

8 Community Resources

Community resources, including cultural and historic resources, schools, health, and affordable housing, are key components to a vibrant and complete neighborhood. Parks and open space are discussed in Chapter 5.

8.1 Cultural Resources

The Station Area Plan will seek to preserve and enhance the Planning Area's numerous cultural resources. This section discusses the impact of future development on the cultural resources, practices, use of space, and events; and also discusses areas in which the Plan could enhance these resources. Recommendations in this section for enhancing and highlighting cultural resources will be further developed into policies and design standards in the Draft Station Area Plan, and Section 8.5 (below) outlines an initial community benefits.

URBAN DESIGN AND CONNECTIONS TO CULTURAL RESOURCES

The Preferred Plan recognizes the importance of enhancing and improving connections between the Planning Area's cultural resources. Potential catalyst projects include the installation of wayfinding signage, lighting, and streetscape elements on Fallon, 8th, and 9th Streets, which would improve connections between Laney College, Chinatown, Lake Merritt BART Station, the Oakland Museum, and Kaiser Auditorium. Urban design strategies should help to knit institutions—like the Museum, the College, and the Main Public Library—into a vibrant and coherent district.

Improving the pedestrian experience in the Chinatown commercial core is important to the Preferred Plan's goal of preserving and enhancing the neighborhood's vibrant culture. Transportation improvements, such as corner bulb-outs and traffic calming measures along 7th Street, should be addressed to promote pedestrian access, as outlined in Chapter 6, and safety to Harrison Square (Chinese Garden Park). A key factor in improving access to Harrison Square will be calming traffic accessing I-880 from the Alameda tubes; a separate study addressing this topic is underway by the Alameda County Transportation Commission. Improvements should also address pedestrian connections and improved access to the Chinatown Core from the Lake Merritt BART Station, Jack London Square, and parking areas under and beyond I-880.

Area-wide streetscape improvements, particularly along 8th and 9th Streets, - such as strategic sidewalk widening, cultural markers, and increased pedestrian-scaled lighting - should be further explored to enhance pedestrian access, safety, and experience along these cultural

spines, which have heavy pedestrian activity, transparent/active storefronts, and a concentration of compatible land uses within walking distance. See Chapter 6 for the initial streetscape design concepts for these streets.

Future ground-floor development and land-uses along these spines should be consistent with the existing urban design pattern and character to promote cultural vibrancy. Particularly along 8th Street in the Chinatown commercial core, the Preferred Plan encourages street and sidewalk improvements and regulations that strike a balance between pedestrian circulation, sidewalk vending, and loading/unloading of goods. Strategies such as delineating a clear pedestrian path and defining sidewalk obstruction limits for merchants should be further explored (see Chapter 7). A good balance is critical as these elements together contribute to preserving and promoting the area's unique cultural identity. Detailed standards related to maintaining compatibility with the existing urban design pattern and character as well as streetscape design standards will be developed in greater detail in the Draft Station Area Plan.

STREETFEST AND LUNAR NEW YEAR BAZAAR

Future development in the study area and particularly in the Chinatown commercial core must minimize negative impact on both of the community's annual street festivals which help identify the area as a major regional destination. Streetfest occurs in the Chinatown commercial core, between 9th Street, Broadway, Harrison Street, and 8th Street and usually includes three performance stages. The event runs Saturday and Sunday on the last weekend of August, with estimates of up to 90,000 visitors attending.¹ The Lunar New Year Bazaar takes place over a few blocks including 8th and 9th streets between Webster and Franklin Streets in January/February each year.

Transportation improvements in the Preferred Plan, such as sidewalk widening, lane reductions, two-way conversions, parking access, and bike lanes, should take into account their impact on street closures and circulation during these annual popular events, and efforts should be made to enhance these cultural activities in terms of access and traffic flow.

NIGHT MARKETS/ OTHER FESTIVALS

Future development and transportation and parking improvements should also take into consideration outdoor seasonal festivals which may involve street closures, such as the Obon Festival by the Buddhist Church of Oakland, the summer Night Market in the Chinatown commercial core, and future festivals/markets held by other cultural institutions. As discussed elsewhere in the Preferred Plan, Fallon Street between 8th and 9th Streets is proposed to be designed as a "festival street." Where possible, the Preferred Plan will identify additional outdoor market opportunities, such as the possibility of utilizing the edges or interior of Madison Square Park for such events.

LANGUAGE ACCESS IN WAYFINDING SIGNAGE

Language access in public signage is an important cultural service for existing and emerging immigrant populations in the Chinatown commercial core and BART blocks. New street and

¹ Ong, Jennie, Chinatown Chamber of Commerce, September, 2011.

sidewalk improvements in these subareas will maintain the bilingual wayfinding signage currently visible and consistent in the neighborhood.

EMERGING DEMOGRAPHICS AND CULTURAL NEED

The existing Asian Branch Library in the Chinatown Core is an important cultural resource in the Planning Area, heavily serving an existing and emerging immigrant population in the area and region. The Asian Branch Library is the second-busiest branch in the system after the Main Library. It had 389,000 visitors in 2009 and 340,000 visitors in 2010, with the drop attributed to reduced hours as a result of budget cuts. In 2010, it circulated 316,000 books representing 13 percent of all books checked out in the system that year. The collections represent eight different Asian languages including Chinese, Japanese, Tagalog, Thai, Cambodian, Vietnamese, Korean, and Laotian, in addition to English language books. Library staff are multilingual.²

With the Preferred Plan's projected increase in the number of residents living in the area, this library branch, as well as many of the other cultural resources and service providers (see page 8-4 of the Existing Conditions and Key Issues Report for a detailed list), could potentially be overburdened with a cultural diversity of new residents requiring language access and unique services. Future land-use and development scenarios should include adequate community facilities based on a comprehensive analyses of the social and cultural impact of current demographics and future growth in the Planning Area.

Community facilities could include support for additional multilingual and cultural community centers and/or support for the library. Additional community facilities are a community benefit that the Plan will seek to include. A key strategy will be to establish joint-use arrangements with Laney College and OUSD (see Chapter 5: Parks for more detail on this), and partnerships with new development to include needed community facilities. Section 8.5 includes an initial approach to achieving community benefits in the Planning Area, including additional community facilities.

EXERCISE AND CULTURAL ACTIVITIES AT MADISON SQUARE PARK

As referenced in the Existing Conditions and Key Issues Report, Madison Square Park is the current site for numerous martial arts and exercise activities performed by hundreds of adults and senior citizens. This activity has made Madison Square Park a cultural gathering space and regional destination.

The Preferred Plan recommends improvements to Madison Square Park, such as adding shelter, seating, modernized play/exercise structures, a park maintenance facility, and permanent restrooms. The idea of creating a possible community center with a minimal footprint on the Park will require further public discussion.

² Cheung, Janet, Asian Branch Library manager, September, 2011.

Every effort should be made for nearby development to enhance and further activate the current cultural activities at Madison Square Park with compatible land-uses at the ground level, such as cafes, restaurants, a community center, and public restrooms.

INFORMAL CULTURAL ACTIVITY AND SEATING IN PUBLIC SPACE

As described in the Existing Conditions and Key Issues Report, social gatherings (i.e., board games, meetings) often occur at informal public spaces (i.e. outside cafes, along circulation paths and edges, at stairwells) in the Chinatown Core and BART blocks, and there is a need for more shaded public seating. Future land-use scenarios and streetscape/open space design in the Preferred Plan, in particular along 8th and 9th Streets, will recognize and enhance these informal cultural activities and gathering opportunities, which contribute the area's vibrancy and safety with increased "eyes on the street." Park and streetscape standards in the Draft Station Area Plan will identify potential locations for informal gathering places and provision of amenities that facilitate use of the public realm. See Chapter 5 for more detail on public open spaces.

8.2 Historic Resources

The Lake Merritt Station Area has a rich history that is reflected in many of its older buildings and parks. As noted in the *Historic Preservation Element (HPE)* of City of Oakland's *General Plan*, the preservation and enhancement of these historic resources could significantly contribute to the area's economy, affordable housing stock, overall image and quality of life. The Preferred Plan seeks to maximize the land use and development opportunities created through preservation and restoration of historic buildings.

EXISTING HISTORIC RESOURCES

As described in the Lake Merritt Station Area Plan's *Existing Conditions and Key Issues Report*, the Planning Area has many historic resources, including individual structures and historic districts that incorporate a cluster of structures with similar character and may encompass multiple city blocks. Historic resources in the Planning Area are shown on Figure 8-1.

