CHAPTER SEVEN

CIRCULATION AND ACCESS

CIRCULATION AND ACCESS

Circulation and access help Oakland continue to thrive as a public space. This chapter addresses vehicular circulation, pedestrian circulation, and amenities that support improved access.

Importance: Vehicular Circulation

Oakland's roadway network consists of curvilinear avenues and linear corridors that establish the physical layout of the cemetery. They provide access for visitors and staff to easily navigate the entire cemetery. Vehicular access throughout Oakland follows growth patterns that historically provided access during burials, memorial services, movement of cemetery staff, and maintenance of the site. As Oakland has transitioned to a more popular visitor destination, people now also drive the roads to experience the beauty and history of the cemetery.

Existing Conditions: Vehicular Circulation

Oakland's vehicular roadways are characterized primarily by asphalt drives. There are some portions of the roadway that have been converted to brick pavers at the east end of the cemetery.

These roadways are narrow, not restricted by direction, serve as defacto parking areas (which can cause problems), and in some situations dead end.

Currently, asphalt pavement on roads throughout Oakland is in poor condition and in many areas has been repaved without removing earlier layers, which has caused the road to rise even further above original brick gutters. This creates unsafe and unpredictable transitions from road to walkway, impedes accessibility for those with disabilities, and results in a steep cross slope which causes drainage problems.

The original brick gutters which follow the roadways have held up well over time though many require repair. Voids in mortar joints allow water to get under brick and decrease the gutter function. Blocked and clogged inlets have similarly allowed sediment to fill and even turf to grow over gutters, leaving large areas of standing water. Many grates also fail to serve their purpose because they are elevated above the road.

Top: Layers of asphalt rise above original brick gutters. Middle: Standing water leaves sediment at a broken inlet. Bottom: Failing asphalt road and gutter is no longer functional.

CIRCULATION AND ACCESS

CIRCULATION AND ENTRANCES

Some brick gutters have lost functionality over time due to sediment and vegetation

Proposed Strategies: Vehicular Circulation

Two strategies address proposed changes to vehicular circulation at Oakland.

- Oakland's roads require full-depth pavement replacement. The Pavement Replacement map depicts a two-phased pavement replacement which recommends the use of permeable concrete unit pavers in specific locations with the remaining roadway constructed of porous, integrally colored concrete. The tan-colored chert and limestone screenings used to pave Oakland's roads in the past were desirable as they kept roads firm and passable in wet weather. Today a more stable, longer lasting pavement is necessary, and referencing chert that matches historic road materials can help strengthen the integrity of the site and the appeal of incorporating green infrastructure. (See page 86.)
- Repair brick gutters and sub-base – This will require resetting the sub-base, re-pointing, and in some places revealing gutters where sediment or vegetation has grown over them. (See page 87.)

Larger aggregate size of pervious concrete pavement, with integral color

An example of a pervious concrete path with integral color

PAVEMENT REPLACEMENT

Strategy: Full-Depth Pavement Replacement

Description:

Asphalt drive aisles throughout Oakland are in poor condition with most roads having excessive layers of asphalt. The poor road conditions and increasing difficulty of road-to-walk transitions requires full-depth pavement replacement. This phased strategy addresses stormwater needs, provides education opportunities, will better define the roadway, and will create a more accurate representation of the original roadway material. Phase 1 will include removal of asphalt and installation of permeable unit pavers at select locations to infiltrate the initial pulse of stormwater. This should first be tested at a single site, then extended to areas depicted in green on the Pavement Replacement map. Phase 2 includes full-depth paving replacement with pervious, integrally-colored concrete reminiscent of the historic chert roads. Final phases will see a transition back to pavers for roads that were originally pedestrian-only routes.

Steps Required for Implementation:

1. Identify a test area for permeable pavers. Refer to Hydrology map on page 107 for possible locations. Hire an experienced contractor for installation. Paving material should be compatible with historic fabric.
2. Monitor the performance of the test area in terms of the following: A visible reduction in stormwater runoff, proven durability, and improved site water quality.
3. Complete Phase 1 of permeable paver installation (see page 85).
4. Concurrent to Phase 1, begin replacing non-vehicular asphalt roads with appropriate brick that matches the historic fabric on adjacent paths.
5. Complete Phase 2 of full-depth replacement of remaining vehicular roadways.

