

4 LAND USES

This section presents all the different types and sizes of land uses in the Planning Area. There are a wide mix of uses on over a thousand different parcels. This is a true mixed use area. Affordable housing information is provided as well as a description of retail, which is primarily centered in Chinatown. Many new residential units and other land uses have been approved between 2000 and 2009, though half have not been built due to the recent economic downturn.

4.1 Existing Land Uses

Land uses in the Planning Area reflect the distinct character variations of the different sub-areas. This section provides a snapshot of the variation of land uses in the Planning Area. Existing acreages for each land use in the Planning Area are shown in Figure 4.1 and Table 4.1. All land use calculations exclude right of way and bodies of water. Detailed discussion regarding parks, schools and cultural resources are contained in Chapter 8.

Public and Institutional

Public and institutional uses are one of the most prominent land uses in the area, covering 92 acres and making up 31% of the Planning Area. These uses are largely consolidated along the channel and along 13th Street in the Cultural/Educational sub-area. These uses include the Laney Campus and sports fields, the Peralta Community College District Administration buildings, the Oakland Museum, the Kaiser Convention Center, the County Court and Offices, the Public Library, the Post Office, and the Oakland Unified School District (OUSD) administrative offices. Other small-scale public and institutional uses are found throughout the Planning Area.

Status of Lake Merritt BART Administrative Building

BART conducted a study in 2002 and determined that the Lake Merritt Administrative Building (LMA), located at 800 Madison Street in Oakland, CA, would be at risk for significant damage in the event of an earthquake. In 2007, BART commenced dismantling of the LMA structure with the goal of removing the above-grade facilities and restoring the ground floor plaza. Following the dismantling, all pilings from the LMA structure will remain at a height of approximately four feet above ground. These pilings will be capped to look like bollards. This will add flexibility for future construction or park use.

Several critical functions that serve the entire BART system are located below ground at this site, including the train control system, police, communications, and maintenance. Any proposed land uses would need to take into account the existing and future BART needs, including the tunnel, two head houses, an HVAC system, two station portals (entrances), and the operations control center, which is expanding in order to accommodate the extension of the BART system to San Jose. Development above the tunnel would result in higher than average construction costs.

Residential

There are just over 6,000 households in the Planning Area. The Planning Area has a low number of residents per household (1.96) resulting in a population of around 12,000. Residential uses cover 50 acres (17%) of the Planning Area. If mixed-use developments with residential uses are included, the number increases to 64 acres or 22% of the Planning Area. Residential uses are focused into several areas, including the Lakeside Apartments District, located at the northern edge of the Planning Area along Lake Merritt; the East Lake neighborhood at the northeast corner of the Planning Area; the Residential Chinatown sub-area; and loft conversions to housing in the Jack London District. Around 90% of housing is multi-family, with other historic single family housing primarily located between Sixth and Eighth streets, and Fallon and Alice streets.

Accurate information on density was not available, but preliminary analysis based on available data (which does not account for potential unrecorded additional units and newer developments) indicates that existing residential density in the Planning Area ranges from 20 to over 200 units per acre. Existing residential density in Chinatown is generally lowest in the area bound by Harrison, 11th, Fallon and Sixth streets, with 20-60 units per acre. In some parts of Chinatown there are higher densities that are between 61 and 100 units per acre; and a few are between 100 and 200 units per acre. In the Lakeside Apartment District densities are generally 61 to 100 units per acre. A number of buildings are 101 to 200 units per acre, and 10 or so buildings exceed 200 units per acre. Densities in the Jack London District range from 100 to 200 units per acre. Densities in the East Lake typically fall in the 21 - 60 range, with a few buildings that exceed 100 units per acre.

The County of Alameda Assessor’s data for the area identifies several residential buildings as being of substandard quality, meaning of lesser quality than Code 22, 23, or 24. The substandard units are located primarily in the area west of the institutional uses (Fallon Street), north of I-880, south of the County offices (11th Street), and east of the Chinatown Commercial core. Many of these properties are part of the Seventh Street/Harrison Square Residential District Area of Primary Importance (API).

