

City of Oakland, California

# International Boulevard Transit-Oriented Development Plan





City of Oakland, California

# **International Boulevard Transit-Oriented Development Plan**

Final Draft Plan

March 1, 2011



# Acknowledgements

This Plan was generously funded by a Community-Based Transportation Planning Grant from Caltrans. Thank you to the following individuals who participated in the development of this Plan:

## Mayor and City Council

Mayor Jean Quan  
Jane Brunner, *District 1*  
Patricia Kernighan, *District 2*  
Nancy Nadel, *District 3*  
Libby Schaaf, *District 4*  
Ignacio De La Fuente, *District 5*  
Desley Brooks, *District 6*  
Larry Reid, *District 7*  
Rebecca Kaplan, *At-Large*

## City Planning Commission

Douglas Boxer, *Chair*  
Vien Truong, *Vice-Chair*  
Michael Colbruno  
Sandra Galvez  
Vince Gibbs  
C. Blake Huntsman  
Madeleine Zayas-Mart

## Community Advisory Committee

Manuel Arias, *Fruitvale Resident*  
Reverend Daniel Buford, *Allen Temple Baptist Church*  
Carlos Castellanos, *East Bay Housing Organizations*  
Kathy Chao, *Lao Family Community Development*  
Mireya Cheverria, *Central East Oakland Resident*  
Charles Chiles, *Central East Oakland Community Development District Board*  
Michael Garrette, *Elmhurst Resident*  
Sara Gomez, *Fruitvale Resident*  
Etha Jones, *Central East Oakland Resident*  
Evangalina Lara, *East Bay Asian Youth Center*  
Andy Nelsen, *East Bay Asian Youth Center*  
Ross Ojeda, *Unity Council*  
Al Parham, *Central East Oakland Merchants Association*  
Shawn Roland, *East Bay Housing Organizations*  
Frank Rose, *Elmhurst Business Owner*  
Eugene Smith, *Fruitvale Resident*  
Dung (Yun) Tran, *East Bay Asian Youth Center*  
Geneal Tucker, *Central East Oakland Resident*  
Sheryl Walton, *Elmhurst Resident*  
Yvette Yarber, *Elmhurst Resident*

## City Staff

Dan Lindheim, *City Administrator*

Walter S. Cohen, *Director, Community and Economic Development Agency*

Eric Angstadt, *Deputy Director, Community and Economic Development Agency*

Elois A. Thornton, *Strategic Planning*

Ulla-Britt Jonsson, *Strategic Planning*

Betty Marvin, *Strategic Planning*

Holly Pearson, *AICP, Strategic Planning*

Heather B. Lee, *Deputy City Attorney*

## Community Partners

Joel Ramos, *TransForm*

Susan Nguyen, *TransForm*

Sandra Padilla, *TransForm*

Kimblynn Bryant, *Oakland Community Organizations*

Christy Hogan, *Oakland Community Organizations*

Emma Paulino, *Oakland Community Organizations*

Jesus Rodriguez, *Oakland Community Organizations*

Ron Snyder, *Oakland Community Organizations*

Liz Sullivan, *Oakland Community Organizations*

## Technical Advisory Committee

Gillian Adams, *Association of Bay Area Governments*

Jeff Angell, *City of Oakland, Housing and Community Development*

Tanya Boyce, *Oakland Redevelopment Agency*

Roberto Costa, *City of Oakland, Business Development Services*

Jim Cunradi, *AICP, AC Transit*

Robert Del Rosario, *AC Transit*

Aliza Gallo, *City of Oakland, Business Development Services*

Jaime Heredia, *City of Oakland, Engineering Design and Right-of-Way Management*

Nathan Landau, *AC Transit*

Jeffrey P. Levin, *City of Oakland, Housing and Community Development*

Jay Musante, *Oakland Redevelopment Agency*

Anh P. Nguyen, *Caltrans*

Maryann Sargent, *City of Oakland*

Beth Thomas, *Caltrans*

Bruce Williams, *City of Oakland, Infrastructure Plans and Programming*

## **Consultant Team**

### **Raimi + Associates, Inc.**

*Lead consultant, land use, public process*

2000 Hearst Avenue, Suite 306

Berkeley, CA 94709

510.666.1010

[www.raimiassociates.com](http://www.raimiassociates.com)

Matt Raimi, *AICP, LEED-ND AP, Project Manager*

Tony Perez

Aaron Welch

Beth Altshuler

Andrejs Galenieks

Joanna Malaczynski

### **Sargent Town Planning**

*Urban design*

448 South Hill Street, Suite 418

Los Angeles, CA 90013

213.599.7680

[www.SargentTownPlanning.com](http://www.SargentTownPlanning.com)

David Sargent, *Principal*

Peter VanderWal

### **Nelson\Nygaard**

*Transit and parking*

785 Market Street, Suite 1300

San Francisco, CA, 94103

415-284-1544

[www.nelsonnygaard.com](http://www.nelsonnygaard.com)

Colin Burgett, *Principal*

Steve Boland, *Associate Project Planner*

## **Dowling Associates**

*Transportation*

180 Grand Avenue, Suite 250

Oakland, California USA 94612

(510) 839-1742

[www.dowlinginc.com](http://www.dowlinginc.com)

Kamala Parks

Chris Ferrell

## **Conley Consulting Group**

*Market and economic studies*

311 Oak St # 110

Oakland, CA 94607

(510) 625-1448

[www.conley-group.com](http://www.conley-group.com)

Denise E. Conley, *Principal*

Lauren Pitts

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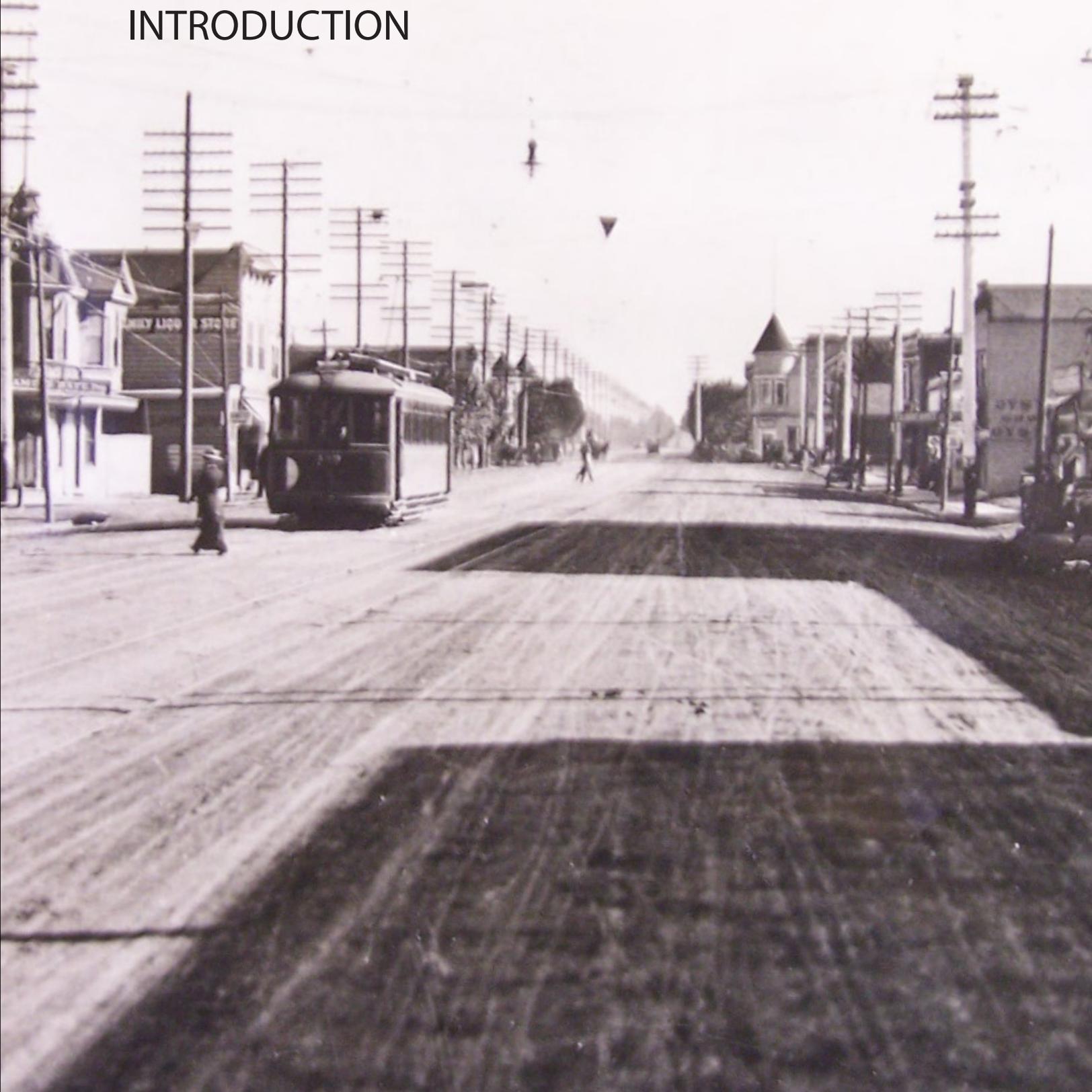
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# 1

## INTRODUCTION





## INTRODUCTION

The International Boulevard corridor, also known as State Route 185 and until the 1990s named East 14th Street, was once a thriving, vibrant area of Oakland, served by streetcars and well-connected to the rest of the City. One area of the corridor – Fruitvale – was even considered to be Oakland’s second downtown. However, since the 1950s, with the demise of the streetcars, increased suburbanization in surrounding areas, decreased investment in the urban neighborhoods along International Boulevard, and a number of other regional and national trends, International Boulevard has experienced a general decline in neighborhood amenities, safety, and economic viability.



Photo-simulation of proposed BRT system

In recent years, there have been numerous efforts to revitalize the corridor. The Oakland Redevelopment Agency has established Redevelopment Project Areas that include the entire International Boulevard corridor, offering new funding opportunities for improving the corridor. A citywide rezoning effort that covers International Boulevard is underway to improve land uses and to make development more feasible. Major transportation improvements along the corridor are also anticipated. The impetus for this International Boulevard Transit-Oriented Development (TOD) Plan is to leverage a planned Bus Rapid Transit (BRT) system – which would extend across multiple cities and run along the full length of International Boulevard on its route, with multiple stops along the corridor – to improve conditions along the street itself and in surrounding neighborhoods. Construction of the BRT system is expected to bring millions of dollars of new investment in infrastructure to the corridor and result in significant physical improvements to the street. This TOD Plan creates the opportunity to restore International Boulevard and the surrounding area back to the vital and beautiful neighborhoods that they once were.

The purposes of the TOD Plan are to assess opportunities for developing TOD projects along International Boulevard, identify possible strat-

egies for realizing TOD projects in these areas, and develop a menu of options for implementing the strategies. This TOD Plan is also intended to parallel the citywide commercial and residential zoning update and support the City's current land use framework that encourages higher-density developments near transit hubs and along major commercial corridors, promotes high-quality urban design in the city's neighborhoods, and encourages economic development within targeted neighborhoods. The proposed new residential and commercial zoning, which is expected to be adopted in early 2011, is the result of an extensive and collaborative effort by community members, non-profit organizations, public agencies, and the City of Oakland and is reflected in this TOD Plan.

The TOD Plan has been anticipated since the passage of Oakland's Land Use and Transportation Element of the General Plan in 1998, which called for a Specific Plan to shape community development around International Boulevard. It also parallels a larger recent citywide focus on TOD occurring in Oakland, including the City's designation of Priority Development Areas (PDAs) through the FOCUS program, a joint partnership between the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC), and other regional agencies; and an effort aimed at establishing criteria and priorities for transportation and infrastructure investments within the PDAs, funded by a Transit-Oriented Development Technical Assistance Program (TOD-TAP) grant from the Alameda County Transportation Commission.

## WHAT IS A TOD?

Transit Oriented Development, or "TOD," is a development pattern designed to maximize access to and use of public transportation. TOD accomplishes these goals through compact, walkable, mixed-use developments that are centered on and within an easy walk of transit stations. TOD offers people more transportation choices, provides additional transit stops and transit lines, and makes multiple modes of transportation more convenient. This can create a mutually reinforcing land use and transportation pattern, where transit and TOD both benefit from each other.



Affordable and market rate housing are mixed over ground floor retail businesses

Typically, TODs are medium- or high-density mixed use developments centered on one or more transit facilities such as BART stations and bus stops. They are built with a focus on pedestrian scale, pedestrian friendliness, and connectivity, utilizing features such as high-quality pedestrian street crossings, pedestrian-oriented building entries and facades, and sidewalks with adequate widths and buffers. This pedestrian-oriented design makes it easier and more pleasant for residents and workers to access transit.

Creating a successful TOD takes more than just locating development next to a transit stop. A successful TOD requires safe, comfortable, attractive connections between transit and the surrounding neighborhood, promoting pedestrian movement and transit use. Many of these individual characteristics and strategies are described below. However, these strategies are inter-related, and most successful TODs use many of them all at once.



Active shopfronts make safe streets - blank walls make dangerous places



Supermarket accessible by transit

## Pedestrian Friendly Design

Pedestrian friendliness is a key characteristic of TODs. Walking must be pleasant within a TOD so that walking to and from transit stops is easier for residents and workers. Additionally, a friendly pedestrian environment helps maintain activity around transit stops, which generally makes other pedestrians feel more comfortable, enhances safety through additional eyes on the street, and helps support retail activity. Typically, pedestrian friendly design means that sidewalks are adequately sized, there are buffers between pedestrians and the street, crossings are well marked, sidewalks and pathways are continuous and safe, and the street environment has a pedestrian scale.

## Mix of Uses

The mix of uses in TODs is important for creating vibrant areas and attracting people to an area. By providing a mix of different uses in one area, it becomes easier for people to take care of their shopping, working, dining or other needs without having to leave the area. In turn, such local in congested urban and suburban areas. This is accomplished through a focus on making non-automobile trips more

convenient, with increased accessibility to multiple transit lines and enhanced bicycle and pedestrian facilities. It is also accomplished through mixed uses and compact design, which allows people to meet their daily needs without having to rely on the high-cost of owning and operating a car to drive to multiple, separate destinations within a city. In practice, the increase in options provided to residents results in less time commuting, less miles traveled by automobile, less money spent on transportation, and greater personal mobility for those who are unable to drive.

## Improved Air Quality and Reduced Energy Consumption

Automobile use is one of the primary sources of air pollution, energy consumption and greenhouse gas emissions in the United States, resulting in high rates of asthma and respiratory illnesses along congested freeways. Replacing automobile trips with pedestrian, bicycle, and transit trips reduces air pollution. Pedestrian, bicycle, and transit use are also more efficient forms of travel on a passenger-mile basis, reducing overall energy use and greenhouse gas emissions and increasing the overall efficiency of transit. As a result, TOD can improve local and regional air quality and reduce energy consumption by facilitating transit use, pedestrian activity, and bicycling.

## Reduced Infrastructure Costs

Because TODs rely on compact, mixed-use development, they often use infrastructure much more efficiently. For example, compact communities are able to provide utility service for the same number of people using shorter pipelines. Similarly, when uses are closer together and automobile use is reduced, communities have less need to maintain long stretches of wide roadways. Though studies have shown that some of the greatest cost savings available to communities are from reduced roadway construction and maintenance costs, compact development can also lower demand for water and sewer service. Additionally, public services such as transit, police and fire protection services become more economically sustainable as well.



Housing can be provided around elevated courtyards over structured parking.



Pedestrian and bicycle safety and connectivity should be top priorities to support transit ridership and foster a transit-oriented lifestyle.



Historic neighborhood scale incorporated into new transit-oriented development



Landscaping and well marked crosswalk make pedestrians comfortable even in busy intersections

## Increased Safety for Pedestrian and Bicyclists

Increased walkability and better bicycle infrastructure creates direct safety benefits for bicyclists and pedestrians. It does this through improved traffic control and safety enhancements, which reduce the number and severity of collisions with automobiles. Simply increasing pedestrian or bicycle activity in an area can also increase safety as these users become more visible and well-established. In addition, increased pedestrian and bicycle activity produces more “eyes on the street” for greater periods of time, which helps prevent crime.

## Economic Benefits

TODs provide many economic benefits. Studies from across the country of areas surrounding transit show that residences close to transit have higher resale values. Increased foot traffic, such as the type encouraged by TODs, tends to increase business opportunities for nearby businesses. Reduced automobile use also reduces costs for households and allows for more discretionary income for other activities. As an example, the Fruitvale Transit Village TOD project generates a significant amount of sales tax for the City.

# STUDY AREA OVERVIEW

International Boulevard is located in the city of Oakland, in the San Francisco Bay Area; and is a major corridor originating at its northernmost point near Lake Merritt in downtown Oakland, and spanning over seven miles of the city. The Boulevard continues south through the cities of San Leandro, Hayward, and Fremont near the base of the San Francisco Bay. It is known as East 14th Street in San Leandro, and Mission Boulevard in Hayward and Fremont. It has, for its entire history, been a major thoroughfare and place of commerce in the region.

International Boulevard is well connected to the rest of the San Francisco Bay Area region through public transportation networks and the highway system. The Fruitvale BART station along International Boulevard and the Coliseum BART/Amtrak stations approximately 0.6 miles away from the Boulevard serve as regional public transit access points to communities in the East Bay, South Bay, San Francisco, the Peninsula, and beyond.

This TOD Plan utilizes four defined geographic areas: the overall “study area,” five “sub-areas,” eight “TOD Catalyst Areas,” and the surrounding “context area.” Figure 1-1 shows the boundaries of these areas. Each area is described below, including its role within the International Boulevard TOD Plan.

## STUDY AREA

The study area stretches from 14th Street (approximately ½ mile south of Downtown Oakland) to the Oakland/San Leandro border at Durant Avenue – a length of about 6 miles. The study area generally includes the parcels fronting International Boulevard, but it also includes some parcels immediately adjacent to the corridor. Overall, the study area covers 230 acres of land, excluding streets and other rights-of-way.

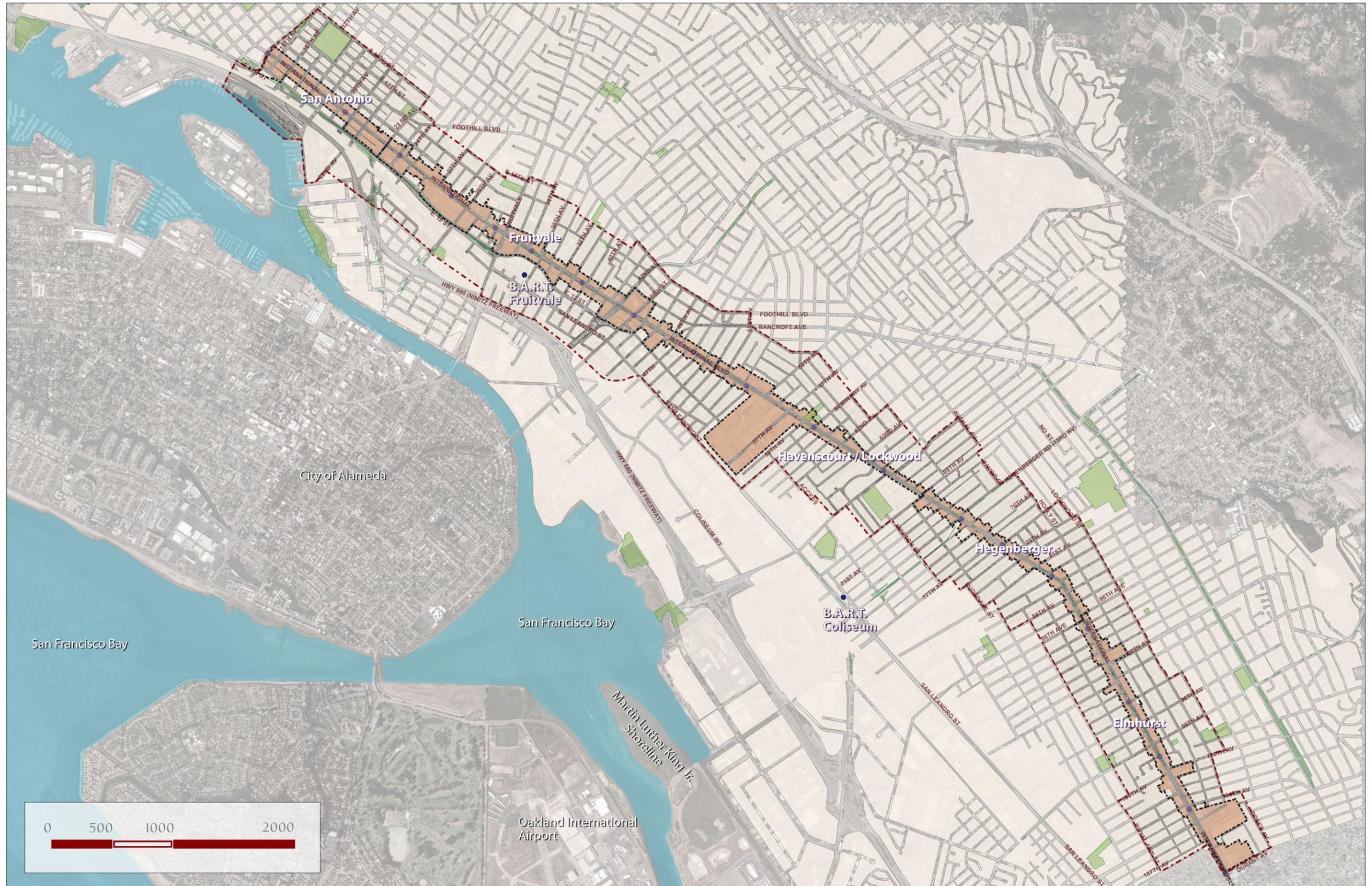


Figure 1-1: Plan Boundaries



## CONTEXT AREA

The context area includes parcels within approximately a quarter mile on each side of International Boulevard. This is the distance that the average pedestrian might reasonably walk to reach local retail, community services, or bus rapid transit along the corridor. The context area is approximately 1,400 acres. While the context area is critical to the overall success of the International Boulevard corridor, this study focuses on the corridor itself and thus there are no specific recommendations for the context area.

## Sub-Areas

Because the study area is approximately 6 miles long and its character, issues and desired vision vary along the corridor, it has been divided into 5 sub-areas. This allowed for development of a vision and package of recommendations tailored to each specific sub-area. Each sub-area has its own “plan” that includes a discussion of existing conditions, a list of key issues, a vision statement, sub-area policies, and priorities for improvement.

The five sub-areas are as follows:

- **San Antonio** (between 14th and 23th Avenues)
- **Fruitvale** (between 23rd and 51st Avenues)
- **Havenscourt-Lockwood** (between 51st and 69th Avenues)
- **Hegenberger-73rd** (between 69th and 86th Avenues)
- **Elmhurst** (between 86th and Durant Avenues)

## TOD CATALYST AREAS

The International Boulevard TOD study area contains many vacant and underutilized parcels, has conditions of blight along much of the corridor, and for several decades has had difficulty attracting quality development. One of the key observations of this TOD Plan is that, since financial resources for investment in International Boulevard are limited, diluting limited financial resources along the entire length of the corridor would not result in measurable change in any one area. Recognizing that change has to start somewhere,

the TOD Plan recommends focusing initial development activity (and supporting public financial and staff resources) in a few select areas along the corridor. Change in these few select areas would then catalyze change elsewhere along the corridor. These recommended areas to focus development are called “TOD Catalyst Areas.” They were selected based on a number of criteria, including the following:

- The availability of and proximity to existing and future transit, in particular proposed Bus Rapid Transit stops.
- Proximity to major crossroads, and/or transit, bicycle or pedestrian connectivity with adjacent neighborhood areas.
- The presence of a significant number of vacant and underutilized parcels that may be ripe for redevelopment.
- The presence of larger parcels and/or parcels under common ownership, which typically makes redevelopment easier than when needing to assemble parcels under differing ownership.
- Areas that are close to existing community resources, such as churches, social service organizations and community centers.
- Areas that are near to existing pedestrian-oriented retail areas.

Through conversations with the Community Advisory Committee (CAC) specifically established for this planning effort, area residents and other stakeholders, participants at community workshops, and City of Oakland staff, eight TOD Catalyst Areas were identified in the International Boulevard TOD Plan study area. Each of the five sub-areas along International Boulevard contains at least one TOD Catalyst Area. TOD Catalyst Areas and their locations are listed below and shown on the map in Figure 1-2.

- TOD Catalyst Areas in San Antonio:
  - Between 14th Avenue and 17th Avenue
  - Between 21st Avenue and 24th Avenue
- TOD Catalyst Areas in Fruitvale:
  - Between 30th Avenue and Fruitvale Avenue
  - Between 41st Avenue and 44th Avenue

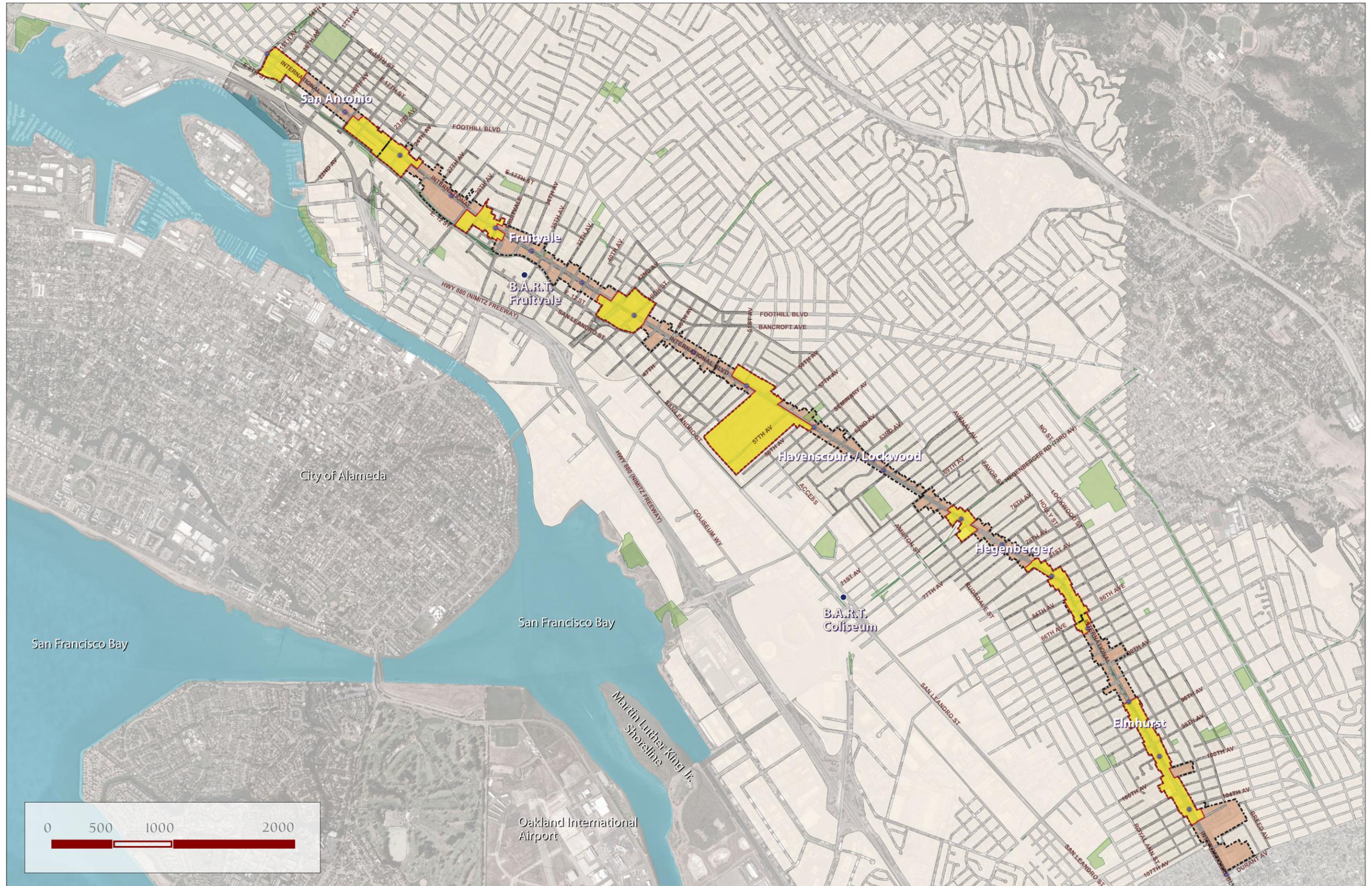


Figure 1-2: TOD Priority Sites





The International Boulevard corridor has a good number of historic buildings that are consistent with the principles of transit-oriented place-making.

- TOD Catalyst Area in Havenscourt-Lockwood:
  - Between 51st Avenue and 57th Avenue, including the large industrial parcels on the southwest side of International Boulevard
- TOD Catalyst Areas in Hegenberger-73rd:
  - At the intersection of Hegenberger Avenue/73rd Avenue
  - Between 81st Avenue and 87th Avenue
- TOD Catalyst Area in Elmhurst:
  - Between 94th Avenue and 104th Avenue

A detailed discussion of how the TOD Catalyst Areas could redevelop over time is presented in Chapter 5, Sub-area Plans, and Chapter 6, Development and Design Guidance. Strategies for implementing the vision of the International Boulevard TOD Plan, including focusing City resources on the TOD Catalyst Areas, is presented in the Implementation Recommendations chapter at the end of this report.

# REPORT CONTENTS

The International Boulevard TOD Plan contains the following chapters:

- **Chapter 1: Introduction.** This chapter introduces the purpose of the report, the concept and benefits of Transit Oriented Development, and assumptions used for the study.
- **Chapter 2: Plan Development Process.** This chapter discusses the steps undertaken and the community outreach conducted to develop the plan.
- **Chapter 3: Existing Conditions.** This chapter presents the history of International Boulevard and the existing land use, transportation, health and safety, and economic and demographic conditions of the corridor.
- **Chapter 4: Vision and Guiding Principles.** This chapter presents the vision and key strategies for implementing the vision based on the results of the community outreach process for the project.
- **Chapter 5: Sub-Area Plans.** This chapter expands on the vision, key principles and goals and policies and applies them to each of the sub-areas.
- **Chapter 6: Development and Design Guidance.** This chapter presents design guidance that would be appropriate for use for future development along the corridor.
- **Chapter 7: Implementation Recommendations.** This chapter provides a list of actions that could be undertaken to begin implementing the vision for the corridor with a focus on the TOD Catalyst Areas.
- **Chapter 8: Implementing the Vision.** This chapter provides detailed information on the development potential of specific parcels in the TOD Catalyst Areas.
- **Appendix A** provides more detailed information on the transportation recommendations.

# REPORT ASSUMPTIONS

The International Boulevard TOD Plan was prepared concurrent with many other planning and infrastructure processes and is based upon the assumptions described below.

## **Bus Rapid Transit Project**

The TOD Plan includes key recommendations that assume implementation of the East Bay Bus Rapid Transit project (EBBRT or BRT) Preferred Alternative, which is currently undergoing environmental analysis by AC Transit as part of the EBBRT project's Final Environmental Impact Statement/Environmental Impact Report (FEIS/R), and is referred to elsewhere in this document as the "BRT preferred alternative." The EBBRT project is scheduled to be completed by 2015. The BRT preferred alternative would reconfigure International Boulevard within most of the TOD Plan study area by converting two of its four existing travel lanes to "bus only" lanes, as well as adding left-turn lanes at most signalized intersections and center boarding islands for bus passengers with enhanced lighting and signage. While it is possible that the design of the planned EBBRT project will be implemented in a different form, or not implemented at all, the BRT preferred alternative represents the best available information on the likely future configuration of International Boulevard.

While this TOD Plan is distinct from the EBBRT plan, it seeks to complement the latter by addressing the design of those portions of the right-of-way that are not addressed by the EBBRT plan – specifically, the realm beyond the curb line as designated in the EBBRT plan, primarily consisting of sidewalks. The TOD Plan identifies potential enhancements, including new on-street parking "bays" and wider sidewalks on some segments, as well as landscaped areas. Transportation elements of this TOD Plan focus on the pedestrian realm, including both sidewalks and street crossings, working in concert with the transit elements described in the EBBRT plan.

Many if not most elements of this TOD Plan would remain relevant even without implementation of the EBBRT preferred alternative. For example, TOD opportunity sites are not strictly depen-

dent on the implementation of BRT since TOD opportunity sites identified by this Plan are generally within walking distance of existing AC Transit Line 1R rapid stops. Additionally, the BRT preferred alternative calls for addition of traffic signals at approximately 50 currently unsignalized intersections. Were signals not added at these locations, the recommendations in this TOD Plan relating to the appropriate spacing of enhanced pedestrian crossings (every 600 feet on the corridor), including recommendations for addition of signals or other pedestrian improvements, would still be applicable, as improving pedestrian safety and circulation is a central goal of this TOD Plan.

## **Citywide Zoning Update**

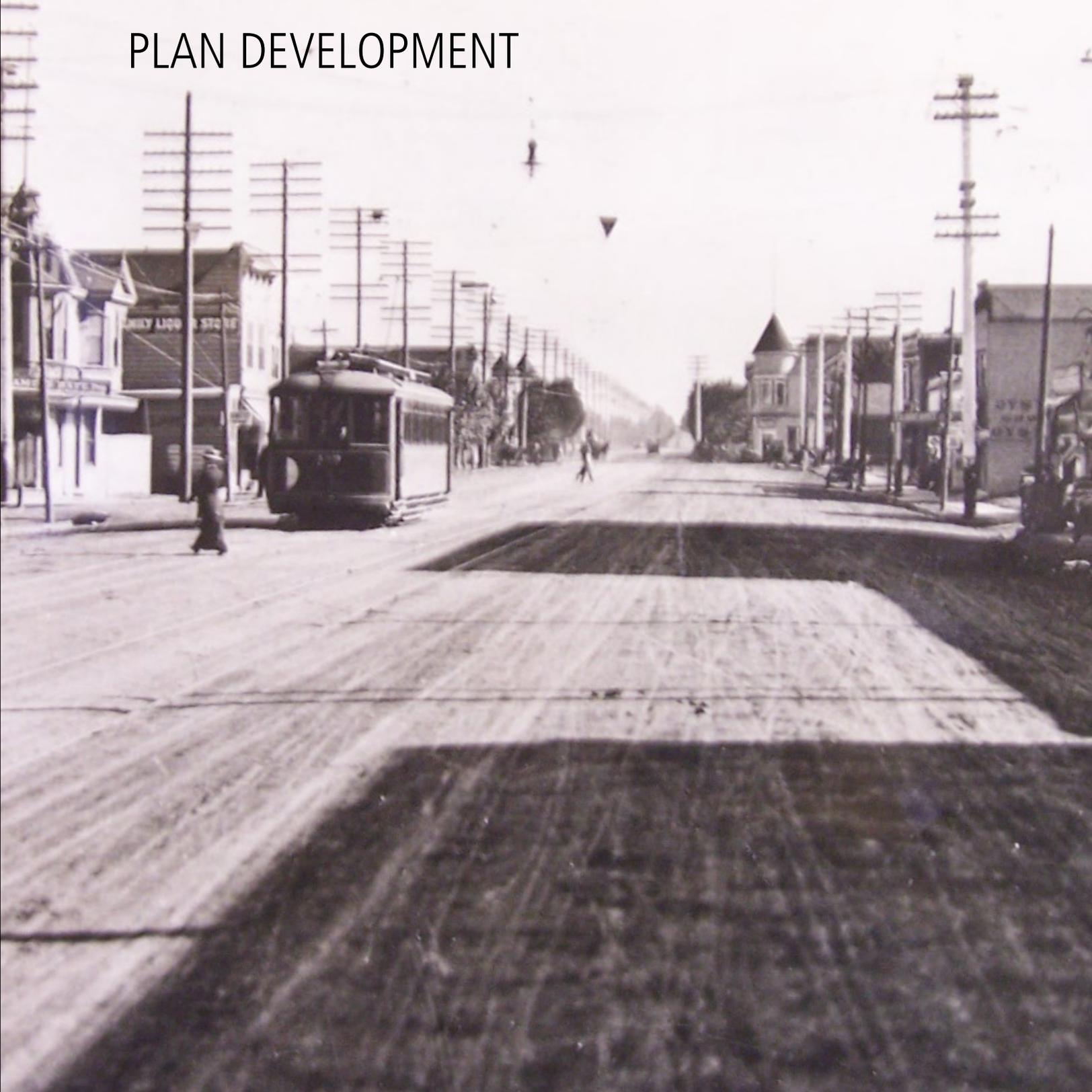
The City is currently in the process of updating its zoning code to conform with the 1998 General Plan and, as part of this process, new zoning districts are being created along the International Boulevard study area. The proposed zoning is described in Chapter 3, Existing Conditions. The Oakland City Council is expected to consider the proposed zoning for residential and commercial areas, including the International Boulevard corridor, in early Spring 2011. The International Boulevard TOD Plan assumes that the proposed zoning will be adopted as proposed and therefore does not include specific zoning recommendations as part of its study.

## **STREETSCAPE IMPROVEMENT PROGRAM**

In April of 2010, the Oakland City Council adopted proposed streetscape improvements to occur in conjunction with the Bus Rapid Transit project. The International Boulevard TOD plan assumes that this streetscape plan will be implemented and, where necessary, recommends additional elements. Streetscape diagrams in this Plan reflect both the currently planned and recently recommended streetscape improvements.

# 2

## PLAN DEVELOPMENT





# PLAN DEVELOPMENT PROCESS

## INTRODUCTION



Residents of all ages participated in public workshops

Planning for a city’s future is best accomplished when it includes extensive community involvement, consultation with major stakeholders, and cutting edge planning approaches. Involving community members in all aspects of the planning process was an essential component in developing the ideas presented in this TOD Plan, and will be equally important when implementing the plan in the future.

The International Boulevard corridor is comprised of many different geographic, social, and cultural communities. Many community-based organizations (CBOs) and individuals are already involved in helping to improve these neighborhoods. The process of creating this TOD Plan leveraged these existing CBO efforts on area- or issue-specific improvements. It gave these groups and individuals a forum to come together, step back, and see how their individual areas impact, and are impacted by, the rest of the corridor. The success of transit-oriented development along International Boulevard will depend on community members, the City, and other agencies working together to implement a unified vision while focusing on design and policy solutions for specific sub-areas and TOD Catalyst Areas.



Families throughout the corridor advocated for a safer, more walkable corridor

The outreach and participation process for this TOD Plan had four main components:

- A Community Advisory Committee (CAC) that provided oversight and guidance during the process
- Three rounds of community workshops that were open to the public, each held in two locations within the study area, for a total of six community workshops
- Five sub-area-specific focus groups – one for each sub-area – to validate each sub-area’s initial vision and plan strategies
- A Technical Advisory Committee (TAC) comprised of City of Oakland and outside agency staff that provided technical assistance and guidance.

## COMMUNITY ADVISORY COMMITTEE

The Community Advisory Committee (CAC) served an important and multi-faceted role in developing the International Boulevard TOD Plan and in the public outreach and participation process. First and foremost, the CAC provided strategic input from the community's perspective, advising the consultant team and the City on the key issues, community needs, overall vision and direction for the corridor and key implementation actions. The CAC members also served as liaisons to the residents surrounding International Boulevard by providing input to the consultants and City staff prior to public meetings, assisting in outreach for the workshops, and organizing the sub-area-specific focus groups. The CAC was comprised of 17 members who represented different sub-areas of the corridor: eight members from the Central City East Redevelopment Project Area Committee, eight members from Oakland Community Organizations (OCO) and other area associations, and one at-large member.. A complete list of CAC members and their affiliations is presented in the Acknowledgements section of this document.

The CAC met five times to advise on the development of the International Boulevard TOD Plan. At the first meeting on September 15, 2010, the CAC heard an overview of their role on the project, listened to summaries of International Boulevard corridor assessment reports to date, brainstormed key issues and vision concepts for the corridor and its sub-areas, and provided feedback on TOD Plan format and information to present at upcoming community workshops. At the second CAC meeting on October 14, 2010, participants provided the project team with feedback on the preliminary outline of the TOD Plan, discussed the results of the Community Workshop #1, discussed additional issues and opportunities for International Boulevard, and further evaluated the proposed TOD Catalyst Area locations along the corridor. At the CAC's third meeting on December 1, 2010, participants reviewed the results of Community Workshop #2, reviewed and provided input on drafts of the sub-area plans, discussed outreach for the third and final round of community workshops, and provided input for the sub-area-specific focus groups. At the fourth CAC meeting on December 16, 2010, participants reviewed results from the sub-area-specific focus groups and provided feedback on the initial draft TOD implementation plan. At a fifth meeting on January 24, 2011, the CAC discussed how the final TOD Plan can be implemented once adopted by the Oakland City Council.



The CAC met throughout the process to guide decision-making and to help with public outreach

# COMMUNITY WORKSHOPS



Community members provide ideas and suggestions at public workshops

The three rounds of community workshops were a critical aspect of the development of this TOD Plan. For the convenience of area residents, two workshops were conducted for each round, one for the San Antonio and Fruitvale areas and a second for the Haven-scourt-Lockwood, Hegenberger, and Elmhurst areas. The goal of the workshops was to elicit feedback on planning direction and concepts, with a focus on issues specific to the neighborhood where the workshop was held. Each round of workshops incorporated interactive activities in small and large groups. CAC members, City staff, and community organizations including TransForm and Oakland Community Organizations (OCO), all invited community members to the meeting. The following is a summary of the content of each round of community workshops.

## Community Workshop: Round #1



Community members identified specific areas to be preserved and protected and areas where change is needed

The first round of community workshops occurred on September 21st and 22nd, 2010. Participants were provided with a summary of the International Boulevard TOD project, including how it would correlate with other concurrent planning projects. The workshop also included highlights of the existing conditions in the study area. Participants split into small groups to discuss: (1) what they perceived as the major challenges facing International Boulevard, (2) the greatest community needs, and (3) their visions for the corridor. A representative from each small group reported back on the highlights of his or her group's discussion.

Many workshop participants expressed similar vision concepts.

Some of the most prominent themes included:

- Walkable neighborhoods
- Ample, appropriate, and accessible social services
- Parks and green spaces
- Businesses that provide daily goods and services
- Entertainment, recreation, arts and culture, and other leisure uses
- Traffic calming to enhance pedestrian and cyclist usage



Small group discussions identified issues and generated recommendations

- Increased safety (decreased crime, violence, substance abuse, and prostitution)
- Celebration of cultural diversity
- Mixed-income housing for renters and owners, seniors and families, in mixed-use developments
- Transit (bus and BART<sup>1</sup>) amenities

## Community Workshop: Round #2

The second round of community workshops occurred on November 8th and 9th, 2010. The purpose was to develop a vision for each sub-area on International Boulevard, prioritize desired improvements in each sub-area, discuss areas that would be good locations for TOD development (“TOD Catalyst Areas”), and understand the desired building form and character in potential TOD Catalyst Areas. Precedents and examples of other successful transit-oriented development projects were discussed. Participants divided into small groups based on their respective sub-areas (e.g., Hegenberger) and using large maps reviewed and confirmed or refined the proposed TOD Catalyst Areas. Participants then identified form and character preferences for future development in their sub-area. They selected their preferences from a collection of photographic examples representing different scales and styles of residential, commercial, and mixed-use development types, streetscapes, and public open spaces. Figure 2-1 shows an example of the results of this exercise.

Finally, each workshop participant completed a TOD Catalyst Area “Uses and Improvements” worksheet in which they prioritized the land uses and physical changes they wanted to see in their neighborhoods and along the corridor in general. Overall, the top three uses residents wanted to see in the neighborhood were:

- More grocery stores
- More retail and other neighborhood commercial services
- More banks

Participants’ top three community facility priorities were:

- A youth center
- A community center
- An adult education center/university extension



A representative of each table reported back to everyone



Facilitators, including City staff, consultants and community volunteers helped to coordinate the conversations

1 Bay Area Rapid Transit, the San Francisco Bay Area’s regional rail service



Figure 2-1a: Community workshop input

To improve the streetscape and beautify the community, participants wanted:

- More street lighting
- Improved trash collection and cleanup of illegal dumping
- Stronger implementation of graffiti abatement programs

To improve the health and wellness of the community workshop participants overwhelmingly wanted the City to:

- Address prostitution
- Increase overall police presence
- Limit fast food restaurants

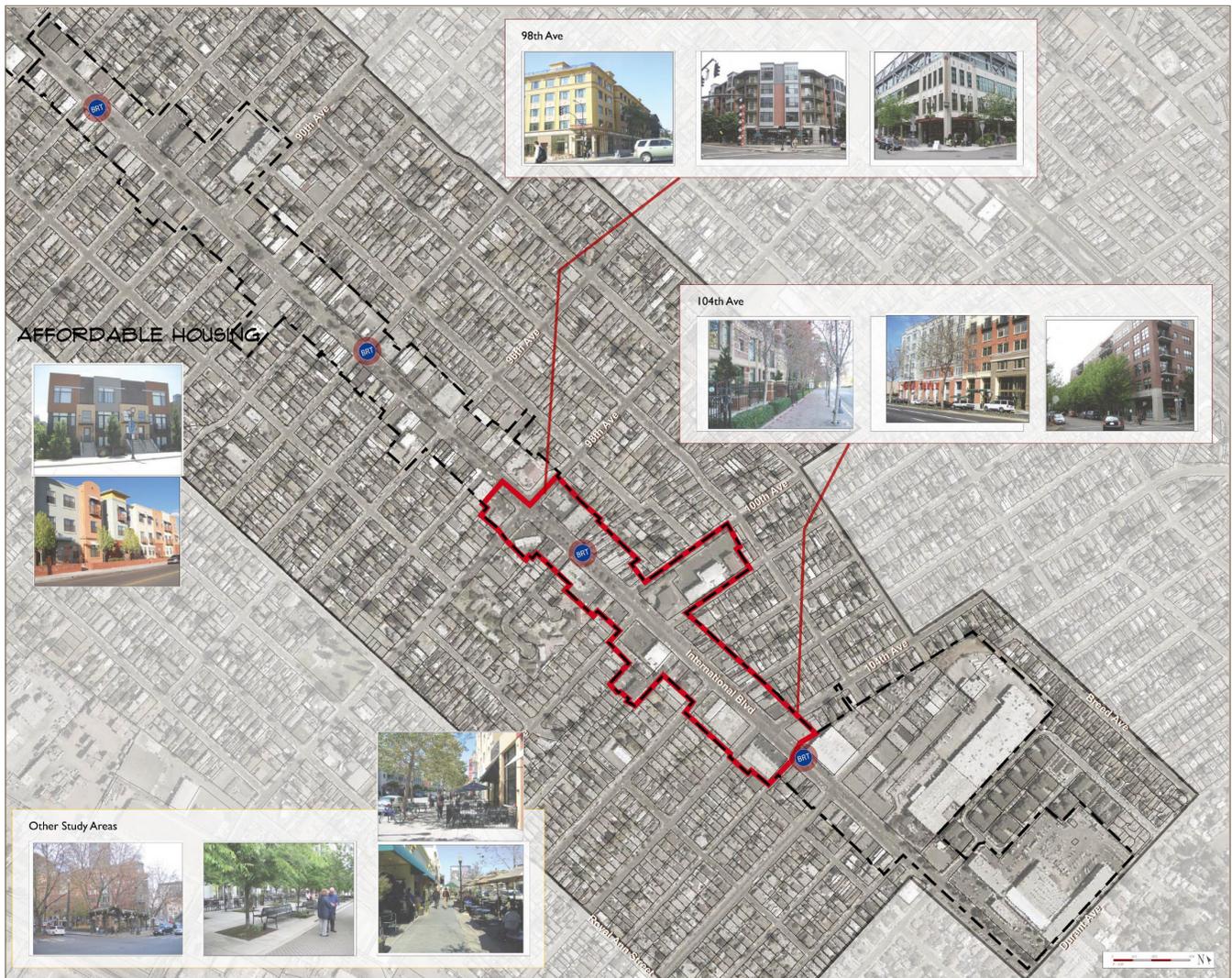


Figure 2-1b: Community workshop input

Additionally, residents agreed that there should be efforts to clean up problematic liquor stores that exist along the corridor today, and to prevent new liquor stores from locating there in the future.

Finally, most participants believed transportation could be improved through better pedestrian crossings along International Boulevard, improved bus stops, additional bicycle lanes, and traffic calming in adjacent neighborhoods.

The information from Community Workshops #2 provided specific content for the overall vision for the corridor and the Sub-Area Plans presented in Chapter 5 of this document.



Information from early workshops is organized, reviewed and prioritized



Consensus regarding priorities was reached through group discussion

## Community Workshop: Round #3

The final round of community workshops occurred on January 11th and 12th, 2011. The purpose of these workshops was to confirm the vision for each Sub Area, review the components of the draft International Boulevard TOD Plan, and to prioritize implementation recommendations in each Sub Area.

Before the presentation, participants were invited to write their comments about their Sub Area's vision directly on the Sub Areas display posters. During the presentation, the project team provided an overview of the Plan and its development process, the Plan's vision and Guiding Principles, Design Recommendations to realize the physical part of the Plan's vision, shared illustrative diagrams of possible development typologies in each of the eight TOD Catalyst Areas, and reviewed the Implementation Recommendations.

Next, participants met in small groups according to their Sub Area to review the recommendations for their respective areas and prioritize implementation recommendations. Overall, workshop participants prioritized implementation recommendations that would bolster community involvement/education, increase public safety, create jobs for residents, beautify the corridor, and celebrate the Corridor's history, ethnicity, and culture. Finally, the small groups discussed synergies with existing community projects, advocacy and responsibility, and next steps for Plan implementation. Overall, the community showed support for the project and desired that resources be allocated so that the vision in the plan could be implemented.

## SUB-AREA-SPECIFIC FOCUS GROUPS

In early December 2010, five sub-area-specific focus groups were convened to solicit additional feedback on the content of the TOD Plan. Some focus groups included CAC members, while others included participants who had not to date been involved in the International Boulevard TOD planning process. At each focus group, background on the project and process thus far was provided, as well as a draft vision and recommendations for the specific sub-area. Focus group participants validated some proposed strategies, revised others, and provided some additional ideas to include in the TOD Plan.

The focus groups also reviewed the proposed TOD Catalyst Areas. Overall there was general approval of the concept of focusing resources initially in the TOD Catalyst Areas as a means of fostering positive change along the remainder of the corridors. Generally the focus group participants agreed with the specific boundaries presented for the TOD Catalyst Areas, though some recommendations for adjustments were made. For example, the San Antonio focus group recommended that the Catalyst Area between 14th Avenue and 16th Avenue be extended to 17th Avenue and that the TOD Catalyst Area between 21st and 23rd Avenues be extended to 24th Avenue. The Hegenberger focus group recommended that the TOD Catalyst Area from 81st to 85th Avenue be extended to 87th Avenue. These suggestions were incorporated into the current TOD Plan.

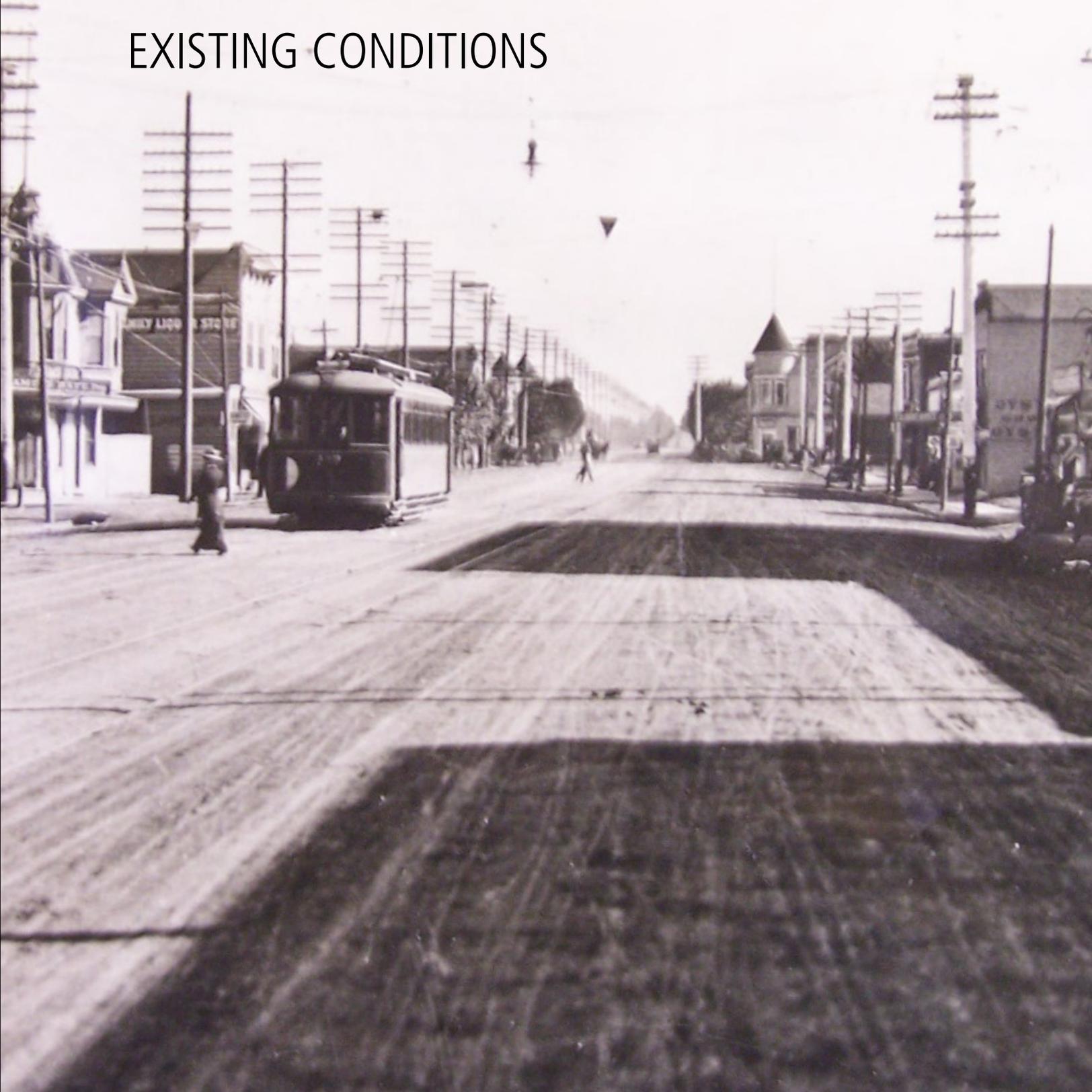
Overall, focus group participants confirmed that the TOD plan concepts reflected their needs and preserved and built upon existing neighborhood assets. In addition, attendees expressed a strong desire for the City to focus existing and new resources along International Boulevard in order to enact change.

## **TECHNICAL ADVISORY COMMITTEE**

The project also included a Technical Advisory Committee (TAC). The TAC's role was to provide information on existing projects and ideas, review the technical information prepared for the project, and provide feedback on the draft TOD Plan. The TAC was comprised of key City staff from the Planning, Economic Development, Redevelopment, Housing, Transportation Services, and Public Works departments; the project consulting team (Raimi + Associates, Sargent Town Planning, Nelson\Nygaard, Dowling Associates, and Conley Consulting Group); and staff from AC Transit, the Association of Bay Area Governments (ABAG), and the California Department of Transportation (CalTrans). TransForm, the non-profit organization that assisted with the public outreach for this project, also participated in the TAC meetings. The TAC met several times to review and advise the project process and content, share knowledge of applicable concurrent department activities and projects, and provide technical guidance and knowledge during the TOD Plan's development.

# 3

## EXISTING CONDITIONS





# EXISTING CONDITIONS

## INTRODUCTION

This section presents a summary of the existing physical, social, economic, health, and transportation conditions along International Boulevard. It is based on a more comprehensive current conditions assessment conducted as part of this project, and utilizes a variety of data sources including the Alameda County Assessor, the City of Oakland GIS database, “Envision Oakland” (the Land Use and Transportation Element of the Oakland General Plan), the Metropolitan Transportation Commission, AC Transit, BART, City staff, and analysis by members of the project consultant team.



A view of the Elmhurst area circa 1910



International Boulevard in Fruitvale area, 1910

## HISTORY OF INTERNATIONAL BOULEVARD

International Boulevard has a long-standing history as a major north-south corridor within the San Francisco Bay area. Starting in the early 1890's, an electric railroad ran down International Boulevard for 14.7 miles, and was eventually extended to downtown Oakland<sup>1</sup>. The communities along International Boulevard that relied on the rail, streetcar, and eventually bus lines originally consisted of agricultural communities that developed into attractive residential neighborhoods with homes, gardens, and their own downtown areas<sup>2</sup>. As their populations grew — especially after the 1906 San Francisco earthquake — these communities were annexed into the City of Oakland in or around 1909<sup>3</sup>. These communities experienced a period of growth, expansion and prosperity until around the mid-1950's. At this point, major changes began to occur across California and the entire country. Due to the proliferation of the private automobile, the construction of the interstate highway system beginning in the 1950's, federal housing loans that subsidized suburbanization, and a number of other factors, many inner-ring, streetcar

1 E-mail from Dorothy Lazard, Acting Librarian, Oakland History Room, Oakland Public Library, dated July 20, 2010.

2 Gabriel Orozco, Micheal Austin, and Elaine Beale, “A Brief History of a Pioneering Community Development and Service Organization” (The Unity Council 2008), citing “Fruitvale on Foot” Walking Guide, Oakland Heritage Alliance (2005).

3 “Oakland History Timeline,” City of Oakland, available at <http://www.oaklandnet.com/celebrate/Historytimeline.htm> (last visited July 28, 2010).

suburbs like those along International Boulevard experienced a rapid decline and transformation.

The different neighborhoods along International Boulevard each have their own character and history. For instance, Fruitvale has long been one of the more prominent areas along International Boulevard. Its commercial district was known as Oakland’s “second downtown” in the 1920’s due to its numerous banks, department stores, a hospital, courthouse, grocery stores, and other businesses serving residents, neighboring businesses and a growing tourist population<sup>4</sup>. Elmhurst, another sub-area along International Boulevard, was one of the original five communities that was incorporated into Oakland when the city was founded in 1852, and the San Antonio area is one of the most ethnically diverse neighborhoods in the entire country. The corridor as a whole has served as a major thoroughfare for generations, connecting Oakland with the neighboring city of San Leandro and beyond.

## LAND USE AND URBAN FORM

### Existing Land Uses

The table below and Figure 3-1 across show the total acres and percentage of each broad existing land use category for both the study area and the context area (the area within about ¼ mile on each side of International Boulevard). Not surprisingly given the large number of restaurants, retail stores and service commercial uses along the corridor, commercial uses make up the largest portion of uses in the study area at 38.4%. Institutional uses also comprise a significant percentage of the total area (17.5%), indicating that there are numerous public and quasi-public services available to the community. There is also a high percentage of industrial uses, reflecting the community’s heritage as an industrial and employment center. Notably, the corridor has a limited number of single-family (1.5%) and multi-family residential facilities (6.0%)

<sup>4</sup> Gabriel Orozco, Micheal Austin, and Elaine Beale, “A Brief History of a Pioneering Community Development and Service Organization” (The Unity Council 2008).



Many fine mixed-use buildings have been compromised by low-quality ground floor changes that damage the pedestrian environment.



Low ground floor ceiling heights, small windows, and ill-conceived landscaping do not support transit-oriented, pedestrian-oriented places.



Figure 3-1: Existing Land Uses



**Table 3-1: Existing Land Uses along International Boulevard<sup>5</sup>**

	Context Area		Study Area	
	Acres	Percentage	Acres	Percentage
<b>Commercial</b>	133.56	9.6%	88.51	38.4%
<b>Industrial</b>	87.01	6.2%	24.61	10.7%
<b>Institutional</b>	233.66	16.7%	40.32	17.5%
<b>Light Industrial</b>	33.85	2.4%	10.98	4.8%
<b>Mixed-Use</b>	38.01	2.7%	24.96	10.8%
<b>Multi-Family</b>	284.78	20.4%	13.83	6.0%
<b>Park</b>	18.77	1.3%	1.19	0.5%
<b>Parking Lot</b>	12.35	0.9%	9.35	4.1%
<b>Single-Family</b>	516.41	37.0%	3.35	1.5%
<b>Vacant</b>	46.83	3.4%	13.19	5.7%
<b>TOTAL</b>	<b>1395.23</b>	<b>100.0%</b>	<b>230.3</b>	<b>100.0%</b>

The uses<sup>5</sup> in the context area differ significantly from those in the study area. The single largest use category for the context area is residential, accounting for over half of the land area. This is divided between single-family areas (37.0%) and multi-family areas (20.4%). Three other significant category in the context area are institutional (16.7%), commercial (9.6%) and industrial uses (8.6%).

### **City of Oakland General Plan**

The City of Oakland’s General Plan sets forth the long-term vision for Oakland, including the neighborhoods along International Boulevard. As such, it sets the underlying policy direction for this International Boulevard Transit-Oriented-Development Plan. The Land Use and Transportation Element of the Oakland General Plan, called “Envision Oakland,” was adopted in 1998, and defines the desired future physical development of Oakland. This includes Oakland’s individual neighborhoods, corridors, and communities. “Envision Oakland” generally favors new housing near transit, along with land uses and densities that support high transit usage and connectivity.

The General Plan defines International Boulevard as both a regional

<sup>5</sup> Alameda County Assessor, Existing Land Uses by Assessor Parcel Number and City of Oakland GIS.

transit street and as a corridor. As a regional transit street, International Boulevard connects activity centers within Oakland and connects Oakland to neighboring cities. In addition, there is emphasis along the corridor for transit service with 7-minute frequencies and night-time coverage. This makes International Boulevard a “primary candidate for light rail or electric trolley,” according to the City’s General Plan<sup>6</sup>. Transit use is to be promoted through land use, streetscape improvements, and bicycle/pedestrian infrastructure. The General Plan’s strategy for Oakland’s corridors is to concentrate retail nodes, rather than maintaining “lengthy struggling commercial corridors.”<sup>7</sup> The General Plan recommends activity centers along International Boulevard approximately around 24th Street, High Street, Seminary, Hegenberger, 83rd Avenue, and 104th Avenue, as well as a TOD district at Fruitvale.<sup>8</sup>

## Current and Proposed Zoning

At the same time that a TOD Plan is being developed for International Boulevard, the City of Oakland is undergoing a comprehensive zoning update. The zoning regulations for the City have not been comprehensively updated since 1965, although partial modifications have been made over time.

The current zoning along International Boulevard is C-28 Commercial Shopping District Zone from 14th Avenue to approximately 26th Avenue, and from 30th Avenue to 36th Avenue. The C-28 zoning district allows for a variety of medium-density residential and commercial uses, with priority given to pedestrian-oriented retail and neighborhood service-type uses. Along most of the remainder of the corridor, the current zoning is C-40 Community Thoroughfare Commercial, which allows for a variety of higher density residential and commercial land uses, including some larger scale and more impactful uses such as auto repair and wholesale sales.

The purpose of updating the zoning regulations is to make the city’s zoning consistent with the vision established by the Land Use and

6 “Envision Oakland,” City of Oakland pp. 129-130.

7 “Envision Oakland,” City of Oakland p. 33.

8 “Envision Oakland,” City of Oakland p. 32 (City Structure Diagram).

Transportation Element (LUTE) of the Oakland General Plan. The zoning update that is currently underway is focusing on uses and development standards (e.g. height, setback, massing, building envelope). Other standards such as parking, landscaping, and design recommendations will be updated once the main portions of the zoning regulations are complete.

Draft preliminary proposals for zoning regulations and draft zoning maps have been developed for International Boulevard. The proposed zoning regulations include commercial and residential zones which are broken down into eight subcategories, including the following:<sup>9</sup>

- Urban Residential (**RU**): commercial ground floor with residential above
- Neighborhood Center Mixed Use Commercial (**CN**): pedestrian-oriented storefronts, with mix of uses
- Community Commercial (**CC**): larger scale retail/commercial uses
- Regional Commercial (**CR**): intended to serve as regional activity centers with mixed uses
- Hillside Residential (**RH**): residential hillside areas – outside the International Boulevard corridor
- Detached Unit Residential (**RD**): detached single-family structures
- Mixed Housing Type Residential (**RM**): areas with mix of housing types, including detached, townhomes, multi-unit buildings and some neighborhood businesses
- Urban Residential (**RU**): multi-unit residential in proximity to transportation and services, frequently with some commercial uses

Commercial zones proposed along the corridor include Neighborhood Commercial and Community Commercial. The zones that have been mapped on International Boulevard and their specific descriptions are as follows:

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<sup>9</sup> Each of these subcategories is further parsed into subcategories depending building heights, number of stories, residential density, and floor area ratio.

- **RU-4** - Multi-unit residential buildings that allow a range of low-impact commercial uses in existing nonresidential space and a limited amount of new commercial space on the ground floor. This zone allows ground floor commercial uses in order to buffer residential uses from busy streets and to provide a pedestrian-oriented storefront pattern.
- **RU-5** - Multi-unit residential development with a range of low-impact commercial uses in existing and new non-residential space on the ground floor. This zone allows ground floor commercial uses in order to buffer residential uses from busy streets and to provide a pedestrian-oriented storefront pattern.
- **CN-2** - Retail-oriented zone with fewer restrictions on ground floor uses than CN-1. Restaurants and cafes are allowed by right while new auto repair and service uses are not allowed. New construction must include commercial space on the ground floor.
- **CN-3** – A retail and neighborhood service-oriented zone with no restrictions on ground floor for offices, banks, etc. Mid-scale grocery stores – under 15,000 square feet –are allowed by right. However, auto repair and service uses are prohibited in order to protect and enhance the pedestrian-oriented character of the area. Commercial space may not be required in new construction. In other words, new buildings may be residential-only with no ground floor uses.
- **CC-2** – allows for a wide range of commercial activities, but provides a pedestrian-oriented storefront pattern for commercial ground floors similar to CN zones. Residential uses are allowed by right on upper floors. Auto repair and servicing may be allowed with a conditional use permit.

In addition to the zoning designations described above, the proposed zoning code also identifies the height limit for each block along International Boulevard. For the most part, proposed height limits along International Boulevard vary between 45 and 60 feet. In some locations, for example at major crossroads, the height limit is increased to 75 feet. Both the existing and proposed zoning allow for projects consistent with the definition of transit-oriented development described in Chapter 1.

Figure 3-2 presents the current draft of the proposed zoning.



