Attachment E

The *Oakland Estuary Policy Plan* is amended as follows:

Executive Summary

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The plan recommends strengthening the livability of existing and future residential development within the ~~Kennedy Tract~~Jingletown/Elmwood area, and suggests new opportunities for small-scale office, business and commercial establishments. In certain areas (e.g., around the Con-Agra facility in the ~~San Antonio/Fruitvale~~ Central Estuary District), the plan supports the retention of existing industries, but acknowledges that they may relocate for a variety of reasons. If that occurs, the plan suggests land use priorities for an appropriate transition to new urban development in the future.

Section I: Background

Introduction

Page 8

- '~~San Antonio/Fruitvale~~ Central Estuary~~Central Estuary~~ District', from 9th Avenue to 66th Avenue~~.~~

Section II: Objectives

Issues & Opportunities

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Objective C-1: Improve and clarify regional access to Oakland's waterfront.

Interchanges along the I-880 freeway should be consolidated at arterial roadways and brought up to current standards to improve access to and within the Estuary area.

The I-980 connection to the Alameda Tubes at the Jackson Street off-ramp and the I-880 – 16th Street off ramp currently routes traffic through city streets, and should be improved to alleviate congestion on local streets and clarify access routes to Alameda and on Oakland local streets.

Improved freeway interchanges are currently under construction or planned at 23rd/29th Avenues and 42nd Avenue/High Street. These projects will improve local access and circulation and help reduce congestion on I-880. Additional improvements should be considered at 5th Avenue~~, 23rd Avenue,~~ and Fruitvale Avenue. ~~, and High Street/42nd Avenue.~~ A new interchange should be investigated to provide direct access from I-880 to Jack London Square and downtown Oakland.

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Objective C-2: Establish a continuous waterfront ~~parkway~~roadway system; a safe promenade for pedestrians, bicycles, and slow-moving automobiles.

For the most part, vehicular circulation should be accommodated on existing roadways. However, a continuous waterfront ~~parkway~~ roadway system is a top priority in the Estuary Policy Plan. The waterfront roadway system ~~Parkway~~ should take advantage of ~~and stay within~~ the Embarcadero right-of-way, extending from Jack London Square to Park Street.

Beyond Park Street, it may be necessary to purchase additional right-of-way to allow the waterfront roadway system ~~parkway~~ to be connected through to Fruitvale Avenue and beyond to Tidewater Avenue and 66th Street.

West of Oak Street, the waterfront roadway system ~~parkway~~ should meet the city grid, providing several routes west to Mandela Parkway.

The configuration and cross-sectional character of the waterfront roadway system ~~roadway~~ will likely vary, depending on availability of right-of-way, adjoining land uses, and traffic conditions. ~~The parkway and a~~All ~~other~~ waterfront roads should treated with appropriate landscaping, lighting, signage, rest/ overview areas, and, where appropriate, parking, and other features which provide a continuous ~~parkway~~ character for pleasant driving, walking, and cycling. ~~The~~ Waterfront roads ~~parkway~~ should be slow-moving, and ~~. The roadway should be~~ accompanied by separate or contiguous bicycling and pedestrian paths where feasible.

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Objective C-3: Balance through movement with local access along the waterfront.

In many urban waterfronts, shoreline transportation corridors have been allowed to become freeway-like environments, providing through movement at the expense of local access. The concept of the ~~Embarcadero Parkway~~waterfront roadway system, described above, aims to properly balance local access with through movement.

Traffic-calming methods should be incorporated into roadway design throughout the study area, to ensure that vehicular movement is managed in consideration of recreational and aesthetic values. The ~~parkway~~ waterfront roadway system should not become an overflow or alleviator route to the I- 880 freeway, ~~and it should prohibit through truck movement.~~however, it will remain part of ~~on~~ the City's heavyweight truck route.

Pages 48-49

Objective C-5: Promote transit service to and along the waterfront.

Land and water-based transit services should be extended to and along the waterfront. Transit services should be focused along Broadway, Washington, Franklin, Third, and Fruitvale.

A special transit loop linking Jack London Square with other significant activity centers (eg., Old Oakland, the Oakland Museum, and the Lake Merritt and City Center BART stations), should also be encouraged. ~~Passenger rail~~High-capacity transit service between Fruitvale BART and Alameda should be studied further.

Redevelopment on both the Oakland and Alameda sides of the Estuary may, in the future, warrant increased ferry and water taxi service. Water taxis can link activity centers on both sides of the Estuary, transforming the waterway into a viable boulevard that brings together the Oakland and Alameda waterfronts.

Objective C-6: Improve pedestrian and bicycle circulation.

Bicycle and pedestrian networks should be extended throughout the waterfront. By enhancing the Embarcadero and the streets parallel to the waterfront, ~~Parkway,~~ a continuous pedestrian path and bicycle route can be established along the waterfront. Links from the ~~parkway~~ waterfront roadway system to

upland neighborhoods are proposed along connecting routes, including Oak, Lake Merritt Channel, 2nd Street to 3rd Street, Fifth Street and Fifth Ave, Fruitvale, and Alameda Avenue to High Street, as well as the grid of streets in the Jack London District.

Section III: District Recommendations

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~~San Antonio-Fruitvale~~~~Central Estuary District~~ Central Estuary District

LAND USE

The Estuary Policy Plan's land use policies for the ~~San Antonio-Fruitvale~~ Central Estuary District are intended to establish a more compatible pattern of land uses that supports economic development, and at the same time enhance neighborhood amenities. The waterfront is a feature which binds disparate activities and provides a ~~needed~~ destination within these neighborhoods. Land use policies reinforce access to the waterfront, while promoting opportunities for neighborhood preservation and enhancement. Emphasis should be put on the reuse of existing structures of historic value and architectural significance.

