3 Summary of Development Potential

This chapter provides an overview of development potential in the Planning Area, including a summary of market demand, development potential by opportunity sites, potential job generation, market feasibility, and summary of architectural and site planning issues.

3.1 Summary of Market Demand Analysis

The following summary of Market Demand Analysis is based on the *Market Opportunity Analysis* report completed by Conley Consulting Group (CCG) in June 2010. The report addresses the market forces that impact future development in the Station Area. The Lake Merritt Station Area Plan is intended to govern changes in the Planning Area between 2010 and 2035, many of which will be incremental and gradual. This market study references the Bay Area growth projections prepared by the Association of Bay Area Governments (ABAG), in the context of the specific market forces affecting this portion of Oakland. The Station Area Plan will consider the environmental, including socioeconomic, impacts of changes in the Planning Area.

Economic Context

The *Market Opportunity Analysis* was written in the winter of 2009-2010, when the U.S. and local economies remained in the grip of a deep and protracted global recession. While there are some indicators that the recession, which started in late 2007, may be abating, the collapse of demand across many economic sectors persists into 2011. The recession has impacted the availability of capital (both equity and debt) to fund development, and depressed property values have rendered new development of most land uses infeasible in the near term. In the absence of some currently unforeseen factor that emerges and accelerates the projected slow recovery, it is CCG's judgment that the after-effects of the recession will linger, depressing development activity for several years. For many economic sectors, the recession has brought activity back down to levels that were originally achieved and passed in the beginning of the 21st Century.

Regional policy favoring growth in the urban core areas, rather than continued suburban and exurban outward expansion, suggests that Oakland should receive a larger share of the East Bay's future growth than has historically been the case. ABAG's projected population growth through 2035[1] would require more new development than was captured during the recent

[1] Association of Bay Area Governments (ABAG), Projections 2007.

housing boom for both the city as well as the Planning Area. By the end of the planning period, projected employment growth for the city would require a future total inventory of 31.5 million square feet (SF) of office space, compared to a current Oakland inventory of less than 14 million SF.

It will be a challenge to achieve these projected growth levels, as delayed development activity in the near term may impact the ability to achieve the robust development projections over the longer term.

Chinatown

The Planning Area includes Chinatown, which is a unique and rich environment, with a wealth of cultural, social, medical, residential, retail and social resources. Chinatown's commercial uses are concentrated in the four city blocks bounded by 7th, 9th, Franklin and Harrison streets. In a less concentrated manner Chinatown's commercial district influences a wider area from I - 880 to 11th Street, and from Broadway to Harrison. Chinatown remains one of the city's most vibrant neighborhood retail districts, and over the last three decades, Asian-oriented retail has spread eastward in Oakland along 12th Street and International Boulevard. In addition to the commercial concentration, Chinatown is a strong residential neighborhood which spans from Harrison to Fallon Streets and from I – 880 to 11th Street.

As described in the project's Existing Conditions Report (2010), Chinatown's rich historical and consistent cultural context attracts residents and visitors, including the many churchgoers and regular patrons of the district's social and health resources. In addition, Chinatown attracts Asian residents from throughout the East Bay for cultural, health and educational services, as well as banking institutions catering to Asian customers.

Demographics and Population Projections

As of 2009, the Planning Area has an estimated population of 12,500 persons in 6,159 households, compared to the estimated 412,000 population and 157,000 households for the city as a whole. The Planning Area population is nearly 70% Asian, of which 84% are Chinese.[2]

Compared to the city as a whole, the Planning Area has relatively smaller households; more seniors; a larger proportion of renters; lower household incomes; and heavier reliance on public transportation.

The initial Market Opportunity Analysis conducted in 2010 considered the Alameda County Transportation Commission (ACTC) projections that were based on ABAG Projections 2007. This set of projections indicated that that by 2035, the ½ mile area around the Lake Merritt Station would grow by roughly 10,500 households and 7,300 jobs. For the city as a whole, ABAG projects an additional 54,000 households and 93,000 jobs in that period.[3] More recent-

[2] Claritas Inc., 2009.

[3] ACTC, ABAG, Projections 2007.

ly, ACTC projections have been updated to reflect ABAG 2009 projections, which are used in the comparative tables in Section 3.2.

Housing

By the early part of this century, the Oakland housing market switched from one dominated by sales of existing single-family homes to one where new multifamily units were 80% of new housing unit development. Given excellent access afforded by many Oakland locations, including the Planning Area, there is a strong opportunity to develop housing in a Transit Oriented Development (TOD) format.

TOD housing appeals to members of the "Baby Boom" generation (born between 1945-1964, now predominantly empty nesters) who are attracted to amenity-rich urban locations as well as to members of "generation X" (born between 1965 and 1978) and "generation Y" (born 1979 to 1999), who show a preference for more environmentally-sound residential choices and urban amenities, as well as a marked aversion to long commutes. Thus demographic trends favor housing in a TOD format.

When development of new housing in Oakland's Central District resumes, we conclude:

- The Planning Area will face competition from more established neighborhoods, where enough units have already been planned or granted approvals to accommodate likely levels of new housing demand for the next 10 years or more.
- Initial developments in the Planning Area are likely to be low- to mid-rise buildings (below eight stories). High-rise housing development is unlikely for the next three to five years, due to financial feasibility and investment risk issues.

Potential sources of demand for housing in the Planning Area include:

- Asian seniors;
- Immigrant families;
- Singles and young households attracted to recreational amenities along Lake Merritt and the Estuary;
- Laney College students from outside of the Bay Area or outside of the United States;
- Aging Baby Boomers, once the neighborhood character has been established.
- The large and growing group of households who desire housing within an easy commute to jobs in other Bay Area locations in the East Bay, San Francisco, and the Silicon Valley.

Accommodating projected household growth in the Planning Area will require intense development of sites beyond Chinatown, including sites above 11th Street and along the improved Estuary. These areas currently lack the neighborhood amenities, active streets and the character required to attract significant levels of development.

Creating a lively neighborhood character with active, pedestrian-friendly streets is a requirement for achieving significant growth in the housing stock outside of Chinatown in the next decade or so.

Retail

The Planning Area includes Chinatown, one of Oakland's strongest neighborhood retail districts. The most recent taxable sales report showed retail sales in the Focus Area, which is a subset of the Planning Area, at $57 million (2008), representing the city's fifth largest neighborhood retail district in terms of sales. Since 1994, retail sales in Chinatown have grown at a much faster pace (84%) than for the city as a whole (1.74%). Chinatown is unique among Oakland's retail districts in that it regularly draws shoppers to Oakland from outside of the city. However, Chinatown faces increased competition from suburban stores targeting this customer base and from the growing suburbanization of the East Bay Asian population, thus maintaining the district's vitality should be an important City goal.

Historically, food sellers and other convenience goods merchants have been the most successful retailers in Chinatown, including restaurants, shops selling prepared food, and grocers. More recently Chinatown's merchandise mix has broadened to include comparison stores (those selling apparel, home furnishings, home improvement, and specialty goods) as well.

Currently the primary source of retail demand in the Planning Area is the Asian population of the East Bay. Attracting Downtown office workers and non-Asian Oakland residents to this successful commercial district should be a major goal of the Station Area Plan, and for the city.

Outside of Chinatown, the current lack of pedestrian activity and active street retail in the Planning Area is a constraint to attracting potential development to accommodate population or employment growth in the Planning Area.

Untapped sources of support for retail in the Planning Area include:

- Projected growth of up to 38,400 residents by 2035, who could support an additional 414,000 SF of new retail.
- Projected growth of up to 7,300 new employees by 2035, who could support additional eating and drinking, service, and specialty retail.
- The 15,000 commuting students and 400 faculty and staff members of Laney college, which may be augmented by the addition of residential facilities for the growing enrollment of foreign and out-of-Bay Area students. The college-related demand is for casual dining, cafes, bars, and food to go.

With the possible addition of an entertainment anchor related to the college, there would be an enhanced nighttime draw of city residents to the area, further enhancing the Planning Area opportunities for restaurants and night clubs.

Office

Projected employment growth suggests substantial office development potential for downtown Oakland. However, the Planning Area is outside of the established locations for private sector office activity at Lake Merritt, City Center (See Figure 1.1), and the emerging center at Jack London Square. Although office workers currently patronize Chinatown food establishments, the Planning Area lacks the employee-oriented shopping, dining, lodging, and infrastructure amenities necessary to attract Class A office development.

The primary opportunity for the Planning Area is for expansion of its current role as a cluster of government and educational uses, and for retail and professional services that support those uses. Alameda County has indicated that it plans to consolidate some of its functions from elsewhere in Oakland to other sites in the Planning Area. Ideally, new civic uses should be designed to contribute to a lively pedestrian environment in the Planning Area.

In addition to general office space, Chinatown supports cultural, heath and civic organizations which occupy upper-floor space in mixed-use buildings in the Planning Area, typically over ground-floor retail space.

Hotel

Oakland has a small hotel sector with relatively stable occupancy levels and room rates, and has typically been less vulnerable to economic shifts than other cities' hotel markets. The city's hotels have certainly been impacted by the recent recession. Given the hotel sector's small size, each new property represents a major change in the city's inventory, thus increasing the market risk. The Planning Area includes one first-class hotel, the Marriott Courtyard located on Broadway at 8th Street.

The most probable opportunity to expand the city's hotel sector is from increased corporate demand from an expanded employment base. There are currently four proposed future hotel developments in Oakland which would add 760 rooms to the city's existing inventory of 3,800 first class rooms. Thus, this opportunity will follow recovery and expansion of the city's economy, and is likely after 2020.

Sites in the Planning Area with water views overlooking Lake Merritt or the Estuary would be excellent hotel development opportunities, and would be competitive with other Oakland locations for new first-class hotel development. Given the proposed competition, it is likely that only the strongest potential site(s) would be developed for hotel use.

In the mid- to long-term future, the Planning Area could support either a small boutique hotel (30-100 rooms) or a 200+ room full-service facility.

Planning Area Market Opportunity

The amount of new development supported by market dynamics in the Planning Area over the planning period is summarized in Table 3.1 below.

Table 3.1 Planning Area Development Opportunity (2010-2035)

Product Type	*Next Decade (2010-2020)*	*Remaining Period (2020-2035)*	*Total New Demand*
Residential (Units)	900-2,500	3,450-8,000	4,350-10,500
Retail (Square Feet)	83,000-165,000	124,000-249,000	207,000-414,000
Office (Square Feet)[1]	n/a	850,000	850,000
Local Serving Office (Square Feet)	125,000-165,000	186,000-249,000	310,000-414,000
Hotel (Rooms)	n/a	200	200

1. Assumes 44% of countywide projected employment is office-related. Alameda County proposed expansion represents nearly 50% of the estimated market demand

Source: Conley Consulting Group; February 2010

3.2 High and Low Development Potential

As described in Chapter 1, opportunity sites for development were identified in order to make an assessment of the type and amount of development potential in the Station Area. The potential development identified for each opportunity site (shown in Figure 3-1) under the Preferred Plan was determined based on a variety of factors, including market dynamics, building feasibility and conceptual Plan policies (as discussed and refined by the Community Stakeholder Group). These numbers are compared with regional growth projections and the market opportunity assessment, which help guide the development potential, though actual numbers are based on opportunity site capacity.

While the identified opportunity sites are the best guess for sites that will redevelop over the planning period, it is likely that some of the sites identified as opportunity sites may remain in their current state, while others that are not identified as opportunity sites will undergo change. Use of opportunity sites allows a 'best guess' analysis of what the potential development will be in the planning area.

Assumptions used in calculating development potential include:

- ***Public Open Space*** is included throughout the Planning Area, and is estimated in acres. A 10% park contribution is assumed for all sites over a half-block (0.7 acres) in size, with a few exceptions:
    - Scenario 1 for the BART blocks includes additional open space, including a half-black plaza on the BART Station Block, and smaller public open spaces on the BART Parking lot (15% of the site), and the MTC/ABAG block (25% of the block).
    - Four large block sites are identified as including 15% park space as a community benefit (sites 6, 8 11, and 15, for illustrative purposes).
    - Finally, new regional park space is shown along the Lake Merritt Channel, with higher park area reflecting set-backs and open space along the channel. See Chapter 5 for more detail on the strategy for Parks and Open Space.
- ***Percent of Lot Built*** identifies the portion of the lot assumed for development. This includes an assumption of setback above a base height. In most cases, this is assumed to be 70 percent. This coverage is less for sites along I-880 (60 percent) in order to account for increased setbacks away from the highway. On full blocks, coverage is assumed to be 65 percent.
- ***Housing Density*** is assumed to range from 130 to 160 housing units per acre for mid-rise development, and from 300 to 484 housing units per acre for high-rise development. These assumed densities are used to determine the low and high housing unit estimates.
- ***Office*** numbers are developed based on an assumed footprint and the number of stories.

- ***Retail*** is assumed to be at the ground floor only for the majority of sites, focused along key retail streets; the average assumption for ground floor retail is 35% of a site. Some sites have slightly higher or lower retail assumptions based on the portion of the site that fronts onto retail streets. The exception to the ground floor rule is on the BART blocks where two stories of retail are included in Scenario 2 on the BART Station block.[4]
- ***Net New Development*** includes the subtraction of any existing uses on sites that are not vacant or parking lots.
- ***Development potential compared to regional projections*** includes only the Traffic Analysis Zones that correspond to the focus area. The larger 1/2 mile study area corresponds to a larger projected population and job increase per ABAG and ACTC.

A comparative summary of net new projected development is shown in Table 3-2. The following findings are shown in Table 3-2:

- The low estimate for residential units is very close to the low end of the Market Opportunity Analysis.
- Due to the continuing collapse of demand across many economic sectors persisting into 2011, the high estimate for residential units in the Preferred Plan is only about half the high estimate contained in the 2009-2010 Market Opportunity Analysis.
- The high and low Preferred Plan unit potential straddles the ACTC growth projections.
- Non-residential development under the Preferred Plan would exceed the Market Opportunity Analysis for retail and for office, except in the high retail Market Opportunity projection.
- The Preferred Plan would exceed ACTC jobs projections.

Depending on actual market demand, less non-residential and more residential development could occur. Currently, no hotel uses are identified, though demand was identified in the Market Opportunity Report. This use could be further considered during the Draft Plan stage.

Detailed development potential by Site is shown in Table 3-3, and Figures 3-2 through 3-7 provide illustrative views of potential development. Note that these drawings are conceptual massing diagrams only, and do not represent actual design.

[4] Scenario 2 was not analyzed in Chapter 7: Circulation, Access, and Parking; analysis will be conducted for the Draft Plan.

Table 3-2: Comparative Summary of Projected Development and Preferred Plan Potential Development, 2035

	Housing Units		***Square Feet Non-Residential[1]***				***Jobs***	
	Low	*High*	*Office Low*	*Office High*	*Retail Low*	*Retail High[1]*	*Low*	*High*
Preferred Plan (Net New)								
Central BART Blocks	439	949	324,000	744,000	62,000	141,000	987	2,263
Other Sites	3,183	4,612	1,289,277	1,289,277	251,790	251,790	3,492	3,492
TOTAL	**3,621**	**5,560**	**1,613,277**	**2,033,277**	**313,790**	**392,790**	**4,479**	**5,755**
Market Opportunity Analysis[2]	4,350	10,500	1,160,000	1,264,000	207,000	414,000	3,518	4,295
Preferred Plan % of Market Analysis[4]	*83%*	*53%*	*139%*	*161%*	*152%*	*95%*	*127%*	*134%*
ACTC Projections[3]	**4,933**	**4,933**	**n/a**	**n/a**	**n/a**	**n/a**	**4,169**	**4,169**
Preferred Plan % of ACTC Projection	***73%***	***113%***	***n/a***	***n/a***	***n/a***	***n/a***	***107%***	***137%***

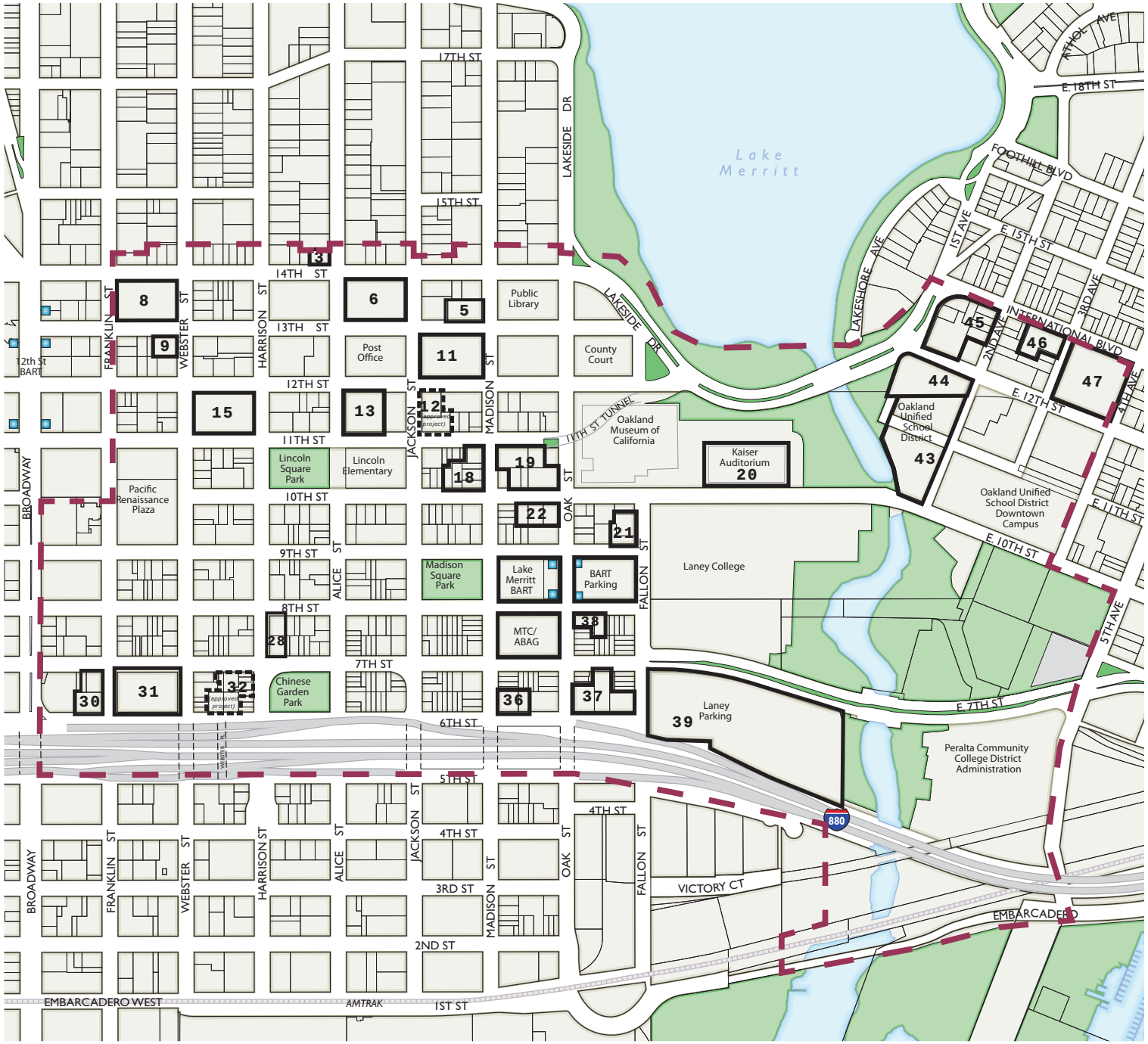
1. The high estimate for Retail and Office are based on Scenario 2 for the BART sites, which includes high rise development on all three blocks and up to 2 stories of retail on the BART Station. The high retail and high office scenarios were not analyzed in Chapter 7: Circulation, Access, and Parking.