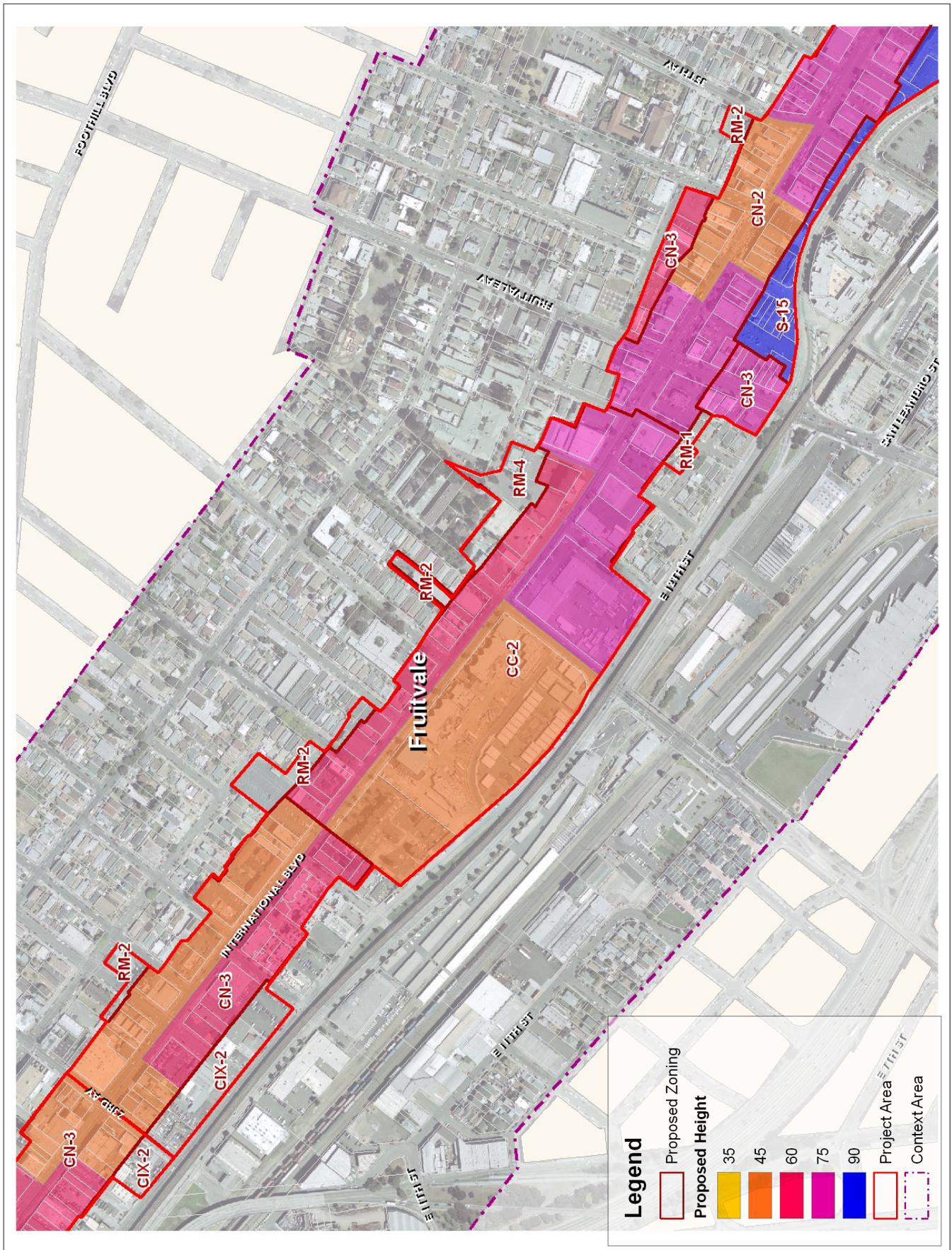


Figure 3-2b: Fruitvale Zoning

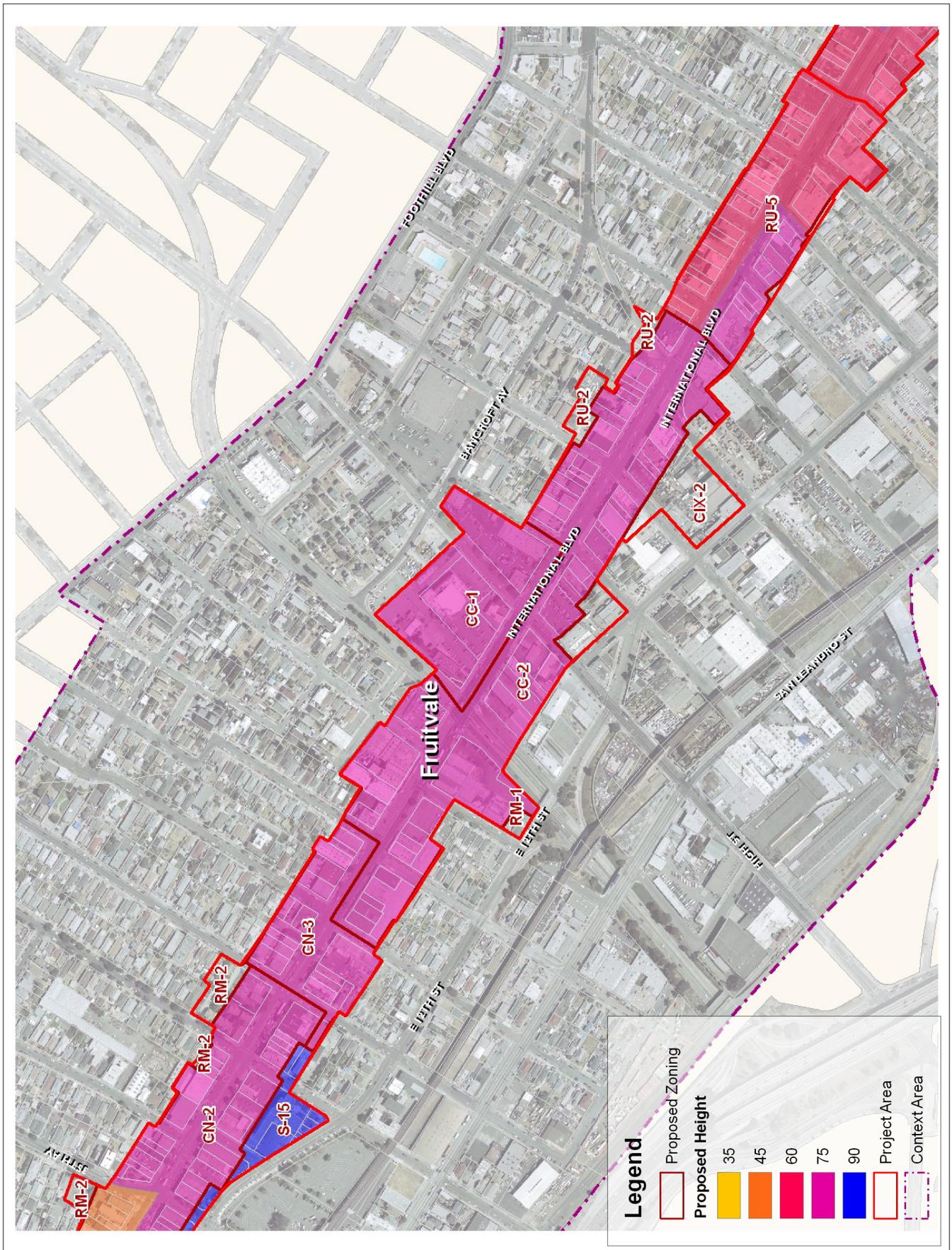


Figure 3-2c: Fruitvale Zoning



Figure 3-2d: Havenscourt-Lockwood Zoning

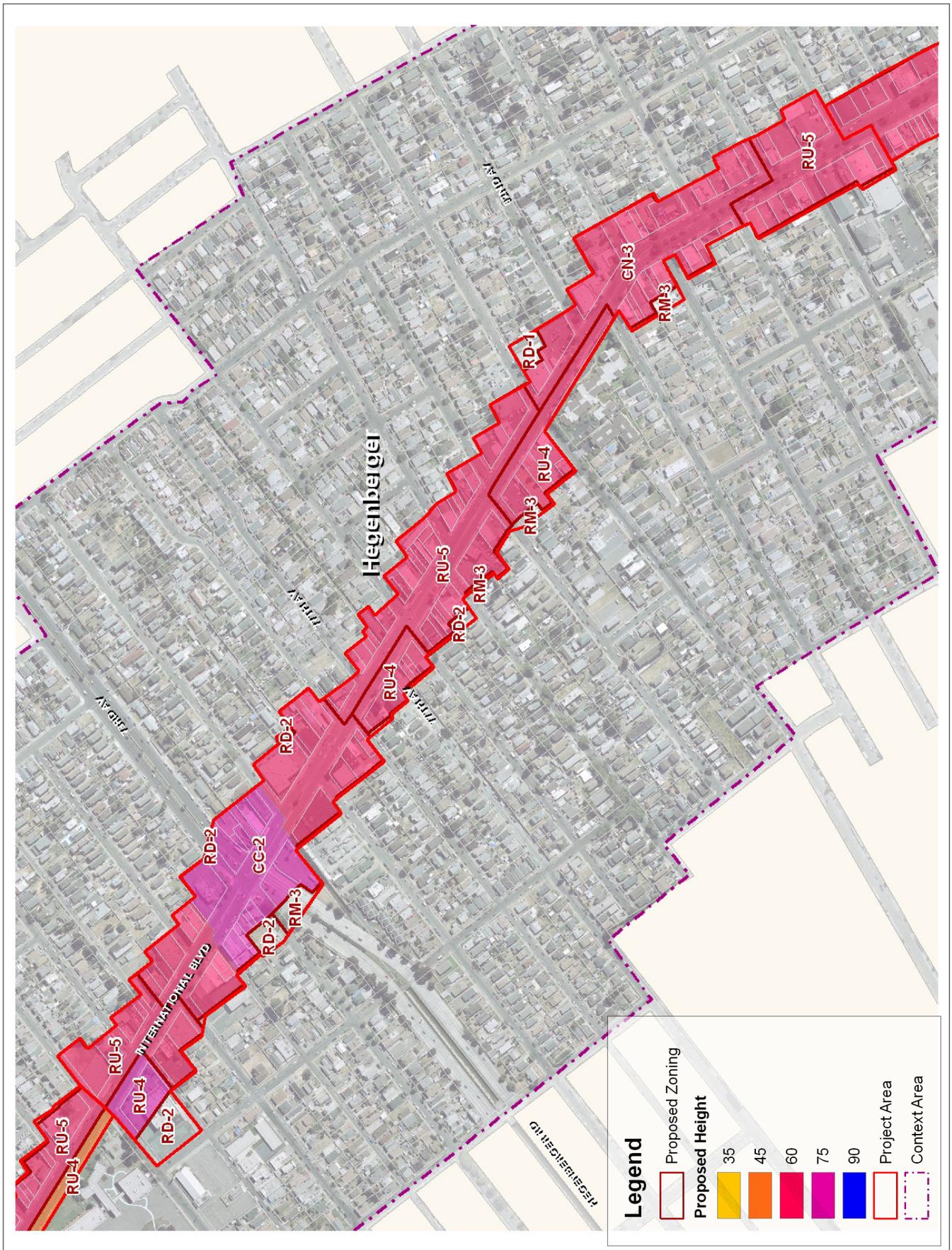


Figure 3-2e: Hegenberger Zoning

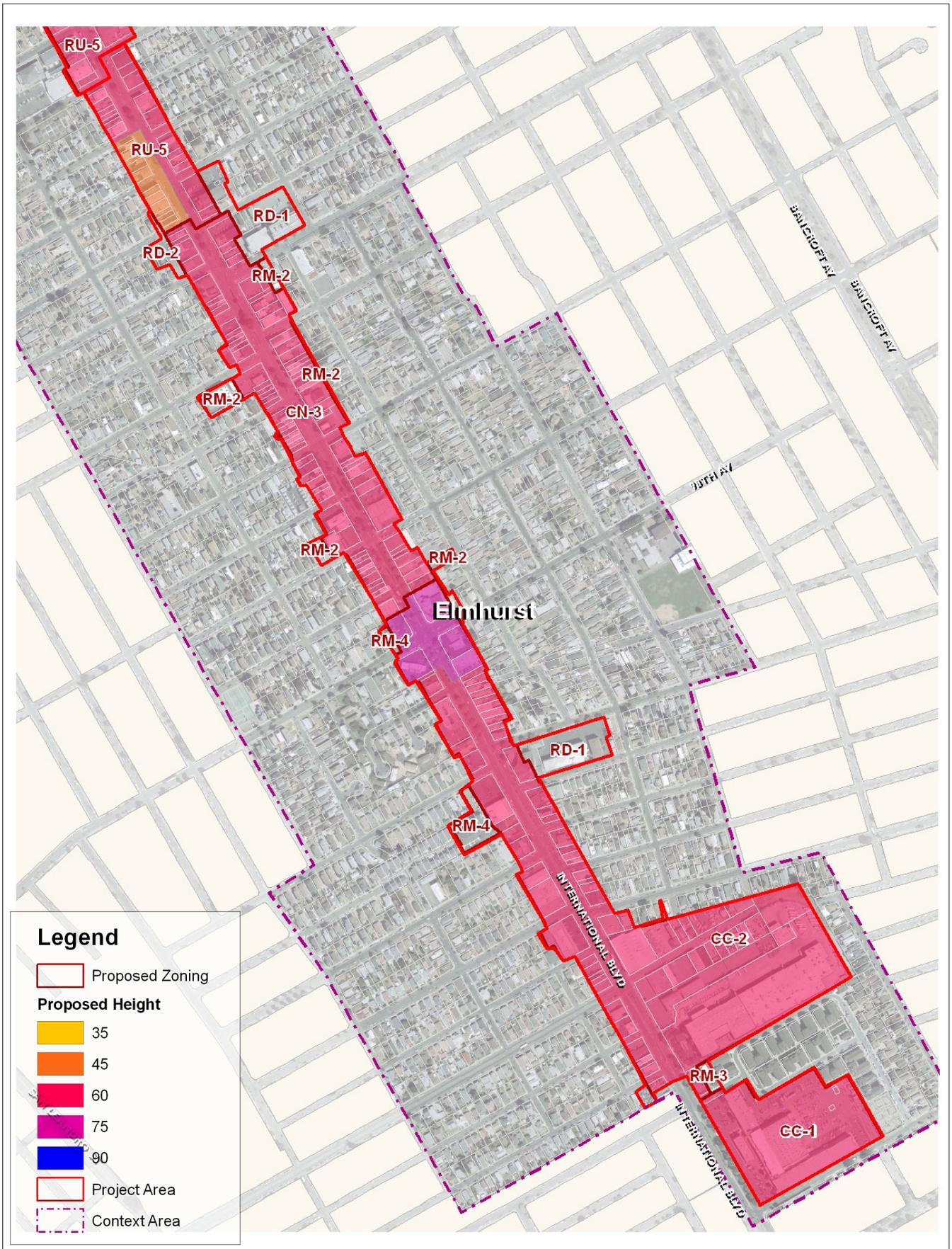


Figure 3-2f: Elmhurst Zoning

## **ABAG/MTC FOCUS Priority Development Area**

Both the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) recognize sections of the International Boulevard corridor as regional ABAG Planned Priority Development Areas (PDAs). International Boulevard from 22nd Avenue to 54th Avenue is located within the Fruitvale PDA, and from 54th Avenue to 81st Avenue is located within the Coliseum PDA. Other sections of the International Boulevard plan area (14th Avenue to 22nd Avenue, and 81st Avenue to Durant Avenue) are Potential Priority Development Areas (not yet designated).

Planned PDA designation means that these sections of International Boulevard, along with other PDAs around the Bay Area have priority for funding and other support from regional agencies. It is the intention of these agencies to also focus the region's growth within PDAs such as International Boulevard, and to focus new housing and transportation investments in these areas. The PDA designations encompass a ½ mile radius around San Francisco Bay Area Rapid Transit District (BART) stations and a ¼ mile area around International Boulevard and its AC Transit routes.

## **Growth Projections for International Boulevard**

ABAG and MTC have developed long-term growth projections for the entire Bay Area for use in predicting future traffic and transportation conditions. According to the latest round of projections, released in 2009, approximately 4,468 new housing units will be produced in the International Boulevard study area and approximately 6,700 new jobs will be produced in the context area.

## **Historic Resources**

Building on the assets of the past – rather than discarding existing buildings of historic and aesthetic value – is a key to revitalization of any existing urban place. Each of the sub-areas along the International Boulevard corridor contains significant historic structures as well as historic districts, which represent a neighborhood character and architectural scale that may be appropriate to capture in new development standards as new housing and businesses are added to

the corridor over time. In addition to a few landmark-quality gems and many buildings of secondary historical importance, the International Boulevard corridor features a large number of older buildings that have been altered over time, and thus present restoration and revitalization opportunities.

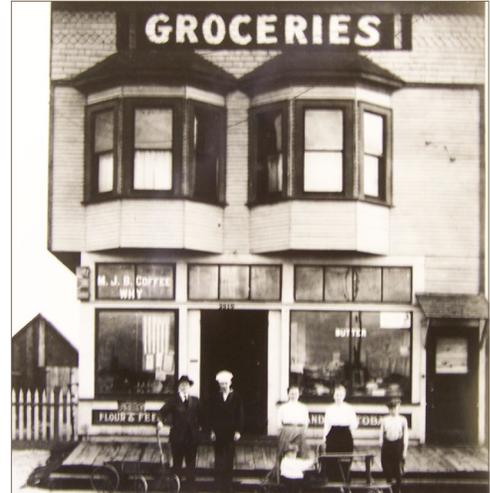
The oldest of the districts through which the International Boulevard Corridor passes, the San Antonio community is rich in areas of historic importance, as well as distinctive urban character. International Boulevard from 18th Avenue to 20th Avenue has been identified as a potential historic district of late 19th and early 20th century commercial buildings, including the original Alameda County courthouse and jail. The surrounding residential neighborhood has a strong concentration of relatively well-maintained Victorian buildings.

The Fruitvale commercial district was considered Oakland’s “second downtown” in the 1920s and retains a distinguished collection of “Main Street” commercial buildings, lodge halls, and banking temples, several of which have been determined eligible for the National Register of Historic Places. In recognition of this distinctive character, Fruitvale was the first Oakland neighborhood selected to participate in the California Main Street Program.

Among the significant historic structures in Havenscourt-Lockwood community are the Safeway tower between 57th and 58th Avenues (a designated City landmark), and the Bannon Mortuary between 68th and 69th Avenues. In the surrounding neighborhoods, many tracts of small detached houses from the 1910s through 1940s have strong period character and are identified as potential historic districts.

The Hegenberger includes historic residential neighborhoods and distinctive commercial buildings such as 7134-7140 International Boulevard with its exuberant 1920s brickwork. Sites such as this one are set apart due to their historic Main Street architecture, frontages, and function.

The Elmhurst area includes a recognizable early 20th century business district between about 87th and 97th Avenues, which features churches, schools, and elegantly designed brick industrial buildings including the telephone exchange along 90th Avenue and Durant Square at 106th Avenue.



Historic photo of a grocery store at Hegenberger and International Boulevard



Landmark Safeway Headquarters building is a great opportunity for adaptive reuse, including reopening of ground floor windows to the street.

# TRANSPORTATION

## Modes of Travel

The drive-alone mode share is lower in census tracts bordering International Boulevard than citywide, rates of carpooling are significantly higher, and overall auto share is about the same (72.9 percent along International, compared to 72 percent citywide). Despite relatively high bus ridership and the presence of a BART station, transit mode share in census tracts bordering International Boulevard is nearly equivalent to the citywide average. However, of those who take transit, residents of census tracts bordering International Boulevard are more likely than residents of Oakland as a whole to take the bus (12.1 percent of all trips vs. 9 percent) and less likely to use BART (4.8 percent vs. 7.6 percent). In census block groups (a subset of census tracts) near the Fruitvale BART station, 6.8 percent use BART. Roughly the same percentage of commuters walks in tracts bordering International as citywide. However, significantly lower proportions of workers in census tracts bordering International Boulevard bike to work or work at home, as compared to the citywide average.

## Transit Service

### AC Transit

The International Boulevard corridor is AC Transit's busiest in terms of transit ridership. Lines 1 and 1R, which serve the length of the corridor, are AC Transit's second- and third-most popular routes, respectively<sup>10</sup>, and most of the busiest stops in the AC Transit system are located on International Boulevard. Overnight service is provided by the "All-Nighter" Line 801 that runs hourly between the Fremont BART Station and Downtown Oakland, via International Boulevard within the study area. Four additional routes operate on portions of International Boulevard for short segments of their operation. Seven AC Transit lines cross International Boulevard and additional routes stop at the Fruitvale BART Station, just two blocks off of International Boulevard. In 2009, combined ridership on the two bus lines operating along the length of the corridor (AC Transit Lines 1 and 1R) was 24,187 average boardings per weekday. Close to 40 percent of all boardings on both routes take place in the International Boulevard corridor (representing nearly 10,000 daily boardings).

10

AC Transit GM Memo No. 10-068.

## BART

The San Francisco Bay Area Rapid Transit District (BART) provides regional rail service to cities and neighborhoods in four central Bay Area counties. The Fruitvale BART Station, located approximately 600 feet south of International Boulevard at 34th Avenue, is the primary transit node along the International Boulevard corridor. In addition to BART, this node is served by several AC Transit routes, and there are 766 parking spaces and 289 spaces for bicycles on-site. Between the station and International Boulevard is a recently constructed transit-oriented development project, the Fruitvale Village, which was completed in 2003.

The Fruitvale BART station is served by three lines. Trains on each line generally run every 15 minutes during the day on weekdays and every 20 minutes evenings and weekends, resulting in average headways for weekday service to San Francisco of 7.5 minutes. Direct service is available from Fruitvale to 29 of BART's 42 remaining stations, including every East Bay station west of the Berkeley/Oakland hills except one, and including all San Francisco stations. In the period from April to June 2010, an average of 6,886 passengers per weekday exited from the Fruitvale Station, making it the 16th-busiest of BART's 43 stations, and the 10th-busiest outside of Downtown San Francisco and Downtown Oakland<sup>11</sup>.

### Bicycle Circulation and Access

International Boulevard currently has no bicycle lanes. Bicycle parking is available at key locations on the corridor and a high level of amenities for cyclists exists at the Fruitvale BART Station. The use of bicycles as a means of transportation to and from work is less common compared to other parts of Oakland. However, bicycle usage is commonly observed as a means of transportation along the corridor, including non-work travel to and from key destinations such as retail and residential sites and schools. In addition, bicycling is a common means of transportation to and from the Fruitvale BART Station, representing 10 percent of all home-to-station trips for that station.



The proposed BRT system will help improve local and regional air quality, as well as reducing traffic congestion and providing equitable access to transportation.



Transit-oriented development at the Fruitvale BART station

11 Quarterly Weekday Average Exits by Station, BART.

## Pedestrian Circulation and Access

International Boulevard is an urban street with continuous sidewalks and frequent connections to other streets. However, pedestrian infrastructure is lacking in places. Sidewalks are relatively narrow for an urban corridor, there are many curb cuts along the corridor, allowing motorists to cross the path of pedestrian travel on the sidewalk, and there are relatively few sidewalk amenities, such as trees and benches. Many corner wheelchair ramps have not been upgraded to match the most current design standard, and some locations lack curb ramps altogether. There are also very long gaps between marked crosswalks and signalized intersections along the corridor.

Given the number of traffic lanes, current traffic volumes, and the high speeds of cars, crossing the street presents a significant challenge in terms of safety and accessibility for many pedestrians along the International Boulevard corridor. As a general rule, pedestrians should not be required to walk more than 300 feet in order to locate a convenient crossing. Along some segments of International Boulevard, however, pedestrians must walk more than 1,000 feet to the nearest signalized crossing location. Pedestrians must cross four to five traffic lanes (including two-way left-turn lanes) at many unsignalized locations along the corridor. Additionally, some traffic signals along the corridor do not allow enough time for pedestrians to safely and comfortably cross the street.

## Traffic Circulation

The creation of this TOD Plan involved studying 15 intersections on International Boulevard for their automobile traffic circulation characteristics. Based on existing automobile traffic volumes, all the studied intersections along International Boulevard operated acceptably (at Levels of Service (LOS) “D” or better) except 14th Avenue, which operates at LOS “E” in the PM peak-hour. According to the East Bay Bus Rapid Transit Draft Environmental Impact Statement/Environmental Impact Report (DEIS/DEIR), vehicle volumes on the corridor in the study area for the PM peak-hour in the year 2003 ranged from 1,300 to 2,100 vehicles per hour, well within the roadway capacity. The highest peak-hour volumes were found in the area between 35th and 82nd Avenues. Based on the PM peak hour volumes, existing daily traffic volumes of approximately 13,000 to 21,000 vehicles per day are estimated for the corridor.



Well marked crosswalks and median island refuges allow pedestrians of all ages to cross safely.

## Parking

An inventory of existing, on-street parking facilities and parking occupancies on International Boulevard was conducted in late 2009 and early 2010. Most parking along International Boulevard is unmetered, although time limits are frequently found in many parts of the corridor. There are almost 1,500 parking stalls in the corridor, of which about 5.5% are specialized parking stalls (for commercial loading and/or people with disabilities). Over the entire corridor, only 55% of parking spaces are used at any one time, although the western portion of the corridor has higher occupancy rates than the eastern portion.

## Health and Wellness

This section provides an overview of health and wellness indicators for the neighborhoods along International Boulevard. The plan takes a broad approach to health and wellness that includes determinants of health such as poverty, income and access to health foods. The majority of information below is from existing reports prepared by the Alameda County Public Health Department and more detailed information on the topic may be found in the existing conditions report for this project. The following are key health and wellness indicators.

- **Income.** Neighborhoods along International Boulevard have some of the highest poverty rates in all of Alameda County ranging from 20% to 40%. Few other areas in Alameda County – outside of Oakland, Emeryville, or Berkeley – have poverty rates above 10%<sup>12</sup>. The poverty rates for youth under 18 years of age living in the neighborhoods along International Boulevard are often between 30% and 40%, and sometimes exceed 40%<sup>13</sup>. San Antonio, Fruitvale, and East Oakland are three of the five neighborhoods in Alameda County with the highest youth poverty rates<sup>14</sup>.
- **Education.** In the San Antonio, Fruitvale, and East Oakland neighborhoods along International Boulevard, the rates of residents without a high school diploma or GED (43% in San Antonio, 41% in Fruitvale, 43% in East Oakland) are more than twice the Alameda County average (17%).<sup>15</sup>

12 Raimi + Associates, 2010; CAPE, with data from Census 2000. See Exhibit 6, “Poverty.”

13 Raimi + Associates, 2010; CAPE, with data from Census 2000. See Exhibit 7, “Poverty Rate – Under 18 Years.”

14 Youth Health and Wellness in Alameda County 2006, Alameda County Public Health Department and Alameda County Schools, p. 14.

15 East Oakland Community Information Book Update, October 2005; San Antonio

- **Life Expectancy.** Life expectancy in the neighborhoods along International Boulevard is less than 77.8 years, which is significantly lower than the rest of Alameda County, where the life expectancy is over 82.8 years<sup>16</sup>. Along the southern part of International Boulevard the age-adjusted mortality rate is over 748.1 deaths per 1000. By comparison, in many other areas of Oakland the rate is between 566.1 and 748.0<sup>17</sup>.
- **Diabetes.** Most of the neighborhoods along International Boulevard have the highest age-adjusted rates of inpatient diabetes visits in Alameda County, with rates of greater than 1242.7 per 100,000 people<sup>18</sup>.
- **Asthma.** The neighborhoods along International Boulevard – including San Antonio, Fruitvale, and East Oakland – had higher numbers of emergency room visits by children due to asthma than the rest of Alameda County. Along the entire corridor, the emergency department visits for asthma for children were between 631.7 and 961.2 per 100,000 people<sup>19</sup>.
- **Homicide.** The southeast stretch of International Boulevard generally reports homicide rates that are around average for the City, while the areas on the northwest stretch report rates that appear slightly lower than average for the City. Oakland Police Beat 27 – which includes the area northeast of the Oakland Coliseum along International Boulevard – had the most murders reported of any police beat in the City, and was the site of around 13% of all murders in the City in 2008<sup>20</sup>.
- **Access to Healthy Foods.** The International Boulevard corridor lacks convenient access to fresh, healthy, affordable food, leaving residents at greater risk for diet-related chronic diseases like obesity and diabetes. Two studies have been conducted on food retail in and around the International Boulevard TOD study area, and both concluded that there is a lack of grocery retail availability along International Boulevard. The “Getting to Market” study identified two nodes along Inter-

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Community Information Book Update, October 2005; Fruitvale Community Information Book 2000.

16 Raimi + Associates, 2010; and CAPE, with data from Alameda County Vital Statistics Files, 2006-2008. See Exhibit 1, “Life Expectancy.”

17 Raimi + Associates, 2010; and CAPE, with data from Alameda County Vital Statistics Files, 2006-2008. East Oakland and San Antonio Community Information Book Updates, October 2005. See Exhibit 2, “All-Cause Mortality Rate.”

18 Raimi + Associates, 2010; and CAPE, with data from OSHPD, 2006-2008. See Exhibit 5, “Inpatient Diabetes Visits.”

19 Raimi + Associates, 2010; and CAPE, with data from OSHPD, 2006-2008. See Exhibit 4, “Emergency Department Childhood Asthma Visits.”

20 Homicides in Oakland: 2008 Homicide Report, Urban Strategies Council, March 5, 2009, pp. 8, 9, 13.

national Boulevard as “Low Access Areas” (LAA’s)<sup>21</sup>: between 14th Avenue and Fruitvale Avenue, and between 65th Avenue and 79th Avenue. Additionally, the Retailer Survey conducted by Oakland Community Organizations (OCO) as part of this project found no large full-service supermarkets.

- **Transportation Safety.** Over the last three years along International Boulevard, the intersection at High Street has had the highest number of reported automobile collisions (28 total), but none involved cyclists or pedestrians. During 2007-9, two or more bicycle-automobile collisions occurred at several study area intersections, including at Seminary, 50th, 45th, and 22nd Avenues<sup>22</sup>. Among all Oakland corridors, International Boulevard exhibits the third highest rate (8.4 per year) of bicycle collisions in the City.

## MARKET AND ECONOMIC ENVIRONMENT

International Boulevard is the main commercial spine in East Oakland, running east from Lake Merritt to the Oakland-San Leandro city limit line. For the purpose of this market and demographic analysis only, “East Oakland” is defined as the area of Oakland below MacArthur Boulevard extending eastward from Lake Merritt to the Oakland city limit. This definition of “East Oakland” is different from the sub-area boundaries or those of the context area used throughout the rest of this TOD Plan.

### Demographics

According to Claritas (a census-based commercial demographics data provider), the East Oakland area, which encompasses the southeastern portion of International Boulevard, had an estimated population of just under 215,000 persons in 2009, nearly 51% of the city’s total population. The population of East Oakland is younger than Oakland as a whole. It includes 61% of the city’s children under 18 and almost 64% of the children aged 5 and younger. Just over 40% of East Oakland households include children, compared to only 35% for the city and 40% of households in the state of California. East Oakland households are larger than the city average, with 3.3 persons per household, compared to an average of only 2.65 persons per household for the city. The number of large households in the area is particularly notable; over 24% of households include more than 4 persons, as compared to less than 14% for the city and 16.7% for the state of California in 2008.

<sup>21</sup> Ibid. LAAs were determined based on low/moderate-income communities’ distances from supermarkets, as compared to similar higher-income counterparts.

<sup>22</sup> California Highway Patrol ISWRTS data, 2007-2009



The Corridor has many fast-food restaurants and few sources of healthy food.

East Oakland is less affluent than the city as a whole; the area's median household income is \$41,000 compared to the citywide median income of \$49,500. As would be expected where more households include children, per capita income for East Oakland (at \$16,000) is much lower than for the city (at \$27,000).

As a whole, the city of Oakland's population is one of the most diverse in the United States, with an estimated current ethnic distribution of 33% White, 29% African American, 17% Asian, and Latinos representing 27% of people of all other races. East Oakland is even more diverse than the city, with a population that is estimated as 23% White, 27% African American, 20% Asian, and 43% Latinos of all races. Despite the city's overall diversity, there is significant racial concentration within neighborhoods.

## Housing

East Oakland's housing inventory is estimated at 63,000 units, of which roughly half are single-family units. For the city of Oakland, the housing inventory is estimated at 163,026 units, of which a similar proportion of 49% is single-family detached units. East Oakland has more 3-19 unit buildings, but fewer larger residential complexes, than are found in other areas of the city.

Since the current economic recession began in late 2008, housing prices have fallen significantly in Oakland, particularly in East Oakland. Sources consulted for this report state that housing unit turnover has accelerated since the recession started. Between January 2009 and August 2010, there were nearly 1,800 single-family units sold, according to Multiple Listing Service data. The majority of sales in East Oakland are distressed property sales, including real estate owned (REO) properties sold by the lender after foreclosure and short sales (sales for less than the outstanding debt). In 2009 the median home value for the city of Oakland was reported at \$409,499. The values for homes in East Oakland were more than 50% less than the median value for Oakland, largely due to the increase in distressed unit sales. East Oakland home values continued to decline in 2010 as shown in Table 4.4, with a 6% increase in distressed sales.

In 2009 the median income, as defined by the U.S. Department of Housing and Urban Development (HUD), for a four-person household in the area that includes Oakland as well as all of Alameda and Contra Costa Counties, was \$89,300, well above the \$49,481

median household income for the average Oakland household. The median household income for Oakland is within the state definition of low income households based on the local Area Median Income (AMI). Less than a third of households in the city have incomes above the AMI. East Oakland has an even lower median household income at \$40,970, which is less than 50% of AMI. Approximately 78% of the 208,535 households in East Oakland have incomes below the AMI. East Oakland has a higher percentage of renters (62.5%), who generally have lower incomes than homeowners. Citywide only 41.1% of households are renters. Further, East Oakland has more large households (38.23% above 4 persons, 24.25% above 5 persons, and 14.15% at 6 and 7 persons) than is average for Oakland.

## Employment

Unemployment is a major challenge in East Oakland. Area residents are far less likely to participate in the labor force<sup>23</sup> than in the city as a whole. Nearly 45% of East Oakland residents over 16 years old are not participating in the labor force, compared to less than 39% citywide. The current recession has had a disproportionate impact on jobs in Oakland, and particularly in East Oakland. In July 2010, the California Department of Employment Development reported a 17.7% unemployment rate for Oakland, a rate nearly triple the reported 6.4% unemployment rate in 2000. Reliable unemployment data for specific neighborhoods within cities is not generally available, but local sources report that unemployment rates are as high as 40% for some populations and neighborhoods in East Oakland.

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<sup>23</sup> Persons who are employed or actively seeking work are participating in the labor force. Discouraged workers who are no longer seeking employment and those whose unemployment benefits have expired are not counted in the labor force.

## **Retail**

In 2008, the City of Oakland prepared the Oakland Citywide Retail Enhancement Strategy that identified sales figures and retail activity in various zones throughout the City. The International Boulevard study area is located in parts of two zones: Zone 2, which includes Montclair, Grand Lake Eastlake and Fruitvale and Zone 3, which includes East Oakland. While no specific information was analyzed for just the International Boulevard study area, the results of the Citywide study indicate that there is unmet retail demand throughout the City in a variety of retail categories including comparison goods (e.g., televisions, refrigerators and clothing) and convenience goods (e.g., drug store products and groceries). For example, in Zone 3 (East Oakland), convenience goods sales are only 34% of Zone 3 residents' expenditure potential and residents must leave their neighborhood to shop. The remaining 66 percent of convenience goods sales are in neighboring communities, such as Alameda and San Leandro, where there are ample supermarkets and drug stores. Likewise, comparison goods sales are only about 70% of Zone 3's resident expenditure potential again indicating an unmet demand in the neighborhoods. The conclusion from this study is that residents in neighborhoods along International Boulevard must leave their neighborhood both for basic (convenience) goods and services and for more infrequent purchases such as clothing and appliances. This indicates that there may be an unmet demand for supermarkets, drug stores, clothing stores and other similar stores along International Boulevard or in nearby areas.

## **DEVELOPMENT FEASIBILITY**

One challenge to transit-oriented development along the International Boulevard corridor is a general environment throughout the study area of development infeasibility. This section describes the overall development feasibility as the US and global economy suffered the effects of the most severe economic contraction since the Great Depression in the 1930s.

## Overview of National Economic Conditions and Trends

Since late 2007, the national and global economic crisis has resulted in major economic shocks, including the loss of over 8 million jobs in the United States, a nation-wide collapse of housing values and mass home foreclosures, and an impending crisis in commercial mortgages financed by Commercial Mortgage Backed Securities (CMBS) lenders.

These factors have affected property markets in California, and particularly in areas with a high concentration of predatory lending practices and rising unemployment, including Oakland. Housing values have fallen precipitously from the peak levels, by as much as 50% in some submarkets. Given the collapse of the housing market, there is currently an ample inventory of units for sale at prices below the cost of new construction. New construction is not financially feasible at current prices, and prices are continuing to fall in many areas.

Many experts expect that it will take three to five years for real estate markets to reach more normalized conditions after the existing troubled inventory is absorbed and prices stabilize. Over time, assuming that there is demand growth from an expanded economy and employment growth, or from demographic trends, prices will again return to a point where new construction is financially feasible and demand for building sites will also increase. Thus it is likely that housing and other real estate markets are likely to remain impacted for a period after the economy begins to expand again.

The impact of the recession on commercial real estate markets has yet to reach the level of the crisis that is now gripping housing markets. To date, retail has been the most directly affected sector, as shocked consumers have dropped spending levels far below previous norms. Statewide there was a 4% decrease in taxable consumer retail sales from 2007 to 2008 (the last full year statewide data is available), with 2008 retail sales returning to levels previously recorded in 2005.

The sudden change in consumer behavior has occurred at the end of a national retail expansion spree, when chain stores opened new locations with an eye to expanding market share at rates well beyond expansion of consumer demand. One expert predicted that nationally as much as one of every five square feet of retail in the country is surplus, and is at risk of future closure.



Affordable and market rate housing are mixed over ground floor retail businesses

Given the loss of employment, businesses now need less office or industrial space to accommodate their operations, leading to falling occupancy levels and rents, and thus declining property values in those sectors as well. Many commercial mortgages require refinancing before the middle of the amortization period. Loans written when property values were higher may now be “underwater,” and thus a commercial mortgage crisis is now looming in many markets, including in the Bay Area, which could potentially prove as significant a shock to the economy in 2013 as the housing market collapse did in 2008.

The current recession has differed from other cyclical recessions because of the broad and deep collapse of demand across many sectors, accompanied by a freeze in credit markets that further depresses consumer and business demand. Prices and values have fallen rapidly for real estate products ranging from housing to office space to hotels to retail shops. Given the projected gradual economic recovery, the prospect that demand and pricing might rapidly return to pre-recessionary levels in the near term is dim. There is a growing expectation that significant economic growth is required before employment losses are recovered.

In 2010, most forms of real estate development are not currently financially feasible, despite a major decrease in construction costs. Sustained economic growth is needed to restore financial feasibility for most types of development. For this reason, most developers and other experts expect that there will be little new development in the next several years. In past economic cycles, innovation in a particular sector (such as technology, the internet, or housing) has led the economy out of a deep recession into an expansion cycle. Since it is difficult to foresee these advances due to innovation, it is equally difficult to predict the nature of a recovery.

## **Future Feasibility Trends**

At this time, there is a significant feasibility gap (in terms of development cost exceeding the costs supported by development revenue) for residential development of any sort on International Boulevard. This is partially due to the current economic cycle, and partially due to local factors impacting development risk, livability, safety, crime, and access to quality schools. In the greater Bay Area residential market, there are almost no new for-sale developments projected for 2011 and only a small though growing, number of rental projects proposed for construction in the coming year. The small number of proposed new development projects are located in prime locations in other parts of Oakland and the Bay Area, not in emerging markets like the International Boulevard corridor.

The following sections describe trends that will impact development feasibility on the International Boulevard corridor.

### **Revenue**

Generally, rental rates and for-sale prices are expected to increase slowly, at a pace much less than what occurred during the housing boom of the last decade. Unless there is a rapid expansion of the local job base, income and sale price growth for most of the International Boulevard corridor submarkets will occur more slowly than the average Bay Area-wide markets.

### **Construction Costs**

Current construction costs are extremely low, having fallen between 10% and 30% since the height of the economic boom. Future increases in construction costs will be driven by regional, national, and even international factors, and will not be constrained by conditions in the International Boulevard corridor. There has been little reduction in the cost of labor and materials during the recession. Much of the construction cost reduction has come from competitive bidding practices. Today, contractors are pricing the limited number of available jobs out to bid on a reduced overhead recovery or minimal or no-profit basis.

Today for many general contractors and sub-contractors, returns are below long-term sustainability, leading to a contraction of this en-

tire economic sector. As demand returns, in addition to the normal escalation of labor and materials costs, there may be a much more rapid overall cost jump as contractors and sub-contractors at all levels are again able to recover overhead and charge profit on bids priced at long-term sustainable levels. This cost escalation will be hastened due to the contraction in the number of remaining firms. Therefore, though projections for cost escalation in the next 12-24 months are modest in the 2% to 4% range or less annually, after that we should expect a period of high uncertainty with the potential of much higher cost escalation.

### **Land Costs**

Land owners do not respond in the same manner and time when pricing land. Land values tend to be “sticky;” that is land owners typically do not drop prices to a level supported by development when revenues decrease rapidly, as has occurred since 2007. With the exception of distressed sales, property owners tend to hold on to land when the economically supportable value of the property falls. Over the longer term, some revaluation may occur, but typically, land owners tend to hold rather than to sell property until supportable values rise again to the levels that they are accustomed to. Today, while all other parameters in the development equation have fallen, there are many fewer development parcels that are available at prices that would support development at current revenues.

### **Conclusion**

While there may be some localized exceptions, in general it is expected that in the near term, revenues may rise more rapidly than cost factors, marginally reducing the feasibility gap temporarily. However, as the economy improves, there are signs that cost factors may rise more rapidly than revenues, thus increasing the development feasibility gap. Absent some game-changing event (such as the investment of tens of millions of dollars into the corridor from the proposed BRT system), it is likely that the feasibility gap for market rate residential development will persist along the International Boulevard corridor for much of the next decade.

# KEY ISSUES AND BARRIERS TO CORRIDOR IMPROVEMENT

Transit-oriented development (TOD) would be a welcome addition to the International Boulevard corridor because it would have the dual benefit of increasing transit use and bringing change and prosperity to low-income and economically depressed neighborhoods adjacent to International Boulevard. However, there are a number of significant barriers that must be considered when planning growth and change for the corridor. The following are the key issues and barriers to improvements along the International Boulevard Corridor. This information is based on both the existing conditions assessments completed by the consultant team for the project and the results of the extensive public outreach and participation process. The information below forms the basis for the specific recommendations presented in this plan.

- **Crime.** Issues identified include drug dealing, robberies, murders, shootings, and prostitution. Overall, the community does not feel safe due to the high crime rates, impacting both area residents and potential shoppers.
- **Blight and an unattractive environment.** There are a significant number of vacant buildings and lots as well as buildings in disrepair. The streets are littered with trash and there are billboards all along the corridor.
- **Lack of grocery stores.** Residents have to travel long distances to get to a grocery store. There are also concentrations of liquor stores and fast food restaurants.
- **Unattractive streetscape.** The streetscape along most of International Boulevard is not visually attractive. In addition to the conditions of blight listed above, there are few street trees and pedestrian amenities, such as benches and trash cans. There is also insufficient street lighting along the corridor.
- **Some traffic congestion.** While the much of the corridor does not experience high traffic congestion, there are pockets of traffic congestion, mainly at major cross-streets (such as High Street, Hegenberger Road, Fruitvale Avenue and 98th Avenue).
- **Pedestrian safety.** Some places along International Boulevard are unsafe for pedestrians due to high traffic speeds and low visibility at night. The street is wide and there are segments where there are no traffic signals, thus making it difficult for pedestrians to cross International Boulevard as well as some of



Blight and unattractive environment



Existing crosswalks at signalized intersections are a good start, and can be improved with better markings and corner bulb-outs. More are needed.



Lack of parks and green space is present along major portions of the boulevard



Wide streets to cross and high traffic speeds contribute to the lack of pedestrian safety



Existing bus shelters can be further enhanced by new ground floor businesses adjacent to them.

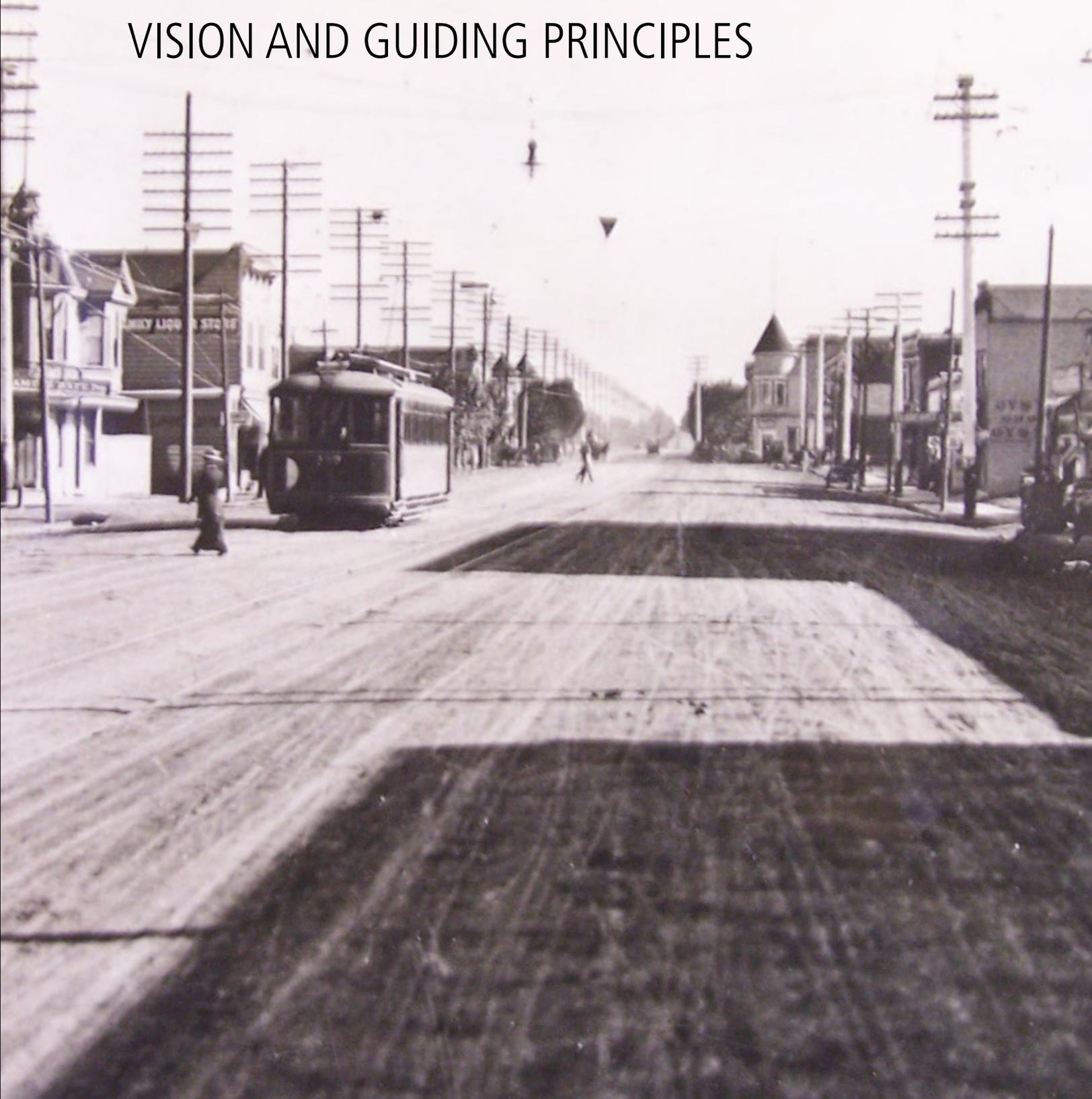
the cross-streets. There are also many dangerous intersections where crosswalks are not signalized.

- **Lack of parks and green space.** The area generally lacks parks and green spaces. Street trees are lacking, there are few parks along or near the corridor, and there are few plazas or other public open spaces where the community can meet and gather.
- **Need for quality and affordable housing.** While housing prices in the area are among the lowest in the city, the community has concerns about preserving the affordability levels, and expressed the need to add new housing that is affordable. In addition, some of the housing that does exist is in poor condition and does not meet some basic housing standards. Finally, East Oakland experienced some of the highest foreclosure rates in the region, devastating many families and ripping apart the social fabric of communities that have lived in this area for generations.
- **Reduced access to jobs and economic opportunity.** Residents have expressed the need for increased access to jobs and opportunities for economic prosperity. Many of the industrial jobs in the area have left, and the jobs that remain in the area are often not held by Oakland residents.
- **Lack of retail and shopping.** There is an overall lack of retail, shopping, and consumer services along the corridor, particularly banks, coffee shops, bakeries, restaurants and post offices. A major challenge facing the community is the locational preferences of regional and national retailers that use standard formulas for where to locate new stores. Unfortunately, some of the major barriers facing the communities along International Boulevard – crime, blight, and the presence of other retailers – negatively impact the potential for successful retail establishments along International Boulevard.
- **Inconsistent quality of transit service.** The community identified many issues with transit service along the corridor. In particular, many community members feel that buses are slow, unreliable, unsafe, too expensive (especially for families), and unclean. Some bus stops lack basic amenities like shelters, benches, and route information.
- **Cost of Construction and Housing Prices.** One significant barrier to implementing TOD along International Boulevard is that housing prices for existing homes are very low. This, coupled with high construction costs, makes new market-rate transit-oriented development infeasible along the corridor. Addressing the gap between housing prices and construction costs is a key factor needed to spark development along the corridor.

- **Market Conditions.** In the near-to-immediate term, the recession that is impacting the national, state, and local economies has reduced the potential to implement market-rate transit-oriented development along International Boulevard. While area residents desire an expansion of the retail sector and shopping opportunities, the number of tenants looking for new sites for retail expansion is extremely limited on both a national and local level. As is stated above, nationally as much as one of every five square feet of retail in the country is surplus, and is at risk of future closure.
- **City Financial Resources.** In 2010, at the time of this report, the City of Oakland has significant financial constraints. For FY 2010, there was a budget deficit of over \$30 million, and by 2013, the deficit is projected to grow to \$65 million. In response, programs and staffing levels have been reduced, including the unprecedented reduction of 80 Police Department positions. Additionally, Redevelopment Agency tax increment revenues have been impacted by falling tax assessments from the combination of foreclosures, property turn-over at lower sales prices and reassessment of properties that have not changed ownership. In the near-to-intermediate term, reduced public financial and staff resources will further hamper the opportunity to implement TOD along the corridor.

# 4

## VISION AND GUIDING PRINCIPLES





# Vision and Guiding Principles

## INTRODUCTION & VISION

As part of the process of creating the International Boulevard TOD Plan, the members of the community along International Boulevard developed an overall vision for it, as well as a series of guiding principles. The overall vision is described as follows:

Over time, and building on the successful implementation of AC Transit’s proposed Bus Rapid Transit (BRT) system, International Boulevard will be transformed from a forgotten regional thoroughfare with significant crime issues into a beautiful, attractive “main street” for the adjacent neighborhoods. It will become a safe, thriving, vital community where the needs of the residents are met by the many diverse and successful businesses and public services located along the corridor. The businesses and services will be supported by a diversity of new housing, including on the upper floors of mixed use buildings and in new and upgraded housing in the surrounding neighborhoods. The initial strategy for transforming International Boulevard will be to focus public and private resources into a series of TOD Catalyst Areas along the corridor, and to address the significant crime and socioeconomic issues facing the neighborhoods. Over time, these areas will catalyze positive change throughout the entire corridor. A unique characteristic of the corridor is that it will be served by safe and efficient alternative transportation – Bus Rapid Transit, an attractive and safe pedestrian environment, and significant improvements to the bicycle network. There will be new and enhanced public facilities and services, including parks and plazas, community centers and programs to increase access to jobs and economic opportunity. Finally, the nearby neighborhoods will remain diverse, and their rich, diverse culture will be respected and celebrated.

The vision for the future of International Boulevard is comprised of nine distinct guiding principles that describe the values and needs of the community. These are identified in the pages to follow and provide a road map to implementing the vision.



Community members take an active participatory role in the vision planning process for the Corridor.



Design vision for the future character of International Boulevard

# Guiding Principles

## 1. FOCUSED TOD AS A CATALYST FOR POSITIVE CHANGE

The fundamental goal of this planning effort is to utilize the investment of a new Bus Rapid Transit (BRT) system and associated TOD projects to revitalize the International Boulevard corridor. While the International Boulevard corridor was analyzed in its entirety, the strategy for the successful transformation of the corridor depends on the success of TODs at a few key areas. It is critical that efforts be focused on these key areas in order to realize the positive change along the entire corridor. There are two types of strategies the City can use to accomplish this. The first is investing in physical improvements to the corridor and demonstrating the City's commitment to and confidence in the successful redevelopment of the area. The second is to help facilitate the investment of private funding through incentives and policy and regulatory changes. The TOD Catalyst Areas are discussed in more detail at the end of this chapter. Some key strategies for consideration include:

- Focus existing staff and programmatic resources in TOD Catalyst Areas in order to stabilize and improve key areas. This will then enable adjacent areas along the corridor to build on this success.
- Provide financial incentives for new development to locate along International Boulevard with initial investment focused on the TOD Catalyst Areas. Activities include affordable housing subsidies and development assistance grants.
- Create safe and affordable housing with a variety of housing types that serve families, seniors, and those who favor transit over driving.
- Focus retail and services in and near the TOD Catalyst Areas and ensure that retail is affordable and meets the needs of the adjacent neighborhoods. Retail uses most desired by the community are a grocery store, banks, and neighborhood services.
- Provide transit-oriented residential densities to bring more people within walking distance of transit.



Buildings that engage the street create life, character and safety along the corridor



Courtyards provide safe, secure, private shared open space for residents



Busy streets, full of pedestrians, increase the safety of an area dramatically

- Focus new development near and at station sites to maximize the number of people near transit
- Create public-private partnerships to secure initial private investment in the TOD areas along International Boulevard
- Continue the Technical Advisory Committee to ensure coordination over the years with the design and implementation of the major activities along International Boulevard.



Envisioned transformation of International Boulevard at 22nd Avenue

## 2. A SAFE AND HEALTHY COMMUNITY

Many residents currently do not feel safe due to the high crime rates in the area. In addition to its immediate threat to physical well-being, crime can have a negative impact on mental health, property values, economic activity, social cohesion, and civic engagement. Crime and fear of crime is a major reason people choose not to walk, use recreational facilities, or allow their children to play outside. Similarly, there are strong links between the built environment and the health, safety, and wellness of a community. How a community is built influences whether people will walk and bicycle, how safe it is to walk and bicycle, the prevalence of crime, whether people have access to healthy foods, and the overall health and wellness of the community. Public safety and perceptions of safety will be critical to the successful development of the corridor. Through the design of new projects along International Boulevard, the City can take steps towards improving the safety and health of the community. A few key strategies to consider include:

- Address crime and stabilize neighborhoods as a starting point to enabling TOD along International Boulevard. Activities include creating a Crime Prevention Through Environmental Design (CPTED) program, increasing the police presence, and expanding community policing. Involving the Neighborhood Crime Prevention Council in future development review is an additional crime prevention strategy available to the City.
- Increase and improve parks and green spaces by adding plazas, landscaping along International Boulevard, and parks in nearby neighborhoods.
- Improve pedestrian and bicycle safety to bring more people to transit. Activities include improved pedestrian crossings, neighborhood traffic calming, safe routes to schools programs and adding street lighting.
- Make the food environment healthier by pursuing new grocery stores on International Boulevard and taking steps to limit unhealthy food stores such as fast food restaurants and liquor stores.



The Plan should support the work of law enforcement agencies, helping transform the Corridor into a safe place, through design and policy



The availability of healthy foods is essential to the overall wellbeing of the community



The Plan supports a quality, safe bicycle network to broaden the range of transportation options

### 3. BUILDINGS THAT SUPPORT TRANSIT AND THE PUBLIC REALM

Land use, building design, and transportation are distinct and interrelated elements of the built environment. How buildings are designed and the uses that occupy them will influence the feel of the public realm, the activities that take place in the public realm, and how the transportation system functions. New buildings and building renovations should be carefully designed to improve the public realm and support the use of the transit system using the following strategies:



Buildings front the street to provide increased safety and “eyes on the street”



Mixed-use buildings support transit



An integrated and coordinated public realm acts as an extension of the building’s ground floor

- Design buildings to provide ‘eyes on the street’ to make International Boulevard safer for all. Building facades should be designed to have large openings on the ground floor that enable businesses and services to be seen from the sidewalk and to view activity along the sidewalk and dwellings on upper stories should orient active rooms on the street side of the building.
- Locate buildings at or near the sidewalk with active ground floor frontages to create an attractive and interesting pedestrian experience and shape the streetscape.
- Design buildings to be good neighbors by stepping down in height and density to adjacent residential areas and placing the height on International Boulevard in order to shape the street.
- Integrate the public realm streetscape with the adjacent ground floors of buildings to create a seamless transition between public and private space. The streetscape and adjoining building facades combine for a coherent and integral environment of on-street parking, sidewalk, transit stations, businesses, services and dwellings.
- Minimize vehicular access from the corridor by limiting curb cuts and intrusions across the sidewalk. This will maximize the amount of sidewalk frontage that is free of driveways in order to help make for a more continuous environment of businesses and services.

## 4. TRANSPORTATION CHOICES

The success of the TOD Catalyst Areas, and the success of entire corridor, will depend in large part on the success of alternative transportation systems that serve the corridor. There are a number of strategies the City should consider to promote and ensure the success of the alternative transportation systems that serve International Boulevard:

- Build the BRT system to greatly expand public transit options along International Boulevard.
- Create attractive and safe public transit facilities to enhance the experience of the transit riders and to promote transit use. This includes improving bus stops with shelters, benches, lighting trash cans and route information and improving safety at bus stops and on buses.
- Improve the bicycle network as a means of supporting transit use, reducing traffic congestion, and encouraging active living.
- Create a comprehensive parking strategy to promote transit use, reduce the costs of construction for new buildings and maintain viable businesses. Strategies include changing parking ratios for new buildings and new uses, managing parking, providing shared parking arrangements, and expanding parking in discrete locations to serve existing businesses.



Modern high-capacity buses can provide service comparable to historic or modern streetcars



Bicycles provide compact, environmentally-friendly transportation options within and between neighborhoods and to transit

## 5. BEAUTIFUL, ATTRACTIVE STREETS

The goal of beautiful, attractive streets encompasses a comprehensive desire for improving the streetscape, buildings, and overall aesthetics of International Boulevard. This will help realize a clean, welcoming, and pleasant environment for people to live, socialize, and recreate. Beautiful and attractive streetscapes encourage people to be out on the street, thus addressing concerns about crime and public safety and promoting transit use. Attractive streets will also help to improve the retail environment, as attractive streetscapes are a common characteristic of healthy retail districts. A few key strategies to consider include:

- Renovate or improve existing buildings to provide a more positive environment for pedestrians and bicyclists and to improve the visual character of International Boulevard.
- Improve the streetscape, beginning with TOD Catalyst areas, in order to improve the pedestrian environment and help increase pedestrian activity. Activities include adding street trees, widening sidewalks, and adding street lighting and pedestrian furniture.
- Provide convenient and inviting pedestrian access from neighborhoods to the corridor in order to increase transit use, address public safety concerns and promote walking to transit and retail.



Awnings provide shade and enclosure for the pedestrian



Street furnishings like benches, lighting, bike parking, trash cans, and planters enhance streets



Sidewalk dining is an extension of the commercial ground floor



Street art adds character, beauty, and pedestrian interaction

## 6. FOSTERING JOBS AND ECONOMIC DEVELOPMENT

Fostering jobs growth and economic development along International Boulevard can help improve the opportunities for economic advancement of the residents, improve their quality of life, and help new businesses develop. The unemployment rate in the area is somewhat higher than surrounding areas, indicating a strong need for developing jobs along the corridor. Additionally, a successful economic development program will help foster ongoing, long term reinvestment and maintenance of the corridor.

- Provide opportunities for jobs, job training, and economic advancement by considering a local-hire ordinance, funding vocational training and job placement centers, and attracting new jobs to the neighborhood.
- Create a marketing campaign to change the public's perception of the corridor. Activities could include web-based advertising, a branding campaign, and special events.



Adult education programs to train potential workers



Branding can be an important part of a marketing campaign to create a new perception of the corridor



Job creation and economic development is at the forefront of the long-term viability of the corridor

## 7. SUPPORTING THE NEIGHBORHOODS' NEEDS FOR GOODS AND SERVICES

The community has expressed a need and desire for the corridor to serve their needs for goods and services. Many basic services are not easily accessible to the residents of the neighborhoods nearby the corridor. With the revitalization of the corridor, these basic public and social services should be planned for and developed. A few considerations for the community include:

- Create a complete community that provides the basic needs for residents. Above all else, residents desire a safe and clean place to live, work, and play. Accordingly, the community should have a diversity of uses that serve the needs of residents including retail, restaurants, jobs, parks and open space, and government facilities.
- Provide a wide variety of public and social services, including senior centers youth centers, medical clinics, childcare, libraries, adult education centers, and recreation centers.
- Make segments of the corridor into a “main street” with retail, restaurants, and services in an attractive pedestrian-oriented environment.
- Cluster social and public services in key location along the corridor to build on the existing services and provide for the needs of residents. These areas can be used as building blocks of community renovation and enhancement.



Safe parks are critical to improving the quality of life in the community



Libraries and other civic facilities should be encouraged along the corridor

## 8. A CITIZENRY THAT IS ENGAGED IN ITS FUTURE

The communities of International Boulevard exhibit extraordinary community participation and civic leadership. This represents a very strong resource for the revitalization of the community and should be fostered and capitalized upon to help realize the revitalization of the corridor.

- Capitalize on civic leadership to help organize volunteer efforts, communicate community priorities to decision makers, and provide a support network for community members, businesses, and other stakeholders.
- Promote capacity-building to expanded overall resources and abilities of the community, community members, and community groups and ensure community's self-sufficiency and resilience
- Continue the Citizen Advisory Committee as a means of implementing the vision of the International Boulevard TOD Plan.



Community members take an active participatory role in the vision planning process for the Corridor.



Community engaged in a workshop with the consultant team.



Community working in focus groups to develop the vision.

## 9. A CELEBRATION OF ETHNICITY AND CULTURE



Mural calling for an end to violence in the area.



Mural calling for mutual respect within the community.



Public art can be simple and functional, yet elegant, such as these bike racks.

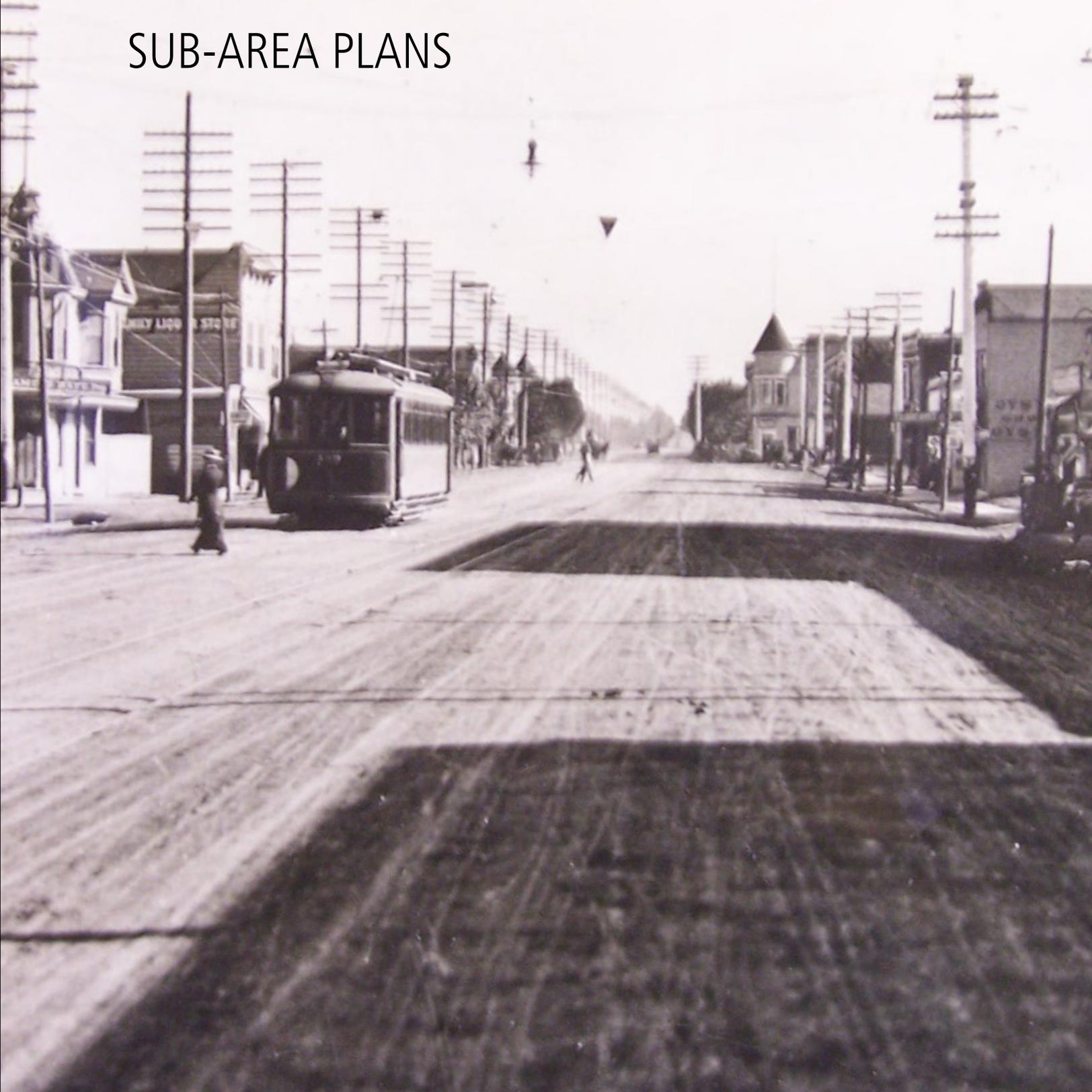
International Boulevard exhibits an extraordinarily rich cultural heritage and is one of the most diverse communities in California. This rich diversity contributes to the uniqueness of the corridor and should be fostered with the revitalization of the corridor.

- Celebrate ethnically diverse neighborhoods and use this diversity of a means of pride and identity.
- Capitalize on and expand arts and culture to help create a sense of place and strengthen community identity. The community should undertake a public art program that features local artists and adds public art to the International Boulevard community.
- Renovate historic buildings to celebrate the history of the community and to help create a positive image for the future.



# 5

## SUB-AREA PLANS





## INTRODUCTION

The sub-area plans below expand on the vision, key principles, goals, and recommendations already presented. They provide the heart of this TOD plan by applying these corridor-wide concepts to five geographic sub-areas along the International Boulevard TOD Study Area. These five sub-areas are:

- **San Antonio** (between 14th and 23rd Avenues)
- **Fruitvale** (between 23rd and 51st Avenues)
- **Havenscourt-Lockwood** (between 51st and 69th Avenues)
- **Hegenberger** (between 69th and 86th Avenues)
- **Elmhurst** (between 86th and Durant Avenues)

The sub-areas' locations along International Boulevard are shown in Chapter 1, Introduction. Each sub-area plan contains the following information:

- **Existing Conditions** – An overview of the existing land uses, form and character and general plan designations in the sub-area. More detailed existing conditions information may be found in the Existing Conditions Assessment Report prepared for this TOD Plan.
- **Key Issues** – A summary of the sub-area's key issues.
- **Vision** – A long-term vision for the sub-area, resulting of the public participation process that included public workshops, discussions with the Community Advisory Committee (CAC) and focus group sessions.
- **Sub-Area Recommendations** – Specific recommendations for the sub-area, based on strategies identified by the community and key stakeholders during the public outreach process to help achieve the vision for the sub-area. Chapter 07, Implementation Recommendations provides further detail on implementing the sub-area visions.

- **Community Priorities** – Lists of the land uses and physical improvements most desired by the community for the sub-area,, based on discussions at public workshops, the CAC meetings and sub-area focus group results.
- **TOD Catalyst Areas** – Each sub-area contains one or more TOD Catalyst Areas where the City’s financial and personnel resources, as well as non-City resources, should be focused to reflect the first Guiding Principle of this TOD Plan: “Focused TOD as a Catalyst for Change.” Each section identifies the location of TOD Catalyst Areas within the sub-area. Chapter 6 provides more detailed design and development guidance for the TOD Catalyst Areas, including guidance for particular types of parcels.

It is important to note that the Sub Area Plans reflect a multitude of issues, suggested priorities and implementation actions, some of which are beyond the City of Oakland’s financial or personnel resources, or jurisdiction, to address. As an overarching strategy this Plan recommends that wherever appropriate, public-private partnerships between the City and development entities, corporations, non-profit organizations and community associations, inter-agency agreements between local and regional governmental organizations, and other multifaceted coordination approaches, be used in implementing these Plans.

# San Antonio



## EXISTING CONDITIONS

The San Antonio sub-area is generally located between 14th and 23rd Avenues, and is the closest sub-area to Lake Merritt and Downtown Oakland (see Figure 5-1). San Antonio is one of the most culturally diverse areas in the entire region, with a strong Asian and Latino influence and representation by many other ethnic and cultural groups.

### Existing Land Uses

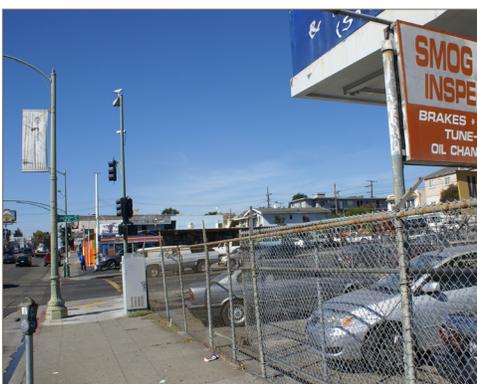
The San Antonio sub-area is characterized by a diversity of land uses including mixed-use, retail, general commercial, residential, and industrial uses. Together, commercial and mixed uses occupy more than half of the existing land area. Reflecting the diversity of cultures in San Antonio, there is a wide variety of commercial uses including bakeries, beauty salons, motels, restaurants, and food markets.

