvements would be needed from Mosswood Park up past 51st St. Tree planting and landscaping could be done over a long period of time, perhaps as a neighborhood-community building project by the residents.

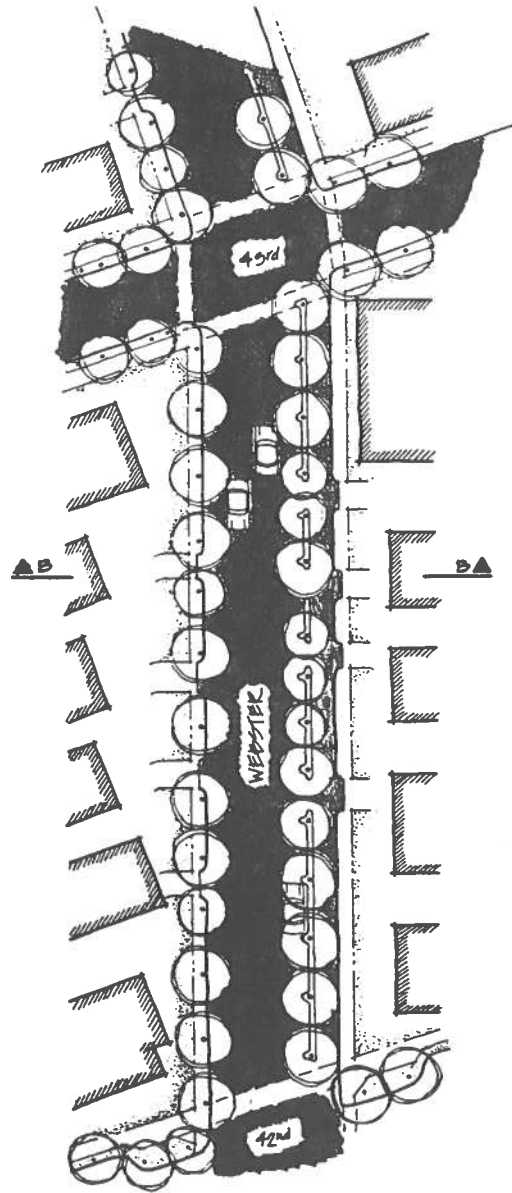


TELEGRAPH STUDY AREA

PROPOSAL FOR WEBSTER/SHAFTER
Streetscape



ILLUSTRATION
31



GREEN STREETS- WEBSTER



SECTION D-B

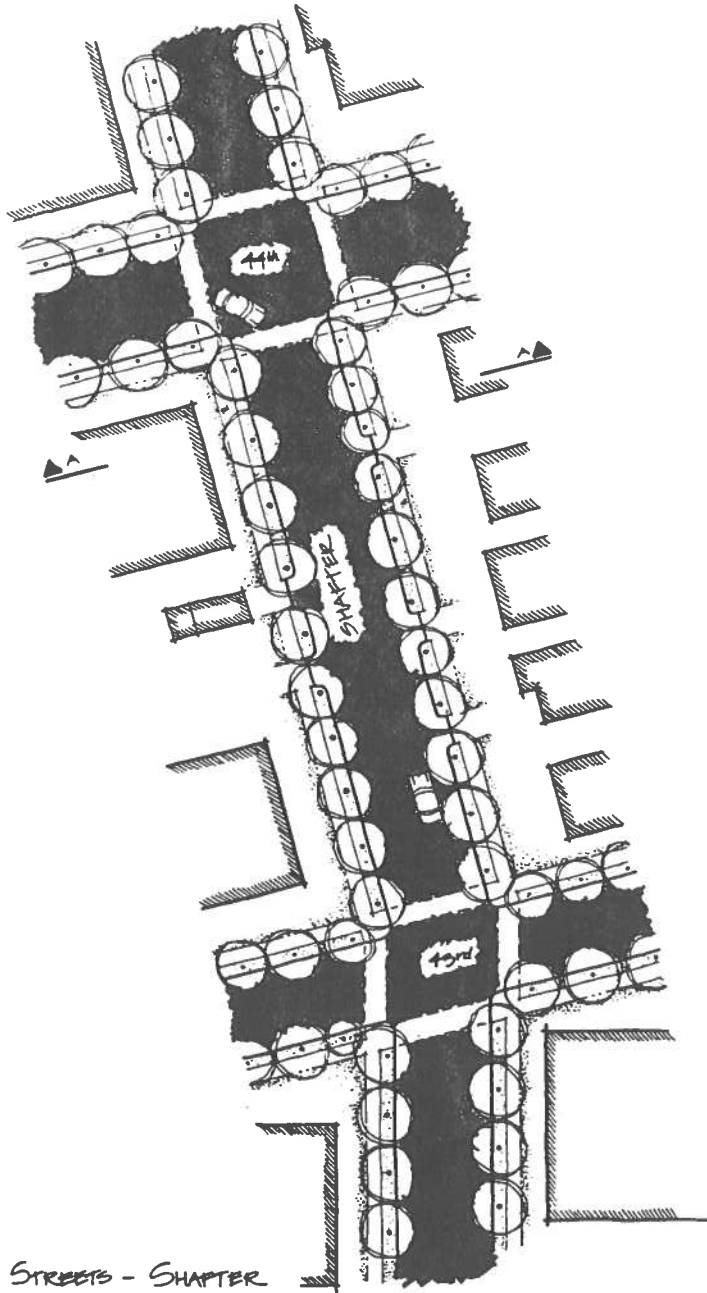
TELEGRAPH STUDY AREA



PROPOSAL FOR WEBSTER/SHAFTER
Bikepath Plan

ILLUSTRATION

32



GREEN STREETS - SHAPTER



SECTION A-A

TELEGRAPH STUDY AREA

PROPOSAL FOR WEBSTER/SHAFTER
Green Streets



ILLUSTRATION

33

The second set of changes would link the internal public services and schools with each other and with peripheral commercial areas.

- o Webster and Shafter would be tree-lined spines of public open space
- o A connecting corridor of public landscaping within the residential area would gradually be developed.
- o Webster and Shafter could become the focal area for additional public services such as a senior center, youth center, or "pocket parks".

These improvements would most likely be accomplished over a long period of time. A dense row of street trees, preferably of consistent age and species, would need to be added to both streets in order to establish them as the public spine of the neighborhood. The bike path and additional landscaping would increase the uniqueness of this spine. Lots between Webster and Shafter might eventually be converted into pocket parks as they become available. They might alternatively be used for public services.

Social Streets