The Planning Area's historic buildings range from those of highest ("A" rating) and major ("B" rating) importance to those of secondary and minor importance ("C" and "D" ratings). Eight buildings or places in the Planning Area have Landmark status, Oakland's highest level of recognition of historic significance: Kaiser Convention Center, Lincoln Square, Hotel Oakland, the Main Post Office, the Oakland Museum of California, 801-833 Harrison Street (the former Hebern Electrical Code Co. Building), the Chinese Presbyterian Church and the recently landmarked Buddhist Church of Oakland.

Eight Areas of Primary Importance, or API (historic districts that appear eligible for the National Register of Historic Places), are within or partially within the Planning Area. They range in size from two parcels to multiple blocks and over 100 parcels. They are the Chinatown Commercial District, 7th Street/Harrison Square Residential District, King Block, Real Estate Union Houses, Lakeside Apartment District, Downtown District, and Lake Merritt District. There are also several Areas of Secondary Importance, or ASI (locally significant historic districts that do not appear eligible for the National Register of Historic Places).

HISTORIC PRESERVATION STRATEGIES

The Preferred Plan aims to protect the value of historic resources, in order to create an interesting and fine-grained urban fabric that could help preserve character, sense of place and history, and provide great visual interest. In addition to the strategies described below, streetscaping improvements (including lighting, wider sidewalks, tree plantings, as described in Chapter 6) could also enhance the overall character of historic districts.

Protecting Historic Resources

Here are some strategies for protecting individual historic resources:

- ***Residential Façade Program.*** The City has an existing program in the Central City East Redevelopment Area that offers assistance (via Housing and Redevelopment funds) to homeowners to make improvements to their homes. Even relatively small investments, such as painting, can dramatically improve the lifespan and physical appearance of a building. This program could be expanded to the Central District Redevelopment Area (thus encompassing the entire Planning Area).
- ***Mills Act.*** This is a City program that offers potential property tax reductions in exchange for doing work that will extend the lifespan of historic buildings and/or improve their exterior physical appearance.
- ***Demolition Findings.*** In 2011, the City adopted an ordinance that requires analysis and a threshold of findings be met before a historic resource can be demolished. The findings and submittal requirements vary depending on the significance of the historic resource, but provide protection for contributors to historic districts or Potentially Designated Historic Properties that are rated A, B or C.
- ***State Historical Building Code.*** Provides alternative building regulations for permitting repairs, alterations and additions necessary for the preservation, rehabilitation, relocation, related construction, change of use, or continued use of a “qualified historical building or structure.” These standards are intended to save California’s architectural heritage by recognizing the unique construction issues inherent in maintaining and adaptively reusing historic buildings.

Re-Use of Existing Historic Resources

The Preferred Plan also seeks to encourage the preservation of existing historic resources where feasible by facilitating re-use or incorporation into new development. Conversion to a different use is a useful strategy if a building is no longer well-located or well-suited for its original use. Larger single family homes can be retrofitted to become multi-family residential uses, providing additional density in this urban transit-oriented setting. Houses which are no longer desirable for residential purposes can be reused as professional or non-profit offices, galleries, restaurants, or bed-and breakfast inns. Old industrial buildings can be converted to light manufacturing, offices or even residential uses.

There are also opportunities to incorporate existing, low scale development into new structures. This would be a particularly valuable strategy in historic districts. For example, in the King Block (pictured on the right), an Area of Primary Importance. The existing character of this district includes some dense, multi-story development. However, it also includes some low-scale historic resources. Incorporat-



ing denser and larger development on top of the existing low-scale buildings would be a way to finance the preservation of that low-scale building while enhancing the overall character of the district.

Conversion of historic structures and incorporation of historic structures into new development can be facilitated by waiving certain building or zoning code requirements that do not impact safety. This could include application of the State Historical Building Code (described above) or reduced parking or open space requirements. Detailed code revisions will be drafted in the next phase of this planning process.

Preservation can also be facilitated by the relocation of some of the historic buildings that are scattered throughout the Planning Area into a historic district with similar character. These buildings could fill in the smaller vacant lots within historic districts. Relocation is already facilitated via CEQA exemption (HPE, Action 3.8.1.2) and could be further facilitated by establishment of a relocation assistance fund from financial mitigations for significant and unavoidable CEQA impacts on historic resources.

Ensuring Compatible New Development

Some opportunity sites for development within the Planning Area may be located within historic districts or adjacent to historic resources. Good, compatible design of new development will create an interesting and fine-grained urban fabric that could help provide transitions, preserve character, sense of place and history, and provide great visual interest.

Design Review Guidelines

Design Review Guidelines for historic districts or new development adjacent to historic resources will also help to ensure compatible development. These will be developed in more detail in the next phase in the Station Area Plan, but should include guidance related to transitions between existing historic resources and new development, including height, building form, roof pitch, scale of parcelization, character reinterpretation and façade articulation with respect to scale and proportions. Streetscape design standards will also be developed in the Draft Plan to ensure street improvements complement historic buildings as part of a pedestrian-oriented environment.

Height Limits in the 7th Street/Harrison Square Residential District

The 7th Street Historic district (an API) is characterized by a collection of two- to three-story Victorian and early 20th Century residential buildings. During the rezoning of the Central Business District in 2009, it was determined that building height was a distinguishing characteristic of this API (other APIs and ASIs in the Planning Area do not include building height as a distinguishing characteristic). Therefore, the proposed height map (see Chapter 4, Figure 4-5) includes a height limit of 45 feet for a portion of this district that is most intact to ensure that any new development maintains that building height context.

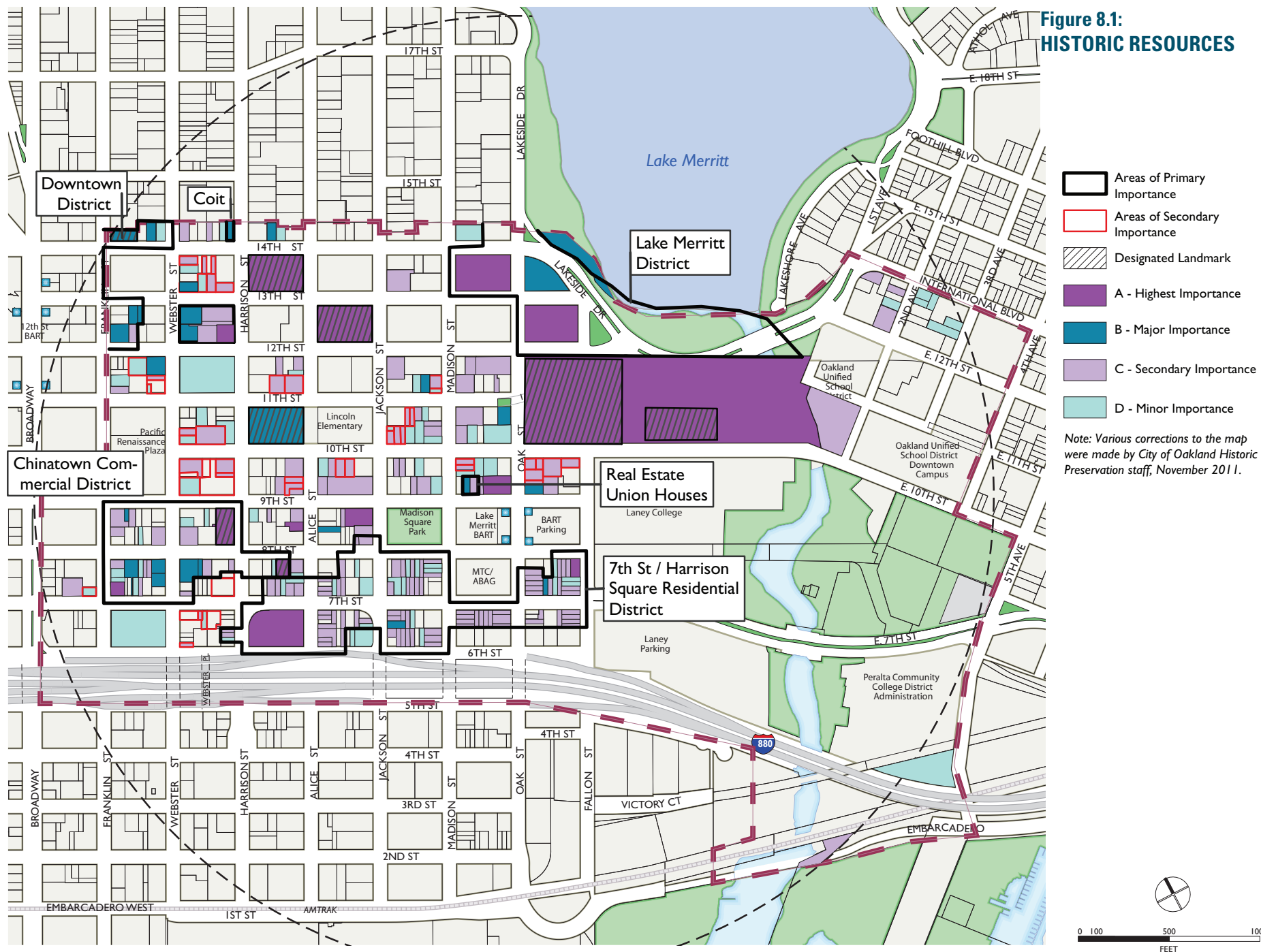
Protecting Historic Parks

The Preferred Plan also recognizes the value of historic parks, including the historically significant Lincoln Square and Harrison Square (Chinese Garden), both of which are part of Oakland's original city plan in the early 1850s, when the city was incorporated. Madison