2 The office number combines general office and local serving office.

3 ACTC Projections are based on ABAG Projections are 2009, Focus Area only (less than the ½ mile radius).

4. Note that the low Market Opportunity Analysis numbers are compared with low Preferred Plan totals and high Market Opportunity Analysis numbers are compared with high Preferred Plan totals.

Figure 3.1:
POTENTIAL DEVELOPMENT SITES



Focus Area

3 Opportunity Sites with Community Agreement or Vacant Sites

12 Approved Development (not yet under construction)

0 100 500 1000
FEET

Table 3.3-1:
PREFERRED PLAN DEVELOPMENT POTENTIAL

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	% LOT BUILT	BUILT ACRES	USES: Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES	EXISTING UNITS/SF *	NET NEW UNITS (LOW)	NET NEW UNITS (HIGH)	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AUTO SERVICES
CENTRAL BART BLOCKS SCENARIO 1																					
BART Station	1.4	BART Admin	Mid-rise: 6-8 stories; Assume 8 stories, development on 1/2 of block	45%	0.6	Housing	82	101					-	82	101		-				
				35%	0.5	Retail/ Entertainment				21,000			-				21,000				
				50%	0.7	Park/Plaza					0.70		-								
BART Parking	1.4	BART Parking	High-rise: 9+ stories; Assume one 20 story tower	60%	0.8	Housing	252	407					-	252	407						
				35%	0.5	Retail				21,000			-				21,000				
				15%	0.2	Public Plaza					0.21		-								
MTC/ABAG	1.4	MTC/ABAG Offices	High-rise: 9+ stories; Assume two 20 story towers	25%	0.4	Housing	105	169					-	105	169						
				35%	0.5	Office (20 stories)			430,000				106,000			324,000					
				25%	0.35	Park					0.35		-								
				33%	0.5	Retail				20,000			-				20,000				
Subtotal Central BART Blocks Version 1							***439***	***677***	***430,000***	***62,000***	***1.26***	***-***	***106,000***	***439***	***677***	***324,000***	***62,000***	***-***	***-***	***-***	***-***
CENTRAL BART BLOCKS SCENARIO 2																					
BART Station	1.4	BART Admin	High-rise: 9+ stories; Assume two 23 story towers	66%	0.9	Office (21 stories)			850,000				-	-	-	850,000	-				
				66%	0.9	Retail/ Entertainment (two stories)				80,000			-				80,000				
				10%	0.1	Park/Plaza					0.14		-								
BART Parking	1.4	BART Parking	High-rise: 9+ stories; Assume one 20 story tower	70%	1.0	Housing	294	474					-	294	474						
				65%	0.9	Retail				40,000			-				40,000				
				10%	0.1	Public Plaza					0.14		-								
MTC/ABAG	1.4	MTC/ABAG Offices	High-rise: 9+ stories; Assume two 20 story towers	70%	1.0	Housing	294	474					-	294	474						
				10%	0.14	Park					0.14		106,000			(106,000)					
				35%	0.5	Retail				21,000			-				21,000				
Subtotal Central BART Blocks Version 2							***588***	***949***	***850,000***	***141,000***	***0.42***	***-***	***106,000***	***588***	***949***	***744,000***	***141,000***				

Table 3.3-2:
PREFERRED PLAN DEVELOPMENT POTENTIAL CONTINUED

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	% LOT BUILT	BUILT ACRES	USES: Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES	EXISTING UNITS/SF *	NET NEW UNITS (LOW)	NET NEW UNITS (HIGH)	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AUTO SERVICES
OTHER SITES WITH COMMUNITY FEEDBACK AGREEMENT OR VACANT SITES																					
3	0.2	Parking Lot	Mid-rise: 6-8 stories	70%	0.1	Housing	15	19					-	15	19						
				35%	0.1	Retail				3,000			-				3,000				
5	0.4	Parking Lot	Mid-rise: 6-8 stories	70%	0.3	Housing	35	43					-	35	43						
				20%	0.1	Retail				3,000			-				3,000				
6	1.4	Parking lot	High-rise: 9+ stories; Assume 20 stories	65%	0.9	Housing	273	440					-	273	440						
				35%	0.5	Retail				21,000			-				21,000				
				15%	0.2	Park					0.21		-								
						Parking							-								
8	1.4	Structured parking lot	High-rise: 9+ stories; Assume 20 stories	65%	0.9	Housing	273	440					-	273	440						
				35%	0.5	Retail				21,000			-				21,000				
				15%	0.2	Park					0.21		-								
						Public parking (8 stories)							-								
9	0.3	Parking Lot	Mid-rise: 6-8 stories	70%	0.2	Housing	25	31					-	25	31						
				20%	0.1	Retail				2,000			-				2,000				
11	1.4	Structured parking lot	High-rise: 9+ stories; Assume one 20 story tower	33%	0.5	Office (20,000 sf/floor in one tower)			400,000				-			400,000					
				20%	0.3	Retail				12,000			-				12,000				
				15%	0.2	Park					0.21		-								
				33%		Public parking							-								
12	0.5	Vacant (planned housing)	Mid-rise: APPROVED AFFORDABLE HOUSING PROJECT	n/a	n/a	Approved Affordable Housing Project	68	68						68	68						
13	0.8	Developed one story parking	Mid-rise: 6-8 stories; Assume 12 stories with CUP	70%	0.56	Office			290,000				-			290,000					
				20%	0.16	Retail				7,000			-				7,000				
				10%	0.1	Park					0.08		-								
15	1.4	Developed one story: charter school and parking	High-rise: 9+ stories; Assume one 20 story tower above mid-rise base	65%	0.9	Housing	273	440					-	273	440						
				35%	0.5	Retail				21,000			-				21,000		(23,998)		
				15%	0.2	Park					0.21		-								

Table 3.3-3:
PREFERRED PLAN DEVELOPMENT POTENTIAL CONTINUED

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	% LOT BUILT	BUILT ACRES	USES: Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES	EXISTING UNITS/SF *	NET NEW UNITS (LOW)	NET NEW UNITS (HIGH)	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AUTO SERVICES
18	0.7	Parking + developed one story	Mid-rise: 6-8 stories	70%	0.5	Housing	64	78					30	34	48						
				65%	0.5	Retail				20,000			-				20,000				(4,000)
				10%	0.1	Park					0.07		-								
19	1.1	Developed one story	Mid-rise: 6-8 stories	70%	0.8	Housing	100	123					4	96	119						
				50%	0.6	Retail				24,000			-				24,000				(24,000)
				10%	0.1	Park					0.11		-								
21	0.4	Parking + developed one story	High-rise: 9+ stories; Assume 12 stories	70%	0.3	Housing	87	140						87	140						
				35%	0.1	Retail				6,000			-			(2,723)	6,000				
22	0.5	Developed one story	Mid-rise: 6-8 stories	70%	0.4	Housing	46	56					-	46	56						
				35%	0.2	Retail				8,000			-				8,000			(14,500)	
28	0.5	Parking	Mid-rise: 6-8 stories	50%	0.2	Housing	30	37					-	30	37						
				20%	0.1	Office			30,000				-			30,000					
				35%	0.2	Retail				7,000			-				7,000				
30	0.5	Vacant	High-rise: 9+ stories; Assume 12 stories	60%	0.3	Housing	94	151					-	94	151						
				35%	0.2	Retail				8,000			-				8,000				
				50%	0.3	Parking							-								
31	1.4	Developed two story building	High-rise: 9+ stories; Assume two high rise 25 stories	60%	0.8	Housing	252	407					-	252	407						
				35%	0.5	Retail				21,000			-				21,000		(83,725)		
				10%	0.1	Park					0.14		-								
32			High-rise: APPROVED PROJECT				380	380		9,110			0	380	380		9110				
36	0.5	Vacant +one story	High-rise: 9+ stories; Assume 12 stories	70%	0.3	Office			160,000				-			160,000				(15,040)	
37	0.9	BART Maintenance, Auto Services, motel	Low and Mid-rise: 3 stories facing 7th and 6 -8 stories facing 6th	50%	0.5	Office (8 stories facing			160,000				-			160,000		(33)			(1,019)
				20%	0.2	Office (3 stories facing 7th Street)			20000				-			20,000					
				10%	0.09	Park					0.09		-								

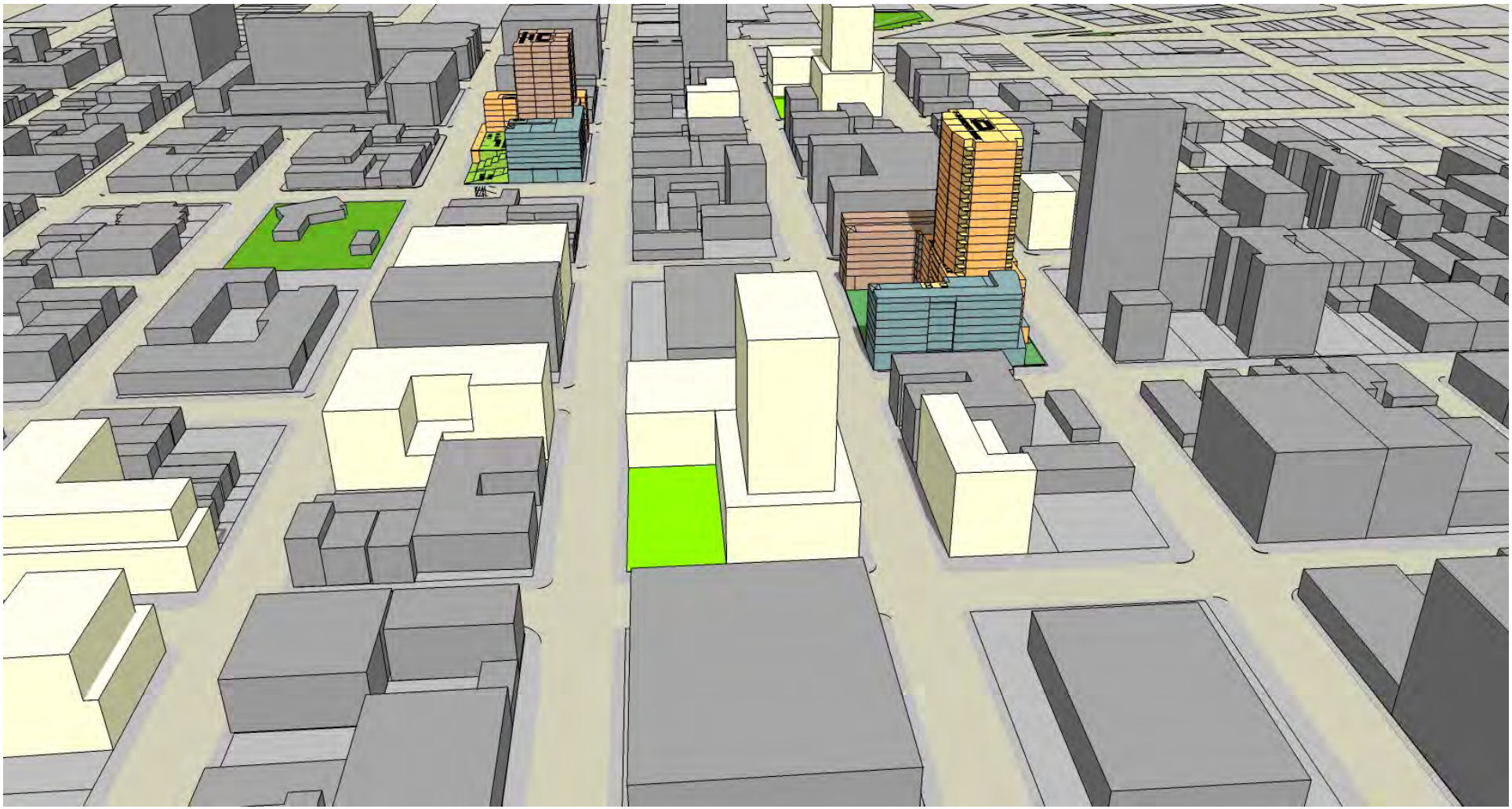
Table 3.3-4:
PREFERRED PLAN DEVELOPMENT POTENTIAL CONTINUED

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	% LOT BUILT	BUILT ACRES	USES: Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES	EXISTING UNITS/SF *	NET NEW UNITS (LOW)	NET NEW UNITS (HIGH)	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AUTO SERVICES
38	0.3	Developed 1-2 stories	Mid-rise: 6-8 stories	70%	0.2	Housing	27	34					-	27	34						
				35%	0.1	Retail				5,000			10,555			(8,000)	(5,555)				
39a	4.6	Parking lot	High-rise: 9+ stories	60%	2.8	Classrooms/ Office			240,000				-			240,000	-				
				5%	0.2	Retail/Community Apparatus				10,000			-				10,000				
				33%	1.5	Structured Parking							-								
39b	4	Parking lot	Park (assumes all the parkland for the Laney site 39 along the channel)	65%	2.6	Park					2.6		-								
				35%	1.4	Public Use TBD						61,000	-								
43	3	Developed 4 story and 1 story	High-rise: 9+ stories; Assume 12 stories; park space along channel	60%	1.8	Housing	540	871					-	540	871				(112,410)		
				4%	0.1	Retail				5,000			-				5,000				
				30%	0.9	Park					0.9		-								
44	1.3	Vacant	High-rise: 9+ stories; Assume 20 stories	70%	0.9	Housing	273	440					-	273	440						
				35%	0.5	Retail				20,000			-				20,000				
				10%	0.13	Park					0.13		-								
45	1.5	Developed 1-3 stories	Mid-rise: 6-8 stories	70%	1.1	Housing	137	168					2	135	166			(75)			
				35%	0.5	Retail				23,000			8,765				14,235				
				10%	0.15	Park					0.15		-								
46	0.5	Parking and 1 story	Mid-rise: 6-8 stories	70%	0.4	Housing	46	56					-	46	56				(3,878)		
				25%	0.1	Retail	0	0		5,000			-				5,000				
47	2	Parking and 1 story	Mid-rise: 6-8 stories	70%	1.4	Housing	182	224					-	182	224				(26,202)		
				12%	0.2	Retail	0	0		10,000			-				10,000				
				10%	0.20	Park					0.20		-								
n/a	Varied	Channel Parks South of I-880, NE of I-880; 4 acre DD Park	n/a	n/a	n/a	Parkland					9		-				-				
Subtotal							***3,219***	***4,648***	***1,300,000***	***271,110***	***14.4***	***61,000***		***3,183***	***4,612***	***1,289,277***	***251,790***	***(108)***	***(250,213)***	***(29,540)***	***(29,019)***
TOTAL (BART Blocks Scenario 1)							**3,657**	**5,325**	**1,730,000**	**333,110**	**15.6**	**61,000**		**3,621**	**5,289**	**1,613,277**	**313,790**	**(108)**	**(250,213)**	**(29,540)**	**(29,019)**
			New Population (assuming 2 ppl/unit)				*7,315*	*10,649*			**3.07**			*7,243*	*10,577*						
			Future Population (including 12,052 existing residents)				*19,367*	*22,701*						*19,295*	*22,629*						
TOTAL (BART Blocks Scenario 2)							**3,807**	**5,596**	**2,150,000**	**412,110**	**14.8**	**-**		**3,771**	**5,560**	**2,033,277**	**392,790**	**(108)**	**(250,213)**	**(29,540)**	**(29,019)**
			New Population (assuming 2 ppl/unit)				*7,613*	*11,193*						*7,541*	*11,121*						
			Future Population (including 12,052 existing residents)				*19,665*	*23,245*						*19,593*	*23,173*						

Notes: - Existing Units/SF shows existing units and existing square feet of any uses that are also proposed on that site. For uses that are not proposed for the site, the reduction is shown in the corresponding column as negative square feet.