For ease of discussion, the ~~San Antonio-Fruitvale~~ Central Estuary District has been subdivided into ~~8~~ ~~12~~ 10 sub-districts. Land use policies for the ~~San Antonio-Fruitvale~~ Central Estuary ~~District~~ sub-districts are presented as follows:

Embarcadero Cove

Policy ~~SAF-~~CE-1: Encourage the development of water-oriented commercial uses within Embarcadero Cove.

Embarcadero Cove is bounded by the Ninth Avenue Terminal on the west, the Livingston Street pier on the east, and the Embarcadero. It is defined by the unique geography of a small bay, with an indented shoreline tracing a broad arc which surrounds Coast Guard Island. The combination of its distinctive shape and proximity to the freeway results in a very narrow and constricted shoreline, which averages about 200 feet in width to the Embarcadero. The narrow shoreline provides an opportunity for views to the water; this is the only area along the Estuary where the water can be seen from the freeway.

This is a highly visible portion of the waterfront, but it is narrow and constrained by the close proximity of the I-880 freeway. The waterfront orientation and constrained parcel depth make this area well suited for continued commercial-recreational and water-dependent uses.

New commercial uses within this sub-district ~~subarea~~ should build upon the existing character and create connections to the water's edge. Improvements that maximize accessibility and visibility of the shoreline should be incorporated into new development through boardwalks, walkways and points of public access.

~~Brooklyn Basin~~Food Industry Cluster

Policy ~~SAF-~~CE-2: Maintain the industrial character and role of ~~Brooklyn Basin~~~~the~~ the Food Industry Cluster as a place for food processing and manufacturing, and retain light industrial uses.

~~Brooklyn Basin~~The Food Industry Cluster comprises the area south of Dennison Street and inland of ~~Embarcadero Cove~~Union Point Park, extending to ~~Diesel Street~~~~the Embarcadero and~~ East 7th Street.~~ on the east.~~ This area is generally characterized by~~ a mix of uses: offices housed in both mid-size 1970 buildings and remodeled Victorian-style houses, restaurants, a school, artist studios,~~ light industrial and service uses, and larger scale food processing and food warehousing/distribution operations.

Food processing is a major source of employment in this portion of the waterfront, with some 450 ~~00~~ individuals many in skilled positions. Within Oakland, relatively few sectors, particularly in new small to mid-sized companies, have generated a comparable level of employment. Significant activity is continuing within this sector of the economy, particularly in the area of niche/specialty markets.

~~Brooklyn Basin~~The Food Industry Cluster is a place where manufacturing and food processing/distribution should be encouraged, both for incubator businesses as well as for established and growing concerns. While food processing and manufacturing/distribution continue to dominate uses within the area, existing light industrial uses should be maintained as well.

Mixed-Use Triangle

Policy ~~SAF-~~CE-2.1: Encourage development of compatible infill office, support commercial, multi-family residential, ~~and~~ institutional, and light manufacturing uses.

The Mixed-Use Triangle, bounded by the Embarcadero, Dennison Street and ~~the freeway~~Highway 880, ~~Brooklyn Basin also~~ includes a mix of uses: offices housed in both mid-size 1970s buildings and remodeled Victorian-style houses, restaurants, artist studios, educational, office, and commercial uses. North of Dennison and along the waterfront, the pattern of land uses is relatively fine-grained, with some older structures and smaller increments of development oriented to the street. Additional adaptive reuse, and new educational, office and commercial uses should be encouraged, as well as ~~the possibility for~~multi-family residential and work/live units, ~~or adaptive reuse,~~ where these uses ~~would result in the rehabilitation of existing structures and where they~~ would not create land use conflicts with existing industrial activities.

Con Agra

Policy ~~SAF-~~CE-3: ~~Encourage~~ Allow heavy industry in the vicinity of the Con-Agra plant to continue, while providing for the transition to a mix of new uses.

A portion of the ~~Fruitvale neighborhood~~ Central Estuary District located between Diesel and the Park Street Bridge and south of 29th Street, is an area that is primarily in heavy industrial use.

It is dominated by the 11-acre Con-Agra facility, which mills grain for flour that in distributed throughout the Bay area and Northern California.

~~Right Away Ready-Mix~~Cemex and ~~Lone Star, Inc., sand and gravel operations~~Star Marine~~,~~ are two other large operators immediately adjacent to the Con-Agra facility.

While the area historically attracted construction-related uses because of barge access via the Estuary, these business operations remain in the area today largely because of its central location and good freeway accessibility, and because of investments in existing facilities. Nevertheless, Con-Agra has its own pier, and other companies maintain direct water access that could be used again if ~~in~~ economic and market conditions change.

It is recognized, however, that market forces may go in a different direction as well, making these sites functionally obsolete and difficult to maintain. If this comes about, the City should be prepared t o promote new uses for these valuable waterfront sites.

The area surrounding and including Con-Agra has long been in heavy industrial use related to the agricultural/food and construction/transportation sectors of the economy. It is not the intention of the *Estuary Policy Plan* to suggest displacement of these activities. Above all, this policy is intended to convey the importance of maintaining these labor-intensive industrial operations for as long as it is feasible for them to stay.