In current American law concerning streets, people "own" the sidewalk and cars "own" the streets. On local, neighborhood, streets where there is little through traffic that means that a great deal of space probably functions as a parking lot. Some streets with little traffic do fulfill many functions--kids play with a frisbee or football in the middle of the street, people go back and forth to visit with neighbors, block parties are organized, cars are driven through, cars are parked. But the relationship between these uses is that of an uneasy truce. Parents feel their kids aren't really supposed to be playing in the street; the City government must give permission for block parties held in the street. Designing and implementing social streets can make these multiple functions legal and legitimate. By making the multiple function of the street legitimate we increase the expectation of both drivers of cars and people on foot that they will be sharing the space and thus increase the safety of both.

A number of characteristics make the shared right of way a success:

- o The street proposed as a "social street" should be one which doesn't really go anywhere so that the amount of through traffic it carries is minimal.
- o The street should be short so that drivers are not overly inconvenienced and also so that the people who live on the street are likely to develop a consensus about its multiple use.
- o The street will be designed to look different from other streets so that drivers know they are entering a special place and must go no faster than walking pace (4 or 5 mph).

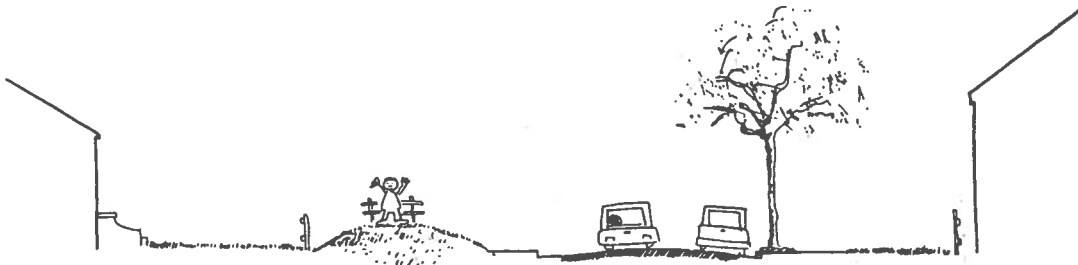
We have developed two designs for one particular block which might make a good social street: 50th street between Lawton and Manila. One design might be appropriate for a street with many children living on it. It might be called a "play street". The other street treatment might be desired by people whose use

of the street was more passive, mainly they want something pleasant to look at. It might be called a "court yard street".