Cost Type:
Capital Improvement

Partners:
Department of Watershed Management
Office of Resilience
Southface
Paver Companies
Site Contractors
Individual and Corporate Donors

Cost Range:
$2,000,000 - $3,000,000

Duration:
2019 (test); 2020-2029

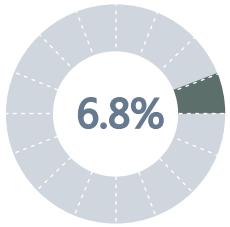
Prioritization

Pavement Replacement

PRESERVE	3
RESTORE	3
ENHANCE	3
SHARE	3
PARTNERSHIPS	3
CRITICAL	3

TOTAL SCORE: **18 HIGH**

Pavement Replacement



of total

Shown as a percent of the estimated $43.5M for all strategies

Strategy: Repair Brick Gutters and Sub-Base

Description:

At the turn of the century, brick gutters measuring from 17" to 26" wide were installed at the edges of Oakland's main drives. Several areas of the guttering is still functional; however, most of the brick gutters are experiencing some level of wear, some very severely so. Initial testing indicates some sections of guttering have no sub-base, meaning there was no cement installed below the brick. Further explorative testing is needed to determine the extent of necessary intervention. Restoring the brick gutters to a functional state is important for the proper movement of water and to maintaining the historic fabric of the cemetery.

Steps Required for Implementation:

1. Conduct conditions assessment of brick gutters, identifying the areas in the worst condition and determining the condition of the sub-base.
2. Coordinate pavement replacement with brick gutter replacement. Where possible, replace sections of the road first where gutters are in the worst condition.

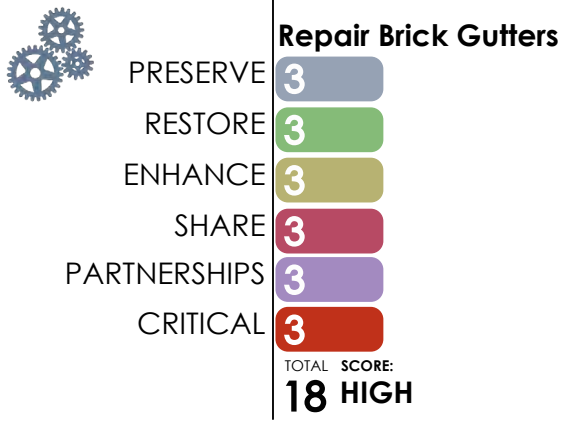
Cost Type:
Capital Improvement

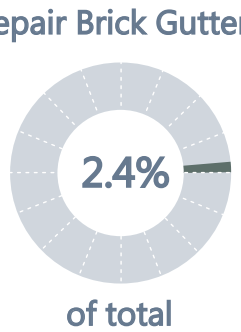
Cost Range:
$700,000 - $1,050,000

Partners:
Department of Watershed Management
Southface
Site Contractors
Individual and Corporate Donors

Duration:
2019 (test); 2020-2029

Prioritization





Shown as a percent of the estimated $43.5M for all strategies

CIRCULATION AND ACCESS

PAVEMENT MATERIALS

Existing pavement conditions depict the variety of pavement conditions, and need for full depth replacement on all roads.

Importance: Pedestrian Circulation

Oakland's numerous walkways define block layouts for burials at Oakland. The distinctive grid pattern paved with various materials provide visitors greater access to individual lots. Pedestrian paths define tour routes and wayfinding, and their condition directly affects access for visitors with disabilities.