Lake Merritt Station Area Plan
Draft Preferred Plan

Square Park, although relocated from its original site a block away, was also one of the original set of full-block parks that were part of the City's early layout. Ideas for improvements to these parks are described in the Open Space and Recreational Facilities" Section of this document.

Figure 8.1:
HISTORIC RESOURCES



8.3 Health Impacts

Community health is affected by a number of factors in an urban environment—not only those which are related to the actions of individuals, such as health behaviors and lifestyle choices, but also factors such as income, education, employment and working conditions, access to health services, nutrition, and the quality of physical environments. The Preferred Plan seeks to improve overall health and safety of community members in the Planning Area, but may inadvertently cause negative impacts. The potential impacts and tradeoffs of proposed improvements are described below.³

LAND USE

The Preferred Plan proposes an overall increase in the density of urban development in the Planning Area, including in the mix of uses and the number of residences and population. New development will bring new amenities, in the form of improved transportation and streetscapes, a variety of neighborhood-serving uses, and public services. Increased walkability, more residents living near public transit, and access to daily shopping needs and public facilities may encourage more physical activity (i.e., walking and biking) and reduce obesity rates. In addition, new retail and office uses may create new jobs and economic development opportunities in the community, increasing or supplementing incomes and keeping dollars within the community. On the other hand, new development may also lead to higher traffic volumes, collision rates, reduced air quality, and noise impacts from vehicles and businesses. The Plan's policies will seek to reduce these potential negative impacts.

Proposed new multi-family housing should be designed to accommodate a range of income levels. Ensuring that residents can find quality housing within their means is essential to avoiding overcrowding, poverty, and homelessness. An affordable housing strategy is a key tenet of the plan, but it should also be coupled with a strategy to reduce the effects of displacement and gentrification since property values may increase with implementation of the plan. (Affordability and displacement issues are described more fully in Section 8.5 below.) Affordability can affect health outcomes in a variety of ways. For instance, higher housing costs may impact people's ability to buy food or get medical care. Higher levels of food insecurity are associated with an increasing percentage of income spent on housing. Lack of affordable housing could also result in displacement of existing residents or overcrowding. Housing displacement is stressful, and potentially results in loss of job, difficult school transitions, and loss of cohesive social networks.

In terms of environmental hazards, the Planning Area's proximity to I-880 and other high volume roadways may create noise and air quality impacts on sensitive receptors (e.g., residents). Policies to mitigate these potential impacts (e.g., standards for windows, construction, screening, and ventilation) will be implemented, particularly for residences within 500 feet of such roadways.

³ The health impact analysis was informed by the review and analysis in Health Impact Partners' letter to the City of Oakland Re: Comments on the DRAFT Transportation Element of the Lake Merritt Station Area Plan. July 25, 2011.

TRANSPORTATION

The transportation improvements in the Preferred Plan are intended to promote pedestrian and bicycle mobility. The Plan focuses on improving the safety and convenience of travel on foot or by bike through improvements to streets and streetscapes. Reducing street widths and narrowing vehicle lanes are expected to reduce vehicle speeds and collision rates, while increased sidewalk widths, adding pedestrian-scaled lighting, landscaping improvements, I-880 undercrossing improvements, and other pedestrian amenities (e.g., lighting, bulbouts, seating) are expected to encourage people to walk and make walking safer, particularly at key intersections that have a history of being particularly dangerous for pedestrians. Walking is a form of physical activity which can prevent chronic disease, reduce stress, and improve mental health. The Preferred Plan proposes improving bicycle circulation through both bicycle lanes (Class II) and shared vehicle/bicycles lanes (Class III). The former are preferable in order to prevent conflicts between bicycles and vehicles and to reduce the proximity to tailpipe emissions. These improvements are described in greater detail in Chapter 7.

Finally, the proposed green streets may further improve air quality and reduce toxins and potential sewer overflow during stormwater events by filtering pollutants and slowing runoff.

Some potential unintended negative impacts of street improvements include the proposed mid-block pedestrian crossing near the 7th Street channel. While intended to increase pedestrian access, marked crosswalks at uncontrolled intersections may actually reduce pedestrian safety.

PUBLIC FACILITIES AND SAFETY

Parks and community facilities are essential in any community, but particularly in high-density urban communities where space is limited and the benefits essential. Parks, open spaces, and recreation facilities provide space for physical activities that have positive health benefits (tai-chi, dancing, badminton, basketball) and social interaction, which can lead to general well-being and a strong sense of community. The Preferred Plan proposes an extension of the greenway along the Lake Merritt channel to connect to the Estuary waterfront Bay Trail, providing a linear park connecting to a regional recreation trail.

Active usable open spaces are currently limited in the plan area, and the increase in population may further increase wear and strain capacity at existing facilities. One option to be explored in the Preferred Plan will be the potential for joint use of Oakland Unified School District (OUSD) and Laney College recreation facilities to provide additional open space opportunities for healthy living. Chapter 5 provides details on the Preferred Plan strategy for improving Park access and quality.

In terms of public safety, programming and infrastructure improvements are intended to enhance safety in the Planning Area. Street lights that illuminate the sidewalk at night, more “eyes on the street” resulting from new residential developments, and neighborhood safety patrols (e.g., through a community benefits district) may improve both actual and perceived security in the Planning Area.

8.4 Oakland Unified School District Schools

Schools are a critical resource and hub of the community. For both students and adults, schools contribute to education and culture, and provide physical gathering space in the Planning Area. This section describes both the potential impact of the Preferred Plan on existing school facilities as well as opportunities for the City, Oakland Unified School District (OUSD), transit providers, students, families, and other stakeholders to foster relationships and improve overall quality of life.

PRIMARY AND SECONDARY SCHOOLS

Primary and secondary schools play an important role in the character of the community and the presence of children and students of all ages during the school day. OUSD operates two elementary schools and one small high school in the Planning Area. There are also two small charter schools serving middle and high school students, respectively. Additionally, one middle school and two high schools serve students in the Planning Area, but are located elsewhere. These schools along with their capacity and enrollment are shown in Table 8.1.

Table 8-1: Primary and Secondary Schools that Serve the Planning Area

<i>School Name</i>	<i>Existing or Planned Capacity²</i>	<i>Enrollment (2010-2011)</i>	<i>Percent Capacity</i>
Lincoln Elementary School	576	635	110%
La Escuelita Elementary School	360 ²	250	69%
Westlake Middle School ¹	606	644	106%
MetWest High School	180 ²	151	84%
Oakland High School ¹	1,404	1,777	127%
Life Academy High School ¹	391	272	70%
Total	3,517	3,729	106%

¹ Outside Planning Area boundary.

² Planned capacity in Downtown Education Complex

Source: Oakland Unified School District Website, <http://www.ousd.k12.ca.us/ousd/site/default.asp>, Accessed December 17, 2009; Capacity: Oakland Unified School District. Downtown Education Complex Draft Initial Study/Mitigated Negative Declaration, August 2010. Oakland Unified School District Website, Presentation to Oakland Unified School District, Long Range Facilities Master Plan, 2005, Enrollment: California Department of Education, Educational Demographics Unit, <http://dq.cde.ca.gov/dataquest/>, Accessed September 9, 2011.