However, it is also recognized that some of these companies may wish to relocate on their own accord. In that event, new uses should be encouraged that build on the unique qualities of the waterfront location and promote public access to the Estuary shore and transportation access through the site.

~~SAF-~~CE-3.1: Initiate more specific planning of the entire Con-Agra area, if and when industrial uses phase out of the area.

The Con-Agra reach of the waterfront, although composed of different businesses and ownerships, should be planned as an integral unit to create the most positive effect and the optimal relationship with the Estuary. ~~A Central Estuary Specific Plan or Implementation Guide should be prepared prior to development. Because the area is within the coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.~~

Planning should be based on the need to gradually transform the uses and intensities from heavy industrial to a mixture of commercial, light industrial, and residential uses. It should account for the need to maintain the operations of these businesses while planning and redevelopment activities are underway. ~~Redevelopment-oriented~~ Future ~~property~~ development planning should incorporate the following principles:

~~SAF-~~CE-3.2: Redevelop the area with a mixture of waterfront-oriented residential and /or commercial activities, which are compatible with the scale and character of surrounding areas.

New uses that are compatible with the public nature of the waterfront and with the adjacent ~~Kennedy Tract~~ Jingletown/Elmwood residential neighborhood should be encouraged in this area, if and when industrial uses phase out.

Specific land uses which should be encouraged include residential, retail, restaurant, office, research and development, and light industrial uses that are configured to complement the waterfront orientation of the site.

New uses should be developed in a manner consistent with the surrounding character and scale of the area. Building mass, height, and all other design aspects should be subject to standards developed in conjunction with the preparation of a more specific development plan. Parking should be screened from view or contained within new buildings.

~~SAF-~~CE-3.3: Provide for strong links to surrounding areas, and orient new development to the water.

Development should be configured to provide at least two points of public access to the shoreline, and view corridors from Kennedy Street to the Estuary.

A publicly accessible and continuous waterfront open space should be developed along the shoreline. This open space should also be visible and accessible from Kennedy Street and if possible consider bicycle/pedestrian connection to the City of Alameda.

~~Kennedy Tract~~Jingletown/Elmwood

Policy ~~SAF-~~CE-4: Encourage preservation and expansion of the affordable residential neighborhood in the ~~Kennedy Tract~~Jingletown/Elmwood sub-district.

The ~~Kennedy Tract~~Jingletown/Elmwood neighborhood ~~district~~ is a unique sub-district ~~subarea~~ within the ~~San Antonio/Fruitvale District~~Central Estuary. It is a remnant of a once-more-cohesive urban neighborhood extending from Oakland into Alameda. Today, the area is predominantly occupied by a mix of residential, warehousing and service-oriented uses. ~~that have little relationship with the Estuary.~~

~~Because large, old industrial structures line the waterfront access and visibility to the Estuary is limited to the ends of two streets, Derby and Lancaster. Several of these structures appear to be only marginally used for storage, warehousing and repair. Several are vacant or underutilized, and in disrepair.~~With recent development and new Bay Trail connections, waterfront access and visibility has increased significantly. The Glascock Lofts and Signature Properties developments include Bay Trail segments and access points, and a Bay Trail segment has been completed adjacent to the Oakland Museum Women's Board White Elephant warehouse. The Derby and Lancaster Street overlooks have also been improved.

Currently, there are several hundred housing units within the Jingletown/Elmwood, including work/live spaces in renovated warehouses as well as single-family bungalows, ~~and~~ houses and more recently developed multi-family housing. In addition to this residential development, there are a number of smaller scale industrial and commercial uses, creating a one-of-a-kind neighborhood.

The housing that exists in this area should be maintained, reinforced and promoted, despite the preponderance of non-residential uses. Special efforts should be undertaken to reinforce the integrity of the residential history of the sub-district.

~~SAF-~~CE-4.1: Provide for a mixture of compatible uses with emphasis on a variety of affordable housing types, while maintaining the area's character of small scale buildings.

A mixture of residential, work/live, light industrial and neighborhood-serving uses should be maintained in the future, with an emphasis on affordability, livability, and an enhanced relationship with the Estuary.

To maintain the attractive, small-scale character of the area, buildings should be constructed to complement the existing scale and massing of existing sites. Parcel size should not exceed the predominant pattern of existing parcels.

Owens-Brockway

Policy ~~SAF-~~CE-5: Allow ~~Retain~~ the existing industrial use of the Owens-Brockway site.
The Owens-Brockway site consists of approximately 28 acres of land devoted entirely to the business of glass recycling and manufacturing. ~~Owens-Brockway is one of the largest private employers in Oakland, currently supporting almost 800 jobs.~~ These operations are expected to remain viable ~~in~~ for the foreseeable~~the~~ future.

The company should be supported and encouraged to remain and expand.

~~SAF-~~CE-5.1: Improve the compatibility between industrial and residential uses, and enhance the relationship of the Owens-Brockway plant with the waterfront.
Improvements along the edges of the Owens-Brockway plant should be undertaken to establish a more positive relationship with surrounding uses, including the neighborhood and the waterfront.

More specifically, a landscaped street edge on Fruitvale Avenue and ~~the proposed Estuary Parkway~~ Alameda Avenue should be developed to create a more attractive public environment around the plant. Measures such as landscape sound barriers should be investigated to reduce noise and visual conflicts with single-family houses along Elmwood Avenue.