Existing Conditions: Pedestrian Circulation

- **Gridded sidewalks and walkways:** These vary in paver size and material. Brick patterns are herringbone or common bond patterns. Other walkways are composed of tiles, hexagonal pavers, exposed aggregate, and asphalt. The varying sizes, routes, and material of the walkways add character to the Oakland site, but also create accessibility and safety issues. Many are difficult to traverse because of their condition, and there are a number of areas where tree roots have caused the walkways to rise up and become uneven.
- **Brick gutter drainage system:** These run parallel to major roads and are essential for managing stormwater, but the uneven brick can pose a hazard to pedestrians, especially those entering and exiting their vehicles parked on cemetery roads.
- **Sidewalks along vehicular roads within the property:** These hexagonal concrete sidewalks have been replaced recently via a collaborative effort between Historic Oakland Foundation and the Department of Parks and Recreation.
- **Inappropriate materials:** In the past, many repairs have been made to existing walks that were non-matching and inappropriate material. For example, there are cement patches within the brick walkways. There are areas where the ground beneath the walkways has settled, creating indentions in the paths where the bricks are caving in.
- **Narrow walkways:** Walkways are narrower in certain areas than in others, such as along the southwest wall of the cemetery that borders Memorial Drive. Possible consequences of damaged, uneven, and inconsistent walkways include discouragement of pedestrian usage, environmental decay, poor aesthetics, and diminished safety.

Proposed Strategy: Pedestrian Circulation

Accessibility should be improved between roads and walkways. The decision-making criteria outlined in the Project Introduction makes clear that addressing safety of all visitors is of critical importance. The Americans with Disabilities Act (ADA) requires public, historic sites to make a reasonable effort to provide accessible walkways/ pathways. (See page 90.)

Improvised accessibility solutions used for events and tours.

Strategy: ADA Improvements

Description:

In some transitions from road to walkway and on many walking paths, ADA access between roads and walkways is limited or even impossible. Install flush metal grates to allow for ADA access on road-to-path transitions. The phasing is as follows:

1. Tour routes, festival areas, and other heavily visited areas.
2. Areas where roads are being replaced.

Steps Required for Implementation:

1. Focus first on tour routes and festival areas.
2. As repaired, coordinate with road pavement replacement.
3. Install flush metal grates on major road-to-path transitions, at major intersections, tour routes, and following pavement replacement throughout the cemetery.

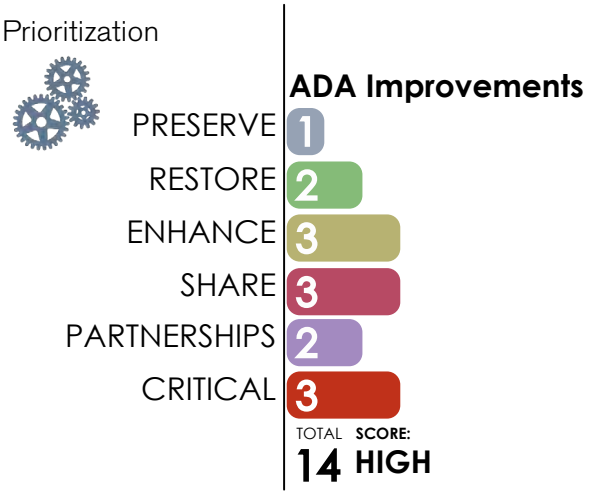
Cost Type:
Capital Improvement

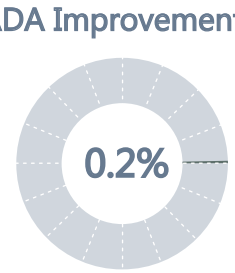
Partners:
Department of Parks and Recreation
Site Contractors

Cost Range:
$75,000 - $112,000

Duration:
2020 - 2029

Prioritization





Shown as a percent of the estimated $43.5M for all strategies

Importance: Bikes, Bollards, Seating

Bicycle racks, removable bollards, and seating options are important amenities supporting visitors as they move throughout the cemetery. Current bicycle parking is insufficient and additional racks will encourage alternative transportation to Oakland. Removable bollards will improve vehicular circulation issues, which often put motorists into unsafe situations with walls, burial lots, and pedestrians. Additional seating is important to encourage use in less visited areas of the cemetery and offers visitors places to rest and congregate throughout this large park.