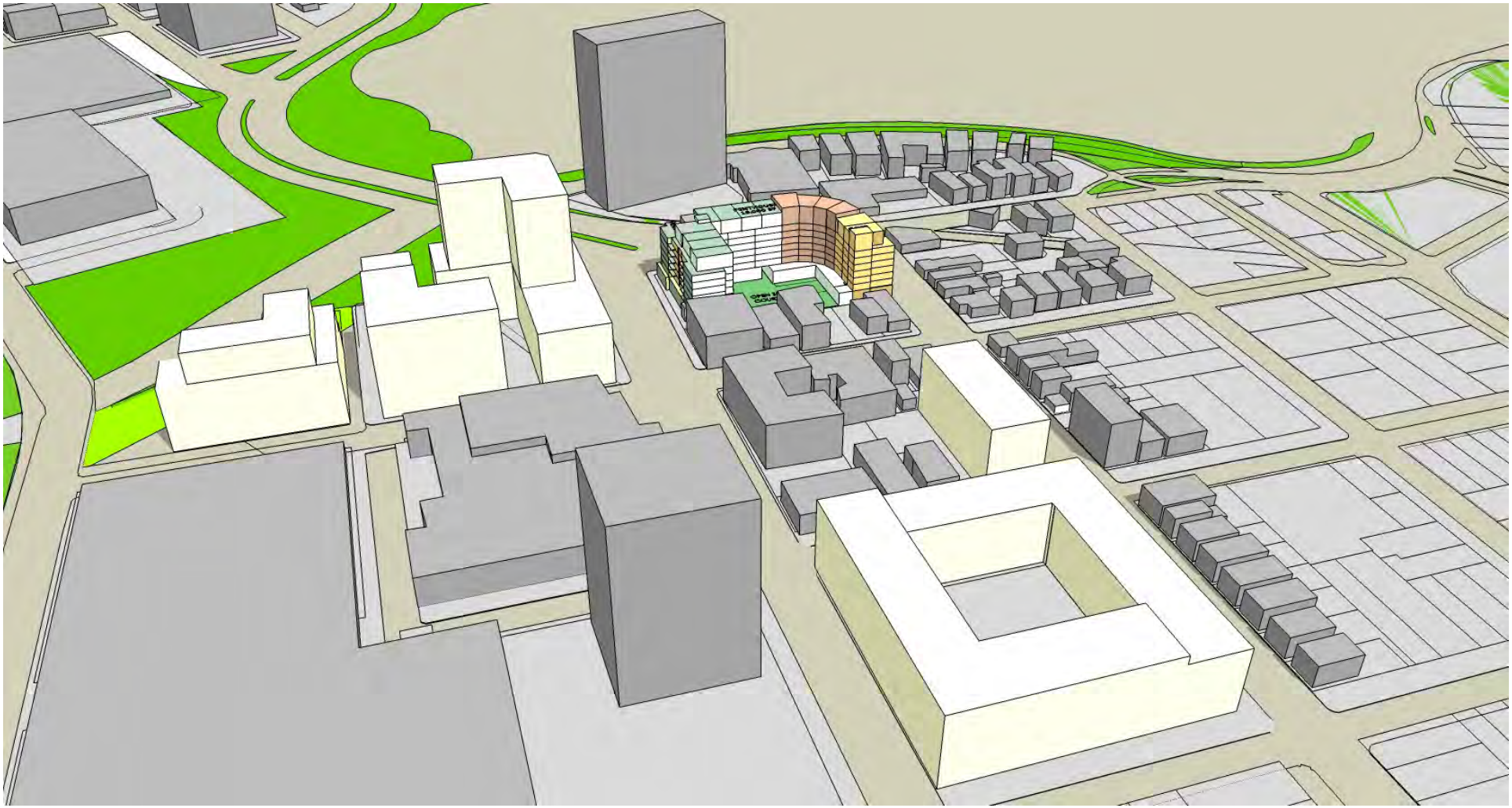
- Only Scenario 1 for the BART blocks was included in the transporation analysis in Chapter 7; further analysis will be conducted for the Draft Plan.

Figure 3.2:
ILLUSTRATIVE VIEW OF POTENTIAL DEVELOPMENT: 14TH STREET CORRIDOR



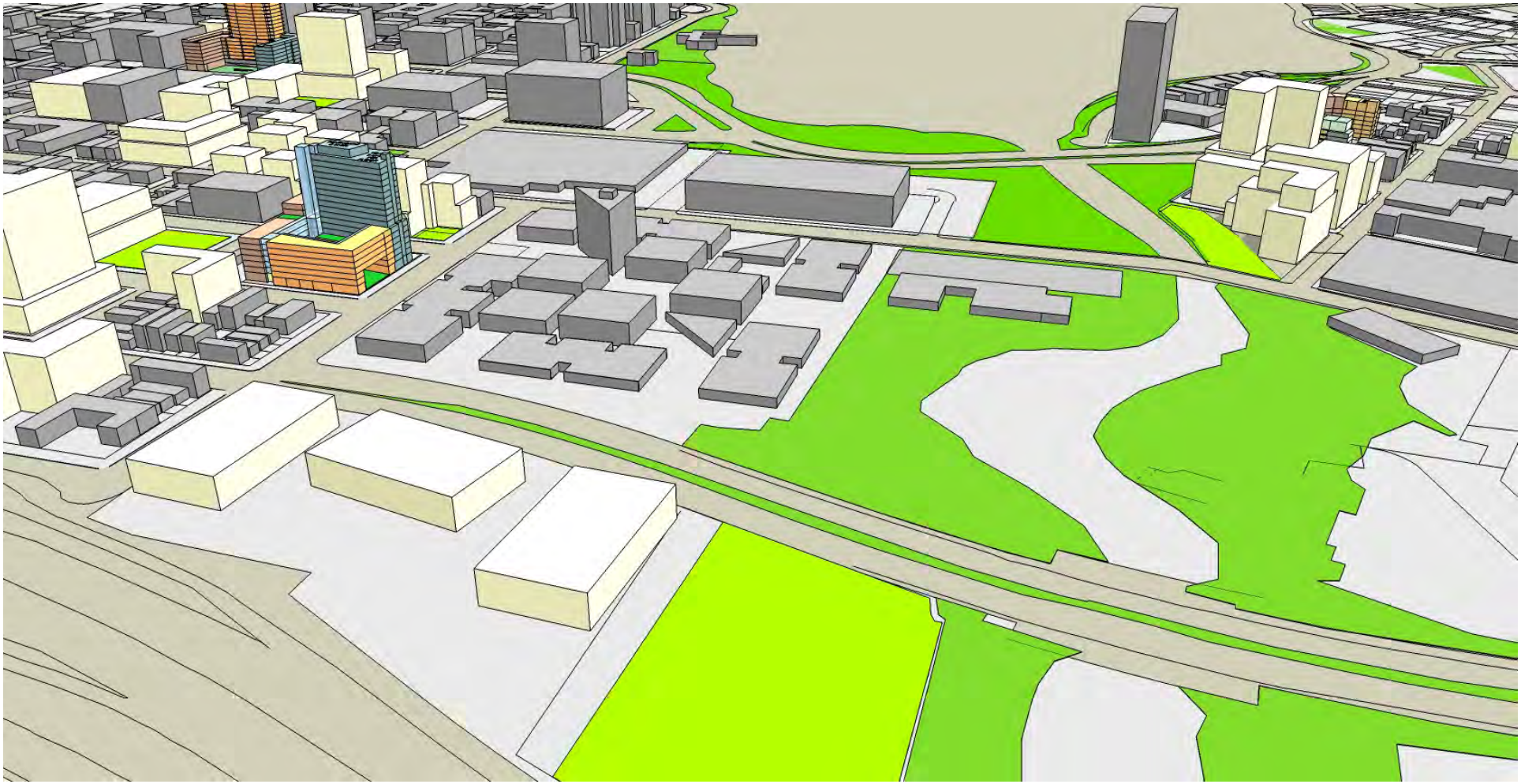
Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.3:
ILLUSTRATIVE VIEW OF POTENTIAL DEVELOPMENT: EAST LAKE GATEWAY



Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.4:
ILLUSTRATIVE VIEW OF POTENTIAL DEVELOPMENT: LANEY/PERALTA



Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

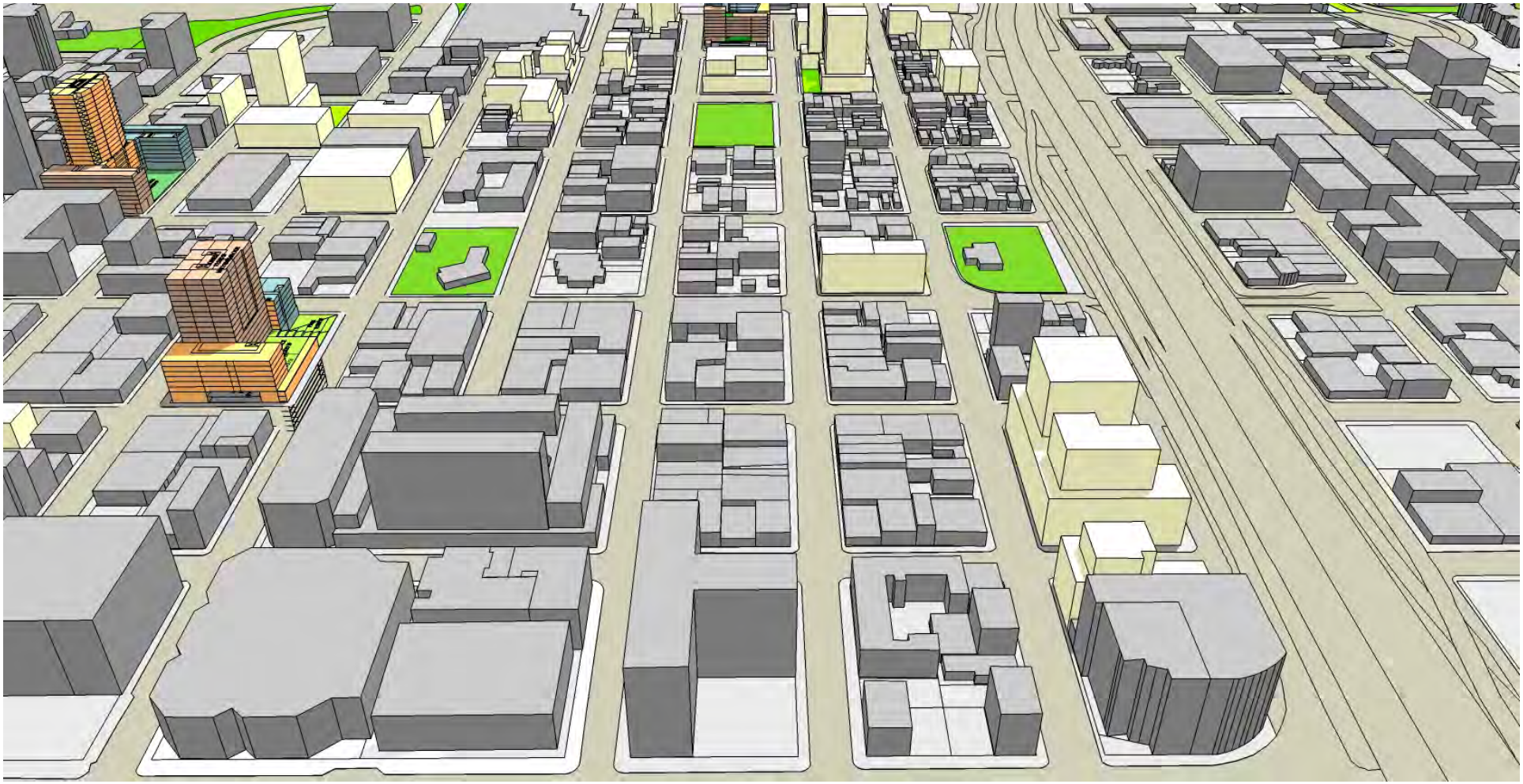
Figure 3.5:
ILLUSTRATIVE VIEW OF POTENTIAL DEVELOPMENT: I-880

Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.6:
ILLUSTRATIVE VIEW OF POTENTIAL DEVELOPMENT: BART STATION AREA

Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.7:
ILLUSTRATIVE VIEW OF POTENTIAL DEVELOPMENT: CHINATOWN COMMERCIAL CENTER



Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.8:
ILLUSTRATIVE VIEW OF POTENTIAL DEVELOPMENT: UPPER CHINATOWN

Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

3.3 Job Generation and Types of Jobs

The Station Area Plan could add an estimated 4,423 new jobs to the Planning Area, as shown in Table 3-4, slightly more than what is projected by ABAG. Note that this section considers the projected development and the number of jobs that new development could accommodate; it is not a plan for how to develop those jobs. Based on the identified development potential, the Plan would result primarily in the addition of new retail and office jobs, and at the expense of some existing auto and industrial jobs. While the job estimates shown in Table 3-4 reflect a decline in institutional jobs, it should be noted that these job estimates only reflect new jobs on opportunity sites and do not include jobs associated with Laney College or new jobs that may be associated with the proposed OUSD Downtown Educational Complex. It is also noted that jobs for local residents (where there are a high proportion of monolingual residents) tend to happen in smaller retail and office spaces.

Table 3-4: Preferred Plan Jobs by Type

Type of Job[1]	*Low Development Potential*	*High Development Potential*
Office	4,033	5,083
Retail	897	1,122
Hotel	-54	-54
Institutional[2]	-250	-250
Light Industrial	-74	-74
Auto Service	-73	-73
Total New Jobs	4,479	5,755

1. Jobs are calculated based on the following assumptions: 1,000 square feet per institutional job, 400 square feet per light industrial, office, and auto services jobs, and 350 square feet per retail job. All estimates are "net new" potential.
2. Institutional jobs only reflect changes on opportunity sites and do not include jobs associated with Laney College or new jobs that may be associated with the proposed OUSD Downtown Educational Complex.

Source: Conley, 2011; Dyett & Bhatia, 2011.

3.4 Market Feasibility Assessment

APPROACH

This section examines the conceptual financial feasibility of selected development prototypes evaluated in the Station Area Plan. The basic test of financial feasibility used in this assessment is to evaluate the ability to support the conceptual development costs for a given prototype with project-generated revenues, given market standard return requirements for both equity and debt. Four development prototypes were evaluated, all including market rate housing and ground floor retail.

Any feasibility assessment is a function of the assumed economic conditions which drive product type demand, potential revenue, construction costs, and cost of capital. For a plan that is meant to guide development over a long term 25-year period, there are obvious limitations to relying on current economic conditions to predict future development trends. However, instead of attempting to predict the economic future, this assessment is based on current conditions and discusses the implications of possible future changes over the planning period.

RECESSION IMPACT

At the time this assessment was performed, the U.S. economy was still struggling to show definitive signs of recovery from the protracted effects of the deep recession which started with a rapid loss of economic vitality and a collapse of demand across most sectors in 2008. Unlike other downturns, the California economy has shown unusual susceptibility to the national economic malaise, with a higher unemployment rate and a steeper rate of home price collapse than the national norm. Although there are signs of emergent recovery and even growth in the tech-dominated Silicon Valley, for the most part by Fall 2011, the Bay Area remains in the depths of a deep recession, with the housing sector being the most severely impacted sector of both the national and Bay Area economy.

Housing values have declined sharply since the start of the recession, with 2011 sales prices in some parts of the plan area falling to only 35% of peak 2006 sales prices. With few exceptions, most housing developed since 2001 has been for-sale housing (although some distressed for-sale properties have been restructured financially and converted to rentals). A near-term return to housing prices that supported the mid-decade housing boom is not expected by most industry sources. Many analysts now predict that the first wave of housing construction post the current recession conditions will be designed to fill the rental housing demand from young adults entering the labor force and for aging Baby Boomers. The rate of future price and rent increases is dependent on complex demographic and economic factors and cannot be accurately predicted.

Since the start of the recession, the collapse in demand for new construction has led to a steep decline in contractor's construction cost bids, fueled largely by subcontractors bidding aggressively to capture low-end jobs to keep their doors open. Industry experts have recently suggested that the downward pressure on construction costs has abated, since there are now fewer active firms competing for business. Construction costs are no longer declining, but it cannot be known how contractors will respond to an increase in demand in the future when

the economy recovers and demand for new construction increases again. It is likely that construction costs and revenues will rise at different rates, which will impact the feasibility assumption below.

SCENARIOS REVIEWED

The development prototypes are summarized in Scenarios A through D, which are shown in Table 3-5. Scenarios A and B are full-block developments with a base of 6-story residential units over retail. These scenarios also include a 16-story high-rise tower. An underground parking garage is needed to accommodate the project's combined parking need of 380 spaces, and extends for most of the site. Thus, at this conceptual level, it can't be assumed that the buildings are built as independent developments. Although these scenarios include both mid- and high-rise structures, it is likely that both will be built with uniform high-rise construction costs. This project was originally tested at Site 6, which is east of Lake Merritt at the block bounded by 13th, Jackson, 14th and Alice Streets. As such the ground floor retail is located outside of Chinatown's prime commercial core area, which is generally concentrated along 7th to 11th Streets and between Franklin and Harrison Streets.

Scenario C is a conceptual eight-story mid-rise project with slightly larger unit sizes than assumed for the high-rise scenario. We assumed a 0.65 acre site on the outer edge of the existing commercial core area with 50% of the parking located in an underground garage and the remaining 50% located in an above ground structure.

Scenario D is a conceptual low-rise multifamily development on a half-acre site, with the parking located in an above-ground structure.

In each scenario the majority of the parking is provided for residents at a Transit Oriented Development (TOD) ratio of 1 per unit. The remaining parking serves the retail uses, assuming that an appropriate design solution is adopted to protect residents' safety and privacy in a shared parking structure.