Oakland Unified School District Schools

Lincoln Elementary School has over a century of history serving youth in the neighborhood and is one of the highest-performing elementary schools in OUSD. Currently, the K-5 public elementary school serves over 600 students—slightly over capacity. A large percentage of the student population comes from a home where a language other than English is spoken, including Cantonese, Mandarin, and Mongolian.

La Escuelita Elementary and MetWest High are much smaller, serving approximately 250 and 150 students, respectively. MetWest's internship-based education program creates a school that is strongly linked to the community. Students partner with local businesses and organizations as part of the curriculum, building relationships with adults professionals. These schools are in the process of being consolidated into the Downtown Education Complex: a state-of-the art, multi-use structure currently under construction. The elementary and high school will increase their capacity by 110 and 44 students, respectively. Yuk Yau and Centro Infantil Child Development Centers will also be located within the complex, creating an educational center.

Outside of the Planning Area, OUSD's schools are also near or above capacity. While Life Academy High School has additional capacity available, Westlake Middle School and Oakland High School are above capacity.

Overall, student enrollment currently exceeds capacity. However, the Downtown Education Complex will increase student capacity, as shown in Table 8.3 to accommodate more elementary and high school students. In addition, local charter schools may be able to accommodate additional students.

Downtown Educational Complex

The planned OUSD Downtown Educational Complex Project is located between 2nd and 4th Avenues on East 10th Street, and will host La Escuelita Elementary, MetWest High School, and Yuk Yau and Centro Infantil Childhood Development Centers (which provide preschool programming for children ages three through five and an afterschool program for children in kindergarten through third grade) in a state-of-the-art, multi-use structure. The Complex is adjacent to Laney College and will have a welcoming orientation to the street and the neighborhood. It presents the opportunity to leverage this School District investment to enhance relationships across the District and revitalize the East Lake Gateway Area.

Other Schools

Several charter schools have operated in the Planning Area with varying lengths of time and success. Currently, American Indian Charter School II serves nearly 170 middle students and Oakland Charter High School approximately 120 high school students. Both charter schools have some remaining capacity to accommodate additional students.

In terms of after-school programming, for over 50 years the Chinese Community Center & Milton Shoong Chinese Cultural Center has offered Chinese language classes to youth, English as a Second Language (ESL) classes, and a gym for cultural and recreational activities such as basketball, badminton, volleyball, and dance classes.

School Demand

Student enrollment will likely increase with the Preferred Plan, given the expected increase in residential dwelling units. The demographic makeup of new residents (i.e., whether residents are seniors or families with children) will affect the demand on existing school facilities. Demographic projections for Alameda County illustrate an overall aging of the population. Spe-

cifically, the number of seniors, age 60 years and over is expected to increase by 59 percent between 2010 and 2035. Assuming the same level of increase in the Planning Area by 2035, we can expect a higher proportion of seniors in the future, from 30 percent of the overall population currently, to 36 percent of the population by 2035.⁴ However, these projections do not take into account the Preferred Plan and the vision of creating a more family-oriented community in the Lake Merritt Station Area. The analysis below seeks to estimate potential enrollment based on new housing projected with the Preferred Plan.

Although OUSD has not adopted student generation rates to project potential student demand from new housing, a 2006 study prepared for OUSD by Lapkoff & Gobalet Demographic Research Inc. analyzed the impact of new housing development on enrollment and facilities in the district. The study found that market-rate units produce between 0.01 and 0.1 students per housing unit and affordable housing units somewhat more: 0.4 to 0.7 students per unit. Actual demand will depend on the rate and level of buildout of the Station Area Plan, as well as the demographic makeup of units. However, it is possible that new students generated by the Plan may exceed the capacity of existing OUSD schools and charter schools that serve the Planning Area. Given that OUSD is currently experiencing declining enrollment district wide and contemplating school closures, it is unlikely that new school facilities would be developed in the short-term.

HIGHER EDUCATION

Laney College is located within the Planning Area and provides educational and cultural programming to residents of the Planning Area and beyond. Laney College is the largest of the four Peralta Community Colleges, serving over 14,000 students with more than 480 full-time and adjunct teaching positions. The college offers Associate of Arts and Associate of Science degrees in a range of subjects and certificates in vocational programs. The school serves Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont, though students from other nearby cities attend as well. Most students work while attending Laney College, and take classes part time. Laney College also functions as a community facility and cultural gathering place. The campus is home to Laney Bistro, a restaurant operated by students, and the Performance Theatre and an Arts Center and Gallery, which hosts numerous artists and performers.

The Preferred Plan seeks to work with Laney College to become even more of a community facility with more community uses and classrooms; and facilitate access by adding signage, and improving streets and intersections to be more pedestrian friendly.

⁴ Association of Bay Area Governments, Projections 2009. Population by Age for Alameda County. The Lake Merritt Station Area Plan Existing Conditions and Key Issues Report (Table 6.1) cited a population of 12,052 according to Claritas Inc., 2009. Of this total, 3,619 or 30 percent are 60 years and older. Using projections for Alameda County as a proxy, we can extrapolated that this age cohort may increase to 5,219 residents by 2035 or 36 percent of the total population in 2035 (16,018). Notably, this analysis does not take into account the Preferred Plan and the additional population increase that may result.

POLICY RECOMMENDATIONS

The Station Area Plan can help support students and schools through an integrated approach to land use, transportation, and the provision of education and community facilities. Aligning pedestrian improvements and public transit routes to users, including students and families, can ensure safe access to and from schools. Sharing in use of existing parks, playgrounds, and recreation facilities can reduce overall costs and enable more efficient use by students during the school day and adults in the evenings and on weekends. Lincoln Elementary and the adjacent Lincoln Square recreation center already have a joint use agreement and can serve as a model for coordination and lessons learned.

- Ensure safe convenient pedestrian routes to and from schools through streetscape improvements, adequate sidewalk widths, traffic calming and by coordinating with OUSD and local school sites to implement Safe Routes to School projects.
- Coordinate with AC Transit to ensure that public transit adequately serves all schools in the Planning Area by aligning routes and schedules.
- Coordinate development plans and projected student enrollment impacts from the Station Area Plan with OUSD staff.
- Identify opportunities for joint use of City, OUSD, and Laney College recreation facilities

8.5 Initial Approach: Community Benefits

The term: “Community benefits” refers to a range of community amenities and services that are essential to a sustainable, diverse, and highly livable neighborhood. This section provides an overview of the initial approach to achieving community benefits in the Planning Area. Several community benefits provide added value through co-benefits. Actions, policies, or strategies that meet two goals simultaneously are those that have co-benefits. An example of co-benefits is in the preservation of older homes, which not only preserves historic resources, but also helps avoid displacement of existing residents.

An initial list of desirable community benefits includes:

- Affordable housing;
- Family housing;
- Historic preservation;
- Additional public open space;
- Community facilities;
- Maintenance of parks and public amenities;
- Provision of transit passes, such as the AC Transit EasyPass (possibly in exchange for a lowered parking requirement);
- Other designated public amenity.

Most of these benefits could be implemented through a variety of strategies, which will be further refined and developed in the Draft Area Plan. Strategies will consider the following possible approaches:

- Implementing an impact fee or Planning Area fee, such as through a lighting district, parking rate surcharge, or permit fee surcharge;
- Requiring new development to provide a benefit, or contribute to the provision of a benefit;
- Relaxing standards or development incentives in exchange for benefits;
- Considering a different process achievement of benefits on sites owned by public agencies;
- Phasing of incentives over time in order to respond to the market; or
- Other funding sources or financing mechanisms (outlined in Chapter 9).

The community benefits listed above are described in greater detail throughout the Preferred Plan in their respective chapters (i.e., Chapter 5: Open Space and Recreational Facilities, Chapter 6: Streetscape Character, Section 8.2: Historic Resources, and Section 8.6: Affordable Housing). Chapter 9: Economic Development provides added detail on strategies, includ-

ing a Section 9.2: Incentives for Economic and Community Benefits, and Section 9.3: Mechanisms to Implement an Economic Development Strategy.

The Draft Plan will include details on the capital and/or operating and maintenance costs of each of these benefits, and a more detailed strategy of incentives or financing strategies.