Existing Conditions: Bikes, Bollards, Seating

Parking for cyclists: Those that arrive by bicycle have limited parking locations and during events cyclists lock their bikes near entrance gates or find parking near buildings. This can cause pedestrian circulation issues, as some walkways and paths are narrow.

Physical indicators for circulation: Oakland has no clearly defined routes for pedestrian and vehicular access, aside from limited wayfinding and traditional roadway pavement materials such as asphalt. The park is lacking physical indicators delineating logical and safe routes for different users. Visitor's vehicles currently access any roads that seem wide enough, often causing circulation problems and endangering historic monuments.

Seating options: As pedestrians continue to use Oakland as a city park, users seek places to linger and rest. Benches are found throughout Oakland, though distribution varies along major routes and in all character areas. There is significantly less seating in the northern and eastern portions of the cemetery, and some benches are perceived as private due to their location on family lots.

Proposed Strategies: Bikes, Bollards,

Above: Existing bike parking at the Old Fair Street Gate on Memorial Drive. Below: Seating options such as this are needed along major pedestrian paths in northern and eastern areas.

Seating

Three strategies address bicycle racks, removable bollards, and seating to work in conjunction with other strategies to improve the visitor experience throughout Oakland. Refer to the Removable Bollards and Bike Parking map on the following page showing locations for each.

- Improve bike parking options at entrances, staff offices, and visitor areas throughout Oakland. (See page 94.)
- Install removable bollards to establish predictable driving patterns and physical indicators for cars, work vehicles, pedestrians, and cyclists. (See page 95.)
- Install new seating consistently throughout the cemetery as walkway width allows. (See page 96.)

An example of removable bollards incorporated at Riverside Cemetery in Macon, Georgia.

CIRCULATION AND ACCESS

REMOVABLE BOLLARDS AND BIKE PARKING

Bike parking should be near most used areas. Removable bollard locations restrict and simplify vehicle circulation. Seating options should be added as needed in the northern and eastern portions of Oakland. These areas are most park-like and seating will encourage visitation.

Strategy: Bicycle Racks

Description:

Oakland's bike parking should be expanded to provide easy access at all entrances and character areas. Bike racks should be placed in locations that do not impede vehicular traffic, do not prevent access to accessible routes, and do not compete visually with historic features.

Steps Required for Implementation:

1. Install bicycle parking racks at all entrances and public structures, including the Old Hunter Street (West) Gate; any new gate locations, the Bell Tower, and the Greenhouse.

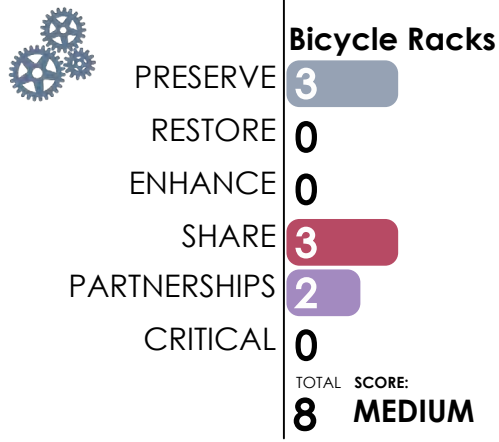
Cost Type:
Capital Improvement

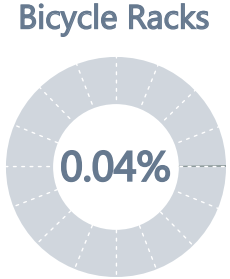
Partners:
Office of Planning
Atlanta Bicycle Coalition
Park Pride

Cost Range:
$12,000-$18,000

Duration:
2018

Prioritization





Shown as a percent of the estimated $43.5M for all strategies

Strategy: Removable Bollards

Description:

Incorporation of removable bollards should be explored for a variety of reasons. Efficient and predictable motor vehicle access reduces conflicts with pedestrians and cyclists and minimize maintenance costs, and conflicts with the Oakland's tranquil atmosphere. Establishing predictable patterns can significantly reduce wear and tear on cemetery roads and collisions with historic structures or gravemarkers. Bollards ensure safety of pedestrians and cyclists, and minimize the impact of the car to a park environment. A simple strategy to begin implementation is to conduct several tests with orange cones in order to identify the correct locations. Removable bollards can be installed at any time.