Immediately adjacent to the San Antonio sub-area along International Boulevard are residential, institutional and industrial uses. Industrial and institutional uses are located between International Boulevard and I-880 while the residential areas are located predominantly east of International Boulevard. The residential areas contain a mix of single-family and multi-family development intensities.



### Form and Character

Buildings along International Boulevard in the San Antonio sub-area are generally one- and two-story buildings dating from the early 20th century. Many of them have been minimally maintained but appear generally intact, while others have been significantly altered or refaced. Interspersed with these original structures are



larger industrial facilities, most dating from the 1950s or later, with a few three-story residential buildings. The building frontages vary with many buildings located at or near the edge of the sidewalk, while at other locations there are larger parcels with surface parking between the street and the building. In San Antonio, the International Boulevard right-of-way is generally 80 feet wide, with two 12-foot travel lanes in each direction and curbside parking on both sides of the street. No bicycle lanes are provided, and sidewalks are typically eight-to ten-feet wide.



## General Plan Designations

The City's General Plan envisions this area as significantly residential with mixed-use nodes located at 14th Avenue and between 22nd and 23rd Avenues. Both mixed use nodes carry a 'Community Commercial' designation under the Oakland General Plan, which allows more intense commercial and mixed use buildings. The area between 15th and 22nd Avenues is designated as 'Urban Residential'. The General Plan also identifies a Commercial Neighborhood center spanning from 22nd to 26th.

## KEY ISSUES

During Community Advisory Committee meetings and public workshops, the following were identified as the most pressing issues facing the San Antonio Sub-area:

- Crime, including gangs and drug-dealing.
- Prostitution, including child prostitution, especially on 17th Avenue.
- Threats to housing affordability for existing and future residents.
- Lack of basic neighborhood services, especially healthy food retail, restaurants and a pharmacy.
- Social services and non-profit organizations working beyond organizational and financial capacity to serve youth, seniors, and specific cultural groups, especially to assist with job training and placement.
- Compromised visual character, especially from the lack of street trees, dilapidated buildings and unclean streets.



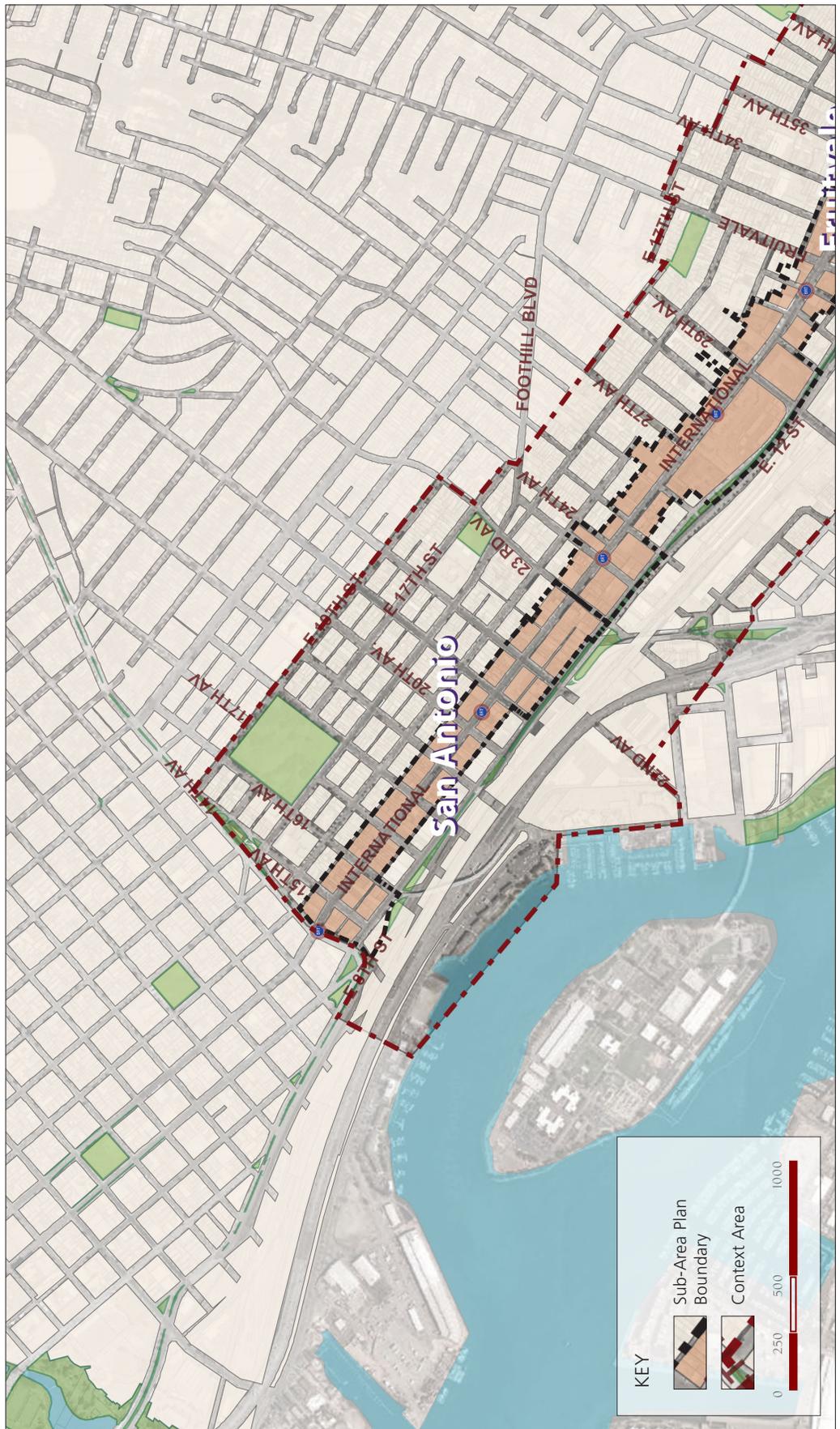


Figure 5-1: San Antonio Sub-area

# VISION

Over time, the San Antonio sub-area will be transformed into a neighborhood-oriented mixed use corridor that builds on the diverse ethnicities in the San Antonio neighborhoods. The sub-area will have a “main street” shopping district with an attractive, pedestrian-oriented shopping environment that serves as the central shopping and meeting place for the San Antonio neighborhood. The street will showcase functional public art by local artists and the retail stores will feature a wide variety of small, locally-owned, neighborhood-serving business such as restaurants, cafes, culturally-specific stores, and services. There will also be one or more additional grocery stores, and local businesses will provide employment for San Antonio residents. The area will also have an increase in housing on the upper floors of mixed-use buildings. New residential units will be both market-rate and affordable and contain larger units to serve large families. In addition to new construction in key locations – particularly in the TOD focus areas near 14th and 23rd Avenues and industrial parcels between International Boulevard and East 12th Street – there will be a significant rehabilitation of existing buildings with new uses.

## SAN ANTONIO RECOMMENDATIONS

The following specific recommendations are proposed for the San Antonio sub-area. . They are intended to be used in concert with the concepts for the TOD Catalyst Areas presented below.

### Health, Safety and Wellness

- **Increase police presence.** Work with the Oakland Police Department to increase police presence in the San Antonio area with more foot, bicycle and patrol car presence. The community should continue to work jointly with the police department to take responsibility for public safety through Neighborhood Watch and other programs that involve the public.

- **Add resources to address prostitution.** Work with the Oakland Police Department to add resources to address prostitution in the neighborhood and to close known brothels. To assist in the effort, the City should also create an ordinance to require one night minimum stays in hotels and motels (with a prohibition against the rental of rooms on an hourly basis). Additionally, the City should work with community service groups and employment training programs to help sex workers to transition out of the industry.
- **Strongly discourage new liquor stores.** New liquor stores should be strongly discouraged in the San Antonio area along International Boulevard. The City should consider passing stringent regulations for new liquor stores; for example, a requirement that new alcoholic beverage sales establishments be located a certain minimum distance, at least 1000 feet away from the boundary of any school, public library, park or playground, recreation center or licensed daycare facility. The City should also consider increasing enforcement action against problematic existing liquor stores (e.g. those that have high rates of loitering or crime incidents, or that illegally sell alcohol and cigarettes to minors). Existing liquor stores should also be encouraged to expand their healthy food options.
- **Create and/or expand programs to help property owners fix unsafe housing and business units.** Work with the Redevelopment Agency, local financial institutions, and philanthropic organizations to create low-interest loans or other programs to help property owners make structural, façade, and internal conditions improvements so homes and business are safe and healthy.
- **Create a safety ambassador and/or peace officer program.** Encourage the Oakland Police Department, other City agency, or a community group to develop and implement a safety ambassador and/or peace officer program. Safety ambassadors would patrol the Sub area, especially the TOD Catalyst Areas, on foot and on bicycles. They would act as extra eyes and ears for the police, build relationships with local businesses, and act as a positive presence in the community. Peace officer programs take the ambassador concept a step further. Officers can provide supplemental security, make arrests, and provide a more visible presence.

## Land Use, Design, and Economic Development

- **Create new affordable housing and preserve affordable housing.** Expand the amount of affordable housing in the San Antonio neighborhood. Strategies could include building new affordable units in mixed-use, mixed-income developments along International Boulevard and upgrading existing units.
- **Create mechanisms to prevent the negative impacts of gentrification.** While community representatives welcome new residents and businesses to the neighborhood, programs should be implemented to ensure that existing residents may remain in the neighborhood; new retail and other development activities should serve the needs of existing residents, and rental prices remain affordable for current residents.
- **Improve industrial areas adjacent to International Boulevard.** Over time, promote the revitalization of industrial parcels between International Boulevard and East 12th Street. The improvements should focus on broadening allowed uses in limited areas, beautifying existing buildings, preserving existing jobs and promoting new development. Revitalization of this area will remove a significant barrier to new transit-oriented development along International Boulevard. As a first step, review the Oakland General Plan and Zoning Code and make modifications to promote physical improvements to streets and buildings and encourage new development.
- **Maintain, enhance, and expand a diversity of retail stores and services on International Boulevard.** As International Boulevard redevelops over time, ensure that the retail spaces provide a diversity of retail and services for area residents. Priorities include healthy food stores and restaurants, cafes, and neighborhood services such as dry cleaning, insurance brokers and other similar services. The businesses should cater to the diverse ethnicities in the area. While the business mix is difficult to predict or require, the overall objective should be a neighborhood-oriented retail and service corridor that provides many of the basic goods and services for residents of San Antonio and nearby neighborhoods.
- **Prioritize and support development on vacant lots.** Prioritize development that puts vacant lots to productive use over redevelopment of parcels with existing active buildings.
- **Create affordable retail and commercial spaces along the corridor.** Create small, flexible retail and commercial spaces along

the corridor to support residents in opening new businesses to serve the community.

- **Locate a bank in San Antonio.** Encourage a full-service bank and/or other financial institutions such as credit unions to locate in the San Antonio area.
- **Locate a small-scale supermarket in San Antonio.** Locate at least one small-scale (about 15,000 square feet) supermarket in the San Antonio sub-area along International Boulevard. The primary potential location is on the ground floor of new mixed use developments in the TOD Catalyst Area at the intersection of International Boulevard at 14th Avenue.
- **Create more housing appropriate for families.** Provide incentives for developers to include a proportion of larger units in their projects to accommodate families with children. Encourage developers to include a play area and/or childcare in the building.
- **Create senior housing.** Work with the Oakland Housing Authority and non-profit housing developers to create affordable housing that meets the physical, medical, social, and cultural needs of older community members.
- **Create a “main street” shopping district in the San Antonio sub-area.** A retail district with a small-scale character is desired on International Boulevard between approximately 16th Avenue and 23rd Avenue. The main street should have small retail buildings with uses that serve the needs of residents. The environment should be pedestrian-oriented with buildings and streetscape elements that create an attractive retail environment.

## Streetscape and Public Realm

- **Add street lighting.** Install energy-efficient, pedestrian-scale street lighting in line with the neighborhood's aesthetic preferences and in coordination with the improvements for the proposed Bus Rapid Transit to improve perceptions of safety. Lighting fixtures could also support hanging flower baskets and/or community bulletin boards and information kiosks. Encourage businesses to have additional lighting, which would support aesthetics and safety on the corridor. Lighting should meet CPTED principles to help distinguish forms and movement and discouraging loitering.
- **Plant street trees.** Plant new street trees along to corridor to create a consistent and attractive streetscape. The new street trees should be low-maintenance and drought resistant. Plant street trees adjacent to utility poles to minimize their negative visual impact. Explore opportunities to increase the prevalence of street trees on streets leading to International Boulevard to encourage residents to walk to the area. Provide and maintain landscaping using CPTED principles of low landscaping and high tree canopies.
- **Add public art and murals along the corridor.** Undertake a public art program to add additional public art, including murals, sculptures, and functional public art (e.g., benches, bike racks, etc.) to medians, sidewalks, walls, parks, and plazas. To the extent feasible, the public art should feature local artists.
- **Focus façade improvement efforts.** The San Antonio area has a large number of existing buildings that could be renovated to improve the existing character of the street. Redevelopment funds for San Antonio should focus on improving the façades of existing buildings that contribute to a pedestrian-oriented main street character. As part of this effort, with input from neighborhood groups, the City and Redevelopment Agency should develop clear design recommendations for new and existing buildings.
- **Ensure all streets and public spaces are clean and free of trash and litter.** Increase pride in the neighborhood by keeping it clean. Strongly punish littering and illegal dumping on public and private property. Post signage in conjunction with public education so residents can help enforce dumping and littering laws. Install more trash and recycling receptacles in public spaces, and ensure that residential and commercial buildings have adequate trash and recycling receptacles and reliable pick-up service. Host regular community clean-up and beautification events.

- **Widen and improve sidewalks.** Widen sidewalks to make walking a safer and more attractive transportation or recreation option. Ensure sidewalks are free of obstructions (sandwich boards, utility poles, dangerous cracks, etc.) and minimize driveway cuts.
- **Regular street and sidewalk cleaning.** A funding program should be developed to conduct regular street and sidewalk cleaning, particularly in the TOD Catalyst Area and in other high-volume pedestrian areas. Activities should include pressure cleaning sidewalks, street cleaning and regular pick-up of public trash receptacles. Additional trash receptacles should also be added along the corridor. Finally, this task should be a joint effort with the public and the business community. Each business should be responsible for cleaning the sidewalk in front of its building or storefront on a regular basis and the community should organize regular cleanup events to keep International Boulevard clean and free of trash.

## Community Facilities and Services

- **Expand library access.** Explore opportunities to expand access to library services for San Antonio residents. This could include opening a branch library along or near International Boulevard between 14th and 23rd Avenues, a bookmobile that serves the San Antonio area, and/or partnering with local schools to allow public access to school libraries.
- **Create an adult education and workforce development center.** As part of a new development project in a TOD Catalyst Area or an in existing building, create a space that can be used as an adult education center and/or workforce development center. Work with local higher education institutions to offer adult education, English as a Second Language (ESL) classes, professional development, skill building, and GED courses in the area.
- **Expand existing community centers and build a new one.** Find opportunities to expand the programming at existing centers and support the location of a new community center in or near the TOD Catalyst Area at 14th to 17th Avenue. The new center could be part of a new development project or locate in an in existing building. Programs at the community center should be targeted to the specific interests of San Antonio residents, appeal to the many cultural groups in the area, and include youth-specific services and programs.

- **Safe tot-lots and pocket parks.** Create new tot-lots and pocket parks within walking distance of International Boulevard. Use a community-based design process that includes parents and children to ensure the park serves the desires of residents.
- **Implement graffiti abatement programs.** Work with Oakland Department of Public Works, Office of Parks and Recreation, and the Community Economic Development Agency to improve graffiti abatement on private and public property. Coordinate neighborhood businesses and residents to purchase anti-graffiti paint and coating in bulk. Large blank walls should be discouraged in new development, and/or landscaping with trellises may provide a barrier to deter graffiti.
- **Improve trash collection and cleanup of illegal dumping.** Expand efforts that educate residents about the ways to dispose of trash and bulky items and to report illegal dumping. Offer expanded bulky item pick up services to prevent future illegal dumping. Offer regular, free bulky- and hazardous-item pick-up at a location in the San Antonio neighborhood. Expand programs with Keep Oakland Beautiful to focus on neighborhoods along International Boulevard.

## Transportation and Transit

- **Improve bus stops.** In coordination with BRT implementation, ensure that all bus stops have seating, shelter, route information in appropriate languages and lighting for safety and comfort.
- **Improve intersection safety and efficiency for vehicles, cyclists, and pedestrians.** In addition to the signal and cross-walk improvements that will be part of BRT implementation, consider the installation of traffic signals and other pedestrian improvements at International Boulevard and Munson Way. (See Appendix A for more detail).

# COMMUNITY PRIORITIES

## Priority Land Uses in San Antonio

The following are the priority uses that should be located in TOD Catalyst Areas, or in other forms of development or rehabilitation, in the San Antonio sub-area:

- Affordable retail/commercial spaces
- Affordable housing
- Mixed income, market rate housing
- Family housing
- Senior housing
- Full-service bank or credit union
- Small-scale supermarket
- Library
- Adult education or job-placement center
- Community center

## Priority Physical and Programmatic Improvements

The following are the physical improvements most desired by the community:

- Add resources to address prostitution
- Add street lighting
- Increase police presence
- Prohibit new liquor stores
- Farmers' market
- Plant t street trees
- Improve trash collection and cleanup of illegal dumping

## TOD CATALYST AREAS

The TOD Catalyst Areas where financial and personnel resources should be focused to encourage transit-oriented development and catalyze positive change along the corridor are shown in Figure 5-2:

- **Between 14th Avenue and 17th Avenue**, including commercial and industrial areas to the southwest of International Boulevard
- **Between 21st Avenue and 24rd Avenue**, including commercial and industrial areas to the southwest of International Boulevard

Chapter 6, Design Recommendations, contains additional design and development guidance for the corridor in general and TOD Catalyst Areas in particular, including guidance for particular types of parcels.



Figure 5-2: San Antonio TOD Catalyst Sites

## EXISTING CONDITIONS

The Fruitvale sub-area along International Boulevard is directly southeast of the San Antonio sub-area, between 23rd and 51st Avenues (see Figure 5-3). The Fruitvale neighborhood is a bustling and popular area with a high percentage of Latino residents and businesses, known for its street vendors, street fairs, shops, and the beautiful St. Elizabeth Catholic Church. The neighboring Fruitvale BART station, streetscape improvements along International Boulevard, and the recent addition of the Fruitvale Village Transit-Oriented Development project near BART have increased the profile of this unique community. The Unity Council is a strong community development organization within the area, and heads the Fruitvale Business Improvement District (BID) for the City of Oakland, the sole BID along the corridor.

### Existing Land Uses

The Fruitvale sub-area is endowed with a variety of land uses and activities. Commercial uses, such as restaurants, retail and auto-oriented businesses occupy 52 percent of the land in the sub-area. Businesses catering to the predominant Latino community, such as restaurants, retail, neighborhood street vendors, and taco trucks, are very popular. The sub-area also has some institutional and community services and mixed-use developments.

The neighborhoods in Fruitvale on either side of International Boulevard are also rich in community service organizations and public institutions. There are a number of child care services and public schools, including child care at the Fruitvale Village adjacent to the BART station. There are also some industrial lots near the southeast end of the sub-area, and a variety of residential areas on the northeast side of International Boulevard.



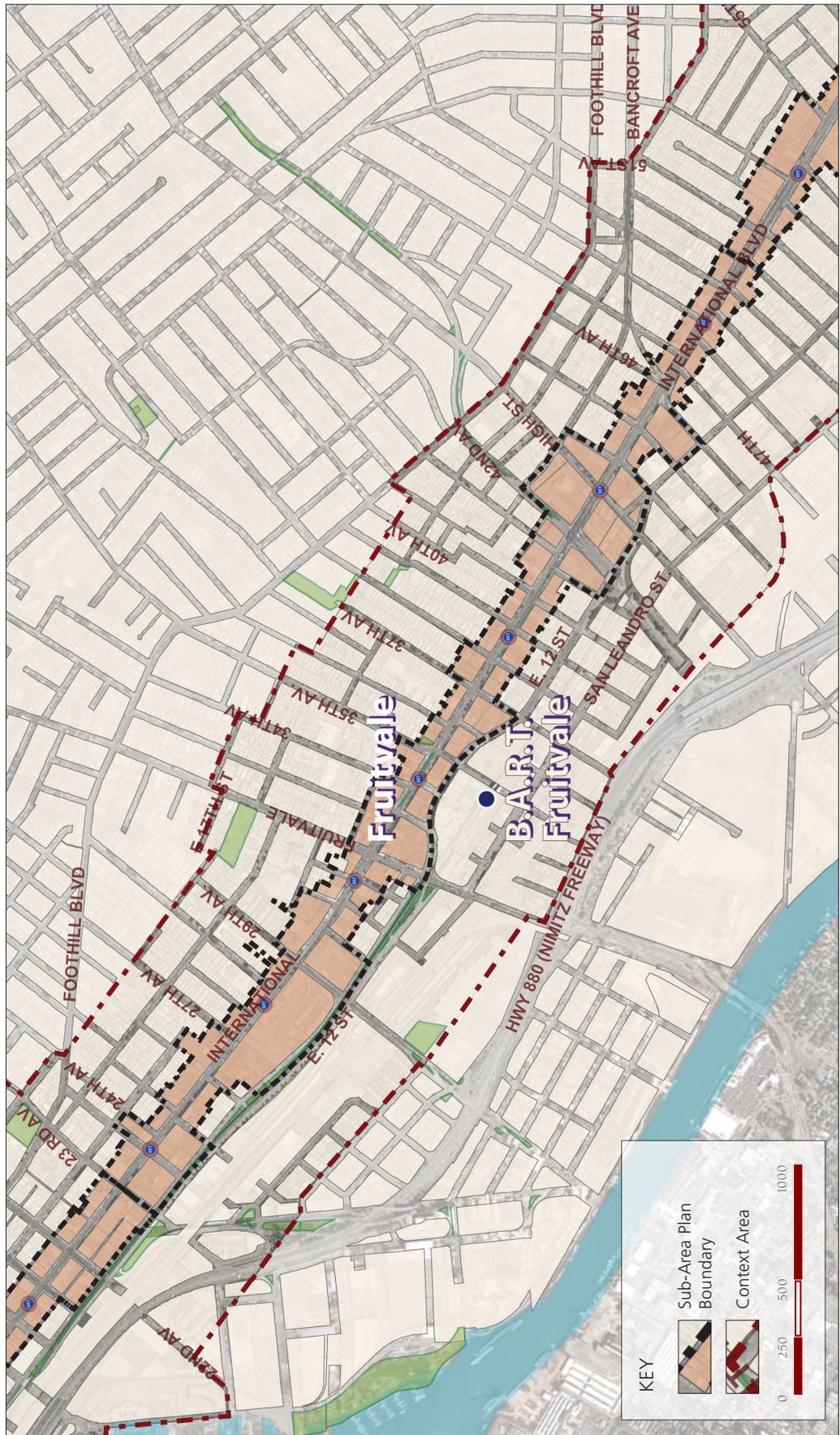


Figure 5-3: Fruitvale Sub-area

## Form and Character

Although most buildings along the Fruitvale stretch of International Boulevard are one- and two-stories tall, a number of buildings are seven stories in height. Many of the buildings have been minimally maintained but appear generally intact, while others have been significantly altered or refaced. Interspersed with these original structures are larger industrial facilities, most dating from the 1950s or later. Also present are larger-scale residential buildings, ranging from three- to seven- stories, some of which have been constructed within the last few years.

Typically, buildings occupy the majority of the lot and are placed near the street with parking and other storage uses occupying the rear portion of the lot. In several cases, parking is placed in an adjacent lot or is shared along the frontage. This pattern is interrupted with numerous vacant lots and underutilized lots that separate the street from the buildings with large parking areas.

The International Boulevard right-of-way in this sub-area is generally 80 feet wide, widening to 100 feet as it continues south beyond 30th Avenue. Two 12-foot travel lanes in each direction and a center turning lane are common, with curbside parking varying in availability for either or both sides of the street. No bicycle lanes are provided, and sidewalks are typically 10 to 15 feet wide.

## General Plan Designations

The General Plan vision for Fruitvale is reminiscent of its history as Oakland's "second downtown" and presents a bustling commercial corridor. There are a variety of commercial nodes where a varying scale of commercial and mixed use development is allowed, from 'Regional Commercial' just north of I-880 along Fruitvale Avenue to the neighborhood centers at 24th Avenue and 34th Avenue. The majority of the residential uses are on the north side of the corridor, while industrial and commercial uses are primarily located on the south side of the corridor.



## KEY ISSUES



During the Community Advisory Committee meetings and public workshops, the following were identified as the most pressing issues facing the Fruitvale area:

- Crime, including gangs, drug-dealing and loitering.
- Prostitution.
- Traffic congestion, especially around the Fruitvale commercial district from approximately Fruitvale Avenue to 38th Avenue.
- Lack of a full-service supermarket.
- Lack of diversity in commercial goods and services.
- Visual character, especially the lack of street trees, dilapidated buildings and unclean streets along International Boulevard on either side of the Fruitvale commercial district.
- Ethnic communities that are insular and operate amongst themselves.
- Lack of living wage jobs and job training opportunities.



## VISION

Building off of existing successes – the thriving commercial corridor on International Boulevard from approximately Fruitvale Avenue to 38th Avenue and the nationally-renowned Fruitvale Transit Village – Fruitvale will once again become the “second downtown” of the City of Oakland. It will become a major transit-oriented district that capitalizes on its proximity to BART, the new BRT system and major cross-transit access on High Street and Fruitvale Avenue. The thriving commercial corridor will maintain its small-scale character but be expanded and improved with a wider diversity of neighborhood- and regional-serving uses that focus on a diversity of cultures and ethnicities. The physical appearance of International Boulevard will improve through increased private investments in renovated commercial buildings and public investments in building façade and streetscape improvements. New high-density mixed use developments with housing and/or offices above retail will be added to the areas on either side of the commercial corridor, and a new regional commercial center will be located near the intersection of High Street and 42nd Avenue. Finally, Fruitvale will serve as a hub of arts and cultural amenities with galleries, theaters, and artist spaces located along the corridor.

# FRUITVALE RECOMMENDATIONS

The following specific recommendations are proposed for the Fruitvale sub-area. They are intended to be used in concert with the concepts for the TOD Catalyst Areas presented below and in Chapter 6.

## Health, Safety and Wellness

- **Expand the Fruitvale Farmers' Market.** Expand the existing Fruitvale Farmers' Market with a wider diversity of fruits and vegetables and other healthy, fresh food.
- **Limit fast food restaurants.** The City should consider imposing strict regulations on new fast-food establishments in order to strongly discourage new fast-food restaurants from locating in Fruitvale along International Boulevard.
- **Fruitvale community safety planning.** The Oakland Police Department and other City agencies should continue to support, and where necessary improve, community policing programs in order to improve perceptions of, and actual, community safety. Strategies may include increasing police presence in the Fruitvale sub-area with more foot, bicycle and patrol car presence; strengthening the Neighborhood Watch and similar programs, and providing neighborhood "guardians" that could help walk people home at night from transit stops or other destinations.
- **Add resources to address prostitution.** Work with the Oakland Police Department to add resources to address prostitution in the neighborhood and to close known brothels. To assist in the effort, the City should also create an ordinance to require one night minimum stays in hotels and motels (with a prohibition against the rental of rooms on an hourly basis). Additionally, the City should work with community service groups and employment training programs to help sex workers to transition out of the industry.
- **Strongly discourage new liquor stores.** New liquor stores should be strongly discouraged in the Fruitvale area along International Boulevard. The City should consider passing stringent regulations for new liquor stores; for example, a requirement that new alcoholic beverage sales establishments be located a certain minimum distance of at least 1000 feet away from the boundary of any school, public library, park or playground, recreation center or licensed daycare facility. The City should also consider

increasing enforcement action against problematic existing liquor stores (e.g. those that have high rates of loitering or crime incidents, or that illegally sell alcohol and cigarettes to minors). Existing liquor stores should also be encouraged to expand their healthy food options.

- **Create a safety ambassador and/or peace officer program.** Encourage the Oakland Police Department, other City agency, or a community group to develop and implement a safety ambassador and/or peace officer program. Safety ambassadors would patrol the Sub area, especially the TOD Catalyst Areas, on foot and on bicycles. They would act as extra eyes and ears for the police, build relationships with local businesses, and act as a positive presence in the community. Peace officer programs take the ambassador concept a step further. Officers can provide supplemental security, make arrests, and provide a more visible presence.

## **Land Use, Design, and Economic Development**

- **Maintain the vitality and economic viability of the existing commercial corridor.** Take steps to preserve and enhance the vitality and vibrancy of the commercial retail corridor on International Boulevard. This area is widely known throughout the Bay Area as a hub of Latino retail, arts and culture, and new TOD development should enhance this identity.
- **Create a major retail node at High Street.** Capitalize on the intersection of High Street and International Boulevard as a major retail and mixed-use center that includes a large-format retail center. This area could include a variety of regional retail businesses and a major supermarket for the area. Care should be taken to balance the desire for retail with the potential of this area as a major transit hub. Over time the auto-oriented design and uses of the corridor should transform into higher density, pedestrian environment.
- **Prioritize small, locally-owned businesses and selectively allow some big-box uses.** Maintain International Boulevard as a street of many small, locally-owned businesses that serve neighborhood needs. If big-box stores (large-format retail) want to develop in the area, they should only be allowed to locate on 42nd Avenue and High Street. Big-box developments in this area should design their stores to maintain a walkable streetscape and offer delivery services to minimize the need for parking.

- **Continue and strengthen the Crime Prevention Through Environmental Design (CPTED) review process.** The City Planning Department should continue to work with the Police Department to strengthen CPTED review of proposed development and property rehabilitation projects in order to maximize the safety of the built environment along International Boulevard.
- **Encourage arts and entertainment uses along the corridor.** Work with local arts and community groups to create affordable and culturally diverse entertainment in the neighborhood, with a new space to accommodate entertainment uses located in the TOD Catalyst Area between 30th Avenue and Fruitvale Avenue. While the space should cater to the entertainment preferences of local residents, it should also attract and welcome people from other neighborhoods.
- **Capitalize on and support artist and eco-communities already thriving in Fruitvale.** Support existing Fruitvale artist and environmental organizations, facilitate opportunities for collaboration, and encourage the creation of additional live-work artist spaces in addition to gallery spaces on International Boulevard.
- **Encourage the development of mixed-income (affordable and market-rate) housing.** Encourage developers to capitalize on Fruitvale's rich culture, transit access, and proximity to downtown by building mixed-income, market rate housing to serve singles, couples, and families through all stages of life. Developments should include a variety of unit types, sizes, and amenities to cater to different potential residents.
- **Create senior housing.** Work with the Oakland Housing Authority, non-profit and for-profit housing developers to create market rate and affordable housing that meets the physical, medical, social, and cultural needs of older community members.
- **Encourage neighborhood cafés and/or bakeries.** Cafés often serve as neighborhood hubs where people can meet, socialize, exchange ideas, build relationships, or just find some space to relax away from their busy urban lifestyles. More of these uses should be encouraged in the Fruitvale area in both new developments and existing buildings. To do so, allow changes in development standards to remove barriers to change.
- **Expand opportunities for office uses.** As development proceeds in the future, collaborate with the business community to expand opportunities for office uses, particularly within walking distance to the BART station.





## Streetscape and Public Realm

- **Plant street trees.** Plant new street trees and landscaping, using CPTED principles of low landscaping and high tree canopies that allow street lighting to reach the sidewalks, along the corridor to create a consistent and attractive streetscape. The new street trees should be low-maintenance and drought resistant. Explore opportunities to increase the prevalence of street trees on streets leading to International Boulevard to encourage residents to walk to the area. The street trees should be prioritized for the TOD Catalyst Areas and the Fruitvale commercial district.
- **Remove billboards.** Reduce the number of billboards along International Boulevard, especially in areas with high pedestrian volumes such as the core of the commercial district.
- **Add public art and murals along the corridor.** Add additional public art, including murals, to the median and parks and plazas. To the extent feasible, the public art should feature local artists.
- **Regular street and sidewalk cleaning.** A funding program should be developed to conduct regular street and sidewalk cleaning, particularly in the TOD Catalyst Area and in other high-volume pedestrian areas. Activities should include pressure cleaning sidewalks, street cleaning and regular pick-up of public trash receptacles. Additional trash receptacles should also be added along the corridor. Finally, this task should be a joint effort with the public and the business community. Each business should be responsible for cleaning the sidewalk in front of its building or storefront on a regular basis and the community should organize regular cleanup events to keep International Boulevard clean and free of trash.
- **Focus façade improvement programs.** Existing façade improvement programs should be focused in the Fruitvale commercial district. As part of this effort, the buildings should be improved to add transparency to the ground floor uses to improve the pedestrian-oriented character of the street.

## Transportation and Transit

- **Improve the pedestrian environment on High Street.** Study and implement appropriate signage and road and off-ramp configuration changes to make High Street safer and more inviting for pedestrians and transit-oriented development. Consider changes that would redirect I-880 traffic away from High Street and onto 42nd Avenue. (See Appendix A for more specific implementation strategies).
- **Explore the creation of a shared parking lot.** The planned Phase II of the Fruitvale Transit Village will result in the loss of surface automobile parking. To offset this impact, consider working with area businesses to create a shared parking lot off of International Boulevard's main commercial area.
- **Add bicycle parking.** Consistent with the bicycle parking regulations in the City's Zoning Code, provide bicycle parking facilities such as secure indoor parking spaces for residents and workers and secure, covered visitor bicycle parking for all new buildings. Increase bicycle parking in front of businesses and at all BRT stations and assist local schools in installing secure and covered bicycle parking.
- **Improve bicycle facilities.** Prioritize the implementation of the Oakland Bicycle Master Plan in the Fruitvale area. In addition to the on-street bicycle facilities, the improvements should include placing street signage and bicycle route maps at the BART stations.
- **Improve intersection safety and efficiency for vehicles, cyclists, and pedestrians.** In addition to the signal and crosswalk improvements that are part of the BRT plan, consider the installation of traffic signals and other pedestrian improvements along International Boulevard at 25th, 30th, 41st, 26th, 45th, and 37th Avenues. (See Appendix A for more detail).
- **Add additional curbside parking.** As part of new development projects, provide additional on-street curbside parking where feasible through the creation of parking bays on the north side of International Boulevard between 42nd Avenue and High Street and on the south side of International Boulevard west of Miller Avenue, between 29th and 30th Avenues, west of Fruitvale Avenue, and east of High Street. (See Appendix A for more detail).
- **Improve access to the shoreline and estuary.** Significant redevelopment and public improvement efforts have occurred over





the past several years in the area west of I-880. To capitalize on these efforts, access should be improved with enhanced bicycle and pedestrian facilities from International Boulevard to these areas. One primary street that could undergo improvements is Fruitvale Avenue. Making these improvements will enable residents in neighborhoods adjoining International Boulevard to access the shoreline and also bring the new residents living west of I-880 to International Boulevard businesses.

## Community Facilities and Services

- **Incorporate public parks, open space, and plazas in new public and private development projects.** Find creative ways to increase the amount of parkland, open spaces and plazas in the Fruitvale sub-area with an emphasis on small plazas along International Boulevard. The design and improvement of parks should employ CPTED principles.
- **Support existing public and non-profit community centers.** Fruitvale community members expressed a strong desire for a community center that serves recreational as well as educational purposes for community members of all ages. The Unity Council is in the process of creating such a center through the planned renovation of the historic Fruitvale Masonic Temple at International Boulevard and 34th Avenue. The City should encourage these types of ventures and explore opportunities to establish other similar centers and programs.

# COMMUNITY PRIORITIES

## Priority Land Uses for Fruitvale

The following are the priority uses that should be located in TOD Catalyst Areas, or in other forms of development or rehabilitation, in the Fruitvale sub-area:

- Entertainment uses
- Art galleries and cultural spaces
- Adult education and/or job-placement center
- Affordable housing
- Senior housing
- Cafes and bakeries
- Youth center
- Community center
- Live/work buildings
- Business incubator

## Priority Physical and Programmatic Improvements

- The following are the physical improvements most desired by the community:
- Take steps to address prostitution
- Increase the police presence in Fruitvale
- Expand the Fruitvale Farmers' Market
- Limit fast food restaurants
- Add public art along the corridor
- Plant street trees

# T.O.D CATALYST AREAS

The TOD Catalyst Areas where financial and personnel resources should be focused to create transit-oriented development and catalyze positive change along the corridor are shown on Figure 5-4:

- **Between 30th Avenue and Fruitvale Avenue**
- **Between 41st Avenue and 44th Avenue**

Chapter 6, Design Recommendations, contains additional design and development guidance for the corridor in general and TOD Catalyst Areas in particular, including guidance for particular types of parcels.

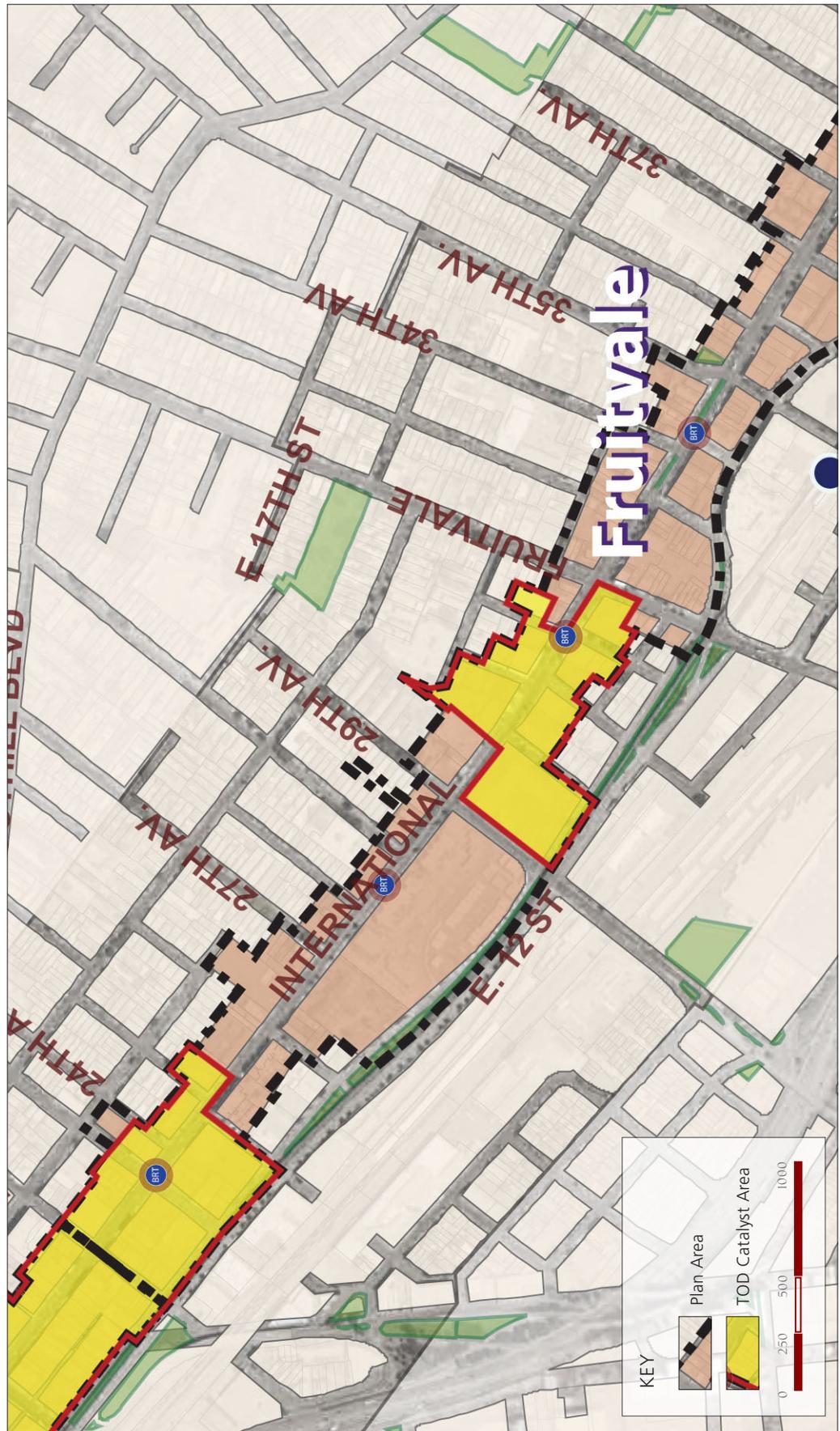


Figure 5-4a: Fruitvale TOD Catalyst Sites

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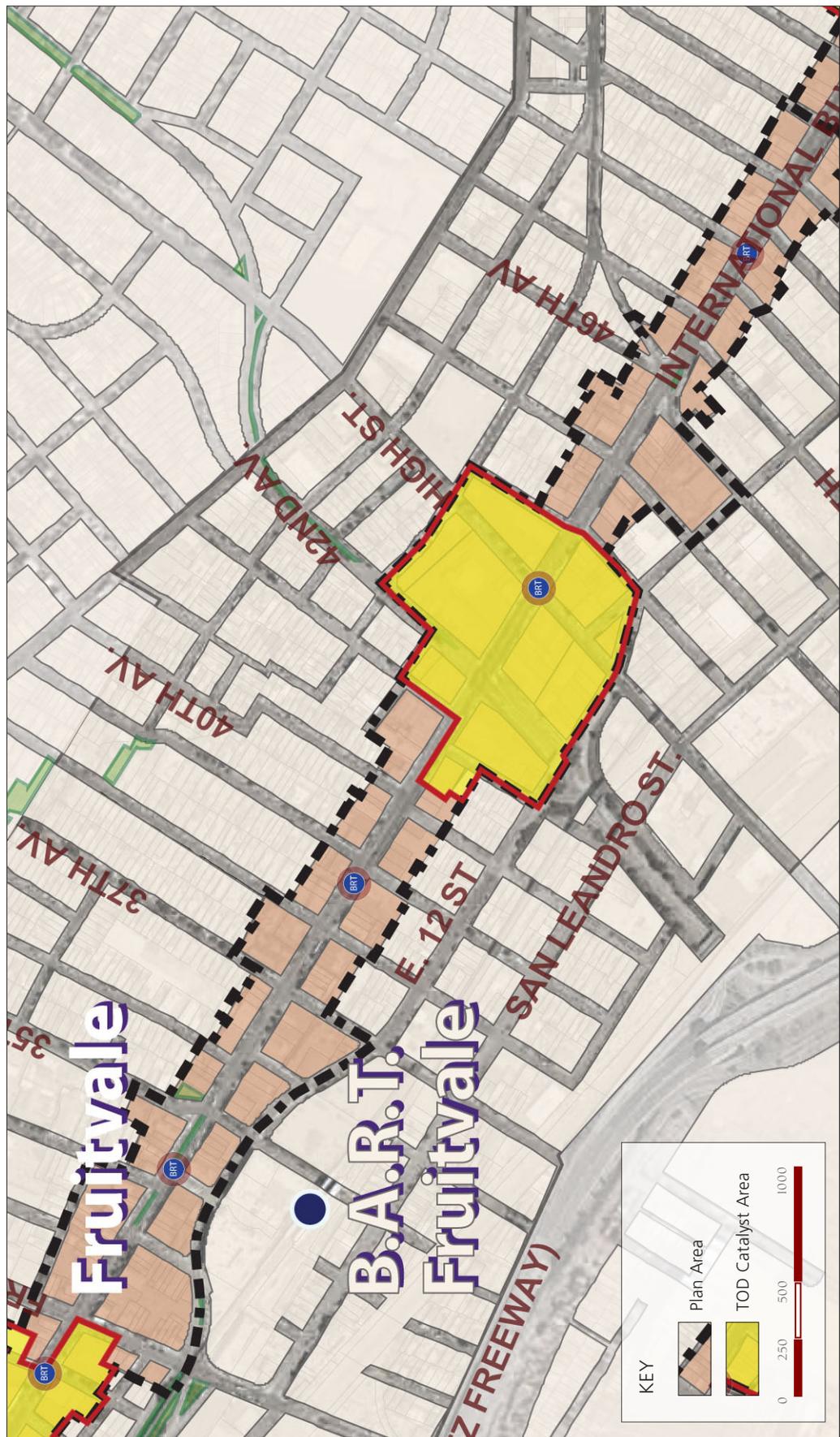


Figure 5-4b: Fruitvale TOD Catalyst Sites

# Havenscourt-Lockwood

## EXISTING CONDITIONS

The Havenscourt-Lockwood sub-area is located between 51st Avenue and 69th Avenue, southeast of the Fruitvale Sub-area (see Figure 5-5).

### Existing Land Uses

Havenscourt-Lockwood is home to both old historic commercial buildings and new affordable housing developments. The neighborhood has some underutilized parcels waiting for an opportunity to become community assets. It also has a valuable space for active recreation known as the Rainbow Recreation Center. This community is also struggling with gang activity. Existing land uses in the Havenscourt-Lockwood sub-area are predominantly industrial and light-industrial, occupying just over 40 percent of the land in the sub-area. Commercial and institutional uses are also prominent. Many of the commercial uses in Havenscourt-Lockwood are convenience retail, resulting in a high proportion of convenience stores and fast food establishments.

The areas surrounding the Havenscourt-Lockwood sub-area are residential, which includes some affordable housing, and industrial. Most of the residential is single-family housing, but there is also some multi-family housing present.

### Form and Character

The buildings along the Havenscourt-Lockwood segment of the corridor are typically one and two stories in height, but there are also several three-story buildings. There is dominant pattern of underutilization along this segment, with numerous large, vacant parcels. Many buildings have been minimally maintained and others have been significantly altered or refaced with poor frontage consideration. Industrial facilities are also present, albeit in small numbers. Single- and multi-family homes are more dominant along this stretch, but are interspersed between empty or underutilized lots and poorly maintained services. Since this area includes a significant residential building pattern, many of the buildings are typically situated in the front center of the lot, surrounded either by parking or storage space.



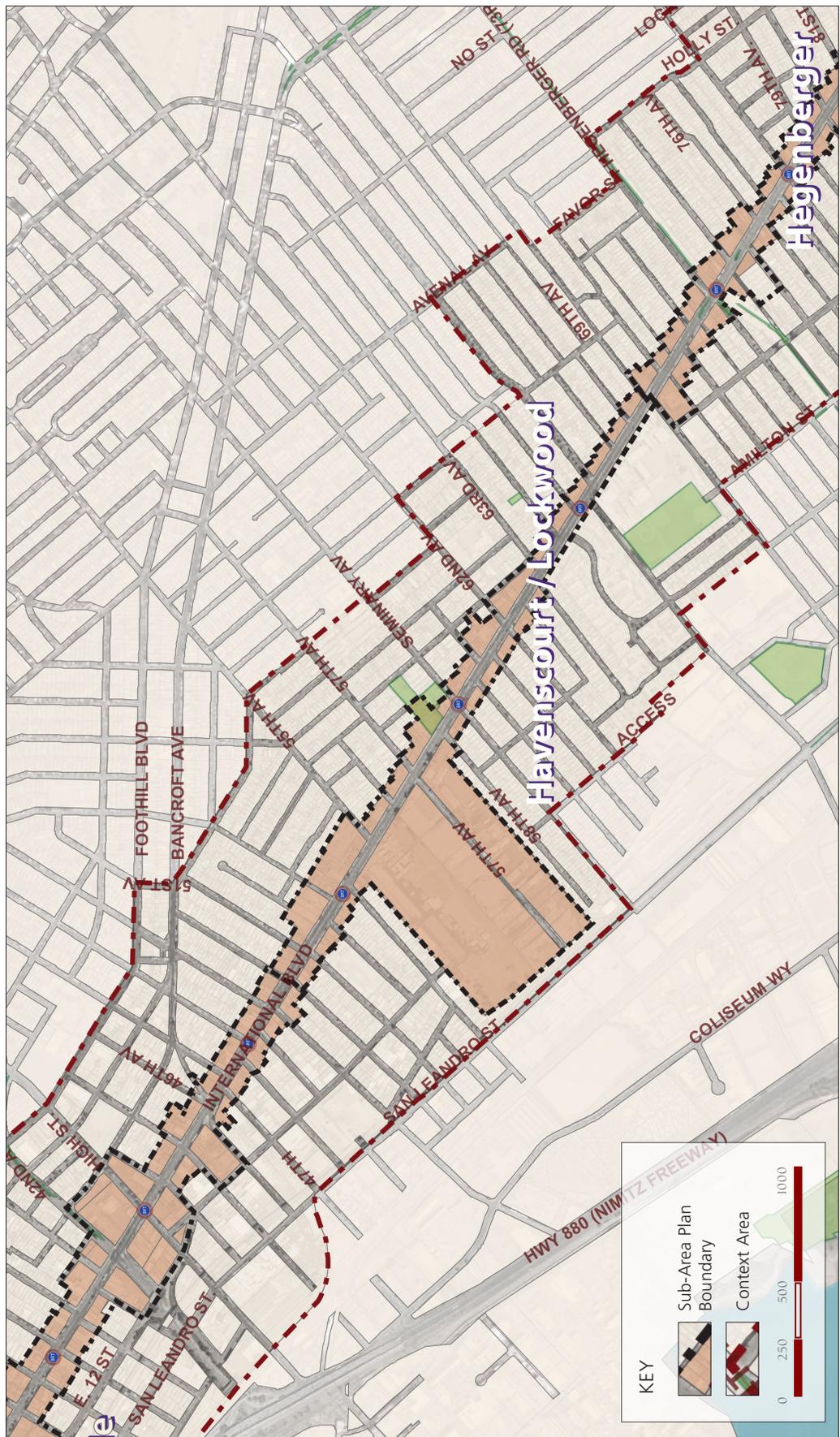


Figure 5-5: Havencourt-Lockwood Sub-area

The International Boulevard right-of-way in this sub-area is typically 100 feet wide with 12-foot travel lanes in each direction and a center turning lane. Curbside parking is common on both sides of the street, although there are restricted sections. No bicycle lanes are provided, and sidewalks are typically 10 to 15 feet wide.

## General Plan Designations

The Oakland General Plan envisions the Havenscourt-Lockwood sub-area as primarily a residential area with a predominant neighborhood center along 57th Avenue. This neighborhood center encompasses the site of the historic former Safeway Building and includes land that is currently utilized for industrial purposes and land that is vacant. More intense commercial and mixed use development is allowed within this center. Most of the land surrounding the sub-area is designated as residential, with some institutional educational uses.



## KEY ISSUES

During the Community Advisory Committee meetings and public workshops, the following were identified as the most pressing issues facing the Havenscourt-Lockwood sub-area:

- Crime, including gang violence and prostitution.
- Blight from vacant buildings, abandoned lots, and buildings that need maintenance and upkeep.
- Lack of community services.
- Unattractive street character with a wide roadway, narrow sidewalks and a lack of street trees.
- Negative impacts of industrial uses on nearby residential uses, including truck traffic and air pollution.
- Concentration of liquor stores.
- Lack of basic retail services such as grocery stores, restaurants, or pharmacies.
- Concentration of auto-related businesses.
- Lack of a bank or financial institution.





## VISION

Over time, the Havenscourt-Lockwood sub-area will be transformed into a beautiful, pedestrian-oriented corridor with a diversity of uses. The focal point of activity will be around the TOD Catalyst Area between 51st and 57th Avenues. The TOD Catalyst Area will include significant new mixed use development along International Boulevard with neighborhood-serving retail uses on the ground floor and a variety of housing types and affordability levels on the upper floors. The large industrial area west of International Boulevard and around approximately 55th Avenue, will also be transformed into high-intensity arts and job center with studios, galleries and a greater intensity of jobs for community members in the industrial buildings. The center of the new arts community will either be on an “arts walk” along 57th Avenue in renovated industrial buildings or in the renovated Safeway building at the corner of International Boulevard and 57th Avenue. International Boulevard on either side of this TOD Catalyst Area will undergo streetscape improvements and new uses will be added over time. The new uses will be a mixture of residential buildings, mixed use buildings and single-story commercial buildings.

## HAVENSCOURT-LOCKWOOD RECOMMENDATIONS

The following sub-area-specific recommendations are proposed. They are intended to be used in concert with the concepts for the TOD Catalyst Area presented below and in Chapter 6.

### Health, Wellness and Safety

- **Increase police presence.** Work with the Oakland Police Department to increase police presence in the Havenscourt-Lockwood area with more foot, bicycle and patrol car presence. The community should continue to work jointly with the police department to take responsibility for public safety through Neighborhood Watch and other programs that involve the public. In addition, explore opening a police sub-station in the Havenscourt-Lockwood sub-area.

- **Create a safety ambassador and/or peace officer program.** Encourage the Oakland Police Department, other City agency, or a community group to develop and implement a safety ambassador and/or peace officer program. Safety ambassadors would patrol the Sub area, especially the TOD Catalyst Area between 51st and 57th Avenue, on foot and on bicycles. They would act as extra eyes and ears for the police, build relationships with local businesses, and act as a positive presence in the community. Peace officer programs take the ambassador concept a step further. Officers can provide supplemental security, make arrests, and provide a more visible presence.
- **Add resources to address prostitution.** Work with the Oakland Police Department to add resources to address prostitution in the neighborhood and to close known brothels. To assist in the effort, the City should also create an ordinance to require one night minimum stays in hotels and motels (with a prohibition against the rental of rooms on an hourly basis). Additionally, the City should work with community service groups and employment training programs to help sex-workers to transition out of the industry.
- **Strongly discourage new liquor stores.** New liquor stores should be strongly discouraged in the Havenscourt-Lockwood area along International Boulevard. The City should consider passing stringent regulations for new liquor stores; for example, a requirement that new alcoholic beverage sales establishments be located a certain minimum distance of at least 1000 feet away from the boundary of any school, public library, park or playground, recreation center or licensed daycare facility. The City should also consider increasing enforcement action against problematic existing liquor stores (e.g. those that have high rates of loitering or crime incidents, or that illegally sell alcohol and cigarettes to minors). Existing liquor stores should also be encouraged to expand their healthy food options.
- **Add low-cost medical clinics.** Seek opportunities to introduce new medical clinics in the Havenscourt-Lockwood sub-area. The medical clinics should focus on providing services to residents who do not have health insurance.

## Land Use, Design, and Economic Development

- **Locate a bank in the neighborhood.** Encourage a full-service bank and/or other financial institution such as a credit union to locate in the Havenscourt-Lockwood area.
- **Locate a supermarket in area.** Locate at least one supermarket in the Havenscourt-Lockwood Sub-area along International Boulevard. The primary potential location is on the northeast side of International Boulevard near 55th Avenue.
- **Encourage the development of mixed-income (market rate and affordable) housing.** Encourage developers to build mixed-income, market rate housing to serve singles, couples, and families through all stages of life. Developments should include a variety of unit types, sizes, and amenities to cater to different potential residents.
- **Create senior housing.** Work with the Oakland Housing Authority and non-profit housing developers to create affordable housing that meets the physical, medical, social and cultural needs of older community members.
- **Continue and strengthen the Crime Prevention Through Environmental Design (CPTED) review process.** The City Planning Department should continue to work with the Police Department to strengthen CPTED review of proposed development and property rehabilitation projects in order to maximize the safety of the built environment along International Boulevard.
- **Create more jobs in the Havenscourt-Lockwood Area.** Take steps to revitalize the large industrial area between 54th and 58th Avenues with higher-intensity job-producing uses and with uses that provide living wage employment for residents of neighborhoods in East Oakland. Recognizing the value of this area as an historic Area of Primary Importance under the City's Oakland Cultural Heritage Survey, rehabilitation and adaptive re-use should be prioritized. A Specific Plan or master plan is recommended for this area to explore potential development opportunities in more detail.
- **Re-purpose the historic Safeway building.** Pursue new community-serving uses, including an artist community, in the former Safeway building on International Boulevard and 57th

Avenue. As a designated City of Oakland Landmark, the building should be preserved and should be re-purposed with new uses that provide jobs and other benefits for the community. Re-purposing this building could serve as the cornerstone of the redevelopment efforts in Havenscourt-Lockwood.

- **Create an “Arts Walk” on 57th and 58th Avenues or in the renovated Safeway Building.** Capitalize on the existing concentration of arts studios and related uses along and near 57th and 58th Avenues southwest of International Boulevard to create an “Arts Walk” with studios, galleries, and fabrication of arts and related products along 57th and 58th Avenues and/ or in the renovated Safeway building.

## Streetscape and Public Realm

- **Add street lighting.** Install energy efficient, pedestrian-scale street lighting in line with the neighborhood’s aesthetic preferences and in coordination with the improvements for the proposed Bus Rapid Transit. Lighting fixtures could also support hanging flower baskets and/or community bulletin boards/information kiosks. CPTED principles should be employed.
- **Plant street trees.** Plant new street trees, using CPTED principles with high tree canopies, allowing street lighting to reach the sidewalks, along to corridor to create a consistent and attractive streetscape. The new street trees should be low-maintenance and drought resistant. Explore opportunities to increase the prevalence of street trees on streets leading to International Boulevard to encourage residents to walk to the area.
- **Focus façade improvement program efforts.** Façade improvement funds should be targeted to buildings in and near the TOD Catalyst Area between 51st and 57th Avenue that enhance the creation of a transit- and pedestrian-oriented area. The funds should be used to provide new life to old buildings in order to attract uses that benefit the community. The funds should also focus solely on buildings that contribute to a pedestrian-oriented environment along International Boulevard.
- **Regular street and sidewalk cleaning.** A funding program should be developed to conduct regular street and sidewalk cleaning, particularly in the TOD Catalyst Area and in other high-volume pedestrian areas. Activities should include pressure cleaning sidewalks, street cleaning and regular pick-up of public trash receptacles. Additional trash receptacles should also be added along the corridor. Finally, this task should be a joint effort with the public

and the business community. Each business should be responsible for cleaning the sidewalk in front of its building or storefront on a regular basis and the community should organize regular cleanup events to keep International Boulevard clean and free of trash.

## Transportation and Transit

- **Add new and improve existing pedestrian crossings.** At present, there are limited opportunities for pedestrians to safely cross International Boulevard. As part of the TOD Plan, new pedestrian crossings, including crosswalks and traffic signals, should be added at key locations to provide increased opportunities for pedestrians to cross International Boulevard.
- **Improve pedestrian routes to schools.** Prioritize creating safe routes for local children to access Lockwood and Whittier schools. Pedestrian safety improvements include signalized crosswalks around schools, traffic calming, and education programs. In response to this need, create Safe Routes to Schools programs for these schools and actively seek State and federal funding to create physical improvements around these schools.
- **Improve bus stops.** As part of the BRT plan, ensure that all bus stops have adequate lighting, seating, shelters, route information in appropriate languages and lighting for safety and comfort. Focus façade improvement efforts on businesses right at bus stops to create a safe and pleasant first impression of the neighborhood when people exit the bus.
- **Improve intersection safety and efficiency for vehicles, cyclists, and pedestrians.** In addition to the signal and crosswalk improvements that are part of BRT implementation, consider the installation of traffic signals and other pedestrian improvements along International Boulevard at 64th, 67th, 56th, 65th, 58th, and 61st Avenues. (See Appendix A for more detail).
- **Add additional curbside parking.** As part of new development projects, provide additional on-street curbside parking where feasible through the creation of parking bays on the south side of International Boulevard east of 58th Avenue and on the north side of International Boulevard east of 54th Avenue, east of 57th Avenue, east of 62nd Avenue, and east of Havenscourt Boulevard. (See Appendix A for more detail).

## Community Facilities and Services

- **Create an adult education center or workforce development center.** As part of a new development project in a TOD Catalyst Area or an in existing building, create a space that can be used as an adult education center and/or workforce development center. Work with local higher education institutions to offer adult education, professional development, skill building, and GED courses in the area.
- **Create a youth/recreation center in the neighborhood.** As part of a new development project in the TOD Catalyst Area or in an existing building, create a youth center in the Havenscourt-Lockwood sub-area along International Boulevard. Involve youth in the planning process of the center and possibly share a space with a teen health clinic. The youth center could provide a variety of programs including:
  - Homework help
  - Recreation programs
  - Cultural programs
  - Youth employment program
  - Teen health clinic in partnership with a nearby hospital or health clinic (such as Highland Hospital)
  - Vocational / skill-building programs
- **Formalized community planning ambassadors.** As the International Boulevard plan moves forward, the City should create a formalized mechanism to educate community leaders about the planning process in general as well as specific project proposals.
- **Improve trash collection and cleanup of illegal dumping.** Take the necessary steps to remove trash from the Havenscourt-Lockwood sub-area, in coordination with the local non-profit program Keep Oakland Beautiful. Activities include educating residents about the ways to report illegal dumping, offering regular free bulky- and hazardous-item drop off events, and organizing neighborhood clean-up events.
- **Community gardens.** Outside of the International Boulevard corridor, work with property owners of vacant land to offer the property free of charge or at reduced rents for the use of community garden plots. Work with schools and other community groups to manage the gardens.

# COMMUNITY PRIORITIES

## Priority Land Uses for Havenscourt-Lockwood

The following are the priority uses that should be located in the TOD Catalyst Area, or in other forms of development or rehabilitation, in the Havenscourt-Lockwood sub-area:

- Supermarket
- Adult education or job-placement center
- Uses that provide living-wage employment
- Bank
- Art galleries and cultural spaces
- Senior housing
- Mixed-Income (market rate and affordable) housing for families
- Youth/recreation center

## Priority Physical and Programmatic Improvements

The following are the physical improvements most desired by the community:

- Limit liquor stores
- Add resources to address prostitution
- Add street lighting
- Façade improvement programs

# TOD CATALYST AREAS

The TOD Catalyst Area where financial and personnel resources should be focused to create transit-oriented development and catalyze positive change along the corridor is shown on Figure 5-6:

- **Between 51st Avenue and 57th Avenue**, including the large industrial parcels to the southwest of International Boulevard  
Chapter 6, Design Recommendations, contains additional design and development guidance for the corridor in general and TOD Catalyst Areas in particular, including guidance for particular types of parcels.

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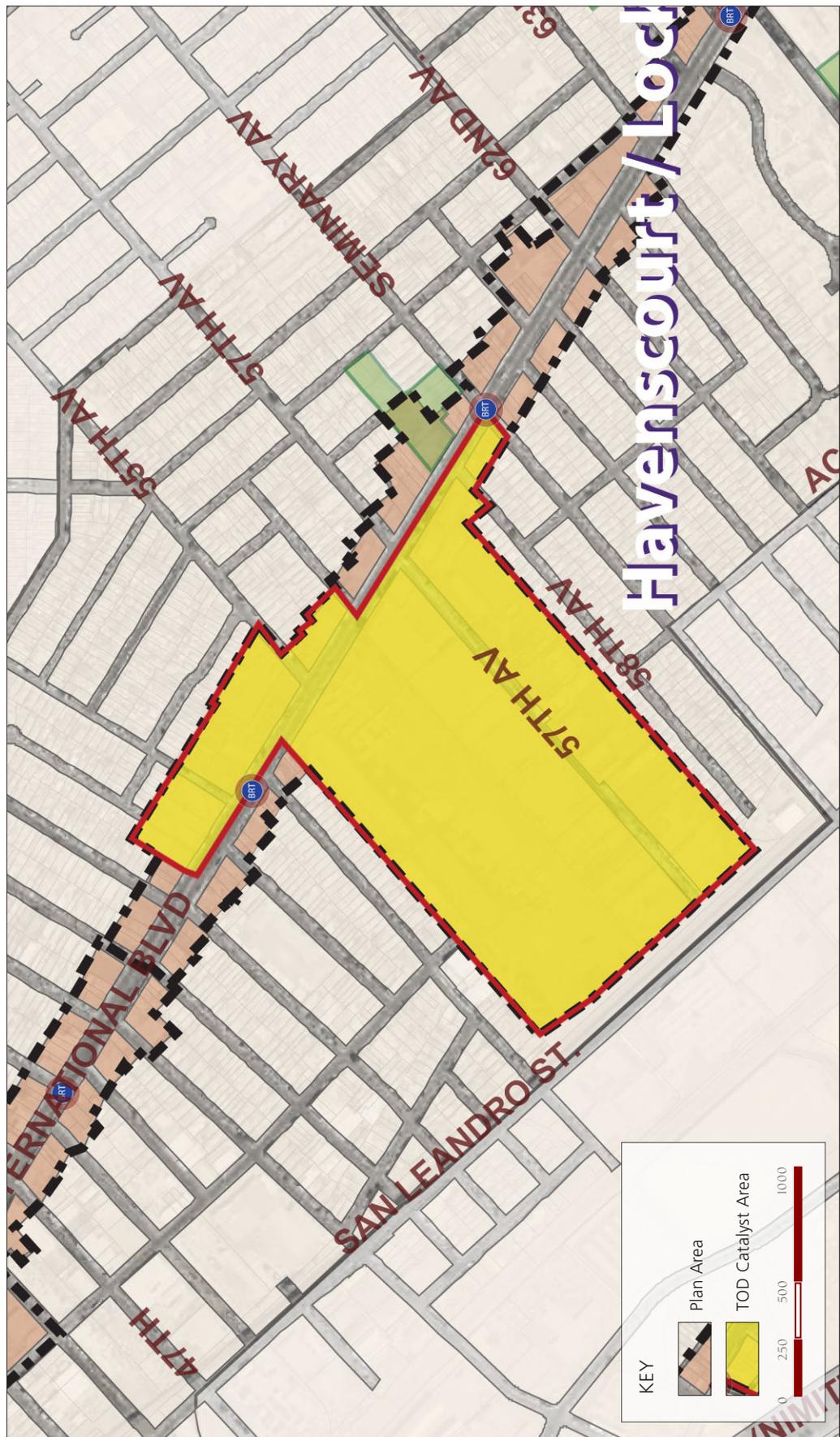


Figure 5-6: Havenscourt-Lockwood TOD Catalyst Site

# Hegenberger

## EXISTING CONDITIONS

### Existing Land Uses

The Hegenberger sub-area lies along International Boulevard from 69th to 86th Avenues (see Figure 5-7), directly southeast of the Havenscourt-Lockwood sub-area. Hegenberger Road – which turns into 73rd Avenue at International Boulevard – bisects International Boulevard and is a significant arterial intersection in Oakland. The intersection of Hegenberger Road and International Boulevard is the natural access point from International Boulevard to the Coliseum BART station and neighboring Amtrak Capitol Corridor train station, some 0.6 miles away. Hegenberger Road terminates at the Oakland International Airport, approximately 4.4 miles from International Boulevard.

Existing land uses within the Hegenberger sub-area are primarily commercial, occupying 42.9 percent of the sub-area. Institutional uses are the next common at 21.0 percent, including churches and community organizations. A significant amount of land (12.7 percent) within the sub-area is vacant. The area surrounding the corridor is primarily single-family and multi-family residential, but is also home to a small number of educational institutions.

### Form and Character

The buildings along this segment of corridor range from one to five stories, with one- and two-story buildings being the most common. Like other parts of the International Boulevard corridor, many of the buildings in the Hegenberger sub-area have also been minimally maintained but appear generally intact, while others have been significantly altered or refaced. Interspersed with these original structures are larger retail buildings, most dating from the 1950s or later. Larger-scale residential buildings, standing up to five stories tall, are also present, some of which were constructed within the last few years. Most parcels are developed with the buildings adjacent to the street and parking and storage located behind the buildings.