Table 3-5: Scenario Descriptions

Scenario A: High/Mid Rise Condo						
Select Site: Site 6		*1.40 Ac*				
		Load		*Average*	*# of*	*Density*
	GSF	*Factor*	*NSF*	*SF/Unit*	*Units*	*Units/Acre*
Residential - Hi-Rise	150,000	25%	120,000	750	160	226
Residential - Mid-Rise	213,120	20%	177,600	1,138	156	
Retail	21,300	0%	21,300	21,300	1	
Housing Amenities	3,000	0%	3,000	3,000	1	
Open Space	15,000	0%	15,000	15,000	1	
Parking Underground	120,000				340	
Parking Structure	16,000				40	
Scenario B: High/Mid Rise Apartments						
Select Site: Site 6		1.40 Ac				
		Load		*Average*	*# of*	*Density*
	GSF	*Factor*	*NSF*	*SF/Unit*	*Units*	*Units/Acre*
Residential - Hi-Rise	150,000	25%	120,000	750	160	226
Residential - Mid-Rise	213,120	20%	177,600	1,138	156	
Retail	21,300	0%	21,300	21,300	1	
Housing Amenities	3,000	0%	3,000	3,000	1	
Open Space	15,000	0%	15,000	15,000	1	
Parking Underground	120,000				340	
Parking Structure	16,000				40	

Table 3-5: Scenario Descriptions

Scenario C: Mid Rise Apartments						
Select Site: Conceptual Site		0.65 Ac				
		Load		*Average*	*# of*	*Density*
	GSF	*Factor*	*NSF*	*SF/Unit*	*Units*	*Units/Acre*
Residential - Mid Rise	102,762	20%	85,635	865	99	152
Retail	15,000	0%	15,000	0	0	
Housing Amenities	3,671	0%	3,671	0	0	
Parking Underground	25,879				61	
Parking Structure	23,300				61	
Open Space	522	0%	522	NA	0	
Scenario D: Low Rise Apartments						
Select Site: Conceptual Low-Rise		0.50 Ac				
		Load		*Average*	*# of*	*Density*
	GSF	*Factor*	*NSF*	*SF/Unit*	*Units*	*Units/Acre*
Residential - Low Rise	57,600	20%	48,000	800	60	120
Retail	15,000	0%	15,000	3,000	5	
Commercial		0%	0			
Parking Structure					90	

Source: Conley Consulting Group, September, 2011

Revenue Assumptions

Project revenue for Scenario A is generated by residential condominium sales, retail leasing and parking fees. Revenue for Scenarios B-D is generated from leasing of both residential and retail space and fees for commercial parking. Based on recent home sales in the Plan Area, CCG has estimated current condo sales prices at $350,000 per unit for the high-rise units and $325,000 for mid-rise units.

Conley Consulting Group (CCG) estimated current residential rental rates at a monthly average of $2.50 per square foot (SF) for high-rise units, $2.25/SF for mid-rise units and $2.00/SF for low-rise units. For the retail space, the monthly rent was estimated at $2.50/SF, based on current asking rents at projects on the periphery of the Chinatown core retail area. These rents represent a significant decrease from core Chinatown rents, where current rents as high as $5.00 can be captured. CCG has estimated monthly parking revenue for commercial spaces to be approximately $250 per space.

Feasibility Findings

As demonstrated in Table 3-6, current rents support low rise construction costs in Scenario D. However, in order to acquire development sites, higher rents will be required to generate higher residual land values to support land payments.

The higher density solutions (Scenarios A,B, and C) require substantial increases in rents or sales prices above current levels to be financially feasible, as shown in Exhibits A-D. The required increase in residential sales prices ranges from $225,000-249,000. A residential lease rate increase of $1.80/SF was required for the high-rise units and $1.87/SF for the mid-rise units. Before providing for a land purchase payment, the per unit feasibility gap is in the range of $240,000 for the high density rental apartments, and just slightly less (at approximately $233,500) for high density for-sale units. It is important to recall that these feasibility gap estimates do not yet include the cost to buy sites, or to provide affordable housing or any other desired community amenities.

Scenario C, the conceptual mid-rise development prototype, would result in a smaller feasibility gap on a per unit basis (at approximately $46,500), but still required a significant increase in rents to close the gap. A minor $0.29 and $0.50 residential and retail rent increase were required to help close the feasibility gap for this mid-rise development.

CCG estimated a need for a minor $0.25 increase in retail rents for Scenario A and B to a total of $2.75/ SF to close the feasibility gap. We note that the addition of retail uses is generally a positive impact on project feasibility. However we also note that retail rents currently vary throughout the Station Area from a high of $5/SF per month in Chinatown's commercial core to about $2/SF on the edges of the core. Successful expansion of the commercial core in the future to enlarge the area that supports prime rents, by a achieving a careful blend of new tenants, pedestrian draws, and creation of a streetscape and pedestrian way that encourages shopper flow would improve these feasibility findings.

Table 3-6: Summary Of Findings

Scenario A	
Product Type	*High/Mid Rise Condos*
Density	226 Du/Ac
# of du	316
SF of Retail	21,300
Parking Spaces	380
Value at Completion	$117,753,516
Development Cost	($163,909,845)
Residual Value/(Gap)	($73,819,143)
Value (Gap)/du	($233,605)
Scenario B	
Product Type	*High/Mid Rise Apartments*
Density	226 Du/Ac
# of du	316
SF of Retail	21,300
Parking Spaces	380
Value at Completion	$115,591,847
Development Cost	($163,909,845)
Residual Value/(Gap)	($75,851,327)
Value (Gap)/du	($240,036)
Scenario C	
Product Type	*Mid Rise Apartments*
Density	152 Du/Ac
# of du	99
SF of Retail	15,000
Parking Spaces	122
Value at Completion	$36,376,374
Development Cost	($34,919,708)
Residual Value/(Gap)	($4,615,141)
Value (Gap)/du	($46,618)

Table 3-6: Summary Of Findings

Scenario D	
Product Type	*Low Rise Apartments*
Density	120 Du/Ac
# of du	60
SF of Retail	15,000
Parking Spaces	90
Value at Completion	$21,206,959
Development Cost	($17,423,100)
Residual Value/(Gap)	$734,839
Value (Gap)/du	$12,247

Note: SF= Square Feet; du = Dwelling Unit.

Source: Conley Consulting Group, September, 2011

Exhibits A through D provide detailed information on the feasibility findings.

PLAN IMPLICATIONS

While it is not possible to accurately predict the rate at which housing prices and rents will escalate once the market begins to recover, most industry experts do not predict that a return to values and rents captured during the housing boom will occur in the near term. Thus, it is an assumption of this assessment that lower density housing solutions are most likely to be developed in the near term, and that the higher density developments will occur in the latter part of the Station Area planning period.

Currently, making housing units affordable in Oakland requires a local subsidy of approximately $123,000 per unit, after application of all non-local courses of affordable housing subsides. As described above, CCG's analysis of current market conditions in the Plan Area indicate that adding additional housing units through a density bonus would not incentivize private developers to provide additional affordable housing units. After the housing price and value increases described above, feasible market rate developments would provide revenues to support land purchase price plus other desired amenities, including affordable housing. At a hypothetical land value of $25,000 per unit, it would take an additional six market-rate units to support a single affordable housing unit, assuming these units could be added without moving the development as a whole to a higher density, higher cost development product type. A preliminary affordable housing strategy for the Planning Area is provided in Chapter 8 that outlines options for ensuring adequate affordable housing is included in the Planning Area in order to support a sustainable and diverse neighborhood.

The amount of retail space in the Preferred Plan, at 315,000 SF, is within the upper end of the range of demand for new space projected in the Existing Conditions report. Retail is not a public amenity that needs to be subsidized, but rather a valuable element of a project, particularly in the commercial core area. Successful introduction of this amount of retail is dependent on creating strong retail streets that act as an extension of Chinatown's existing commercial strengths, encourages pedestrian flow, and provides for strong visibility and identity.

Exhibit A:
SCENARIO A - HIGH/MID RISE CONDOMINIUMS

DEVELOPMENT PROGRAM

Select Site: Site 6

Development program per Field Paoli — 226 Du/Ac

	GSF	NSF	Avg SF/Unit	No. of Units
Hi-Rise Residential	150,000	120,000	750	160
Mid-Rise Residential	213,120	177,600	1,138	156
Retail	21,300	21,300	21,300	1
Housing Amenities	3,000	3,000	3,000	1
Open Space	15,000	15,000	15,000	1
Parking Undgrnd				340
Parking Structure				40

DEVELOPMENT COSTS

		CURRENT MARKET		BREAK-EVEN SCENARIO	
Hard Costs			**Estimate**		**Estimate**
Hi-Rise Residential		$285 /SF	42,750,000	$285 /SF	42,750,000
Mid-Rise Residential		$285 /SF	60,739,200	$285 /SF	60,739,200
Retail/Commercial		$285 /SF	6,925,500	$285 /SF	6,925,500
Housing Amenities	incl.	$310 /SF	0	$310 /SF	0
Parking Undgrnd		$30,000 /Sp	10,200,000	$30,000 /Sp	10,200,000
Parking Struc.		$20,000 /Sp	800,000	$20,000 /Sp	800,000
Open Space					
Total Hard Costs			$121,414,700		$121,414,700
Soft Costs		25% Hards	$30,353,675	25% Hards	$30,353,675
Financing Costs		10% Hards	$12,141,470	10% Hards	$12,141,470
Total (excl. Land)			**$163,909,845**		**$163,909,845**

REVENUE AND PROJECT VALUATION

			Per Unit	Total	Per Unit	Total
Hi Rise Residential Sales	160 units		**$350,000**	56,000,000	**$599,000**	95,840,000
Cost of Sale	5.0%		(17,500)	(2,800,000)	(29,950)	(4,792,000)
Net Proceeds			$332,500	$53,200,000	$569,050	$91,048,000
			Monthly	**Annual**		**Total**
Mid Rise Residential Sales	156 units		**$325,000**	50,700,000	**$550,000**	85,800,000
Cost of Sale	5.0%		(16,250)	(2,535,000)	(27,500)	(4,290,000)
Net Proceeds			$308,750	$48,165,000	$522,500	$81,510,000
Gross Income - Retail	**$2.50 NNN**		53,250	639,000	**$2.75 NNN**	702,900
Vacancy	5%		(2,663)	(31,950)	5%	(35,145)
Expenses	0%				0%	
Net Income - Retail			$50,588	$607,050		$667,755
Value at Completion	6.5% Cap			$9,339,231		$10,273,154
Net Income - Parking	40 spaces		**$250 /sp/mo**	$120,000	**$250 /sp/mo**	$120,000
Value at Completion	7% Cap			$1,714,286		$1,714,286
Value at Completion (excl Cost of Sale)				**$117,753,516**		**$193,627,440**

RESIDUAL LAND VALUE

Value at Completion		$117,753,516	$193,627,440
Less: Development Costs (excl Land)		($163,909,845)	($163,909,845)
Less: Cost of Sale - Residential		($2,800,000)	($4,792,000)
Less: Cost of Sale - Retail/Pking	2.5%	($276,338)	($299,686)
Less: Developer Profit (Return on Cost)	15.0%	($24,586,477)	($24,586,477)
Subtotal		($191,572,660)	($193,588,008)
Residual Land Value/Feasibility Gap		($73,819,143)	$39,432
Value (Gap)/DU		($233,605)	$125
Land Value/SF		($1,210)	$0.65

Source: Conley Consulting Group, September, 2011

Notes:

SF: Square Feet

Load Factor: accounts for non-leasable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

Exhibit B:
SCENARIO B - HIGH/MID RISE APARTMENTS

DEVELOPMENT PROGRAM

Select Site: Site 6

Development program per Field Paoli — 226 Du/Ac

	GSF	NSF	Avg SF/Unit	No. of Units
Hi-Rise Residential	150,000	120,000	750	160
Mid-Rise Residential	213,120	177,600	1,138	156
Retail	21,300	21,300	21,300	1
Housing Amenities	3,000	3,000	3,000	1
Open Space	15,000	15,000	15,000	1
Parking Undgrnd				340
Parking Structure				40

DEVELOPMENT COSTS

	CURRENT MARKET			BREAK-EVEN SCENARIO		
Hard Costs			**Estimate**			**Estimate**
Hi-Rise Residential		$285 /SF	42,750,000	$285 /SF		42,750,000
Mid-Rise Residential		$285 /SF	60,739,200	$215 /SF		45,820,800
Retail/Commercial		$285 /SF	6,925,500	$285 /SF		6,925,500
Housing Amenities	incl.	$310 /SF	0	$310 /SF		0
Parking Undgrnd		$30,000 /Sp	10,200,000	$30,000 /Sp		10,200,000
Parking Struc.		$20,000 /Sp	800,000	$20,000 /Sp		800,000
Open Space						
Total Hard Costs			$121,414,700			$106,496,300
Soft Costs		25% Hards	$30,353,675	25% Hards		$30,353,675
Financing Costs		10% Hards	$12,141,470	10% Hards		$12,141,470
Total (excl. Land)			**$163,909,845**			**$163,909,845**

REVENUE AND PROJECT VALUATION

			Per Unit	Total		Per Unit	Total
Hi-Rise Residential Income	**$2.50 /Unit/Mo**		**$1,875**	3,600,000	**$4.30 /Unit/Mo**	**$3,225**	6,192,000
Mid-Rise Residential	**$2.25 /Unit/Mo**		**$1,688**	4,795,200	**$4.12 /Unit/Mo**	**$4,690**	8,780,544
Residential Parking Income	**$75 /sp/mo**		**$75**	306,000	**$100 /sp/mo**	**$100**	111,600
Less: Vacancy	5.0%			(435,060)	5%		(754,207)
Less: Operating Expenses	30%			(2,479,842)	30%		(4,298,981)
Net Operating Income				$5,786,298			$10,030,956
Value at Completion	5.5% Cap			$105,205,418	5.5% Cap		$182,381,014
			Monthly	**Annual**		**Monthly**	**Annual**
Gross Income - Retail	**$2.50 NNN**		53,250	639,000	**$2.75 NNN**	58,575	702,900
Vacancy	5%		(2,663)	(31,950)	5%	(17,573)	(35,145)
Expenses	0%				0%		
Net Income - Retail			$50,588	$607,050		$41,003	$667,755
Value at Completion	7.0% Cap			$8,672,143			$9,539,357
Net Income - Parking	40 spaces		**$250 /sp/mo**	$120,000	**$250 /sp/mo**		$120,000
Value at Completion	7% Cap			$1,714,286			$1,714,286
Value at Completion (excl Cost of Sale)				**$115,591,847**			**$193,634,657**

RESIDUAL LAND VALUE

Residual Land Value							
Value at Completion				$115,591,847			$193,634,657
Less: Development Costs (excl Land)				($163,909,845)			($163,909,845)
Less: Cost of Sale - Residential				($2,914,902)			($5,053,188)
Less: Cost of Sale - Retail/Pking	2.5%			($31,950)			($35,145)
Less: Developer Profit (Return on Cost)	15.0%			($24,586,477)			($24,586,477)
Subtotal				($191,443,174)			($193,584,655)
Residual Land Value/ (Feasibility Gap)				($75,851,327)			$50,002
Value (Gap)/DU				($240,036)			$158
Land Value/SF				($1,244)			$0.82

Source: Conley Consulting Group, September, 2011

Notes:

SF: Square Feet

Load Factor: accounts for non-leasable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

Exhibit C:
SCENARIO C - MID RISE APARTMENTS

DEVELOPMENT PROGRAM

Select Site: Conceptual Site

Residential Density 152 Du/Ac

		GSF	NSF	Avg SF/Unit	No. of Units
Mid-Rise Residential		102,762	85,635	865	99
Retail	incl.	15,000	15,000	0	0
Housing Amenities	incl.	3,671	3,671	0	0
Open Space		522	522	0	0
Parking Undgrnd		25,879			61
Parking Structure		23,300			61

DEVELOPMENT COSTS

	CURRENT MARKET			BREAK-EVEN SCENARIO		
Hard Costs			**Estimate**			**Estimate**
Mid-Rise Residential		$225 /SF	23,121,450	$225 /SF		23,121,450
Retail/Commercial	incl.	$150 /SF		$150 /SF		
Housing Amenities	incl.	$165 /SF		$165 /SF		
Parking Undgrnd		$25,000 /Sp	1,525,000	$25,000 /Sp		1,525,000
Parking Struc.		$20,000 /Sp	1,220,000	$20,000 /Sp		1,220,000
Open Space						
Total Hard Costs			$25,866,450			$25,866,450
Soft Costs		25% Hards	$6,466,613	25% Hards		$6,466,613
Financing Costs		10% Hards	$2,586,645	10% Hards		$2,586,645
Total (excl. Land)			**$34,919,708**			**$34,919,708**

REVENUE AND PROJECT VALUATION

			Per Unit	Total		Per Unit	Total
Mid-Rise Residential	**$2.25 /Unit/Mo**		**$1,946**	2,312,145	**$2.54 /Unit/Mo**	**$2,197**	2,610,155
Residential Parking Income	**$75 /sp/mo**		**$75**	109,800	**$75 /sp/mo**	**$75**	109,800
Less: Vacancy	5.0%			(121,097)	5%		(135,998)
Less: Operating Expenses	30%			(690,254)	30%		(775,187)
Net Operating Income				$1,610,593			$1,808,770
Value at Completion	5.5% Cap			$29,283,517	5.5% Cap		$32,886,726
			Monthly	**Annual**		**Monthly**	**Annual**
Gross Income - Retail	**$2.50 NNN**		37,500	450,000	**$3.00 NNN**	2,595	540,000
Vacancy	5%		(1,875)	(22,500)	5%		(27,000)
Expenses	0%				0%		
Net Income - Retail			$35,625	$427,500			$513,000
Value at Completion	7.0% Cap			$6,107,143			$7,328,571
Net Income - Parking	23 spaces		**$250 /sp/mo**	$69,000	**$250 /sp/mo**		$69,000
Value at Completion	7% Cap			$985,714			$985,714
Value at Completion (excl Cost of Sale)				**$36,376,374**			**$41,201,012**