Steps Required for Implementation:

1. Coordinate with the city on preferred routes.
2. Use orange cones to create desired patterns and test alternatives. Poll visitors to gauge the public's response
3. Install the removable bollards gradually, while leaving orange cones to reinforce the preferred route.

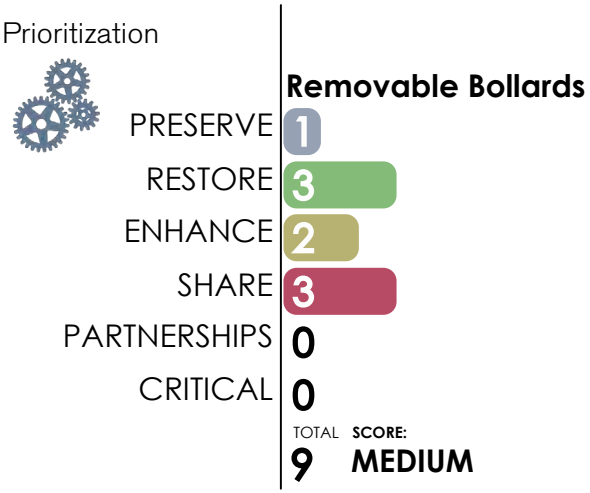
Cost Type:
Capital Improvement

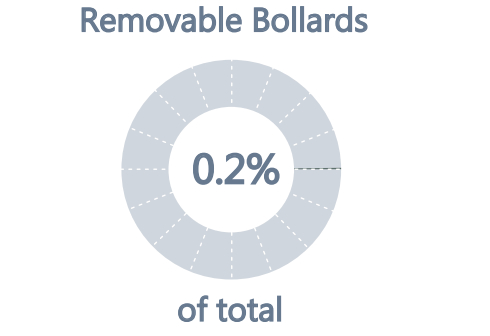
Partners:
Department of Parks and Recreation

Cost Range:
$62,500-$100,000

Duration:
2019 - 2021

Prioritization





Strategy: Benches/Seating

Description:

Seating is found throughout Oakland, but irregularly distributed. Oakland's many popular events can draw large crowds concentrated in specific areas or across the cemetery. More seating options should be provided throughout the pedestrian circulation network and in other areas with sparse seating. The "New York Park Bench" style from Stewart Iron Works was previously approved by Parks Design and AUDC and is the standard for use on walkways. Many historic or reproduction benches are placed on individual plots. These may appear private to some, however they are heavily used and reflect the Victorian style.

Steps Required for Implementation:

1. Identify walkways that are wide enough to allow for the installation of "New York Park Bench" benches.
2. Acquire more of the "New York Park Bench" benches for installation in these locations, with priority given to restored areas and to areas with heavy visitation.
3. Utilize seating on lots or open areas as supplemental seating, especially where walkways are too narrow to allow installation of "New York Park Bench" benches.
4. Install surface-mounted benches.

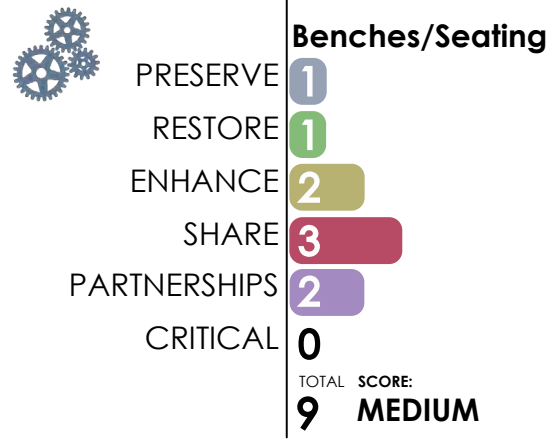
Cost Type:
Capital Improvement

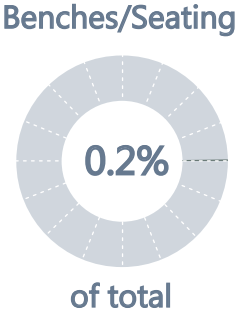
Partners:
Park Pride
Individual and Corporate Donors