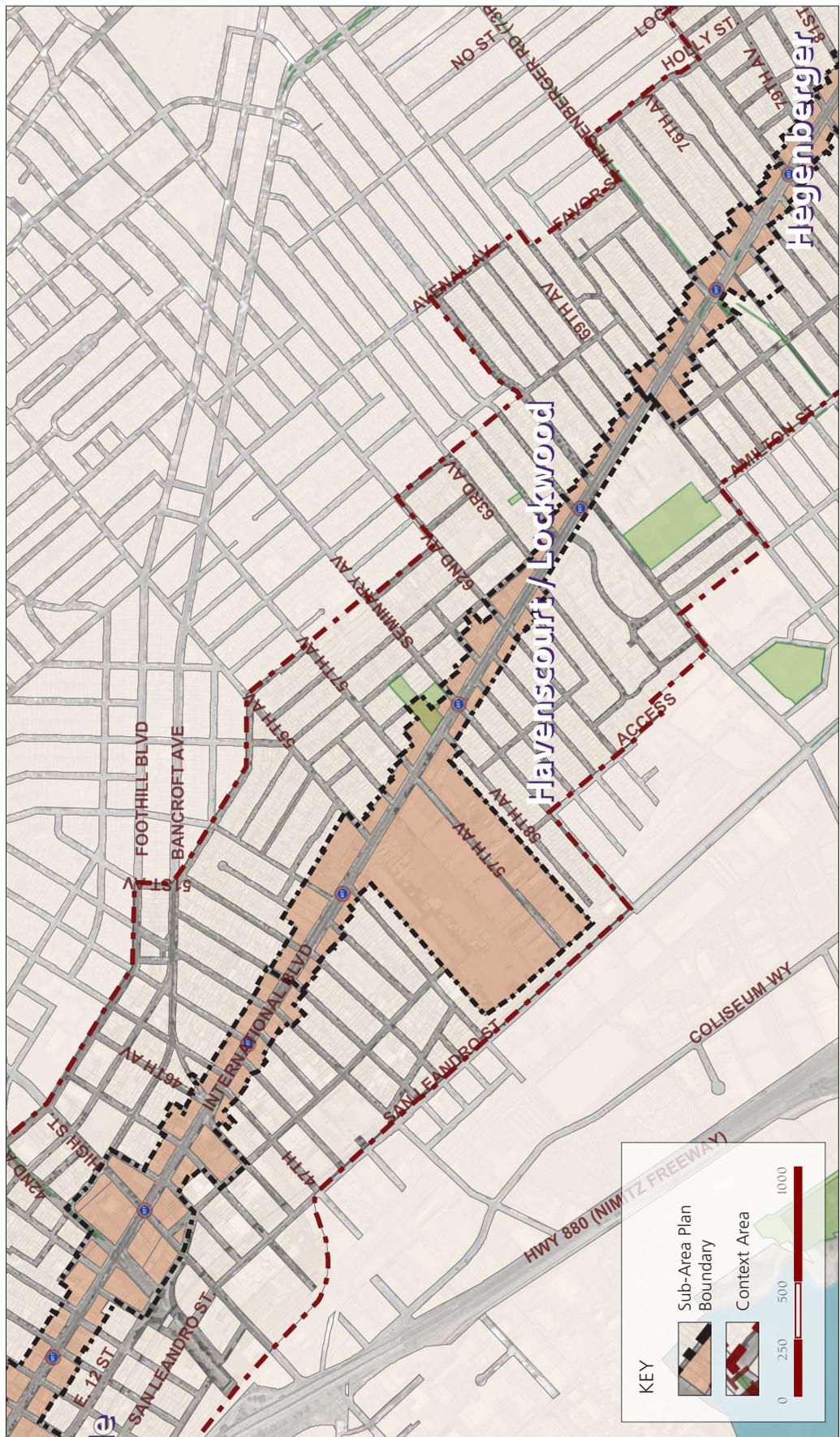


Figure 5-7: Hegenberger Sub-area

However, the high number of vacant parcels breaks up this pattern throughout the Sub-area.

The International Boulevard right-of-way in this sub-area is generally 100 feet wide, widening to 110 feet as it continues south beyond 83rd Avenue. Two 11-foot travel lanes in each direction and a center turning lane are common until 81st Avenue, at which point a tree-lined median begins. Curbside parking is typically available on both sides of the street, with certain restricted areas. No bicycle lanes are provided, and sidewalks are typically 10 to 16 feet wide.



## General Plan Designations

The Oakland General Plan calls for the Hegenberger sub-area to become a series of commercial nodes linked with residential uses, with one community commercial node at the intersection with Hegenberger Road and one neighborhood center commercial node near 83rd Avenue, where more intense commercial and mixed use buildings are allowed. The rest of the Hegenberger sub-area is designated in the Oakland General Plan as Urban Residential, which allows multi-family residential buildings. The neighborhoods surrounding the Hegenberger sub-area are primarily designated for detached unit residential and some mixed housing types to the northeast, and industrial, commercial, and some residential to the southwest.

## KEY ISSUES

During the Community Advisory Committee meetings and public workshops, the following were identified as the most pressing issues facing the Hegenberger sub-area:

- Crime, including gang violence and drug dealing, particularly south of 83rd Avenue.
- Prostitution.
- Pedestrian safety issues, including unsafe crossings of International Boulevard.
- Blight from vacant buildings, abandoned lots, and buildings that need maintenance and upkeep.
- Lack of community services.
- Lack of jobs and job training opportunities for residents.



- Unattractive street character with a wide roadway, narrow sidewalks, a lack of street trees and poor street lighting.
- Concentrations of liquor stores.
- Lack of basic retail services such as grocery stores, restaurants, or pharmacies.
- Lack of a bank or financial institution.

## VISION

The Hegenberger sub-area will continue to evolve as a family-oriented corridor containing a variety of social services and will be supported by neighborhood-serving retail. In addition to an attractive streetscape, there will be three major components to the vision for this sub-area. The first is to expand the social services presently in place along the corridor (from approximately 81st Avenue to 90th Avenue). In addition to being a TOD Catalyst Area, this stretch of International Boulevard will become the one-stop location for social services for the East Oakland community. Second, there will be a major TOD Catalyst Area at the intersection of International Boulevard and Hegenberger/73rd Avenue. This will include larger mixed use development projects with a range of housing options and significant ground floor retail that could include restaurants, a grocery store, and retail and services. Finally, the sub-area will also include a range of smaller scale, pedestrian-oriented retail, particularly within the TOD Catalyst Areas.



## HEGENBERGER RECOMMENDATIONS

The following sub-area-specific recommendations are proposed. They are intended to be used in concert with the concepts for the TOD Catalyst Areas presented below and in Chapter 6.

### Health, Safety and Wellness

- **Add resources to address prostitution.** Work with the Oakland Police Department to add resources to address prostitution in the neighborhood and to close known brothels. To assist in the effort, the City should also create an ordinance to require one night minimum stays in hotels and motels (with a prohibition against the rental of rooms on an hourly basis). Additionally,

work with community service groups and employment training programs to help sex workers transition out of the industry.

- **Increase police presence.** Work with the Oakland Police Department to increase police presence in the Hegenberger sub-area with more foot, bicycle and patrol car presence. The community should continue to work jointly with the police department to take responsibility for public safety through Neighborhood Watch and other programs that involve the public.
- **Create a safety ambassador and/or peace officer program.** Encourage the Oakland Police Department, other City agency, or a community group to develop and implement a safety ambassador and/or peace officer program. Safety ambassadors would patrol the Sub area, especially the TOD Catalyst Areas, on foot and on bicycles. They would act as extra eyes and ears for the police, build relationships with local businesses, and act as a positive presence in the community. Peace officer programs take the ambassador concept a step further. Officers can provide supplemental security, make arrests, and provide a more visible presence.

## Land Use, Design, and Economic Development

- **Locate a grocery store in the Hegenberger sub-area.** Strive to locate at least one healthy and affordable grocery store in the Hegenberger sub-area along International Boulevard. The primary potential location is on the ground floor of new mixed use developments in the TOD Catalyst Area at the intersection of International Boulevard and Hegenberger/73rd Avenue.
- **Create a diversity of retail stores and services on International Boulevard.** As the International Boulevard corridor redevelops over time, ensure that the retail space provides a diversity of retail and services for area residents. Priorities include healthy food stores, cafes, and neighborhood services such as dry cleaning, insurance brokers and other similar services. While the exact mix is difficult to predict or require, the overall objective should be a neighborhood-oriented retail and service corridor that provides many of the basic goods and services for residents of nearby neighborhoods.
- **Locate a bank in the Hegenberger sub-area.** Encourage a full-service bank or other financial institution such as a credit union to locate in the Hegenberger sub-area.
- **Continue and strengthen the Crime Prevention Through Environmental Design (CPTED) review process.** The City Planning Department should continue to work with the Police

Department to strengthen CPTED review of proposed development and property rehabilitation projects in order to maximize the safety of the built environment along International Boulevard.

- **Encourage night-time activities and entertainment uses along the corridor.** Encourage the location of arts and entertainment venues along the corridor to keep it activated during the day and night. Uses could include music venues, a movie theater, performance spaces, dancing, or late night cafes and restaurants. All-ages venues are especially encouraged to provide youth with safe, fun night time activities.
- **Locate healthy, complementary businesses next to social services organizations.** Encourage the location of health-promoting businesses that support the work of strong social services organizations in the area. Complementary businesses could include healthy food stores, a pharmacy, a gym or other fitness center, child care, and mental health or medical offices, among others. Liquor stores, fast-food restaurants, and other unhealthy food outlets should be discouraged.
- **Create a diversity of affordable commercial spaces.** In addition to affordable rental retail spaces, the City should encourage developers to create and sell a variety of flexible commercial spaces that can accommodate a wide range of non-retail uses, such as offices, personal and consumer services, etc.

## Streetscape and Public Realm

- **Celebrate the area's history.** Install signage along the sidewalk of International Boulevard that highlights the area's history. Have community representatives work with the City to decide upon content and design.
- **Regular street and sidewalk cleaning.** A funding program should be developed to conduct regular street and sidewalk cleaning, particularly in the TOD Catalyst Area at Hegenberger/73rd Ave, in the TOD Catalyst Area between 81st and 87th, and in other high-volume pedestrian areas. Activities should include pressure cleaning sidewalks, street cleaning and regular pick-up of public trash receptacles. Additional trash receptacles should also be added along the corridor. This task

should be a joint effort with the public and the business community. Each business should be responsible for cleaning the sidewalk in front of its building or storefront on a regular basis, and the community should organize regular cleanup events to keep International Boulevard clean and free of trash.

- **Focus façade improvement program efforts.** The Hegenberger sub-area has a large number of existing buildings that could be renovated to improve the existing character of the street. Redevelopment funds for Hegenberger should focus on improving the façades of existing buildings that contribute to a pedestrian-oriented main street character. As part of this effort, the City and Redevelopment Agency should develop clear design recommendations for new and existing buildings.
- **Implement graffiti abatement programs.** Work with Oakland Department of Public Works, Office of Parks and Recreation and the Community Economic Development Agency to improve graffiti abatement on private and public property. Coordinate neighborhood businesses and residents to purchase anti-graffiti paint and coating in bulk. Large blank walls should be discouraged in new development, and/or landscaping with trellises may provide a barrier to deter graffiti.

## Transportation and Transit

- **Revise truck routes and update signage.** Update Oakland's official truck routes so industrial vehicles are limited to using 73rd Avenue, 98th Avenue, and San Leandro Street. To ensure compliance, post signage and notify trucking companies, the Port of Oakland, and other industries that employ truckers.
- **Add new and improve existing pedestrian crossings.** At present, there are limited opportunities for pedestrians to safely cross International Boulevard in Hegenberger. As part of the TOD Plan and in conjunction with the BRT, new pedestrian crossings, including crosswalks and traffic signals, should be added at key locations to provide increased opportunities for pedestrians to cross International Boulevard. The improvements should ensure that all crossing are safe for pedestrians of all abilities (wheelchairs, strollers, elderly, physically disabled, etc.).
- **Improve sidewalk and crosswalk conditions at the intersection of International Boulevard and 73rd Avenue/Hegenberger**

**Road.** To improve the pedestrian environment at this TOD Catalyst Area, improve sidewalk and crossing conditions. Add new and widen existing pedestrian refuges to at least six feet in width and add thumbnail median extensions. Add sidewalks on Hegenberger Road and widen sidewalks on 73rd Avenue and International Boulevard so pedestrians can safely walk in the area. Further study the feasibility of providing corner bulb-out sidewalk extensions at this intersection. (See Appendix A for more detail).

- **Widen International Boulevard sidewalks.** Require future development project to dedicate and/or provide easements to widen International Boulevard sidewalks. Install trees and furniture in the curb zone, outside of the path of pedestrian travel, to serve as buffering elements from traffic.
- **Provide sidewalks on Hegenberger Road.** Currently, both sides of Hegenberger Road have shoulders, but no sidewalks. The City and Caltrans should provide sidewalks at International Boulevard and extend them south to the Coliseum/Oakland Airport BART and Amtrak stations, which are only about a half-mile from the Hegenberger sub-area.
- **Consider the relocation and amenities of area bus stops.** As part of the implementation of BRT, ensure that all bus stops have seating, shelters, route information in appropriate languages and lighting for safety and comfort. Encourage bulb-out sidewalk extensions at bus stops to improve pedestrian conditions. Consider relocating certain bus stops to improve pedestrian safety and transit efficiency. Specifically, consider relocating the southbound AC Transit Line 73 bus stop on Hegenberger to the intersection's far side, and providing bulb-out sidewalk extensions for both the north- and southbound Line 73 stops.
- **Create safe connections between the BART and Amtrak Stations.** Create safe pedestrian, bicycle, and transit connections between the Coliseum BART and nearby Amtrak Stations. Amenities could include multi-modal route signage, estimated travel time to the other station by mode, and time tables of trains at the other station, in addition to physical improvements between the stations.
- **Improve intersection safety and efficiency for vehicles, cyclists, and pedestrians.** In addition to the signal and crosswalk

improvements that are part of implementing BRT, consider the installation of traffic signals and other pedestrian improvements along International Boulevard at 84th, 71st, 75th, and 80th Avenues. (See Appendix A for more detail).

- **Add additional curbside parking.** As part of new development projects, provide additional on-street curbside parking through the creation of parking bays on the north side of International Boulevard west of 73rd Avenue. (See Appendix A for more detail).

## Community Facilities and Services

- **Expand public parks, open space, and plazas.** Increase the amount of parkland, open spaces and plazas in the Hegenberger sub-area with an emphasis on small plazas along International Boulevard. Additionally, explore opportunities for new active recreation centers off of International Boulevard but close enough for area residents to use.
- **Add recreation center.** Explore opportunities for a public or private recreation center and/or gymnasium that can be available for area residents.
- **Create an adult education and workforce development center.** As part of a new development project in a TOD Catalyst Area or an existing building, create a space that can be used as an adult education center and/or workforce development center. Work with local higher education institutions to offer adult education, English as a Second Language (ESL) classes, professional development, skill building, and GED courses in the area. Work with new and existing businesses to incentivize hiring local residents.
- **Create a senior center.** Create a public or private non-profit senior center that is in one of Hegenberger's two TOD Catalyst Areas. Work with local seniors to plan the facilities and programs. Possible center offerings could include culturally appropriate health services/programs, warm communal meals, volunteer opportunities for seniors, cultural activities, transportation, and exercise classes, among other things.
- **Construct a public plaza.** Create a public plaza that can be a safe and beautiful gathering place for community members. The plaza could contain a water feature, trees/landscaping, a small performance area or stage, and/or functional public art that could double as play structures, seating, bicycle parking, etc. If possible, the plaza should contain public restrooms and a drinking foun-

tain. Food and other vendors should be allowed to insure there are always people present for improved safety. Ideally one public plaza should be located in each of the two TOD Catalyst Areas.

- **Augment the services currently provided by existing youth-oriented centers.** As part of a new development project in a TOD Catalyst Area or in an existing building, develop programmatic linkages with existing service providers by creating a satellite youth center or other similar facility in the Hegenberger area along International Boulevard. Involve youth in the planning process of the center and possibly share a space with a teen health clinic. The youth center could provide a variety of programs including:
  - Homework help
  - Recreation programs
  - Cultural programs
  - Youth employment program
  - Teen health clinic in partnership with a nearby hospital or health clinic (such as Highland Hospital)
- **Build a community center.** As part of a new development project in a TOD Catalyst Area or in an existing building, create a space that can be used as a community center. Programs at the community center should be targeted to the specific needs of Hegenberger residents and should include services and programs for all ages.
- **Community gardens.** Outside of the International Boulevard corridor, develop incentives for property owners of vacant land to offer the property free of charge or at reduced rents for the use of community garden plots. Partner with the Alameda County Public Health Department and other regulatory bodies to test the soil's safety and replace top soil with clean organic soil to the extent required. Work with schools and other community groups to manage the gardens.
- **Improve trash collection and stop illegal dumping.** Take the necessary steps to remove trash from the Hegenberger area, in coordination with Keep Oakland Beautiful. Activities include educating residents about the ways to report illegal dumping, offering regular free bulky and hazardous item drop off events, and organizing neighborhood clean-up events.

# COMMUNITY PRIORITIES

## Priority Land Uses for Hegenberger

The following are the priority uses that should be located in TOD Catalyst Areas, or in other forms of development or rehabilitation, in the Hegenberger sub-area:

- Grocery store
- Bank or other financial institution such as a credit union
- Neighborhood-serving retail and services
- Senior center
- Community center
- Youth center
- Childcare Center

## Priority Physical and Programmatic Improvements

The following are the physical improvements most desired by the community:

- Add parks and open spaces
- Add a recreation center/gymnasium
- Add resources to address prostitution
- Increase police presence
- Improve pedestrian crossings along International Boulevard
- Conduct regular street and sidewalk cleaning
- Undertake additional façade improvement programs
- Implement graffiti abatement programs

# TOD CATALYST AREAS

The TOD Catalyst Areas where financial and personnel resources should be focused to create positive change along the corridor are shown on Figure 5-8:

- **At the intersection of International Boulevard and Hegenberger/73rd Avenue**
- **Between 81st Avenue and 87th Avenue**

Chapter 6, Design Recommendations, contains additional design and development guidance for the corridor in general and TOD Catalyst Areas in particular, including guidance for particular types of parcels.

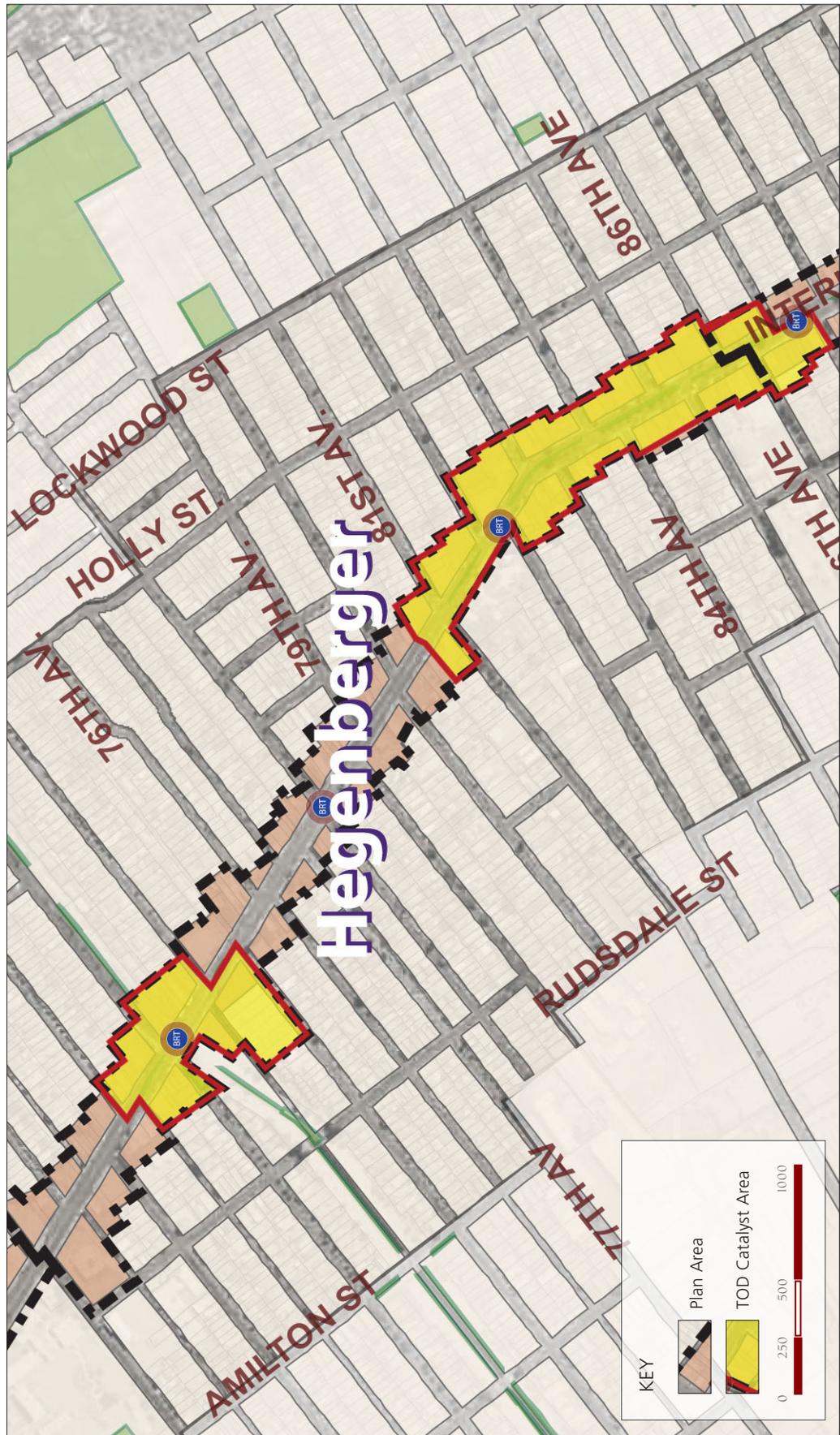


Figure 5-8: Heggenberger TOD Catalyst Sites

# Elmhurst

## EXISTING CONDITIONS

### Existing Land Uses

The Elmhurst sub-area along International Boulevard begins at 86th Avenue and ends at Durant Avenue (see Figure 5-9). Elmhurst is home to the Elmhurst branch of the Oakland Public Library and a number of churches that provide social and community services. Several churches and other institutions are active social forces in the Elmhurst community, and have helped make possible the streetscape improvements and attractive landscaping along International Boulevard and Elmhurst's retail areas.

Retail commercial is the most common use in the Elmhurst sub-area. In fact, Elmhurst is home to Durant Marketplace, a collection of over 70 discount stores, selling clothes, jewelry, electronics, home goods, and other items. There are also a number of churches and community organizations in this portion of the corridor.

The surrounding neighborhoods consist of largely single-family and multi-family housing developments. Elmhurst also has a small but economically significant amount of industrial and light industrial uses near the San Leandro city limit line.

### Form and Character

The buildings along the Elmhurst segment of International Boulevard are generally one- and two- stories, with many three-story buildings intermixed. As is common for the entire corridor, many of the buildings have been minimally maintained but appear generally intact, while others have been significantly altered or refaced. The built parcels along the corridor typically take the form of buildings that occupy the majority of the lot, placed near the street, with parking and other storage uses occupying the rear portion of the lot. In many cases, parking is placed on an adjacent lot or is between the building and International Boulevard.

Further south along International Boulevard are more recent developments, which have deep setbacks and are large-scale projects such as churches (100th Avenue) and auto dealerships (104th Avenue).



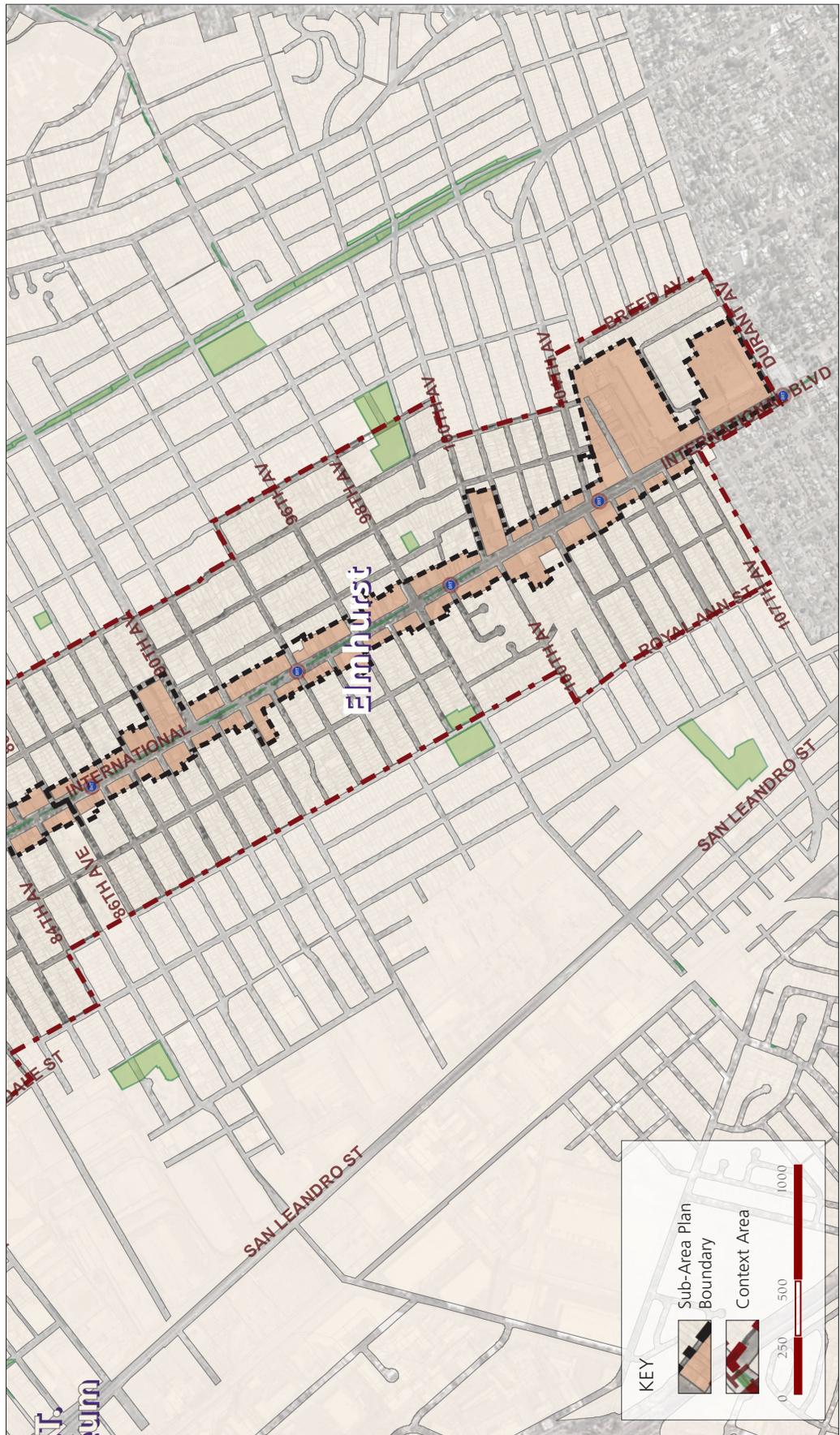


Figure 5-9: Elmhurst Sub-area

Some of these properties are no longer occupied, contributing to the overall cumulative underutilization of land.

The International Boulevard right-of-way on the western end of this segment is 110 feet wide, narrowing to 100 feet past 89th Avenue as one heads southeast through the Elmhurst sub-area. Two 11-foot travel lanes in each direction and a tree-lined median are common, with curbside parking on both sides of the street. No bicycle lanes are provided, and sidewalks are typically six to 15 feet wide.

## General Plan Designations

The Elmhurst sub-area is envisioned by the Oakland General Plan as a mixed-use corridor, anchored on the south by Durant Square and its larger scale retail uses. The 'Neighborhood Center Commercial' designations allow for smaller scale retail and residential. The areas surrounding the Elmhurst sub-area are also small scale residential, with mixed housing types and detached units allowed.

## KEY ISSUES

During the Community Advisory Committee meetings and public workshops, the following were identified as the most pressing issues facing the Elmhurst sub-area:

- Negative impacts of industrial uses on nearby residential uses, including truck traffic and air pollution.
- Crime, including gang violence and prostitution.
- Drug sales, particularly between 83rd and 100th Avenues.
- Unsafe pedestrian conditions, including unsafe crossings of International Boulevard.
- Blight from vacant buildings, abandoned lots, and buildings that need maintenance and upkeep.
- Lack of community services.
- Lack of jobs and job training opportunities for residents.
- Unattractive street character with a wide roadway, narrow sidewalks, a lack of street trees and poor street lighting.
- Concentrations of liquor stores.
- Lack of basic retail services such as grocery stores, restaurants, or pharmacies.
- Lack of a bank or financial institution.





## VISION

The vision for Elmhurst is to enhance the sub-area as a small-scale retail street that capitalizes on its location near Durant Square and the social services along the corridor, with a focus on development in the TOD Catalyst Area between 94th and 104th Avenues. The stretch between 91st and 100th Avenues will have a main street character with smaller, neighborhood-serving retail stores facing an attractive pedestrian environment. A key focus of this stretch between 91st and 100th Avenues should be to rehabilitate the existing retail buildings and add selective mixed use infill development to support the redevelopment efforts and reduce the number of automobile-related businesses. Key locations for potential infill development include near the intersection with 98th Avenue and near 104th Avenue. The sub-area will also contain significant new social services in support of efforts by local area churches and other local organizations in addition to a cultural arts center that unites community members of all ages and backgrounds.

## ELMHURST RECOMMENDATIONS

The following sub-area-specific recommendations are proposed. They are intended to be used in concert with the concepts for the TOD Catalyst Area presented below and in Chapter 6.

### Health, Safety and Wellness

- **Increase healthy food options in Elmhurst.** Encourage healthy food retail and healthy restaurants to locate in new infill development projects, and discourage liquor stores and fast food. Encourage existing commercial developments to make aesthetic and product improvements. Consider adding additional healthy food options in the vacant lot at 90th Avenue. Seek the use of new or existing public and private open spaces to host a weekly farmers' market.
- **Add low-cost medical clinics.** Seek opportunities to introduce a new medical clinic in the Elmhurst area. The medical clinic should focus on providing services to residents who do not have health insurance.
- **Add resources to address prostitution.** Work with the Oakland Police Department to address prostitution in the neighborhood and to close known brothels. To assist in the effort, the City

should also create an ordinance to require one night minimum stays in hotels and motels (with a prohibition against the rental of rooms on an hourly basis). Additionally, the City should work with community service groups and employment training programs to help sex-workers to transition out of the industry.

- **Increase police presence.** Work with the Oakland Police Department to increase police presence in the Elmhurst area with more foot, bicycle and patrol car presence. The community should continue to work jointly with the police department to take responsibility for public safety through Neighborhood Watch and other programs that involve the public.
- **Create a safety ambassador and/or peace officer program.** Encourage the Oakland Police Department, other City agency, or a community group to develop and implement a safety ambassador and/or peace officer program. Safety ambassadors would patrol the sub area, especially the TOD Catalyst Areas on foot and on bicycles and act as extra eyes and ears for the police, build relationships with local businesses, and act as a positive presence in the community. Peace officer programs take the ambassador concept a step further. Officers can provide supplemental security, make arrests, and provide a more visible presence.
- **Strongly discourage new liquor stores.** New liquor stores should be strongly discouraged in the Elmhurst area along International Boulevard. The City should consider passing stringent regulations for new liquor stores; for example, a requirement that new alcoholic beverage sales establishments be located a certain minimum distance of at least 1000 feet away from the boundary of any school, public library, park or playground, recreation center or licensed daycare facility. The City should also consider increasing enforcement action against problematic existing liquor stores (e.g. those that have high rates of loitering or crime incidents, or that illegally sell alcohol and cigarettes to minors). Existing liquor stores should also be encouraged to expand expand their healthy food options.
- **Collaborate with community organizations to eliminate gang activity along the corridor.** Help community organizations acquire funding to conduct gang intervention programs on and around International Boulevard. Programs should have a strong emphasis on presenting alternative educational and employment opportunities.

## Land Use, Design, and Economic Development

- **Locate a bank in Elmhurst.** Encourage a full-service bank and/or other financial institution such as a credit union to locate in the Elmhurst sub-area.
- **Encourage multi-cultural entertainment uses along the corridor.** Work to attract small-scale entertainment uses along the corridor. Possibilities desired by the community include a theater or a performing arts center, or a local movie theater.
- **Designate one block in the sub-area as the cultural arts district.** Designate one or more blocks in the sub-area as a multi-cultural activity area, which consists of fun and safe, day- and night-time activities on both sides of the street. This designation should encourage the co-location of live-work spaces, small galleries, and low-impact artisan craft, food, or other manufacturing facilities. Support the creation of a private non-profit cultural arts center in the neighborhood. This center should bring residents of all backgrounds together to share and maintain their cultural heritages. The center should have multi-generational programming that is both for educational and entertainment purposes.
- **Promote a diversity of retail stores and services on International Boulevard.** As the International Boulevard corridor redevelops over time, ensure that the retail space provides a diversity of retail and services that reflect the diverse cultures of area residents. Priorities include healthy food stores, restaurants, cafes, and neighborhood services such as dry cleaning, insurance brokers and other similar services. The overall objective should be a neighborhood-oriented retail and service corridor that provides many of the basic goods and services for residents of the Elmhurst and nearby neighborhoods.
- **Create affordable retail and commercial spaces along the corridor.** Work with developers to create small, flexible retail and commercial spaces along the corridor to support residents in opening new businesses to serve the community.
- **Continue and strengthen the Crime Prevention Through Environmental Design (CPTED) review process.** The City Planning Department should continue to work with the Police Department to strengthen CPTED review of proposed development and property rehabilitation projects in order to maximize the safety of the built environment along International Boulevard.
- **Expand code enforcement.** Increase levels of code enforcement in residential and non-residential areas, particularly along the corridor. As part of the efforts, programs to provide financial assistance

to building owners along International Boulevard who voluntarily address negative code violations should be continued and/or expanded. The proactive enforcement and the financial incentives should be targeted first Elmhurst's TOD Catalyst Area, and other locations along the corridor where there are high levels of pedestrian activity.

## Streetscape and Public Realm

- **Implement graffiti abatement programs.** Work with Oakland Department of Public Works, Office of Parks and Recreation, and the Community Economic Development Agency to improve graffiti abatement on private and public property. Coordinate neighborhood businesses and residents to purchase anti-graffiti paint and coating in bulk. Large blank walls should be discouraged in new development, and/or landscaping with trellises may provide a barrier to deter graffiti.
- **Add pedestrian furniture.** Install pedestrian furniture such as benches, trash cans, and drinking fountains that are in line with the community's aesthetic preferences. Commission local artists to help design some of the new streetscape amenities.
- **Regular street and sidewalk cleaning.** A funding program should be developed to conduct regular street and sidewalk cleaning, particularly in Elmhurst's TOD Catalyst Area and in other high-volume pedestrian areas. Activities should include pressure cleaning sidewalks, street cleaning and regular pick-up of public trash receptacles. Additional trash receptacles should also be added along the corridor. Finally, this task should be a joint effort with the public and the business community. Each business should be responsible for cleaning the sidewalk in front of its building or storefront on a regular basis and the community should organize regular cleanup events to keep International Boulevard clean and free of trash.
- **Plant street trees.** There are some sections of International Boulevard in Elmhurst where there are mature street trees and other areas where there are currently no trees. Using CPTED principles of low landscaping and high tree canopies that allow street lighting to reach the sidewalks, to improve aesthetics, plant new street trees along to corridor to create a consistent and attractive streetscape. The new street trees should be low-maintenance and drought resistant. Explore opportunities to increase the prevalence of street trees on streets leading to International Boulevard to encourage residents to walk to the area.

## Community Facilities and Services

- **Expand opportunities for small-scale business development and entrepreneurship.** Work with non-profits, adult education centers, the Peralta Community College District, the Oakland Public Library, and local businesses to offer educational opportunities in business development, entrepreneurship, and professional computer skills, among others. Encourage the creation of small, affordable commercial spaces for residents who want to open new businesses.
- **Seek opportunities to create publicly accessible pocket parks, plazas, recreation centers, and playgrounds.** Enhance and more efficiently reprogram existing recreational facilities. Private developers and non-profits should create and maintain new publicly accessible pocket parks, plazas, recreation centers, and playgrounds. New spaces can include seating that serves a number of restaurants and cafes to activate the street or small green spaces in between new infill development projects. These new spaces should be clean, secure, and well-managed and include adequate bicycle parking.
- **Create a youth center in the neighborhood.** Create a youth center as part of a new development project in the TOD Catalyst Area or in an existing building. Involve youth in the planning process of the center and possibly share a space with a teen health clinic. The youth center could provide a variety of programs including:
  - Homework help
  - Recreation programs
  - Cultural programs
  - Youth employment program
  - Teen health clinic in partnership with a nearby hospital or health clinic (such as Highland Hospital)
- **Build a community center.** As part of a new development project in the TOD Catalyst Area or in an existing building, create a space that can be used as a community center. Programs at the community center should be targeted to the specific needs of Elmhurst residents and should include youth services and programs.
- **Create and encourage spaces for physical activity.** Enhance recreation centers to include exercise equipment, classes, and fitness staff. Encourage private/non-profit gyms or other fitness centers (yoga, dance, martial arts, etc.) to locate in the Elmhurst sub-area.
- **Create more neighborhood child care centers.** Eliminate or reduce barriers to the creation of child care centers by streamlining the permit process and providing planning support for new child

care facilities. Link child care to plans for and development of housing, employment centers, and transit. Ensure that child care centers have adequate outdoor space for physical activity (roof-top play area, a safe park nearby, or backyard). Consider assisting local residents in becoming licensed child care providers.

- **Improve trash collection and cleanup of illegal dumping.** Take steps to remove trash from the Elmhurst area, in coordination with Keep Oakland Beautiful. Activities include educating residents about the ways to report illegal dumping, offer regular free bulky- and hazardous-item drop off events, and organizing neighborhood clean-up events.
- **Improve façades of public buildings.** Ensure the façades of public buildings along the corridor add to the aesthetic appeal of the neighborhood. Work with the U.S Postal Services to improve the US Post Office building on International Boulevard and 92nd Avenue to create a more inviting pedestrian-friendly corner node.

## Transportation and Transit

- **Implement traffic calming in adjacent residential neighborhoods.** To improve the pedestrian appeal of International Boulevard and bring people to the BRT stations, implement traffic calming in adjacent residential neighborhoods. Improvements should focus on streets with high incidences of speeding and/or history of collisions. Traffic calming measures include but are not limited to: reductions in the number and width of traffic lanes (particularly on arterials), clearly marked bike and pedestrian zones, bike boulevards, bulb-outs, median islands, speed humps, traffic circles, neckdowns, speed tables, center island narrowings, raised crosswalks, blinking crosswalks, , raised intersections, realigned intersections, textured pavements, chokers (raised islands in a parking zone that narrow a roadway), signal timing to reduce traffic speeds, and tighter corner radii (a tighter radius forces drivers to reduce speed).
- **Add new and improve existing pedestrian crossings.** At present, there are limited opportunities for pedestrians to safely cross International Boulevard in Elmhurst. As part of the TOD Plan and in conjunction with the BRT, new pedestrian crossings, including crosswalks and traffic signals, should be added at key locations to provide increased opportunities for pedestrians to cross International Boulevard. The improvements should ensure that all crossings are safe for pedestrians of all abilities (wheelchairs, strollers, elderly, physically disabled, etc).

- **Safe truck routes.** Re-designate truck routes away from areas with high pedestrian volumes and sensitive land uses such as schools, residential areas, parks and childcare centers. Specifically, use signage to discourage commercial trucks from using 85th Avenue, and instead direct them to 73rd and 98th Avenues. (See Appendix A for more detail).
- **Improve bus stops.** As part of BRT implementation, ensure that all bus stops have seating, shelters, route information in appropriate languages and lighting for safety and comfort.
- **Improve bicycle facilities.** Prioritize the implementation of the Oakland Bicycle Master Plan in the Elmhurst sub-area. In addition to the on-street bicycle facilities, the improvements should include installing on-street signage and placing bicycle route maps at BRT stations.
- **Add bicycle parking.** Consistent with the bicycle parking regulations in the City's zoning code, provide bicycle parking facilities along International Boulevard. The facilities should include bike boxes and secure parking spaces within buildings and secure, covered bicycle parking for residents and visitors in all new buildings. In addition, increase bicycle parking in front of businesses and at all BRT stations and assist local schools in installing secure and covered bicycle parking.
- **Improve intersection safety and efficiency for vehicles, cyclists, and pedestrians.** In addition to the signal and crosswalk improvements that are part of the BRT plan, consider the installation of traffic signals and other pedestrian improvements along International Boulevard at 96th, 102nd, 88th, 99th, and 107th Avenues. (See Appendix A for more detail).
- **Add additional curbside parking.** As part of new development projects, provide additional on-street curbside parking through the creation of parking bays on the north side of International Boulevard west of 73rd Avenue and on the north side of International Boulevard west and east of 98th Avenue and west of 105th Avenue. (See Appendix A for more detail).

# COMMUNITY PRIORITIES

## Priority Land Uses for Elmhurst

The following are the priority uses that should be located in the TOD Catalyst Area, or in other forms of development or rehabilitation, in the Elmhurst sub-area:

- Grocery store
- Bank and/or other financial institutions such as a credit union
- Arts and entertainment uses
- Neighborhood-serving retail and services
- Community center
- Youth center
- Childcare center

## Priority Physical and Programmatic Improvements

- The following are the physical improvements most desired by the community:
- Improve trash collection and cleanup of illegal dumping
- Regular street and sidewalk cleaning
- Increase code enforcement activities
- Add pedestrian amenities such as benches and street lights
- Improve pedestrian crossings of International Boulevard
- Implement traffic calming in adjacent residential neighborhoods

# TOD CATALYST AREAS

The TOD Catalyst Area where financial and personnel resources should be focused to create transit-oriented development and catalyze positive change along the corridor is shown on Figure 5-10:

- **Between 94th Avenue and 104th Avenue**

Chapter 6, Design Recommendations, contains additional design and development guidance for the corridor in general and TOD Catalyst Areas in particular, including guidance for particular types of parcels.

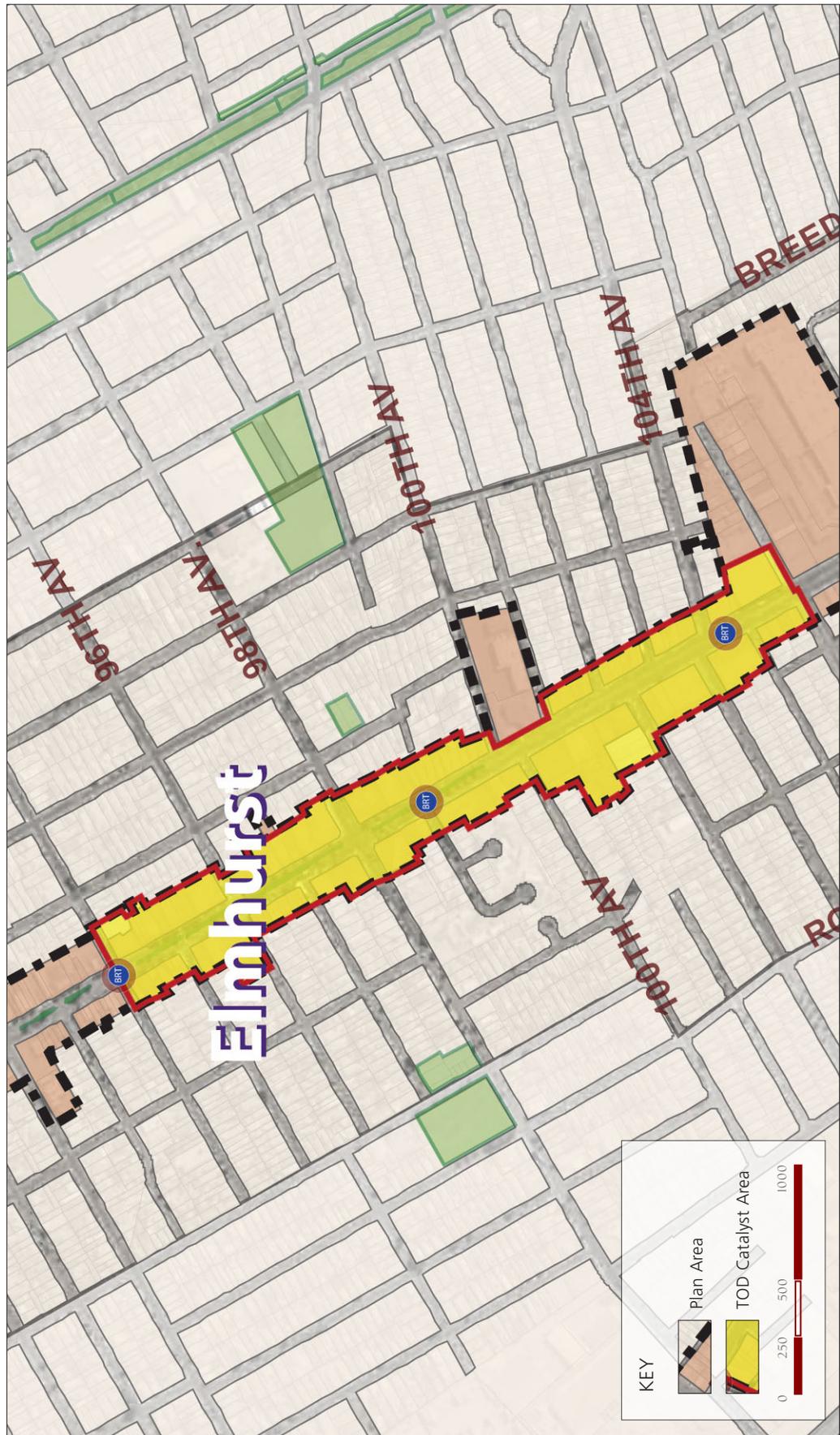
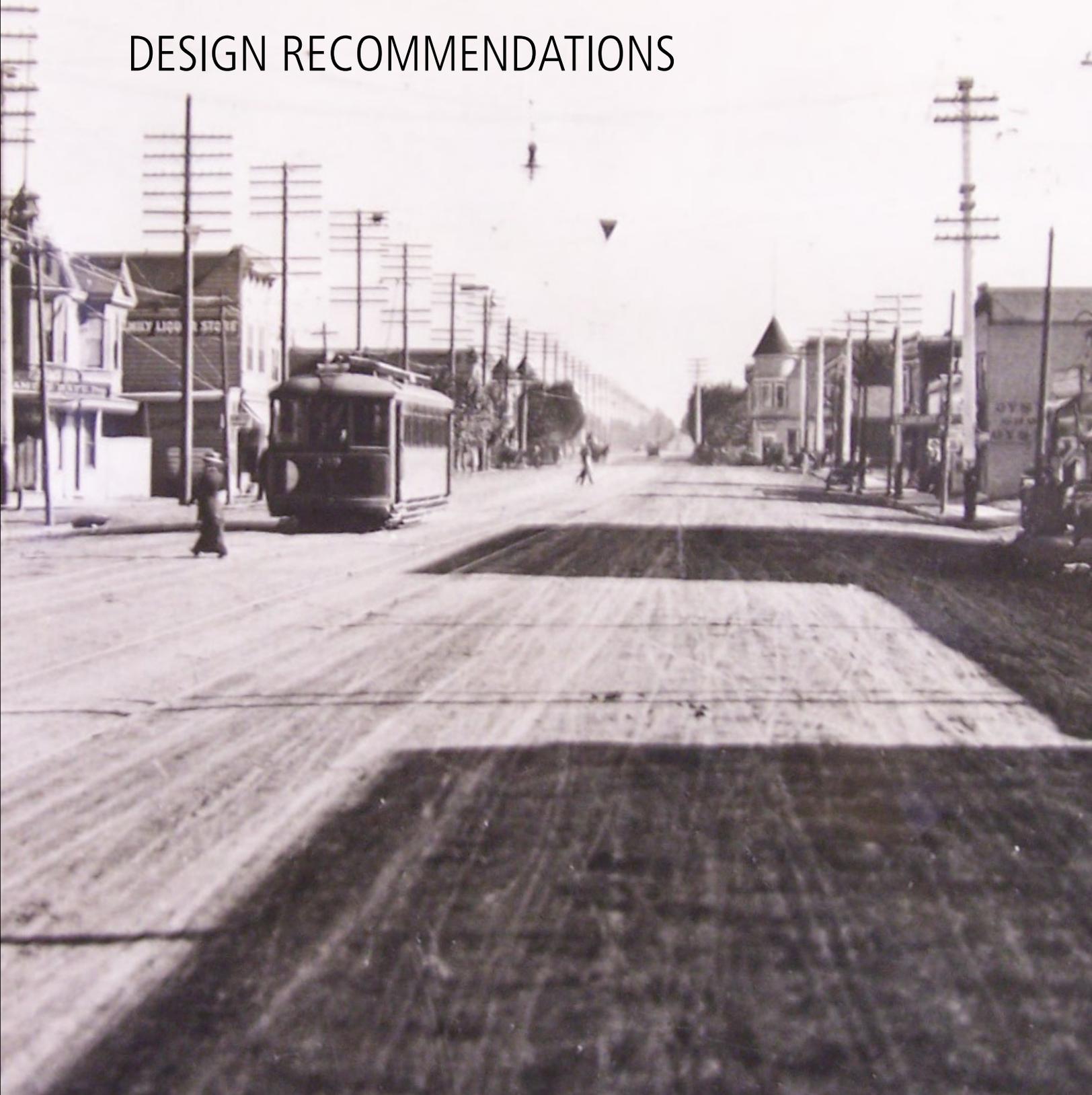


Figure 5-10: Elmhurst TOD Catalyst Site



# 6

## DESIGN RECOMMENDATIONS



# Role of Design Recommendations for the International Boulevard TOD Plan

This chapter of the International Boulevard TOD Plan is based on best practices in the areas of transit-oriented development, urban design, site planning, building design, parking, and land use. These best practices have been organized into a complete system of design recommendations and calibrated to the realities, vision and needs of the International Boulevard corridor. These recommendations have been coordinated with the City of Oakland's zoning standards, currently in the update process, and the CPTED principles. In addition, several of the illustrations presented in this chapter are based on the market realities of the area for the foreseeable future as compared to the long-term market realities. However, all of the information presented in this chapter is within the likely range of development potential established by the City of Oakland's zoning standards.

This chapter does not contain standards. Rather, this chapter's contents are to be considered as highly articulated recommendations for refinements of the City of Oakland's policy direction for this particular area of the City. The various statements, direction, descriptions, illustrations and parameters provided within this chapter are intended to guide decision-making and the application process in combination with and in support of the City of Oakland's zoning standards. For this reason, none of the provisions within the chapter use the term 'shall' and use of the term 'should' is limited as the entire chapter is a set of recommendations. Therefore, the tone of the language in this chapter is direct and as clear as possible about the intended range of possibilities enabled by these recommendations.

# TRANSIT-ORIENTED DEVELOPMENT APPLIED

## INTRODUCTION



Mixed-use buildings at key intersections provide immediate neighbors and transit riders with shopping and services.



One of several public workshops to discuss and identify possibilities for the corridor.

Through the planning process for the International Boulevard TOD Plan, an interesting convergence has occurred. In response to the impending AC Transit investment in a Bus Rapid Transit service (BRT) within the International Boulevard corridor, and through a generous funding grant from CalTrans, the City of Oakland embarked on a plan to implement Transit Oriented Development (TOD) along the corridor.

As the community involved through the public outreach process, their focus was understandably less on the mechanics of transit or of transit-oriented development, and more on ways in which the corridor could be improved to better support their daily lives. The dynamic that evolved in those meetings was that the planning team alternated between providing information about the nature and potential advantages of TOD, and listening carefully to the concerns and hopes of the residents, property owners and business owners within the several neighborhoods and districts that comprise the corridor.

As the conversation developed, a resonance between these two subjects also developed. The potential benefits of TOD sounded a lot like what the community was asking for - safer public spaces, more locally accessible goods and services, additional housing options, and an environment that is more walkable and less dominated by traffic and parking - and the things the community was asking for were sounding a lot like a development program for TOD.

In short, it is clear that many - certainly not all, but many - of the missing elements and problems along the corridor can be addressed by transit-oriented infill development and related public improvements and municipal services. And out of the growing consensus that TOD is a good fit for the corridor, grew a series of strategies for implementing the principles of TOD, affecting a transformation of the corridor as it now is, one piece at a time. The twelve (12) key TOD strategies are presented on the following pages.

# TRANSIT-ORIENTED DEVELOPMENT STRATEGIES

## A. Buildings That Support Transit and the Public Realm

Land use, building design, and transportation are distinct and inter-related elements of the built environment. How buildings are designed and the uses that occupy them will influence the feel of the activities that take place in the public realm, and how the transportation system functions. New buildings and building renovations should be carefully designed to improve the public realm and support the use of the transit system using the following strategies:

### 1. Provide transit-oriented residential densities and mix of uses:

The corridor needs to support transit through two primary means:

1) by connecting and encouraging sufficient numbers of existing residents with transit because of its convenience and proximity to where they live, and 2) by providing new residents who choose to live near transit with substantial opportunities to do so. Existing residential neighborhoods may not offer or warrant much opportunity for change, while emerging, mixed-use areas such as the International Boulevard corridor do offer such opportunities. Those opportunities for new development need to be seen as key to supporting the viability of transit from a rider-ship perspective. The densities in catalyst areas need to be higher than for other areas along the corridor. While numerical objectives are important, density should be addressed in ways that allows for distribution of varying densities in response to site adjacencies and neighbors. For example, a scenario might consist of 20 per acre housing near International Boulevard and 10 per acre housing near the neighbors along the rear boundaries of a site. Similarly, a scenario might consist of 50 per acre housing near International Boulevard with either 20 per acre or a mix of 20 and 10 per acre housing near neighbors along a rear boundary. The objective is not so much for specific densities but that the densities be more along International Boulevard and relatively less near neighbors. Techniques for accomplishing this might include:

- Adopting and implementing updated zoning, and
- Adopting and utilizing design guidelines.



Integrated public and private improvements make valuable urban places



Transit Oriented Housing at a range of scales



Affordable and market rate housing are mixed over ground floor retail businesses



Active uses and useful shops near transit stop



Active shopfronts make safe streets - blank walls make dangerous places



Supermarket accessible by transit

## 2. Optimize development near and at station sites:

BRT stop sites are an integral amenity along the corridor aimed at enhancing the access and mobility of residents, customers and visitors. Key to achieving enhanced access and mobility is the need for each station site to draw and / or support as many people as is appropriate for the location. Many activities of daily living should occur within walking distance, allowing independence for those who do not drive, especially youth and the elderly. Walking should be encouraged and transit should be made viable through the concentration of businesses, services and housing near and at BRT stop locations. Techniques for accomplishing this might include:

- Adopting and implementing updated zoning, and
- Adopting and utilizing design guidelines.

## 3. Design buildings to provide 'eyes on the street and open space':

Safety is a major concern along the International Boulevard corridor. Keeping as much visibility as possible on the street and any open space is key to transforming the corridor into a safe and appealing place. Building façades should be designed to have large openings on the ground floor that enable businesses and services to be seen from the sidewalk and to view activity along the sidewalk. Similarly, ground floor dwellings and upper stories should be designed to orient active rooms such as living or dining rooms toward the front and less public rooms such as bedrooms and restrooms away from the street.

## 4. Locate buildings at or near the sidewalk with active ground floor frontages:

Buildings incrementally shape the streetscape and support ground floor businesses and services. Dwellings should be located on upper floors in areas not immediately adjacent to BRT stops. In areas, as allowed by zoning and where the pattern is not of strong retail or commercial activity, ground floor space should be designed for flexibility of use; for example, spaces that can accommodate either housing or businesses and services.

**5. Focus retail and services within walking distance of catalyst areas:**

Distance from a station or transit stop affects the range of services and goods that riders are willing to access by using transit. Riders need and expect retail and services to be located within a short and convenient and distance of the station or stop. Concentrating businesses close to station sites is key to reinforcing the transit system’s appeal and usage.

**6. Design buildings to be good neighbors while shaping the transit corridor:** The relationship between the corridor and adjacent neighborhoods is mediated by how buildings are organized on their sites. New development should locate larger volumes/massing on the corridor and smaller volumes/massing toward the rear of sites and along side streets to transition building scale and activity from the more intense corridor to the less intense neighborhoods.

**7. Provide a variety of housing opportunities along the corridor:** As neighborhoods offer a variety of housing choices for a range of people and their particular needs, the same is true for housing along the corridor. While some locations may provide transit-supportive housing in a lower to moderate density format, other areas may be better suited for moderate to higher density formats. Combinations of low to high density formats should be encouraged to both ensure incremental achievement of this strategy and to modulate density between the busy corridor and adjacent neighborhoods. Techniques for accomplishing this might include:

- Incorporating senior housing into the area,
- Continuing to build affordable housing, and
- Building family-housing

**8. Integrate the public realm streetscape with the adjacent ground floors of buildings:** The streetscape and adjoining building façades should combine for a coherent and integral environment of on-street parking, sidewalk, transit stations, businesses, services and dwellings. This environment is the active and visible component that connects the wide variety of new and existing development along the many different areas of the corridor.

**9. Integrate adjacent/surrounding historic building scale into new development:** New buildings should be designed to relate to existing historic buildings through scale primarily and secondly through façade composition and materials.



Housing can be provided around elevated courtyards over structured parking in some blocks.



Historic neighborhood scale incorporated into new transit-oriented development



Public streetscape supports commercial uses and private frontages



Landscaping and well marked crosswalk make pedestrians comfortable even in busy intersections



Curb cuts and parking lots disrupt the pedestrian way



Simple facade restoration and improvements make a big difference

## B. Beautiful, Attractive Streets

The goal of creating beautiful, attractive streets encompasses a comprehensive desire for improving the streetscape, buildings, and overall aesthetics of International Boulevard in order to realize a clean, welcoming, and pleasant environment for people to live, socialize, and recreate.

**10. Provide convenient and inviting pedestrian access from neighborhoods to the corridor:** It is important to maintain ease of access and a pleasant, safe route between a person's home or work and the corridor for the success of businesses and the corridor as a whole. Maintaining continuous sidewalks, street trees for shade, lighting, and traffic-calming all play important roles in effective access from neighborhoods.

**11. Minimize vehicular access from the corridor:** Maximizing the amount of sidewalk frontage along International Boulevard that is free of driveways helps to make for a more continuous environment of businesses and services. This will ultimately transform the corridor into a series of dense, vibrant, mixed-use nodes. While vehicular access may be unavoidable in some locations, minimizing its intrusion into the streetscape is necessary to both provide continuity along the streetscape and to maximize on-street parking for the businesses and services.

**12. Improve the visual character and pedestrian quality of buildings along International Boulevard:** Existing deteriorated buildings along the corridor are detracting from the aesthetic quality of the public realm and should be renovated or improved to provide a more positive environment for pedestrians and bicyclists. Suggestions include:

- Façade improvement programs, Renovating abandoned buildings,
- Trash collection/stopping illegal dumping,
- Graffiti abatement programs,
- Landscaping,
- Beautifying vacant lots,
- Regular street/sidewalk cleaning (incl cleaning of illegal dumping),
- Removing billboards, and
- Removal of illegal signage

# APPLYING T.O.D. STRATEGIES TO INFILL SITES

## INTRODUCTION

To systematically apply the 12 TOD strategies to infill development along the International Boulevard Corridor, public and private improvements at every scale must be coordinated and directed by a set of common values and basic urban design techniques.

In order to achieve the goal of making this corridor a cohesive, safe, attractive, pleasant and economically viable pedestrian environment over time, in the words of world-renowned local architect and urban theorist Christopher Alexander, “Every increment of construction must be made in such a way as to heal the city.” With so large a task ahead, there is no time or money to waste — each new investment must reinforce the value of all the other investments.

A vital key to this challenge is coordinated urban and architectural design, and six basic elements of design organize these recommendations.



Buildings that face the street with shopfronts, front doors, and living room windows, complete the basic pattern of sound and timeless neighborhood fabric native to Oakland.

## 1. Blocks, Streets, Lots and Building Placement

The cornerstone of safe and active urban environments - places where neighbors' "eyes on the street" improve security and suppress crime, places where small business and residences mix comfortably - is a network of walkable streets and small to medium-sized blocks. Such an urban fabric is easy to navigate on foot, on a bicycle or by car, whereas larger blocks or streets with narrow unpleasant sidewalks discourage residents from leaving their home on foot. Buildings that face the streets with shopfronts, front doors and living room windows complete the basic pattern of sound and timeless neighborhood fabric, which has been the heritage of Oakland since its founding.



Sidewalks are prioritized for pedestrian use, with minimal vehicular access points.

## 2. Site Access: Pedestrian and Vehicular

As has been demonstrated along the corridor in recent decades, even a fine street and block network can be rendered uninviting by carelessly allowing vehicular access to rip apart the pedestrian network. Large and frequent private driveways onto International Boulevard - together with numerous parking lots fronting the thoroughfare - have created long, dead stretches that are unsafe and unpleasant for residents, while also adding to traffic congestion on International Boulevard. To address this problem, the sidewalks should be prioritized for pedestrian use, and vehicular access points should be minimized, and generally located on side streets, where feasible.

### 3. Building Massing and Volume

To define the urban space of the corridor, and to protect the character and livability of the adjoining neighborhoods, the height of infill development should generally be massed toward International Boulevard and away from neighboring residences. The City’s proposed new zoning standards include provisions requiring this, and these guidelines supplement those standards. Additionally, the scale of individual building masses, including their width and their depth, should be generally compatible with the scale of the historic lotting and building of the corridor.

### 4. Building and Lot Frontage

Frontage is the manner in which a building and a lot meet the street. The frontage is the “face” of any private development, and is also the “seam” that stitches it to the public realm of its neighborhood. Frontages along the corridor should be designed to welcome customers and visitors who are on foot, and should also provide the appropriate degree of privacy, in the case of residential use, or visibility in the case of commercial uses. In both cases, the presence of the building inhabitants, and their sense of connection to the street, is a powerful force for neighborhood security.



Buildings are massed toward the main street, with varied massing, and regular breaks and openings along the façade.



Buildings address the street through a variety of “Frontage Types”.



Open spaces of a variety of types, shapes, and sizes, are integral components of any successful urban place.



Development should allow and facilitate the diverse range of potential land uses along the corridor, that will evolve over time.

## 5. Open Space

The more intensely an urban area is developed, the more important it is that the open spaces within lots and along the streets are well designed and useful. These range from fully public streets and parks, to semi-private secure courts and gardens, to private yards and patios. Such open spaces can be achieved through a combination of two general categories of open space: first, passive types of spaces which tend to be smaller, located within lots and programmed for compatibility with more residential buildings and, second, more active types of spaces which tend to be larger, located along the street and intended for larger groups and a wider variety of activities as well as hours of operation.

## 6. Land Use

Diversity and flexibility of use are the hallmarks of land use in a lively urban corridor. The proposed new zoning for International Boulevard provides a great deal of flexibility, allowing non-residential uses on the ground floors of buildings virtually throughout the corridor's six mile length. It provides for more intense commercial uses in certain locations, and limits the scale of businesses in others, to foster a more residentially oriented neighborhood character. These recommendations offer guidance in support of allowing broad flexibility of use, which will allow development to adapt to economic shifts over time, while ensuring enough compatibility of use to protect the value of both residential and commercial properties.

# INFILL SITE TYPES IN CORRIDOR

## T.O.D. INFILL SITE TYPES

As illustrated in Appendix B, “TOD Catalyst Areas,” the sites available for infill development along the International Boulevard Corridor fall generally into four (4) types. The design guidelines in this plan are structured as recommendations in relation to these four prototypical site conditions.

### Infill Site Type 1

Site type 1 is an individual lot fronting International Boulevard, generally 50 to 70 feet in width, 110 to 140 feet in depth, and with or without a service alley providing access to the rear of the lot. In some cases such a site may be more than one lot.

TOD infill development opportunities on this site type are generally limited to an individual building, built close to and facing International Boulevard, with parking and/or useable yard areas at the rear. Such sites should generally be served by an alley, where feasible, located on a street corner, or developed in coordination with adjacent lots in order to allow vehicular access to parking at the rear of the lot without requiring a driveway directly onto International Boulevard. To achieve transit-oriented intensities on Type 1 sites, on-site parking should be minimized, and off-site parking should be shared and managed.

### Infill Site Type 2

Site type 2 is a row of lots fronting International Boulevard, generally 100 to 200 feet in width, 110 to 140 feet in depth, and with or without a service alley at the rear. This is essentially a number of adjacent Type 1 sites, which through their common ownership and/or coordinated development can provide for vehicular and service access at the rear of the lot(s) without the need for driveways connecting to International Boulevard.

TOD infill development opportunities on this site type include larger buildings and multi-building developments fronting International Boulevard, with parking and useable yard areas at the rear. On-site parking should be minimized, shared and managed.



Type 1 T.O.D. Infill Sites



Type 2 T.O.D. Infill Site



Type 3 T.O.D. Infill Site



Type 4 T.O.D. Infill Site

### Infill Site Type 3

Site type 3 is a row of deeper lots fronting International Boulevard, and in some cases also including lots that front onto neighborhood cross-streets.

This site type offers more flexibility in the depth of buildings fronting International Boulevard than site types 1 and 2 generally provide, a wider range of options for parking quantities and configurations, and more possibilities for fronting new buildings to neighborhood cross streets.

### Infill Site Type 4

Site type 4 is generally wider than type 2 sites and/or deeper than type 3 sites. Such sites offer the broadest range of possibilities for employing the TOD strategies described above.

This site type allows the provision of a broad range of residential options within a single coordinated development, including in many cases retail and other commercial uses on International Boulevard, apartments over retail or other commercial uses, secure semi-private shared open space for residents, residential townhouses or live-work units that directly front International Boulevard or neighborhood cross streets or internal shared open spaces, and in some cases open spaces in the form of plazas, greens or playgrounds that are accessible to the general public.

In many cases, as described below, such sites include new public streets that complete the neighborhood circulation and open space network, providing valuable routes from the neighborhood to the transit corridor, and valuable street frontages for new businesses and residences.

### Applying T.O.D. Strategies to Infill Site Types

As summarized on the following pages, and as illustrated in Appendix B, TOD Catalyst Areas, the TOD strategies and design guidelines can be systematically applied to these 4 infill site types.

# T.O.D. Infill Site Types

## T.O.D. INFILL SITE TYPE 1 - Small Site/Lot



### 1. Site Layout/Building Location

- At street corners, buildings are at the sidewalk. away from street corners, buildings are near or set back from the sidewalk
- Along side streets, buildings are at or near the sidewalk coordinated with rear area needed for parking

### 2. Access, Parking & Service

- On-street parking for customers and visitors
- Off-street parking in rear, perpendicular to International Boulevard
- Off-street parking for residents
- Rear service / access alley for parking, trash, utilities
- Access from side street or rear service alley

### 3. Building Massing and Volume

- Buildings are typically 2 to 4 stories, and may be taller
- Greatest massing and height along the Boulevard
- Less massing near rear neighbors

### 4. Frontage

- Shopfronts within 50 feet of street corners and open space in TOD catalyst areas
- Stoops and terraces away from street corners along open space and side streets

### 5. Open Space

- Ground level rear court / garden or forecourt off of International Boulevard

### 6. Land Use

- Ground floor street corners are non-residential or live-work
- Ground floors are non-residential or live-work and residential is away from street corners and is located along side streets
- Upper floors are any of these uses with a preference for residential

## T.O.D. INFILL SITE TYPE 2 - Wide/Shallow Site



### 1. Site Layout/Building Location

- At street corners, buildings are at the sidewalk
- Away from street corners, buildings are near or set back from the sidewalk
- Along side streets, buildings are at or near the sidewalk coordinated with rear area needed for parking.

### 2. Access, Parking & Service

- On-street parking for customers and visitors
- Off-street parking in rear, parallel to International Boulevard
- Off-street surface and/or in tuck-under parking for residents
- Rear service / access alley for parking, trash, utilities
- Access from International Boulevard for rear parking if shared with adjacent lot(s)

### 3. Building Massing and Volume

- Buildings are typically 2 to 4 stories, and may be taller
- Greatest massing and height at street corners to emphasize ground floor activity. Less massing away from street corners with the smallest volumes near rear neighbors.