8.6 Draft Affordable Housing Strategy

Affordable housing is a critical component of a sustainable neighborhood and is sorely needed in the Planning Area. As of 2009, median household income for the average 2.65 person household in the Planning Area was \$27,786 compared with the citywide median income of \$49,481. The HUD defined area median income (for Alameda and Contra Costa Counties) was \$89,300 well above the City of Oakland and Planning Area incomes. In Plan Area census tracts, 45 percent of residents are cost burdened and may have trouble affording basic necessities after paying rent. Therefore, it is imperative that a strategy is in place to ensure affordable housing is available to all existing and future residents, especially since having affordable rents targeted to 30 percent of household income both stabilizes low income residents and provides these households with expendable income for other living and recreating expenses.

While 30 percent of the existing housing units in the Planning Area have affordability restrictions, due to declining federal assistance to support new affordable housing construction, uncertainty about the future of the City's Redevelopment Agency (which produces tax increment, the most important local source of affordable housing funding) and abysmal City revenue projections, a creative menu of strategies is needed to provide additional affordable housing to accommodate the area's projected population growth and maintain a balanced mix of incomes in the area. The Affordable Housing Strategy for the Lake Merritt BART Station Area Plan provides these key strategies.

The Lake Merritt BART Station Area Plan Affordable Housing Strategy is composed of the following elements:

- Assessment of Existing Conditions
- Recent Efforts and Affordable Housing Projections
- Affordable Housing Goals
- Funding Outlook
- Station Area Plan Implementation Strategies

ASSESSMENT OF EXISTING CONDITIONS

I. Demographic Trends

Population

The estimated 2009 population in Oakland is 411,736. Approximately 3 percent of that population is within a half-mile of the Lake Merritt BART Station (Planning Area population). Since 1990, Oakland's population has grown by 11 percent, less rapidly than population growth of the Bay Area or the East Bay (ABAG, US Census).

Ethnicity

The majority of Planning Area residents are Asian (64 percent); 54 percent of area residents are Chinese. Vietnamese (including ethnic Chinese residents of Vietnamese descent) and Filipino residents comprise 2.7 percent and 2.5 percent of Planning Area residents, respectively.

In the Planning Area 57.5 percent of residents speak an Asian language at home, compared to 13.9 percent for the City as a whole. Oakland's Chinatown has historically functioned as a port of entry for new Chinese immigrants. Historically, as these families became more established they moved out of Chinatown and often out of the city. Although Oakland's Asian population grew from 53,206 to 70,002 between 1990 and 2010, the Oakland Asian population is currently 4.7 percent of the Bay Area Asian population, down from 6.0 percent in 1990. Similarly, today Oakland's Asian population is 13 percent of the East Bay Asian population, down from 20.1 percent in 1990.

The remaining reported racial composition of Planning Area residents follows: 13 percent are African-American, 12 percent are White, and 11 percent belong to Other Races.

Age

As of 2009, the Planning Area population is generally older than the City of Oakland's population. In the

Planning Area 24 percent of the population is over age 65, and 14 percent are children under 18. In comparison, in Oakland 11 percent of the population are seniors and 24 percent are children. The median age of the Planning Area is 46.1, significantly older than the Oakland median age of 36.8.

Income

The Planning Area median household income of \$27,786 is far lower than citywide (\$49,481).

The Health Impact Assessment prepared for this Plan notes that for Planning Area census tracts, 45 percent of residents are cost burdened (paying equal to or more than 30 percent of their household income on rent) and may have difficulty affording necessities such as food, clothing, transportation and medical care. A slightly higher percentage of Oakland renters (52 percent) have unaffordable rent costs. In the Plan Area 29 percent of homeowners spend 50 percent or more of their income on housing costs and are considered severely cost burdened. Of owner households in Oakland, this value is slightly lower at 23 percent.

Transit Use

The Planning Area average of only 0.66 vehicles per household suggests a higher use of public transportation than for the city as a whole, where there is an average of 1.35 vehicles per household.

Smaller Households

The average household size in the Planning Area is 1.94 persons, compared to Oakland's average household size of 2.65.

Housing Tenure

Most housing units in the Planning Area are renter-occupied (84 percent), with only 16 percent of units occupied by owners. In contrast, for the City of Oakland, 59 percent are renter occupied and 41 percent are owner occupied. Sources interviewed for the *Lake Merritt Sta-*

tion Area Plan Market Opportunity Analysis suggest that despite current over supply conditions in the citywide housing market, there may be pent up demand for for-sale housing in Chinatown.

Housing Prices

The average home sales price in Oakland in 2009 was \$250,000, representing a nearly 52 percent decrease in average sales price from levels reached in 2007 (2007 average sales price was \$511,146). In 2006, selected new multifamily developments in Oakland's Central District which includes the Planning Area, one bedroom units between 650 and 750 SF were priced between \$324,000 and \$499,000, from \$499 to \$830/SF. Larger two bedroom units between 1,100 and 1,350 SF were priced between \$619,000 and \$899,000, from \$476 to \$692/SF. Condominium units in Central Oakland that resold in late 2009 typically sold for 50 percent to 60 percent below their peak levels in 2006.

Recently, the vast majority of condominium sales in Oakland's Central District have been short sales, auction sales, and foreclosures. The flood of foreclosures is keeping supply high and prices low. It is reported that a large number of buyers are purchasing distressed properties with cash as opposed to mortgage financing.

Rental Rates

The average market rate monthly rent in Oakland in 2009 according to Realfacts was \$1,550. Trends over the decade show that rents began to rise in 2005 to their current level. According to the Health Impact Assessment, the Plan Area is relatively affordable at 70 percent of the median gross rent in the City overall.

II. Existing Affordable Housing Policies

Density Bonus Ordinance

Oakland's Density Bonus Ordinance allows developers of five (5) units or more to exceed the maximum allowable density set by zoning, if they include units set aside for occupancy by very low-, low-, and moderate-income households and/or seniors. The City defers to state law for the allowed concessions a developer may request such as increases to project density, and relaxation of development standards (e.g., reduced setbacks and parking requirements).

Jobs/Housing Impact Fee and Affordable Housing Trust Fund

This fee was established to assure that certain commercial development projects compensate and mitigate for the increased demand for affordable housing generated by such development projects within the City of Oakland. A fee of \$4.60 per square foot is assessed on new office and warehouse/distribution developments to offset the cost of providing additional affordable housing for new lower-income resident employees who choose to reside in Oakland. Fees go into a Housing Trust Fund which is then made available to nonprofits.

Condominium Conversion Ordinance

One way in which the market responds to the increased demand for ownership units is through condominium conversion. Condominium conversion, or the conversion of rental apartments to ownership condominiums, present complex challenges to local government. On

the one hand they can improve the housing stock, provide ownership opportunities for moderate income households, and contribute to more stable neighborhoods. However, they also reduce the apartment rental inventory thereby increasing rents and decreasing vacancy rates.

Oakland's Condominium Conversion regulations include tenant protections in the form of early tenant notification requirements, right of first refusal, and tenant relocation and moving assistance.

In the "primary" and "secondary" impact area, replacement rental units are required to be provided equal to the number of units being converted. The primary and secondary areas are boundaries that have been drawn on a map of Oakland based on their housing characteristics and sensitivity to condo conversion impacts. Outside these areas, replacement rental units are required when 5 or more rental units are proposed for conversion to ownership units. The Lake Merritt Station Area Plan area is partially inside the "primary" impact area, however the majority of the Plan Area is outside of both the "primary" and "secondary" impact area. Replacement rental units ensure the balance of rental and ownership units is maintained, which is critical in Oakland, where most households are renters (59 percent) and even more important in the Lake Merritt Station Area Plan area where the overwhelming majority of residents are renters (84 percent).

Residential Rental Adjustment Program

The city's residential rental adjustment program limits rent increases to once per year at an amount equal to the average annual percentage increase in the Consumer Price Index. This ensures stability in rental rates for existing tenants. The City's Just Cause for Eviction Ordinance helps to ensure tenants are not subject to eviction motivated by a rental property owner's desire to increase rents.

III. Analysis of Constraints to Housing

The City of Oakland has undertaken a number of initiatives to expand the production of affordable housing such as designating large areas for high-density housing, maintaining low open space and parking requirements and providing for streamlined permitting processes, among other practices. Oakland charges building fees to cover the cost of processing development requests which can have an impact on the cost of housing. Total building fees typically range from \$25,000 and \$40,000 per dwelling unit. When compared to the market cost of producing housing in Oakland (land and site preparation, construction, financing, etc.), permit and impact fees⁵, while a cost factor, are not as significant as other cost factors in the production of affordable housing (such as the market cost of land and State requirements to pay prevailing wages on construction labor for housing development assisted with public funds).