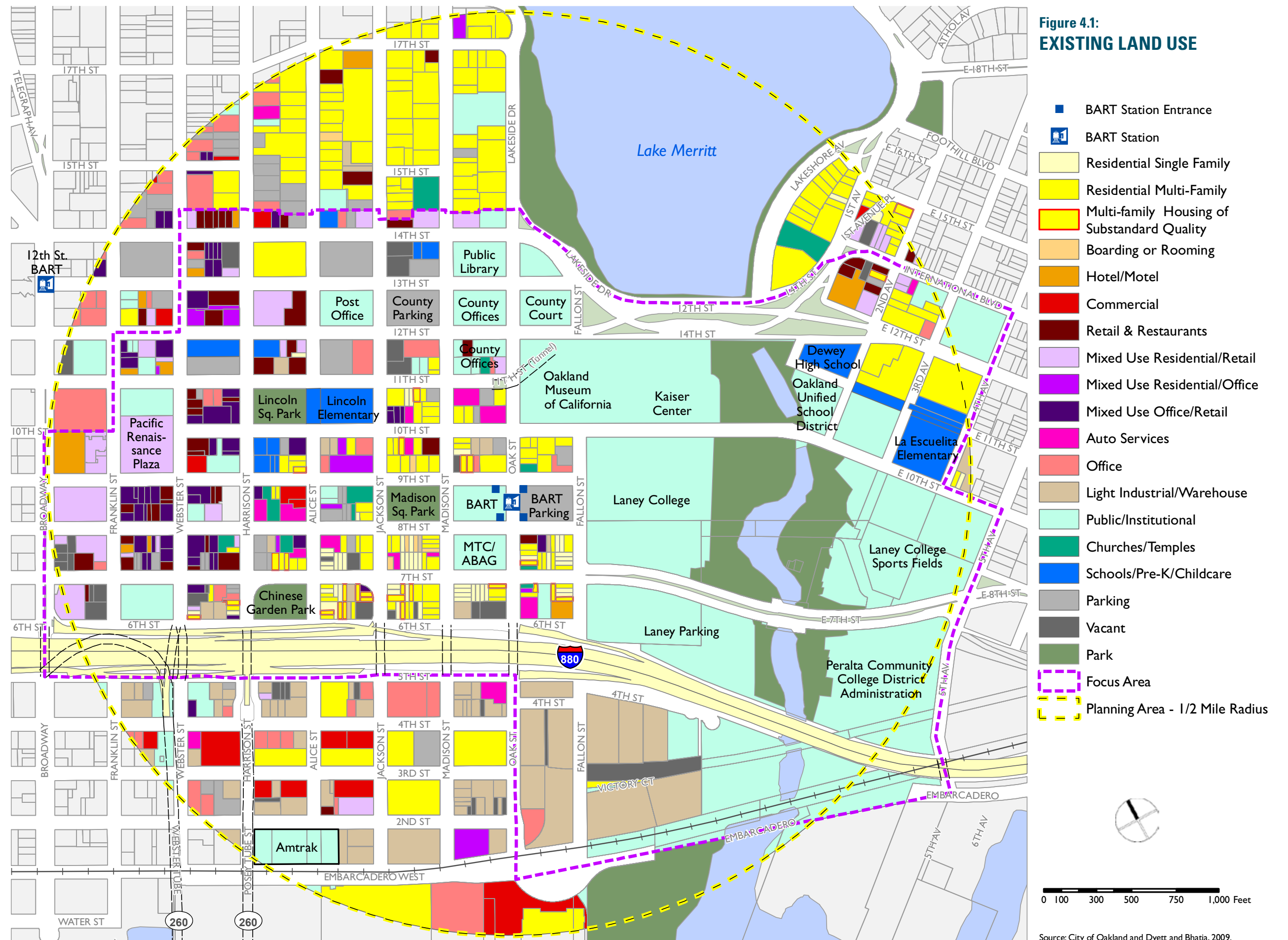
TABLE 4.1: EXISTING LAND USE

EXISTING LAND USE	ACRES	PERCENT OF TOTAL
Public/Institutional	92	31%
Residential	51	17%
Residential Multi-Family	46	16%
Residential Single Family	3	1%
Multifamily Housing of Substandard Quality	2	1%
Park	43	15%
Light Industrial/Warehouse	24	8%
Mixed Use	19	7%
Mixed Use Office/Retail	7	2%
Mixed Use Residential/Office	2	1%
Mixed Use Residential/Retail	10	3%
Parking	15	5%
Office	13	4%
Retail & Restaurants	7	2%
Schools/Pre-K/Childcare	7	2%
Vacant	7	2%
Commercial	6	2%
Churches/Temple	3	1%
Hotel/Motel	3	1%
Auto Services	3	1%
Boarding or Rooming	1	0%
Grand Total¹	295	100%

¹ Total acreage excludes right of way and bodies of water.