The two designs for 50th St. (Illustrations 34, 35, and 36) are just examples of what might be done with a street of that size and configuration. A social street should be designed by the people who live on it with the help of street designers and engineers. It should be an expression of what that particular neighborhood wants and might change over time. The process of designing the street will go a long way toward getting the people who live on a particular block comfortable with the idea of people sharing the street with cars.



SECTION A



SECTION B

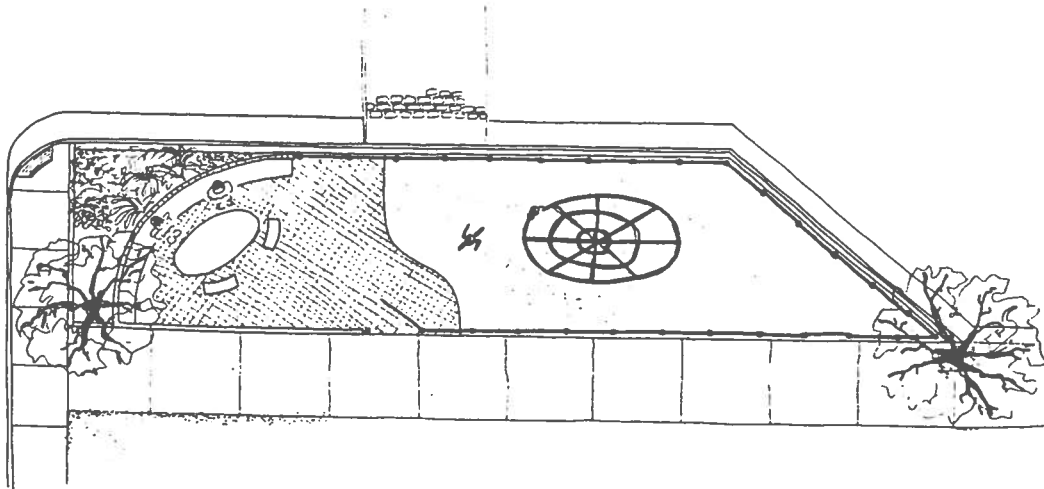
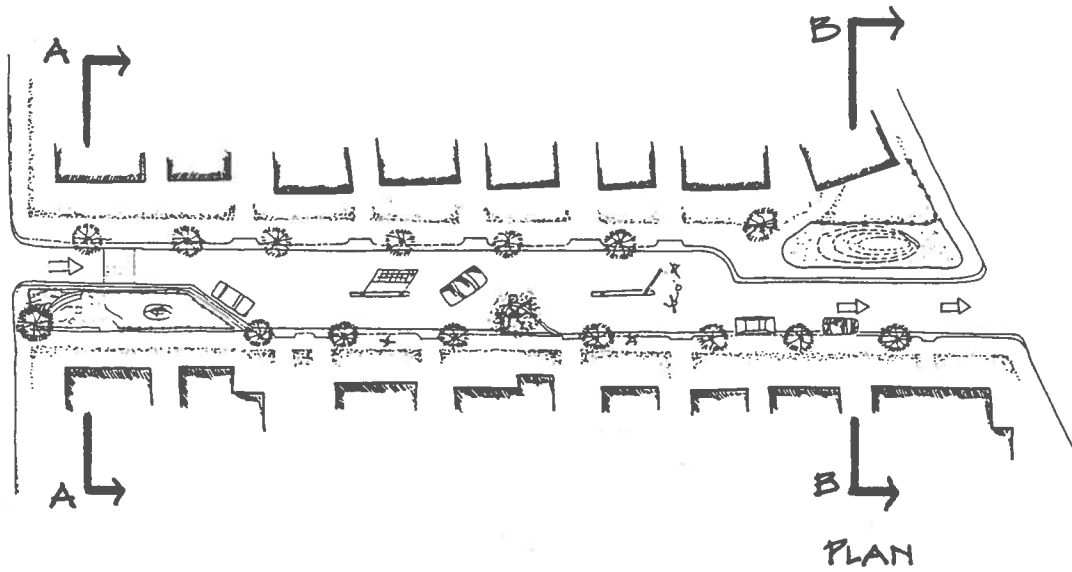
TELEGRAPH STUDY AREA