Additional constraints include land costs, environmental hazards, land availability, construction costs, financing, and neighborhood sentiment. Market prices for land are high in the desirable, high-cost San Francisco Bay area. Recent sampling of land acquisition costs for City of Oakland-funded affordable housing ranged from almost \$19,000 to almost \$55,000 per

⁵ Note that Oakland has no development impact fees on residential development.

unit (the variation was largely a function of project density). Speculation plays a role in the high price for land. Many sites have been held for a long time by owners not highly motivated to sell and/or waiting for further increases in value. The cost of land and land preparation is further increased in Oakland by the fact that most sites with housing development potential are relatively small parcels that can be difficult to develop (including those that might be irregularly shaped). Many sites have existing structures and infrastructure that must be removed, replaced, and/or reconfigured. The redevelopment of underutilized sites also adds to the cost of development when contaminated soils or hazardous materials in existing buildings/structures must be mitigated. Construction costs, which typically represents 50 to 60 percent of the total development costs are another significant factor contributing to high housing costs.

RECENT EFFORTS AND AFFORDABLE HOUSING PROJECTIONS

Affordable rental units typically serve households earning between 30 percent and 60 percent of Area Median Income (AMI), which includes the areas of Alameda and Contra Costa Counties combined, with housing costs limited to 30 percent of the target income level. In addition, lower income households may be served if Section 8 assistance (either project- or tenant- based, in which tenants pay 30 percent of their income, and the Oakland Housing Authority subsidizes the remainder of the unit's rent) is available. Affordable ownership developments typically serve households earning between 80-120 percent of AMI. In 2011, the 30%, 60 percent and 120 percent AMI household incomes for a family of four are \$27,700, \$55,380 and \$110,750, respectively.

Currently, the Planning Area has 1,694 affordable housing units which represents nearly 30 percent of the existing 6,200 units in the Planning Area. An additional 1,230 units are in the development pipeline (789 units fully entitled). The existing affordable housing units are at low risk of converting to market rate as many of the affordability restrictions on units have been extended for an additional 55 years.

The Association of Bay Area Governments (ABAG) projects a total need of 1,327 units, 648 of which need to be affordable, in the Planning Area by 2015. The affordability of this new projected housing for the period 2007-2014, as assigned by ABAG for the City as a whole, and inferred for the Planning Area is provided in the Table 8-2.

Table 8-2: Affordable Housing Projections for 2015

	<i>Oakland RHNA</i>	<i>Inferred Planning Area Housing Need Allocation (2010-15)</i>
<i>Affordability Level</i>	<i>Housing Need (units)</i>	<i>Housing Need (units)</i>
Very Low Income	1,900 (13 percent)	172
Low Income	2,098 (14 percent)	190
Moderate Income	3,142 (21 percent)	286
Above Moderate Income	7,489 (51 percent)	679
Total Need	14,629	1,327

The *Affordable Housing Assessment* prepared for this Plan, estimates that the housing market will produce between 398 and 664 units by 2015 which represents 30%-50 percent of the ABAG Planning Area projections.

The Preferred Plan projects 3,600 to 5,560 housing units in the Planning Area by 2035. A range of between 540 to 1,350 of the new units will need to be affordable (555 units based on California Redevelopment Law Requirement of 15 percent of 3,600; 1,501 units based on ABAG projected need for very low and low-income units: 27 percent of 5,550).

AFFORDABLE HOUSING GOALS

The City of Oakland's commitment to providing affordable housing is set out in the Housing Element of the General Plan. The goals from the Housing Element are summarized below.

Housing Element Goals

- Goal 1: Provide Adequate Sites Suitable for Housing for All Income Groups
- Goal 2: Promote the Development of Adequate Housing for Low- and Moderate-Income Households
- Goal 3: Remove Constraints to the Availability and Affordability of Housing for All Income Groups
- Goal 4: Conserve and Improve Older Housing and Neighborhoods
- Goal 5: Preserve Affordable Rental Housing
- Goal 6: Promote Equal Housing Opportunity
- Goal 7: Promote Sustainable Development and Sustainable Communities

These goals are reinforced in the vision and goals developed for the Lake Merritt Station Area Plan. The community's vision for the Lake Merritt Station Area Plan is to increase the housing supply to accommodate a diverse community, especially affordable housing and housing around the BART station.

Lake Merritt BART Station Area Plan Affordable Housing Goals

- Accommodate and promote new rental and for sale housing within the Plan Area for individuals and families of all sizes and all income levels (from affordable to market rate housing);
- Prevent involuntary displacement of residents and strengthen tenant rights;
- Maintain, preserve, and improve existing housing in the project area and prevent loss of housing that is affordable to residents (subsidized and unsubsidized), and senior housing;
- Promote healthful homes that are environmentally friendly and that incorporate green building methods;
- Encourage development of family housing (i.e., larger than 2 bedroom units).

FUNDING OUTLOOK

Most affordable housing in the planning area will be funded with a mix of local and non local sources. Low income housing tax credits (LIHTC), Federal HOME funds, mortgage revenue bonds, and HUD funds. With few exceptions, non local subsidy sources are not adequate, even in combination, to fully subsidize the cost differential to make new housing development affordable to low and moderate income households.

Tax increment is currently the most important local source of funding for affordable housing. By policy,

Oakland normally dedicates 25 percent of the Redevelopment tax increment funds to affordable housing, or 5 percent more than required by the state law. The city has recently had \$10,000,000 to \$15,000,000 annually for its housing Notice of Funding Availability (NOFA). However, the estimated gap to finance affordable units is \$101,000 to \$141,000 per unit. Therefore, in a good year, local gap financing typically assists 100 new units annually, city-wide (compared with ABAG's projected 648 units that are needed in the Planning Area by 2015).

Due to declining federal financial assistance for affordable housing, the uncertainty about the fate of the City's Redevelopment Agency given the state's recent decision to eliminate redevelopment agencies, and a lack of a citywide inclusionary housing requirement, a menu of creative options is required to meet the affordable housing needs for the Plan Area.

STATION AREA PLAN IMPLEMENTATION STRATEGIES

Affordable Housing Unit Types

Area residents, including members of the Chinatown Coalition, stress the need for additional affordable family housing in the Planning Area. The Planning Area has traditionally served as a port of entry for new Asian immigrants, who typically cannot afford market rate housing. While an accurate estimate of future immigration is not available, these families would be attracted to and simultaneously support the area's vibrant retail uses.

Affordable units should be sized to support the area's small households, as well as families requiring 2- and 3-bedroom units. Although some larger units are desirable, city sources report that the only persistent vacancies for Planning Area affordable housing projects are in four bedroom units, where developers have sometimes found that families will squeeze into a three bedroom unit rather than pay the incremental rental difference for a four bedroom unit.

The opportunity sites identified in the Plan could all theoretically be developed as housing, as the sites were adapted from the City's Housing Element Opportunity Site database.

Reduced Parking Requirements to Reduce Development Costs

The Planning Area has a high degree of transit dependence, given that 49 percent of area households do not own a car. Immigrants and other prime target populations for affordable housing in the Planning Area are particularly receptive to TOD housing solutions, and would be well served by affordable housing with lower parking ratios. Eliminating the construction

cost for a parking space, which generally ranges from \$25,000 to \$60,000, represents a significant reduction in the local cost burden for an affordable housing unit. Thus, reducing parking ratios for housing development in the Planning Area would extend the number of units that could be funded with available local housing funds. Lowered parking requirements (for the rehabilitation and new construction of multi-family housing, as well as new secondary units in the Planning Area's historic single-family neighborhoods), consistent with TOD standards and the needs of the local population, should be encouraged for the Planning Area. However, conventional lenders may resist efforts to reduce parking ratios.

Additionally, new parking should be unbundled from future units, allowing future residents the option to pay for a parking space. Rather than forcing all residents to pay for a parking space they may not need, future residents should be encouraged to use the rich transit network in the project area. Also, unbundled parking on a future development site would allow for a car-share program or extra space for bicycle parking. Parking is addressed in detail in Chapter 7.

Funding Sources

To close the \$101,000 to \$141,000 gap for which local funds have generally been needed to finance affordable units, additional funding sources have been identified. These funding sources will help to offset the funding gap, but are not the financial solution. The Station Area Plan will prime future use of the Proposition 1C and the Bay Area Transit-Oriented Affordable Housing Fund. Impact fees may also contribute to funding needed improvements.