Source: Dyett & Bhatia, 2009; City of Oakland, 2009; County of Alameda, 2009.

Figure 4.1:
EXISTING LAND USE



Parks

There are 43 acres of parkland in the Planning Area, making up 15% of the area. There are three locally serving urban parks and three regional parks. The local parks, Lincoln Park, Madison Park, and Chinese Garden Park, are located in the Chinatown Residential sub-area. The regional parkland surrounding Lake Merritt is heavily used and has recently been renovated with Measure DD funds. The Channel Park is also regional serving, though will continue to be underutilized until Measure DD projects connect it to Lake Merritt. About 15 acres of parkland is owned by Peralta Community College. There is also Estuary regional parkland along the waterfront, near the Channel but it is not connected. Parks and recreation are addressed at greater length in Chapter 8.

Mixed Use

Mixed-use developments cover 20 acres (about 7% of the Planning Area). The mixed use developments are primarily of three characters: retail at the ground floor with residential units above, retail at the ground floor with office space above, or office at the ground floor with residential units above. The majority of mixed-use developments (nearly 90%) include retail at the ground floor. Mixed-use buildings are found throughout the Planning Area, but are primarily in the Chinatown Commercial sub-area and near the core of downtown Oakland.

Retail and Restaurant

Retail and restaurant uses are primarily found in the Chinatown Commercial sub-area and in the Planning Area closest to downtown Oakland. Other retail and restaurants are in mixed use buildings, generally on the ground floor with either office or residential space above. As noted previously, most mixed-use buildings (nearly 90%) include retail at the ground floor. There is a notable lack of retail and restaurants immediately surrounding the BART Station, Laney College, and the Public/Educational sub-area.

Office

While many office uses are found in mixed-use buildings, there are several buildings that are solely office buildings located throughout the Planning Area. The actual amount of office space is higher in the Planning Area than reflected in Table 4.1 because much of the office space is categorized as public and institutional. For instance, offices for the County of Alameda and the Peralta Community College District Administration are found within the Planning Area.

Hotel/Motel

There are several hotels and motels in the Planning Area, with the Marriot at the edge of the Planning Area on Broadway, and several smaller and low-cost motels throughout the Planning Area, which may be used as single room occupancies.

Light Industrial/Warehouse

24 acres of light industrial and warehouse uses make up about 8% of the Planning Area. Industrial and warehouse uses in the planning area are primarily located south of I-880 in the Fallon Street Industrial sub-area and Jack London neighborhood, but also scattered in smaller parcels throughout. This category includes uses such as printing, warehousing, and storage.

Schools

In addition to Lincoln Elementary, La Escuelita Elementary, and Dewey High school, there are several charter schools, preschools and childcare centers throughout the Planning Area. Laney College is designated as a public/ institutional use. Schools are described in greater detail in Chapter 8.

Churches and Temples

There are numerous churches and temples in the area, which provide community and regional meeting areas, and some social services. Churches are located throughout the Planning Area, north of I-880. Several denominations are served. The role of churches and temples in the Planning Area is discussed in greater detail in Chapter 8.

Parking

There are about 15 acres of parking lots located throughout the Planning Area, particularly in the northern edge. While some parking is structured, several lots are surface parking.

Vacant

There are seven acres of vacant land in the Planning Area. Vacant land includes parcels that are either properties with no buildings or properties with buildings that are clearly empty and/or for sale or lease.



Lincoln Park is a heavily used park in the Planning Area.



Light industrial and warehouse uses are primarily located south of I-880.



Office uses in the Planning Area include the County offices. .

4.2 Affordable Housing

Community Concerns Regarding Housing

According to the AHS Community Engagement Process Report, the community identified housing as the third highest priority need for the community. They identified the following guidelines for addressing housing in the Planning Area:

- Prevent the loss of existing affordable rental (including senior) housing.
- Prevent involuntary displacement of residents due to housing costs or redevelopment activity.
 - Provide special protections for immigrants with limited English.
- Develop new rental and for sale housing within the project area for individuals and families of all sizes and all income levels (from extremely low to above moderate).
 - Ensure a housing mix that meets current and projected needs of families with children, and disabled and senior residents.
 - Provide a variety of incentives and subsidies to ensure the financial feasibility of affordable housing.
- Promote healthful homes that are environmentally friendly and that incorporate green building methods.