Cost Range:
$62,500-$100,000

Duration:
2019 - 2021

Prioritization





Shown as a percent of the estimated $43.5M for all strategies

Importance: Gates

Gates are visitors' initial impression and introduction to Oakland Cemetery. Even for the passerby, the architecture and scale of Oakland's gates communicate importance and signify a sacred public space. Whether passing through the grandeur of the Old Hunter Street (West) Gate, or Old Fair Street Gate, access points exist to welcome all and are important visual thresholds between everyday life and Oakland's hallowed spaces.

Existing Conditions: Gates

Primary Gates

Oakland has two entrances: Old Hunter Street (West) Gate at the intersection of Oakland Avenue and MLK Jr. Drive to the west, and the Old Fair Street (Memorial) Gate entrance opposite Six Feet Under. The gate at Memorial Drive was originally designed for vehicular entry, but was reopened in 2008 for pedestrian-only access. Beyond these, the cemetery has three other pedestrian entries that are currently closed, and a former east gate that no longer exists. Their locations are shown on the Circulation and Entrances map.

Top: An undated photo of the Old Fair Street Gate. Bottom: The current view of Memorial Drive gate, looking south.

Top: The Old Hunter Street (West) Gate. Bottom: The Old Fair Street Gate during the 1970s.

CIRCULATION AND ACCESS

CIRCULATION AND ENTRANCES

Closed Gates

Though it has been closed to vehicular access since the 1970s, Oakland's south gate at Memorial Drive is most visible to pedestrians and currently the primary access point for visitors from neighborhoods to the south and east.

The pedestrian gate in the northwest corner of the cemetery is currently locked but is believed to have once provided access to a road that crossed over the railroad tracks. With the proposed MARTA mixed-use development now imminent, there have been discussions about offering restricted access for local residents.

Little is known about the northern gate, however there is believed to have been a receiving tomb in the adjacent roadway that dead ends into the wall. There may have been some association. There are no current plans to reopen this gate. A third pedestrian gate sits halfway between the Old Fair Street Gate and Boulevard. It is somewhat aligned with Park Avenue, and there is speculation that this gate was constructed for accessibility from the Park Avenue streetcar. This gate is a candidate for reopening, especially as the Jewish Grounds become more visited following restoration. For visitors from the east, this provides a great access point and reduces pedestrian exposure to traffic along Memorial Drive.

From left to right: The south pedestrian gate, the northwest corner pedestrian gate, the Old Fair Street Gate, and the northern pedestrian gate.

Proposed Strategies: Gates

To better serve all of Oakland's visitors and maintain historical integrity, three strategies address entrances at Oakland.

- Reconstruct an East Gate, serving neighbors and visitors from Reynoldstown and Cabbagetown. (See page 101.)
- Restore the Old Fair Street Gate with its original arches. (See page 102.)
- Reopen the Park Avenue Gate, allowing visitors to enter from Memorial Drive. (See page 103.)

A design concept showing a more pedestrian-friendly entrance sequence and gathering space for visitors from the east.

Top: View east towards the former location of the East Gate. Bottom: View south towards the potential location for the new east gate.

Strategy: East Gate

Description:

In 1899, a large gate was constructed on the east side of Oakland to allow for funeral trains to access the cemetery without having to go around to the main Hunter Street gate. By 1915 the gate was permanently closed and today no longer exists. As the number of residential units increases on this side of the cemetery, Oakland should work to engage with the growing neighborhoods outside its walls. To serve the needs of neighborhoods to the east of the cemetery, construction of an east gate should be explored. Survey results demonstrated that Oakland's visitors enjoy and value the historic site, but want a more multi-purpose facility for education, entertainment, and private events. Finally, with a focus on restoration, reconstruction of an east access is concurrent with other Oakland initiatives acknowledging 19th century Victorian roots.