- Proposition 1C money can be used for infrastructure and implementation (\$20-40 million). This money has been used to fund transit villages in the City, but significant City financial resources were still required to subsidize affordable housing. The longevity of this funding source may be relatively short lived if California voters do not support another bond to fund affordable housing.
- Bay Area Transit-Oriented Affordable Housing Fund is a \$50 million collaborative public-private initiative to encourage inclusive transit-oriented development. These funds can be used to finance the development of affordable housing, as well as critical services, such as childcare, near public transit hubs. Borrowers can access predevelopment, acquisition, construction, mini-permanent and leveraged loans for New Markets Tax Credit transactions.
- Establish impact fees explicitly tied to community benefits including affordable housing. Impact fees are imposed on new development to off-set or mitigate the effects of the development. The amount of the fee must be clearly correlated with the improvements that will mitigate the impact of development.

Land Banking

According to the *Affordable Housing Technical Memo* prepared for this Station Area Plan, many land owners in the Planning Area are patient investors, willing to hold sites (sometimes across generations) to achieve their long term objectives. Historically, site turnover has been infrequent in the Planning Area. Further, land values in Chinatown have historically been the

highest in downtown Oakland. Because of the Planning Area's strong economic vitality and constrained geography, high rents support strong property values.

Thus, acquiring and designating sufficient sites for affordable housing development in the Planning Area should be a public goal. In most parts of the Planning Area, affordable housing would be developed in higher density projects over ground floor retail uses. The current economic crises and relative absence of development pressure may represent an opportunity to acquire sites for affordable housing development in the Planning Area.

Possible options for assembling sites for affordable housing include:

- The City could purchase sites for use as affordable housing developments. However, the most important public funding sources have limits on land acquisition. Redevelopment housing funds cannot be used for land banking for more than 5 years and Federal HOME funds cannot be used for land banking. The Redevelopment Agency could use non-housing funds to buy land, then repay these funds when the project is funded (The future of the City's Redevelopment Agency is uncertain at present, so future availability of non-housing funds is unknown.).
- Non-profits and the Housing Authority could partner to assemble sites.
- Community Land Trust (CLT) are locally based non-profit organizations that create permanently affordable housing through community ownership of the land. CLT's separate the ownership of residential buildings from ownership of the land under those buildings. Residents own the units while the CLT owns the land under the buildings, thus reducing the cost of owning a building or house. So in exchange for inexpensive homes, residents agree to sell their homes back to the CLT, or another low to moderate income household, at a restricted price. It should be noted however, that CLTs still need subsidies to get started.

Incentivize Affordable Housing

Incentive programs may help to expand affordable housing opportunities (e.g., through MTC's Priority Development Area program and Transit-Oriented Development Policy). In addition, there are ways to create market-rate housing that is affordable by design (i.e., smaller units, resource efficiencies, reduced parking requirements, etc.), allowing for a more "affordable" market-rate unit.

Although the Market Feasibility Study conducted for this Station Area Plan concludes a relatively grim forecast for the likelihood of new housing being constructed in the next 5 to 10 years, this planning document has a planning horizon of 25 years, with ultimate build out forecast for 2035. Thus, incorporating a phased system of incentives once the market picks up should be a component of the Plan with an emphasis on building affordable housing during the first phase of the Plan.

One way to incentivize the provision of affordable housing is to relax development standards for developers who include affordable units in housing construction projects. In the Station Area, a developer could apply for increased density (Floor Area Ratio), building height, or reduced open space requirements in exchange for providing affordable housing. Concessions

would be proportional to the number of affordable units at various affordability levels included in the development.

Anti-displacement Strategy

The Condominium Conversion “Area of Primary Impact” could be extended to include the BART Station area and greater Chinatown Area which would help to ensure that rental housing that is converted to condos is replaced (in the area). This would help to ensure a balance between rental and ownership housing in the Plan Area where renters comprise the majority of residents (84 percent).

Another anti-displacement strategy in the Preferred Plan is related to the rationale for lowering the height limit to 45 feet along a portion of 7th Street. The existing lower density housing stock in this area is located in close proximity to the BART station, so lowering the height limit in this area is likely to have the secondary benefit of reducing development pressures on these existing residences.

Citywide Affordable Housing Policy

A citywide affordable housing policy (inclusionary zoning) could be an important component to providing affordable housing in the Planning Area. A comprehensive citywide policy will alleviate the concern that requiring community benefits, including affordable housing only in the Plan Area would over-burden developers and put this area at a disadvantage compared to the rest of the City.

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9 Economic Development

The Station Area Plan will also include recommendations for policies and programs that promote economic development and support for existing businesses. An economic development strategy would work in tandem with new building construction, improvements to streets, parks and safety to improve quality of life to the benefit of existing and new businesses and residents. The following section will help outline goals to develop an economic development strategy for the Lake Merritt Station Area.

9.1 Defining an Economic Development Strategy

A coordinated economic strategy is essential to fostering investment and growth in the Station Area. Such a strategy should include a managed program of fiscal development, strategic public improvements, and a balanced approach to land use. The development strategy should build on and reinforce initiatives already undertaken by the City and Redevelopment Agency, and capitalize on technical assistance and grant funding provided by State and federal agencies. This element proposes the following key objectives:

- ***Actively highlight and enhance the economic asset of Oakland Chinatown.*** As one of the most vibrant and economically viable retail districts in Oakland, the economic development strategy should develop such that it supports and expands the Chinatown commercial core.
- ***Strengthen crime prevention efforts and improve public safety.*** A safe environment can create a favorable impression, instill confidence for investments, and ensure that visitors and customers are comfortable using public spaces. Conversely, a lack of public safety may cause businesses to skip the Station Area as an investment destination and cause customers to shop elsewhere. The City must work with the police department to strengthen crime prevention efforts, to assure businesses that it is a desirable place in which to work and live. Neighborhood watch programs and security cameras in public places and parks are a few examples of initiatives that can increase “eyes on the street” and contribute to increased public safety. Further, expansion of the Downtown Ambassador Program to Chinatown could help to ensure the actual and perceived safety of the area.
- ***Marketing and Branding.*** Marketing is more than just a mere promotion of place. Marketing could help define the Station Area’s image and increase its visibility to potential investors and the world at large. In particular, the marketing program should highlight the added benefit of shopping in Chinatown as a vibrant experience, as opposed to relatively new suburban outlets for Chinese retail goods. The City should

create a larger web presence and put more information on-line, since this is the most economical way of marketing short of running advertisements or directly approaching potential investors. Additionally, the City should maximize opportunities to promote itself, in partnership with the local Chinatown Chamber of Commerce and/or the East Bay Economic Development Alliance.

- ***Improve quality of life to attract a diverse population to live in the Station Area.*** Many professionals, families, and local employees live outside of the Planning Area but would be interested in living in a vibrant urban center. The City should establish a goal to attract these non-resident population groups to move to the Planning Area in order to ensure the area includes a diverse population including a variety of age groups and household types. This diverse population will help support a range of businesses and ensure that the area is active at all hours. This can be accomplished through measures such as ensuring there are enough housing choices for families, partnering with local schools to improve school quality, and ensuring there are enough retail, entertainment, and recreation facilities that cater to families. Many of these topics are addressed in other elements of the Preferred Plan.
- ***Actively engage with multicultural communities in business and employment development.*** Oakland, and in particular the Station Area, has a tremendous resource in its richly diverse population, with many communities that all bring their own skills, unique cultural heritage, business connections, and market penetration capabilities. The City should actively strengthen and pursue relationships with these groups, connecting with established business organizations (such as the Oakland Chinatown Chamber of Commerce and the Oakland Vietnamese Chamber of Commerce) and support the creation of new organizations for communities that are less organized.
- ***Further develop the potential of Laney College.*** Laney College is an important asset in the Station Area, and can serve as a physical and economic anchor. The Plan seeks to foster greater synergies between the College, the Chinatown core, and Downtown Oakland in order to fully take advantage of its presence and contribute to workforce education. Opportunities include establishment of externships and mentorship programs with local businesses, coordination on employer recruitment efforts, and sharing of facilities.
- ***Develop a strategy for the City of Oakland's and BART's own real property assets.*** One of the public sector's firmest investments is in its own land. Using City- and BART-owned property for "catalyst projects" can be a key tool for enabling physical development of a desired type and spurring further development in the surrounding area.
- ***Create a targeted Façade Improvement Program.*** Some existing businesses and buildings in the Planning Area are somewhat run-down or in could improve their marketability through façade improvements. Improvement programs exist through the redevelopment agency, and these programs should be actively marketed for use in the Planning Area.
- ***Support business development and job creation.*** Supporting locally-run start-ups adds to the City's existing employment base and fosters innovation. Through policy

initiatives – such as the creation of an Enterprise Development Program to provide technical and, possibly, financial support for local start-up businesses – the City may be able to improve access to resources and capital for these enterprises, helping them overcome obstacles to establishment. Further, the City could support business retention by maintaining a revolving City loan program for local businesses needing temporary financial support.