Housing Need

Demographic data in Chapter 6 shows that the median household income in the Planning Area is \$27,786. Approximately 32.5% of the Planning Area population has a median household income of less than \$15,000. This shows that there is a need for affordable housing in the Planning Area. Demographic data also shows that 12.5% of the Planning Area population has a median household income of \$75,000 and above. This shows that there is also need for market rate housing in the Planning Area

In addition, although a majority of the households in the Planning Area are single-person households, 21.8% of the households are three-person or more households. This indicates that housing units in the Planning Area will have to accommodate a variety of household types, including single-person households, families with children, and multi-generational households.



Affordable housing near BART on 9th Street at Oak.



Affordable housing near Chinatown, on 12th Street and Harrison.



Affordable senior housing on Oak Street.

Existing Affordable Housing in the Planning Area

Within the Planning Area there are 1,503 City or other government assisted affordable housing units. Many of these properties are operated by non-profits. There are an additional 101 public housing units, resulting in a total of 1,694 affordable housing units. This represents nearly 30% of the existing 6,200 units in the Planning Area. In addition there are some buildings owned by housing non-profits that may include additional affordable units not described here. Affordable housing sites are shown in Figure 4.2 and described in Table 4.2.

Of the sites identified in Table 4.2, four are considered to be “at risk” of conversion to market rate, according to the housing element:

- Hotel Oakland: Section 8 contract expires in 2012, but the management company is expected to renew, so relatively low risk.
- Lakemount/Lakeside Apartments: Same as above; Section 8 contract was set to expire in 2009 (presumably after the time of writing), but the company was going to renew.
- Eldridge Gonaway: Affordability covenants expire in 2012. Operated by a nonprofit.
- J.L. Richard Terrace: Regulatory restrictions expire at maturity date of federal financing in 2026. (so low risk for the time being) also operated by a nonprofit.

Based on data from the 2000 census, median gross rent in the Planning Area is about 70% of median gross rent in the City overall. This indicates that housing in the Planning Area is in general somewhat affordable. However, based on the available data it is difficult to determine if the lower median gross rent is a result of the above mentioned properties.

Affordable Housing Incentives

Density bonuses are available as incentives for development of affordable housing. These bonuses are shown in Table 4.3.

TABLE 4.2: CITY ASSISTED AFFORDABLE UNITS IN THE PLANNING AREA

PROPERTY	EXTREMELY LOW INCOME UNITS	VERY LOW INCOME UNITS	LOW INCOME UNITS	MODERATE UNITS	TOTAL UNITS
Coit Apts	0	105	2	0	107
Doh On Yuen	0	46	0	2	48
Eldridge Gonaway Commons	0	39	0	1	40
Frank G. Mar	0	48	71	0	119
Harrison Hotel	0	81	0	0	81
Hotel Oakland	0	313	0	2	315
J.L. Richards Terrace	0	80	0	0	80
Lake Merritt Apartments	0	11	43	1	55
Lakesmount Apartments	0	66	0	0	66
Madison Park Apartments	0	38	58	2	98
Noble Towers	0	195	0	0	195
Saint Marks Hotel/Victoria Plaza	0	100	0	1	101
Southlake Towers	0	26	103	1	130
Irene Cooper Terrace	0	39	0	1	40
Oak Street Terrace	0	21	17	1	39
Madison Lofts	18	60	0	1	79
TOTAL CITY ASSISTED	18	1268	294	13	1593
Public Housing					101
TOTAL IN PLANNING AREA					1694

Source: City of Oakland, 2010; Dyett & Bhatia, 2010.

TABLE 4.3: DENSITY BONUS INCENTIVE FOR AFFORDABLE HOUSING

DENSITY BONUS¹	LOW INCOME		VERY LOW INCOME		SENIOR HOUSING		MODERATE INCOME
25%	20%	OR	10%	OR	50%	OR	50% + 10% to low income
10% condominiums							20%
25%- 100%	Additional housing units that are affordable to very low income, low income or moderate income households, beyond the minimum requirements described above, proportional to the additional density bonus						
1 Projects must be include at least 5 units							

4.3 Retail Services

Active Ground Floor Retail Uses

Active ground floor retail and restaurant uses are important because they can add to the vibrancy of a neighborhood, increase a sense of safety by adding eyes on the street, and add variation to buildings that contribute to the pedestrian experience. Generally, active uses are those that are accessible to the general public, generate walk-in pedestrian clientele, and contribute to a high level of pedestrian activity. Examples of uses that generate pedestrian activity include retail shops, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, banks, travel agencies, libraries, and galleries. Figure 4.3 shows active retail and restaurant ground floor uses in the Planning Area. As shown, active ground floor uses exist primarily in the Chinatown Commercial sub-area.