~~42nd Street and High Street~~High Street Retail Area and Warehouse Wedge

Policy ~~SAF-~~CE-6: Encourage the reuse of existing warehouse properties south of Alameda Avenue and West of High Street for high-quality retail uses that complement adjacent commercial uses.
The ~~Super-K-Mart~~Home Depot, on a former cannery site, is a major presence within this sub-district, ~~subarea,~~ benefiting from its proximity to and visibility from the freeway and accessibility to the nearby populations in Oakland and Alameda.

On the east side of Alameda Avenue, the Brinks warehouse and a cluster of small-scale light industrial uses and warehouses are located ~~ion~~ along the Estuary, impeding public access opportunities. While Bay Trail segments have been completed along some of these uses, a portion of the waterfront remains inaccessible. Public access opportunities should be pursued over time along the shoreline.

~~SAF-~~CE-6.1: Provide for new commercial activities adjacent to the 42nd Street interchange.
At the 42nd Street interchange, there is the opportunity for the expansion and development of new commercial activities that are oriented to both regional and local markets. Commercial development and intensification of this area should be pursued.

Specific uses that should be encouraged in this area include region~~-~~-serving retail, office, general commercial, and light industrial. ~~Generous landscaped setbacks~~Street-facing retail uses along High Street, and landscaping and streetscape improvements should be incorporated ~~around~~ into all new development, subject to development standards and design guidelines developed for the Central Estuary Area.

Tidewater ~~East of High Street~~

Policy ~~SAF-~~CE-7: ~~East of High Street~~North of Tidewater Avenue, maintain existing viable industrial and service-oriented uses, and encourage the intensification of underutilized and vacant properties.

This portion of the ~~San Antonio/Fruitvale~~ Central Estuary District functions as a service support area, with links to the adjacent Coliseum area. It supports a number of different types of uses, including wholesale and retail businesses, container storage, and smaller industrial uses. In addition, Pacific Gas & Electric and East Bay Municipal Utility District (EBMUD) have service facilities within this area.

In areas ~~both~~ north ~~and south~~ of Tidewater Avenue, current uses and activities should be maintained and encouraged. However, there are opportunities to intensify underutilized sites, now ~~occupied by rail spurs or~~ used for equipment and container storage. These sites should be targeted for redevelopment as industrial and service-oriented uses, which would contribute to the overall viability of the area.

~~SAF-~~CE-7.1: South of Tidewater Avenue, provide for continued industrial use, but also encourage new research and development and light industrial activities which are compatible with the adjacent EBMUD Oakport Facility and EBRPD's Martin Luther King Jr. Regional Shoreline Park.

Economic development objectives for this sub-district ~~area~~ can be realized by deemphasizing service, storage and heavy industry and focusing more on employment-intensive uses that are more complementary with the public nature of the waterfront.

This area is unique in that it adjoins Martin Luther King Jr. Regional Shoreline, one of the larger assemblies of waterfront open space within the Estuary. The East Bay Regional Parks District (EBRPD) ~~plans to~~~~has~~ continue~~s~~d to develop the MLK Regional Shoreline adjacent to and along both sides of East Creek, including the Tidewater Aquatic Center completed in 2009. EBRPD's parks and open spaces represent a valuable resource for the city—one that should be reinforced appropriately by adjacent development.

At the same time, the nearby ~~EBMUD has expansion plans. The~~ Oakport Facility is EBMUD's primary infrastructure support base and maintenance center, serving the Estuary area and the city as a whole.

Successful development will require an effort to balance competing objectives brought about by the proximity of the sites to regional park and utility facilities. (See Policy ~~SAF-~~CE-7.2)

~~SAF-~~CE-7.2: Initiate more specific planning of the area south of Tidewater Avenue[p1].

The area ~~East~~ east of High Street and South of Tidewater Avenue should be comprehensively planned to ensure that all objectives are met. With the preparation of an Implementation Guide for the Central Estuary, this goal of the Estuary Policy Plan to plan for the area east of High Street and south of Tidewater Avenue has been achieved. ~~A plan should be prepared prior to development. This goal of the Estuary Policy Plan to plan for the area east of High Street and south of Tidewater Avenue has been achieved through the preparation of an Implementation Guide for the Central Estuary.~~

~~Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.~~

Planning for the area south of Tidewater has been ~~should be~~ based on the need to infuse the area with a ~~livelier and~~ more intense mix of office, R&D, commercial, and light industrial uses. It ~~should~~ accounts for East Bay Municipal Utility District's (EBMUD's) expansion needs, and takes special consideration of East Bay Regional Park District's (EBRPD's) plans for MLK Regional Shoreline Park, and the Bay Conservation Development Commission's (BCDC's) 100' shoreline band, which will require that the shoreline be used ~~exclusively~~ for recreational purposes.

~~This goal of the Estuary Policy Plan has been achieved through the preparation of an Implementation Guide for the Central Estuary.~~

As this area redevelops, publicly accessible open space should be created with an emphasis on educational and interpretive experiences, including wildlife habitat in lowland or marshy areas and the development of ~~active sport and~~ recreation ~~fields~~ facilities in the uplands.

SHORELINE ACCESS & PUBLIC SPACES

Compared to other areas of the Estuary, the ~~San Antonio/Fruitvale~~ Central Estuary District appears to have a relatively large supply of open space. Although there are several opportunities to approach and enjoy the shoreline, much of the existing open space is not highly utilized, relates poorly to its surroundings, and is generally fragmented and discontinuous.