### 4. Frontage

- Shopfronts within 50 feet of street corners and open space in catalyst areas
- Stoops and terraces away from street corners along open space and side streets

### 5. Open Space

- Playground for semi-public use
- Ground level rear court / garden

### 6. Land Use

- Ground floor street corners are non-residential or live-work, where allowed by zoning
- Away from street corners and along side streets, ground floors are non-residential or live-work and residential, where allowed by zoning
- Upper floors are any of these uses with a preference for residential

# T.O.D. INFILL SITE TYPE 3 - Wider/Deeper Site



## 1. Site Layout/Building Location

- At street corners, buildings are at the sidewalk
- Away from street corners, buildings are near or set back from the sidewalk
- Along side streets, buildings are at or near the sidewalk coordinated with rear area needed for parking

## 2. Access, Parking & Service

- On-street parking for customers and visitors
- Off-street parking on podium, surface and/or in tuck-under parking for residents
- Access is not from International Boulevard, where feasible; rear service / access alley for parking, trash, utilities

## 3. Building Massing and Volume

- Buildings are typically 4 stories or taller
- Greatest massing and height at street corners to emphasize ground floor activity
- Less massing away from street corners with the smallest volumes near rear neighbors

## 4. Frontage

- Shopfronts within 50 feet of street corners and open space in catalyst areas
- Stoops and terraces away from street corners along open space and side streets

## 5. Open Space

- Playground, forecourt on International Boulevard for semi-public use
- Podium level and ground level court / garden

## 6. Land Use

- Ground floor street corners are non-residential or live-work, where allowed by zoning
- Away from street corners and along side streets, ground floors are non-residential or live-work and residential, where allowed by zoning
- Upper floors are any of these uses with a preference for residential

# T.O.D. INFILL SITE TYPE 4 - Large / Multi-Block Site



## 1. Site Layout/Building Location

- At least one new street introduced to generate at least one new block
- 'Fronts' made on 3 sides of each block
- At street corners, buildings are at the sidewalk
- Away from street corners, buildings are near or setback from the sidewalk
- Along side streets, buildings are at or near the sidewalk

## 2. Access, Parking & Service

- New streets provide short term parking, convenient access
- On-street parking for customers and visitors
- Off-street, podium, surface and/or in tuck-under parking for residents
- Rear service / access alley for parking, trash, utilities

## 3. Building Massing and Volume

- Buildings are typically 3 stories or taller
- Greatest massing and height at street corners to emphasize ground floor activity
- Less massing away from street corners with the smallest volumes near rear neighbors

## 4. Frontage

- Shopfronts within 50 feet of street corners and open space in catalyst areas
- Stoops and terraces away from street corners along open space and side streets

## 5. Open Space

- Plaza, park and/or playground for semi-public use
- Podium level and ground level courts / gardens

## 6. Land Use

- Ground floor street corners are non-residential or live-work, where allowed by zoning
- Away from street corners and along side streets, ground floors are non-residential or live-work and residential, where allowed by zoning
- Upper floors are any of these uses with a preference for residential

# DESIGN RECOMMENDATIONS - 1

## 1. SITE LAYOUT / BUILDING LOCATION / WALKABLE STREETS



A variety of building sizes with active ground floors - eyes on the street - make the street active, interesting and flexible for various levels of reinvestment.

### A. Intent and Policy Statement:

Produce human-scaled buildings within an interconnected network of short blocks. Buildings activate the sidewalk with ground floors that accommodate commercial, civic or housing with service, civic or housing on upper floors. Individual buildings may vary in how they respond to and shape the streetscape while contributing to the intended physical context for the sub-area. A key aspect of site organization is to locate each building with at least its front lot boundary aligned with the adjacent street (public or private).



Buildings enable non-residential ground floor activity within 100 feet of intersections to activate corners with walkable goods and services.



Above and Below: Buildings respond to various site conditions to be positive neighbors and make appealing streetscapes through active ground floors, human-scaled buildings and blocks.



Buildings are near or at the sidewalk to positively shape the streetscape while providing visual relief through pedestrian-oriented buildings that do not exceed 200 feet along the sidewalk frontage.



Below and Top Right: Meaningful open spaces and/or street intersections keep the buildings from being any longer than 200 feet along the sidewalk frontage. This enables walking by providing multiple and interconnected routes and destinations.



## 1 SITE LAYOUT / BUILDING LOCATION / WALKABLE STREETS

**Design Recommendations:** The following page identifies recommendations for the following topics:

- Blocks
- Lots
- Fronts and Backs
- Buildings

Key

ft = feet

min = minimum

max = maximum

## B. Design Recommendations for Site Layout / Building Location / Walkable Streets

### BLOCKS



Individual blocks should be interconnected and short enough to encourage walking and provide motorists with multiple routes. Each block is made up of a variety of individual lots to generate pedestrian-oriented and pedestrian-scaled buildings that are not too large for their surroundings. In some cases, a block is large enough that new streets are needed to create smaller blocks and contribute to a walkable network. The following recommendations apply:

#### A. Building Location on lot:

- **Along International Blvd:** at or within 10 feet of the sidewalk and in coordination with the 'frontage' recommendations; when adjacent to historic or cultural resource, align facade with resource for length equal to street frontage of resource
- **Along Side Street:** at least 10 feet from the sidewalk and in coordination with the 'frontage' recommendations;
- **Along Neighborhoods:** at least 10 feet from rear boundary

#### B. Extending the Walkable Network:

- **Large Sites:** Sites larger than 400 feet in any direction receive at least one new street or public open space to create a new intersection with International Boulevard or side streets as applicable. These new intersections address the intent for short blocks regardless of whether the intersection is for vehicular traffic or only for public open space. All new streets include sidewalks and incorporate on-street parking for as much of their length as possible. New streets do not share boundaries with adjacent neighborhoods.
- **Large Buildings:** Buildings longer than 100 feet include a massing-break (see section 3 of this chapter).

### LOTS



Individual lots accommodate one building to systematically generate an overall pattern of pedestrian-oriented buildings that are scaled to their surroundings and that shape the streetscape or 'frontage'.

When making new lots or redesigning existing lots into a new pattern, the following recommendations apply:

#### A. Lot Width (individual lots):

- **Along International Blvd:** max width of 200 ft;
- **Along Side Street:** max width of 100 ft;
- **Along New Interior Streets:** max width of 200 ft up to within 100 ft of rear boundary with a neighborhood;
- **Along Neighborhoods:** max width of 100 ft;

#### B. Lot Depth and Orientation:

- **Along International Blvd:** min 100 ft deep with front on International Blvd;
- **Along Side Street:** min 60 ft deep with front on side street;
- **Along New Interior Streets:** min 60 ft deep with front on new street up to within 100 ft of rear boundary with a neighborhood;
- **Along Neighborhoods:** min 80 ft deep with front on side street or new interior street within 100 ft of neighborhood

## FRONTS AND BACKS



Interesting and appealing streetscapes are generated through positive frontages, which are the result of buildings having appropriately located ‘fronts’ and ‘backs’. The ‘front’ of a building is where the building or dwelling is entered, whether from International Boulevard, a side street or a new internal street. The ‘rear’ of a building is where the service functions occur.

When identifying the ‘fronts’ and backs’ of buildings, the following recommendations apply:

### A. Making the Streetscape through Frontage:

- **Along International Boulevard:** The portions of a lot adjacent to or within 50 feet of International Boulevard are identified as ‘retail ready’. Ground floors in these locations provide facades that may be used by residential land uses until non-residential uses are viable. When they are viable, the ground floor will be ready to accommodate such land uses as stores, offices, and restaurants.
- **All Lots:** All lots provide frontage per section 4 of this chapter.
- Exposed podium garages are lined with housing or live-work dwellings up to 2 stories to within 10 to 15 feet of the rear boundary

### B. Front of Lot:

- **All lots:** Each lot identifies the front on the nearest street per the design recommendations for frontage

## BUILDINGS



Individual buildings positively shape the streetscape, are sited and sized to emphasize International Boulevard and can accommodate a wide variety of activities if they are appropriate to the location.

When designing new buildings, the following recommendations apply:

### A. Building Location on lot:

- **Along International Boulevard:** At or within 10 feet of the sidewalk and in coordination with the ‘frontage’ guidelines. When adjacent to historic or cultural resource, align façade with resource for length equal to street frontage of resource.
- **Along Side Street:** Min 10 feet from the sidewalk and in coordination with the ‘frontage’ recommendations (section 4);
- **Along Neighborhoods:** Up to 2 stories when 10 to 15 feet from the rear boundary; 3rd story and upper floors min 30-foot setback. When adjacent to historic or cultural resource, align façade with resource for length equal to street frontage of resource.

### B. Building Size:

- **Building Length:** Building should be designed to fit within its lot, no larger than 200 feet in any direction.
- **Large Buildings:** Buildings longer than 100 feet include a massing break (see section 3 of this chapter).

## C. Streetscape Recommendations for International Boulevard

STREETSCAPE TYPE 1



### STREETSCAPE TYPE 1

This is the preferred streetscape type wherever practical.<sup>1</sup>

Key elements and attributes of this type include:

- Either one or two through lanes are provided in each direction, as determined by the traffic design for that segment.
- One dedicated BRT lanes is provided in each direction.
- One dedicated bike lane is provided in each direction.
- Comfortably wide sidewalks flank both sides of the street.
- Crosswalks are provided at approximately 600 (or a max of 900) feet apart at intersections, ideally at signalized intersections and with curb extensions or “bulb-outs wherever possible to reduce the pedestrian crossing distance.
- Large canopy trees planted are planted behind the curb, generally in tree wells, at 25 to 40 feet on center depending upon the context and intended streetscape.
- Pedestrian scale streetlights are located between street trees, generally every other tree, or every third tree at the most. In some cases where existing highway type “cobra head” streetlights are present and budgets are constrained, the pedestrian scale fixtures may be added between them.
- Curbside parking lanes are provided along both sides of the street for shoppers and visitors, where feasible.
- A median planted with street large canopy trees separates the two BRT lanes, moderating and greening the scale and character of the wide street.

<sup>1</sup> Any road reconfiguration on International Boulevard is subject to review and approval by Caltrans.

STREETSCAPE TYPE 2



### STREETSCAPE TYPE 2

This Streetscape Type is functionally very similar to Type 1 and should generally employed where the right of way is not wide enough to allow a central median strip. Key differences from Type 1 include:

- The primary difference is that no median is provided.
- Either one or two through lanes are provided in each direction, as determined by the traffic design for that segment.
- Note that curbside parking is provided on both sides of the street, as are sidewalks, street trees, street lights and other street furnishings very similar to Type 1.

### STREETSCAPE TYPE 3



### STREETSCAPE TYPE 3

This Streetscape Type is similar to Type 2 in that there is no room for a central median strip between the BRT lanes, and is present only at BRT station stops. Key differences from Type 2 include:

- Curbside parking is sacrificed where absolutely necessary in order to make room for the BRT station stop median.

In some locations, it may be possible to recapture curbside parking by moving the side curb farther from the centerline and constructing all or some of the sidewalk on additional right of way obtained from adjacent property frontages, either through acquisition or pedestrian easement. This approach is illustrated in the diagram contained in Appendix A.

- At BRT station stops, where there is not adequate street width for a dedicated bicycle lane in addition to travel lanes, a shared bicycle/car lane will be marked by a “sharrow” symbol, as illustrated above. As motorists and cyclists move past the BRT station stop, and street width allows it, a dedicated bicycle lane will be reintroduced.

# DESIGN RECOMMENDATIONS - 2

## 2. ACCESS, PARKING AND SERVICE



Balanced access for pedestrians and vehicles is key to successful reinvestment. Parking requirements reflect the BRT corridor and changing priorities on vehicle ownership.



Above and Below: Entries to on-site parking/service are designed to maintain continuity of building facades and streetscapes as in the parking screen footage shown.



A Landscaped screen wall makes an attractive edge to a sidewalk condition.

### A. Intent and Policy Statement:

Reduce parking footprint while providing secure and reliable parking and vehicular access for employees and residents, as well as limited on-street parking for customers. To the extent possible, vehicles take access from the rear of lots or from side streets. Where access is necessary from International Boulevard, it should be designed as an integral component of the building façade(s) and to minimize intrusion across the streetscape. Refer to Appendix “A” for specific parking recommendations and strategies to be applied across the corridor.



Parking and service are located to maintain continuity and positive appeal of the streetscape. Parking is near the street only along side streets (view over parking area out toward street entry).



Parking and service are located to maintain continuity and positive appeal of the streetscape as in the case of this small driveway between two buildings.

On-street parking - diagonal and / or parallel as appropriate for the location- is a vital component in the overall parking system.



Along side streets or where appropriate on interior streets, parking entries are designed to be compatible with pedestrian entries and the streetscape.

Top Left: tandem, one-car wide entry next to the stoop frontage of the building

Top Right: driveway leading to off-street parking that is compatible with the courtyard immediately off of the sidewalk.

## 2 ACCESS, PARKING AND SERVICE

**Design Recommendations:** The following page identifies recommendations for the following topics:

- Reduced Parking Footprint
- Parking Location and Configuration
- Pedestrian Access
- Vehicular Access

Key

ft = feet

min = minimum

max = maximum

## B. Design Recommendations for Access, Parking and Service

### REDUCED PARKING FOOTPRINT



Because the BRT would provide a very high level of transit service along the corridor, parking requirements are recommended to be lower than in areas not served by strong transit, allowing individuals the choice of relying on transit as an alternative to owning a personal vehicles. When evaluating parking, the following recommendations for modifications to standards apply:

#### A. Required Parking:

##### • Lots fronting International Blvd:

**Non-residential:** Refer to Appendix "A"

**Residential:** Refer to Appendix "A"

##### • Lots fronting Side Street or New Interior Street:

**Non-residential:** Refer to Appendix "A"

**Residential:** Refer to Appendix "A"

##### • Lots Along Rear Boundary with Neighborhoods:

**Non-residential:** Except for live-work where allowed by zoning non-residential not recommended within 100 feet of these areas; Refer to Appendix "A"

**Residential:** Refer to Appendix "A"

### PARKING LOCATION AND CONFIGURATION



In response to the variety of site types along the corridor, parking can be arranged in several different configurations. To support the vision for the corridor, the following primary configurations apply:

#### A. Small, Individual Site (<150 ft of frontage)

• **Location:** In back, approximately 50 feet from primary street;

• **Configuration:** Surface, tuck-under, or surface and tuck-under; for sites deeper than 120 feet, parking should be arranged perpendicular to International Boulevard

#### B. Shallow Site (<150 ft of depth)

• **Location:** In back, approximately 50 feet from primary street;

• **Configuration:** Surface, tuck-under, or surface and tuck-under, arranged parallel to International Boulevard

#### C. Large Site (<400 ft of depth)

• **Location:** In back / center of site, approximately 50 feet from any street; or in a podium garage by itself or in combination with surface or tuck-under;

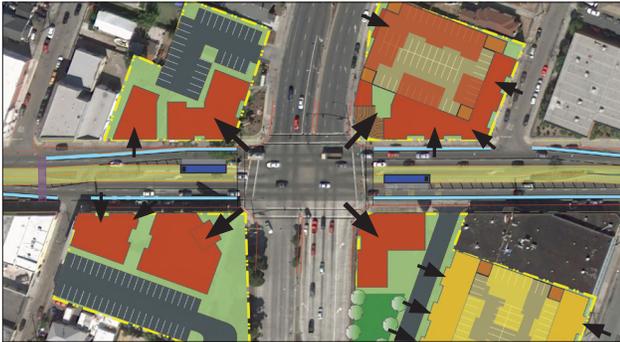
• **Configuration:** Surface, tuck-under, or podium arranged behind new buildings, away from neighborhood

#### D. Deep Site (>400 ft of depth)

• **Location:** In back / center of site, approximately 50 feet from any street; or in a podium garage by itself or in combination with surface or tuck-under;

• **Configuration:** Surface, tuck-under, or podium arranged behind new buildings, away from neighborhood

## PEDESTRIAN ACCESS

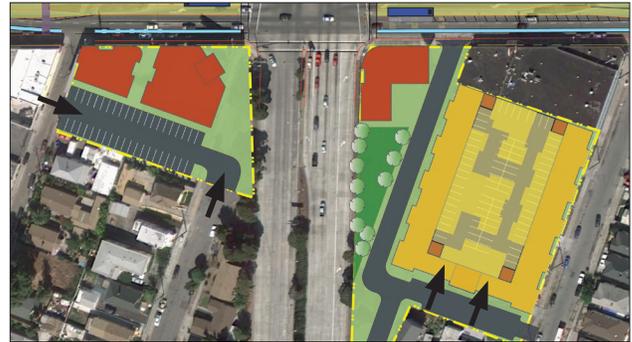


The corridor is envisioned as a vibrant place that has active ground floors, particularly at intersections. Providing pedestrian access along the corridor as well as within buildings and sites is key to the corridor's success. When evaluating access, the following recommendations apply:

### A. Pedestrian Access:

- **Functional Entry to Building:** Access directly from street or from forecourt/courtyard off of street and not from a parking lot (parking lots are not considered a frontage). A wide variety of frontage designs are allowed to support the intended physical character;
- **Entry to Commercial Suite or Dwelling:** Access directly from adjacent sidewalk; approximately 50 feet apart. Functional entries at an average of 30 feet along International Boulevard, and an average of 25 feet along interior open spaces and along side streets.

## VEHICULAR ACCESS



In support of the envisioned active ground floor non-residential activity and to maintain a pleasant and safe pedestrian environment, vehicular access into sites is minimized along International Boulevard. When evaluating vehicular access, the following recommendations for modifications to standards apply:

### A. Service and Loading:

- **Service and Loading:** For ground floor buildings less than 25,000 square feet - no space required, loading/service vehicles to use on-street parking or rear alley. For ground floor over 25,000 square feet - 1 space per 25,000 square feet
- **Driveway Width:** For less than 50 spaces - 1 driveway up to 15 feet wide. For more than 50 spaces - a 2-way driveway up to 24 feet wide

### B. Vehicular Access:

- **Entry from street:** Min 100 feet from street corner
- **Integration of Entry into Building Façade:** Should match height of ground floor. Shopfront frontage to be on side nearest street intersection; stoop, dooryard or other pedestrian access frontage to be on non-intersection adjacent side of entry. When a podium garage is being accessed, the entry may be flanked by any of the frontage designs presented in section 4 of this chapter to conceal the podium from the street

# DESIGN RECOMMENDATIONS - 3

## 3. BUILDING MASSING AND VOLUME



Tall ground floors along streets and public open space enable a wide variety of stores, restaurants, services, office or live-work activity.

### A. Intent and Policy Statement:

Locate larger volumes near to or along International Boulevard with smaller volumes toward the rear and sides of sites for compatible transitions with neighbors along side streets and rear lot boundaries. To encourage creativity and flexibility over time, building height should be measured from the adjacent sidewalk in front of each building to the eave or top of the roof for flat roofed buildings.



Larger volumes are near International boulevard or within the front half of sites to be good neighbors with existing development.



Buildings can combine a variety of dwelling choices or 'types' in response to their site: flats and lofts over ground floor along International Blvd, walk-up flats and townhouses around courtyards within site, walk-up townhouses on side street.

For buildings located on side streets or within large sites, the mix of dwelling types may be different from those of buildings fronting on International Boulevard and above office or retail uses.





Above: Larger volumes are near International boulevard or within the front half of site while providing visual interest and identity for the building and its occupants.

Below and Bottom: Viewed from the rear, where typically neighborhoods are adjacent, volumes relate more to the scale of houses and smaller buildings than those fronting on International Boulevard.



A massing break in the form of a paseo which provides frontage for businesses and services while breaking down the visual presence of the building along the sidewalk.

### 3 BUILDING MASSING AND VOLUME

**Design Recommendations:** The following page identifies recommendations for the following topics:

- Individual Site (< 150 ft frontage)
- Shallow Site (<150 ft depth)
- Large Site (<400 ft depth)
- Deep Site (> 400 ft depth)
- Massing Break

#### Key

ft = feet

min = minimum

max = maximum

## B. Design Recommendations for Building Massing and Volume

### INDIVIDUAL SITE < 150 FT OF FRONTAGE



In response to the variety of site types along the corridor, the following recommendations apply to sites with less than 150 feet of frontage:

#### A. Building Massing and Height

**Parallel to International Blvd:** massing break not necessary; massing responds to adjacent historic resource(s) if applicable;

**Perpendicular to International Blvd** = Max 100 feet without a massing break; massing responds to adjacent historic resource(s) if applicable;

**Building Height:** Front half of site - max allowed height between street and front half of lot;

Rear half of site = lower building heights; up to 3 stories within 25 ft of rear lot boundary

**Building Entries along International Blvd:** max 50 ft apart

**Building Entries along Side Street:** max 75 ft apart

**Building Entries along rear Boundary:** max 75 ft apart

#### B. Building Length

- **Along International Blvd:** max 150 ft

- **Along Side Street:** max 100 ft when at least 50 ft from rear

- **Along rear boundary with Neighborhood:** max 80 ft when within 50 ft of rear boundary

### SHALLOW SITE < 150 FT OF DEPTH



In response to the shallow site types along the corridor, the following recommendations apply to sites with less than 150 feet of depth:

#### A. Building Massing and Height [1]

**Parallel to International Blvd:** max 200 ft without a massing break; massing responds to adjacent historic resource(s), if applicable;

**Perpendicular to International Blvd** = max 100 ft without a massing-break; massing responds to adjacent historic resource(s), if applicable;

**Building Height:** Front half of site - max allowed height between street and front half of lot;

Rear half of site = lower building heights; up to 3 stories within 25 ft of rear lot boundary

**Building Entries along International Blvd:** max 50 ft apart

**Building Entries along Side Street:** min 50 ft apart

**Building Entries along rear Boundary:** max 75 ft apart

#### B. Building Length

- **Along International Blvd:** max 200 ft

- **Along Side Street:** max 100 ft when at least 50 ft from rear

- **Along rear boundary with Neighborhood:** max 80 ft when within 50 ft of rear boundary

## LARGE SITE < 400 FT OF DEPTH



In response to large site types along the corridor, the following recommendations apply to sites with less than 400 feet of depth:

### A. Building Massing and Height [1]

**Parallel to International Blvd:** max 200 ft without a massing break; massing responds to adjacent historic resource(s) if applicable;

**Perpendicular to International Blvd** = max 100 ft without a massing-break; massing responds to adjacent historic resource(s) if applicable;

**Building Height:** : Front half of site - Max allowed height between street and front half of lot; rear half of site - lower building heights up to 4 stories within 100 feet of rear boundary;

**Building Entries along International Blvd:** max 50 ft apart

**Building Entries along rear Boundary:** max 75 ft apart

### B. Building Length

- **Along International Blvd:** max 200 ft
- **Along Side Street:** max 100 ft when at least 50 ft from rear
- **Along rear boundary with Neighborhood:** max 80 ft when within 50 ft of rear boundary

## DEEP SITE > 400 FT OF DEPTH/LENGTH



In response to large and deep site types along the corridor, new blocks are generated for buildings and the following recommendations apply:

### A. Building Massing and Height [1]

**Parallel to International Blvd:** max 200 ft without a massing break; massing responds to adjacent historic resource(s) if applicable'

**Perpendicular to International Blvd** = max 100 ft without a massing-break; massing responds to adjacent historic resource(s) if applicable;

**Building Height:** Front half of site - max allowed height between street and front half of lot; Rear half of site - lower building heights; up to 4 stories within 100 ft of rear boundary

**Building Entries along International Blvd:** max 50 ft apart

**Building Entries along rear Boundary:** max 75 ft apart

### B. Building Length

- **Along International Blvd:** max 200 ft
- **Along New Street:** max 200 ft up to 100 ft of rear boundary
- **Along Side Street:** max 100 ft when at least 50 ft from rear
- **Along rear boundary with Neighborhood:** max 80 ft when within 50 ft of rear boundary

#### [1] Massing-Break Guidance

Massing breaks are intended to produce a 3-dimensional effect that results in building sizes or the visual effect of building sizes that are compatible with the vision for International Boulevard. To accomplish this objective, the following types of massing breaks should be applied:

a - vertical change in building height (in stories), b - forecourt (see section 4 of this chapter), c - combinations of building height and forecourt

# DESIGN RECOMMENDATIONS - 4

## 4. FRONTAGE



Corner locations are emphasized as different from the rest of the building through frontage design.

### A. Intent and Policy Statement:

Shape and activate the public streetscape of commercial, mixed-use, and residential streets and public open spaces with ground floors that enable compatible land use activities and upper floors that provide 'eyes on the street'. Streetscapes in commercial or civic areas will necessarily differ from residential streetscapes based on their unique roles. The priority is to have buildings with appropriate frontages that respond to and support their intended physical context.



Blank or uninviting facades are avoided through a variety of frontage-designs that accommodate sidewalk activity.



Entries from the street - whether for residents or employees - give identity to each building and to its occupants.





Above and Below: Frontage-designs can be combined in a variety of ways to respond to the different areas of the site.

The key characteristic is that all buildings front on a sidewalk, paseo, courtyard, playground, park or plaza.



Appropriate frontages activate each streetscape to support its intended context: primarily shopping, food and services/office activities or primarily housing.

#### 4 FRONTAGE

**Design Recommendations:** The following page identifies recommendations for the following topics:

- Along International Boulevard
- Along Side Streets
- Along Interior / Open Space
- Transparency / 'Eyes on the Street'

<p>Key</p> <p>ft = feet</p> <p>min = minimum</p> <p>max = maximum</p>
---

## B. Design Recommendations for Frontage

### FRONTAGE GUIDANCE

In response to the variety of buildings that will occur along the corridor, the following apply:

#### A. Along International Boulevard

**Within 50 feet of an intersection, public open space or massing-break:** Ground floor to be 'retail ready' (shopfront frontage installed to enable the corner property to provide non-residential activity such as commerce, civic, service).

**Elsewhere on block:** Shopfronts are allowed but more residential frontages such as stoops, terraces, and forecourts as allowed. Doorways are well-lit to discourage loitering. When dwellings are on the ground floor, they may be at grade up to within 15 ft of the street. Within 15 ft of the street, ground floor dwellings are compatible when paired with stoops, door-yards, forecourts, or shopfronts for live-work activity.

#### B. Along Side Street

**Within 50 feet of an intersection, public open space or massing-break:** Ground floor to be 'retail ready' (shopfront frontage installed to enable the corner property to provide non-residential activity such as commerce, civic, service). Live-work or residential allowed if shopfront frontage is maintained.

**Elsewhere on block:** Residential frontages such as stoops, terraces and forecourts are present. Doorways are well-lit to discourage loitering. When parking is within 15 ft of the street, parking screen frontage is required.

#### C. Along Interior / Open Space

Residential frontages such as stoops, terraces, and forecourts are present. Doorways are well-lit to discourage loitering. Shopfronts may be allowed when within 50 ft of the street to visually connect with and extend the adjacent streetscape. Live-work or residential activity is allowed if the shopfront frontage is maintained.

#### D. Transparency and 'Eyes on the Street'

**Ground Floor along and within 50 feet of International Boulevard:** Shopfront frontage occurs in these areas.

**Ground Floor elsewhere:** Forecourt, terrace, stoop, and porch frontage designs provide sufficient ground floor windows; approximately 35% of ground floor facade with clear, non-tinted glass.

### STOOP , TERRACE/DOORYARD



Stoop



Terrace/Dooryard

**Stoops** are exterior stairs with landings which provide access to buildings located near or at their front property lines. The ground floor of the building is raised to provide some privacy for the rooms facing the public street and passersby. This frontage is ideal for ground floor housing. Landscaping is required and typically flanks the stairs in planters or grade or in containers. Demarcating garden walls may be allowed.

Stoops should be of such dimensions to allow for adequate access to the ground floor of the building. The exterior stairs can be perpendicular or parallel to the adjacent sidewalk. The landing may be covered or uncovered. Landscaping should be placed on the sides of the stoop at grade or in raised planters. Low walls and/or fences may be located within the front and/or side street setbacks provided that they are in compliance with all applicable requirements and that the materials and design are compatible with the architectural style of the building.

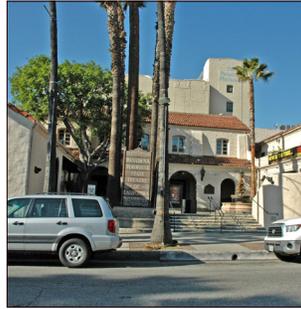
**Terraces (dooryards)** are frontages made by setting back the building façade back from the front property line, and placing a garden or terrace in that setback (elevated or not). Terraces are enclosed by a low wall at or near the property line with a stair or ramp from the sidewalk up onto the terrace. The building activities are slightly separated from the adjacent sidewalk by the terrace height, and the depth of the terrace provides a buffer. The buffer provides clear area distinctions for commercial uses such as dining patios, and provides secure buffers for private yards and residences from public encroachment.

Terraces may be enclosed by low walls or fences. Walled terraces may additionally have fences to provide for safety. The average grade of the terrace should not be more than 4 feet higher than the adjacent sidewalk or public open space.

## FORECOURT



Forecourt



Forecourt

**Forecourts** are open or semi-enclosed areas adjacent to the sidewalk made by setting back a portion of the building façade from the front property line. Typically the setback portion is the middle section, which creates a small entry court. This can also be achieved by setting back the façade when a building's neighboring structures have zero setback at their respective property lines. Forecourts may be further defined by low walls or landscape between the sidewalk and adjacent property line. Forecourts may be landscaped or paved. Landscape may include lawn, grasses, small low shrubs, and accent trees with sufficiently transparent canopies to allow views of the building façade.

Forecourts are at least the size of the massing break identified in section 3 of these guidelines. Forecourts may be elevated from the adjacent sidewalk by up to 4 feet. An elevated forecourt must comply with the accessibility code for access with the building and the sidewalk.

Arcades, galleries, awnings, shed roofs or canopies may encroach into the forecourt for a suggested cumulative one-half of the forecourt width and depth, respectively.

## SHOPFRONT



Shopfront with awning



Shopfront without awning

**Shopfront** is the frontage for buildings with or expected to have ground floor commercial/retail uses. The frontage is made by insertion of large openings filled with transparent windows at the ground level facades. The facade is located near or at the property line. Recessed storefronts are allowed. The building entrance is at the grade of the sidewalk, and provides direct access to the commercial/retail uses on the ground floor. The basic architectural elements comprising the storefront are large windows, doors with glass, clerestory glass, and a solid base (bulkhead). Optional elements include awnings, cantilevered shed roof or canopy, signage, lighting, and cornices. Awnings, shed roofs, or canopies may encroach into the public right-of-way and cover the sidewalk within a few feet of the curb.

Landscaping is not required for this frontage type, as the public streetscape serves that purpose. Vines grown in vine pockets or planter boxes at the building facade are allowed and may encroach into the public way as identified. Signage is located in a variety of places ranging from the storefront and wall to awnings. In addition, signs that project over the sidewalk as well as sidewalk signs occur as allowed.

Storefronts should occur at or within 10' of the property line and be at least 14 ft tall (floor to ceiling) to provide adequate view into ground floor spaces.

Storefronts should provide sufficient storefront glass; approximately 55% to 80% of the facade and consist of clear glass without reflective glass frosting or dark tinting.

Storefront windows may have clerestory windows (horizontal panels) between the storefront and second floor/top of single-story parapet. Storefront bulkhead should be of material similar or complementary to main materials of the building.

# DESIGN RECOMMENDATIONS - 5

## 5. OPEN SPACE



Open space occurs at two general levels: shared public space such as a plaza, park or playground (shown above) and shared private space such as a courtyard. Each type of space provides people with an option to being indoors for either public gathering types of activities or personal, residential purposes.

### Intent and Policy Statement:

Provide shared open space along the corridor for use by the general public. Open spaces vary in their size and functions and are adjacent to the public right-of-way for ease of access and visibility. Within lots and buildings, open space is provided as shared open space for residents and visitors. A key aspect of open space is that it directly relates to and supports the adjacent buildings and their activities.



Courtyards are popular places for casual enjoyment, restaurants or for use by offices.



Above and Below: The location, length and width of an open space are prioritized over the actual square footage of the space.

Balancing the number of dwellings or shopfronts that depend upon an individual open space is key to the success and appeal of the open space.





Above and Below: Successful open space is fronted by and immediately adjacent to active ground floors of businesses and / or dwellings that act as 'eyes on the street'.



Safe and appealing open space is fronted by active ground floors of businesses and / or dwellings that act as 'eyes on the street'.



## 5 OPEN SPACE

**Design Recommendations:** The following page identifies recommendations for the following topics:

- Public Open Space
- Private Open Space
- Paseos, Courtyards, Playgrounds, Parks and Plazas

Key

ft = feet

min = minimum

max = maximum

## B. Design Recommendations for Open Space

### OPEN SPACE GUIDANCE

In response to the activity along the corridor, there are two general types of open space that occur, depending upon location and purpose. The following recommendations apply:

#### A. Public Open Space

These spaces are for use by the general public as well as on-site residents and employees. These spaces are typically adjacent to and accessible from International Boulevard or a side street. While used by the general public, these spaces are not necessarily owned or maintained by the City and require support from private or non-profit sources. This type of open space is provided in four main formats: paseos, courtyards, playgrounds, and parks / plazas. Each is described at right. Any of these spaces may be used when a massing break is required.

- **Access:** Directly from street and from adjacent buildings; secondary access from adjacent lots and/or rear;
- **Security:** Fencing connected to adjacent building(s) that is lockable; lighting that provides sufficient visibility and maintains compatibility with adjacent neighbors, stores, restaurants, offices .

#### B. Private / Internal Open Space

These spaces are for use by the on-site residents and/or employees. Typically, these spaces are accessed by private internal walkways as well as directly from on-site dwellings. These spaces are owned and maintained by private sources. This type of open space is provided in three main formats: paseos, playgrounds, and parks / plazas. Each is described at right. Any of these spaces may be used when a massing break is required.

- **Access:** Directly from on-site dwelling units or commercial suites;
- **Security:** Fencing connected to adjacent building(s) that is lockable; lighting that provides sufficient visibility and maintains compatibility with adjacent neighbors and/or offices.

### PASEO



Paseo



Courtyard

**Paseos** are spaces that are narrower than they are wide because they provide access from one location such as a street to another space such as a park, plaza, playground, courtyard or to a building. Paseos are shaped by active ground floors that have dwellings (as allowed), civic, office or commercial uses.

**Courtyards** are similar to paseos but are rectangular or square in shape and unlike a paseo, may only have one entry

#### Paseos

Paseos are appropriate anywhere along the corridor per the following recommendations:

Paseo	Adjacent Building Stories		
	1 to 2	3 to 4	4 +
Min width	12 ft	15 ft	20 ft
Max length without a massing break	50 ft	75 ft	100 ft
Max length if covered	40 ft	40 ft	40 ft

#### Courtyards

Courtyards are appropriate adjacent to International Boulevard and/or within sites per the following recommendations:

Courtyard	Stories		
	1 to 2	3 to 4	4+
Min width	15 ft	25 ft	35 ft
Max length in any direction	35 ft	65 ft	100 ft
Max grd flr units on court	1/20 linear ft	1/25 linear ft	1/30 linear ft

## PLAYGROUND



Playground



Playground

**Playgrounds** are spaces that provide focused and secure areas for recreation by a wide variety of ages but primarily for younger children. These spaces are not necessarily large and tend to have equipment such as swings, slides, ‘monkey bars’, and sand boxes while leaving sufficient room for people to sit and enjoy the space. Very large playgrounds can include areas for sports such as basketball, tennis, and handball.

### Playgrounds

Playgrounds are appropriate anywhere along the corridor per the following recommendations:

Playground	Adjacent Building Stories	
	1 to 2	3 +
Min width	35 ft	50 ft
Min length	50 ft	75 ft

## PARK / PLAZA



Park



Plaza

**Parks** are the largest of the open space types along the corridor and consist of more green space than hardscape. These spaces tend to be free of fixed equipment and focus on providing open areas for running, walking or just enjoying the space.

**Plazas** are similar to parks but are characterized by primarily hardscape, as they tend to fit best near office, commercial and retail ground floors as places to gather.

### Parks

Parks are appropriate anywhere along the corridor per the following recommendations:

Park	Adjacent Building Stories		
	1 to 2	3 to 4	4 +
Min street frontage (can be sum of two streets for corner sites)	100 ft	150 ft	200 ft
Min depth from street	75 ft	150 ft	150 ft

### Plazas

Plazas are appropriate adjacent to International Boulevard and/or within sites per the following recommendations:

Plaza	Adjacent Building Stories		
	1 to 2	3 to 4	4 +
Min street frontage (can be sum of two streets for corner sites)	75 ft	100 ft	150 ft
Min depth from street	50 ft	75 ft	100 ft

# DESIGN RECOMMENDATIONS - 6

## 6. LAND USE



Shopping, restaurants, services and offices activate ground floors, especially at street intersections.

### A. Intent and Policy Statement:

Enable commercial, service and civic activities as well as a variety of housing choices that leverage the presence of transit and walkable neighborhoods. Within TOD catalyst areas, a wider and more intense range of uses is generally appropriate.



Land use activity is primarily pedestrian-oriented with certain areas committed to more vehicular-oriented uses.



Ground floor housing occurs away from street intersections and with the appropriate frontage design for compatibility with the intended physical context.





Land use activity ranges from retail, restaurant, office, civic, service commercial and personal services. Street corners are best for retail, restaurant and civic activity.



Shopping, restaurants, services and offices activate ground floors, especially at street intersections. Lodging occurs while providing active ground floors to maintain the continuity of the streetscape.

## 6 LAND USE

**Design Recommendations:** The following page identifies recommendations for the following topics:

- Compatible Land Uses along and near International Boulevard
- Compatible Land Uses within large sites
- Compatible Land Uses along and near neighborhoods

### Key

ft = feet

min = minimum

max = maximum

## B. Design Recommendations for Land Use

INDIVIDUAL SITE < 150 FT OF FRONTAGE



SHALLOW SITE < 150 FT OF DEPTH



In response to the variety of site types along the corridor, the following recommendations apply and are further illustrated in the above diagrams on pages 6-42 and 6-43:

Compatible Land Uses by Location	Along International Boulevard
<b>Ground Floor</b>	
<b>Within 50 ft of Corner or street-adjacent open space</b>	Unless identified otherwise on the Catalyst Area Map, these locations have the most intense and active commercial, retail, and civic uses. In such locations, these uses may also be arranged to front a plaza. Residential is generally not compatible.
<b>Not within 50 ft of Corner or street-adjacent open space</b>	Unless identified otherwise on the Catalyst Area Map, over time these locations support commercial, retail and civic uses. Residential may be compatible if allowed by zoning and within the 'frontage' recommendations.
<b>Upper Floors</b>	
<b>Within 50 ft of International Blvd</b>	These locations have the most intense and active office, civic, service commercial, and residential uses.
<b>Not within 50 ft of International Blvd</b>	Office, civic, service commercial, residential are all compatible uses.
<b>Within 100 ft of rear boundary /neighborhood</b>	Residential may be compatible if allowed by zoning and within the 'frontage' recommendations; Office, civic, and service commercial, may not be compatible uses.

**LARGE SITE < 400 FT OF DEPTH**



**DEEP SITE > 400 FT OF DEPTH/LENGTH**



Along Side Street or Interior Open Space	Additional Notes
<p>Unless identified otherwise on the Catalyst Area Map, these locations have the most intense and active commercial, retail, live-work and civic uses. In such locations, these uses may also be arranged to front a plaza. Residential is not compatible;</p>	
<p>Unless identified otherwise on the Catalyst Area Map, over time these locations support commercial, retail and civic uses. Residential is compatible if within the 'frontage' guidelines.</p>	
<p>These locations have the most intense and active office, civic, service commercial, and residential uses;</p>	
<p>Office, civic, service commercial, residential are all compatible uses;</p>	
<p>Residential may be compatible if allowed by zoning and within the 'frontage' recommendations; Office, civic, and service commercial, may not be compatible uses;</p>	

# C.P.T.E.D PRINCIPLES

Principle	Description
<b>1</b> <b>Natural Surveillance</b>	<p>“See and be seen” is the overall goal when it comes to CPTED and natural surveillance. A person is less likely to commit a crime if they think someone will see them do it. Lighting and landscape play an important role in Crime Prevention Through Environmental Design.</p>
<b>2</b> <b>Natural Access Control</b>	<p>Natural Access Control is more than a high block wall topped with barbed wire. Crime Prevention Through Environmental Design or CPTED utilizes the use of walkways, fences, lighting, signage and landscape to clearly guide people and vehicles to and from the proper entrances. The goal with this CPTED principle is not necessarily to keep intruders out, but to direct the flow of people while decreasing the opportunity for crime.</p>

Principle		Description
3	<b>Territorial Reinforcement</b>	Creating or extending a “sphere of influence” by utilizing physical designs such as pavement treatments, landscaping and signage that enable users of an area to develop a sense of proprietorship over it is the goal of this CPTED principle. Public areas are clearly distinguished from private ones. Potential trespassers perceive this control and are thereby discouraged.
4	<b>Maintenance</b>	CPTED and the “Broken Window Theory” suggests that one “broken window” or nuisance, if allowed to exist, will lead to others and ultimately to the decline of an entire neighborhood. Neglected and poorly maintained properties are breeding grounds for criminal activity. We will work with you to develop a formal CPTED based maintenance plan to help you preserve your property value and make it a safer place.

# T.O.D. STRATEGIES RELATED TO RECOMMENDATIONS

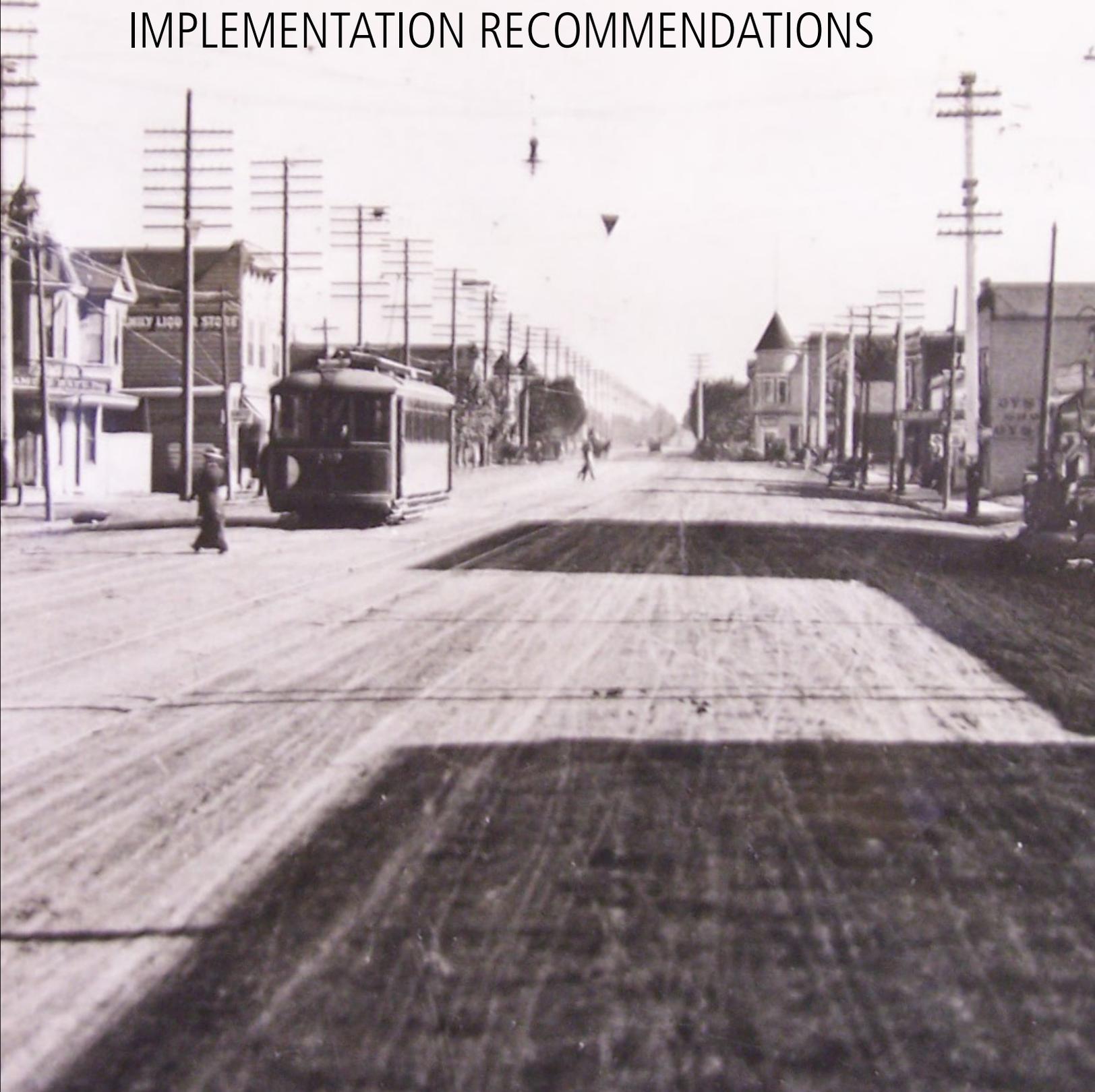
Strategies		Block Structure, Walkable Streets, Building Location	Site Access: Pedestrian, Vehicular, Parking, Service	Building Organization: Massing, Scale and Volume
1	<b>Provide transit-oriented residential intensities and mix of uses</b>	More riders support BRT and leverage its value	Reduced parking ratios make higher residential intensities feasible	With varied massing, high residential densities can fit into neighborhood fabric
2	<b>Optimize development at and near BRT stations</b>	Build on the value created by BRT investment	Pedestrian access from front-ages delivers riders	
3	<b>Design buildings to provide “eyes on the street”, and on other open spaces</b>	Windows and entries should face the street	Pedestrian entries at front keep sidewalks active and secure	More dwellings on International provides more eyeballs for security
4	<b>Locate buildings at or near the sidewalk, with active ground floor front-ages</b>	This shapes and secures the street for pedestrians	Pedestrians in front, parking in back	
5	<b>Focus retail and services within walking distance of catalyst areas</b>	More residents and commuters need (and can support) more services	Walkable streets and convenient, tucked-away parking support retail	
6	<b>Design buildings to be good neighbors while shaping the corridor</b>	Set back from neighbors, push up to the street	Parking at rear should be screened from neighbors	House-scale massing near neighbors and corridor-scale massing on International
7	<b>Provide a variety of housing opportunities along the corridor</b>	Equitable housing choices leverage value of BRT		Varied massing support varied housing types
8	<b>Integrate the public realm streetscape with the adjacent building ground floors</b>	Street trees, curbside parking and active frontages make walkable streets	Keep services at the rear so that buildings can connect nicely to the streetscape	
9	<b>Integrate adjacent/surrounding historic building scale into new development</b>	The corridor inherited a good block structure, which should not be replaced with “super-block redevelopment”	Historic building pattern has pedestrian entries to individual units as well as lobbies	Buildings adjacent to historic structures can be massed at a compatible scale
10	<b>Provide convenient and inviting pedestrian access from the neighborhoods to the corridor</b>	Small blocks and pedestrian-oriented frontages make safe places		
11	<b>Minimize vehicular site access from International Boulevard</b>	The corridor is prioritized for transit; sidewalks should be prioritized for pedestrians	Parking access should be taken from side streets, not International.	
12	<b>Improve the visual character and pedestrian quality of buildings along International Boulevard</b>	Watch building size to not get too large and keep ground floors active	Minimize intrusions to streetscape on corridor and balance with pedestrian access	Building sizes are larger closer to International Boulevard and smaller closer to neighborhoods

	<b>Lot and Building Frontage Design</b>	<b>Open Space: Public, semi-public, semi-private and private</b>	<b>Land Use: Flexible, Varied and Mixed</b>	<b>Notes</b>
		On-site open spaces make higher housing densities habitable and valuable	Residential intensities should generally decrease with distance from the corridor	
	Active frontages create safe public spaces	All shared open spaces, whether public or private, should be visible from multiple premises	Transit-oriented commercial and residential uses are oriented to the street for convenience and safety.	
	Frontages must be designed to create activity			
	Consistent “retail-ready” frontages at retail catalyst sites		Mixing retail and services along the corridor reduced travel demand and saves residents time.	
	Frontages establish, and respond to, the residential or retail character of each block		Commercial uses generally belong on International, with residential uses near neighbors.	
	Appropriate frontage design can create valuable residential addresses even on International Boulevard	Semi-public and semi-private courts and gardens create more “frontages” within lots for safe, valuable housing	Mixed housing types encourage diversity by age, household size and income.	
	Frontages are the “seam” that connect the streetscape to the buildings			
	Historic retail shopfronts and residential porches and courts are the basis of recommended frontage designs			
	Frontages on side streets transition from “retail-ready” to residential as one moves away from International Blvd	Privately owned but publicly accessible paseos, plazas and greens can connect residents to the corridor.		
	Frontages on International should not be broken by driveways except where absolutely necessary		With uses mixed within a resident’s walking distance, the need to drive is reduced.	
	Avoid long individual buildings and apply massing breaks	Coordinated ground floor activity keeps open space appealing	Transparency along the ground floor is critical for success and appeal of the streetscape	



# 7

## IMPLEMENTATION RECOMMENDATIONS





# Implementation Recommendations

## INTRODUCTION

This chapter ties together the vision, guiding principles, sub-area plans, and design guidance found in the previous sections of the International Boulevard TOD Plan. It includes 15 recommendations for International Boulevard, each of which has several specific implementation actions associated with it. These 15 recommendations and implementation actions are organized into a matrix that fills the majority of this chapter. The goal of these 15 recommendations is to reduce the barriers to transit-oriented development along the International Boulevard Corridor. These barriers include crime, the economy, the availability and suitable land for development, and the investment practices of development companies and retail establishments.

The 15 recommendations are:

- Focus development activity and resources to TOD Catalyst Areas.
- Commit to providing a significant increase in public resources to address criminal activity.
- Take steps to improve the physical appearance of the International Boulevard corridor.
- Improve the pedestrian environment to support transit use and public safety.
- Make TOD standards and requirements clear.
- Streamline the environmental review process for TOD projects.
- Improve transit facilities along the International Boulevard corridor.
- Improve the bicycle network.
- Create a comprehensive approach to parking.
- Manage private motor vehicle traffic.
- Build partnerships with community-based organizations and other agencies to improve the International Boulevard corridor.
- Provide opportunities for jobs, job training and economic advancement.

- Recruit and promote new retail uses and appropriate community facilities and services to locations along the corridor.
- Increase availability of and access to healthy, affordable food, and reduce the prevalence of unhealthy options such as fast food and liquor, for the communities along International Boulevard.
- Celebrate International Boulevard’s history, ethnicity and culture.

In the matrix that follows, each implementation action includes the following information:

- **Description** – A description of the implementation action.
- **Timeframe** – A broad timeframe within the action should be implemented. The timeframes are as follows:
  - Immediate – within 1 year of adoption of the plan
  - Short – within 2-5 years of adoption of the plan
  - Medium – between approximately 6 and 10 years of adoption of the plan
  - Long –10+ years after adoption of the plan
  - Ongoing – actions starting now and continuing into the future
- **Relative Cost** – The relative cost of each action. Please note that these cost estimates are qualitative and that no quantitative, statistically valid cost estimating was completed for the project. This information is based on the best professional judgment of City staff and the consultant team. The following are the symbols representing relative cost:
  - \$ = low cost compared to other implementation actions. Examples include implementing an ordinance, modifications to a code, or basic studies.
  - \$\$ = medium cost relative to other implementation actions. Examples include detailed studies and reports, such as Specific Plans.
  - \$\$\$ = high cost relative to other implementation actions. Examples included subsidies for development projects or constructing new facilities.
- **Responsibility** – An identification of the agency or department responsible for implementing the action.
- **Location on Corridor** – Clarification of whether the action is focused on one of the TOD Catalyst Areas, or along the entire corridor.

# MENU OF IMPLEMENTATION OPTIONS

The Implementation Table incorporates the wide range of actions delineated in the Sub Area Plans and in so doing, contains some actions that are beyond the City of Oakland’s financial or personnel resources, or jurisdiction, to implement. As an overarching strategy this Plan recommends that wherever appropriate public-private partnerships between the City and development entities, corporations, non-profit organizations and community associations, inter-agency agreements between local and regional governmental organizations, and other multifaceted coordination approaches be used in implementing these Plans.

## Recommendation #1: Focus development activity and resources to TOD Catalyst Areas.

At the core of the recommendations for the International Boulevard TOD Plan is the proposal to focus initial resources on a limited number of areas. This will enable these areas to be stabilized and improved and the positive impacts of this change will spread to other areas along the corridor. More specifically, the City can focus a variety of resources on the TOD Catalyst Areas to help ensure success by:

- Coordinating with AC Transit to improve transit service along International Boulevard through safety programs and improved bus stops.
- Funding façade and site improvement programs through redevelopment in the catalyst areas.
- Directing development subsidies to projects sited in the catalyst areas.
- Support retail and commercial uses in the designated priority areas by providing financial and technical assistance to businesses in the catalyst areas.
- Directing financial and staff resources to stimulate development in the catalyst areas.

In addition, many TOD projects also include a large residential component and increasing housing opportunities, especially affordable housing, is a major objective for the corridor. Encouraging affordable housing development along International Boulevard satisfies two major goals of the TOD Plan: (1) it activates the corridor by generating new transit ridership and (2) it accommodates new households with incomes similar to current area residents. In Oakland, affordable housing is generally subsidized with local resources after all available non-local subsidy sources are exhausted. The primary local source is the tax increment funded Housing Set Aside (HAS) Fund, which on average contributes \$143,000 per affordable unit citywide. Although by policy HAS funds are allocated on a competitive basis and are not reserved for particular geographic areas, there is a proposed policy to provide a competitive advantage to developments located in priority development areas such as designated TOD areas.,

Affordable housing on the corridor should provide a broad range of housing opportunities, and in particular should include a strong proportion of units sized for larger families, consistent with the larger household size typical in adjacent neighborhoods. It should be noted that the desire for more affordable housing varies along the corridor and City efforts should reflect this. For instance, in the San Antonio subarea there is a desire to construct more affordable housing, particularly for housing that accommodates large families; whereas in the Elmhurst and Hegenberger subareas, community representatives expressed a concern that additional affordable housing will result in concentrations of poverty. Generally the overall strategy for housing is to ensure that in the future there is a mix of affordable and market rate housing and a diversity of housing unit types that serve both smaller households and larger families.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Implement sub-area plans	Take the necessary steps to study and then implement the sub-area plans described in Chapter 5 of this report.	Ongoing	\$\$\$	City, private developers, citizens and non-profit organizations		X
Create TOD Catalyst Area Policy	Create a policy to focus existing programs and resources in TOD Catalyst Areas.	Immediate	\$	City	X	
Expand funding for	As new funding becomes available, the City’s Redevelopment and Economic Development Divisions should	Medium	\$\$\$	Redevelopment Agency	X	

Redevelopment Agency Programs	expand funding for their programs that assist with new development in the TOD Catalyst Areas. Among the programs where additional funds should be supplemented are: infill incentive grants, tenant improvement grants, façade improvement grants, and neighborhood project improvement grants.					
Target Affordable Housing Funds	Target affordable housing funds to projects in TOD Catalyst Areas.	Ongoing	\$\$\$	City	X	
Acquire vacant properties and underutilized buildings in TOD catalyst areas	There is a significant amount of vacant land and buildings along the corridor and in the TOD Catalyst Areas that can be a starting point in the process of assembling sites for larger-scale TOD projects. Acquiring these properties early on while real estate prices are depressed and before intense speculation occurs can raise prices and will save time and money in the future. Key activities related to land acquisition include: <ul style="list-style-type: none"> <li>• Make arrangements for one or more funding sources for land acquisition that can be used to secure properties as they become available on the open market.</li> <li>• Compile an inventory of real estate in the corridor to identify properties currently owned by public agencies.</li> <li>• Determine which of these properties will contribute to TOD initiatives and ensure that they will be made available when needed for redevelopment.</li> </ul>	Ongoing	\$\$\$	City, Redevelopment Agency	X	
Develop a “blighted building target list”	Through field assessments, aerial photography, and community knowledge, create a blighted building target list as a spatial layer in Oakland’s GIS system. The City should prioritize these buildings for façade and structural improvement programs, especially where clusters of many blighted buildings exist and/or where they are in TOD Catalyst Areas.	Short	\$	City, Redevelopment Agency		X
Identify contaminated sites and pursue funding for environmental remediation	Environmental contamination from past uses on a site can be a significant barrier to redevelopment. To spark the revitalization of the TOD Catalyst Areas the City should work with environmental regulatory bodies to identify sites that have potential environmental contamination. Providing accurate information on the potential levels of contamination can assist with development efforts. Once this information is available, the City and/or Redevelopment Agency should pursue outside funding to remediate these sites to clear the way for development..	Medium	\$\$	City, Redevelopment Agency	X	
Focus affordable housing funds	Focus affordable housing funds to TOD Catalyst Areas.	Immediate	\$\$\$	City	X	
Prioritize TOD projects that have transit-supportive characteristics	Grant local affordable housing funding priority to projects that include ground floor commercial in retail priority zones, space to accommodate anchor tenants, security-oriented design, and units that accommodate large families.	Immediate	\$	City		X
Assemble key catalyst sites	Assemble key catalyst sites along the corridor and solicit proposals by housing and mixed-use developers.	Ongoing	\$\$\$	City, Redevelopment Agency		X

Infrastructure Study	Prepare a study that identifies any deficiencies in the corridor's infrastructure, especially the sewer, water, and electrical systems. The study should prioritize the necessary improvements. Seek funding to upgrade weaknesses in infrastructure systems. System upgrades should be coordinated to occur at the same time as the construction of the BRT system.	Short	\$\$	City, Redevelopment Agency		X
Target business assistance programs	Target and actively market existing business assistance programs to the TOD Catalyst Areas.	Ongoing	\$	City	X	

**Recommendation #2: Commit to providing a significant increase in public resources to address criminal activity.**

Problems with drugs and crime, including theft for drug money, were cited repeatedly as concerns of the community and impediments to new development initiatives along the International Boulevard corridor. Drugs and crime – and the negative perception of the area that they cause – are major deterrents to redeveloping the corridor and it is critical that these issues be addressed. The City should identify and implement strategies that can be used in the corridor to combat problems with drugs and crime. Several specific actions include:

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Work with residents and community-based organizations to step up enforcement of the City's "Deemed Approved" ordinance.	Work with residents and community-based organizations to enhance enforcement of the City's "Deemed Approved" ordinance for liquor stores. Establishments that are not complying with the City's requirements to uphold performance standards, including not endangering public health or safety and not encouraging nuisance activities (public drunkenness, illegal drug activity, excessive littering, loitering, graffiti, etc.) should be subject to penalties. Additionally the City should review the legitimacy of existing licenses as well as their compliance with selling to persons less than 21 years of age.	Ongoing	\$\$	City		X
Strengthen zoning regulations and policies to address liquor stores	In order to address the number and concentration of liquor stores along and near International Boulevard and the crime and blight associated with these stores, the City should explore new additional zoning regulations and policies. Policies and regulations should address prohibiting new liquor stores, de-concentrating liquor stores and enforcement of existing and new regulations. As a first step in this process, the City should partner with local organizations to catalogue existing liquor stores within ½ mile of International Boulevard, review new liquor store licenses in the City over the past 10 years and hold community forums to discuss issues and solutions.	Immediate	\$	City		X
Corner store conversion program	To address crime issues associated with liquor stores, the City and local organizations should work together to create a liquor store to corner store conversion program. This program will try to change the businesses	Immediate	\$	City, non-profit organizations		X

	practices of liquor stores so that the stores sell a higher percentage of healthy foods and less liquor and alcohol.					
Establish police substations	Establish a series of police sub-stations along the International Boulevard corridor with the goal of having 1 sub-station in each sub-area.	Long	\$\$\$	City		X
Create a safety ambassador program	Create a program where safety ambassadors would patrol the corridor and especially within the TOD Catalyst Areas, on foot and on bicycles, act as extra eyes and ears for the police, build relationships with local businesses, and act as a positive presence in the community.	Medium	\$\$	Local Business Improvement District(s) or Community Benefit District(s), City		X
Create an education and outreach campaign	Working with the Neighborhood Crime Prevention Councils and other bodies, increase communication of information about crime locations along the corridor to community groups, citizens, and enhance communications between police officers, residents of the community and business representatives about incidents of crime.	Ongoing	\$	City, non-profit organizations		X
Install security cameras	Install and monitor cameras at key intersections and other locations as a security measure/crime deterrent. The cameras should initially be located in the TOD Catalyst Areas and in existing pedestrian-oriented retail areas.	Short	\$	City, Redevelopment Agency	X	
Increase the number and presence of police officers along International Boulevard	Provide an increased police presence while the TOD Catalyst Areas are being stabilized and before significant private investment occurs. Consider foot and bicycle patrols in these areas.	Ongoing	\$\$\$	City	X	
Continue and strengthen the CPTED program for review of development projects along International Boulevard	The City should continue to provide information and training on Crime Prevention Through Environmental Design (CPTED) principles to Planning Department staff who review proposed development or property rehabilitation projects. All new projects along or near the International Boulevard Study Area should undergo CPTED review. The Planning Department should also continue to partner with the Police Department to strengthen the CPTED program.	Ongoing	\$	City		X
Increase street lighting to improve public safety	Coordinate improved street lighting with the streetscape improvements and BRT construction. The street lighting should be pedestrian-scale and designed to minimize shadows in public areas.	Medium	\$\$	City, Redevelopment Agency		X
Create hotel minimum one night stay ordinance	Create an ordinance that requires minimum one night stays in hotels and motels along and within ¼ mile of International Boulevard. Enforce this ordinance with regular police sting operations.	Immediate	\$	City, Redevelopment Agency		X
Add resources to address prostitution	Undertake a study to identify specific programs and resources that can be used to address the prostitution issue along International Boulevard, as addressing this issue is necessary to encourage TOD and other private investment along the International Boulevard corridor.	Short	\$	City, Redevelopment Agency, non-profit social service organizations		X

### Recommendation #3: Improve the physical appearance of the International Boulevard corridor.

The presence of trash and debris, graffiti, dilapidated properties and vacant buildings along International Boulevard is a barrier to investment in the community. The identification of adequate funding for cleaning and maintenance of public areas and improved trash removal is a priority. Additionally, these actions should be undertaken with a strong consideration towards improving the level of security along the corridor. Improving the physical appearance of the corridor would improve the pedestrian environment and help increase pedestrian activity. This would result in an overall improvement in the perception of safety. Additionally, investing in streetscape improvements helps convey the City's commitment to, and confidence in, the successful redevelopment of the area. Enhancing the perception of the safety, beginning with the TOD Catalyst areas, will help revitalize the entire corridor.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Expand the Redevelopment Agency's façade improvement program	Expand the façade improvement program and focus in the TOD Catalyst Areas. Prioritize the types of improvements that meet the vision of transit-supportive places when awarding funding through with the façade improvement program.	Short	\$\$	Redevelopment Agency	X	
Make streetscape improvements in TOD Catalyst Areas	Resume previous efforts to install streetscape improvements along International Boulevard, starting with the TOD Catalyst Areas. Examples of specific improvements include additional street lighting, street trees and other landscaping, improved signage and new entryway signs that showcase the different sub-areas of the corridor. A sample strategy could be to: <ul style="list-style-type: none"> <li>1) Work with AC Transit to identify and approve physical streetscape improvements that support BRT. Reference AC Transit's "Designing with Transit" handbook in planning and designing streetscape changes.</li> <li>2) Develop a more detailed streetscape improvement plan that includes street trees, pedestrian amenities and other improvements not included in the BRT plan. Native and drought-resistant plants should be used wherever feasible.</li> <li>3) Coordinate all streetscape improvements with the construction of the BRT system.</li> </ul>	Medium	\$\$\$	City, Redevelopment Agency	X	X
Expand graffiti abatement	Expand funding and activity of graffiti abatement programs to remove graffiti as soon as it appears. Develop strategies to prevent graffiti from occurring including use of landscaping and murals, both of which are less likely to have graffiti.	Medium	\$\$	City		X
Clean streets and sidewalks regularly	As funding becomes available, conduct regular sidewalk and street cleaning with a focus on the existing pedestrian-oriented retail areas and the TOD Catalyst Areas.	Medium	\$\$	City, Redevelopment Agency	X	X
Create a "Clean Community" Education Program	Create a multi-lingual, multi-pronged education program that encourages businesses and residents to place trash in sealed containers only on the day of trash collection. Educational strategies could include door-to-door canvassing, a newsletter, and/or letters and actions coordinated through the local schools, community	Short	\$	City, non-profit organizations		X

	organizations, and religious institutions.					
Remove billboards	Expand efforts to reduce the number of billboards along International Boulevard, especially in areas with high pedestrian volumes such as the core of the commercial district.	Ongoing	\$\$	City, Redevelopment Agency		X
Add code enforcement staff and create a proactive code enforcement program	Create a proactive code enforcement program that closely monitors the International Boulevard area for code violations. Initial steps should target businesses along the corridor and track down absentee land property owners to ensure code violations are corrected.	Ongoing	\$\$\$	City		X
Provide low-cost loans for mitigating code violations	Create a low-cost loan program that provides assistance to property owners in the International Boulevard areas with the affordable resources to bring their properties in compliance with local codes and regulations.	Medium	\$\$\$	Redevelopment Agency		X

**Recommendation #4: Improve the pedestrian environment to support transit use and public safety.**

It is important to maintain ease of access and a pleasant, safe route between a person's home or work and the corridor for the success of transit, businesses, and the corridor as a whole. Maintaining continuous sidewalks, street trees for shade, lighting, and traffic-calming features all play important roles in creating pleasant, effective pedestrian access from neighborhoods. Essentially, if a person does not feel comfortable walking or bicycling (which is key link to transit) they will use their automobile and demand for transit will fail. Conversely, when walking or bicycling to transit is pleasant and easy, using transit is perceived to be easier. Improving the pedestrian environment also has a secondary effect of improving public safety and perceptions of public safety. One very effective way to deter crime and increase the feeling of safety of an area is to increase the passive surveillance that occurs through pedestrians' "eyes on the street." When an area is active or perceived to be under watch, criminal activity is effectively prevented through the fear of getting caught. Recommendations below would improve the pedestrian environment and in turn, improve the environment for transit and transit-oriented development.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Prepare sidewalk width guidelines	Adopt minimum guidelines for sidewalk width on International Boulevard (recommended 13 feet minimum), and require widening where feasible as a condition of development.	Short	\$	City		X
Enhance pedestrian crossings	Provide enhanced pedestrian crossings at least every 600 feet along International Boulevard through the inclusion of pedestrian median refuges at unsignalized intersections and adding signalization at dangerous intersections. More detailed information on specific locations for enhanced pedestrian crossings can be found in Appendix A.	Ongoing	\$\$	City, Redevelopment Agency		X
Study and improve traffic signalization for pedestrian activity	Review and revise the City's traffic signal warrants to better evaluate where additional signals are needed and implement new traffic signals along the corridor. More detailed information on specific locations for potential new traffic signals can be found in Appendix A.	Medium	\$\$	City		X
Improve wheelchair ramps	Replace substandard wheelchair ramps and add new ones where necessary.	Ongoing	\$\$	City, Redevelopment Agency		X

**Recommendation #5: Clarify TOD standards and requirements.**

TOD projects are a relatively new development pattern and not one familiar to all developers. This learning curve presents a barrier to implementation of TOD projects along the corridor. The City can help mitigate this challenge by developing clear and understandable development standards and requirements. Especially clear standards will help articulate the City’s desires, making it easier for developers to plan, design, and propose appropriate new projects. Removing ambiguity in the development standards will help ensure that the City realizes projects that help improve the corridor.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Implement design guidelines	The City should augment its current efforts of implementing design guidelines that enable transit-oriented-development projects. Specific recommendations that should be included in design guidelines can be found in Chapter 6 of this plan.	Short	\$	City		X
General Plan amendments and zoning code revisions for limited industrial areas	The City should consider amending the General Plan land use designation(s) and zoning for the industrial areas currently zoned CIX-2 located between approximately International Boulevard, I-880, 14 <sup>th</sup> Avenue and 26 <sup>th</sup> Avenue. Allowing these areas to convert from the current industrial and heavy commercial uses to a lower-impact mix of housing and businesses would help to remove a significant barrier to redevelopment of adjacent parcels along International Boulevard.	Immediate	\$	City	X	X

**Recommendation #6: Streamline the environmental review process for TOD projects.**

The development review process can be a risky, cumbersome, and trying process for any real estate development activity in any California community. Generally, the development review process is intended to ensure that development does not threaten public safety, health, and welfare. The California Environmental Quality Act (CEQA) adds another layer of formal review to ensure that development does not significantly impact the environment. In fact, environmental review under CEQA affects transit-oriented development projects due to the time and expense associated with the environmental review process. However, Senate Bill (SB) 375 (2008) offers a number of opportunities to streamline the environmental review requirements for transit-oriented development (or, as SB 375 calls them, Transit Priority) projects, increasing the viability and potential success of the International Boulevard TOD Plan. Capitalizing on new CEQA streamlining, such as that provided by SB 375 presents a valuable opportunity and barrier reduction for new TOD projects.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Participate in the creation of a regional Sustainable Community Strategy under SB375	The City should participate with regional agencies and other local governments in the Bay Area in the formulation of a Sustainable Community Strategy (SCS), as provided for in SB 375. Once the SCS is adopted, proposed development projects that are consistent with the SCS (e.g., the transit-oriented developments along a major transit corridor such as International Boulevard) would be eligible for exemptions and/or streamlined review under CEQA. Consider creating a master EIR or one or more specific plans for the TOD Catalyst Areas that will enable proposed development projects to avoid certain	Short	\$\$	City, Redevelopment Agency	X	X

	aspects of the CEQA process.					
Environmental review documents	To further streamline the CEQA review process for development in the project area consistent with the recommendations in this plan, prepare and certify an Environmental Impact Report (EIR) for the International Boulevard TOD Plan. This would avoid the need for project-specific EIRs for individual development proposals that are consistent with the vision and strategies of the Plan.	Short	\$\$	City	X	

**Recommendation #7: Improve transit facilities along the International Boulevard corridor.**

A major component of the success of the TOD Catalyst Areas and the corridor as a whole will be the quality of alternative transportation systems that serve the corridor. Improvements to the existing systems are needed, as well as new infrastructure. The BRT project represents the primary transit improvement expected in this area over the foreseeable future. Building the BRT system would help the corridor realize improved access and a more efficient, improved transportation system. In turn, improved access can stimulate new development, improve commercial activity, and improve the quality of life of the area residents. While BRT represents a major increase in transit frequency, speed, and reliability in this corridor, the following recommendations are designed to enhance the BRT and to work with virtually any configuration of enhanced transit on International Boulevard.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Urban design for transit	Update street standards to ensure that street improvements are consistent with AC Transit's <i>Designing with Transit</i> design manual.	Short	\$	City		X
Improve bus stops at cross-transit connections	The BRT preferred alternative would add high-quality bus stops at regular intervals (of about one-third of a mile) on International Boulevard, and would remove existing local bus stops. Stops along International Boulevard, then, would not be in need of improvement following implementation of the plan. However, many other local bus stops (serving "cross-town" bus routes) would remain on connecting streets, including stops at which important connections can be made between International Boulevard bus service and other major AC Transit lines. To the extent the connecting stops currently lack such amenities, these stops should be improved to provide shelters, highly visible signage, map and schedule information in all necessary languages, and adequate lighting.	Medium	\$	AC Transit, City		X

### Recommendation #8: Improve the bicycle network.

Just as an inviting pedestrian environment is necessary to attract transit-oriented development, a complete and safe bicycle network is also a key ingredient of TOD. For people to use their bicycles to connect their trips to transit stops, an area must have adequate bicycle infrastructure and present a safe and pleasant environment in which to ride. In the case of International Boulevard, which exhibits a disproportionately high number of bicycle-related traffic accidents, this is an especially important concern. As with motorized vehicles, bicyclists need safe and available parking for their bicycles in order for bicycle use to be convenient and viable. The following recommendations present a number of actions the City can take to improve the bicycle network in the International Boulevard area.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Inventory and expand bicycle parking	Conduct an updated inventory of existing public bicycle parking in the corridor, and identify locations where parking should be added.	Short	\$	City		X
Implement the Bicycle Master Plan, with a particular emphasis on identifying funds to create the bicycle boulevards envisioned by the plan	Implement the proposed bikeway network around the International Boulevard Study Area. Since the proposed BRT plan will provide bicycle lanes on those segments of International Boulevard with sufficient width, the highest priority should be to implement the proposed bicycle boulevard segments that would bring residents to International Boulevard from adjacent neighborhoods (via 4 <sup>th</sup> Avenue, 16 <sup>th</sup> Avenue, 55 <sup>th</sup> Avenue, 21 <sup>st</sup> /22 <sup>nd</sup> Avenue, 55 <sup>th</sup> Avenue, 85 <sup>th</sup> Avenue, and 94 <sup>th</sup> Avenue), as well as the proposed bicycle boulevard segments that provide a parallel route to International Boulevard for cyclists (via portions of East 19 <sup>th</sup> , East 21 <sup>st</sup> , Avenal, Arthur and Plymouth Streets).	Medium	\$\$\$	City		X

### Recommendation #9: Create a comprehensive approach to parking.

The implementation strategy for the TOD Plan focuses much of its attention on parking. Provision of the *right* amount of parking is essential to successful TOD, as too little parking can restrict access, while too much parking can increase motor vehicle traffic and negatively impact pedestrian, bicycle, and transit conditions. As currently proposed, the BRT preferred alternative would result in removal of about 37 percent of the on-street parking spaces along International Boulevard within the TOD Plan area. Nonetheless, in order to improve not just automobile access, but also delivery access to businesses, and to provide a “buffer” of parked cars to separate pedestrians on the sidewalk from adjacent vehicle traffic, a key element of these TOD Plan recommendations is to “add back” on-street parking at development opportunity sites along International Boulevard using recessed bays. The following recommendations will help realize the vision for International Boulevard and successful TOD Catalyst Areas through comprehensive, balanced parking management strategies.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Adopt off-street parking	To achieve a parking strategy in line with a TOD vision, consider adopting the S-15 off-street parking	Short	\$	City		X

regulations from the S-15 Transit Oriented Development zoning classification	regulations for the existing S-15 Transit Oriented Development Zone for the entire International Boulevard corridor. This would remove a minimum parking requirement for major commercial uses and reduce the minimum residential parking requirement. This should be completed as part of the comprehensive citywide zoning update.					
Prepare parking lot study	In order to encourage use of the S-15 provision allowing leasing of off-site parking in lieu of construction of new parking on-site, conduct an inventory of all existing off-street lots in the corridor, including location, supply, occupancy, ownership and potential for use by new developments. In particular, commercial parking lots that are open to the public but are underutilized should be identified, as owners of such lots might be especially willing to enter into lease arrangements for excess space.	Short	\$	City		X
Unbundle parking	Require, or create incentives to promote, the “unbundling” of residential parking spaces and dwelling units (in other words, allow parking spaces to be sold or leased separately from dwelling units). This should be completed as part of the comprehensive citywide zoning update.	Short	\$	City		X
Require and/or promote car share programs	Create a policy that requires large developments to include car share parking spaces in parking area. Incentivize smaller developments to include car share spaces as well.	Short	\$	City		X
Allow for the provision of new on-street parking to offset the loss of parking spaces associated with the BRT proposal.	Consider requiring AC Transit to provide additional on-street parking, where warranted and desirable, as a mitigation measure tied to construction of the BRT project; or alternatively, consider creating incentives for developers to provide additional on-street parking, where warranted and desirable, concurrent with the redevelopment of TOD Catalyst Areas. This can be achieved by relocating the existing curb line in selected areas to provide an 8-foot wide on-street parking lane.	Short	\$	City	X	
Develop on-street parking management plan	Develop and adopt on-street parking management strategies such as demand-based pricing, establishment of parking benefit districts, relaxation of time limits on metered spaces, and establishment of permit zones preventing “spillover” into adjacent residential neighborhoods, among other measures.	Short	\$	City		X
Construct public parking facilities for commercial development in some areas	Identify locations where the construction of public parking facilities is desirable to serve vibrant retail areas and TOD Catalyst Areas. Ideally the parking lots should be located on parcels immediately behind International Boulevard and should generally not be constructed within the same block as a BRT stop location. The facilities should be well-designed with attractive landscaping, appropriate lighting and adequate security measures. Such parking would be constructed to serve as a joint parking resource for all businesses and could also provide locations for “car share pods” along the corridor.	Medium	\$\$\$	Redevelopment Agency	X	X

### Recommendation #10: Manage private motor vehicle traffic.

In a transit- and pedestrian-oriented environment such as that envisioned by this plan, automobile access and circulation is not the highest priority for allocation of right-of-way space. However, auto and truck access and parking still remains important, as a large proportion of visitors to the corridor and virtually all of the goods delivered to the area will require street space for access and parking. It is important to maintain access and minimum traffic operations standards. One valuable strategy to balance automobile access and a safe, comfortable pedestrian environment is through traffic calming techniques which help reduce impacts of traffic on adjacent residential neighborhoods and the pedestrian environment. Traffic calming, in conjunction with the currently proposed BRT configuration and existing City traffic standards, is expected to result in a balanced traffic system along International Boulevard.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Implement residential traffic calming	To improve pedestrian safety, neighborhood livability, and access to retail and transit on International Boulevard, traffic calming measures should be implemented in adjacent residential neighborhoods. Improvements should focus on streets with high incidences of speeding and/or a history of collisions. Traffic calming measures might include (but would not be limited to): reductions in the number and width of traffic lanes (particularly on arterials), clearly marked bike and pedestrian zones, bulb outs, median islands, speed tables, traffic circles, neckdowns, center island narrowings, raised crosswalks, blinking crosswalks, raised intersections, realigned intersections, textured pavement, chokers (raised islands in a parking zone that narrow a roadway), signal timing to reduce traffic speeds, and tighter corner radii (a tighter radius forces drivers to reduce speed).	Medium	\$\$\$	City		X
Add signage and enforcement to prohibit commercial trucks from using 85th Avenue	Residents and businesses along International Boulevard near 85 <sup>th</sup> Avenue have expressed concerns related to pedestrian safety and air quality due to commercial trucks using 85 <sup>th</sup> Avenue as a truck route. The use of 85 <sup>th</sup> Avenue as a truck route is expected to worsen with BRT since turning movements from International Boulevard to nearby streets would be prohibited. To address this concern, the City should place signs at various locations along 85 <sup>th</sup> Avenue and at the intersections of 85 <sup>th</sup> Avenue with International Boulevard, San Leandro Street, and Bancroft Avenue to direct trucks away from 85th Avenue (e.g., using “No Trucks” (R5-2) signs <sup>1</sup> ). Signage should also be placed at the approaches to and along designated truck routes (e.g., using “Truck Route” (R14-1) signs <sup>2</sup> ) proposed for 73 <sup>rd</sup> and 98 <sup>th</sup> Avenues. In addition, the City should actively enforce laws against trucks using 85 <sup>th</sup> Avenue as a truck route.	Immediate	\$	City	X	
Study High Street/42 <sup>nd</sup>	Conduct a study of the intersections around International Boulevard, High Street, 42 <sup>nd</sup> Avenue and the	Medium	\$	City, Redevelopment Agency	X	

<sup>1</sup> State Of California, Business, Transportation And Housing Agency, Department Of Transportation; California Manual on Uniform Traffic Control Devices for Streets and Highways, Part 2 Signs, 2003, <http://www.dot.ca.gov/hq/traffops/signtech/mutcdsupp/pdf/camutcd2010/Part2.pdf>.