The concentration of ground floor active uses in the Chinatown Commercial sub-area helps to create a vibrant and economically viable area. Highly visible ground floor active uses in the Chinatown Commercial sub-area include, but are not limited to, bakeries, restaurants, markets, retail shops and banks. These ground floor active uses are often complemented by office space on top which generate additional pedestrian activity. Pedestrian activity is also generated by other uses in the greater Chinatown area, including social services, schools, churches and temples, which are discussed in further detail in Chapter 8.

Although active commercial ground floor uses are predominant in Chinatown, there is a lack of active use at the street level in many parts of the Planning Area, making the streetscape often feel desolate and unsafe. There are large key areas that lack active ground floor uses in areas of high-density office buildings and the County Offices.

According to the AHS Community Engagement Process Report, the community identified attracting small commercial and retail businesses, which typically provide active ground floor uses, as methods of addressing public safety and providing the types of businesses and services the community would like to see more of. The business goals identified in the AHS Report include:

- Promote new grocery stores, farmers markets and restaurants that sell nutritious and affordable food.
- Attract new businesses including pharmacies, banks and bookstores.
- Extend Chinatown business uses in the direction of the Lake Merritt BART Station to expand and reinforce existing businesses.



Café.



Mix of services, food, and businesses.



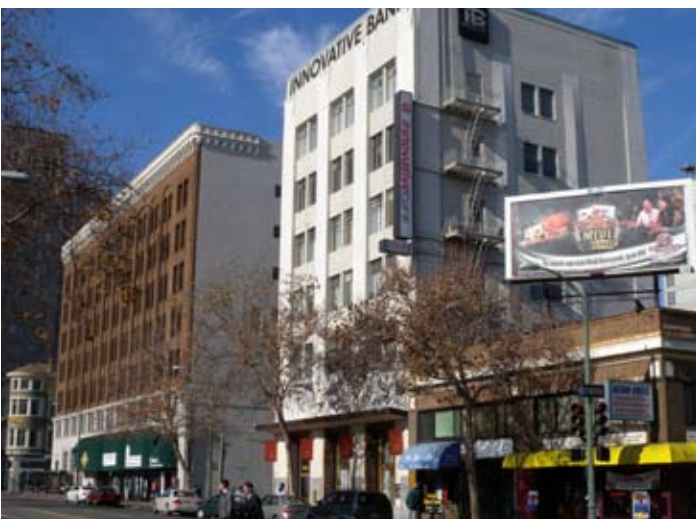
Groceries.