The Martin Luther King, Jr. Regional Shoreline, which occupies approximately 22 acres north of Damon Slough, is a regional facility which is the primary waterfront recreational asset in the area. The Bay Trail, which is planned to ultimately connect around the entire bay shoreline, enters the study area at 66th Avenue, but abruptly ends approximately 7,000 feet westward. At the western end of the ~~San Antonio/Fruitvale~~ Central Estuary District, within Embarcadero Cove, there is a series of small public access improvements that were built as part of development projects, but these are also very limited in extent.

The access and open space policies for this district emphasize the continuation of a cohesive and interrelated waterfront system advocated by the previous chapters of this plan.

Policy ~~SAF-~~CE-8: Develop a continuously accessible shoreline, extending from Ninth Avenue to Damon Slough.

A continuous system of public open space and connecting networks to inland areas should be completed within this reach of the Estuary, extending from Ninth Avenue to Damon Slough. The system should link the Martin Luther King Jr. Regional Shoreline with the other elements of the waterfront system of open spaces proposed by this plan.

~~SAF-~~CE-8.1: Extend the Bay Trail from Embarcadero Cove.

The Bay Trail should be incorporated as part of the continuous open space system along the water's edge. Gaps in the trail should be filled in, so as to achieve the continuity of the trail and provide better bicycle/pedestrian access to the expanded MLK Shoreline (See Policy ~~SAF-~~CE-8.3).

While the developed portion of the Bay Trail currently combines both pedestrian and bicycle movement, it is recommended that separate bicycle and pedestrian paths be developed in other areas, with the pedestrian movement adjacent to the shoreline edge and the bicycle lane on the inland side of the open space. At each of the bridges, special provisions should be made to ensure continuity along the shoreline.

~~SAF-~~CE-8.2: Develop a major new public park at Union Point.
With the construction of Union Point Park in 2005, this objective of the Estuary Policy Plan to develop a ~~A~~ new park ~~should be developed~~ between Dennison Street and the existing Con-Agra facility, south of the Embarcadero at Union Point, has been met. ~~This objective has been met, following a planning process under the auspices of the Unity Council, the University of California, the Trust for Public Lands, the Port of Oakland, and the Oakland Parks and Recreation Division.~~ The nine-acre Union Point P~~p~~ark is intended to serve the adjacent ~~San Antonio and Fruitvale~~ neighborhoods, as well as provide an important citywide amenity along the Estuary.

The design of the park ~~should~~ provides for flexible use, including passive recreational activities as well as field sports and activities that take advantage of the water. ~~A site of approximately two acres should be reserved for the Cal Crew boathouse on the eastern portion of the park.~~ A continuous pedestrian promenade ~~should be~~ is provided along the shoreline edge. A Class I or II bicycle path ~~should be~~ is incorporated within the park, where it can be separated form the Embarcadero. (See Policy ~~SAF~~CE-9).

~~**It should be noted that early planning for this park is already underway, under the auspices of the Spanish Speaking Unity Council, he University of California, the Trust for Public Lands, the Port of Oakland, and the Oakland Parks and Recreation Division.**~~

~~SAF-~~CE-8.3: Extend the Martin Luther King, Jr. Regional Shoreline.
The MLK Regional Shoreline should be extended from High Street to Damon Slough. Within this area, the existing public open space between the East Creek and Damon sloughs should be expanded westward to include existing industrial properties owned by EBRPD.

EBRPD's planning objectives identify this portion of the Estuary as an important component of the regional shoreline park system, as well as a potential open space resource for the adjacent Central East Oakland and Coliseum neighborhoods. It should be designed to preserve the significant wetlands between the Damon and East Creek sloughs. In addition, extending Tidewater Avenue across the East Creek Slough to the 66th Avenue interchange would significantly improve visibility and accessibility to the park.

Areas on the shoreline side of the railroad tracks should be subject to a planning effort, coordinated among the City of Oakland, EBMUD, and the EBRPD, to address EBMUD expansion needs and the extension of the shoreline park. (See Policy ~~SAF-~~CE-7.2).

REGIONAL CIRCULATION & LOCAL STREET IMPROVEMENTS

Objectives for regional circulation and local street networks recognize the importance of circulation and access to support the objectives for land use, public access and public spaces. These add specificity to a number of objectives reflected in the General Plan Land Use & Transportation Element and the Bicycle & Pedestrian Master Plan.

~~A key objective of the Estuary Policy Plan is to enhance the continuity of movement along the shoreline in order to enhance public access and the public perception of the waterfront as a citywide resource. To accomplish this objective in the San Antonio-Fruitvale District, the circulation policies recommend a basic restructuring of the modes of circulation.~~

Policy ~~SAF-~~CE-9: Provide for ~~a~~ continuous ~~Embarcadero Parkway~~ street connections from Ninth Avenue to Damon Slough.

Consistent with ~~recommendations of the *Estuary Policy Plan* in other subdistricts~~ the Central Estuary Implementation Guide Appendix A, Recommendations for Future Transportation Projects, as individual properties are redeveloped, ~~the Embarcadero Parkway should be a continuous parkway,~~continuous street connections should be developed to parallel the entire shoreline; ultimately extending from Broadway to 66th Avenue. In the Central Estuary, ~~it~~ the Embarcadero should be upgraded between Ninth Avenue and Kennedy Street, and Ford Street should be extended via a new right-of-way to connect to ~~between Kennedy Street and High Street~~Fruitvale Avenue. ~~, to connect directly into Tidewater Avenue.~~. If the Owens Brockway site is redeveloped, one or more street connections between Fruitvale Avenue and High Street should be created, with at least one new street connecting directly to Tidewater Avenue.