<sup>2</sup> State Of California, Business, Transportation And Housing Agency, Department Of Transportation; California Manual on Uniform Traffic Control Devices for Streets and Highways, Part 2 Signs, 2003, <http://www.dot.ca.gov/hq/traffops/signtech/mutcdsupp/pdf/camutcd2010/Part2.pdf>.

Avenue traffic flow configuration.	Interstate 880 on-ramp for possible roadway configurations. The study should focus on redirecting non-local traffic from High Street to 42 <sup>nd</sup> Avenue and making pedestrian-oriented improvements to High Street within the study area. A detailed discussion of possible configurations can be found in Appendix A.					
Study potential pedestrian improvements at the Hegenberger/73 <sup>rd</sup> Avenue intersection	<p>Conduct a study of the intersection of International Boulevard and 73<sup>rd</sup> Avenue/Hegenberger Avenue, with a focus on potential pedestrian improvements. Creating a more pedestrian-friendly environment at this major intersection will support increased transit use along International Boulevard and enhance connections between International Boulevard, the Coliseum BART Station and redevelopment activities near the Coliseum complex. Specific improvements that should be studied include:</p> <ul style="list-style-type: none"> <li>• Pedestrian refuges</li> <li>• Corner bulb-out sidewalk and bus stop extensions</li> <li>• Relocation of bus stops</li> <li>• Achieving sidewalk widening concurrent with new development projects</li> <li>• Adding sidewalks on Hegenberger</li> </ul>	Medium	\$	City, Redevelopment Agency	X	

**Recommendation #11: Build partnerships with community-based organizations and other agencies to improve the International Boulevard corridor.**

This recommendation addresses the need to build partnerships and capacity among community-based organizations, and also to enhance the City’s coordination with outside agencies. With respect to community-based organizations, for reinvestment activity to occur, there must be organizational capacity that can provide leadership, build consensus, raise funds, and manage the process. Because market forces may not be strong enough to entice the private sector to invest in desired community projects, an essential first step in the process is to enhance the development and administrative capacity of community-based organizations. The objective should be to enhance capacity overall of stakeholders in the corridor and to continue to support emergence of a leadership structure that can build coalitions and pursue the funding that is required for priority TOD projects. The City has already made progress towards institutionalizing this capacity building through its establishment of the Community Advisory Committee (CAC) for the International Boulevard TOD Plan.

Additionally, in most development projects there are typically multiple agencies that have jurisdiction and from which a project applicant must obtain approval. This regulatory process can result in slowing or preventing development by adding delays, ambiguity, and uncertainty to the approval process. The City can help reduce this barrier to development by improving communication and coordination both among various City departments and between the City and other agencies that have regulatory authority over projects along the International Boulevard corridor. The City has already initiated improved inter- and intra-agency coordination through the formation of a Technical Advisory Committee (TAC) for the TOD Plan. The TAC for this project was comprised of key City staff, the project consulting team, and staff from other public agencies including AC Transit, CalTrans, and the Association of Bay Area Governments. TransForm, the non-profit organization which assisted in securing the grant from CalTrans for this project, also participated in the TAC meetings. The TAC met several times to review and advise the project process and content, share knowledge of applicable concurrent planning activities or development projects, and to provide technical guidance and knowledge. This represents a notable opportunity for the City to continue sharing information across departments and agencies and should be continued.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Priority issue “Town Hall” forums	The most pressing issues identified by the community during the process are liquor stores and prostitution, as both are related to crime and criminal activity. As a first step in implementing the Plan, the City should organize a series of “town hall” style forms to discuss these issues. The forums should include information on the current status of each issue (e.g., the number of new liquor stores that have opened in the area), current laws and regulations and potential strategies and solution that have been used by the City of Oakland and/or other communities. The result of the forms should be action plans and community priorities for how the City can work with the community to address these pressing issues.	Immediate	\$	City		X
Ongoing Community Advisory Committee	To build capacity of community-based organizations and strengthen the City’s working relationships with the community, the City should continue to convene the International Boulevard Community Advisory Committee, potentially adding other stakeholders as needed, to ensure that the Plan’s implementation stays in line with community priorities and vision. The CAC should be expanded to include a variety of other citizens groups involved in the community, including members of the Oakland Neighborhood Crime Prevention Councils.	Ongoing	\$	City		X
Ongoing Technical Advisory Committee	To improve inter- and intra-agency coordination, continue to convene the International Boulevard Technical Advisory Committee to ensure creative, efficient, and successful revitalization of the corridor.	Ongoing	\$	City		X

	The IB TAC should meet, at a minimum, every other month.					
Youth/Young Adult Outreach Program	The youth and young adults are the future of the International Boulevard corridor and they should be engaged in the public decision-making process. To enable this, a public outreach and involvement program should be developed that is targeted at youth and young adults living in the community.	Ongoing	\$	City/ Community Organizations		X
Publicize organizations working along International Boulevard	Many community organizations are currently active in communities along International Boulevard. However, many residents may not know about the organizations and the organizations may have overlapping geographies and missions. To assist in these efforts, the City of Oakland or community organizations should publicize all of the facilities and services – both public and private – currently available to area residents. This should be updated on an annual basis and be provided in both on-line and printed versions.	Ongoing	\$	City/ Community Organizations		X

**Recommendation #12: Provide opportunities for jobs, job training and economic advancement.**

Improving job opportunities along International Boulevard can help transform the corridor in two ways. First, by improving opportunities for economic advancement, the quality of life for local residents is improved. In the specific case of International Boulevard which exhibits a relatively high rate of unemployment, this would allow greater discretionary income for the residents, opportunities for increased local economic activity, and additional means to purchase and improve homes. Secondly, additional jobs will attract new, non-local workers to the area which, when coupled with an improved transit system and TOD projects, can reinforce the operation of the various transit lines and improve their financial viability.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Collaborate with the Workforce Investment Board on job training programs	The City's Economic Development Division should continue to work with the Workforce Investment Board to design customized job training programs for existing and new employers.	Ongoing	\$	City		X
Local-hire ordinance	Consider creating a local-hire ordinance for City-funded projects to ensure that area residents benefit from the changes along and near International Boulevard.	Short	\$	City, Redevelopment Agency		X
Employment opportunities	Support development projects and activities that increase the number of jobs along and near International Boulevard. Potential areas for transit-oriented employment include the industrial areas near 55th Avenue, and the areas between International Boulevard and I-880 from 14th and 25th Avenues.	Ongoing	\$\$	City, Redevelopment Agency		X
Job placement/vocational training center	Prioritize the establishment of a job placement center in a new TOD project along International Boulevard. The City should actively work with local community-based organizations to identify appropriate locations and secure funding for job training and placement programs. Potential developers should be informed that	Ongoing	\$\$\$	City, Redevelopment Agency		X

	this type of center is a high priority for the community.					
Business incubators	Business incubators are needed to support small and emerging businesses in Oakland, and, in particular, along International Boulevard. This effort should be led by community organizations but supported by the City and/or other agencies where feasible. To maximize neighborhood benefit, the businesses incubators should be located in TOD Catalyst Areas.	Medium	\$\$	Community Organizations, City, Redevelopment Agency		X

**Recommendation #13: Recruit and promote new retail uses and appropriate community facilities and services to locations along the corridor.**

Many basic public and social services--in particular parks, public places to meet and gather, grocery stores, banks, and medical service-- are missing or not easily accessible to the International Boulevard community. As International Boulevard is revitalized, these public and social service needs must be considered and accommodated. Additionally, these services should be distributed equitably along International Boulevard so that the corridor provides amenities for all the adjacent neighborhoods. Some of the needed services include a medical center, a library with computer access and training, a senior center, child care centers, a substance abuse facility or treatment programs, additional parks and recreation facilities, and an adult education center or university extension center. Additionally, there is a need for additional full-service restaurants, grocery stores, banks, bookstores, hardware stores, and coffee shops and bakeries. Just as clustering retail and other commercial uses along the corridor maximizes access for customers and benefits for the businesses, clustering social and public services along the corridor will ensure easy access to these services for local residents and business owners. Additionally, locating such services near commercial uses and transit stops would help support the transit system by increasing the number of destinations served by transit and therefore, enhance the overall ease and convenience of using that transit line.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Pursue banks for International Boulevard	Facilitate a community-based process to encourage location of financial institutions on the corridor, focusing on the underserved nodes between the Fruitvale and Elmhurst South (Durant Square) areas. As part of this effort, the City should communicate to potential developers that adding banks in their projects is a high priority for the community.	Ongoing	\$	City, Redevelopment Agency		X
Pursue grocery stores for areas along or near International Boulevard	Creating new development opportunities for urban supermarkets is an important concern of the community. Recently, several new grocery store operators have entered the Northern California market and are known to be actively seeking sites, therefore there is a near to intermediate opportunity to attract these operators. It is likely that these operators will require assistance with land assembly, write down, and other typical forms of Redevelopment assistance.	Ongoing	\$\$\$	City, Redevelopment Agency		X
Provide flexible, affordable retail spaces	Encourage developers to create flexible affordable retail/commercial spaces so local residents can rent the space for business start-ups. Explore additional programs to make commercial space affordable for existing businesses and new businesses as the corridor redevelops.	Medium	\$\$	City, Redevelopment Agency		X
Prepare a Medical Clinic	Work with the Alameda County Public Health department to conduct a study of medical clinics in the	Medium	\$\$	City		X

Feasibility Study	general vicinity of the Havenscourt-Lockwood sub-area, with the end goal of adding a medical clinic along International Boulevard in Havenscourt-Lockwood.					
Provide information on vacant retail properties.	Provide information on the City's website about retail-ready vacant properties along the International Boulevard corridor. This information should be presented in a searchable database and should include photos of the properties.	Medium	\$	City, Redevelopment Agency		X
Increase and improve parks and green spaces	Improve the quality and expand the number of parks and open spaces along the corridor. At key locations in retail areas, work with developers to construct new, small-scale public plazas as part of large-scale development projects.	Ongoing	\$\$\$	City, Redevelopment Agency		X
Market the International Boulevard corridor	Plan and implement an International Boulevard marketing campaign in order to help improve the public's perception of the corridor. The campaign should reach out to new customers, businesses, and residents and should emphasize existing assets and recent positive changes along the corridor.	Short	\$\$	City, Redevelopment Agency		X
Priority uses survey	The Redevelopment Agency should conduct a detailed survey of the priority land uses desired by the community in each sub-area. This information can be used to support the Agency's funding decisions for different types of programs.	Short	\$	Redevelopment Agency, City		X
Youth/recreation center	Take the necessary steps to build one or more youth/recreation centers along the International Boulevard corridor. This use was highly desired in all of the sub-areas. Where existing facilities already exist, the existing facility could be expanded to meet the needs of the community. The youth/recreation center should provide a variety of programs and services including: homework help, recreation programs, cultural programs, youth employment programs, and vocational/skill-building programs.	Long	\$\$\$	City, Redevelopment Agency	X	

**Recommendation #14: Increase availability of and access to healthy, affordable food, and reduce the prevalence of unhealthy options such as fast food and liquor, for the communities along International Boulevard.**

Increasing access to healthy food in the areas around International Boulevard has many potential benefits, including improved health for residents, revitalization of the area with new retail food establishments, and economic benefits for the city and for employees of these food stores. To achieve these outcomes the City must partner with community groups, local residents, and existing and potential businesses to improve existing food businesses and attract new ones.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Develop and achieve a comprehensive vision for a healthy and robust food system.	Develop systemic approaches for addressing community concerns and priorities related to the local food system through the land use planning and decision-making processes. There are several local organizations that are currently working on food policy reform in Oakland and are actively engaging residents in a dialogue about goals and priorities for the City's food system. New food policy should be developed in collaboration with such efforts.	Short	\$	City, non-profit organizations		X
Conduct an inventory of available full-service grocery development sites	Conduct an inventory of appropriate sites for development of full-service grocery stores along the corridor, with a goal of attracting such stores to underserved areas. The inventory should consider such factors as lot size, transit accessibility, and visibility/proximity to major intersections. The study should focus on sites within Low Access Areas (LAA's).	Short	\$	City, Redevelopment Agency		X
Conduct retailer surveys aimed at improving small grocery stores	Conduct retailer surveys in order to better understand the needs and challenges of small grocery stores along International Boulevard. The survey should identify programs or strategies for improving existing small grocery stores, as well as identify major barriers to stocking healthy food, accepting federal food assistance, and maintaining public safety.	Short	\$\$	City		X
Develop a business improvement program targeting small markets.	Based on the results of the retailer survey, develop a specialized business improvement program for small food markets. Elements of this program may include developing a special licensing program that requires retailers to comply with certain business practices, facilitation of cooperative purchasing from food distributors, grants and loans for lighting, infrastructure, and façade upgrades, and technical assistance for accepting Supplemental Nutrition Assistance Program (SNAP) and Woman, Infants and Children (WIC) vouchers.	Ongoing	\$\$	City		X
Explore new regulations to discourage unhealthy food outlets.	Consider a variety of potential regulations to limit unhealthy, calorie-dense, nutrient-poor food and to take into account the health consequences of establishing new fast food restaurants and convenience markets in communities that are already overburdened with unhealthy food outlets.	Short	\$	City		X

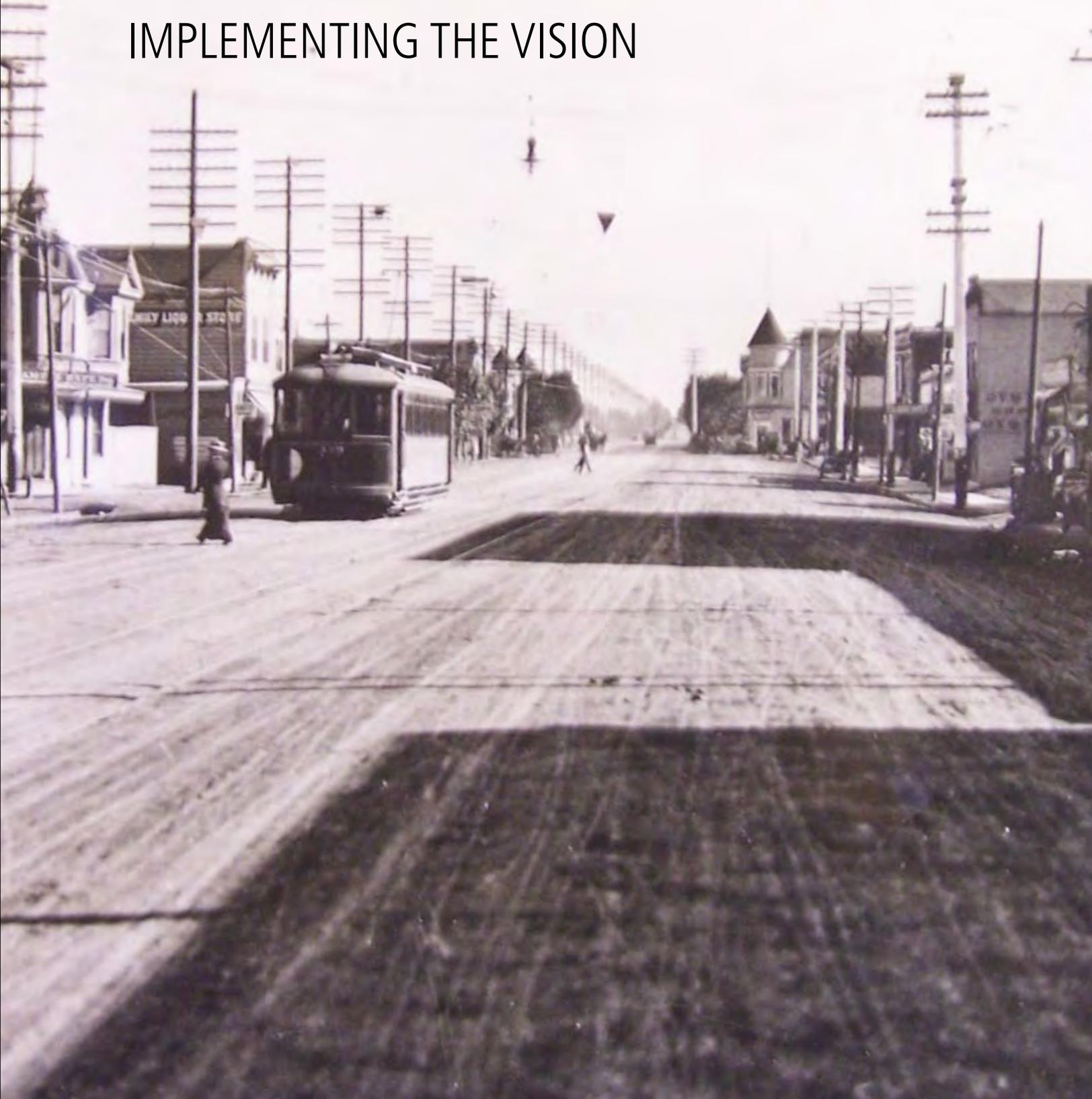
**Recommendation #15: Celebrate International Boulevard’s history, ethnicity and culture.**

International Boulevard exhibits an extraordinarily rich cultural heritage and is one of the most diverse communities in California. This rich diversity contributes to the uniqueness of the corridor and should be celebrated along with the revitalization of the corridor. Public art that expresses the area’s cultural identities can help create a sense of place, strengthen community pride, and be a significant economic development tool that may help generate tax revenues for the City and revitalize neighborhoods. Parts of International Boulevard have existing concentrations of arts studios and other cultural amenities, presenting an opportunity to showcase this cultural depth.

Implementation Action	Description	Timeframe	Relative Cost	Responsibility	Location on Corridor	
					TOD Catalyst Areas	Entire Corridor
Create A Public Art Advisory Committee and a public art program for the International Boulevard corridor.	Work with existing artists and cultural groups along and near the corridor to establish a Public Art Advisory Committee that would seek funding to create public art installations and expand arts and cultural opportunities along the corridor. The Committee should prioritize commissioning local artists to design and manufacture the art. The art should reflect the history and cultural diversity in the neighborhoods surrounding International Boulevard.	Short	\$	City, non-profit organizations		X
Build an arts and cultural center	The City should partner with one or more local organizations to create a physical space for arts and culture along International Boulevard.	Medium	\$\$\$	City, non-profit organizations, local Community Development Corporations		X
Market the artist community along and near International Boulevard	Convene all the artist communities in neighborhoods adjacent to International Boulevard and have them collaboratively market the corridor as a special place for arts and culture.	Short	\$	City, neighborhood groups		X
Create a “History of International Boulevard” Project	Seek grant funds to create a project that celebrates the history of International Boulevard through informational signage, public art that depicts the corridor’s history, educational programs, and community events.	Medium	\$\$\$	City, Redevelopment Agency		X
Host an annual International Boulevard community-wide event	Work with residents, merchants, the City’s Parks and Recreation Department and other agencies as appropriate to host an annual International Boulevard community-wide event. The event could have separate nodes in each sub-area or use the Oaklavia format where the entire corridor would be shut down to automobile traffic. As part of this event the City could also share progress on the International Boulevard TOD Plan and seek feedback on the implementation process.	Ongoing	\$\$	City, local merchants’ associations, neighborhood groups		X

# 8

## IMPLEMENTING THE VISION





# T.O.D. CATALYST AREAS



Planned Van Ness BRT Line



Transit-Oriented Mixed-Use Development in Oakland

## INTRODUCTION

Chapter 4 of this Plan presents the community’s vision for the future of the International Boulevard Corridor, the essence of which is to build upon the value of the new Bus Rapid Transit services to transform the International Boulevard Corridor to a series of lively, pedestrian-oriented, transit-oriented urban places. A core strategy for achieving that ambitious goal is to concentrate initial public and private improvements and reinvestment in a number of focused areas, so that early improvements reinforce one another and generate tangibly improved, safer, more valuable places on which further investment can build.

Chapter 6 expands and develops the vision of Chapter 4 into a series of transit-oriented development (T.O.D.) strategies with a strong emphasis on the physical design of the Corridor,. Chapter 6 also presents design recommendations intended to coordinate and direct public and private improvements consistent with those strategies, and defines 4 prototypical Infill Site Types that are common along the Corridor, with recommendations for applying the design recommendations to each Infill Site Type.

This Appendix takes discussion of how T.O.D. can be applied to properties along the Corridor a step further, by presenting a series of conceptual plan diagrams of selected areas within the 8 Catalyst Areas, to assist the community, property owners and potential developers and investors in visualizing how T.O.D. infill development might help to transform the use and character of these Catalyst Areas one investment at a time.

# CATALYST AREA ILLUSTRATIVE DIAGRAMS

In the following pages, a range of potential transit-oriented development infill projects are illustrated within the T.O.D. Priority Areas that were identified by the collaborative work of the planning team and the community through the planning process.

Note that in most cases the entire Catalyst Area is not illustrated. Specific sites have been selected for illustration, either because they are prototypical of opportunities in that Catalyst Area, because the site is an obvious candidate for change, or because the site is strategically located.

These diagrams are illustrative of the general, long-term potential of these areas, and are *not* specific recommendations that any particular properties be redeveloped at any particular time, nor that they be redeveloped exactly as illustrated here.

Rather, the purpose of these diagrams is to help the community, property owners, business owners and potential investors to visualize the potential for transit-oriented infill development on multiple properties in concentrated area in a coordinated fashion to significantly change the nature and value of that place toward the vision that the community has described for the future of the International Boulevard Corridor.

The diagrams are illustrative of a range of alternative development forms, all of which are generally consistent with the goals and strategies of this Plan, and with the development standards of the currently proposed Zoning Code Update. It is important to note that the opportunity sites shown in the illustrations have not been evaluated with respect to historic resources and districts. If City Council directs staff to undertake environmental review pursuant to the California Environmental Quality Act (CEQA) for the International Boulevard Transit-Oriented Development Plan, potential impacts of the plan's implementation on cultural and historical resources will be identified and, where necessary and feasible, mitigation measures to reduce and/or avoid potentially significant impacts to those resources will be recommended.

The question of the economic feasibility of the development types illustrated is more complex. As of this writing in late 2010, the combination of the national housing malaise, the international recession, and the generally moribund economy of East Oakland make



Frontage design can create enough privacy for residential uses even on a major thoroughfare



Ground floor shops provide convenient amenities for residents and create value for the developer and the community



Compact three-story development can deliver transit-supportive intensities in transit-oriented (pedestrian-oriented) urban patterns.



Adaptive reuse of historic structures has the potential to deliver transit-oriented development building upon the value of historic structures.



Live-work dwellings provide flexible opportunities for investing in real estate while starting a new business.

most of the development projects illustrated unlikely to occur in the near future as the result of purely market forces.

Within the range of development types illustrated, some are more likely to be achievable in the foreseeable future than others. While T.O.D. is often equated with 4 to 8 story development with structured parking - often underground - in fact 2 to 5 story development supported by parking at grade can be very transit oriented and transit supportive, and will much more economically viable in most stretches of the International Boulevard Corridor in the foreseeable future. Thus a good number of the infill sites illustrated here show those lower-rise, simpler forms of development. It should be noted, though, that the current Zoning Code Update and this Plan fully allow and encourage development at intensities ranging from 2 to 4 stories throughout the Corridor, up to 6 stories in many areas, and over 8 stories in a few locations. It is expected that the market economics at the time of development will be the primary determinant of development intensity in most cases.

If the core goal of this Plan is to employ transit and transit-oriented development to help transform the Corridor into a series of safe, valuable and useful places for the communities that flank it, those benefits will generally be extended to more neighborhoods sooner if more blocks are improved with moderate-intensity transit-oriented development rather than just a few blocks being improved with high-intensity transit-oriented development. Many communities - with the best of intentions for community revitalization - have invested very large amounts of public capital in expensive “signature” projects that have sat for many years surrounded by blight, rather than building several blocks of great neighborhood fabric at somewhat lower, more market-realistic intensities. Over the life of this plan, the full range of intensities can be realized.

***Note:** Although International Boulevard generally trends northwest to southeast, in describing the locations of sites we assume that it runs generally west to east, and describe sites to the north/east side as “north”, and to the south/west as “south”. This is potentially confusing in Elmhurst but we continue the convention for simplicity.*

## INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 1 is at the western end of the San Antonio Sub-Area. This two-block area is the westerly gateway to the International Boulevard TOD Corridor planning area.

The Catalyst Area is characterized by a mix of industrial, commercial, lodging and residential uses in one to three story buildings. Those buildings range in type from suburban strip retail buildings and a motel, to windowless industrial buildings, to older houses. Further descriptions of the existing conditions in surrounding areas can be found in Chapter 1.

Through the community workshop process, the community expressed desire to see the 16th to 23rd Ave portion of International Blvd transformed into a “main street” environment, characterized by widened sidewalks, improved streetscape amenities - including regular street trees, better lighting, and facade improvements - improved pedestrian safety at intersections and crosswalks, and a range of commercial, civic, and social amenities. Among these, locally-owned businesses, libraries, community centers, adult education facilities, parks and open spaces, and new and affordable housing for families and seniors, were identified as priorities for meeting the local needs of the community. In addition to these, the community expressed a desire for a supermarket and a bank to be located conveniently nearby.



T.O.D Catalyst Area 1 at west end of San Antonio Planning Sub-Area Orange line means “retail-ready frontages recommended”



Streetscape improvements on International Boulevard in San Antonio District to the north of stud area



Well preserved historic row houses on International Boulevard just west of 14th Avenue



Aerial view of Catalyst Area 1

# CATALYST AREA 1



Strip commercial building at International Boulevard and 14th Avenue



Motel on Opportunity Site D, at corner of International Boulevard and 15th Avenue



Simple mixed-use buildings just east of 16th Avenue are precedents for Infill Development Type I.

Opportunity sites of several types have been identified in this Catalyst Area, and conceptual recommendations for appropriate types of Transit-Oriented Development infill development at a number of scales are illustrated and described here. These T.O.D. infill projects that are illustrated here respond to the community priorities and recommendations for that area, as described in Chapter 5. Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated below the illustrative plan diagram.

## [1] Special Note for Subsequent Design Illustrations:

A number of assumptions have been made in the preparation of the numerous “Opportunity Site”-specific design illustrations and recommendations that follow. Residential units are assumed to range from 850-1400 sq. ft, and accommodate a range of unit types. It is assumed that most residential units shall provide secured parking for at least one automobile, and in some cases, a second, as the market and unit type require. For ground-floor commercial spaces, it is generally assumed that the parking needs of commercial spaces less than 10,000 sq ft can be served by on-street, curb-side parking. Finally, it is generally assumed that in the foreseeable future, surface parking will be both the most feasible and most common option/application for any new development that may occur, with some exceptions.



T.O.D Catalyst Area 1

## Opportunity Site A

**Location:** Half-block to the south of International, between 14th Ave and 15th Ave.

**Existing Conditions:** 1 to 3 story buildings housing industrial/fabrication uses, including open metal sheds and work areas..

**Illustrated Infill Development:** The existing concrete building at 16th and International - currently housing light fabrication uses - is retained and expanded south to the alley. A 3-story mixed-used building is shown along International, and rowhouses or live-work units with tuck-under parking on 15th.

The ground floor of the existing corner building should be retrofitted with glass storefront to provide a “retail-ready” frontage, and similar frontages should be provided along International and around the corner onto 15th.

The upper floor uses within the mixed-use buildings on 16th and International could be either residential units or commercial space, possibly expansion of existing businesses.

Taken as a whole, this site is a good example of T.O.D. Infill Site Type 3.



Opportunity Site A:



Street trees, curbside parking, and glass storefronts activate the streetscape and sidewalk.



Caption



Opportunity Site B:

## Opportunity Site B

**Location:** Half-block to the south of International, between 15th Ave and 16th Ave.

**Existing Conditions:** The westerly portion includes one-story, mostly windowless industrial buildings, and the easterly portion is four historic houses.

**Illustrated Infill Development:** New 3 to 4-story mixed-use buildings are shown to replace the one-story industrial buildings, with parking lots behind, accessed from the existing alley. Additionally along the alley, new residential buildings and garages with upper-floor apartments are shown. In some cases these apartments also have ground floor spaces that face an internal green, garden or court.



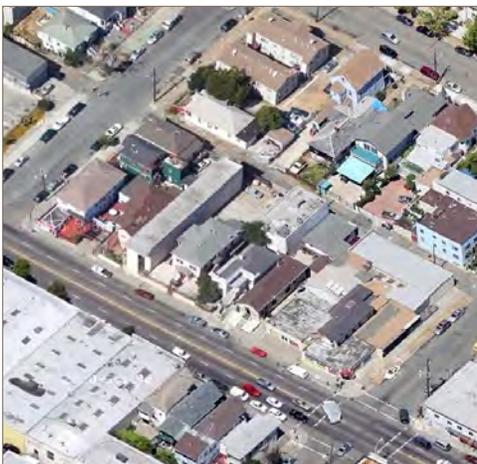
Three-story mixed-use building downtown Oakland with a strong corner presence.

## Opportunity Site C

**Location:** Half-block to the north of International, between 15th Ave and 16th Ave.

**Existing Conditions:** Older buildings in generally poor condition on smaller lots.

**Illustrated Infill Development:** The potential for a unified redevelopment of this entire half-block is illustrated. 3 to 4 story mixed-use buildings are sites at the corners, with “retail-ready” frontages to provide space for neighborhood-serving commercial uses at the ground floor, with upper floor apartments. Between those buildings fronting International, and behind them fronting 15th and 16th Aves, residential rowhouses or live-work units are shown, with dooryard or stoop frontages to provide a degree of privacy for ground floor residences, and flexibility to accommodate small ground floor business uses.



Opportunity Site C:

Enclose garages are shown for the rowhouse units, and a shared open parking area is shown for the upper floor apartments in the corner buildings. Many customers of the corner commercial uses would be expected to arrive on foot from the surrounding neighborhoods and from the nearby transit stops, and curbside on-street parking would be provided for customers who drive.

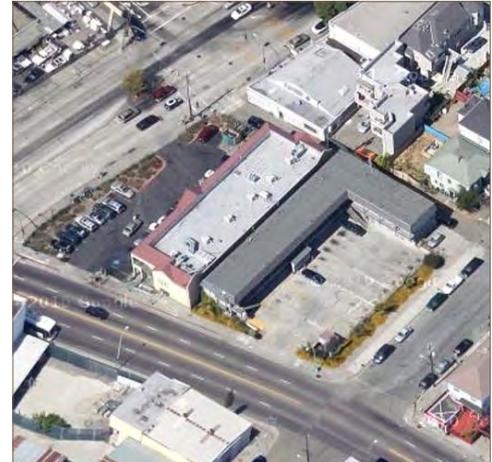
## Opportunity Site - D

**Location:** Half-block to the north of International, between 14th Ave and 15th Ave.

**Existing Conditions:** Existing strip commercial building facing 14th Ave and motel facing 15th Ave.

**Illustrated Infill Development:** An ambitious, perhaps longer-term development possibility is illustrated for this site, given its prime location at a major intersection, the intense zoning that is provided by the proposed zoning update, and the sloping terrain of the site that would facilitate two flat parking decks, one accessed from the low end of the site near 14th and the other from the high end near 15th.

Fronting International are two large buildings with significant amounts of ground floor commercial space and double-loaded residential floors above. Rowhouse type residential or live-work units front 15th Street, and additional residential units are located within the lot interior, accessed by way of secure, semi-private courtyards on a deck over the parking area. Stairs and passages connect those upper courtyards to the street, providing pedestrian access for visitors and residents alike.



Opportunity Site D:



A mixed-use building with a significant ground-floor retail presence, and stacked flats above, requiring structured parking.

### Legend:

T.O.D. Infill Building	
Tuck Under / Podium	
Parking	
Open Space Public	
Open Space General	

## Potential Development Summary

**Site A** - 0.52 Acres; 29 spaces  
**Infill Site Type:** Type 3  
**Commercial:** 7,800 ft<sup>2</sup>  
**Residential:** 26 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 50  
**Parking Ratio:** 1.11 Space / Unit  
**Building Mass:** approx. 3-4 Stories

**Site B** - 0.84 Acres; 24 spaces  
**Infill Site Type:** Type 3  
**Commercial:** 65,000 ft<sup>2</sup>  
**Residential:** 43 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 52  
**Parking Ratio:** 1.11 Space / Unit  
**Building Mass:** approx. 4-5 Stories

**Site C** - infill; 30 spaces  
**Infill Site Type:** Type 3  
**Commercial:** 6,000 ft<sup>2</sup>  
**Residential:** 24 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 24  
**Parking Ratio:** 1.11 Space / Unit  
**Building Mass:** approx. 3-4 Stories

**Site D** - infill; 30 spaces  
**Infill Site Type:** Type 3  
**Commercial:** 6,000 ft<sup>2</sup>  
**Residential:** 24 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 24  
**Parking Ratio:** 1.11 Space / Unit  
**Building Mass:** approx. 3-4 Stories

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.



## INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 2 spans the eastern end of the San Antonio Sub-Area and the western end of the Fruitvale Sub-Area. The T.O.D. infill projects illustrated here respond to the community priorities and recommendations for those areas, as described in Chapter 5.

Among these, maintaining and improving the vitality and economic viability of the existing commercial corridor was of top importance. This could be accomplished by prioritizing and encouraging a range of small, locally-owned businesses that promote a strong local community, culture and sense of place - such as cafés, bakeries, salons, etc. - in addition to the development of housing for a range of incomes and demographics, including ADA accessible units. Additionally, there are currently a number of existing and positive public and non-profit community centers along the corridor which should continue to be encouraged and supported.

Finally, an enhanced International Blvd, characterized by widened sidewalks, the removal of billboards, added curbside parking, improved streetscape amenities - including regular street trees, better lighting, dedicated bicycle lanes and facilities - and improved pedestrian safety at intersections and crosswalks is highly desired.



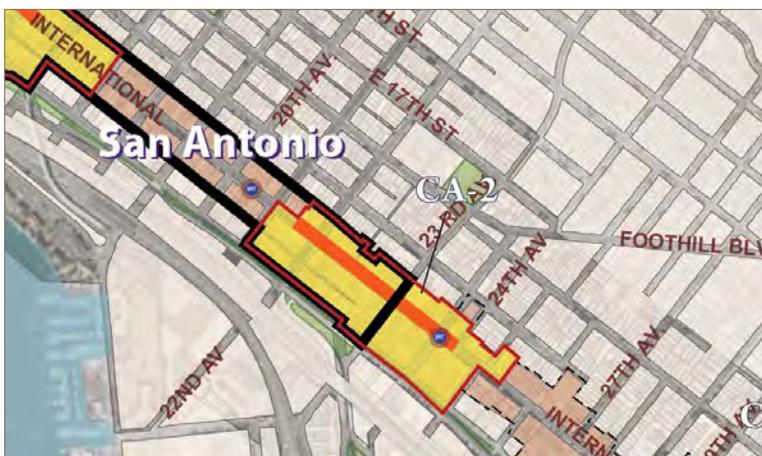
Corner of International Boulevard and 22nd Avenue



Deteriorated urban fabric to west of 23rd, across from Opportunity Site C



Streetscape along that frontage, including solid historic brick building badly remodeled



T.O.D Catalyst Area 2, partially in San Antonio Planning Sub-Area and partially in Fruitvale Planning Sub-Area to the east. Orange line means “retail-ready frontages recommended”

## CATALYST AREA 2

This two-block area includes an unusually large percentage of vacant and underutilized parcels, including a former gas station and drive-in restaurant on the north side of International, and relatively low-value industrial buildings on the south side.

This area is within the San Antonio planning sub-area, and high priority uses identified by the community include local-serving retail shops, restaurants, and housing.

Infill Site Types 1 and 2 are illustrated here. Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



Fine historic building at 23rd Avenue



Undistinguished one-story building at 23rd and International houses youth employment agency, which could occupy the ground floor of a mixed-use building



Aerial View of Opportunity Sites C and D



T.O.D Catalyst Area 2 with 4 opportunity sites

## Opportunity Site A

**Location:** Quarter-block on the north side of International, on the northwest corner of 22nd Ave.

**Existing Conditions:** Former drive-up restaurant at corner, operated as a restaurant in food-service trucks, with outdoor storage/workyard and light industrial uses to the west.

**Illustrated Infill Development:** A very simple Site Type 2 development is illustrated for this site, with two mixed-use buildings fronting International and a shared parking lot behind.

The entire ground floor area could be devoted to commercial uses, or the front portions could be commercial and the back could be residences that face shared open space in the form of shared courts or gardens. The smaller westerly building could alternatively have residential uses on the entire ground floor, if allowed by zoning, and residential apartments would be located on the upper floors of both buildings.

The parking area and the shared garden spaces between it and the buildings could be enclosed within a secure perimeter fence for the exclusive use of the residents.



Opportunity Site A:



Smaller-scale mixed-use building with strong retail presence on the ground floor, that would blend well into a predominantly residential context.



## Opportunity Site B

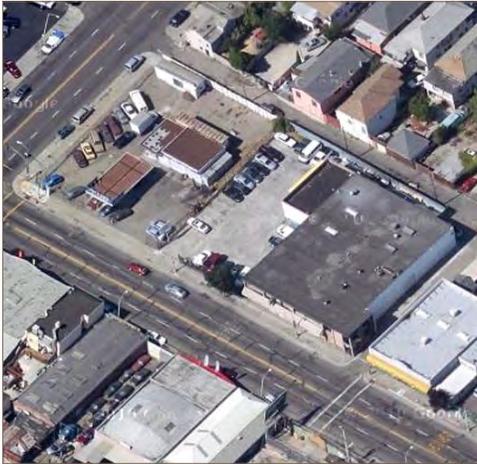
**Location:** Large quarter-block on the north side of International, on the northeast corner of 22nd Ave.

**Existing Conditions:** Former gas station at corner, operated as a restaurant in food-service trucks, with outdoor storage/workyard and light industrial uses to the west.

**Illustrated Infill Development:** This is also illustrated as a simple Type 2 infill development, but in a pattern that could be developed as two separate projects at separate times. Note that the presence of the service alley makes this feasible.

The building at the corner a simple 3-4 story mixed use buildings with ground floor commercial and apartments above. The building to the east is shown as potentially residential on all floors including the ground floor, if allowed by zoning, with dooryards or stoops fronting International.

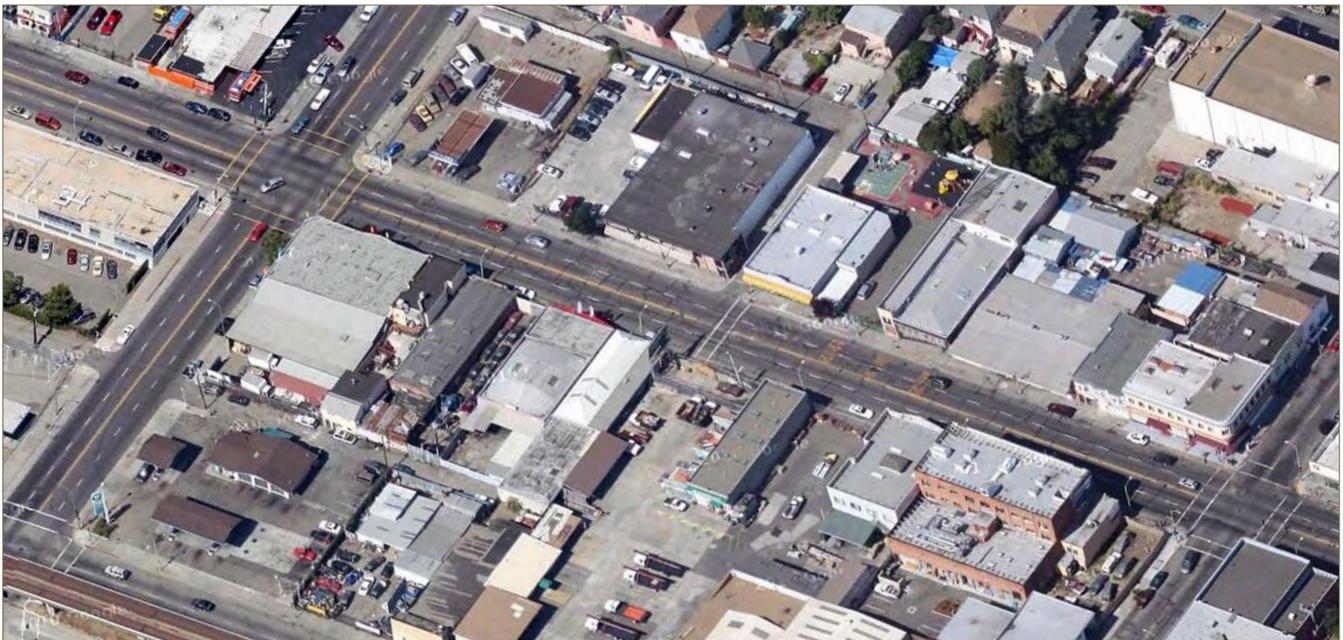
A hybrid parking arrangement is suggested, with some garages taking advantage of direct access off the alley, and some being accessed by way of a secure internal driveway, which could be designed and detailed as a common plaza or parking court that could also provide useable outdoor recreation and play space for the residents.



Opportunity Site B:



A mixed-use building with live-work units fronting the sidewalk and an engaged ground floor commercial presence.



Opportunity Site C:

## Opportunity Sites C & D

**Location:** Much of the long half-block on the south side of International between 22nd and 23rd Ave.

**Existing Conditions:** Good quality buildings are present at the corner of 22nd and near 23rd, with lower value commercial buildings in the center of the area at a vacant lot at the corner of 23rd Ave.

**Illustrated Infill Development:** As on the north side of International in Site B, the existing alley provides vehicular access to the lots in the center of the block, enabling their redevelopment while preserving existing buildings at or near the corners.

At the corner of 23rd and west of the buildings that are retained, are prototypical Site Type 1 developments on quite narrow lots, with commercial space facing International, apartments upstairs, and parking lots behind.

At the westerly end of this opportunity site a project with 2 to 4 story buildings is illustrated, with “tuck-under” parking accessed directly from the alley, freeing up the on-site open space to provide secured, semi-private courtyard and garden spaces for residents.

A small park is shown at the center of the block, which could provide needed play space for families and children in the area. That space could be secured at night, and could include provide an outdoor dining area for a restaurant in the adjacent mixed-use building.

Opportunity site D illustrates the possibility of a small scale (2-3 stories) residential courtyard project which could either have, or not have, a live-work commercial presence fronting International Blvd. The potential project is shown to front a new public open space, providing an added value to the residential units.



Opportunity Sites C & D:



Smaller-scale infill project which though unique, is complimentary to its neighbors.



Small park in an urban context

### Legend:

T.O.D. Infill Building	
Tuck Under / Podium	
Parking	
Open Space Public	
Open Space General	

## Potential Development Summary

**Site A** - 0.50 Acres; 29 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 8,000 ft<sup>2</sup>  
**Residential:** 30 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 59  
**Parking Ratio:** 1.08 Space / Unit  
**Building Mass:** approx. 5-6 Stories

**Site B** - 0.84 Acres; 24 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 6,500 ft<sup>2</sup>  
**Residential:** 43 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 52  
**Parking Ratio:** 1.11 Space / Unit  
**Building Mass:** approx. 4-5 Stories

**Site C** - infill; 30 spaces  
**Infill Site Type:** Type 1  
**Commercial:** 6,000 ft<sup>2</sup>  
**Residential:** 24 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 24  
**Parking Ratio:** 1.11 Space / Unit  
**Building Mass:** approx. 3-4 Stories

**Site D** - infill; 27 spaces (12 tandem, tuck-under)  
**Infill Site Type:** Type 2  
**Commercial:** 0 ft<sup>2</sup>  
**Residential:** 21 Units (1150 ft<sup>2</sup> average size)  
**DUA:** 24  
**Parking Ratio:** 1.30 Space / Unit  
**Building Mass:** approx. 2-3 Stories

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.



## Design Vision for Catalyst Area 2

The photo-transformation on the right illustrates the intersection of International Boulevard and 22nd Avenue, looking to the north (west) on International.

The upper image is the existing conditions as of late 2010. On the near right is a tire and auto service business in a former gas station, and on the other side of 22nd Avenue on the right is a restaurant business operating out of food service trucks on a former A&W drive-in restaurant site. On the near left is an older two-story brick mixed-use building that has been stuccoed over, and across 22nd Avenue on the left is a large, two-story building, the upper floor of which is office space and the ground floor is parking.

The lower image has been electronically edited to illustrate the potential for a coordinated series of streetscape improvements and new development projects to cumulatively transform this key intersection to a more pedestrian-oriented, transit-oriented and lively urban environment.

Key public improvements illustrated include the restriping of the existing pavement to create dedicated bus lanes in the center for the proposed BRT services for the corridor, and related restriping of lanes for private vehicles. At this location, because of the limited right of way width and the need for both a westbound through lane and left turn lane, the curbside parking has been removed. Other streetscape improvements - which would ideally be completed at approximately the same time as the BRT line - include new pedestrian-scale streetlights and new street trees.

Key private development illustrated include:

- Restoration of the brick facades of the two-story building on the left, and the addition of an awning.
- Replacement of the office building on the left with a three-story (or taller) mixed-use building.
- Construction of a 4-story mixed-use building on the former A&W drive-in site, the ground floor of which might house the existing, very good Mexican restaurant business currently operating from trucks.
- A new multi-story mixed-use building to the right, set back from 22nd Avenue to form a corner plaza, with ground floor restaurant that can make use of the plaza.



Existing condition on International Blvd at 22<sup>nd</sup> Ave



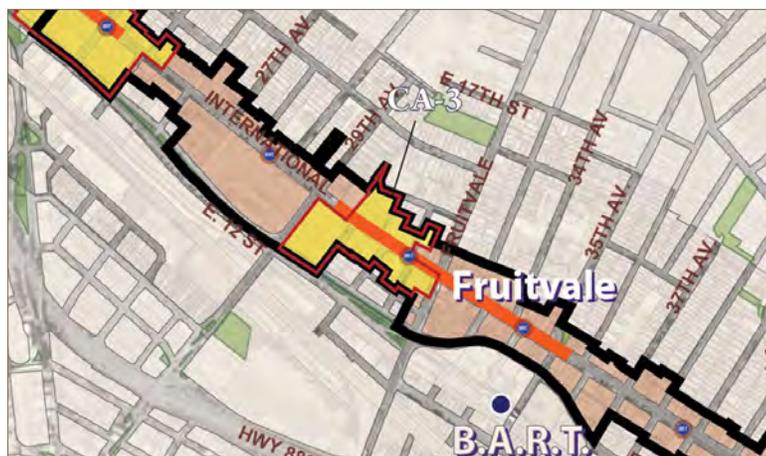
Potential Design Vision for International Blvd at 22<sup>nd</sup> Ave

## INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 3 is near the center of the Fruitvale Sub-Area, just west of Fruitvale Avenue. The T.O.D. infill projects that are illustrated here respond to the community priorities and recommendations for that area, as described in Chapter 5.

These recommendations revolve around maintaining and enhancing the current character and economic viability of the corridor. Unique to the Fruitvale area particularly, the City should capitalize on already thriving eco- and artist communities in the Fruitvale area, and encourage its long term viability through efforts like encouraging development of artist live-work spaces, public art and mural commissions along International Blvd, and encouraging the startup of locally operated arts and entertainment uses along the corridor, such as galleries, studios, music venues, etc.

In support of this, a continued physically-improving corridor, characterized by wide sidewalks, curbside parking shaded by a regular street-tree canopy, the possibility of shared-parking lots and arrangements, the incorporation of public parks and open spaces into new context-sensitive developments throughout the corridor, and an increased range and diversity of quality commercial, office, civic and residential uses, can all aid and encourage the long-term viability of the corridor, and the unique communities along it.



T.O.D. Catalyst Area 3 in Fruitvale Planning Sub-Area, just west of Fruitvale Ave. Orange line means "retail-ready frontages recommended"



Corner of International Blvd and Fruitvale Ave.



Distinctive historic building at 31st Ave



Corner of International Blvd and Derby Ave - Opportunity Site-A.

## CATALYST AREA 3

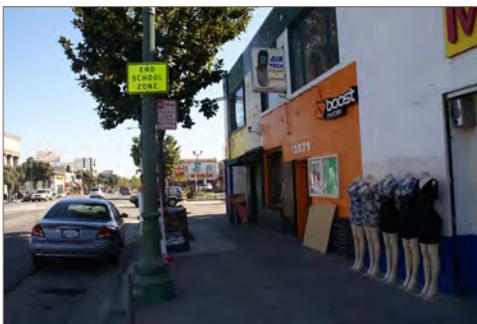
This very interesting area is just west of the Fruitvale shopping district and includes a mix of fine historic mixed-use buildings, vacant lots and auto-oriented infill development. The opportunity to extend the commercial vitality of Fruitvale while inserting new housing on upper floors of simple mixed-use buildings is illustrated. A planned BRT stop at the intersection of International and 31st adds a good deal of value to transit-oriented development in this Catalyst Area.

Infill Site Type 2 is illustrated on the south side of International, while the north side offers an interesting example of the infill Site Type 3. Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.

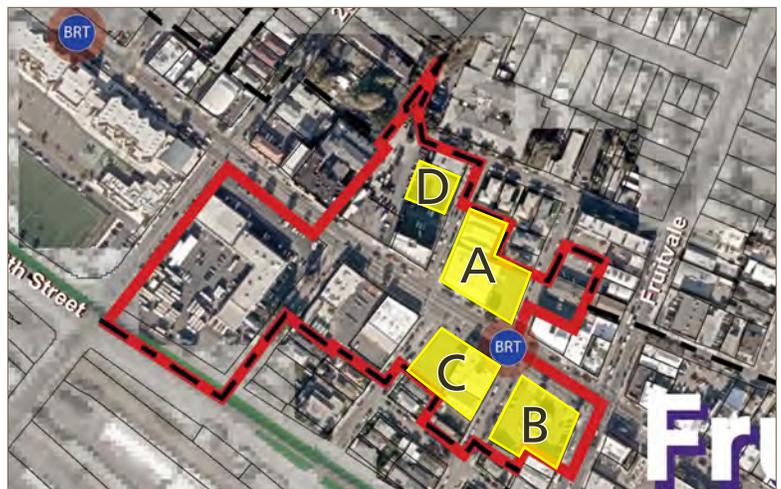
Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



Distinctive historic building at Derby Ave



Sidewalk retail across the street



T.O.D Catalyst Area 3

## Opportunity Site A

**Location:** North side of International between Derby Ave and 31st Ave.

**Existing Conditions:** This is the former Melrose Ford dealership, with a one-story showroom building at the corner of Derby, auto repair buildings behind it, and a parking lot/outdoor display area on the corner of 31st. Residential apartment buildings adjoining the site.

**Illustrated Infill Development:** Two options for this site are shown.

Option 1 (below) illustrates new mixed buildings along International, with parking and shared open space behind them. Residential or live-work rowhouses are shown facing Derby Ave behind.

Option 2 (illustrated on following page) illustrates the possibility of reusing the existing car dealership buildings as a large retail use such as a supermarket.



Opportunity Site A:



A good example of a grocery store in an urban context



Illustrative Plan showing "Option A" for Opportunity Site A - including mixed-use buildings fronting International Blvd and townhomes fronting Derby Ave



Opportunity Sites B & C:

## Opportunity Site B

**Location:** South side of International between Derby Ave and 31st Ave.

**Existing Conditions:** One and two-story commercial building at the corner of 31st Ave and a vacant lot at the corner of Derby Ave.

**Illustrated Infill Development:** A very simple Type 2 infill development is illustrated, consisting of two mixed-use buildings with ground floor commercial and upper floor apartments, with resident parking behind and a passage/court between them. Depending on the size and design of that courtyard, it could simply provide secured access from the parking and from the street to the residences upstairs, or could also provide a small outdoor recreational area for residents.

## Opportunity Site C

**Location:** South side of International between 31st Ave and Fruitvale Ave.

**Existing Conditions:** A suburban style Wendy's restaurant with a drive-through service.

**Illustrated Infill Development:** As inconsistent as this restaurant is with the vision of a transit-oriented urban corridor, it is clearly a viable economic use of the site, and seems unlikely to change in the near future. However, because this Plan sets forth a long-term vision for the Corridor, a more fitting development pattern for this important corner lot is illustrated.



Mixed-use building with a restaurant on the ground floor



Mixed-use building with a pharmacy on the ground floor

The Infill Site Type 2 development shown is very similar to that shown for Opportunity Site B to the west. It is worth noting that the ground floor of the new building at the corner of International and Fruitvale could very well be a restaurant, but one without a drive-through service option and less on-site parking, than a typical fast-service restaurant. Given it's location immediately adjacent to a BRT stop, this seems practical at some point in the future, and would "fill" a critical "gap" in the pedestrian environment that should eventually connect this Catalyst Area to the existing Fruitvale shopping district to the east.

## Opportunity Site D

**Location:** West side of Derby, across from Opportunity Site A.

**Existing Conditions:** A surface parking lot.

**Illustrated Infill Development:** While in the long-term this lot could accommodate a range of residential uses, in the near term it could be operated by the City or other entity as a parking lot for surrounding uses. One of the key ways in which the City can encourage and support transit-oriented infill development along the Corridor is by providing and managing a shared supply of parking, available to customers or employees of nearby businesses, or to residents and their visitors.

Such parking facilities should be managed to ensure that its use is supportive of the goal of transitioning the area to a more transit-oriented character. Use should be prioritized for relatively short-term use by customers or visitors rather than long-term storage of resident's extra vehicles. Ideally users would be charged to park, or time limits should be enforced.



Opportunity Site D:



A well shaded parking lot, with landscape walls along sidewalk can fit just fine into an urban context.



Landscape wall used effectively in front of a surface lot

### Legend:

T.O.D. Infill Building	
Tuck Under / Podium	
Parking	
Open Space Public	
Open Space General	

## Potential Development Summary

**\*Site A - "Option A"** - 0.75 Acres; 17 spaces

**Infill Site Type:** Type 3

**Commercial:** 10,600 ft<sup>2</sup>

**Residential:** 35 Units (1200 ft<sup>2</sup> average size)

**DUA:** 46

**Parking Ratio:** 1.37 Space / Unit

**Building Mass:** approx. 5-6 Stories

**\*\* See previous page for Illustrative Diagram for "Option A"**

**Site A - "Option B"** - 0.75 Acres; 17 spaces

**Infill Site Type:** Type X

**Commercial:** 12,500 ft<sup>2</sup>

**Residential:** n/a

**DUA:** 7

**Parking Ratio:** 3.88 Space / Unit

**Building Mass:** approx. 1-2 Stories

**Site B** - 0.7 Acres; 35 spaces

**Infill Site Type:** Type 2

**Commercial:** 9,000 ft<sup>2</sup>

**Residential:** 31 Units (1200 ft<sup>2</sup> average size)

**DUA:** 45

**Parking Ratio:** 1.11 Space / Unit

**Building Mass:** approx. 4-5 Stories

**Site C** - 0.62 Acres; 34 spaces

**Infill Site Type:** Type 2

**Commercial:** 9,000 ft<sup>2</sup>

**Residential:** 30 Units (1200 ft<sup>2</sup> average size)

**DUA:** 49

**Parking Ratio:** 1.13 Space / Unit

**Building Mass:** approx. 5-6 Stories

**Site D** - 0.25 Acres; 24 spaces

**Infill Site Type:** Type 1

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.



Illustrative Plan showing "Option B" for Opportunity Site A - including a grocery store fronting International Blvd, and additional parking off Derby Ave

## INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 4 is near the east end of the Fruitvale Sub-Area, and include the major intersections of International Boulevard and 42nd and High Streets. The T.O.D. infill projects that are illustrated here respond to the community priorities and recommendations for that area, as described in Chapter 5.

While the general preference along the corridor is for small, locally-owned and operated businesses, some selective “bog-box” uses could potentially be beneficial around the 42nd - High St area, since it is already a highly trafficked area. To improve pedestrian safety in this area, widened sidewalks, regular crosswalks, and signalled intersections - particularly at the 41st and 45th Ave intersections, are recommended.

Additionally, added curbside parking bays along international Blvd - wherer possible - shaded by a regular street tree canopy and the addition of bicycle lanes and facilities, would all work together to transform the physical character of the corridor, enhancing pedestrian comfort and safety, and encouraging new development - whether residential, commercial, or civic - along the corridor, and increase the chances of its long-term physical, economic, social, and cultural viability.



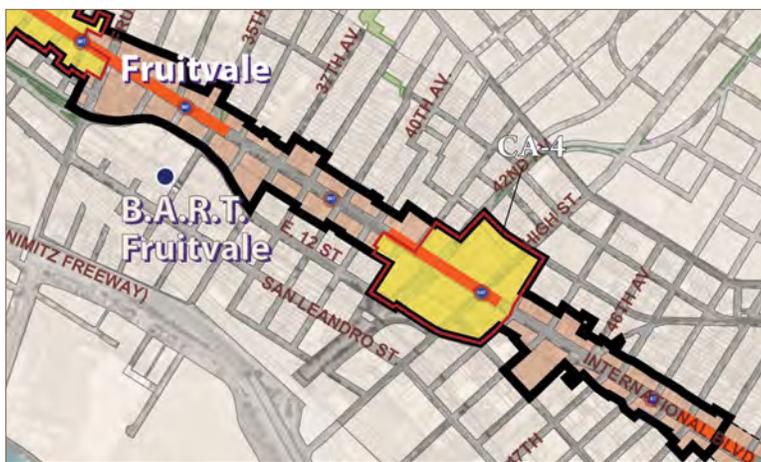
Vacant land at International Blvd and High St



International Blvd at 44th Ave



International & 44th - Opportunity Site A



T.O.D Catalyst Area 4, within in Fruitvale Planning Sub-Area Orange line means “retail-ready frontages recommended

## CATALYST AREA 4

This Catalyst Area surrounds the major intersections of International Boulevard with 42nd Avenue and High Street. Both High Street and 42nd Avenue are major north-south connectors to Interstate 580 to the north and 880 to the south.

This area is characterized by commercial and industrial uses, with large surface parking lots that appear generally to be under utilized. In the longer term, this area offers significant opportunities for relatively intense transit-oriented mixed-use development.