RESIDUAL LAND VALUE

Residual Land Value				
Value at Completion		$36,376,374		$41,201,012
Less: Development Costs (excl Land)		($34,919,708)		($34,919,708)
Less: Cost of Sale - Residential		($811,352)		($911,185)
Less: Cost of Sale - Retail/Pking		($22,500)		($27,000)
Less: Developer Profit (Return on Cost)	15.0%	($5,237,956)		($5,237,956)
Subtotal		($40,991,515)		($41,095,848)
Residual Land Value		($4,615,141)		$105,163
Value (Gap)/DU		($46,618)		$1,062
Land Value/SF		($163)		$4

Source: Conley Consulting Group, September, 2011

Notes:

SF: Square Feet

Load Factor: accounts for non-leasable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

Exhibit D:
SCENARIO D - LOW RISE APARTMENTS

DEVELOPMENT PROGRAM

Select Site: Conceptual Low-Rise

Residential Density 120 Du/Ac

	GSF	NSF	Avg SF/Unit	No. of Units
Residential	57,600	48,000	800	60
Retail	15,000	15,000	3,000	5
Commercial	0	0	0	0
Parking (Podium)				90

DEVELOPMENT COSTS

	CURRENT MARKET		BREAK-EVEN SCENARIO	
Hard Costs		**Estimate**		**Estimate**
Low-Rise Residential (incl. Parking)	$185 /SF	10,656,000	$185 /SF	10,656,000
Retail/Commercial	$150 /SF	2,250,000	$150 /SF	2,250,000
Open Space				
Total Hard Costs		12,906,000		12,906,000
Soft Costs	25% Hards	$3,226,500	25% Hards	$3,226,500
Financing Costs	10% Hards	$1,290,600	10% Hards	$1,290,600
Total (excl. Land)		**$17,423,100**		**$17,423,100**

REVENUE AND PROJECT VALUATION

		Per Unit	Total		Per Unit	Total
Residential Income	**$2.00 /Unit/Mo**	**$1,600**	1,152,000	**$2.00 /Unit/Mo**	**$1,600**	1,152,000
Residential Parking Income	**$75 /sp/mo**	**$75**	81,000	**$75 /sp/mo**	**$75**	54,000
Less: Vacancy	5.0%		(61,650)	5%		(60,300)
Less: Operating Expenses	30%		(351,405)	30%		(343,710)
Net Operating Income			$819,945			$801,990
Value at Completion	6.0% Cap		$13,665,750	6.0% Cap		$13,366,500
		Monthly	**Annual**		**Monthly**	**Annual**
Gross Income - Retail	**$2.50 NNN**	37,500	450,000	**$2.34 NNN**	35,100	421,200
Vacancy	5%	(1,875)	(22,500)	5%	(1,755)	(21,060)
Expenses	0%			0%		
Net Income - Retail		$35,625	$427,500		$33,345	$400,140
Value at Completion	6.5% Cap		$6,576,923	6.5% Cap		$6,156,000
Net Income - Parking	23 spaces	**$250 /sp/mo**	$67,500	**$250 /sp/mo**		$67,500
Value at Completion	7% Cap		$964,286	7% Cap		$964,286
Value at Completion (excl Cost of Sale)			**$21,206,959**			**$20,486,786**

RESIDUAL LAND VALUE

Residual Land Value			
Value at Completion		$21,206,959	$20,486,786
Less: Development Costs (excl Land)		($17,423,100)	($17,423,100)
Less: Cost of Sale - Residential		($413,055)	($404,010)
Less: Cost of Sale - Retail/Pking	2.5%	($22,500)	($21,060)
Less: Developer Profit (Return on Cost)	15.0%	($2,613,465)	($2,613,465)
Subtotal		($20,472,120)	($20,461,635)
Residual Land Value		$734,839	$25,151
Value (Gap)/DU		$12,247	$419
Land Value/SF		$34	$1

Source: Conley Consulting Group, September, 2011

Notes:

SF: Square Feet

Load Factor: accounts for non-leasable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

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4 Land Use and Building Design

Land use and building design interact with the streetscape and public realm to establish a sense of place and neighborhood character. This section outlines the land use strategy for the Planning Area and provides a framework for building design, which will be further developed during the next planning stage.

4.1 Land Use Character

LAND USE CHARACTER

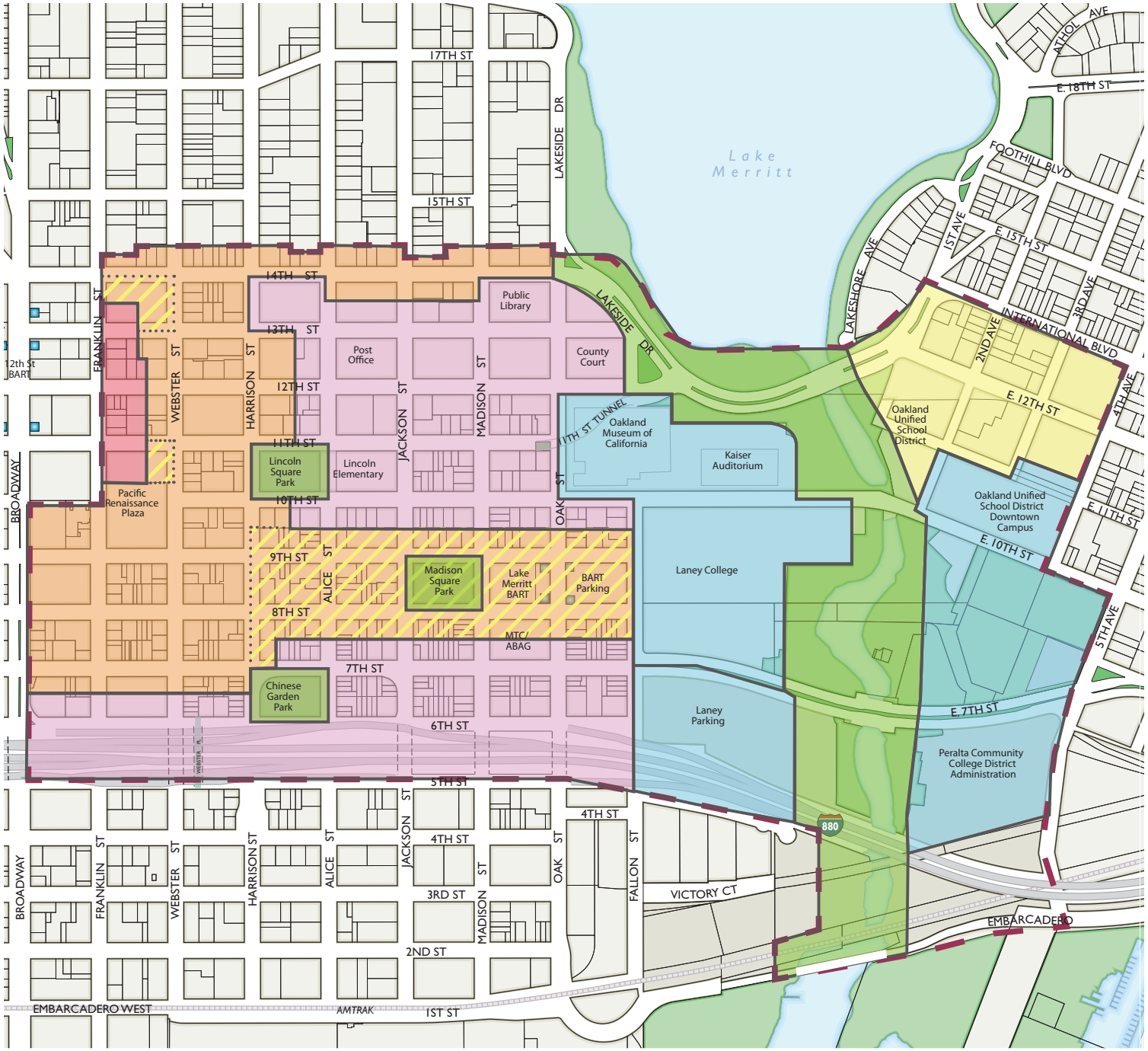
The Station Area Plan will promote a diversity of uses within the Planning Area that complement each other and ensure an active urban neighborhood at all hours. The land use character map (Figure 4-1) shows character differences within the mixed-use context throughout the Planning Area. The land use character concept includes a range of flexible mixed use areas as intended to encourage vibrant pedestrian corridors. These are complemented by high-density housing and commercial uses, and new public spaces.

Desired land use character will be achieved through a range of regulatory mechanisms, such as land use regulations, development standards, street improvements, and design guidelines.

- ***Pedestrian Zone.*** An area of mixed-use, pedestrian-oriented continuous storefront uses with a mix of retail, restaurants, and business and social services. Upper story spaces are intended to be available for a wide range of residential and commercial activities.
- ***Pedestrian Transition Zone.*** An area that is currently mostly housing or commercial uses, but allows for the gradual transition to a Pedestrian Area by requiring ground floor storefront uses in new buildings.
- ***Flex Zone.*** An area allowing the maximum flexibility in uses, and permitting a variety of commercial, residential and even some light industrial uses.
- ***Commercial Zone.*** An area allowing a wide range of ground floor office and other commercial activities, with primarily office uses on upper floors.
- ***Institutional Zone.*** An area appropriate for educational facilities, cultural uses, health services, and other uses of a similar character, such as Laney College, Peralta College District, Oakland Museum, and Kaiser Auditorium.

- ***Open Space Zone.*** An area intended to meet the active and passive recreational needs of Oakland residents. An Open Space designation along the Lake Merritt Estuary channel would allow uses and facilities that enhance this regional asset.
- ***Pedestrian/Residential Zone.*** An area appropriate for multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services. A residentially focused area would also allow a variety of ground floor uses that are compatible with a residential area.

Figure 4.1:
LAND USE CHARACTER



- Pedestrian Zone
- Pedestrian Transition Zone
- Flex Zone
- Commercial Zone
- Institutional Zone
- Open Space Zone
- Residential/ Pedestrian Zone

0 100 500 1000
FEET

4.2 Active Ground Floor Uses

EXISTING RETAIL CONTEXT

The Planning Area includes Chinatown, which is a unique and rich environment, with a wealth of cultural, social, medical, residential, retail and social resources. The Chinatown commercial core is one of the city's most vibrant neighborhood retail districts. Over the last three decades, Asian-oriented retail has also spread eastward in Oakland along 12th Street and International Boulevard.

The Planning Area (extending from 5th Avenue to Broadway and 5th Street to International Boulevard and 14th Street) had reported sales of $57 million in 2008, making it the city's fifth largest neighborhood retail district in terms of sales. Of this area, historic Chinatown is the most concentrated retail area in the Planning Area, located between 7th, 11th, Franklin, and Harrison Streets. Since 1994, retail sales in Chinatown have grown at a much faster pace (84%) than for the city as a whole (1.74%). Chinatown is unique among Oakland's retail districts in that it regularly draws shoppers to Oakland from outside of the city.

According to area brokers, ground floor retail uses support the highest rents in the Planning Area. In the heart of Chinatown, rents can reach as high as $6.00 per square foot, with rents more typically peaking at $5.00 per square foot in the area bounded by 8th, 10th, Harrison and Franklin Streets. Brokers noted that there is little to no long term vacancy in the core area; rather, there is a shortage of available retail space in Chinatown and suggested that new retail east of the core area would be readily absorbed by the Chinatown-oriented market.

Chinatown serves as an East Bay landmark for Asian culture, social services, cuisine, and shopping. The neighborhood attracts Asian residents from throughout the East Bay for shopping, cultural, health and educational services, as well as banking institutions catering to Asian customers. Historically, food sellers and other convenience goods merchants have been the most successful retailers in Chinatown, including restaurants, shops selling prepared food and grocers. More recently Chinatown's merchandise mix has broadened to include comparison stores (those selling apparel, home furnishings, home improvement, and specialty goods) as well. While Downtown office workers and non-Asian Oakland residents also patronize Chinatown's thriving shops, the primary source of retail demand in the Planning Area is the Asian population of the East Bay. However, Chinatown faces increased competition from suburban stores targeting this customer base and from the growing suburbanization of the East Bay Asian population. Maintaining the district's vitality is an important goal of the Preferred Plan.

Outside of Chinatown, the current lack of pedestrian activity and active street retail in the Planning Area is a constraint to attracting potential development to accommodate population or employment growth in the Planning Area.

RETAIL OPPORTUNITY

Untapped sources of support for retail in the Planning Area include:

- Projected growth of up to 38,400 residents by 2035. These residents could support an additional 414,000 SF of new retail.
- Projected growth of up to 7,300 new employees by 2035. New employees could support additional eating and drinking, service and specialty retail.
- The 15,000 commuting students and 400 faculty and staff members of Laney College, a number that may be augmented by the addition of residential facilities for the growing enrollment of foreign and out-of-Bay Area students. The college-related demand is for casual dining, cafes, bars, and food to go.

With the possible addition of an entertainment anchor, perhaps related to the College, there would be an enhanced nighttime draw of city residents to the area, further enhancing the Planning Area opportunities for restaurants and night clubs.

Retail Enhancement and Expansion

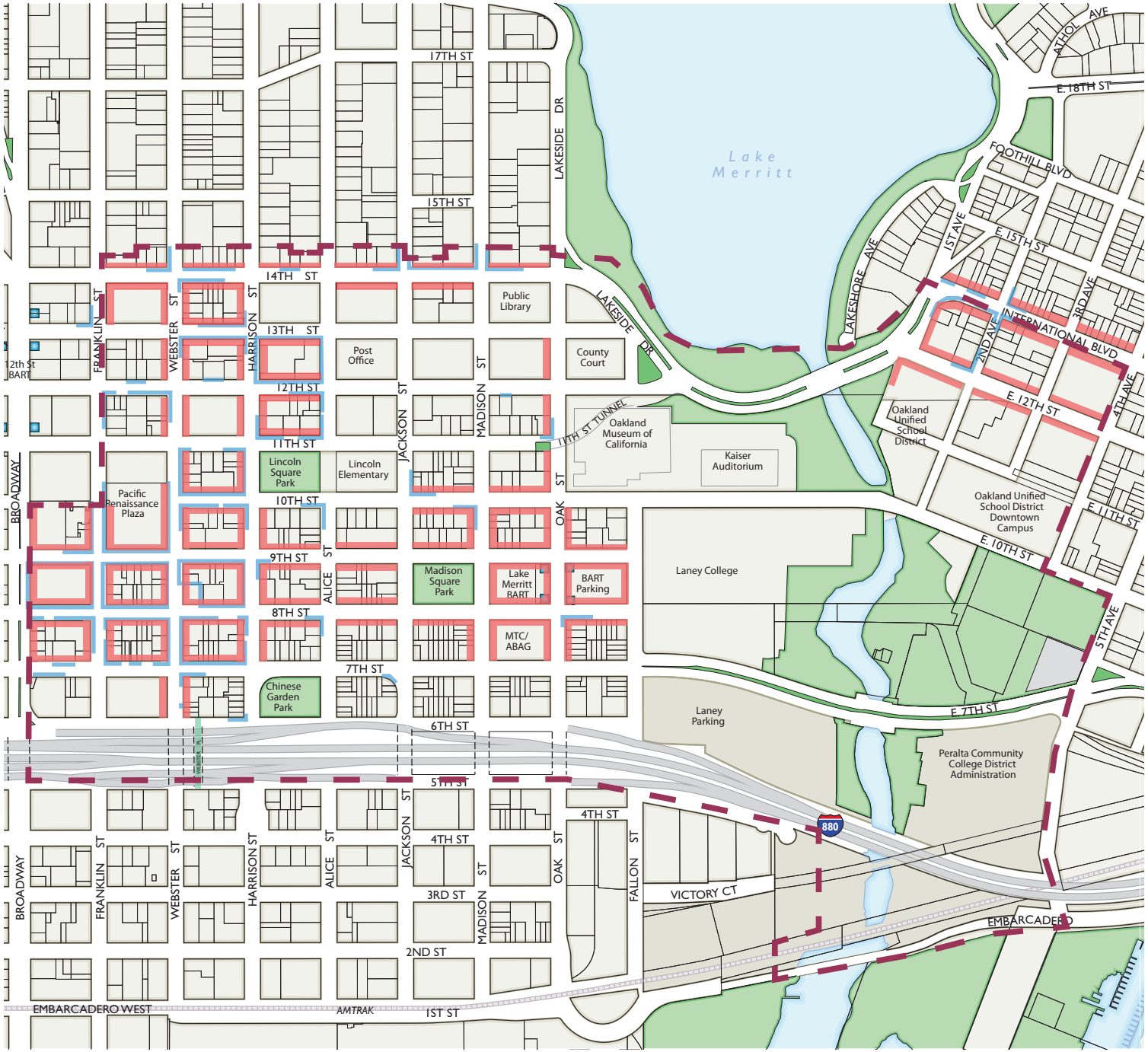
The Preferred Plan identifies the strategic expansion of active commercial uses, including retail and restaurants, throughout the Planning Area. This expansion supports an enhanced regional destination, building on and complementing the existing success of the Chinatown Commercial Center, expanding Chinatown businesses, and diversifying retail options as an expansion of Oakland's Central Business District.

Active ground floor commercial uses – those that attract walk-in visitors – are important because they add vibrancy to streets and increase pedestrian traffic, which results in safer streets and more customers for local businesses. Examples of active ground floor commercial uses include: retail stores, restaurants, cafés, markets, bars, theaters, health clinics, tourism offices, banks, personal services, libraries, museums, and galleries.

In order to expand the vibrancy and activity that already exists in some areas, like the core of the Chinatown commercial district, guidelines could be implemented that would *require* active uses in *new* buildings along key corridors, as shown in Figure 4-2. Active uses would primarily be at the street edge, but active uses could also be located at the edge of parks, plazas, or other public spaces. Final zoning regulations will be developed in a later phase of this Plan.

In addition to the requirement of active ground floor uses, other economic development strategies for retail enhancement and expansion are described in Chapter 9.