The ~~alignment of the proposed parkway~~proposed street connection points (see ~~Figure 19~~Appendix A) ~~is~~ are illustrative only. Specific alignments (and their potential impacts on adjacent property owners) should be evaluated through a coordinated planning effort involving property owners, the City of Oakland, and the Port.

The ~~Embarcadero Parkway~~ streets adjacent to or paralleling the waterfront should ~~be developed as a recreational street, providing~~ provide access to the diverse waterfront experiences that exist in the Central Estuary. ~~It~~ They should be designed to promote slow-moving vehicular access to the waterfront,~~;~~ ~~limited to two traffic lanes,~~ and provide continuous sidewalks. ~~and one-sided parking (in bays). It~~ They should not be designed as ~~a~~ through-movement traffic carriers, or frontage-road relievers for I-880.

In addition, traffic management programs ~~that prohibit through movement of trucks between 23rd and Fruitvale Avenues~~ should be developed to protect the Jingletown/Elmwood neighborhood against unnecessary truck traffic.

~~SAF-~~CE-9.1: ~~In conjunction with the extension and enhancements of the Embarcadero Parkway, P~~provide a continuous bikeway from Ninth Avenue to Damon Slough.

The Bay Trail should be extended and completed in this reach. ~~In developing the Embarcadero Parkway~~Also, as streets are created or improved, provisions should be made to accommodate a continuous pedestrian trail and bikeway paralleling the ~~parkway~~ shoreline.

~~It~~ A bikeway should be extended along the shoreline, ~~adjacent to the Con-Agra siteand follow the new Embarcadero Parkway, providing a separated bike path along the shoreline. East of High Street, it should follow the shoreline,~~ ultimately connecting to the existing trail system in the MLK Regional Shoreline.

Policy ~~SAF-~~CE-10: Work with Caltrans, BART, and other transportation agencies to upgrade connecting routes between inland neighborhoods, I-880, and local streets, to enhance East Oakland access to the waterfront.

This segment of the I-880 freeway, between 66th Avenue and Oak Street, is substandard, with partial interchanges spaced at random intervals. Freeway on and off-ramps are difficult to find, and have no strong relationship with arterial roadways. As part of the I-880 Corridor Improvement Project, some freeway ramps are being reconfigured to improve operations and reduce impacts on adjacent neighborhoods.

As part of ~~the seismic upgrades to the I-880 freeway being undertaken by Caltrans,~~future projects, the freeway ramps should be ~~reconfigured~~ modified in a manner that complements and reinforces the land use and open space objectives for the area and provides a more legible circulation system. All should be investigated with Caltrans, to test the feasibility of redesigning the interchanges, and to insure that local access needs are also being addressed in Caltrans' upgrade efforts.

~~SAF-~~CE-10.1: If feasible, construct a new full-movement interchange at 23rd Avenue, with direct linkages to the Park Avenue Bridge.

The upcoming I-880 Operational and Safety Improvements at 29th/23rd Avenue project will replace the existing overcrossings at both 23rd and 29th Avenues, and reconfigure the on and off-ramps serving northbound I-880. While this project does not create a full-movement interchange at 23rd Avenue, the project will provide various local circulation and safety benefits and will reduce congestion on I-880 by improving the spacing of freeway ramps.

~~The 23rd Avenue Bridge should be reconstructed to create a full-movement interchange, which could include retention of the existing eastbound off-ramp to Kennedy Street, reconstruction of the westbound on and off-ramps at 23rd Avenue, and a new eastbound on-ramp at 23rd Avenue and the Embarcadero. Traffic circulating between Alameda's Park Street Bridge and I-880 would utilize 23rd Avenue and Kennedy Street, providing more direct access and reducing regional traffic on adjacent local streets, including 29th Avenue.~~

~~SAF-~~CE-10.2: If feasible, construct an urban diamond interchange at 42nd Avenue, with frontage road connections to Fruitvale.

~~This goal has been partially met. The~~ With the seismic upgrade of the I-880 bridge over High Street that has created an urban diamond interchange with two new at-grade intersections at 42nd Avenue and frontage roads connecting to High Street, this goal has been partially met. The southbound off-ramp to Fruitvale Avenue remains. No extension of the frontage roads north from 42nd Avenue to Fruitvale Avenue is currently planned, but could be pursued in the future. The current project involves the extension of 42nd Avenue south, connecting to Alameda Avenue.

~~In order to provide efficient regional circulation to the freeway from Oakland and Alameda, a diamond interchange should be investigated at 42nd Avenue, connected by frontage roads parallel with the freeway corridor to Fruitvale Avenue. The existing ramps at Fruitvale Avenue and at High Street should be replaced with these improvements.~~

~~High Street south of I-880 should be realigned to connect directly to the 42nd Avenue interchange, with the segment north of the freeway serving as a local roadway connection to the waterfront area.~~

~~SAF~~ CE-10.3: Enhance 29th Avenue as a local connecting street.
The planned project to reconstruct the overcrossings at 23rd and 29th Avenues will ~~still~~ utilize 29th Avenue as a partial freeway interchange. The new overcrossing at 29th Avenue will consist of three travel lanes, include wider sidewalks, and feature an off-ramp that will serve northbound traffic exiting I-880. The off-ramp will terminate at a new intersection on the overcrossing. The existing northbound off-ramp to East 8th Street/East 9th Street will be closed when the new off-ramp is constructed. This will improve circulation and reduce through traffic on local streets. The existing southbound on-ramp from 29th Avenue on the west side of the freeway will remain in operation. While 29th Avenue will still serve as a partial freeway interchange, the new overcrossing and ramp configuration will have local benefits.