Three Type 3 infill sites are shown on the south side of International Boulevard, and two full block sites (similar to Type 4) are shown on the north side. Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



Caption



Remainiing mixed-use building just east of Catalyst Area could be a model for new infill architecture



International Blvd at High St



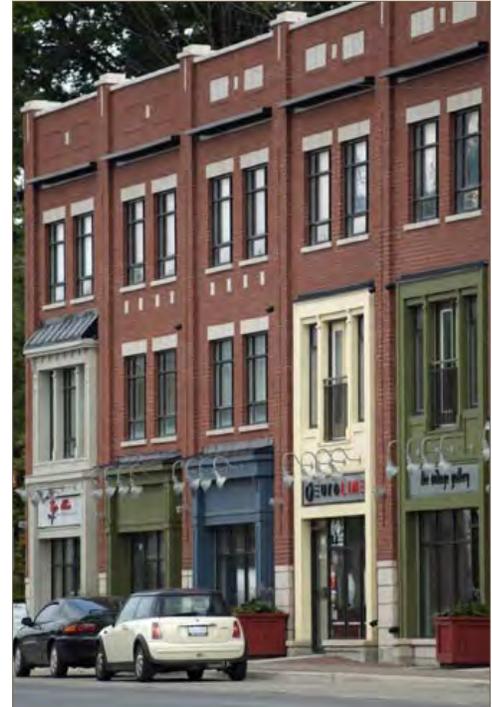
T.O.D Catalyst Area 4

## Opportunity Site A

**Location:** South side of International between 41st Ave and 42nd Ave.

**Existing Conditions:** One-story commercial and industrial buildings facing 41st and International with surface parking along 42nd, which is generally lower than the site as it drops to pass under the railroad to the south.

**Illustrated Infill Development:** Row-houses are illustrated facing 41st Ave, which would be very compatible with the existing houses on the west side of the street. 5-story mixed-use buildings are shown facing International Boulevard, with parking and shared open spaces behind them, along 42nd Street. The depressed configuration of 42nd screens the site from views of and noise from 42nd Street.



Live-work rowhouses with retail-ready frontages



Caption

## Opportunity Site B

**Location:** Southeast corner of International and 42nd Ave.

**Existing Conditions:** This quadrant of a very large block includes a large one-story industrial building and a vacant lot. A frontage road at the grade of the lot runs along the west side of the site, adjacent to 42nd Street. To the east lies an animal hospital facility and gas station, which at some point would be better located elsewhere, but for the purposes of this illustration are shown to remain.

**Illustrated Infill Development:** A 4 to 5 story mixed-use building is sited on International, with residential or live-work rowhouses facing the frontage road to the west. The depressed configuration of 42nd Street makes this frontage road a reasonable address for such uses, particularly if the City/Redevelopment Agency worked with the developer to provide street tree plantings and other streetscape improvements there.



Opportunity Site B:



Row houses with secured front yards could front 41st



Mixed-use building engages the corner with a shop-front opening



Hardscaped courtyard above a parking podium as envisioned for Opportunity Site D

## Opportunity Sites C, D & E

**Location:** Site C is the large block bounded by International, 42nd Ave, High Street, and Bancroft Avenue. Site D is the slender block to the east, between High Street and 44th Avenue. Site E is on the southeast corner of High and International.

**Existing Conditions:** Existing development within Site C includes a Burger King Restaurant and former gas station now a muffler shop on International, a Church's Fried Chicken restaurant and used car lot on Bancroft across the street from residences, and a large auto supply store in the center of the block surrounded by very large, generally underutilized parking lots. Site D is a strip retail center facing High Street and backing onto 44th Ave, and Site E is another auto parts store with a large corner parking lot.



Opportunity Sites C & D:

**Illustrated Infill Development:** On site C, a number of Site Type 2 infill developments are shown providing new retail uses facing International and housing facing Bancroft.

On Site D, a residential development is shown, with an internal, at-grade parking podium that is lined with rowhouse units that front High Street and 44th Avenue and are provided with elevated interior courtyards on a deck above the parking. Those courts can provide semi-private outdoor space for the rowhouses that face High and 44th, and can also provide access to additional dwellings on the third and fourth floors. Visitor and resident access to the courts would be provided by stairs and from the street, as well as by stair and elevator from the secure internal parking area.

On site E, a simple Site Type 3 infill development is shown, with commercial ground floor space and apartments above. Alternatively, the building wings facing the parking area and common green opens spaces could be residential units.



Opportunity Site E:



Mixed-use building with good corner commercial space and apartments above

**Legend:**

- T.O.D. Infill Building 
- Tuck Under / Podium 
- Parking 
- Open Space Public 
- Open Space General 

## Potential Development Summary

**Site A** - 1.55 Acres; 68 spaces  
**Infill Site Type:** Type 3  
**Commercial:** 12,800 ft<sup>2</sup>  
**Residential:** 60 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 39  
Parking Ratio: 1.06 Space / Unit  
Building Mass: approx. 5-6 Stories

**Site B** - 0.75 Acres; 38 spaces  
**Infill Site Type:** Type 3  
**Commercial:** 11,750 ft<sup>2</sup>  
**Residential:** 60 Units (1,100 ft<sup>2</sup> average size)  
**DUA:** 50  
Parking Ratio: 1.07 Space / Unit  
Building Mass: approx. 5-6 Stories

**Site C<sup>1</sup>** - 0.70 Acres; 20 spaces  
**Infill Site Type:** Type 2 (overall block is Type 4)  
**Commercial:** 4,00 ft<sup>2</sup>  
**Residential:** 16Units (1,300 ft<sup>2</sup> average size)  
**DUA:** 23  
Parking Ratio: 1.23 Space / Unit  
Building Mass: approx. 2 Stories

**Site C<sup>2</sup>** - 1.40 Acres; 56 spaces  
**Infill Site Type:** Type Type 2 (overall block is Type 4)  
**Commercial:** 13,000 ft<sup>2</sup>  
**Residential:** 43 Units (1,200 ft<sup>2</sup> average size)  
**DUA:** 31  
Parking Ratio: 1.20 Space / Unit  
Building Mass: approx. 2-3 Stories

**Site D** - 1.50 Acres; 230 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 16,000 ft<sup>2</sup>  
**Residential:** 205 Units (1,200 ft<sup>2</sup> average size)  
**DUA:** 137  
Parking Ratio: 1.08 Space / Unit  
Building Mass: approx. 5-6 Stories

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.



## INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 5 is near the center of the Havenscourt Lockwood Sub-Area, in the area where large industrial properties lie to the South of International Boulevard. The T.O.D. infill projects that are illustrated here respond to the community priorities and recommendations for that area, as described in Chapter 5.

Stemming from these recommendations was a focus on on community development and economic regeneration, particularly opportunie in this area. Strategies include encouraging the location of currently underserved ammenities such as a bank, a low-cost medical clinic, an adult education or workforce development facility, a youth-center, and supermarket. With this in mind, a specific priority action is to redevelop the large industrial parcels between 54th and 56th Aves with uses that are better served by rapid transit and add to the overall revitalization efforts of the corridor.

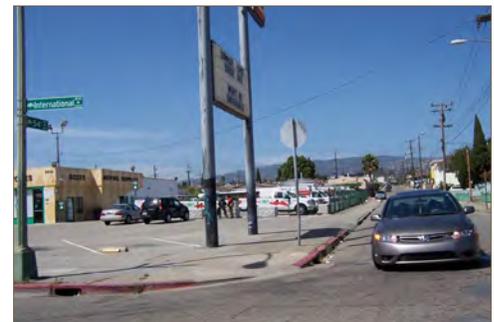
A further emphasis on the physical enhancement of the corridor includes a focus on façade improvements and the reintroduction of community gardens and open spaces along the corridor, enhanced pedestrian and bicycle routes, improved safety for pedestrians, cyclists, and motorists at intersections - including suggested signaled intersections 56th and 58th Aves and improved bus stops. Finally, the introduction of cultural events such as “Artist Walks” could contribute to a culture of place unique to this area of the corridor.



T.O.D Area 5 within Havenscourt/Lockwood Planning Sub-Area Orange line means “retail-ready frontages recommended



Catalyst Area 5 is characterized by a large amount of vacant, underutilized, or run-down property



Oppportunity Site A: Corner of 54th Ave



International Blvd from 56th-57th Ave

## CATALYST AREA 5

This is by far the largest T.O.D. Catalyst area, including a number of quite large, open parcels to the north of International Boulevard as well as the 50-acre industrial area south of International between 54th and 58th Aves.

While this Plan does not formally encompass industrial properties along the Corridor, this industrial area is already housing a range of creative and incubator employment uses, and the potential for such uses to be encouraged and intensified in this area is very consistent with the goals of this Plan to bring new economic opportunities to the Corridor.

Two Type 4 infill sites are illustrated on the north side of International Boulevard between 52nd Ave and 55th Ave. Type 2 infill sites are illustrated on the north side of International between 55th Ave and 56th Ave and at the southeast corner of International and 58th Avenue.

This area is anchored by a) two planned BRT stops, b) good access to Interstate 580 via 55th Avenue, and c) the presence of the landmark Safeway Headquarters complex on the south side of International between 57th Ave and 58th Ave.

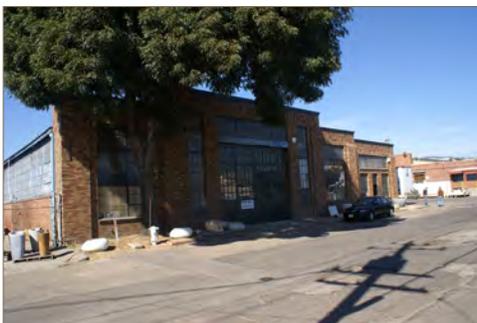
Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



Historic Safeway Headquarters Building



Across the street from the Safeway Building



Small industrial shopfront south of Safeway Building on 57th Ave



T.O.D. Catalyst Area 5

## Opportunity Site A

**Location:** Northwest corner of International and 53rd Ave

**Existing Conditions:** Vacant lot used for vehicle storage, abutting the rear yards of houses to the north and west.

**Illustrated Infill Development:** 53rd Ave currently terminates into this site, and is shown to be extended to International Boulevard, where a planned BRT stop is located. A new street is added parallel to International, providing addresses for new rowhouse residences that back up to the existing houses to the north, with similar residences also along the south side of that new street and along the west side of the 53rd Ave extension. Mixed-use or live-work buildings then front International, sharing secure parking access with the rowhouses that front the new street.



Opportunity Sites A & B:

## Opportunity Site B

**Location:** The block along the north side of International between 53rd Ave and 55th Ave, excepting the residential lots fronting Holland Street to the north.

**Existing Conditions:** A mix of commercial uses, residential uses and large vacant parcels.



Rowhouses fronting a proposed new street could take on a variety of forms and styles



Caption



Block-scale podium mixed-use buildings with retail frontages that would front International Blvd,



Block-scale courtyard podium housing could potentially be constructed on Opportunity Site B



Opportunity Site C:



Opportunity Site D:

**Illustrated Infill Development:** An ambitious larger scale infill development is illustrated here. Whether or when such a project might be feasible would depend in large measure on the viability of the existing uses over time and the objectives of the property owners. The Type 4 Infill Site illustrated here could be assembled under a single ownership, or could be developed cooperatively by multiple owners.

Because the site is essentially a double block, and because bisecting it with a new segment of 54th Street would require acquiring one or two homes on Holland Street, a 54th Ave “Close” is shown at the center of the site. This is essentially a cul-de-sac street rendered as a small green, providing valuable and relatively quiet and secure frontages for new development.

Within the two sub-blocks created, intense parking podium-based mixed use buildings are shown. Each would have two levels of parking, one down a half-level below grade and the other up a half level above grade. The parking structure is lined with residential and commercial ground floor spaces, and additional housing is stacked over those units and on the decks above the parking structures.

This type of development is quite unlikely to be economically viable in the foreseeable future, but would be a very good option in the future. The buildings would be massed to greater heights - perhaps 6 stories - along International, stepping down to 3 or 4 stories as they approach the residences on Holland Street, from which the new development is separated by an alley that provides access to the parking structures.

## Opportunity Sites C & D

**Location:** North side of International between 55th Ave and 56th Ave, and south side of International between 58th Ave and Seminary Ave, respectively.

**Existing Conditions:** Both sites are relatively small Type 2 Infill sites with small commercial buildings and large surface parking lots.

**Illustrated Infill Development:** Both sites are shown with small mixed-use buildings with parking behind.

## Opportunity Site E

Location: South side of International between 54th and 58th Aves.

Existing Conditions: Except for the lots fronting 54th and 58th, which are generally houses, this area is a mix of large and small industrial buildings. Many of the buildings, particularly the Safeway Headquarters complex and other brick buildings along 57th Ave, have a good deal of architectural merit and could form the basis for a unique employment district.

Illustrated Infill Development: As an example of how this area could be filled in with new commercial/industrial buildings, 55th Ave is shown to be extended south of International into the large open area between 54th and 57th. This might be public street, or might be a private street, which could be gated for security if necessary to promote new business development.

The larger existing buildings are shown to remain, with a potential new building or row of buildings along the east side of the 55th Ave extension, with parking behind them, accessed via the existing 56th Ave/Alley. The alignment of 55th is shown to deflect at an existing building, and then continues south to provide access to the vacant property there. And extension of 12th Street from 54th to 57th is shown, providing additional access. That street also might be either public or private, secured or open, or secured just at night.



Opportunity Site E:



An employment T.O.D district is a good strong option for the large industrial sites south of International Blvd



Employment district campus

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.

### Legend:

- T.O.D. Infill Building
- Tuck Under / Podium
- Parking
- Open Space Public
- Open Space General

## Potential Development Summary

**Site A** - 2.03 Acres; 80 spaces (70 tuck-under)

**Infill Site Type:** Type 4

**Commercial:** 10,000 ft<sup>2</sup>

**Residential:** 51 Units (1150 ft<sup>2</sup> average size)

**DUA:** 25

**Parking Ratio:** 1.57 Space / Unit

**Building Mass:** approx. 2-3 Stories

**Site B** - 3.89 Acres; 310 spaces

**Infill Site Type:** Type 4

**Commercial:** 8,000 ft<sup>2</sup>

**Residential:** 284 Units (1200 ft<sup>2</sup> average size)

**DUA:** 73

**Parking Ratio:** 1.08 Space / Unit

**Building Mass:** approx. 5-6 Stories

**Site C** - 0.72 Acres; 26 spaces

**Infill Site Type:** Type 2

**Commercial:** 10,000 ft<sup>2</sup>

**Residential:** 23 Units (1200 ft<sup>2</sup> average size)

**DUA:** 31

**Parking Ratio:** 1.15 Space / Unit

**Building Mass:** approx. 3 Stories

**Site D** - 0.46 Acres; 26 spaces

**Infill Site Type:** Type 2

**Commercial:** 5,000 ft<sup>2</sup>

**Residential:** 29 Units (1100 ft<sup>2</sup> average size)

**DUA:** 64

**Parking Ratio:** 1.09 Space / Unit

**Building Mass:** approx. 3-4 Stories



## Vision and Character for Catalyst Area 5

The photo-transformation on the right illustrates the south (west) side of International Boulevard between 57th and 58th Avenue. This is the site of the historic Safeway Headquarters building, arguably the finest historic building on the Corridor, and certainly the most prominent by reason of its landmark tower.

The upper image is the existing conditions as of late 2010. On the right is the Safeway building, with its large streetfront windows blanked out and some painted with murals. Across the street are a number of one-story buildings, used variously for auto repair, motel, housing, a church and industrial businesses.

The lower image has been electronically edited to illustrate the potential for a coordinated series of streetscape improvements and new development projects to cumulatively transform this key intersection to a more pedestrian-oriented, transit-oriented and lively urban environment.

Key public improvements illustrated include the restriping of the existing pavement to create dedicated bus lanes in the center for the proposed BRT services for the corridor, related restriping of lanes for bicycles and private vehicles, and new crosswalks. Other streetscape improvements - which would ideally be completed at approximately the same time as the BRT line - include new pedestrian-scale streetlights and new street trees.

Key private development illustrated include:

- Restoration of the display windows in the Safeway building, with new canopies added to shelter pedestrians and cut down sky glare on the glass to make merchandise more visible.
- A variety of 4-story live-work loft buildings and mixed-use buildings across the street.



Existing condition on International Blvd at 55<sup>th</sup> Ave



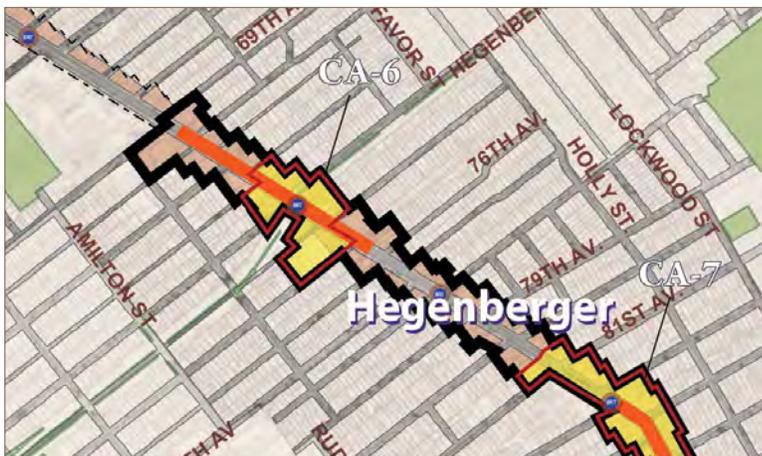
Potential Design Vision for International Blvd at 55<sup>th</sup> Ave

## INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 6 is near the center of the Hegenberger Sub-Area, around the major intersection of Hegenberger Road/73rd Avenue and International Boulevard. The T.O.D. infill projects that are illustrated here respond to the community priorities and recommendations for that area, as described in Chapter 5. These recommendations tended to fall within two main areas; physical improvements, and health, wellness, and public safety specifically related to crime and other illegal activity common to the corridor.

While increased police presence is one necessary part of the strategy for improved safety along the corridor, equally important, is working hard to create a place that will be populated by pedestrians, during the daytime and especially at night, increasing the overall presence of “eyes on the street.” This type of place, according to the community, would be characterized by wide sidewalks, pedestrian crossings, façade improvements, creative signage, regular street trees; quality lighting; active public plazas and green, and a range of secure, comfortable housing options to further populate the area.

The high-traffic intersection of Hegenberger Rd and International Blvd, is regarded a prime candidate for fairly intense redevelopment anchoring this area - with a range of commercial uses, including the possibility of a grocery store and bank at the street level and a variety of housing above.



T.O.D Catalyst Area 6 at Hegenberger Expressway in Hegenberger Planning Sub-Area  
Orange line means “retail-ready frontages recommended”



Existing condition at the corner of International Blvd & Hegenberger - identified as “Opportunity Site B”



Corner of Hegenberger Rd and International Blvd



KFC Currently located on Opportunity Site C

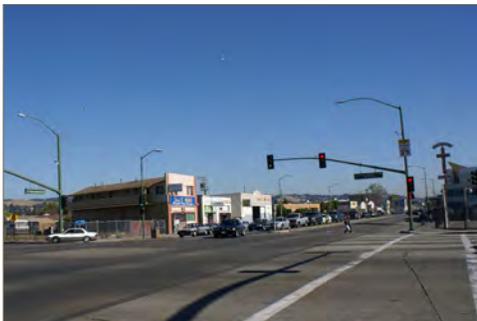
## CATALYST AREA 6



Caption



Caption



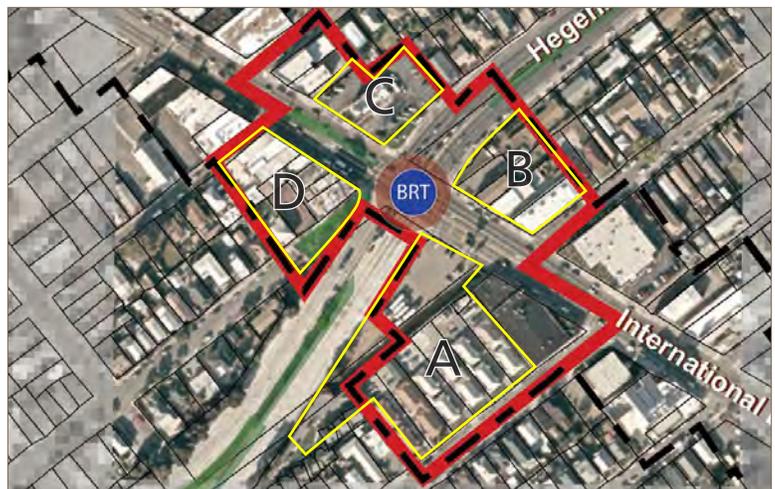
Caption

This area surrounding the intersection of International Boulevard and Hegenberger Expressway/73rd Ave is one of the bleaker places within the Corridor. It make represent a mix of short term infill opportunities and some longer term opportunities as well.

Type 3 Infill Sites are located on the northwest, northeast and southeast corners, and a Type 4 Site is located on the southwest corner. The existing commercial buildings and fastfood restaurant on the west side are likely less susceptible to relocation than the uses on the eastern corners.

And even more so than CA-4 at 42nd and High, these corner sites are separated by the very wide Hegenberger/73rd, making the chances of creating a 4-corners urban place quite remote. However, but orienting infill development to International and to adjacent cross streets, significant change is possible.

Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand colum of the fold-out plan.



T.O.D Catalyst Area 6

## Opportunity Site A

**Location:** Southwest corner of International and Hegenberger.

**Existing Conditions:** The triangular corner parcel is vacant, separated from the balance of this site by an open drainage channel. At the corner of International and 75th Ave is a large commercial building now housing a church, and behind the church are a number of one-story quadplex residences.

**Illustrated Infill Development:** A new street is shown over the existing drainage channel, which could presumably be converted to a covered box culvert. That street can connect to the existing dead end of Rudsdale Street to the south, and to 75th Ave via a small new street.

The corner lot on Hegenberger is shown with a commercial building and small park. This site is generally above Hegenberger, making a park in that location potentially pleasant.

With the new street frontages in addition to that of 75th Ave, a quite intense housing development is shown, with a lined parking podium in the center of the block. The existing church is shown to remain. Alternatively, depending on the amount of parking provided within the block, a mixed-use building could replace the older structure, with housing on upper floors and commercial uses - or the existing church - occupying the ground floor space.



Opportunity Site A:



Hardscaped plaza with planters to hold the edge



Caption

## Opportunity Site B

**Location:** Northwest corner of International and Hegenberger

**Existing Conditions:** Existing one-story commercial buildings face International, with housing facing 72nd Ave and old 73rd Ave to at the rear.

**Illustrated Infill Development:** Mixed-use buildings are illustrated facing International Boulevard. A very efficient parking arrangement at the rear. This could be facilitated by the removal of one house on 73rd Ave, and possibly the removal of the rear portions of some of the existing one-story buildings. In addition to providing parking for additional development on the site, this would provide an outlet for the dead end of 73rd Ave.

That amount of parking could support a good number of apartments on upper floors, which could be provided in entirely new mixed-use buildings, or in upper floor additions to the existing buildings. The additional parking might increase the potential for active commercial ground floor uses as well, possibly reducing the number of residences that could be supported on the upper floors.



Opportunity Site B:



Mixed-use building with a strong corner presence



Block-scale courtyard podium housing could potentially be constructed on Opportunity Site A

## Opportunity Site C

**Location:** Northeast corner of International and 73rd Ave.

**Existing Conditions:** And existing fast-foot restaurant.

**Illustrated Infill Development:** Base on the apparent economic viability of the existing restaurant, any change on this site is likely to be in the longer term. It is noted that the core business - selling food - can occur from buildings that are consistent with a pedestrian-oriented urban corridor, but not until the the overall area begins to shift to a more walkable urban character. In the meantime, landscape and parking lot screening could improve the sites contribution to the urban environment.

A typical Site Type 3 alternative is illustrated here, with commercial ground floor spaces on International and housing on upper floors. the site is not large enough to support the type if podium-based parking arrangement illustrated on Site B, above, further reducing the chances that this property will be redeveloped in the foreseeable future.

## Opportunity Site D

**Location:** Southeast corner of International and 73rd Ave.

**Existing Conditions:** A combination of older one-story commercial buildings and vacant lots.

**Illustrated Infill Development:** An intense Site Type 3 alternative is illustrated here, with commercial ground floor spaces on International and 74th Ave lining a parking podium. Housing is provided on upper floors, accessed via courtyards on decks over the parking podium. Stairs and elevators from the street provide pedestrian and visitor access to those secured, semi-private courts.

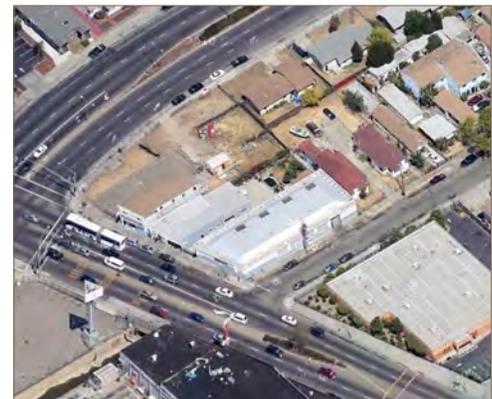
It is worth mentioning that such courts have the potential to be very useful and valuable shared open space for the residents, and can be landscaped to avoid a “parking deck” aesthetic. By utilizing a few parking spaces below as large tree planters, full-size trees can make these elevated courts feel very much like high-quality outdoor open space.



Opportunity Site D:



Mixed-use buildings that frame the street



Opportunity Site B:

### Legend:

T.O.D. Infill Building	
Tuck Under / Podium	
Parking	
Open Space Public	
Open Space General	

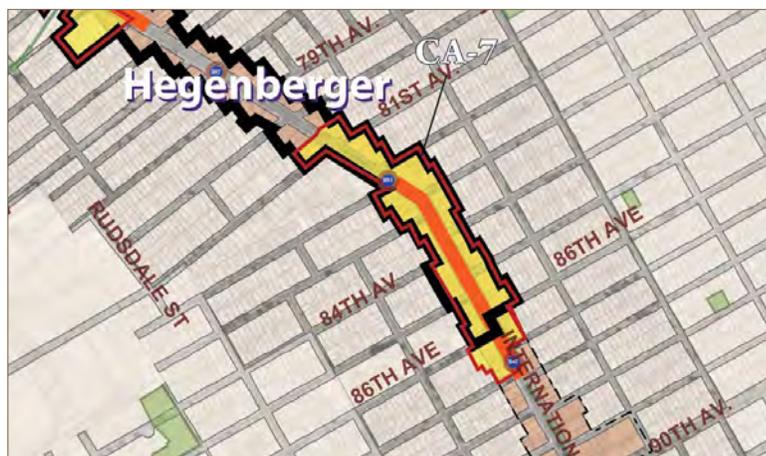


## INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 7 is near the east end of the Hegenberger Sub-Area, at the kink where International Boulevard turns more southward. The T.O.D. infill projects that are illustrated here respond to the community priorities and recommendations for that area, as described in Chapter 5.

The City should capitalize on existing social service facilities located in this area by encouraging a diverse mix of complementary commercial and civic amenities to locate nearby, to preserve the long term viability of these valuable community resources. Where possible, the City should encourage and pursue further opportunities for social and civic amenities such as a recreation center, a senior center, or adult education facilities.

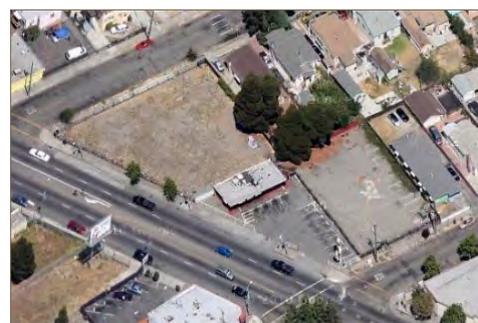
Other recommendations in this area focused enhancing the character of the corridor by updating signage with more creative applications, descriptive of the area's history, improved access to transit stops, enhanced and increased opportunities for public parks, greens and plazas, improved sidewalks, street trees, and lighting and improved intersection safety for pedestrians through more regular, signalized crosswalks, pedestrian refuges, and shorter crossing-distances. Finally, providing housing for a range of incomes and household types is encouraged.



T.O.D Catalyst Area 7 within Hegenberger Planning Sub-Area Orange line means “retail-ready frontages recommended”



Well landscaped median on International at 83rd Ave



Vacant, underutilized property, creates voids in the urban fabric, further discouraging foot traffic



International Blvd at 81st Ave

## CATALYST AREA 7

This four-block stretch of Corridor is anchored by the Allen Temple senior housing west of 82nd Ave, a new BRT stop at 82nd Ave, a number of existing and planned social service facilities, and a very nice sense of place that is created by the kink in International Boulevard and the better than typical street tree plantings and median.

A number of Type 2 and 3 Infill sites are illustrated.

Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



Buildings at kink in International define an urban space, which can be improved



Street trees in median provide strong sense of place, and reduce the scale of the wide street



Mixed character provides many opportunities for transit-oriented infill development



T.O.D Catalyst Area 7

## Opportunity Site A

**Location:** Northwest corner of International and 81st Ave.

**Existing Conditions:** A small one-story hamburger restaurant sits amid mostly empty parking lots.

**Illustrated Infill Development:** This typical Type 2 Infill site is shown with 3 to 4 story mixed-use buildings, fronting International with commercial shopfronts with apartments on upper floors.

## Opportunity Site B

**Location:** North side of International between 81st and 82nd Aves.

**Existing Conditions:** Existing one-story Walgreen's Drug store at the corner of 81st, with a large parking lot wrapping behind and beside.

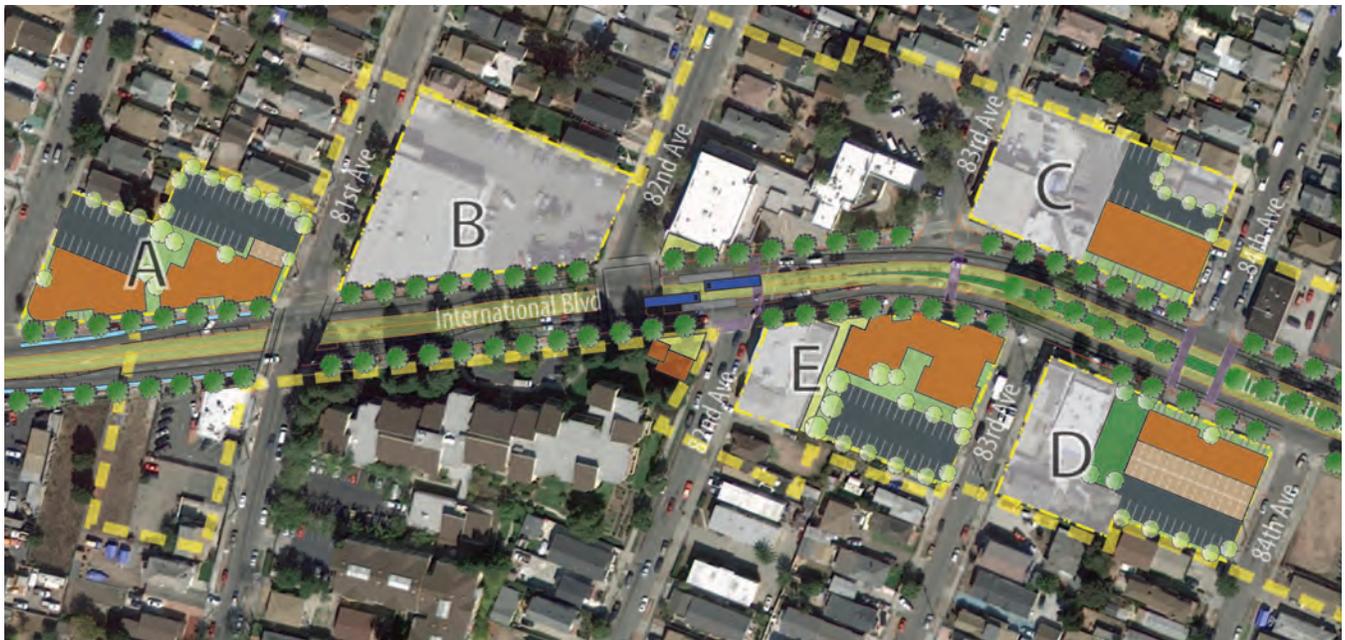
**Illustrated Infill Development:** The apparent economic viability of the drug store, and its benefits to the community, suggest that the use should remain. It might be possible, however, at some point in the future as the area becomes more transit-oriented, that the drug store could have residences added on upper floors, and/or that some new commercial or residential uses might be added at the corner of 82nd Ave, replacing that portion of the parking lot.



Opportunity Sites A and B:



A Walgreens pharmacy in a more urban, mixed-use building.



Caption



Opportunity Site C:

## Opportunity Site C

**Location:** The northwest corner of International and 84th Ave.

**Existing Conditions:** Auto repair businesses occupy one story buildings set to the rear of the lot, as well as the paved front yard.

**Illustrated Infill Development:** A small Type 2 Infill project is shown, probably limited to 2 or 3 stories by the relatively small amount of parking available. If one house on 84th were included in this site, the parking available could be increased significantly, perhaps making the project more economically attractive to investors.

It is noted that a virtually identical, mirror image project might be undertaken on the site across 84th Ave from Site C.



Mixed-use building with apartments above

## Opportunity Site D

**Location:** The Southwest corner of International and 84th Ave.

**Existing Conditions:** A quite odd residential development at the corner, consisting of four duplexes with parking all around them, including in fenced concrete front yards, and including a small commercial building fronting International with a large, vacant rear yard.

**Illustrated Infill Development:** A fairly intense Type 2 Infill project is illustrated, with tandem tuck-under parking and a row of surface parking behind. This triple row of parking - at transit-oriented parking ratios - could support a up to four stories of apartments on this relatively small site.



Rowhouses with a "retail-ready" frontage, that could be converted into shopfronts if/when needed.

## Opportunity Site E

**Location:** South side of International, between 82nd and 83rd Aves, not including the existing 2-story building at the corner of 82nd.

**Existing Conditions:** One-story commercial buildings, including a number of auto repair businesses with outdoor storage areas.

**Illustrated Infill Development:** This site is transitional between a Type 2 and Type 3 Infill site, lending itself to a very simple layout with efficient parking, good commercial space depths facing International, and outdoor open space for residents. The building would be massed up to 4 stories on International, with a residential courtyard at the rear, facing generally south.



Opportunity Site E:



Mixed-use building with apartments above

### Legend:

- T.O.D. Infill Building 
- Tuck Under / Podium 
- Parking 
- Open Space Public 
- Open Space General 

## Potential Development Summary

**Site A** - 0.75 Acres; 49 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 14,000 ft<sup>2</sup>  
**Residential:** 43 Units (1250 ft<sup>2</sup> average size)  
**DUA:** 57  
**Parking Ratio:** 1.10 Space / Unit  
**Building Mass:** approx. 5-6 Stories

**Site B** - 0.95 Acres  
**Infill Site Type:** Type 2

**Site C** - 0.4 Acres; 17 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 9,000 ft<sup>2</sup>  
**Residential:** 15 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 40  
**Parking Ratio:** 1.10 Space / Unit  
**Building Mass:** approx. 3-4 Stories

**Site D** - 0.5 Acres; 39 spaces (13 Tandem)  
**Infill Site Type:** Type 2  
**Commercial:** 8,000 ft<sup>2</sup>  
**Residential:** 35 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 60  
**Parking Ratio:** 1.12 Space / Unit  
**Building Mass:** approx. 4-5 Stories

**Site E** - 0.72 Acres; 28 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 8,000 ft<sup>2</sup>  
**Residential:** 20 Units (1200 ft<sup>2</sup> average size)  
**DUA:** 28  
**Parking Ratio:** 1.11 Space / Unit  
**Building Mass:** approx. 3 Stories

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.



## Vision and Character for Catalyst Area 7

The photo-transformation on the right illustrates the intersection of International Boulevard and 81st Avenue, from a point in front of the Allen Temple Senior Housing and looking north across the intersection.

The upper image is the existing conditions as of late 2010. On the near left is the Allen Temple Senior Housing, and across 81st Avenue is a one-story restaurant. Across International from that restaurant are two large vacant lots and a small hamburger restaurant, and across 81st Avenue from that - just outside the right side of the image - is a one-story Walgreens Drug Store

The lower image has been electronically edited to illustrate the potential for a coordinated series of streetscape improvements and new development projects to cumulatively transform this key intersection to a more pedestrian-oriented, transit-oriented and lively urban environment.

Key public improvements illustrated include the restriping of the existing pavement to create dedicated bus lanes in the center for the proposed BRT services for the corridor, the addition of a landscaped median, restriping of lanes for bicycles and private vehicles, and new crosswalks. Because of the width required for the BRT lanes, new median and bike lane, curbside parking would not be provided here. Other streetscape improvements - which would ideally be completed at approximately the same time as the BRT line - include new pedestrian-scale streetlights and new street trees.

Key private development illustrated include:

- Restoration of the display windows in the Safeway building, A new mixed-use building replacing the little restaurant on the left. This could equally be a 3 or 4 story building, but based on the size of the lot and current and foreseeable market conditions, a 2-story building is illustrated.
- Across the street - on the large vacant and underutilized parcel - a more intense 4-story mixed-use building is illustrated, with ground floor shops with housing above.



Existing condition on International Blvd at 81<sup>st</sup> Ave



Potential Design Vision for International Blvd at 81<sup>st</sup> Ave

### INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 8 is a 10-block stretch within the Elmhurst Sub-Area, extending from 94th Street nearly to the San Leandro City Limits. Due to the large size of the catalyst area, it has been broken up into three parts, with 8A focussing on the portion of International Blvd from 94th - 97th Ave. While the T.O.D. infill projects that are illustrated here respond to Feedback recieved from the community. This feedback was a list of recommendations and priorities for the entire Elmhurst area (as described in Chapter 5), not specific to the subdivisions that have been made to describe Catalyst Area 8 clearly, and as such, recommendations reported here, 8B or 8C, should be considered for all intents and purposes, interchangeable.

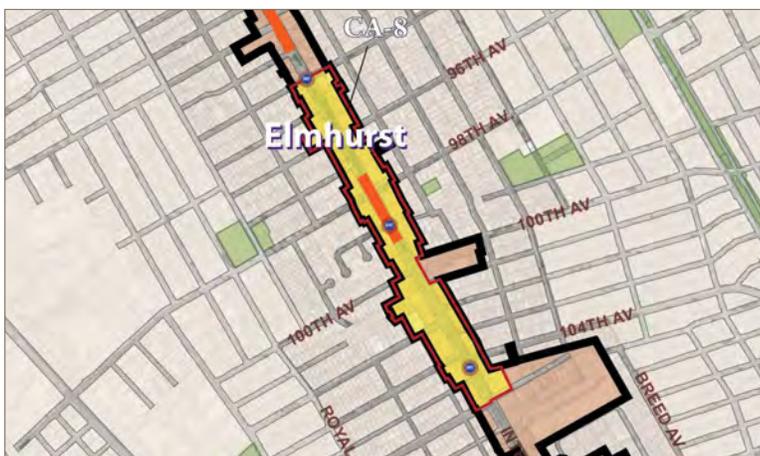
Similar to a number of the catalyst areas already described, recommendations for this area included improving the overall character and experience along the corridor through improved sidewalks equipped with attractive street furnishings, street trees, and curb-side parking to buffer the pedestrian from the busy International Blvd. Similarly, encouraging quality, affordable housing for a range of incomes, will encourage repopulation of the area, and in turn, increased public safety.



Retail frontages between 93rd and 94th Aves



Once a great building; but covered-up openings disengage it from the street, and the place it could otherwise help create. Could easily be improved through a feçade improvement program.



T.O.D Catalyst Area 8 within Elmhurst Planning Sub-Area Orange line means "retail-ready frontages recommended"

## CATALYST AREA 8A



Mix of commercial frontages in 9600 Block



Small scale retail buildings with residences above; good overall form, but would be candidates for façade improvements

As the dialogue with the Elmhurst community continued, this Catalyst area grew from a couple of blocks centered on 98th Street to a 10-block stretch. The area is so large that its effectiveness as a catalytic “pressure cooker” of near-term change is somewhat diminished, but it is useful nonetheless as an illustration of how concerted and sustained incremental improvement efforts could significantly change a larger area over time. For purposes of clarity, the catalyst area has been broken up into three pieces - 8A, described here, focuses on potential changes on International Blvd from 94th - 97th Ave.

Given the relatively fine-grained block structure of the Elmhurst District and the relatively intact condition of the flanking neighborhoods, most of the identified infill sites are Type 2, with a few deeper Type 3 Infill sites.

Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



T.O.D Catalyst Area 8

## Opportunity Site A

**Location:** The westerly portion of a long half-block site at the southeast corner of International and 94th Ave.

**Existing Conditions:** Existing development

**Illustrated Infill Development:** The Type 2 Infill development illustrated here is an actual development proposal that has been submitted to the City by a major international development company. This design was brought to the attention of the planning team after most of the other Catalytic Area illustrative diagrams were prepared, and confirms the reasonableness of the Type 2, surface parked simple approach to T.O.D. infill development. A small retail space is oriented to the corner, parking and shared open space are provided behind the building, and residential units with small dooryards are oriented to the street and to the gardens at the rear.

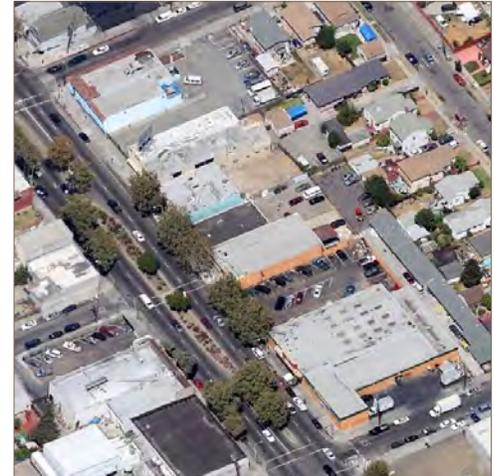
## Opportunity Sites B, C and D

**Location:** Together with Opportunity Site A, these sites comprise the both International Boulevard frontages between 94th and 96th Aves. These blocks were identified by the community as important to the Elmhurst District.

**Existing Conditions:** These three sites include a good number of existing one-story streetfront retail buildings.

**Suggested Improvements and Infill Development:** No specific infill development is illustrated here, as this is one of the more intact portions of the Corridor. Design recommendations for this area include:

- Facade renovation and enhancement, particularly adding traditional deep awnings to shelter and enclose pedestrians
- Upper floor additions in certain cases, taking care to respect the architectural integrity of existing significant buildings.
- Selective infill development.
- Organize and shared and managed parking supply, including on-street parking, off-street lots, and related informational and directional signage.
- There are significant underutilized areas behind existing buildings that could be improved as parking or in some cases as housing that shares rear courtyards with new residential development in new upper floors of street-front buildings.



Opportunity Sites A & B:



Mixed-use building with a combination of commercial, residential, and work-live ground floor spaces

### Legend:

T.O.D. Infill Building	
Tuck Under / Podium	
Parking	
Open Space Public	
Open Space General	

## Potential Development Summary



Opportunity Site C & D:

**Site A** - 1.15 Acres; 62 spaces  
**Infill Site Type:** Type 2  
**Building Mass:** approx. 4-5 Stories  
**Commercial:** 3,000 ft<sup>2</sup>  
**Residential:** 54 Units (1050 ft<sup>2</sup> average size)  
**DUA:** 47  
**Parking Ratio:** 1.15 spaces / Unit

**Site B** - 0.75 Acres  
**Infill Site Type:** Type 2

**Site C** - 0.75 Acres  
**Infill Site Type:** Type 2

**Site D** - 1.06 Acres  
**Infill Site Type:** Type 3



Work-live rowhouses could make up the remainder of the non-commercial ground floor space

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.

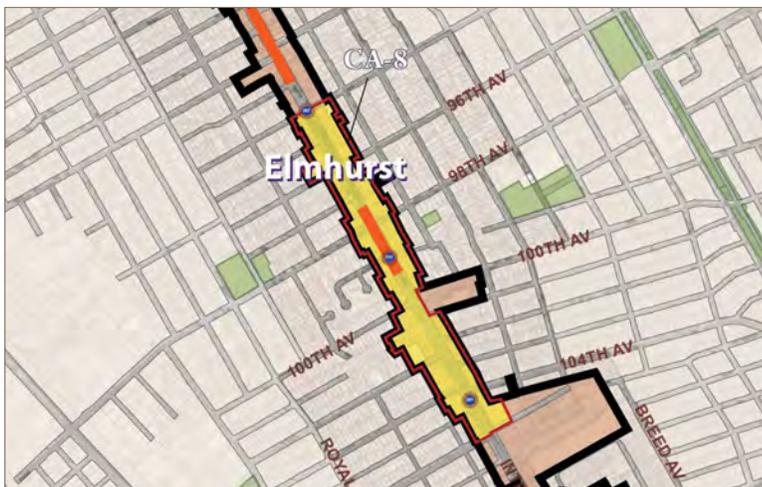


### INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 8B focusses on the portion of International Blvd from 98th - 100th Ave. T.O.D. infill projects that are illustrated here respond to Feedback recieved from the community, as reported in Chapter 5, and are a continuation of those reported in T.O.D Catalyst Area 8A.

In addition to the specific design recommendations related to the physical appearance and character of the corridor, there was a strong focus on prioritizing collaboration between the City and existing grassroots community organizations - such as local community centers, churches, and non-profits - to begin to reverse the trend of gang-activity along the corridor, and view \community-driven public safety as a keystone to the long term viability of the corridor.

Additionally, the community expressed a need for specific amenities - such as a bank, a grocery store, low-cost medical clinics, youth and community centers, and other facilities in support of healthy, physical activity. In support of this, there was a strong desire for new development to be paired the construction of new public spaces, private and publically accessible, such as pocket parks, plazas, recreation centers, and playgrounds.



T.O.D Catalyst Area 8 within Elmhurst Planning Sub-Area Orange line means "retail-ready frontages recommended"



The area has many isolated pieces of urban fabric, that aren't currently working together to create streetscape.



The are is marked by pieces of interesting urbanism, full of character, but with little support around them.



Corner of 100th and International - good scale for a prominent corner, but suggests that infill the rest of the block would be beneficial. Also, over time, and as the market allows, the ground floor could be opened up to make way for commercial space at the street level.

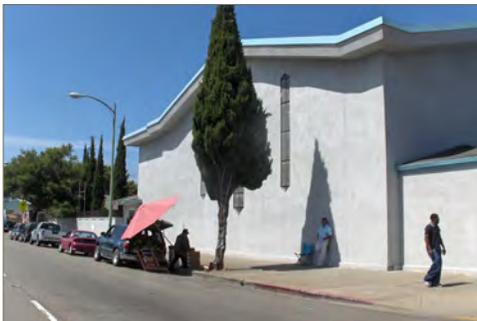
## CATALYST AREA 8B



Vacant and underutilized lots - like this one at International and 100th, have left holes in the urban fabric.



Center for Family Councilling - an excellent community resource, but disengaged from the street/sidewalk.



St Louis Bertrand Church - corner of 100th Ave and International - a positive presence in the community, minor façade improvements would help it also contribute to the urban character of the corridor as well.

For purposes of clarity, the catalyst area has been broken up into three pieces - 8B, described here, focuses on potential changes on International Blvd from 97th - 100th Ave. Five potential opportunity sites have been identified in this four-block stretch of the Corridor, interwoven between some of the positive existing uses located here, such as several small locally-owned businesses, on the west side of International Blvd, and the Center for Family Councilling building on the east side of International Blvd.

Given the relatively fine-grained block structure of the Elmhurst District and the relatively intact condition of the flanking neighborhoods, most of the identified infill sites are Type 2, with a few deeper Type 3 Infill sites.

Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



T.O.D Catalyst Area 8

## Opportunity Site A & B

**Location:** Site A is at the southwest corner of International and 98th, and Site B is at the southeast corner.

**Existing Conditions:** Site A is a suburban style McDonald's restaurant and Site B is a former gas station, now an auto tire business.

**Illustrated Infill Development:** Redevelopment of Site B is clearly more likely than significant changes to Site A.

While a variety of relatively simple Infill Site Type 3 configurations could be applied to Site A, illustrated here is simply an alternative and urbanistically superior layout for a corner restaurant with a relatively large parking lot. The building is located at the corner, with the parking wrapping behind. While this is not strictly "transit-oriented" development, it is a classic pattern for integrating a corner building that requires large amount of parking into a walkable urban district.

A simple Infill Site Type 3 configuration is shown, with commercial ground floor space at the corner, with residential townhouses fronting the street and the rear garden, and additional apartments on third and fourth floors, accessed via stairs and elevator from the south-facing residential courtyard at the rear. Pedestrian and visitor access to the court would be provided directly from International via a lobby or open air passage, or "zaguan".



Opportunity Sites A & B:



Fast-food restaurants can still contribute to a strong urban fabric by moving the drive-through to the rear, and bringing the building to front the sidewalks.



Caption



Opportunity Site C:



A good example of a mixed-use building from downtown Oakland.



Opportunity Site D:

## Opportunity Site C

**Existing Conditions:** A gas station and mini-mart at the corner, small scale retail building and a funeral home operating in a converted two-story house. Community members indicated that the gas station is a useful amenity for the neighborhood, and the funeral home business appears well established.

**Illustrated Infill Development:** Current business locations aside, the existing development configuration on this site is inconsistent with the stated community desire for a walkable, pedestrian-oriented environment. An alternative use of this site - possibly rather long-term - is illustrated. Given the size of this potential infill site, and its location at a significant crossroads, relatively intense infill project is shown, with two levels of parking behind sizable commercial spaces.

The parking could be in two level decks, one a half-level above grade and entered from one end, and the other a half-level below grade and accessed from the other end. Over that parking structure could be several floors of mixed townhouses and apartments, with shared courtyards on a deck above the parking. Pedestrian access to the courts would be provided by stairs and an elevator from the street.

A deadend stub of 99th Ave is present to the north (east) of this site, and could be extended through to International as a pedestrian connector to the new BRT stop at 99th.

## Opportunity Site D

**Existing Conditions:** Existing development is a row of older, mostly two-story buildings of reasonable quality, built up to the street except for one house.

**Illustrated Development:** While an intense Infill Site Type 2 development could be pursued as illustrated on Site 3, an alternative approach would be to renovate the existing buildings, improve their facades, and re-landscape their frontages to support either commercial or residential use. This could be a near-term, mid-term or even long-term strategy for such a row of buildings, of which there are quite a number along the corridor. Organizing and managing shared parking would be an important part of such a strategy.

## Opportunity Site E

**Existing Conditions:** A one story commercial building built around an older house, with a corner parking lot.

**Illustrated Infill Development:** An Infill Site Type 2 development is shown on this relatively small site, with tuck-under parking behind a small retail space at the corner and townhouse units fronting International, with open parking behind. Enough parking could be generated to support a good number of apartments on upper floors.



Opportunity Site E:



Tuck-under rowhouses, with small elevated yard frontage

### Legend:

T.O.D. Infill Building	
Tuck Under / Podium	
Parking	
Open Space Public	
Open Space General	

## Potential Development Summary

**Site A** - 0.5 Acres; 36 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 4,000 ft<sup>2</sup> - (restaurant pad)  
**Residential:** n/a  
**DUA:** n/a  
**Parking Ratio:** n/a  
**Building Mass:** approx. 1-story

**Site B** - .48 Acres; 34 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 6,500 ft<sup>2</sup>  
**Residential:** 32 Units (1000 ft<sup>2</sup> average size)  
**DUA:** 67  
**Parking Ratio:** 1.06 Space / Unit  
**Building Mass:** approx. 3-4 Stories

**Site C** - 1.06 Acres; 120 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 18,000 ft<sup>2</sup>  
**Residential:** 103 Units (1,050 ft<sup>2</sup> net Avg. size)  
**DUA:** 98  
**Parking Ratio:** 1.04 spaces / unit  
**Building Mass:** approx. 3-5 Stories

**Site D (Small infill)** - 0.1 Acres; 4 spaces  
**Infill Site Type:** Type 2  
**Commercial:** 2,000 ft<sup>2</sup>  
**Residential:** 3-4 Units (1,050 ft<sup>2</sup> net Avg. size)  
**DUA:** 27-39  
**Parking Ratio:** 1.04-1.5 spaces / unit  
**Building Mass:** 3 Stories

**Site E** - .45 Acres; 32 spaces (16 tuck-under)  
**Infill Site Type:** Type 2  
**Commercial:** 1,500 ft<sup>2</sup>  
**Residential:** 21-28 Units (1,050 ft<sup>2</sup> net Avg. size)  
**DUA:** 66  
**Parking Ratio:** 1.07 spaces / Unit  
**Building Mass:** approx. 3-4 Stories

[1] Note: development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.



### INTRODUCTION AND CONTEXT

T.O.D. Catalyst Area 8C focusses on the portion of International Blvd from 101st - 105th Ave. T.O.D. infill projects that are illustrated here respond to Feedback recieved from the community, as reported in Chapter 5, and are a continuation of those reported in T.O.D Catalyst Areas 8A and 8B.

In addition to those priorities and recommendations described in 8A and 8B, there was also strong support of designating a portion of the corridor within the Elmhurst sub-area as a special cultural arts district. Ensuring affordable retail and commercial spaces along the corridor was seen as essential in encouraging locally owned and operated businesses to locate here, especially in effort to encourage multi-cultural arts and entertainment uses - such as local theatres, performing arts centers, or movie theatres - to populate this designated cultural arts district.

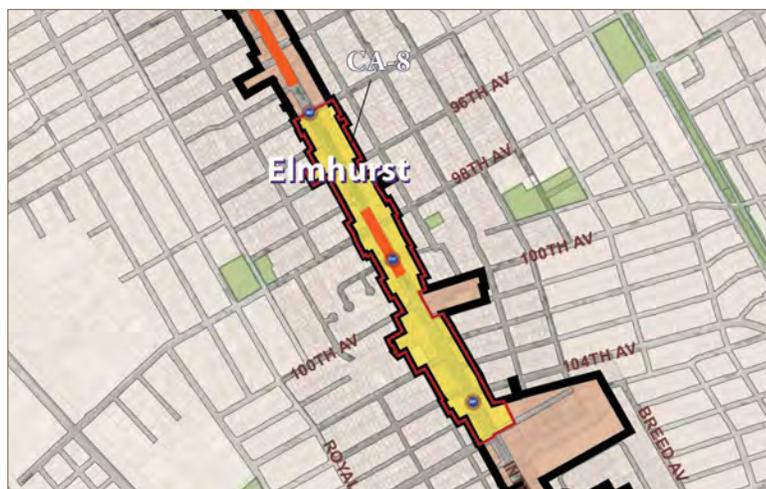
In support of this revamped character of the corridor, creating incentives for façade and signage improvements, expanding code enforcement along the corridor, managing regular street and sidewalk cleaning, and providing safe, efficient, and regular facilities for pedestrians and cyclists to move freely throughout the corridor are essential elements to its overall vitality and viability.



Vacant gas station at 102nd and International



Los Pericos Market



T.O.D Catalyst Area 8 within Elmhurst Planning Sub-Area Orange line means “retail-ready frontages recommended

## CATALYST AREA 8C

For purposes of clarity, the catalyst area has been broken up into three pieces - 8C, described here, focuses on potential changes on International Blvd from 101st - 105th Ave. Seven potential opportunity sites have been identified in this four-block stretch of the Corridor; some on currently vacant sites, and others suggesting alternative uses or redevelopment of existing sites in effort to better serve the desired character and outcome of the corridor as a whole.

Given the relatively fine-grained block structure of the Elmhurst District and the relatively intact condition of the flanking neighborhoods, most of the identified infill sites are Type 2, with a few deeper Type 3 Infill sites.

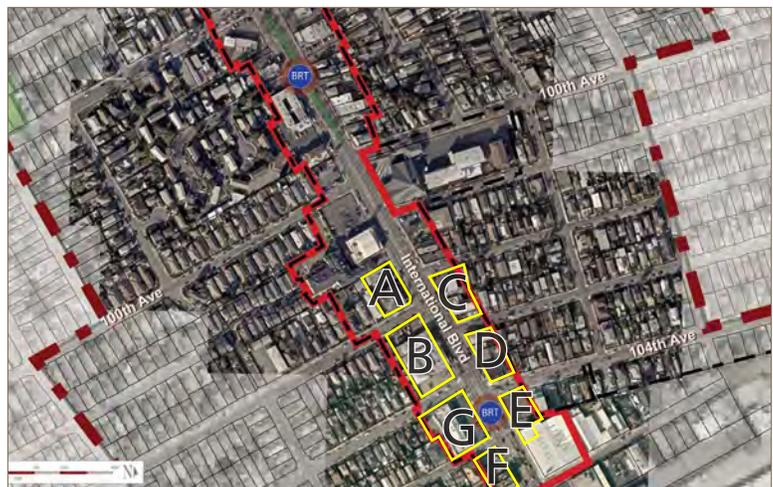
Qualitative information about the development illustrated is provided on the following pages, and quantitative information is tabulated in the righthand column of the fold-out plan.



Opportunity Site E: The current “overhang” could become a new enclosed space fronting an outdoor plaza



Existing façade on corner of 103rd and International



T.O.D Catalyst Area 8

## Opportunity Site A

**Existing Conditions:** A small gas station located on a corner lot - set back from International Blvd.

**Illustrated Infill Development:** New 3 to 4 mixed-use building with a Commercial presence on the corner of International and 102nd Ave, and townhouses, or live-work units set back slightly from International between 101st and 102nd Ave. Due to the shallow depth of the lot, tuck-under parking is suggested to maximize the amount of parking available for new development, and would be accessed off of 102nd street.



Opportunity Site A: vacant gas station at 102nd and International



Contemporary mixed-use building; 3-4 stories.



Caption

## Opportunity Site B

**Existing Conditions:** Two one-story industrial uses located in the middle of the block, with the corners of 102nd and 103rd respectively, with empty to accommodate parking.

**Illustrated Infill Development:** New 3 to 4-story mixed-use buildings are shown to replace the one-story industrial buildings, with parking lots behind, accessed from a newly constructed service alley. At the street level, commercial uses anchor the corners of 102nd and 103rd blvd, and live-work, or townhouses fill the center of the block.

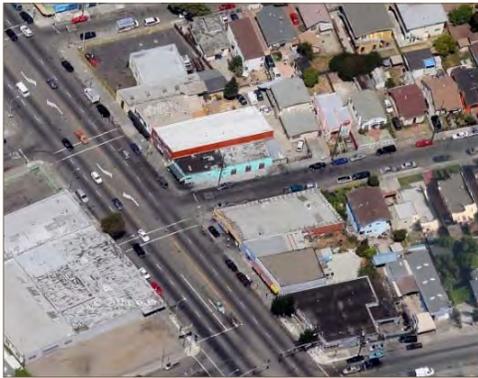


Opportunity Site B:

## Opportunity Sites C & D

**Existing Conditions:** A row of small one-story commercial buildings located on narrow lots, in most cases filling the entire depth of the lot. The building on the corner of 102nd and International is set back from both streets, providing no corner presence.

**Illustrated Infill Development:** New 3 to 4-story mixed-use buildings fronting International Blvd are shown to replace the one-story commercial buildings, with parking lots behind, accessed from 102nd and 103rd Aves respectively. New 2-3 story commercial buildings on the corners of 103rd and 104th, could either replace, or revamp existing building. The ornate façade of the industrial building on the southeast corner of 103rd and international could be preserved as the storefront of a more intense mixed-use building with residential units to be constructed above.



Opportunity Sites C & D:



Mixed-use building with lofts over commercial space

## Opportunity Site E

**Existing Conditions:** Former car dealership now occupied by a church.

**Illustrated Infill Development:** New 2 to 3-story mixed-use buildings is shown on the corner of 104th and International. Filling in the current void under the canopy of the existing car dealership (church) building, is shown a potential re-enclosed, infill space - perhaps a cafe or atrium related to the needs of the current church. Between these two infill pieces, is shown a new plaza/green, which could serve a number of functions, including overflow parking for church operations during the week, and an outdoor space for congregating before and after church services. This is illustrated further in the photosimulation series on the following pages.



Opportunity Sites E, F & G:

## Opportunity Sites F & G

**Existing Conditions:** Site F is presently occupied by a one-story strip-mall development set back from International Blvd with a parking lot in front and a service alley and parking bay in the rear of the lot. The current building orientation does little to engage International Blvd, and is a blank wall to 103rd and 104th Aves. Site G is occupied by a vacant, rather run-down one-story building, on the corner of 104th, and an empty parking lot on the corner of 103rd.

**Illustrated Infill Development:** New 3 to 4-story mixed-use buildings are shown fronting International on both opportunity sites. Site F shows a mixture of Commercial and live-work units on the ground floor with residential units above. Site G shows a concentration of work-live units fronting International Blvd, with private garages - with potential for residential apartments above - served by a rear alley, and enclosing private rear-yards for each unit. Site G shows a rear parking lot, accessed off of 103rd and 104th Aves along with tuck-under row houses fronting 103rd and 104th Aves respectively to maximize the development potential of the site, as well as better engage and transition into the residential fabric along 103rd and 104th Aves as you move away from the Corridor.

[1] **Note:** development intensities, including dwelling unit count, commercial square footage and building height, as noted above, are based upon the assumptions listed on p. 7. In most cases, the proposed zoning would allow development at greater intensities, and to the extent that the market will support lower parking ratios, or structured parking solutions, significantly higher development intensities and building heights may be realized.



2-3 story mixed-use buildings with ground floor commercial and apartments above.



Townhouses with secure front entrances

### Legend:

T.O.D. Infill Building	
Tuck Under / Podium	
Parking	
Open Space Public	
Open Space General	

## Potential Development Summary

**Site A** - 0.5 Acres; 32 spaces  
**Infill Site Type:** Type 2  
**Building Mass:** approx. 4-5 Stories  
**Commercial:** 3,000 ft<sup>2</sup>  
**Residential:** 33 Units (1,050 ft<sup>2</sup> net Avg. size)  
**DUA:** 66  
**Parking Ratio:** 1.08 spaces / Unit

**Site B** - 0.86 Acres; 48 spaces  
**Infill Site Type:** Type 2/3  
**Building Mass:** approx. 4-5 Stories  
**Commercial:** 7,800 ft<sup>2</sup>  
**Residential:** 45 Units (1,050 ft<sup>2</sup> net Avg. size)  
**DUA:** 53  
**Parking Ratio:** 1.06 spaces / Unit

**Site C** - 0.55 Acres; 24 spaces  
**Infill Site Type:** Type 2  
**Building Mass:** approx. 3-4 Stories  
**Commercial:** 5,800 ft<sup>2</sup>  
**Residential:** 24 Units (1,050 ft<sup>2</sup> net Avg. size)  
**DUA:** 44  
**Parking Ratio:** 1.07 spaces / Unit

**Site D** - 0.5 Acres; 18 spaces  
**Infill Site Type:** Type 2  
**Building Mass:** approx. 2-3 Stories  
**Commercial:** 11,500 ft<sup>2</sup>  
**Residential:** 18 Units (1,050 ft<sup>2</sup> net Avg. size)  
**DUA:** 36  
**Parking Ratio:** 1.10 spaces / Unit

**Site E** - 0.4 Acres; 8 spaces  
**Infill Site Type:** Type 2  
**Building Mass:** approx. 1-2 Stories  
**Commercial:** 8,000 ft<sup>2</sup>  
**Residential:** 0-8 units  
**DUA:** 19  
**Parking Ratio:** 1.05 spaces / Unit

**Site F** - 0.82 Acres; 32 spaces  
**Infill Site Type:** Type 3  
**Building Mass:** 3-4 Stories  
**Commercial:** 10,000 ft<sup>2</sup>  
**Residential:** 21 Units (1,000 ft<sup>2</sup> net Avg. size)  
**DUA:** 26  
**Parking Ratio:** 1.5 spaces / Unit

**Site G** - 0.46 Acres; 16 spaces  
**Infill Site Type:** Type 2  
**Building Mass:** approx. 2 Stories  
**Commercial:** 0 ft<sup>2</sup>  
**Residential:** 8 Units (1,300 ft<sup>2</sup> net Avg. size)  
**DUA:** 18  
**Parking Ratio:** 2 spaces / Unit



## Vision and Character for Catalyst Area 8

The photo-transformation on the right illustrates the intersection of International Boulevard and 104th Avenue, looking to the north (west) on International.

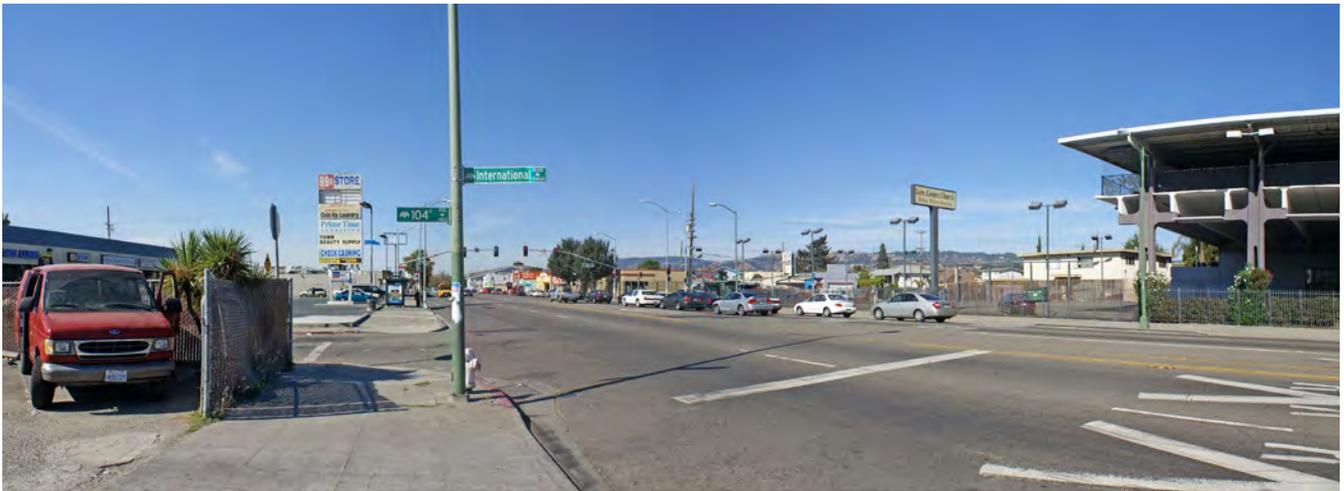
The upper image is the existing conditions as of late 2010. On the near left is a vacant lot or underutilized parking lot, and across 104th Avenue on the left is a one-story strip retail center. Across International Boulevard is a former auto dealership with a corner parking lot at 104th (which does not align with 104th on the left) and a two-story building at the corner of 105th, a corner of which is visible on the right side of the image. That building is mostly parking at the ground level and on the second floor, and the former show room has been converted to a church. Across 104th on the right is a one-story commercial building with auto supply/service and restaurant businesses.

The lower image has been electronically edited to illustrate the potential for a coordinated series of streetscape improvements and new development projects to cumulatively transform this key intersection to a more pedestrian-oriented, transit-oriented and lively urban environment.

Key public improvements illustrated include the restriping of the existing pavement to create dedicated bus lanes in the center for the proposed BRT services for the corridor, the addition of a landscaped median, restriping of lanes for bicycles and private vehicles, and new crosswalks. Because of the width required for the BRT lanes, new median and bike lane, curbside parking would not be provided here. Other streetscape improvements - which would ideally be completed at approximately the same time as the BRT line - include new pedestrian-scale streetlights and new street trees.

Key private development illustrated include:

- A new mixed-use building on the left, with ground floor shops
- New 3- or 4-story mixed-use buildings across 104th Avenue on the right and on the left.
- On the right, in the current parking area at the corner of 104th, a new 4-story mixed-use building is illustrated, separated from the former auto dealership by a small green that could be managed by the church, or others. That green would terminate the views of people approaching from the west on 104th.
- A new corner retail or restaurant or community space is illustrated in the corner of the former car dealership building - on the right side of the image - opening to the street and to the green.