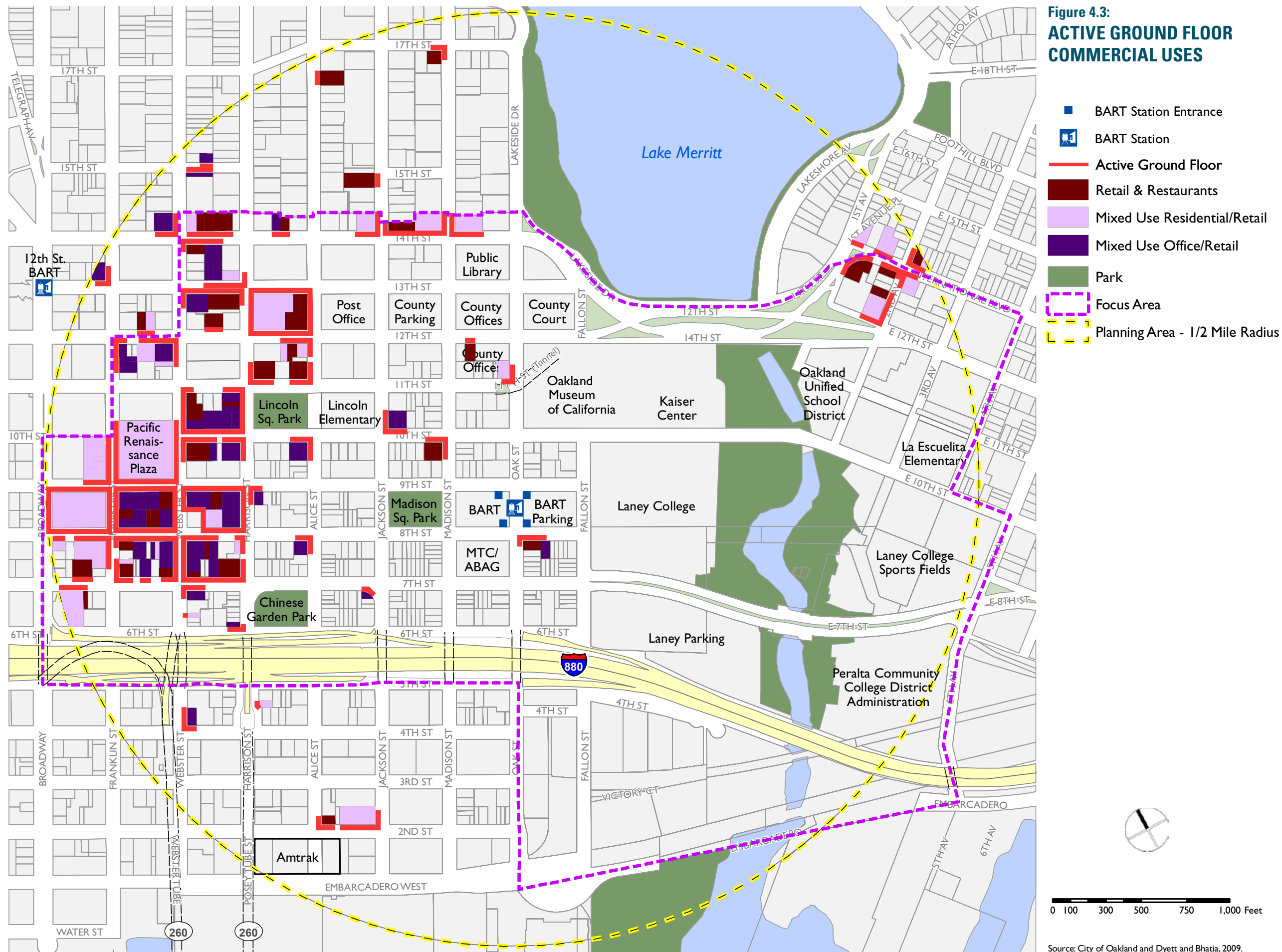
Stores and restaurants.



Restaurants.



Mix of businesses below housing.



4.4 Future Land Uses – Major Projects

Major projects in the planning area include recently completed, approved, and proposed development projects. Within the Planning Area there are 19 recently completed projects that include a total of 1,813 residential units, 205,895 square feet of office, 56,595 square feet of commercial, and 68,576 square feet of retail. There are also 10 approved projects, including 778 residential units, 310,285 square feet of office space, 9,000 square feet of commercial, and 24,770 square feet of retail. Two applications under review would add an additional 454 units and 9,000 square feet of commercial.

These projects are shown in Figure 4.4, and summarized in Table 4.4. Major projects within the Planning Area at all stages total 3,045 residential units, 516,180 square feet of office space, 74,595 square feet of commercial, and 93,346 square feet of retail. However several projects that were in pre-application status are now inactive or withdrawn. The projects included in Table 4.3 were considered active as of November 2009.¹

The area immediately adjacent to the Planning Area also includes several projects, also shown in Table 4.4. The majority of the approved development adjacent to the Planning Area is part of the Oak to Ninth Development, discussed in greater detail below.

Recently completed, pending, and approved projects establish a context for understanding projections for growth in the Planning Area and Market demand, both discussed at greater length in Chapter 5.

Recently Completed

About 1,500 units from projects on the major projects list have been completed since 2005. These units represent development during a real-estate boom period, with an annual average of 310 units built between 2005 and 2009. However, as a result of the economic downturn beginning in 2008, many of the recently completed units have not been fully sold, indicating that the market for new units may not be strong for some period of time.

1 City of Oakland, Active Major Development Projects, Oct-Nov 2009.

Proposed and Approved Projects

There are several proposed and approved projects which make up the pipeline units to the area, particularly in adjacent areas. Due to the economic downturn, it is difficult to predict which of these projects will move forward. Environmental impacts of approved projects in Oakland are analyzed in project Environmental Impact Reports (EIRs) along with necessary mitigation measures. The project EIRs can be located here: <http://www.oaklandnet.com/government/ceda/revised/planningzoning/MajorProjectsSection/environmentaldocuments.html>.