PROPOSAL FOR SOCIAL STREETS
Play Street - Sections

ILLUSTRATION

34



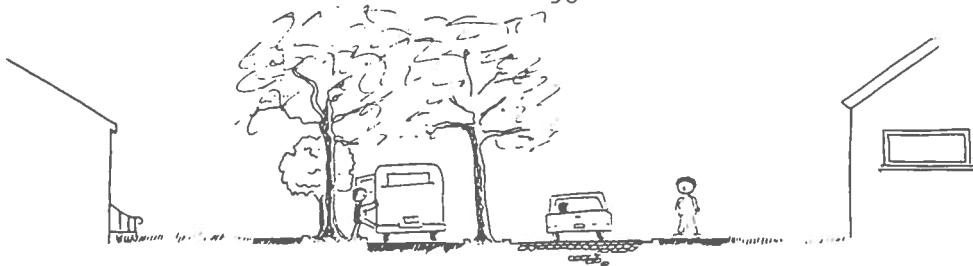
DETAIL

TELEGRAPH STUDY AREA

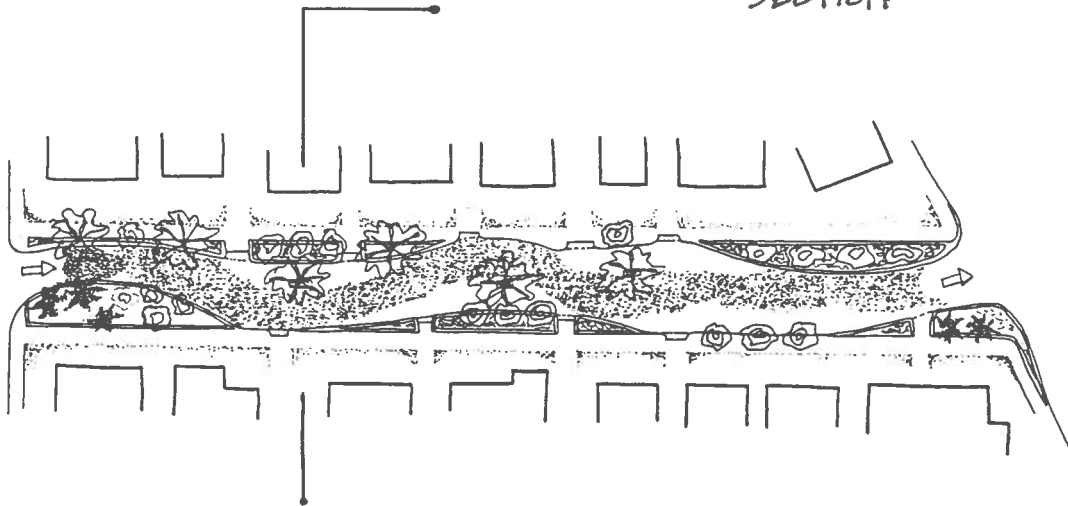


PROPOSAL FOR SOCIAL STREETS
Play Street - Plans

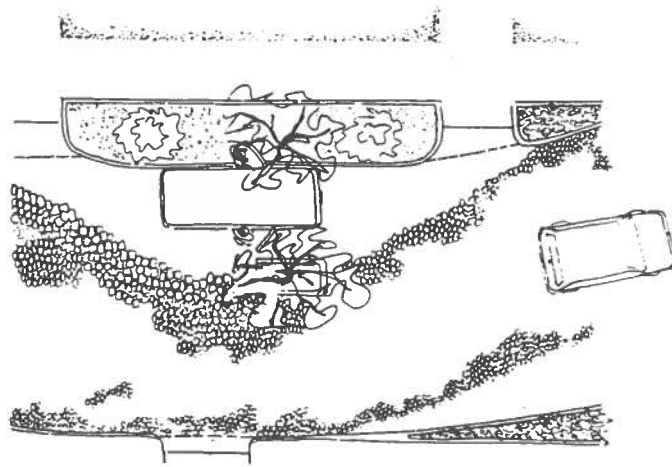
ILLUSTRATION
35



SECTION



PLAN



DETAIL

TELEGRAPH STUDY AREA

PROPOSAL FOR SOCIAL STREETS
Court Street - Plan

ILLUSTRATION
36



EPILOGUE

The ideas presented in this report would need considerable elaboration, debate, revision, and negotiation before they would be considered a firm basis for development and redevelopment of this Telegraph Ave. neighborhood. Some of the ideas are without doubt idealistic--and indeed were intended to be so. Whether or not the specifics are on target, however, it is hoped that this material will serve to stimulate discussion and even generate excitement about the many possibilities for an enhanced Telegraph Ave. in Oakland.