~~With regional traffic between the Park Avenue Bridge and the I-880 freeway diverted to the Kennedy and 23rd Avenue corridors, 29th Avenue should be converted to a local street connecting the San Antonio, Fruitvale and Jingletown neighborhoods. The street should be improved to provide enhanced bicycle and pedestrian access across the freeway.~~

~~SAF~~ CE-10.4: Improve the Fruitvale Avenue corridor as a pedestrian and transit link between the waterfront and the Fruitvale BART transit village.
As industries that require rail spur access relocate or convert entirely to trucking, the existing rail corridor along Fruitvale Avenue should ~~can~~ be converted to provide stronger pedestrian, transit or bicycle links between the ~~planned~~ Fruitvale BART transit village ~~at the Fruitvale station~~ and the waterfront. In addition, the existing rail bridge parallel with the Fruitvale Avenue Bridge to Alameda should be investigated for transit and pedestrian/bicycle use.

The Fruitvale Avenue corridor should be improved to accommodate and enhance pedestrian circulation along both sides of the street. Class II bicycle lanes should be provided along Fruitvale Avenue to the waterfront and BART. The potential for ~~rail~~ high-capacity transit service connecting Alameda and the Estuary with BART service should also be considered.

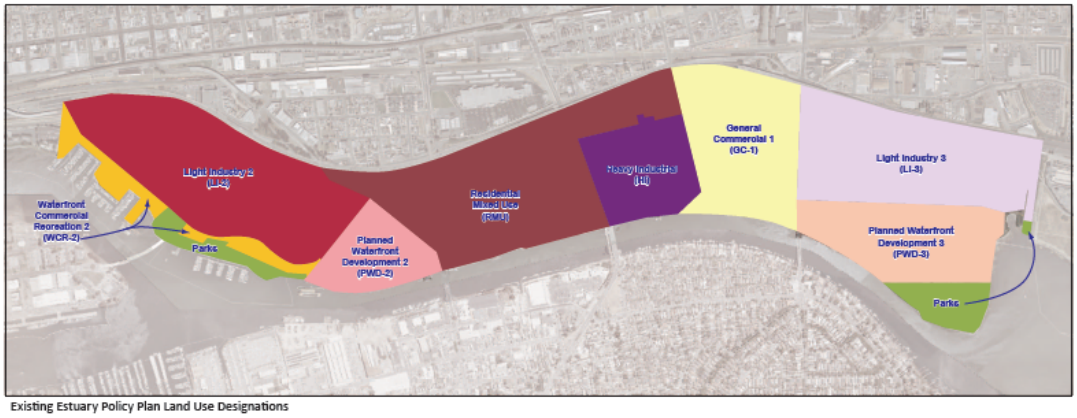
~~SAF~~ CE-10.5: Enhance High Street as a local connecting street.
~~With regional traffic diverted to 42nd Avenue north of I-880,~~ High Street should be enhanced with improved pedestrian and bicycle facilities. As part of redevelopment of the area south of I-880, pedestrian and bicycle facilities should also be extended along High Street to the shoreline trail and bridge to Alameda.

CE-10.6: If feasible, construct a new connection bridge around 50th Avenue.
The new bridge would cross I-880 and provide a waterfront connection between the east-side neighborhoods and the estuary area.