Figure 4.2:
ACTIVE GROUND FLOOR USES



Proposed active ground floor uses required

Existing active ground floor uses

0 100 500 1000
FEET

4.3 Massing and Building Design Concepts

In 2009, the Central Business District Rezoning process established height limits for the majority of the Planning Area, with Height, Density, Bulk and Tower Regulations adopted by the City on April 14, 2011. Allowable height areas under the existing Planning Code are shown in Figure 4-3. The height limits in the Lake Merritt Station Area were considered a placeholder with the understanding that the planning process would revisit and refine the initial height recommendations made as part of the 2009 process.

The planning process for revisiting heights in the the Lake Merritt Station Area has involved feedback from the CSG and TAC, as well as some initial feedback on heights and massing at the September 2011 Community Open House.

The height and massing concepts described below seek to balance the varied goals and preferences of the community and make trade-offs. Key themes related to height and massing include community character, compatibility with historic and natural resources, and accommodating high-density Transit Oriented Development.

HEIGHT AND MASSING CONCEPT

Massing regulations will seek to establish coherence in building massing; respect historic buildings and patterns of lot size and scale; be sensitive to existing buildings, and existing and new parks; and incorporate transitions between developments of differing scales. Height and massing will be regulated at two levels, as shown in Figure 4-4:

- ***Base height***: Base heights will be established that complement the existing context, and setbacks will be required above that base height to ensure the street perspective maintains a consistent character. Base heights will be specified as either 45 feet or 85 feet.
- ***Total Tower height***: A tower height above the base height will be allowed with massing regulations such as setbacks and tower length limits to ensure that a consistent character is maintained from the pedestrian perspective. This height is the maximum height allowed by right. Towers will be regulated by various guidelines and standards, outlined below.

Base heights are consistent with breaking points in cost of construction for different construction types. The 45-foot height limit is consistent with Type V construction (wood frame, with the lowest construction costs), and the 85-foot height limit allows for Type III modified, and Type I without life safety. The shift to Type I construction represents the greatest jump in construction costs. Above 85 feet, construction must be Type I with life safety, which is the most expensive construction type.

It is important to note that the initial massing strategy in the Emerging Plan (the predecessor to this Preferred Plan) included a third category for added height related to a Conditional Use Permit and provision of community benefits. However, the market feasibility analysis revealed that (at least in the short term) development is not likely to achieve heights sufficient

to effectively achieve community benefits. A revised strategy for achieving community benefits is addressed in Chapters 8 and 9.

Figure 4.3:
EXISTING HEIGHT AREAS

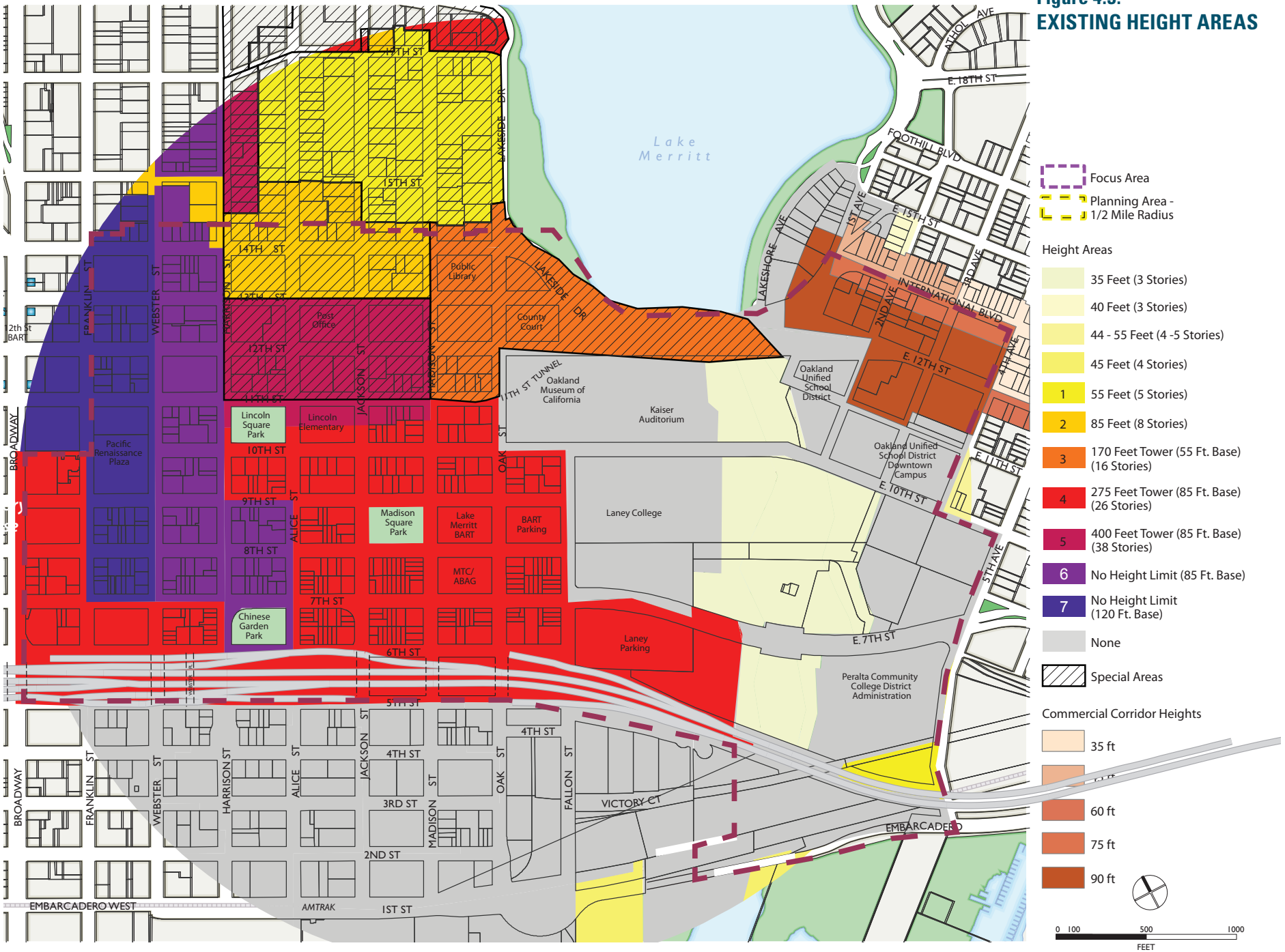
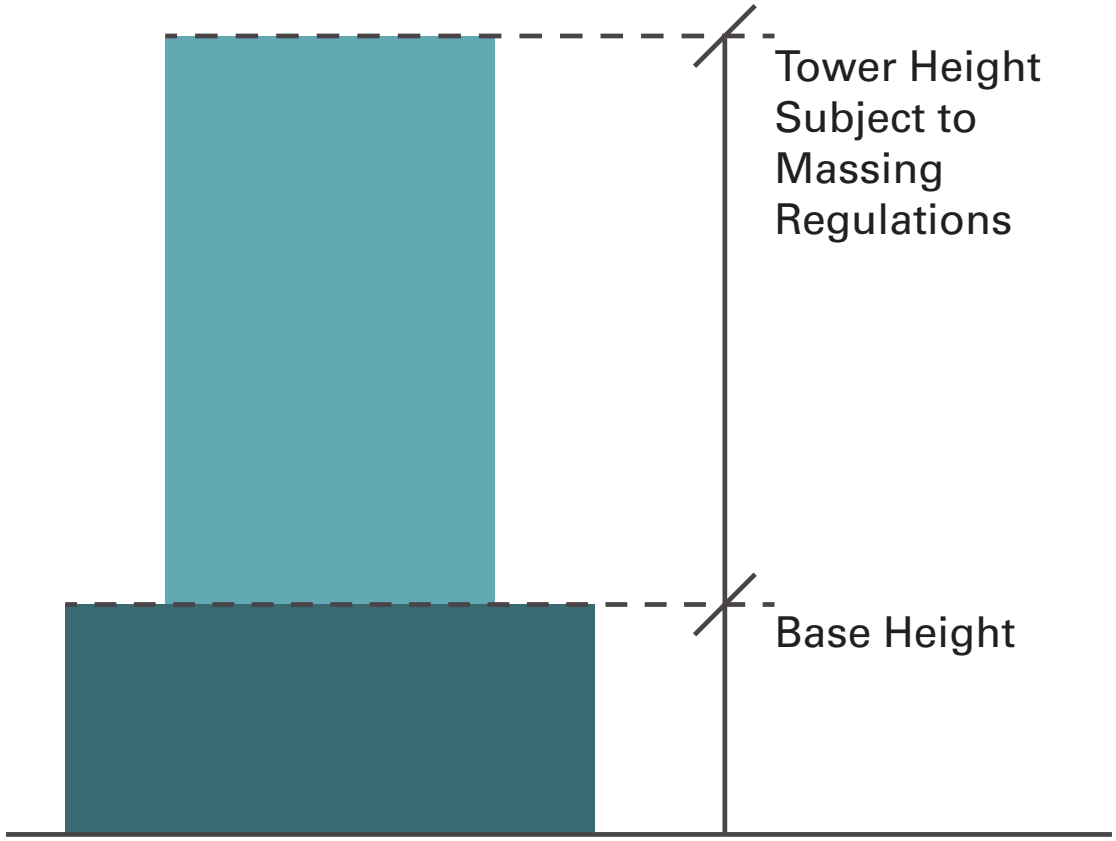


Figure 4.4:
MASSING CONCEPT



Height Considerations

Height limitations for each level (base and tower), are defined based on several considerations related to the existing context and the goals and vision of the project. Various factors considered in determining the area height limits are balanced to establish a vibrant, high density, transit oriented district. Key considerations include:

- Existing Height, Density, Bulk and Tower Regulations, as adopted by the City of Oakland April 14, 2011. Allowable height areas under the existing Planning Code are shown in Figure 4-3.
- Base heights in particular will consider:
  - Pedestrian experience.
  - Prevalent height of surrounding buildings which are not likely to change.
  - Community character and consistency with historic building heights and historic districts.
- Base and tower heights consider:
  - Block and lot sizes.
  - Location relative to Downtown (generally taller buildings).
  - Proximity to transit.
  - Location relative to Lake Merritt and the Lake Merritt Channel (generally lower buildings).
  - Adjacency to public open spaces, particularly in terms of ensuring access to sunlight and limiting shading on public spaces at high-use times of day.
  - Adjacency to I-880, where taller buildings might act as a buffer between the neighborhood and the highway.

Draft Heights Map

The draft height map for the Plan is shown in Figure 4-5. Base heights are either 45 feet or 85 feet, depending on the proximity to downtown and the existing context. 85-foot base heights are located closer to downtown and along Broadway (areas 2, 4, 6, 7, 7), and on the BART blocks. 45-foot base heights are located throughout the remaining area. Height Area 9, which encompasses educational and institutional uses, is the only area that allows towers and does not have a base height.

The proposed Height Areas are as follows.

Height Area 1

This Height Area has a total height limit of 45 feet. This area is located along 7th Street in order to preserve the most intact portions of the historic 7th Street/Harrison Square Residential District Area of Primary Importance (API). While pitched roofs are typical of the historic district, they are not required of new development. New buildings will have a compatible height of 45 feet, and will be subject to design guidelines that ensure compatible design.

This Height Area is also recommended for the area including the Fire Alarm Building adjacent to Lake Merritt, given its historic status, waterfront setting, and proximity to the County Courthouse, though Area 2 may also be considered for this site.

Height Area 2

This Height Area has a total height limit of 85 feet. This Height Area is located along the northern edge of 14th Street and is consistent with the existing Central Business District height map, which reflects the 2009 proposal vetted by the Gold Coast neighborhood to the north.

This Height Area is also recommended for the half block immediately south of Madison Square Park and the half block immediately south of the BART parking lot, though Height Area 1 may also be considered for these areas. This Height Area includes some fairly intact portions of the 7th Street API, but also acts as a transition between the API and the higher density development envisioned on the BART blocks and the MTC/ABAG block.

Height Area 3

This Height Area has a base height of 45 feet to reflect the existing neighborhood scale, and a total height limit of 175 feet. This Height Area steps down from Height Area 4 to transition to the smaller scaled East Lake neighborhood to the east.

Height Area 4

This Height Area has a base height of 45 feet to reflect the existing neighborhood scale, and a total height limit of 275 feet to accommodate high density and Transit Oriented Development. This Height Area is located throughout much of the Planning Area, including the Chinatown core, the area under the freeway, and the area just east of the Lake Merritt Channel which is envisioned as a gateway to the East Lake neighborhood.

Height Area 5

This Height Area has a base height of 85 feet and a total height limit of 175 feet. These height limits reflect the existing neighborhood scale and the transition to taller building base heights along 14th Street and leading to Downtown. The total height steps down from Height Areas to the west that link to Downtown Oakland.

Height Area 6

This Height Area encompasses the large educational/institutional areas with a total height limit of 275 feet, with no base height limitation. Note that this height limit on institutional areas represents a change from unlimited heights, but height limitations were determined to be desirable near the Lake Merritt channel.

Height Area 7

This Height Area has a base height of 85 feet and a total height limit of 275 feet. This Height Area is located as a transitional height area between the Chinatown Core and Broadway and I-880, and between 14th Street and Area 8 which transitions into the Downtown core.

Height Area 8

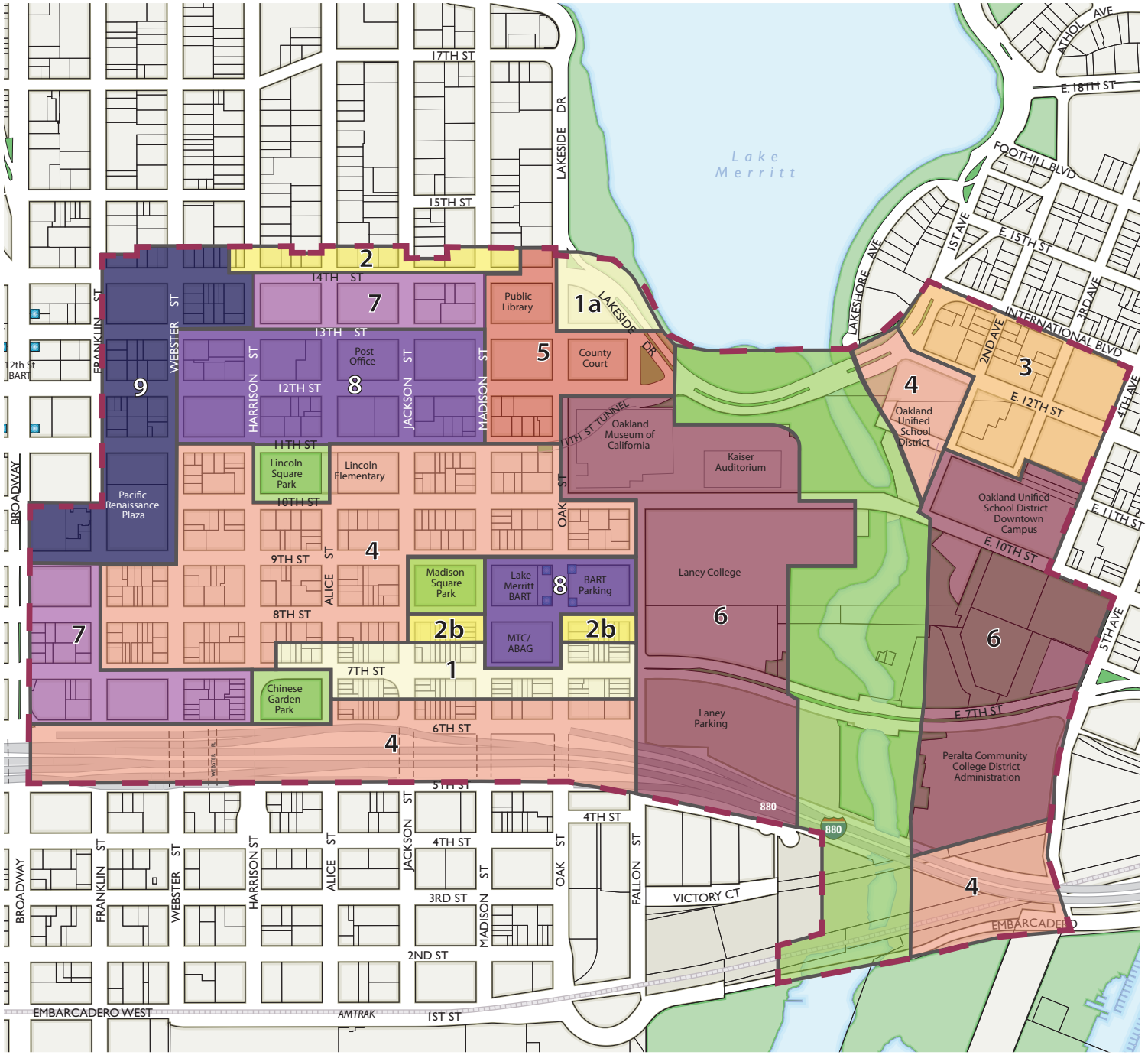
This Height Area has a base height of 85 feet and a total height limit of 400 feet. This Height Area is located on the BART/MTC/ABAG blocks and in the area bound by 11th, Webster, 13th, and Madison Streets. These Height Areas have substantial opportunities for high Density Transit Oriented Development.

While some CSG members indicated that a 45-foot base would be desirable along 11th Street, an 85-foot base is recommended to provide a better transition to the Downtown core. Design guidelines will also help to ensure that the buildings north of Lincoln Square Park are designed to complement the park.

Height Area 9

This Height Area accommodates the tallest buildings as the area nears on the core of Downtown Oakland. The base height in this area is 85 feet, with no total height limit.

Figure 4.5:
PROPOSED HEIGHT AREAS



1 — 45 Ft Total

Note: 1a should also be considered for Area 2.

2 — 85 Ft Total

Note: 2b should also be considered for Area 1.