Steps Required for Implementation:

1. Working with selected contractor, refine designs for the East Gate.
2. Raise funds specifically for construction of the gate, with sensitivity to historical architecture and access for all pedestrian users.
3. Prioritize the restoration of and fundraise for critical areas immediately inside the proposed East Gate.
4. Monitor visitation patterns around the East Gate both before and after installation. Monitor activities outside of this entry point as well, focusing on traffic patterns and construction trends.

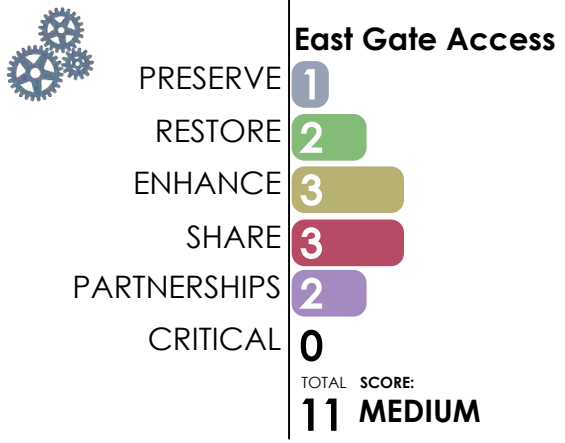
Cost Type:
Capital Improvement

Partners:
Department of Parks and Recreation
Urban Design Commision
Site Contractors
Individual and Corporate Donors

Cost Range:
$100,000-$150,000

Duration:
2018; 2021

Prioritization



East Gate Access

of total

Shown as a percent of the estimated $43.5M for all strategies

Strategy: Old Fair Street Gate

Description:

Though it has been closed to vehicular access since the 1970s, Oakland's Old Fair Street Gate is heavily used by pedestrians, and currently the primary access point for visitors from neighborhoods to the south and east. The gate is currently lacking its original tall arch and smaller flanking arches over pedestrian gates.

Steps Required for Implementation:

1. The HOF board or sub-committee should explore costs and design alternatives for restoring the Old Fair Street Gate.
2. Raise funds specifically for design and construction of the gate, with sensitivity to historically accurate appearance and access for all users.
3. Identify and hire skilled mason to restore brick arches and other ornamental detailing.

Cost Type:
Capital Improvement

Partners:
Urban Design Commission
Site Contractors
Individual and Corporate Donors

Cost Range:
$50,000-$75,000

Duration:
2022 - 2024

Prioritization

South Gate Access

PRESERVE	1
RESTORE	1
ENHANCE	1
SHARE	2
PARTNERSHIPS	1
CRITICAL	0

TOTAL 6 SCORE: LOW

South Gate: Old Fair Street

of total

Shown as a percent of the estimated $43.5M for all strategies

Strategy: Park Avenue Gate

Description:

A third pedestrian gate sits halfway between the Old Fair Street Gate and Boulevard. It is somewhat aligned with the Park Avenue, and there is speculation that this gate was constructed for accessibility from the Park Avenue streetcar. This gate is a candidate for reopening, especially as the Jewish Grounds become more visited following restoration. The Park Avenue Gate will provide another option for pedestrian access, but does not affect the East Gate strategy.

Steps Required for Implementation:

1. Coordinate with the city to agree to open the gate.
2. After ensuring it is operable, open the gate during daylight hours.

Cost Type:
Capital Improvement

Partners:
Department of Parks and Recreation
MARTA (street car)
Rio Land and Investment Company

Cost Range:
None

Duration:
2018

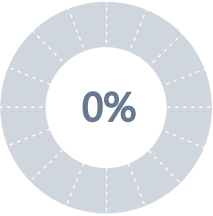
Prioritization

South Gate Access

PRESERVE	1
RESTORE	1
ENHANCE	1
SHARE	2
PARTNERSHIPS	1
CRITICAL	0

TOTAL SCORE: **6** **LOW**

South Gate: Park Ave Gate



of total

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