Existing condition on International Blvd at 104<sup>th</sup> Ave

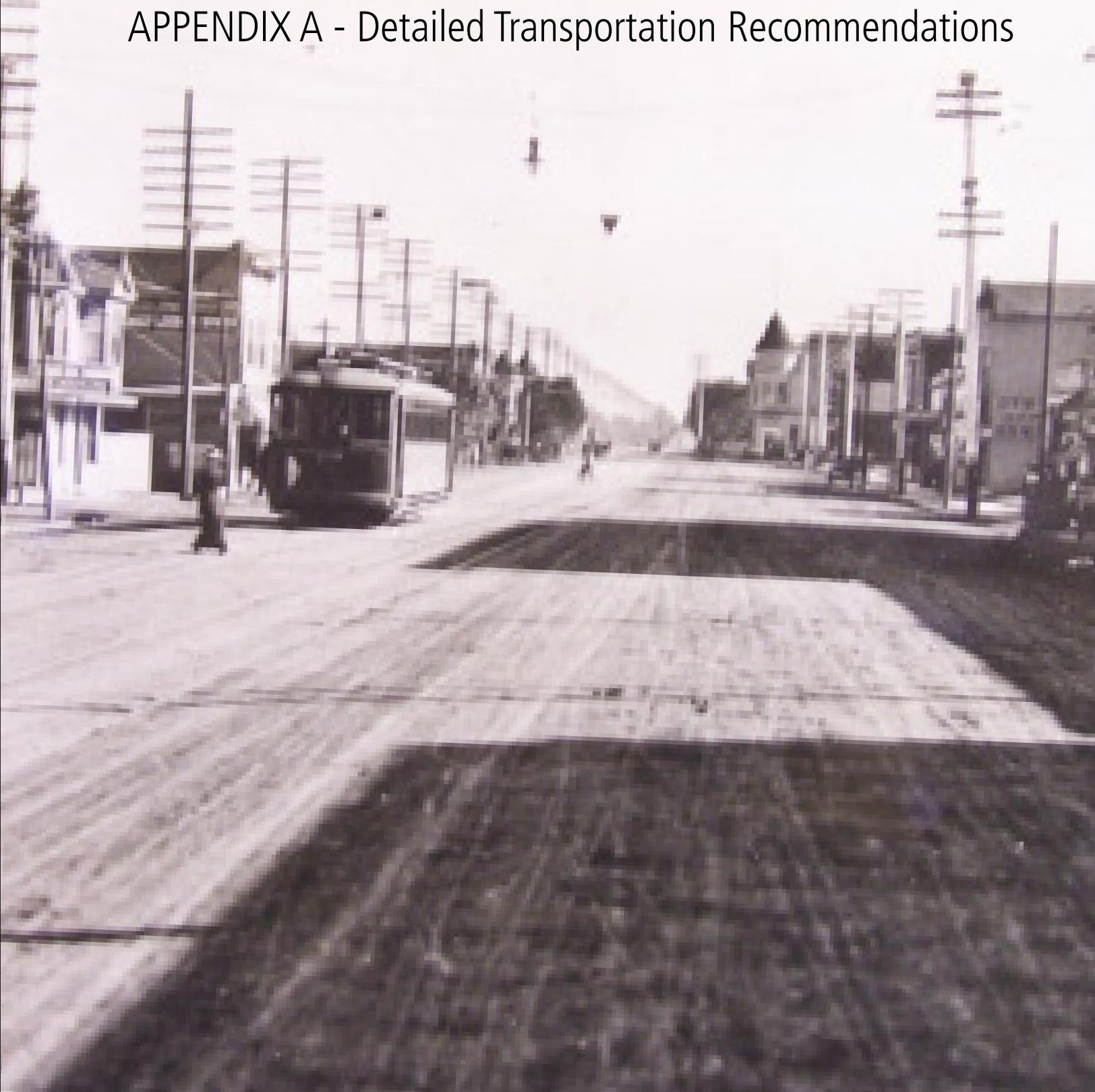


Potential Design Vision for International Blvd at 104<sup>th</sup> Ave



# A

## APPENDIX A - Detailed Transportation Recommendations





# Detailed Transportation Recommendations

## INTRODUCTION

Transportation strategies, guidance, and recommendations appear throughout the plan, especially in Chapter 5 Sub-Area Plans, Chapter 6 Development and Design Guidance, and Chapter 7 Implementation. Appendix A elaborates on these strategies, guidance, and recommendations in more detail so that all the transportation recommendations, from corridor-wide to intersection specific, are consolidated in one plan section. This Appendix should be considered a detailed transportation action plan that supports transit-oriented development and supplements the proposed BRT improvements described in the following paragraph. Appendix A suggests transportation strategies related to:

- Improvements to the pedestrian environment
- Improvements to bicycling conditions and facilities
- Provision of the appropriate amount of parking for a transit- and pedestrian-oriented environment

This plan's transportation recommendations focus on the topics listed above because major transit improvements are already planned as part of a separate process, AC Transit's East Bay Bus Rapid Transit project. This plan and these recommendations assume the implementation of the BRT preferred alternative, which includes many improvements to transit, bicycle, and pedestrian conditions (although pedestrian improvements are generally limited to the roadway, with the exception of some bulbout curb extensions at corners). Recommendations are mostly corridor-wide, but when necessary, some strategies call out location-specific improvements. Location-specific recommendations could be adjusted as necessary to reflect changes to the BRT plan.

## Parking

The implementation strategy for the TOD Plan focuses much of its attention on parking. Provision of the right amount of parking is essential to successful TOD, as too little parking can restrict access, while too much parking can increase motor vehicle traffic and negatively impact pedestrian, bicycle and transit conditions. As currently proposed, the BRT preferred alternative would result in removal of roughly one-third of the on-street parking spaces along International Boulevard within the TOD Plan area. Nonetheless, in order to improve not just automobile access, but also delivery access to businesses, and to provide a “buffer” of parked cars serving to separate pedestrians on the sidewalk from adjacent vehicle traffic, a key strategy of this TOD Plan is to recommend ways to potentially “add back” on-street parking at key development opportunity sites along International Boulevard using recessed bays.

Most of the recommendations in this section, however, deal with off-street parking regulations based on the following observations and recommendations:

- Existing off-street parking regulations in the corridor were not designed for walkable, bike friendly, multi-use transit-oriented developments, which have been shown to have reduced demand for parking as compared to other locations.
- Existing off-street parking regulations would unnecessarily increase costs for developers, homebuyers and tenants.
- Reducing off-street parking supply, combined with better parking management, would emphasize the TOD “vision” for the corridor and ultimately help to reduce demand for parking and road space, in conjunction with measures to encourage the use of safer and more sustainable transit, walk and bike modes.
- Reducing off-street parking requirements would reduce obstacles to development not just in terms of cost, but also in terms of flexibility by allowing for increased usable density, more attractive urban development and more visual interest at street level.

It should be noted that the zoning update that is currently in process for the city’s commercial corridors, including International Boulevard, provides for a conditionally permitted 50 percent reduction of the parking requirements – a significant step toward more

sustainable and transit-oriented parking policies. The parking-related provisions of the Oakland Planning Code will undergo a comprehensive update starting in early 2011.

Parking recommendations for the TOD Plan are as follows:

**Consider adopting off-street parking regulations from the S-15 Transit Oriented Development zoning classification.** It is recommended that any new regulations for International Boulevard be similar to those in the existing S-15 Transit Oriented Development zoning classification. The major impacts of this change are summarized below.

Based on the City's current zoning standards (currently undergoing revision), the predominant existing zoning classifications in the corridor are C-28 Commercial Shopping District and C-40 Community Thoroughfare Commercial. While the code contains a great deal of detail, parking supply-related provisions of these classifications might be generally described as follows:

- For commercial development, minimums varying by use, but as high as one parking space per 200 square feet of floor area (for convenience markets and fast-food restaurants)
- For residential development, a minimum of one space per dwelling unit
- For mixed-use developments in classification C-28, requirements for the residential component may be reduced by 25 percent, to 0.75 spaces per dwelling unit

By contrast, the S-15 classification requires significantly less parking in certain key categories:

- For major commercial uses including restaurants (various classifications) and General Retail Sales, there is **no minimum parking requirement**
- For residential development, the minimum parking requirement is reduced to **0.5 spaces per dwelling unit**

The S-15 classification also includes a number of additional parking-related provisions, such as:

- Parking may be leased off-site
- Off-street parking, and parking requirements may be shared between "daytime" and "nighttime" uses

- Provision of additional parking beyond the minimum requirement triggers a conditional-use process (effectively, this provision sets a maximum by-right but allows additional parking subject to discretionary approval by the City).
- Off-street fee parking (i.e., paid parking lots and/or garages) requires a conditional use permit, with a number of stipulations including requirements that off-site fee parking be structured, that it be on at least three levels, that it replace an existing surface lot, and that it be designated by a “City-sponsored plan or study designed to promote a transit-oriented district as defined by the General Plan”. Given the current conditions in the corridor, it is unlikely that structured parking will be economically viable and this section of the S-15 designation will most likely need to be altered for zoning in the International Boulevard corridor.

With their acknowledgment that access to high-quality transit should reduce demand for parking, these standards are more relevant to the TOD Plan area than the existing regulations. An example of an operational S-15 zone is found in the immediate vicinity of the Fruitvale BART Station. Extending parking-related provisions of the zoning classification to much of the remainder of the corridor may be appropriate given the relatively high quality of existing and planned transit service. Moreover, reduced parking requirements would serve to reduce barriers to development and could facilitate additional development within the corridor, achieving a core plan objective. However, zoning for this corridor will also need to reflect that there is a fundamental difference between the areas immediately adjacent to BART stations where the S-15 district is currently in place, and areas along a busy bus route (currently the AC Transit Rapid service, potentially replaced by Bus Rapid Transit in the future). Actual parking requirements may need to be “stepped back” from the full S-15 designation in some places, but with the overall goal of increasing the transit orientation of the corridor.

**Conduct detailed inventory of parking lots in the corridor.** In order to encourage use of the S-15 provision allowing leasing of off-site parking in lieu of construction of new parking on-site, an inventory should be conducted of all existing off-street lots in the corridor, including location, supply, occupancy, ownership and potential for use by new developments.

**Require, or create incentives to promote, the “unbundling” of residential parking spaces and dwelling units.** The typical practice of “bundling” the price of parking spaces in the sale – and purchase price – of condominiums serves to encourage auto use and decrease affordability. As such, it runs counter to two of the broad goals of transit-oriented development. This TOD Plan recommends either requiring the separate sale or lease of parking spaces for condominium developments of a certain size (perhaps 10 or more units), or encouraging the practice by reducing parking requirements for developments that unbundle. Adoption of such a policy might also reduce requirements for rental developments that unbundle by offering discounted rents to tenants who do not require parking. Additional components of such a policy might include: a system of tiered rates for “assigned” and “unassigned” (first-come, first-served) spaces; reduced rates for compact spaces; or ownership of parking by homeowners associations, which may then reduce fees for residents who do not use parking.

**Require or incentivize the provision of car share spaces.** Car-sharing programs such as Zipcar and City CarShare allow participants to lease cars on a short-term basis (typically, in quarter-hour increments) and on short notice (with only a few minutes’ advance reservation), and to pick those vehicles up from unstaffed “pods” or designated parking spaces at various locations. Currently, there is only one carshare pod in the corridor – a City CarShare pod at the Fruitvale BART. The next nearest locations are at Lake Merritt and Downtown Oakland. Nonetheless, a policy requiring car share spaces in large residential developments (assuming participation by carshare providers) and/or reducing minimum parking requirements for developments that provide car share spaces might eventually be feasible. Additionally, access to car sharing may grow exponentially with the passage of California’s AB1871 in September 2010, which allows personal car owners to share their vehicles without the risk of losing their vehicle insurance. In response, two carshare operators, City CarShare and Spride, have launched personal car sharing pilot programs. There would be little “downside” to such a policy, as car share programs have been shown to significantly reduce the auto ownership needs of households, particularly two-car households that may feel comfortable selling their second car if availability of a second vehicle for occasional use could be ensured.

**Consider requiring AC Transit to provide additional on-street parking, where warranted and desirable, as a mitigation measure tied to construction of the East Bay Bus Rapid Transit project; or alternatively, consider creating incentives for developers to provide additional on-street parking, where warranted and desirable, concurrent with the redevelopment of TOD opportunity sites.** Figure A-1 illustrates a concept for provision of additional on-street parking on International Boulevard, which would be accomplished by relocating the existing curb line to provide an 8-foot wide on-street parking lane. In some locations, the sidewalk width could also be expanded to allow the 13-foot width recommended by this TOD Plan. As proposed, the East Bay Bus Rapid Transit preferred alternative would reduce the supply of on-street parking along some segments of International Boulevard in order to accommodate BRT stops and left-turn pockets at key locations. Depending on the potential impacts on availability within each segment, AC Transit would be required to mitigate by metering currently unregulated spaces, seeking out shared arrangements or funding new off-street supply. However, even after this mitigation, it may be desirable to further increase (or “add back”) on-street parking spaces in some locations, which may be feasible if conducted in conjunction with either the construction of the BRT project, or the redevelopment of TOD opportunity sites on the corridor. In general, this option is only desirable if the majority of a block face is available for this treatment, in order to avoid undesirable jogs in the sidewalk (see Figure A-1 across: the south side treatment is potentially acceptable, while the north side treatment is probably not).

Alternatively, developers could be provided with incentives, such as reduced open space, an additional height allowance, or the reduced off-street parking requirements discussed in this section, to relocate portions of the existing curb line, where warranted and feasible. Assuming a funding and implementation mechanism can be established, provision of a seven- to ten-foot dedication (widening the effective right-of-way) is one option for implementing this strategy. Another option that would avoid dedication of private property is to provide public access easements as needed to utilize on-street parking spaces via sidewalk segments that could be located on private property. This strategy would allow for curbside spaces to be provided at sites where there would otherwise be no parking under the BRT plan. So that envelopes for development are not reduced, such a policy would need to include development bonus provisions for reduced open space or an additional height allowance,

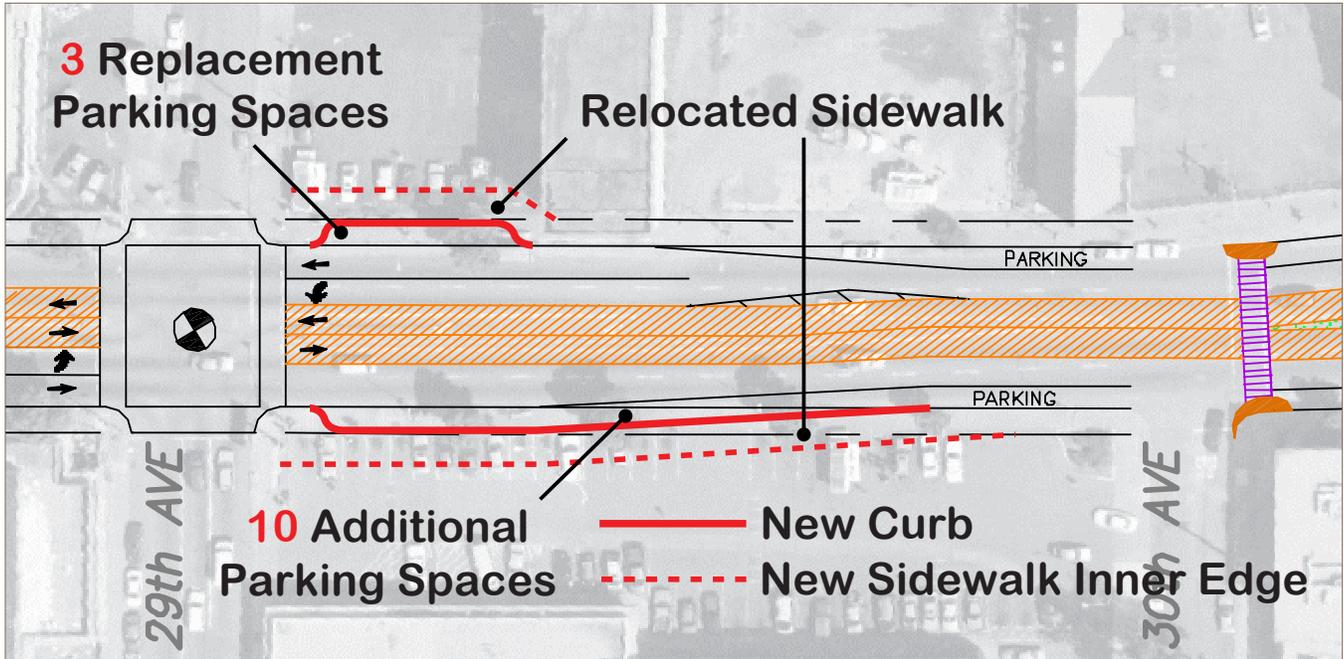


Figure A-1: Concept Drawing for Providing Additional Parking at Opportunity Sites

This plan identifies potential opportunity sites for parking bay additions as part of redevelopment projects. The plan does not identify additional sites that are not adjacent to existing parking lots. However, parking bays could be developed anywhere without existing curbside parking and where street geometry would allow it, so these potential locations listed below are identified only to provide a sampling of what might be possible pending further study.

- South side of International Boulevard west of Miller Avenue
- South side of International Boulevard between 29th and 30th Avenues
- South side of International Boulevard west of Fruitvale Avenue
- North side of International Boulevard between 42nd Avenue and High Street
- South side of International Boulevard east of High Street
- North side of International Boulevard east of 54th Avenue

- North side of International Boulevard east of 57th Avenue
- South side of International Boulevard east of 58th Avenue
- North side of International Boulevard east of 62th Avenue
- North side of International Boulevard east of Havenscourt Boulevard
- North side of International Boulevard west of 73rd Avenue
- South side of International Boulevard west of 98th Avenue
- South side of International Boulevard east of 98th Avenue
- South side of International Boulevard west of 105th Avenue

Figures A-5 to A-9 show the priority pedestrian treatment locations and potential parking bay locations.

**Develop and adopt off-street parking management strategies.**

Most of the parking recommendations in this plan have dealt with regulation of off-street parking in new developments and provision of additional on-street parking adjacent to key opportunity sites. As residential and commercial development occurs along the corridor, increasing the total (if not the per-capita) demand for parking in the corridor, and as the supply of on-street parking is reduced by the BRT project, a more robust strategy for management of demand for on-street parking will prove necessary to ensure the continued viability of retail establishments. General elements that might be considered as part of such a study would include demand-based pricing, establishment of parking benefit districts ensuring that any increased revenues from parking were reinvested in neighborhood streetscapes, relaxation of time limits on metered spaces, and establishment of permit zones to prevent “spillover” into adjacent residential neighborhoods, among other measures.

## Pedestrians

Recommendations in this section – including standards for sidewalk width, improvements to street crossings, and upgrade of substandard wheelchair ramps – would improve the environment for transit-oriented development by improving conditions for pedestrians. If implemented, these improvements would be supplemented by elements in the BRT preferred alternative, including addition of approximately 50 signalized crossings, corner bulb-out sidewalk extensions, and median refuges. In general, the recommendations in this section are limited to the pedestrian realm beyond curb lines – the sidewalk – and areas in which the BRT project could be built upon, such as additional signalized intersections.

**Adopt minimum guidelines for sidewalk width, and require widening where feasible as a condition of development.** Existing sidewalk widths along International Boulevard vary, but the typical width appears to be about nine feet, a relatively narrow dimension for a commercial corridor in an urban area. Moreover, as transit-oriented development occurs, pedestrian volumes will increase. For this reason, sidewalks should be widened on an opportunistic basis. A reasonable minimum dimension would be 13 feet, with an eight-foot “clear” zone free of trees, furniture and other obstructions to pedestrians, providing enough room for two people to walk side by side, or for pedestrians to pass, without having to walk too close to building walls or into the curb or furniture zone. If curb lines were not relocated (or if they were relocated in order to provide additional parking, as previously recommended for some locations), this would require a dedicated setback. In these cases, provisions for reduced open space or relaxed height requirements would be necessary in order to ensure that development envelopes were not reduced.

**Provide enhanced pedestrian crossings at least every 600 feet along International Boulevard.** Given the high existing traffic volumes on International Boulevard (average daily traffic of between 21,000 and 25,000 vehicles), a pedestrian median refuge should be provided at every unsignalized intersection on at least one leg wherever possible. At unsignalized locations where more than 20 pedestrians cross during a single hour of the day (any 60-minute period, not necessarily the peak hour for pedestrian crossings), if

signalization is not warranted then other measures should be considered. This recommendation is consistent with the 2009 Manual of Uniform Traffic Control Devices (MUTCD), which provides a set of national guidelines for roadway design. The manual recom-

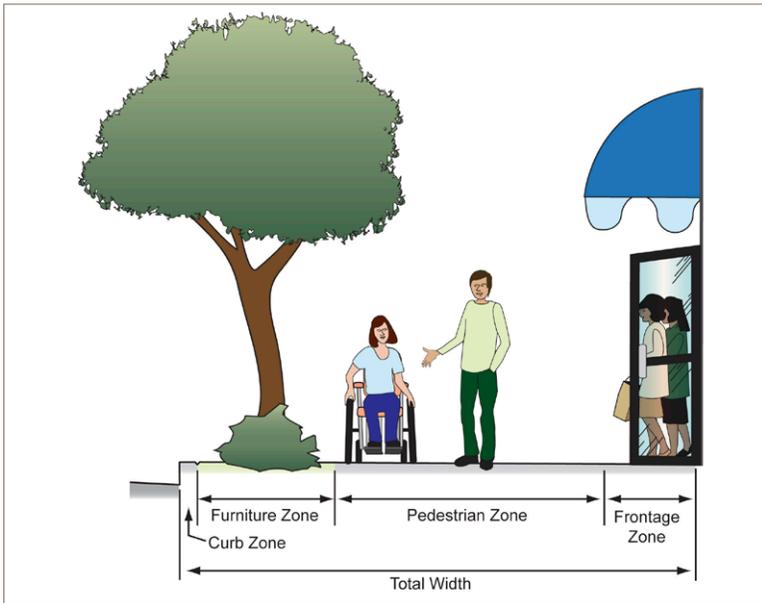


Figure A-2: Functional Zones of Sidewalks (source: Oregon Department of Transportation)

mends that a “pedestrian hybrid” crosswalk signal should be considered at such locations (given the traffic volumes and travel speeds on International Boulevard). Nonetheless, “pedestrian hybrid” signals may not be desirable at some locations, and their application would need to be carefully considered given potential signal coordination efforts associated with the proposed BRT project. Specific measures to enhance pedestrian crossings should be selected on a case-by-case basis, depending on the design and constraints of each potential crossing location.

The BRT preferred alternative would add refuges in numerous locations; nonetheless, it might be possible to provide them at additional sites. Particular attention would need to be paid to ensuring safe pedestrian crossings of the bus-only lanes. Additional treatments may need to be incorporated, such as:

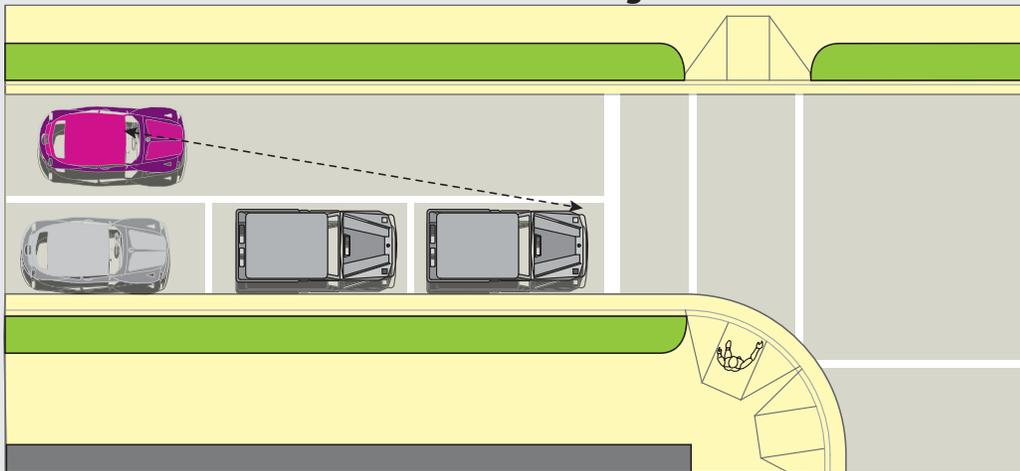
Signal timing changes to neighboring signals to create gaps in traffic sufficient to allow pedestrians to cross at a rate of 3.5 feet per second

- High-visibility crosswalks
- Pedestrian-actuated flashing crosswalk signs
- Advance stop lines
- Pedestrian bulb-outs
- Where pedestrian bulb-outs are not provided, on-street parking should be set back from crosswalks to improve driver visibility approaching crosswalks (as shown on Figure A-3)
- In-street pedestrian crosswalk signs
- High-Intensity Activated Crosswalks (HAWKs)

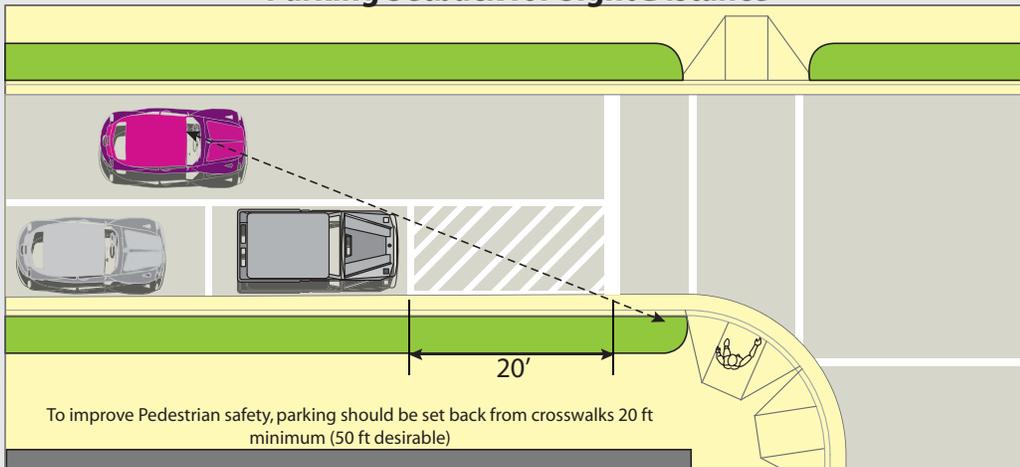
Pedestrian crossings of intersections should not be prohibited under any circumstances. If pedestrian median refuges are not possible and other treatment options are insufficient, installation of a traffic signal should be considered.

**Review and revise the City’s traffic signal warrants.** The BRT preferred alternative would add traffic signals in numerous locations where they do not now exist. Nonetheless, several segments would remain where distances between signals are greater than 600 feet. Ideally, in an urban environment pedestrians should not have to walk more than 300 feet to cross an arterial street. Therefore, intersection-specific recommendations listed below identify locations where additional signals beyond those planned as part of the BRT project may be warranted. It should be emphasized that signals may be desirable at these locations, since signals can affect automobile travel times in some cases. In these cases, alternative improvements for pedestrians such as those described in the previous recommendation should be considered. The MUTCD includes stringent standards for traffic signal warrants based on pedestrian volumes,

### Parked Vehicles Decrease Sight Distance



### Parking Setback for Sight Distance



### Curb Extension Improves Sight Distance

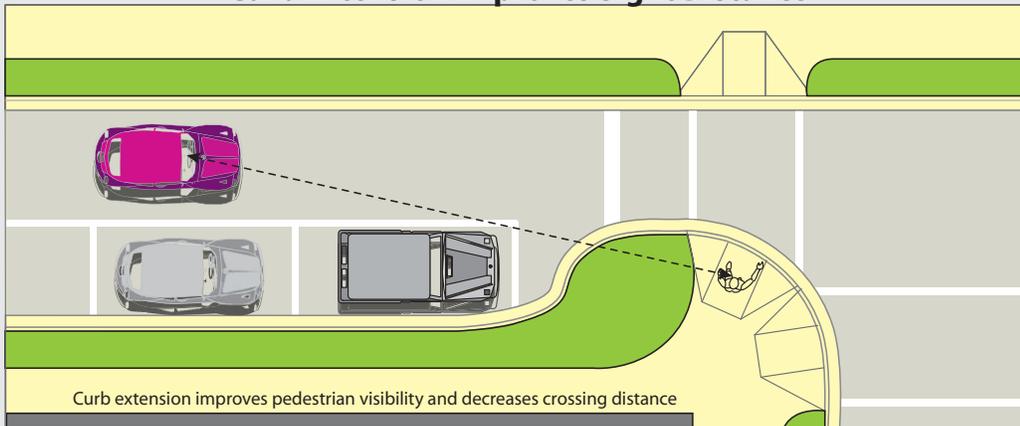


Figure A-3: Sight Distance Approaching Pedestrian Crossings

requiring extensive data collection efforts for pedestrian crossings and analysis of gaps in the traffic stream. As a result, this warrant is rarely applied, even where needed to improve pedestrian access across arterials. Given the transit-oriented environment envisioned for International Boulevard, it would behoove the City to develop traffic signal warrants along this roadway that reduce pedestrian crossing volumes and simplify data collection and analysis efforts.

There are many segments of International Boulevard where traffic signals do not exist or would not be added as part of the BRT preferred alternative, but where signals or alternative pedestrian improvements not specified by the BRT preferred alternative might be warranted. This plan used the following methodology to prioritize locations for the recommended improvements:

- Category 1 (highest priority): following implementation of the BRT preferred alternative, a distance of more than 800 feet would remain between signalized crossings, and the location is in a TOD catalyst area.
- Category 2: a distance of more than 800 feet would remain, but the location is not in a TOD catalyst area.
- Category 3: a distance of between 600 and 800 feet would remain, and the location is in a TOD catalyst area.
- Category 4 (lowest priority): a distance of between 600 and 800 feet would remain, but the location is not in a TOD catalyst area.

Additionally,

- Locations that are along a primary pedestrian pathway to a school have been placed in the next-highest category (e.g., an otherwise Category 3 site near a school becomes a Category 2 site).
- Locations nearest the midpoints of gaps have been prioritized.
- Where gaps are so long that even after prioritization of one location, a gap of more than 600 feet would remain, two locations have been prioritized.
- Locations in this segment of International where there would be no curbside parking in the BRT preferred alternative, but where there are now private parking lots fronting the street. (As previously mentioned, these are obvious

“opportunity” sites where it might be possible to provide curbside parking as part of redevelopment projects; however, parking bays could be developed anywhere there was no curbside parking and where street geometry would allow it.)

The following locations have been prioritized for possible pedestrian improvements beyond those included in the BRT preferred alternative:

#### **Category 1**

- International Boulevard at 25th Avenue
- International Boulevard at 30th Avenue
- International Boulevard at 41st Avenue
- International Boulevard at 64th Avenue (near Whittier Elementary School)
- International Boulevard at 67th Avenue
- International Boulevard at 84th Avenue
- International Boulevard at 96th Avenue
- International Boulevard at 102nd Avenue

#### **Category 2**

- International Boulevard at 26th Avenue
- International Boulevard at 45th Avenue
- International Boulevard at 71st Avenue
- International Boulevard at 75th Avenue
- International Boulevard at 80th Avenue
- International Boulevard at 88th Avenue

#### **Category 3**

- International Boulevard at 17th Avenue
- International Boulevard at Munson Way
- International Boulevard at 56th Avenue
- International Boulevard at 65th Avenue
- International Boulevard at 99th Avenue

#### **Category 4**

- International Boulevard at 19th Avenue
- International Boulevard at 37th Avenue
- International Boulevard at 58th Avenue
- International Boulevard at 61st Avenue
- International Boulevard at 107th Avenue

**Identify funding sources for replacement of substandard wheelchair ramps.** While wheelchair ramps are already provided at most street corners along International, many are substandard in terms of design, width, grade, alignment, amenity and/or state of repair. Narrow, steep and crumbling ramps that are not aligned with crosswalks, and that lack high-contrast truncated dome markings, are commonplace throughout the corridor, and there are a few locations where ramps are missing altogether. Some substandard ramps would be replaced as part of the proposed BRT project, and the BRT Corridor Enhancement Plan (CEP) could potentially identify funding for replacement of others. Oakland is currently upgrading substandard wheelchair ramps with funding from Federal stimulus (ARRA), Alameda County Measure B, and other sources. The City should review plans to ensure that all substandard ramps will be upgraded in the near future, and seek additional funding if needed.

**Improve pedestrian routes to schools.** Creating safe routes for children to access schools is a priority throughout the corridor, but especially in the Havencourt-Lockwood sub-area, around Lockwood and Whittier schools. Pedestrian safety improvements are needed, including high-visibility crosswalks at all intersections in the vicinity of the schools (as allowed by policy dictating use of high-visibility crosswalk markings), traffic calming measures, and educational programs for motorists. The City should actively seek Safe Routes to School grants and other funding for these improvements.

**Improve sidewalk and crosswalk conditions at the intersection of International and 73rd Avenue/ Hegenberger Road.** The intersection of International and 73rd Avenue/ Hegenberger Road is not only the largest in the corridor, but also it is among the most deficient in terms of basic pedestrian amenities. As such, it deserves special attention.

The most obvious problem with the intersection is its sheer size. All four crossings are quite long – the crossing of Hegenberger Road is approximately 140 feet, a distance that would take a person walking at a speed of 3 feet per second (a standard used to determine how long the pedestrian walk phase of a signal cycle should be) over

45 seconds to traverse (which, in turn, can have negative effects on motor vehicle circulation due to the lengthy signal phase and cycle requirements). While there are raised concrete medians adjacent to all four crossings, they are only about three feet wide and are not designed to serve as pedestrian refuges.

Furthermore, there are no sidewalks on Hegenberger Road. While there are sidewalks on International Boulevard and on 73rd Avenue, they will require widening if transit- and pedestrian-oriented development is to take place in the area. Finally, the high traffic volumes at the intersection and lack of curbside parking (which would otherwise serve as a “buffer” for pedestrians on the sidewalk) contribute to an unpleasant atmosphere for pedestrians.

In order to make the intersection more convenient and comfortable, the following changes are recommended:

- **Add pedestrian refuges.** The existing medians on Hegenberger Road and 73rd Avenue should be widened at the crosswalk to a minimum of six feet (this could be accomplished without reducing the number of lanes on either street) and to the extent possible given the need to accommodate left turns by trucks, “thumbnail” extensions of the median should be added on the intersection sides of each crosswalk.
- **Provide corner bulb-out sidewalk extensions if feasible.** The BRT preferred alternative does not propose bulb-outs at this intersection, but it is not clear whether that is for reasons of engineering (because, for example, it would not be possible to accommodate right-turning trucks) or for reasons of cost. In any case, the feasibility of adding bulb-outs should be studied further.
- **Relocate the southbound Line 73 bus stop on Hegenberger Road to the intersection’s far side, and provide bulb-out sidewalk extensions for both the north- and southbound Line 73 stops.** This would serve to improve both transit and pedestrian conditions, and buses stopped in travel lanes at these locations would have little impact on traffic due to changes in the configuration of Hegenberger Road/73rd Avenue as it crosses International Boulevard (specifically, the roadway transitions from three northbound lanes to two just north of the northbound bus stop, and from two southbound lanes to four as it crosses International).
- **Widen the sidewalk on International Boulevard adjacent to this intersection, by requiring dedication and/or easements**

**for future development adjacent to the intersection.** Outside of the path of pedestrian travel, trees and furniture should be installed in the curb zone serving as buffering elements from traffic.

- **Provide sidewalks on Hegenberger Road.** Shoulders, but no sidewalks, currently exist within the right-of-way on both sides of the street. Sidewalks should be provided here and extending south to the Coliseum/Oakland Airport BART and Amtrak stations, which are only about a half-mile from International Boulevard.

## Bicycles

Just as an inviting pedestrian environment is necessary to attract transit-oriented development, bicycling is also a key ingredient of TOD. The BRT preferred alternative includes the addition of Class II on-street bicycle lanes along a portion of International Boulevard, between 54th Avenue and the San Leandro city limit line, consistent with the City's Bicycle Master Plan. To enhance this major improvement, it is recommended that all improvements in the Bicycle Master Plan be implemented in this area. In addition, we recommend that an inventory of existing bicycle parking be conducted as a prelude to addition of more parking. The current



Figure A-4: Sidewalk Bulb-Out Under Construction on Piedmont Avenue, Oakland  
(Source: Eric Fischer (used under Creative Commons license: <http://creativecommons.org/licenses/by/2.0/>))

Oakland Planning Code requirements for bicycle parking in new developments (Section 17.117) has been reviewed and found to be satisfactory. In particular Section 17.117.150, which allows for a reduction of auto parking requirements for developments that provide bicycle parking in excess of the amount required, is consistent with the general objectives of transit-oriented development.

**Conduct an updated inventory of existing public bicycle parking in the corridor, and identify locations where additional parking should be added.** The Bicycle Master Plan included such an inventory; however, it was conducted in 2007, and should be updated in the relatively near future. Studies have found that a lack of parking, in particular weather-protected, secure parking, can serve as a major deterrent to bicycle use. While new developments will generally be required to provide a fair amount of bike parking, parking may not be available on both ends of the trip. For this reason, on-street public bike parking should be added wherever there are significant distances between sites; for example, in the 2007 inventory, no parking was identified on or near International between 47th and 58th Avenues or between 71st and 82nd Avenues. This inventory should include a canvass of merchants in order to identify those who may wish to have bicycle parking added adjacent to their businesses, and should identify schools lacking in bike parking. It should also include an inventory of bicycle route signage and of other wayfinding elements at and near the Fruitvale BART Station.

## **Transit**

The Bus Rapid Transit project represents the primary transit improvement expected in this area over the foreseeable future. While BRT represents a major increase in transit frequency, speed and reliability in this corridor, the following recommendations are designed to enhance the BRT and to work with virtually any configuration of enhanced transit on International Boulevard.

**Develop street improvements consistent with AC Transit's Designing with Transit design manual.** This "Handbook for Elected Officials, Local Staff, and Other Community Builders" is a

136-page guide to urban design that accommodates and supports transit. It includes a long list of design standards (including design of pedestrian paths to transit) and recommended policies addressing design elements and details that are not specially described in detail within this plan, but are endorsed by merit of this recommendation.

**Improve connecting bus stops for cross-town routes at transfer points.** The BRT preferred alternative would add high-quality bus stops at regular intervals (of about one-third of a mile) on International Boulevard, and would remove existing local bus stops. Stops along International, then, would not be in need of improvement following implementation of the plan. However, many other local bus stops (serving “cross-town” bus routes) would remain on connecting streets, including stops at which important connections can be made between International Boulevard bus service and other major AC Transit lines. To the extent that connecting stops currently lack such amenities, these stops should be improved to provide shelters, highly visible signage, map and schedule information in all necessary languages, and adequate lighting.

## **Private Motor Vehicle Traffic**

The TOD plan acknowledges that even in a transit- and pedestrian-oriented environment such as that envisioned by this plan (and by other City of Oakland policies) for the International Boulevard corridor, a large proportion of visitors to this area and virtually all of the goods movement will require street space and parking. It should be noted that the Final Environmental Impact Statement/Report for the BRT proposal will include a detailed assessment of traffic impacts resulting from changes in lane configurations and parking and will develop mitigations to ensure that traffic conditions continue to meet minimum standards. The TOD Plan assumes that the BRT configuration on International Boulevard will be implemented, with the exception of recommendations related to High Street and 42nd Avenue, described below.

**Install traffic calming measures where applicable in adjacent residential neighborhoods.** To improve pedestrian safety, neighborhood livability, and access to retail and transit on International Boulevard, traffic calming measures should be implemented in adjacent residential neighborhoods. Improvements should focus on streets with high incidences of speeding and/or a history of collisions. Traffic calming measures might include (but would not be limited

to): reductions in the number and width of traffic lanes (particularly on arterials), clearly marked bicycle and pedestrian zones, bulb-outs, median islands, speed tables, traffic circles, neckdowns (a narrowing of a street's curb-to-curb right-of-way at the approaches to intersections), center island narrowings, raised crosswalks, blinking crosswalks, chicanes (creating extra turns in a roadway using curb extensions, bollards, or similar measures), raised intersections, realigned intersections, textured pavement, chokers (raised islands in a parking zone that narrow a roadway), signal timing to reduce traffic speeds, and tighter corner radii (a tighter radius forces drivers to reduce speed).

**Discourage commercial trucks from using 85th Avenue. Residents and businesses along International near 85th Avenue have indicated that there are safety concerns for pedestrians due to commercial trucks using 85th Avenue and turning on to International.** Placement of signs is recommended at various locations along 85th Avenue and at the intersections of 85th Avenue and International Boulevard, San Leandro Street, and Bancroft Avenue to direct trucks away from 85th Avenue (e.g., using “No Trucks” (R5-2)<sup>1</sup> signs ) and signage at the approaches to and along designated truck routes (e.g., using “Truck Route” (R14-1) signs<sup>2</sup>) proposed for 73rd and 98th Avenues.

**Using signage and roadway reconfiguration, redirect non-local traffic from High Street to 42nd Avenue, and make pedestrian-oriented improvements to High Street within the plan area.** With its turn lanes, broad median and shoulders, 42nd Avenue in the plan area appears to have been designed to attract traffic from and reduce congestion on parallel High Street, which also features four through lanes but lacks turn lanes and is much narrower. However, because High Street remains for various reasons a relatively attractive alternative for drivers going to and from Interstate 880, it continues to carry a disproportionate share of the north-south traffic in the area

1 State Of California, Business, Transportation And Housing Agency, Department Of Transportation; California. Manual on Uniform Traffic Control Devices for Streets and Highways, Part 2 Signs, 2003, <http://www.dot.ca.gov/hq/traffops/signtech/mutcdsupp/pdf/camutcd2010/Part2.pdf>.

2 State Of California, Business, Transportation And Housing Agency, Department Of Transportation; California. Manual on Uniform Traffic Control Devices for Streets and Highways, Part 2 Signs, 2003, <http://www.dot.ca.gov/hq/traffops/signtech/mutcdsupp/pdf/camutcd2010/Part2.pdf>.

and remains auto-oriented in both function and feel, while 42nd Avenue is less congested but equally auto-oriented – in other words, “overbuilt.” This affects the pedestrian environment and limits the potential for transit-oriented development in the area.

Steps can be taken, however, to encourage or require motorists who do not necessarily need to use High Street – drivers going to and from I-880, rather than origins and destinations in the plan area, who account for a significant share of the traffic on High Street – to make use of the excess capacity on 42nd Avenue instead. This would allow High Street to be put on a “road diet,” further discouraging its use, but more importantly improving the pedestrian, bicycle and transit environments both at International Boulevard and in the corridor between International, Bancroft Avenue (where the popular Mi Pueblo supermarket is located) and Foothill Boulevard, all while maintaining auto access to destinations in the plan area. This, in turn, would improve the environment for TOD in the area.

This section includes results from vehicular level of service (LOS) analysis conducted for this plan. Traffic conditions in the year 2035 were modeled and congestion was projected based on land use projections and proposed changes to roadway configuration. Intersection LOS is a measure of average delay experienced by motorists, in this case during peak periods, and is expressed in terms of “A” (least, or less than 10 seconds at signalized intersections) through “F” (most, or more than 80 seconds). The City of Oakland’s standard for intersections outside downtown is “D” (35 to 55 seconds) or better.

The following four recommendations range from relatively inexpensive (addition of signs) to moderately expensive (reconfiguration of a segment of High Street and of a nearby intersection) to relatively expensive (reconstruction of an I-880 off-ramp). The first two recommendations would merely encourage use of 42nd Avenue rather than High Street, while the final two would effectively prevent use of High Street by drivers coming from I-880.

- **Install signs along southbound High Street on the approach to Courtland Avenue directing drivers to I-880 via a right turn onto Courtland Avenue.** After crossing High Street westbound, Courtland Avenue turns south and becomes 42nd Avenue. This improvement was originally proposed as part of the Foothill-High-Melrose (F-H-M) Streetscape Design Study but was dropped as an alternative

- **Implement a “road diet” (4 to 3 conversion) to reduce the number of travel lanes on High Street between Ygnacio Avenue and a point just east of I-880.** Opportunities exist to reduce the number of lanes from four (the current configuration has two through lanes in each direction, west of Ygnacio Avenue) to three lanes (two through lanes and one center turn-lane), matching the configuration east of Ygnacio Avenue). This would serve the following purposes:
  - Allow for addition of curbside parking spaces on one side of High Street. Alternately, the curbside parking lane approaching key intersections, such as International Boulevard, could also serve as a peak-period “tow-away travel lane”, particularly in the eastbound direction during the PM peak travel period (when traffic would be heavier than during the AM peak period).
  - Potential for sidewalk widening on some segments of High Street.
  - Divert a portion of east/west traffic from High Street to a parallel route (via Courtland and 42nd Avenues), potentially allowing for a more efficient use of the road network (as 42nd Avenue appears to be underutilized, given its current volume relative to capacity).

If High Street were reconfigured, its intersection with the westbound I-880 on-ramp at Coliseum Way would potentially need to be restriped and/or reconfigured, and signal timing may need to be changed in order to provide an adequate left-turn phase.

It was assumed for purposes of analysis that the previous two recommendations could divert 35 percent of the traffic on southbound High Street at Courtland Avenue to Courtland and 42nd Avenues. As a result, even with a reduction in capacity on High Street, all intersections in the F-H-M study area could continue to operate at or above LOS “D,” satisfying City of Oakland standards. In most cases, the delay experienced by drivers would increase only slightly.

- **Reconfigure the intersection of the I-880 eastbound off-ramp and High Street to prevent left turns onto High Street.** Drivers exiting from the freeway are first presented with the option of continuing directly onto 42nd Avenue. However, they may continue past the point at which the ramp splits to

an intersection with High Street, where they may turn left. If this recommendation were implemented, motorists would need to be alerted via prominent signage along I-880 approaching the ramp that they cannot use the ramp to access northbound High.

- **Reconfigure the westbound I-880 off-ramp at High Street and 42nd Avenue to fly over High, connecting to 42nd only.**

<sup>3</sup> The existing ramp in this direction touches down at 45th Avenue, east of High Street. While drivers may continue across High Street to 42nd, they are first presented with the option of turning right onto High Street.

It was assumed for purposes of this analysis that all four of these recommendations combined would reduce north- and southbound traffic volumes on High Street at International Boulevard by 50 percent, and that all of this traffic would be diverted to 42nd Avenue. Modeling conducted for the BRT proposal has found that the project would result in year 2035 PM peak-period auto LOS at the intersections of International with 42nd and with High St. of “E” and “F,” respectively. Modeling conducted for this plan found that while the additional changes recommended here would increase delay at 42nd and decrease delay at High Street, LOS would not be altered at either intersection.

It should be emphasized that traffic congestion would be reduced at International Boulevard and High Street despite a decrease in the capacity of High Street. Along with the relatively modest increase in congestion at International and 42nd, this would appear to represent a “win-win” for all users of the street, as there would be a mix of relatively minor impacts and benefits for drivers but potentially significant benefits for pedestrians and other users of the street.

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<sup>3</sup> Any intersection reconfiguration on or near I-880 is subject to review and approval by Caltrans.

## CEQA Environmental Review Streamlining

Environmental clearance under the California Environmental Quality Act (CEQA) can be a significant barrier to successful transit-oriented development, due to the time and expense associated with the environmental review process. Senate Bill (SB) 375 (2008) offers a number of opportunities to streamline the environmental review requirements for transit-oriented development (or, as SB 375 calls them, Transit Priority) projects, increasing the viability and potential success of the types of development projects envisioned under the International Boulevard TOD Plan.

Under SB 375, a Transit Priority Project (TPP) will be exempt from CEQA review requirements if the project meets the following criteria<sup>4</sup>:

- Can be served by existing utilities and has paid/committed to pay all in-lieu or development fees
- Site does not contain wetlands or riparian areas, does not have significant value as a wildlife habitat, project would not harm protected species
- Site is not listed as contaminated with hazardous substances
- Any existing hazardous substances and/or exposure to such can be mitigated to insignificant level
- Would not have a significant effect on historic resources
- Is not subject to wildland fire hazard (or local regulations provide mitigation)
- Is not subject to risk from unusually high risk of fire or explosion from materials stored or used on nearby properties
- Would not create risk of a public health exposure at a level that would exceed state or federal standards
- Would not be at risk to seismic hazards (or local regulations provide mitigation)

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4 <http://www.calapa.org/attachments/wysiwyg/5360/SB375final.pdf>

- Would not be at risk of other natural hazards such as landslides, flood plain, flood way, etc. (or local regulations provide mitigation)
- Is not located on developed open space
- Proposed buildings are 15% more energy efficient than Title 24 requirements
- Is not more than 8 acres in total area
- Does not contain more than 200 residential units
- Does not result in any net loss in the number of affordable housing units within the project area
- Does not include any single level building that exceeds 75,000 square feet
- Includes any applicable mitigation measures or performance standards of criteria set forth in prior applicable environmental impact reports
- Has been determined not to conflict with nearby operating industrial uses
- Is located within one-half mile of a rail transit station or a ferry terminal included in a regional transportation plan or within one-quarter mile of a high-quality transit corridor included in a regional transportation plan
- Meets one of the following:
  - Minimum 20% moderate income housing, minimum 10% low income housing, minimum 5% very low income housing and project developer provides sufficient legal commitments to the appropriate local agency to ensure the continued availability and use of housing units for very low, low-, and moderate-income housing for at least 30 years
  - Pays or has paid equivalent in-lieu fees pursuant to local ordinance to above provision
  - The project provides public open space equal to or greater than five acres per 1,000 residents of project

If these conditions are met, the project can be designated by the regional Metropolitan Planning Organization (MPO) as a TPP consistent with the Sustainable Community Strategy (SCS) or Alternative Planning Strategy that has been adopted pursuant to SB 375, and “...no additional review is required pursuant to CEQA for a transit

priority project if the legislative body of a local jurisdiction finds, after conducting a public hearing, that the project meets specified criteria and is declared to be a sustainable communities project.<sup>5</sup>” As a result, the approved Environmental Impact Report for the SCS and its associated regional transportation plan (RTP) will effectively serve as the EIR for the proposed development project as well, requiring no further environmental review for the project.

**Figures A-5 to A-9: Priority pedestrian treatment locations and potential parking bay locations.**

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5 [http://info.sen.ca.gov/pub/07-08/bill/sen/sb\\_0351-0400/sb\\_375\\_cfa\\_20080818\\_153416\\_asm\\_comm.html](http://info.sen.ca.gov/pub/07-08/bill/sen/sb_0351-0400/sb_375_cfa_20080818_153416_asm_comm.html)

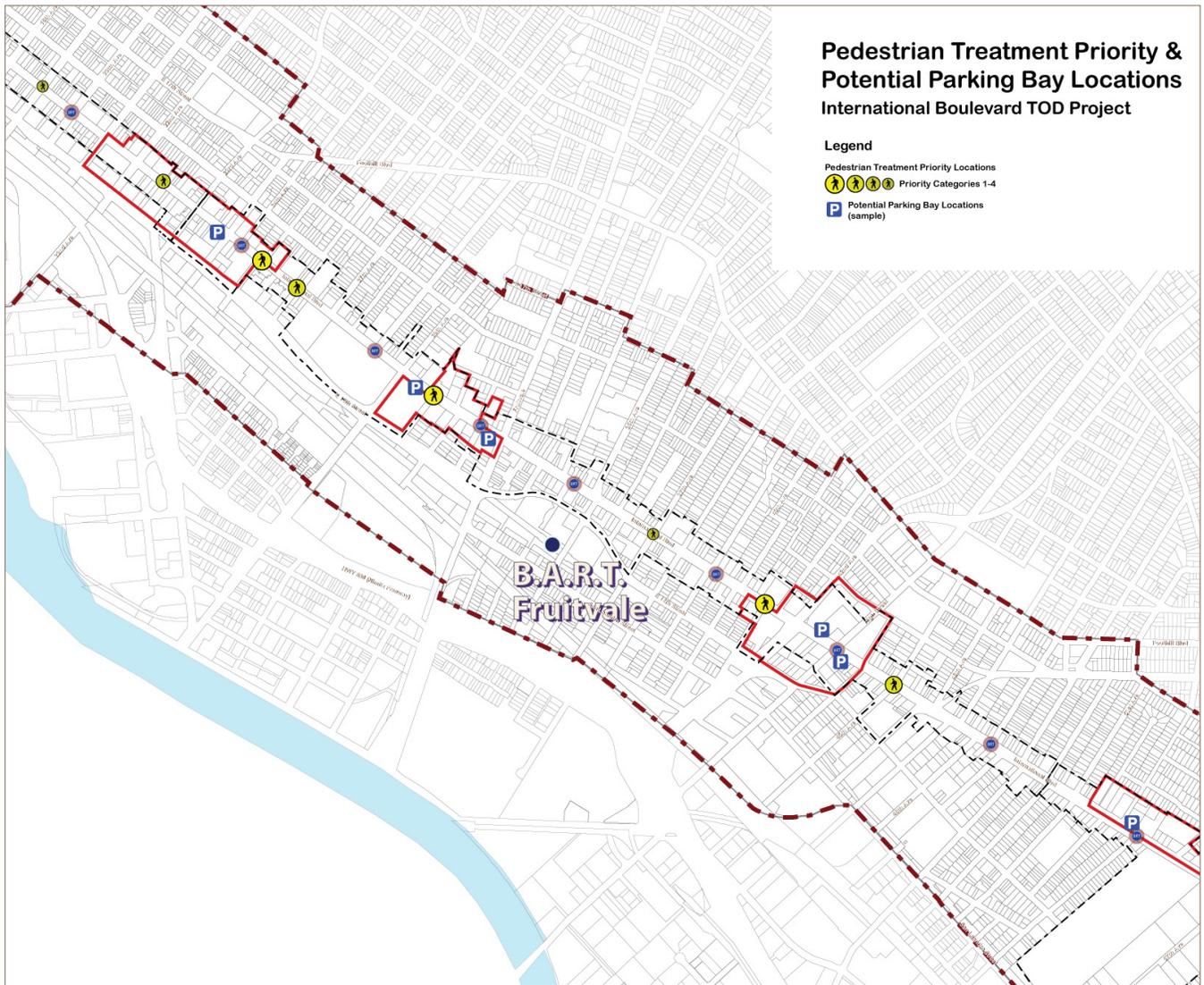


Figure A-5: San Antonio - priority pedestrian treatment locations and potential parking bay locations.

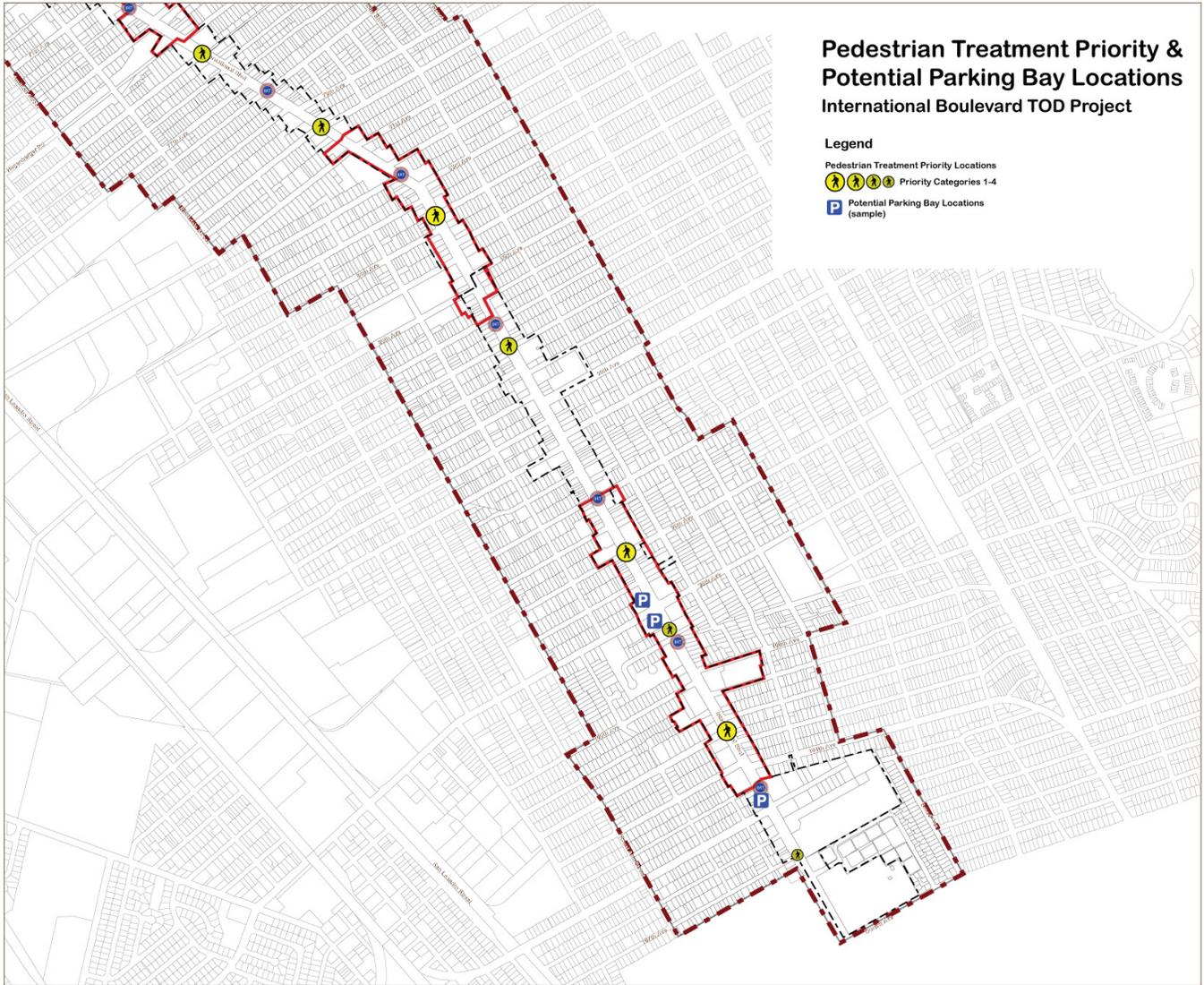


Figure A-6: Fruitvale - priority pedestrian treatment locations and potential parking bay locations.

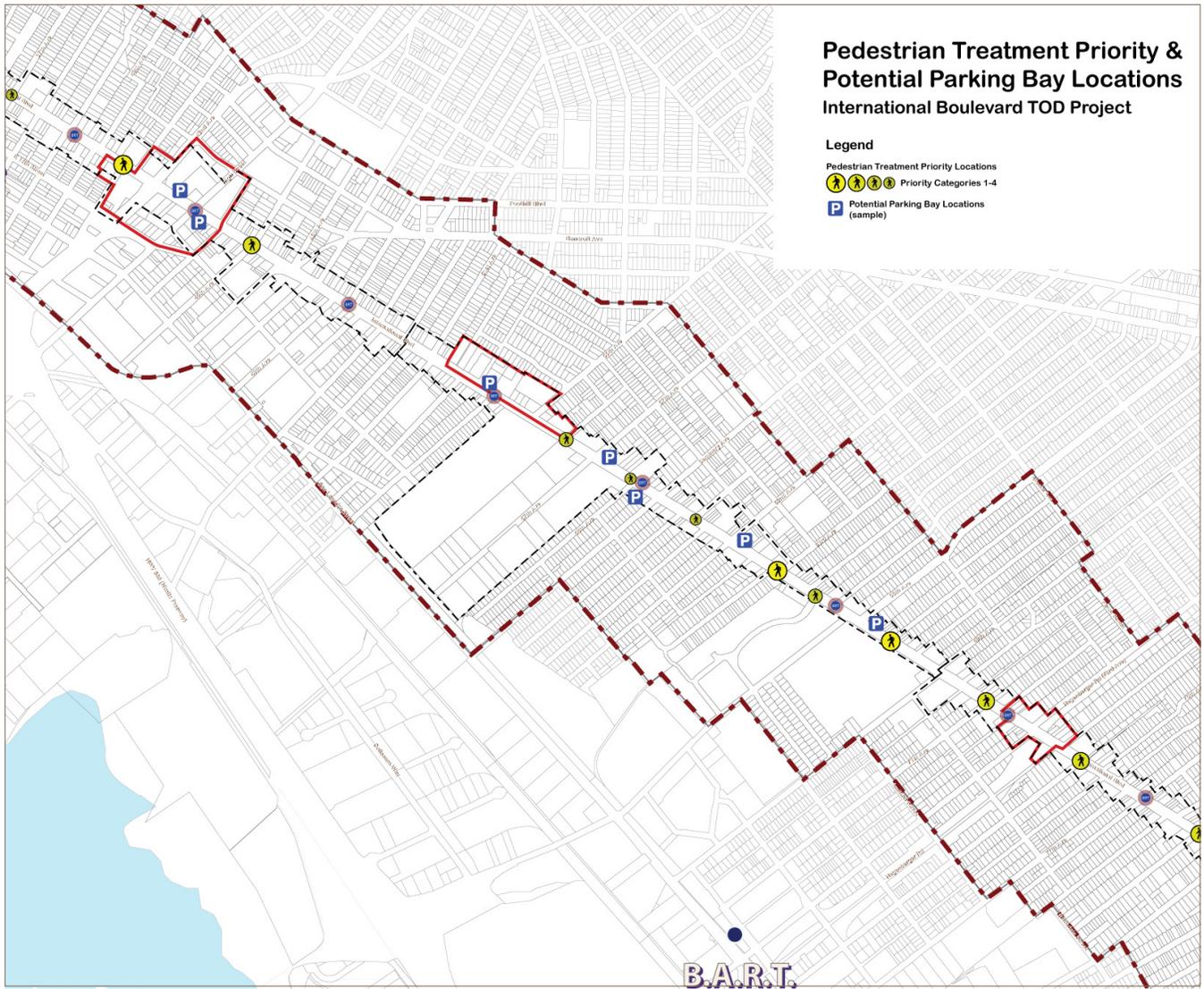


Figure A-7: Havenscourt/Lockwood - priority pedestrian treatment locations and potential parking bay locations.

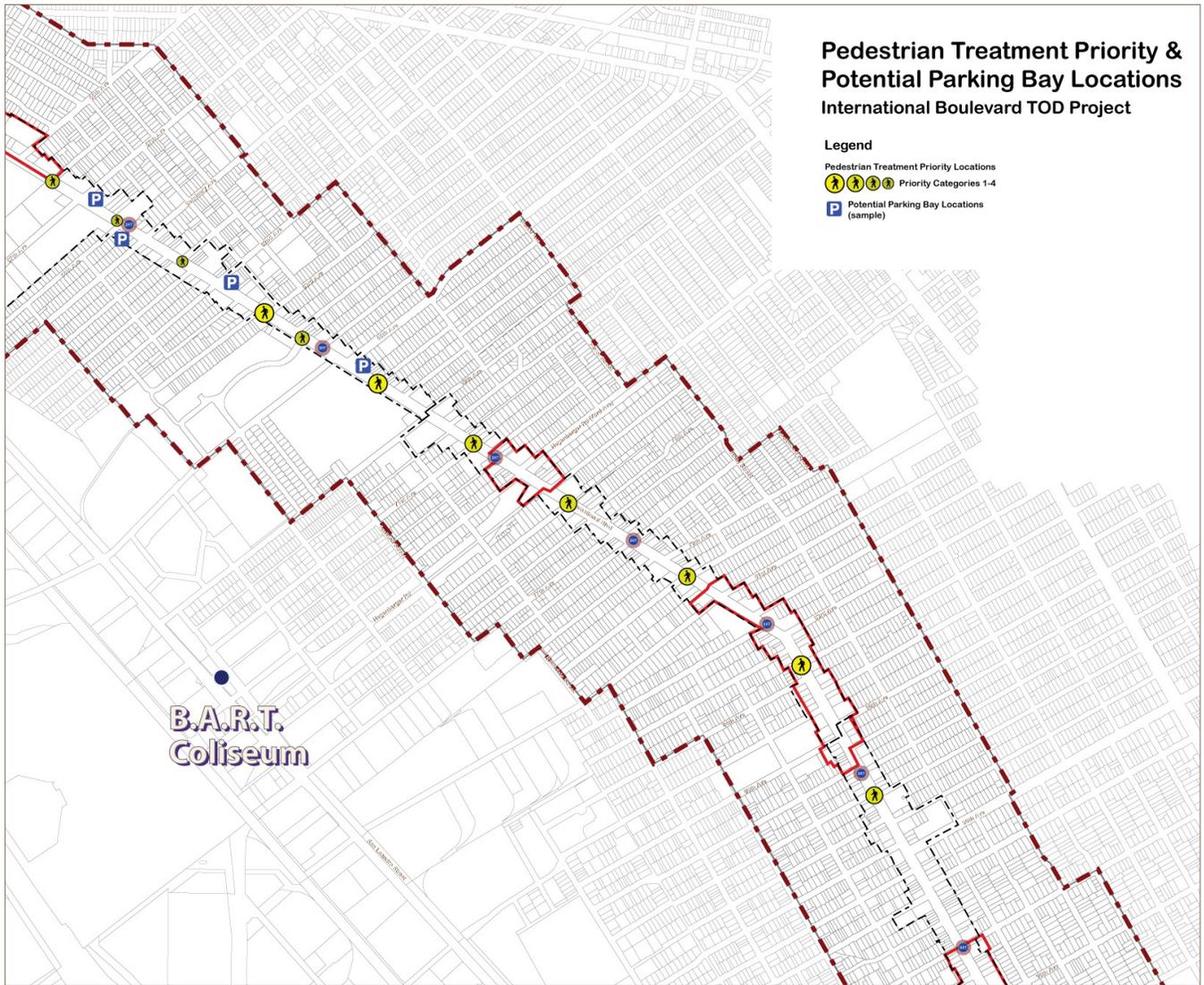


Figure A-8: Hegenberger - priority pedestrian treatment locations and potential parking bay locations.

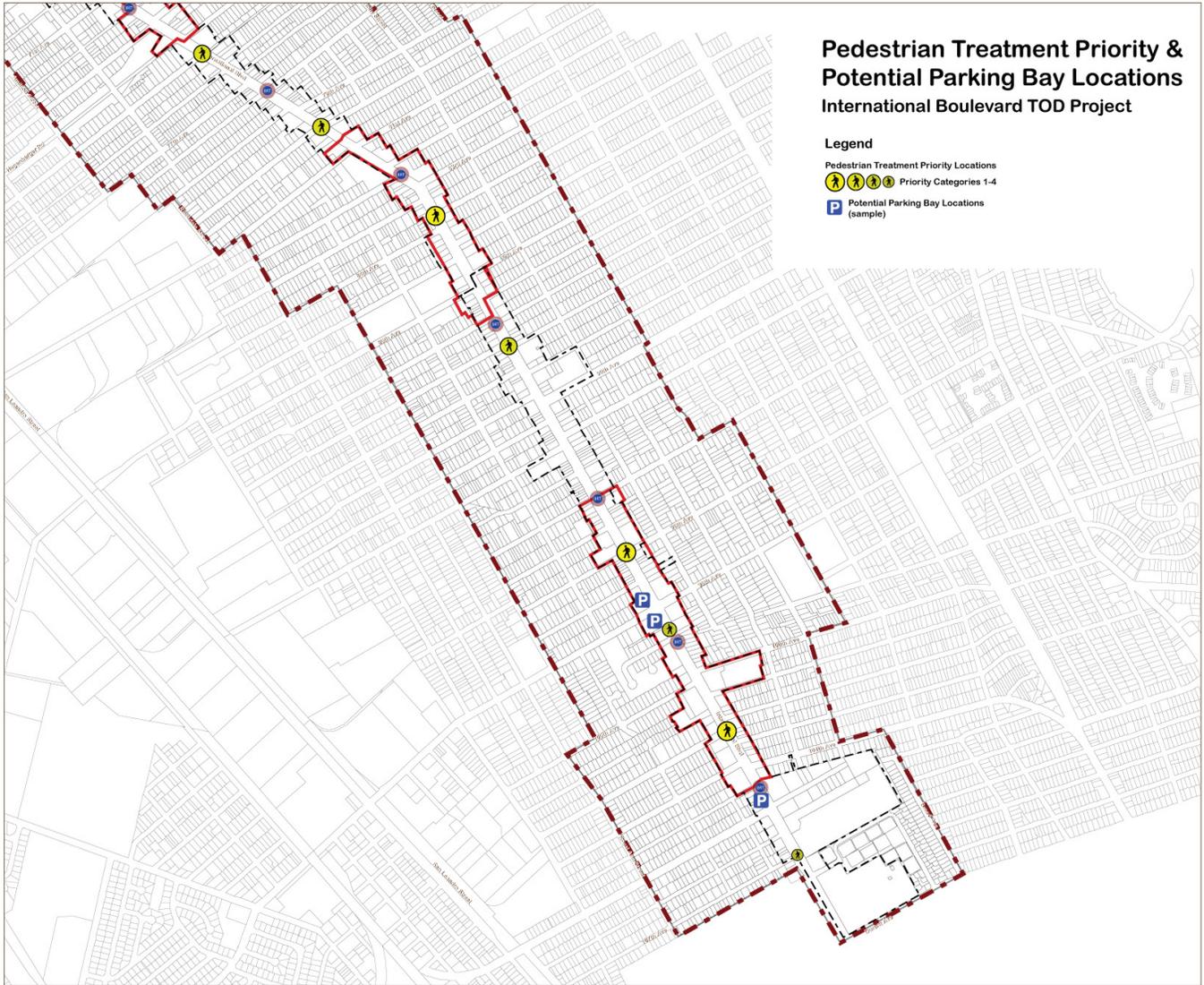


Figure A-9: Elmhurst - priority pedestrian treatment locations and potential parking bay locations.



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