Oak to 9th

The Oak to 9th Project was approved by the City Council on July 18, 2006. The project site is approximately 64 acres of waterfront property bound by Embarcadero Road, Fallon Street, 10th Avenue and the Estuary. The project includes up to 3,100 residential units including 465 affordable housing units, 200,000 square feet of ground-floor commercial space, a minimum of 3,950 parking spaces, approximately 32 acres of park and public open space, two renovated marinas (170 boat slips), and an existing wetlands restoration area.

The existing buildings on the site will be demolished with the exception of the Jack London Aquatic Center, a portion of the 9th Avenue Terminal shed building, and a portion of the 9th Avenue Terminal wharf structure. The project does not include approximately six acres of privately-held property along the east of 5th Avenue that contain a mix of commercial and industrial uses, as well as a small community of work/live facilities. The project will be constructed in four phases over a seventeen year period.

The Oak to 9th project is particularly relevant to the Planning Area given that it represents a relatively significant increase in residential and commercial space in the area. The addition of this development will impact the Planning Area in terms of traffic and market absorption, but will also be crucial to consider in terms of neighborhood connections and strong links between the Planning Area and the Oak to 9th neighborhood. There will also be major waterfront open space trails and parks.

The Oak to 9th EIR can be accessed at this location: <http://www.oaklandnet.com/government/ceda/revised/planningzoning/MajorProjectsSection/oaktoninth.html>.

TABLE 4.4: SUMMARY OF MAJOR PROJECTS IN AND IMMEDIATELY SURROUNDING THE PLANNING AREA

IN PLANNING AREA				
	UNITS	OFFICE	COMMERCIAL	RETAIL
Completed	1,813	205,895	56,595	68,576
Approved	778	310,285	9,000	24,770
Pending	454		9,000	
Total	3,045	516,180	74,595	93,346
PROJECTS ADJACENT TO THE PLANNING AREA				
	UNITS	OFFICE	COMMERCIAL	RETAIL
Completed	197	0	95	3,000
Approved	3,409	177,600	200,000	4,710
Pending	64			
Total	3,670	177,600	200,095	7,710
Grand Total	6,715	693,780	274,690	101,056

Source: Dyett & Bhatia, 2009; City of Oakland, Active Major Development Projects, Oct-Nov 2009.

Measure DD Projects

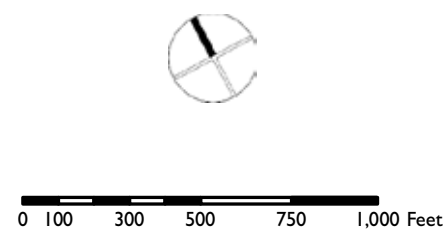
Several Measure DD Projects will result in significant changes to the Planning Area. These projects are discussed in greater detail in Chapter 3, under Measures. One of the most transformative of these projects will be the 12th Street Reconstruction Project, which began construction in May 2010. The Project involves reconfiguring the existing 12-lane expressway across the 12th Street dam into a six-lane, tree-lined boulevard. The project limits extend from Oak Street to the intersection of E.18th Street and Lakeshore Avenue. The redesign will, among other things, create a new four-acre park at the south end of Lake Merritt, provide safer access for pedestrians and cyclists, create pedestrian connections to the Oakland Museum of California, the Henry J. Kaiser Convention Center, and Laney College, improve access to the Lake Merritt Channel Park and eventual access to the Bay Trail and waterfront.