3 — 45 Ft Base, 175 Ft Total

4 — 45 Ft Base, 275 Ft Total

5 — 85 Ft Base, 175 Ft Total

6 — 275 Ft Total

7 — 85 Ft Base, 275 Ft Total

8 — 85 Ft Base, 400 Ft Total

9 — 85 Ft Base, No height limit

Open Space

0 100 500 1000 FEET

INITIAL BUILDING STANDARDS AND GUIDELINES

The Draft Plan will include detailed policies, development standards, and design guidelines. These are regulations that ensure development contributes to an active, comfortable, safe, and an aesthetically pleasing public realm. Streetscape concepts are presented in Chapter 6. Development standards and design guidelines will provide specific guidance on achieving the following concepts in the built environment:

Tower Massing

These concepts aim to limit the impact of towers and ensure towers are well integrated into the existing neighborhood context.

- High-rise office, residential, and other towers should be set back from the base in order to minimize the casting of large shadows and reducing apparent bulk at lower floors. Where large floorplates are necessary on lower floors, middle and upper floors should taper, step back, or otherwise employ a substantial reduction in massing. Towers should generally follow guiding widths are coverage as outlined in the Existing Height, Density, Bulk and Tower Regulations, Table 17.58.04. These regulations may be refined in the Draft Plan as appropriate.
- Towers should be separated from each other to provide sunlight, air and views between them.
- High-rise massing should be divided to reduce overall bulk and step down towards lower adjacent structures.
- Cornice lines should be consistent where new buildings meet existing structures.
- Towers should be designed to minimize shadows on public parks and ensure access to sunlight at high-use times of day.
- Towers should enhance the City skyline without blocking significant views from other buildings.

Ground Floor Design

These concepts aim to ensure a high-quality pedestrian realm and vibrant and active streets.

- Large blank walls should be avoided.
- Design should include articulation in building facades.
- Primary building entrances should be clearly marked and face onto public streets.
- Corner buildings should have distinct architectural features and defined building entrances at the corner to animate the intersection and facilitate pedestrian flow.
- Building mass and surfaces should be articulated with three-dimensional elements that create a visual play of light and shadow and reduce the apparent bulk of buildings.
- Frequent entries and windows with visible activity should occur on all publicly exposed façades of commercial buildings. Entries should be designed so that they are

clearly defined and distinguishable as seen from the street by incorporating entry plazas, vertical massing, and architectural elements, such as awnings, or porticos.

- The ground floor of buildings identified for ground floor active uses should have visually permeable shop frontages with large windows.
- Commercial establishments should be designed to complement the pedestrian oriented nature of the neighborhood centers and the scale of the neighborhood.
- Ground floor height should be a minimum of 15 feet to ensure useful and consistent commercial storefronts.
- Parking should be designed so it does not impact building continuity. Parking should be located behind or in the interior of buildings, and curb cuts for accessing parking should be limited.

Design Compatibility

Design compatibility standards seek to ensure integration of new buildings into the existing character of the area, while allowing for more intense development and taller building heights. The initial standards focus both historic buildings and context, and cultural markers.

- New buildings should respond to the scale and placement of design features (such as cornice lines, colonnades, fenestration, materials) of earlier buildings adjacent to them.
- Ensure smooth transitions in building height. Smooth transitions can be achieved through various approaches depending on the specific location and context of development. Examples include:
  - Tall buildings stepping down adjacent to historic development.
  - Tall buildings stepping back adjacent to existing low-scale development such that the base building height is in the same range as adjacent development.
  - Use of cornice lines where new buildings meet existing structures to highlight the historic heights of the neighborhood.
- Retain and integrate historic and architecturally significant structures into larger projects, wherever feasible, with adaptive reuse.
- New development should be sensitive to the existing context of height, scale and use, particularly in terms of the pedestrian perspective and in terms of horizontal articulation (see policies on ground floor design).
- New buildings developed within historic districts should seek to contribute to the existing historic character.

Green Building

Green building focuses on a whole systems and environmentally beneficial approach to the siting, orientation, design, construction, operation, and demolition of buildings and landscapes. Benefits of green building include natural resource conservation, energy efficiency, improved health of employees and residents, and increased economic vitality. Green building techniques include:

- Siting buildings near transit.
- Avoiding development near sensitive habitats.
- Siting buildings to take advantage of passive heating and cooling methods.
- Reusing and/or remodeling existing buildings.
- Using recycled or sustainable products (such as renewable products) that preserve natural resources.
- Installing high efficiency building systems to reduce energy and water consumption.
- Using low Volatile Organic Compound (VOC) paints, adhesives, and sealants and formaldehyde free products to improve indoor air quality.

In 2005, the City adopted a civic green building ordinance requiring green performance in major civic projects, and in 2010, the City adopted a comprehensive green building ordinance for private development projects. In addition to Oakland's local green building ordinance, the State of California recently adopted the new Green Building Code known as CALGreen. Both the City's local ordinance and CALGreen are now in effect, and will apply to new development in the Planning Area. Detailed information on green building in the City of Oakland can be found at http://www2.oaklandnet.com/GreenBuilding/index.htm. Guidance related to CALGreen can be found at http://www.bsc.ca.gov/CALGreen/default.htm.

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5 Open Space and Recreational Facilities

Parks, public spaces and natural areas are important community assets for both social cohesion and interaction, and for physical health. Open spaces are even more essential in high intensity areas, such as the Planning Area, in order to provide a respite from the activity and noise associated with urban living.

5.1 Existing Open Space and Recreational Facilities

The Planning Area has 34 acres of public spaces that are designated as open space, including Lincoln Square Park, Madison Square Park, Harrison Square Park (Chinese Garden), Peralta Park, Lake Merritt Channel Park and a portion of Lakeside Park/Lake Merritt. These parks, along with a description of their open space zoning designation and their size, are listed in Table 5.1 below (see Figure 5.1 for a map). They are also described in more detail in the *Lake Merrit Station Area Existing Conditions Report.* The open space and recreational facilities in these parks are key assets in the Planning Area and important contributors to quality of life in this dense urban neighborhood. In addition to serving residents and workers these spaces draw users from throughout the city and the region, because of high quality programming, Chinatown's role as a center for Asian culture, and their linkage to regional open space systems.

Table 5.1 does not include the other public spaces that are not specifically zoned as open space, including the BART plaza and courtyards at Laney College; additional public spaces that have some access limitations include the playing fields of Laney College and the gardens in the Oakland Museum of California. These are also valuable public space resources within the Planning Area. The bustling sidewalks in the Planning Area also serve as important public spaces for informal social gatherings and interaction.

Nearby designated open space areas, just beyond a ½ mile radius from the Lake Merritt BART Station, include the Estuary Waterfront Park and the Bay Trail, Clinton Park in Eastlake, Athol Plaza on East 18th Street and the pathways and parks associated with Lake Merritt.

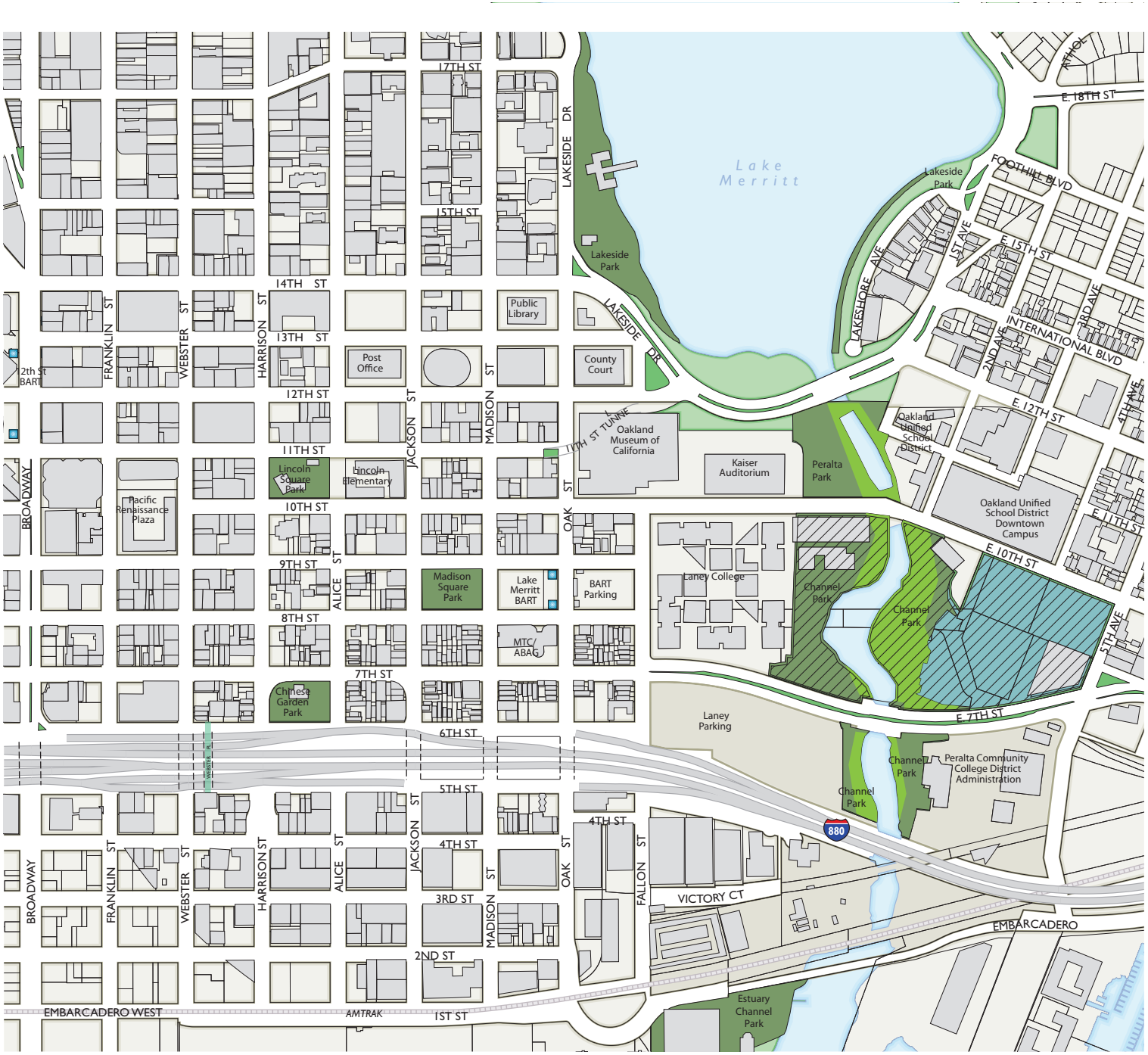
Table 5-1: Existing Land Zoned as Open Space in the Planning Area[1]

Name	*Zoning*	*Definition1*	*Acreage[2]*
Chinese Garden Park (Harrison Square)	Special Use Park	Areas for single purpose activities, or historic or aesthetic sites	1.3
Madison Square Park	Special Use Park	Areas for single purpose activities, or historic or aesthetic sites	1.4
Lincoln Square Park	Neighborhood Park	Located in a residential area; located adjacent to elementary schools	1.4
Lakeside Park (Lake Merritt)3	Region-Serving Park	Large recreation areas with diverse natural and man-made features	6.5
Estuary Channel Park	Region-Serving Park	Large recreation areas with diverse natural and man-made features	5.1
Peralta Park4	Linear Park	Provides linear access to a natural feature such as a creek or shoreline	2.9
Channel Park5	Linear Park	Provides linear access to a natural feature such as a creek or shoreline	8.6
	Resource Conservation Areas	Purpose is to protect the natural environment; Resource Conservation Areas are areas zoned OS (RCA) within existing Peralta and Channel Parks, along the east bank of the channel.	7.4
Total Existing Acreage			**34.6**

1. Open Space Conservation and Recreation Element (OSCAR) of Oakland General Plan, pg. 4-5.
2. Only includes land specifically zoned as open space.
3. Acreage only includes land within the Planning Area and excludes the water body.
4. Acreage does not include water, or land zoned as "resource conservation area"
5. Channel Park is from East 10th Street east, to I-880. Acreage does not include water, or land zoned as "resource conservation area."

Source: City of Oakland Parks Shapefile, clipped to 1/2 mile radius around Lake Merritt BART, and excluding water.

Figure 5.1:
PUBLIC PARKS AND PUBLIC OPEN SPACES



- Existing Parks
- Future Parks
- Resource Conservation Areas
- Laney Recreational Area
- Public Open Space Owned by Peralta

5.2 Community Needs Assessment

There have been a number of opportunities for the public to convey its suggestions for open space and recreation improvements as part of the Area Plan process. A summary of this feedback, below, serves as a tool to understand the parks, recreation and community amenities needs of those who live, work, own businesses, or visit the Station Area.

COMMUNITY ENGAGEMENT PROCESS SURVEY

In 2009, as part of the Lake Merritt Station Area Plan's Community Engagement Process, a survey was conducted of approximately 1,500 residents, visitors, business owners and Laney College students. The answers to the survey questions about parks and open space show a strong desire of the public for improved facilities and opportunities for new activities and recreation in the area.

A summary of the results shows that:

- Those who live in the study area, children[1], and seniors[2] ranked "parks and recreation centers" the number one aspect (out of eighteen other criteria) making the area a healthy place to live, work and do business.
- Children and seniors ranked "Insufficient parks and recreation centers" number 4 (out of sixteen other criteria) for the aspect that makes the area an unhealthy place to live, work and do business.
- "Access to parks and open space" was ranked number three (of ten criteria) by visitors and children; and all respondents (residents, business owners, employees, Laney Students and BART patrons) ranked it in the top five of the areas "urgent needs."
- When asked what the most urgent needs were for parks and open space, residents, business owners and visitors ranked "athletic fields/tai chi areas" as the number one need, while employees in the area, and BART patrons said "neighborhood parks (trees, meadows, surfaced creeks)" was the number one urgent need.

LAKE MERRITT STATION AREA PLAN PROCESS

Public input during Lake Merritt Station Area Planning process (including at workshops and open houses, and also at community stakeholder group meetings) has indicated that community members would like to have improved park and open space access. However, feedback did not produce a consensus about community desires for improving open spaces in the Plan Area, nor for the method by which new parks land can be acquired. Of the community comments, some asserted:

[1] Children were defined as those under 17 years old.

[2] Seniors were defined as those between 65-74 years old.

- Madison Square Park should be remain primarily as open space, without a new community center
- The Plan should include creative strategies for improving current recreation opportunities and creating new parks and open spaces.
- In Chinatown, service providers are constrained for recreational facilities.
- There is an unmet need for youth recreation.

LEVEL OF SERVICE STANDARDS FOR PARKS AND OPEN SPACE

The City of Oakland has a citywide level of service standard of four (4) acres of local-serving parks per 1,000 residents.[3]. The *Station Area Plan* considers this target, and will attempt to address the open space and recreation needs of current residents, and the expected new residents in the years to come.

However, the Plan Area must share limited resources with other neighborhoods in City of Oakland, with their own parks deficiencies. For example, the OSCAR notes that "the greatest (parks and open space) deficiencies are in Fruitvale and Central East Oakland."[4] These existing deficiencies in other neighborhoods in the City affect the Plan Area: many users of the Recreation Center are from Central and East Oakland/Fruitvale, as the City learned during the focus group and stakeholder interviews, so residents of those neighborhoods, if they were better-served in local facilities, might not need to travel to the Plan Area for recreational purposes alone.

5.3 Implementation Strategies

As new development takes place and the residential population increases, improved access, maintenance, and usability of existing parks, as well as development of new parks, will be essential to ensure a high quality of life in this increasingly dense urban setting.

A main objective of the OSCAR, which still remains City policy, is reducing deficiencies in parks acreage and recreational facilities in the most equitable, cost effective way possible.[5] The general strategy of the Area Plan is to continue to implement that objective, first by making the most out of existing spaces; secondly, by partnering with the Oakland Unified School district and other schools, and third, by expanding the amount of new parks acreage and recreation facilities.

OPEN SPACE ZONING

Parks, open space, and land used for recreation are regulated by the Oakland Planning Code, specifically, the Open Space Zone. The Planning Code regulates activities which take place in

[3] OSCAR, pages 4-9 and following, and Table 15, page 4-40.

[4] OSCAR, page 4-10.

[5] OSCAR, Objective REC-3: Parkland and Park Facility Deficiencies, pg. 4-39.

parks, and some activities require a permit process, with review by the Parks and Recreation Advisory Commission (PRAC) before they operate in an area zoned for Open Space. For example, to put a new community garden, or a new tot lot in a park requires a Conditional Use Permit (CUP); a full service restaurant in a park also requires a CUP. This means that some activities to improve parks may require a CUP application --payment of the fees, presentations at public hearings, and the time needed for staff review of the proposal. Also, some activities are outright prohibited, depending on the type of open space zoning.

MAINTAIN AND ENHANCE EXISTING SPACES

These sections describes Plan recommendations for how to make the most out of existing open space and recreational facilities in the Planning Area, including ideas for improved access, expanded programming or physical improvements.

Lake Merritt and Lake Merritt Channel

Lake Merritt, the Estuary Waterfront, Peralta Park and Lake Merritt Channel Park provide additional open space and recreation opportunities in the Plan area. Completing improvements along the channel to the Estuary is a priority of the *Lake Merritt Master Plan*, and the *Estuary Policy Plan*. Access to these parks is currently constrained from the Planning Area due to visual and physical obstacles, as well as perceived distance from the current center of commercial and residential activity. An important strategy in the *Station Area Plan* will be to improve the accessibility of these resources, through targeted streetscape improvements, (as outlined in Chapter 6), thereby improving walkability and visibility of these areas. This will implement the *Estuary Policy Plan*, which calls for linking the Estuary to Lake Merritt by enhancing the Lake Merritt Channel.[6] The *Station Area Plan's* recommendations for new land use development (outlined in Chapter 4) will help to extend the commercial and residential activity closer to the parks. In addition, Measure DD improvements currently underway will improve access to these assets.[7]

Measure DD improvements include:

- 12th Street Redesign and creation of a *new*, four acre park on the southern edge of Lake Merritt, in the Planning Area.
- 10th Street Bridge (Clear Span Bridge, removing culverts to allow waterflow).
- 7th Street Flood Control Pump Station.
- Lake Merritt water quality improvements and amenities renovations.