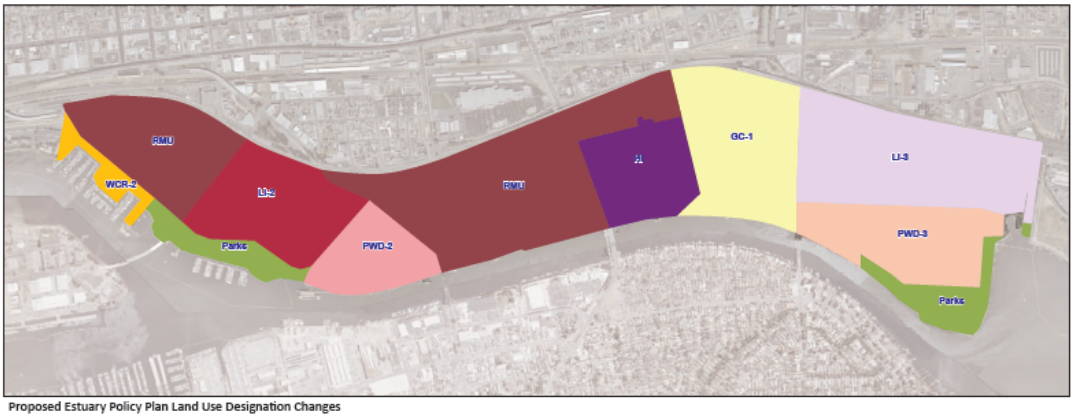
Section IV: Moving Forward

<u>Pages 130-131</u>

Figure IV-1. Land Use Classifications



Existing Estuary Policy Plan Land Use Designations



Proposed Estuary Policy Plan Land Use Designation Changes

Pages 134-135

Summary of Estuary Policy Plan Land Use Classifications

Land Use Classification	Intent	Desired Character	Maximum Intensity
PWD-1: Planned Waterfront Development (Estuary Park to 9th Ave)	Provide for the transformation of maritime and marine industrial uses into a public-oriented waterfront district that encourages significant public access and open space opportunities. Encourage a unique mix of light industrial, manufacturing, artist lofts and workshops, hotel, commercial recreation, cultural uses, and water-oriented uses that complement the recreational and open space character of the waterfront.	Future development in this area should be primarily public recreational uses including boating clubs, community and cultural uses, parks, and public open spaces; with primary uses including light industrial, manufacturing, assembly, artist workshops, cultural, work/live studios, offices, neighborhood commercial, and restaurants; and including hotel, conference, restaurant, commercial-recreational, and cultural. Water uses also included.	FAR of 1.0 and 30 units per gross acre for privately owned parcels. Average FAR over entire area of 1.0. Average 30 units per gross acre.
WCR-2 : Waterfront Commercial Recreation (Embarcadero Cove~~/Union Point~~)	Encourage a mix of hotel, commercial-recreational and water-oriented uses that complement the recreation and open space character of the waterfront, enhance public access, and take advantage of highway visibility.	Future development in this area should be primarily hotel, restaurant, retail, marine services and boat repair, boat sales, upper level office, parks and public open paces with water uses	Average FAR over entire area of ~~1.0~~2.0

Land Use Classification	Intent	Desired Character	Maximum Intensity
~~LI-2: Light Industrial (Brooklyn Basin)~~ RMU: Residential Mixed Use (Mixed Use Triangle)	~~Maintain light industrial, food processing and manufacturing uses, allowing a limited amount of office, residential, institutional or commercial uses.~~ Create, maintain and enhance areas of the Central Estuary that have a mix of industrial and heavy commercial activities. Higher density residential development is also appropriate in this zone.	~~Future development in this area should be primarily light industrial, food processing, wholesale, distribution, work/live, residential, parks and public open spaces~~ Additional educational, office and commercial uses should be encouraged, as well as multi-family residential and work/live units or adaptive reuse, where these uses would not create land use conflicts with existing industrial activities.	FAR of ~~2.0~~ 3.0 per parcel, ~~30~~ 60 units per gross acre.
LI-2 : Light Industrial (~~Brooklyn Basin~~Food Industry Cluster)	Maintain light industrial, food processing and manufacturing uses, allowing a limited amount of office, residential, institutional or commercial uses.	Future development in this area should be primarily light industrial, food processing, wholesale, distribution, work/live, residential, parks and public open spaces	FAR of ~~2.0~~3.0 per parcel, 30 units per gross acre.
PWD-2 : Planned Waterfront Development (Con-Agra/~~Lone Star/Ready Mix~~~~Cemex/Star Marine~~)	Provide for the continuation of existing industrial uses, allowing for their future transition to a higher density mix of urban uses if the existing uses prove to be no longer viable in this area.	Future development in this area should be primarily industrial, manufacturing in nature, and other uses that support the existing industrial uses.	FAR of 2.0 per parcel. 40 units per gross acre.
RMU: Residential Mixed Use (~~Kennedy Tract~~Jingletown/Elmwood)	Enhance and strengthen the viability and attractiveness of the ~~Kennedy Tract~~Jingletown/Elmwood as a mixed use residential neighborhood of low to medium-density housing within a fine-grained fabric of commercial and light industrial uses.	Future development in this area should be primarily residential, work/live, light industrial, neighborhood-serving retail, offices, public parks, and open spaces.	FAR of ~~1.0~~3.0 per parcel. ~~40~~ 60 units per gross acre.

Land Use Classification	Intent	Desired Character	Maximum Intensity
HI: Heavy Industrial (Owens-Brockway)	Allow ~~Retain~~ the existing glass recycling and manufacturing functions within this area, and promote an enhanced relationship with the adjoining ~~Kennedy Tract~~Jingletown/Elmwood neighborhood, Fruitvale Avenue, and the waterfront	Future development in this area should be primarily heavy industrial uses.	FAR of ~~0.75~~2.0 per parcel.
GC-1: General Commercial (~~42nd/High Street/Super K-Mart~~High Street Retail Area and Warehouse Wedge)	Provide for the expansion of regional-serving retail and commercial uses that can benefit from freeway accessibility.	Future development in this area should be primarily retail, office, general commercial, hotel, light industrial, parks, and public open spaces.	FAR of ~~1.0~~3.0 per parcel.
LI-3: Light Industrial (~~East of High Street/North of Tidewater~~Tidewater North)	Maintain light industrial, wholesale/retail, manufacturing, and public utility uses while providing for enhancement of the waterfront environment.	Future development in this area should be primarily industrial, manufacturing, commercial, and a variety of other uses.	FAR of ~~0.5~~2.0 per parcel.
PWD-3: Planned Waterfront District (~~East of High Street/South of Tidewater~~Tidewater South)	Provide for the continuation of existing industrial uses on properties south of Tidewater Avenue, allowing for their transition to light industrial, research and development, and office uses in a waterfront business park setting.	Future development in this area should be primarily industrial, manufacturing, commercial, office, research and development, public parks, and open spaces.	FAR of ~~0.5~~ 3.0 per parcel.
GC-2: General Commercial (from Oakport site to 66th Ave)	Provide for commercial or light industrial uses that are sensitive to the area's proximity to the Martin Luther King Jr. Shoreline Park, the I-880, 66th Avenue, sports fields, and adjacent industrial facilities.	Future development should be primarily light industrial, commercial, public utilities, park, or open space.	FAR of 1.0 per parcel.