Alameda Point Redevelopment

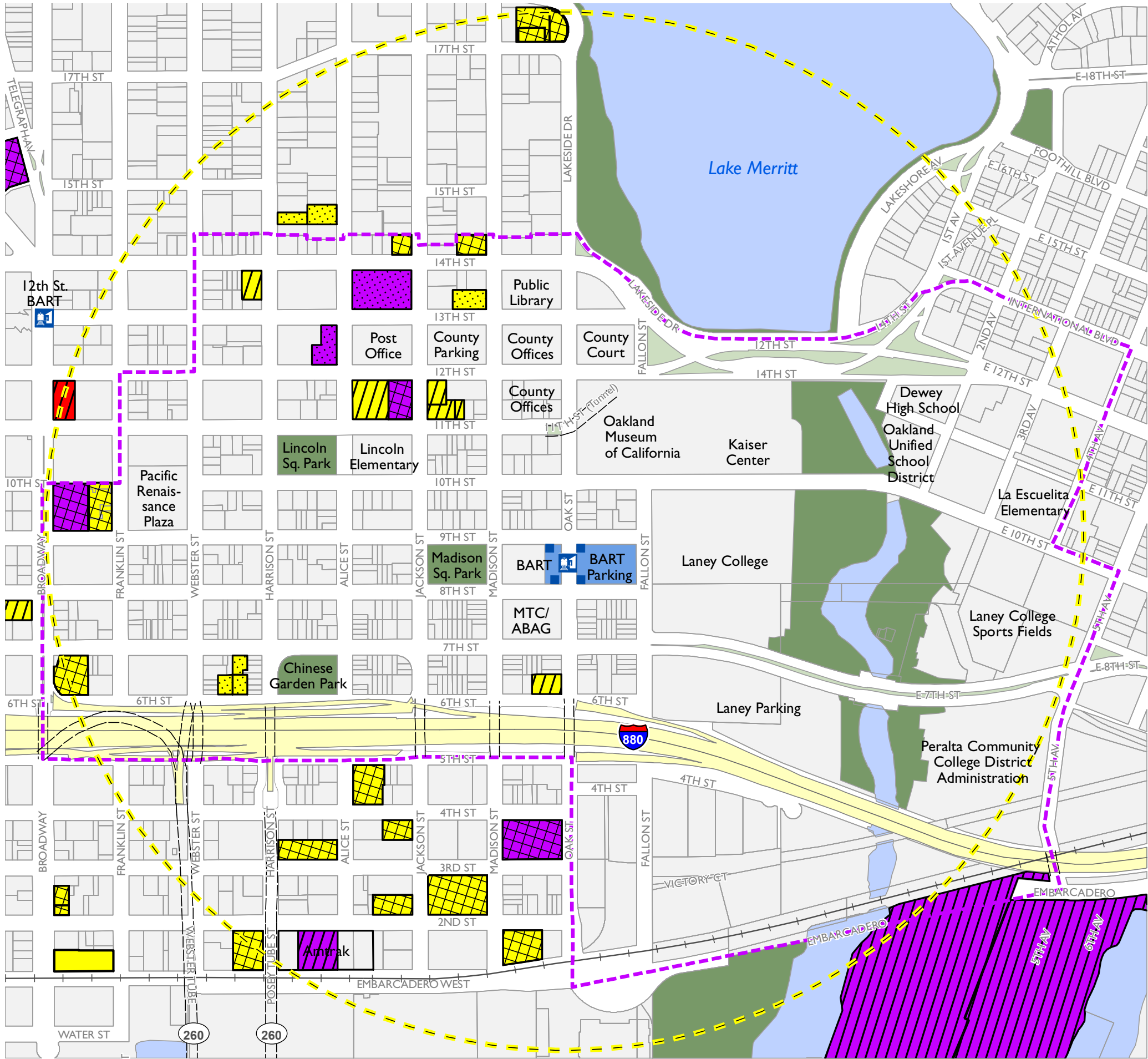
The Alameda Point project proposes to redevelop the Alameda Point neighborhood, which was previously home to the Alameda Naval Air Station. It is proposed to construct up to 4,346 new residential units, 350,000 square feet of retail space, and 3,182,000 square feet of commercial uses. The development would re-use some of the buildings currently on site. The Alameda Point Draft Redevelopment Master Plan was published in December 2008. California Environmental Quality Act (CEQA) documentation to identify the project's environmental impacts and necessary mitigation measures have not yet been completed. The address of the project webpage is: <http://www.alameda-point.com/AP.html>.

Figure 4.4:
**MAJOR PRIVATE
DEVELOPMENT PROJECTS**

- BART Station Entrance
- BART Station
- Pre-Application Discussions
- ▤ Application Submitted-Under Review
- ▨ Application Approved
- ▩ Completed
- Commercial, Industrial, and Civic Projects
- Mixed-Use Project
- Residential Project
- Lake Merritt BART Station
- Park
- City Right of Way
- ▭ Focus Area
- ▭ Planning Area - 1/2 Mile Radius



Source: City of Oakland and Dyett and Bhatia, 2009.



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