6 See, specifically, actions "OAK-3.1: Create a system of public open spaces that connects Lake Merritt Channel to the Estuary" and "OAK-3.2: Work with public agencies in the area to extend the open space system inland from the Channel."

7 Measure DD was passed by Oakland voters in 2002, allowing the City to generate $198 million in bond financing to develop parks, trails, bridges, recreation facilities, historic building renovations, land acquisition and creek restoration.

Lincoln Square Park

Lincoln Square Park is heavily used by hundreds of people during the day and evening. Community members want to maintain the uses and activities at this location and ensure continued maintenance as the neighborhood continues to grow. The OSCAR states: "This urban space is the most popular park in Chinatown and receives very heavy use." A recent focus group by the City's Office of Parks and Recreation revealed users wanted more trees and greenery, shading, a computer lab with updated equipment in the Recreation Center, and a "multi-level building with full sports/fitness facilities."

Since the publication of the *Lake Merritt Station Area Plan Existing Conditions Report*, some improvements have been made to Lincoln Recreation Center to expand the amount of land dedicated to recreational use. This summer (2011), construction was completed on the transformation of a surface parking lot between Lincoln Elementary and the Recreation Center into additional recreational area with four-square courts, artificial turf areas for playing, and perimeter landscaping to enhance the look and feel of the park.

Additionally, the City has placed the expansion of the Lincoln Square Recreation Center, and improvements to the Park on the 2009-2011 Capital Improvement Projects list. The City has also applied for California State Proposition 84 funds for the same Park improvements and the on-site expansion of the Lincoln Square Recreation Center; decisions on Prop. 84 are expected from the state in spring, 2012.[8]

Making improvements to the Planning Area's other parks will provide alternative recreation resources and relieve overcrowding.

8 The proposed expansion will add an approximately 6400 s. f. new two-story addition to the recreation center, to serve the community of Chinatown and nearby residents. In addition, the park improvements will create additional greenery spaces, outdoor deck area, enhance lighting for evening activities, improve pedestrian pathway and access, and address storm-water treatment using bio-swale filtration and landscaped retention area.

Harrison Square Park (Chinese Garden)

Chinese Garden Park provides important cultural amenities, senior center programming9, and a community garden that is well used by residents in the Planning Area. However, access is constrained and safety a concern given the high volumes of traffic and vehicle speeds on surrounding streets, especially 7th Street. The OSCAR notes, "a Chinese Community Center was recently constructed in this historic park, dramatically changing its character. Access improvements across 7th Street are now needed to ensure pedestrian safety and the usefulness of the Park." The current route from Alameda to I-880 utilizes the portion of 7th Street bordering this park, along with other city streets, as a part of the highway approach.

Madison Square Park

Madison Square Park has been identified by the community as a key asset that is vital to the physical and mental health of the community, particularly for the Tai Chi community. It has also been identified as a public space that could use significant improvements. Issues currently limiting use of the park include inadequate lighting and feeling unsafe.

As part of the Lake Merritt Station Area Plan process, community members have suggested improvements that would increase use of the park, and potentially bring more people in to use the park at all times of the day:

- New exercise equipment for adults, play structures for kids, community garden, gaming tables; memorial or cultural structures.
- Additional amenities: seating, public restrooms, trash cans, shade and shelter.
- Provide new programming: multipurpose, multigenerational, multicultural; festivals, exercise classes.
- Regulate use and open hours: encourage people to clean up after pets by posting ordinance and fine information. Deter homeless by instituting and posting hours of operation.
- "Activate" the park: vendors, food services, music and performance; day and evening activities;

- Improve linkages: Connect to Lincoln Square Park and other parks in the planning area through physical routes and shared programming to create a network of open spaces.
- To improve visibility into the park (and thus improve safety), remove visual barriers, such as the landscape berms along 8th and 9th Streets and the perimeter wall along Jackson Street.

During initial stages of the planning process, some stakeholders had also expressed the desire to see a community center or senior center here, but since then, community feedback has been overwhelmingly in favor of preserving as much open space (free of permanent structures) as possible in the park.

JOINT USE AGREEMENTS

The OSCAR recognizes that schoolyards are an underutilized open space resource and it directs the City to work collaboratively with Oakland Unified School District (OUSD) to make schoolyards more accessible and attractive.[10] The current joint use agreement between the City of Oakland's Lincoln Recreation Center and OUSD's Lincoln Elementary is a very successful model for making existing schoolyard facilities more accessible to the larger community.

The following are potential additional opportunities for joint use agreements with other public entities that have recreational facilities in the Plan Area:

- The Oakland Unified School District "La Escuelita Education Complex" at Second Avenue and East 10th Street, on the southeast corner of Lake Merritt. This 5.5 acre development, under construction in 2011, will add new schools, a public playing field and basketball courts.
- Laney College's sports fields at Third Avenue and East 10th Street include baseball, football and track and field facilities, along with a swimming pool. While class registration fees are very affordable and Laney has special programs to increase access to its swimming pool, in particular, general public access to these facilities is somewhat limited to Laney students.

NEW OPEN SPACES AND RECREATIONAL FACILITIES

The Preferred Plan also includes recommendations for new parks and open spaces.

Required as Part of New Development

The Preferred Plan recommends that all new development over half a block in size be required to either provide on-site open space or pay in-lieu fees equivalent to having provided that space. However, this requirement would not apply to individual, smaller parcels. The Preferred Plan is recommending that larger new development provide ten (10) percent of lot

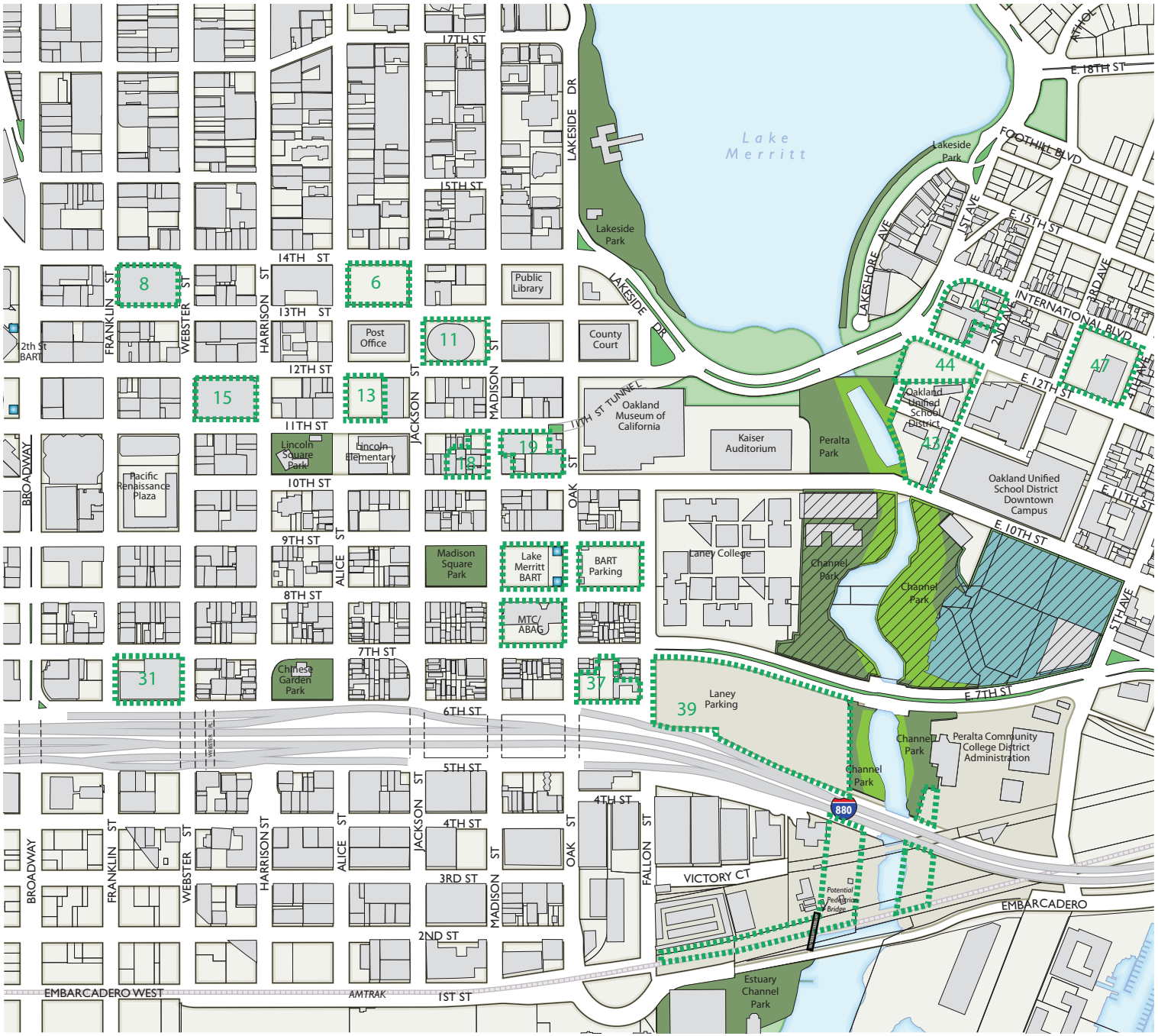
[10] OSCAR Policy OS 2.2

area to publically-accessible open space[11]. Sites that are over half a block (around 0.7 acres) are identified in Figure 5-2. To meet community benefit obligations (see Chapters 8 and 9), there will be an additional contribution of either: five (5) percent of the lot area for publically-accessible open space, or a contribution to an in-lieu fee. There will be design guidelines written for the Station Area Plan which will address the location, placement and usability of this new open space.

The Station Area Plan acknowledges that different types of open space and recreational facilities are needed to meet the various needs of present and future residents, workers and visitors. Therefore, different types of development that serve different types of users may have different requirements. For example, new office buildings could be required to provide on-site pocket-parks with landscaping while new residential development might be required to provide in lieu fees for an off-site athletic facility, based on the different needs of office workers compared to residents. Requirements may also be different for private landowners, compared to public landowners that are in the business of providing services to the public.

[11] Earlier iterations of this plan had a higher percentage of publically accessible open space.

Figure 5.2:
POTENTIAL SITES FOR 10% - 15% PUBLIC OPEN SPACE CONTRIBUTION



- Existing Parks
- Future Parks
- Resource Conservation Areas
- Laney Recreational Area
- Public Open Space Owned by Peralta
- Potential Site for 10-15% Open Space Contribution (site over 1/2 block or 0.7 acres)

0 100 500 1000
FEET

Innovative Park Typologies

In addition, the Preferred Plan also encourages innovative and lower-cost ideas to expand open space availability:

- Parklets – These are the temporary use of space in the public right-of-way (such as curbside parking spaces), for public uses such as seating, passive recreation, or landscaping. In the fall of 2011, the City of Oakland started a pilot program to encourage the development of up to eight "parklets" on commercial streets.

San Francisco parklet

- Temporary street closures – Festivals or regular events like farmers markets or night markets can convert street space into a recreational space. Fallon Street (with the potential improvements described in Chapter 6) and some of the low-traffic side-street blocks in the heart of Chinatown would be good locations for these types of activity.

Night market

Street Fair

Lake Merritt Improvements

The Preferred Plan recommends a new greenway or linear park along the east side of the Lake Merritt Channel. Measure DD improvements will already create a pedestrian and bicycle pathway between Lake Merritt, the Estuary waterfront, and the Bay Trail along the east side, but the Preferred Plan recommends creating new open space if the public properties along this edge redevelop.

As noted on page 5 of this chapter, Measure DD is creating a new four-acre park along the northern edge of the Planning Area, along with other significant open space improvements.

5.4 Park Guidelines

Along with the amount of parkland, the quality and accessibility of park and open spaces are important elements to ensuring a healthy community and a network of open spaces. Public spaces should be distributed throughout the Planning Area so that they are accessible to all users. As will be described further in *Chapter 6: Streetscape Character* and *Chapter 7: Circulation, Access, and Parking,* overall walkability and pedestrian safety in the Planning Area are expected to improve through implementation of the Station Area Plan. Adequate sidewalks, safe crossings, and active streetscapes aim to encourage walking to parks and other public spaces. The City has a number of objectives, policies and actions in place to govern the creation of new parks (see "Existing Policies" below); in addition there are a number of best practices which the Lake Merritt Station Area Plan can promote for the construction of new parks.

EXISTING POLICIES

The Oakland General Plan guides the creation of new parkland and recreation areas in the City. The *Station Area Plan* will, to the extent feasible, implement the objectives and policies from the *Open Space Conservation and Recreation Element (OSCAR, 1996)*, and the *Estuary Plan (1999)*. Selections of these are:

OSCAR objective REC-2: Park Design and Compatibility of Uses

- REC 2.2: Conflicts between park uses: "site park activities and facilities in a manner which minimized conflict between park users."
- REC-2.3: Environmentally sensitive design: "Protect natural areas within parks."
- REC-2.4: Off-site conflicts: "Manage park facilities and activities in a manner which minimizes negative impacts on adjacent residential, commercial or industrial areas."
- REC-2.5: Park Visibility: "Plan and design parks in a way which maximizes their visibility, while minimizing conflicts between pedestrians, bicyclists and automobiles."
- REC-2.6: Historic Park Features (applicable to Lincoln Square): "Respect historic park features when designing park improvements or programming new park activities."

Oakland Estuary Policy Plan

- Objective SA-2: Punctuate the shoreline promenade with a series of parks and larger open spaces: "Expand Estuary Park."
- Objective SA-5: Enhance natural areas along the shoreline: "There are significant opportunities along the Estuary shoreline and Lake Merritt Channel to enhance remnant tidal marshes and other natural areas." Some of this is part of the current Measure DD projects, such as a new tidal wetland being created between 10th and 12th Street on the west side of the Channel.
- OAK-2.1: Expand Estuary Park. Encourage aquatic sports within the mouth of Lake Merritt Channel.
- OAK-2.2: Create a major new park on the east side of the mouth of the Lake Merritt Channel, at the Estuary.
- POLICY OAK-3: Link the Estuary to Lake Merritt by enhancing the Lake Merritt Channel.
- OAK-3.1: Create a system of public open spaces that connects Lake Merritt Channel to the Estuary.
- OAK-3.2: Work with public agencies in the area to extend the open space system inland from the Channel. (Such as the new four acre park being built as part of the 12th Street reconstruction).

PARK REQUIREMENTS AND GUIDELINES

As part of the Station Area Plan process, the Oakland Planning Code will be amended to write new zoning designations for the Plan Area. This will be an opportunity to include updated park standards to apply to parks and open space in the Planning Area. For example, to meet the goals of the Preferred Plan, revised parks zoning in the Plan Area could relax the current requirement of a Conditional Use Permit for improvements, such as community gardens or tot lots. In addition, policies will be developed that reflect the following best practices and shoreline guidelines.

Best Practices

Other suggestions and guidelines to create and maintain high-quality public spaces include:

- ***Site parks to maximize sun access and minimize wind and shadows***. Locate open space along the east, west, or south side of blocks to maximize exposure to the sun, especially from the southeast, while protecting from wind. Tall buildings should be slender in order to minimize the casting of large shadows; middle and upper stories should taper or step back, as outlined in Chapter 4.
- ***Maximize visibility from the street***. Design open space to be physically and visually accessible from the street and designed for public use (e.g. highlight views of the park, install signage, etc.). Design open space that fronts the sidewalk to be primarily open and free of walls or other obstructions (not including trees, lights, and steps). Use landscaping strategically to identify pedestrian entrances and articulate edges for plazas and courtyards.
- ***Facilitate maintenance and maximize sustainability.*** Facilities in the Plan Area are well-used, and require regular maintenance. "Sustainability" includes low-maintenance landscape materials that are climate appropriate, drought-resistant, and require minimal irrigation (See Alameda County's Bay-Friendly Landscaping guidelines). Use of high-quality, durable materials are cost-effective in the long-term. To the extent feasible, standardize park amenities (e.g. benches and trash cans), and incorporate technology (e.g. solar trash compactors, moisture-sensing sprinklers) to minimize costs and make maintenance and repairs more efficient.
- ***Design culturally appropriate amenities and programs.*** Provide public art, and programming that reflect the culture of the community (e.g. inter-generational and multi-cultural activities). Provide amenities and programs for a variety of users (e.g. seniors, children, and teenagers) at different times of day and evening.
- ***Maximize comfort.*** Ensure that parks are clean and well-maintained. Provide ample seating, which can be comprised of benches, seating walls, and moveable seating. Provide trees, landscaping, shaded and sheltered areas, in addition to areas with full sun access.
- ***Design for active and passive use.*** Encourage a variety of activities, programs, and events in open spaces to promote active uses, such as kiosks for private businesses and food vendors. Also, provide opportunities for quiet passive recreation.

Shoreline guidelines

The following shoreline design guidelines will help ensure that new open spaces along the Lake Merritt Channel are publicly accessible:[12]

- Ensure safety and security.
- Design for a wide range of users and relate to adjacent uses.
- Design, build, and maintain in a manner that indicates the public character of the space.
- Provide public amenities, such as trails, benches, play opportunities, trash containers, drinking fountains, lighting and restrooms that are designed for different ages, interests and physical abilities.
- Maintain and enhance the visual quality of the shoreline and adjacent developments by providing visual interest and architectural variety in massing and height to new buildings along the shoreline.
- Ensure that new public access areas are clearly connected to public rights-of-way, such as streets and sidewalks, are served by public transit, and are connected to adjacent public access or recreation areas.
- Employ appropriate siting, design and management strategies (such as buffers or use restrictions) to reduce or prevent adverse human and wildlife interactions.
- Balance the needs of wildlife and people on an area wide scale, where possible.

[12] San Francisco Bay Conservation and Development Commission, "Shoreline Spaces: Public Access Design Guidelines for the San Francisco Bay, April 2005.