- ***Ensure adequate access.*** Ensuring that the Planning Area is accessible for pedestrians, bicycles, by transit, and by car is essential to promoting economic vibrancy. Improved streetscape for a vibrant pedestrian realm is addressed in Chapter 6, while improved access by all modes is addressed in Chapter 7.
- ***Public/private partnerships.*** Promote more public/private partnerships to achieve catalyst development, business development, community engagement and other objectives. Examples include the potential for BART to work with an entity to redevelop property, and OUSD working with the local business community to connect students with local businesses.
- ***Complete a Comprehensive Economic Development Strategy.*** During the implementation phase of this Plan, a comprehensive economic development strategy should be completed (as a separate study), with an emphasis on international business development. The strategy should consider:
 - Strategies for expanding existing businesses;
 - Private sector corporate headquarters export and import business as an opportunity with an already strong institutional presence (particularly in regard to the Port of Oakland);
 - The unique opportunities of the Asian market;
 - Creation of an Immigrant Investor Program/EB-5 Regional Center, which will establish a lower barrier to entry and attract international investment that would be complimentary to the existing community and business mix.
- ***Establish Local Hire Goals.*** In collaboration with community stakeholders, establish reasonable local hiring goals, such as by defining what constitutes a local hire, identifying appropriate industries and sectors in which local hiring will be encouraged, and developing target numbers of local hires for those businesses or institutions. Local hiring in the Planning Area should be encouraged as a component of progress towards the overarching economic development goals. A local hiring-related service could also be part of a Community Benefit District formed in the plan area, whereby business owners can be connected with workforce development programs.

With all of these strategies, the Preferred Plan is encouraging local, multicultural, and cross-sector business and workforce development, which has the potential to leverage connections between public and private businesses and training programs and potential employees that reside in or near the Planning Area. This has the potential to increase local hiring and thus not only promote economic development, but also improve the health and health-related effects of residents, such as increased walking, social cohesion and street life and decreased stress, air pollution, and traffic.

In addition, the Draft Plan will develop a system of incentives for economic and community benefits. This has the potential to further impact local hiring if a local hiring incentive is included in the program. For example, developers could be granted some sort of bonus in exchange for hiring local residents or a new or expanded Community Benefit District could be established that includes local hiring strategies.

9.2 Incentives for Economic and Community Benefits

Providing incentives or “bonus” programs can be a powerful business and development attraction tool. These are systems in which development is granted some sort of bonus, such as additional allowable height or FAR (as outlined in Chapter 4) or reduced parking requirements, in exchange for providing an item or feature desired by the City, such as open space or affordable housing units. The general idea is that providing the development bonus makes the provision of community benefits economically feasible.

However, it is important that the City develop a carefully crafted incentive program that results in clear community benefits for the city. The program must offer incentives that make sense in the marketplace so that they are actually used. Policies that can accomplish this goal include:

- Develop an incentive program to attract new businesses and desirable development to the Planning Area, incorporating clear measureable criteria that ensure community benefits are delivered to the City. Possible approaches to be evaluated as part of Preferred Plan include:
 - Creating a system of “tiers” of incentives given and benefits provided;
 - Numerically linking the financial value of the bonus given (defined by value of gross floor area added) to the cost of benefit provided; and
 - Establishing a “points” system to link incentives and benefits. For example, the City may devise a menu of civic or environmental benefits and assign points to each item. The points earned then determine the amount of height, density, or FAR bonus a development may claim.
- Create a monitoring program to track the progress of the incentives program, to adjust and fine-tune it as necessary to ensure that incentives offered make sense in the marketplace and deliver the desired benefits to the city.

9.3 Mechanisms to Implement an Economic Development Strategy

SAFETY

Improving safety in the Planning Area is a priority for the community. Strategies for enhancing the overall sense of security may include the addition of pedestrian-scaled lighting and provision of additional police or security services. A key element to safety is also ensuring that streets are active and vibrant, which is addressed in other sections of the Preferred Plan.

Landscape and Lighting District

Permitted by the Landscape and Lighting Act of 1972, local governments may form a Landscape and Lighting District to finance elements such as the landscaping and lighting public areas (e.g., parks and plazas).

Ambassador Program

The Downtown Oakland Association provides security and maintenance through the Ambassador program. The program's efforts improve the appearance of the district, while the presence of 'Security Ambassadors' provides a sense of safety. The program is covered in more detail in the discussion below of the Downtown Oakland Community Benefit District.

BART Police Headquarters

Currently, BART's Police Headquarters are located underground at the Lake Merritt station. An idea under discussion is to relocate this use to the street level, where it will be more visible and accessible. BART police would provide "eyes on the street" and could help patrol the immediate surrounding area.

FAÇADE IMPROVEMENT PROGRAM

Both the 'Central District' and 'Central City East' Redevelopment Areas include façade improvement programs. Both programs provide matching grants to existing businesses for storefront and façade improvements. The Central District Façade Improvement Program has been used in the Planning Area, Chinatown, in the Jack London District, and by Laney College; and a significant number of façade improvements have also occurred in the Uptown district. Both Redevelopment Project Areas also include Tenant Improvement Programs, which provide a similar service for the interior improvements of commercial buildings that have been vacant for at least six months. Projects in both Redevelopment Areas are currently considered for funding on a "first-come/first-served" basis. A more targeted program in the Planning Area could help to make area properties and businesses more vibrant, economically competitive and inviting. The city should approach property owners and businesses along each block face on the main pedestrian retail streets, and employ financing assistance, design consultation and city facilitation tools to encourage private investment in façade improvements.

These programs should be actively marketed within the Planning Area and supplemental façade improvement strategies and funding sources will also be identified as part of the Plan.

COMMUNITY BENEFIT DISTRICT/BUSINESS IMPROVEMENT DISTRICT

Business or property owners within a defined geographic area may agree to assess themselves annual fees, as part of a Community Benefit District (CBD) or Business Improvement District (BID). The CBD/BID may then fund activities and programs to enhance the business environment; these may include marketing and promotion, security, streetscape improvements, and special events. Once established, the annual CBD/BID fees are mandatory for business/properties located within the district. Generally, this mechanism is most frequently used to provide additional benefits in existing commercial or retail districts and is not used to fund infrastructure due both to the limited revenue base and the short-term nature of the BID structure, which makes issuance of debt infeasible.

Downtown Oakland Community Benefit District

A good example of a Community Benefit District (CBD) is the Downtown Oakland Community Benefit District, which overlaps with, and is adjacent to, the Planning Area. The CBD District is comprised of a 19-block area extending from 18th Street between Clay and Franklin to 8th Street between Franklin and Washington. In 2008, property owners in Downtown Oakland and the Lake Merritt/Uptown districts voted to support a 10-year voluntary property tax to fund additional services to improve the quality of life through the formation in March 2009 of two Community Benefit Districts, the Downtown Oakland Association and the Lake Merritt/Uptown District Association. The associations meet and function jointly. Services funded by the Districts include maintaining cleanliness and order in the public rights-of-way, improving district identity and advocating on behalf of the area property owners, business owners and residents.

Another key service provided by the Downtown Oakland Association is the Ambassador program, which provides security services and assists in maintenance efforts that improve the overall look of the district. Security Ambassadors serve as a direct liaison to the Oakland Police Department and their presence alone enhances public safety. Similarly, Maintenance Ambassadors ensure the area is clean and welcoming by providing services, such as sidewalk pressure washing, sweeping, recycling and trash management and graffiti removal.

The Downtown CBD could be expanded to include the Planning Area or a new CBD specific to the Planning Area could be established as part of the Plan. In addition to the services that are outlined above, additional services identified as priorities for the Planning Area could be added, such as a local-hire program.

PARKING DISTRICT AND IN-LIEU FEE

Local governments may form a special district to finance parking-related activities, including acquisition of land for parking facilities, construction of parking lots and garages, funding of operating costs, and issuance of bonds to fund similar activities. The majority of affected property owners must vote in favor of the district formation. A possible approach to funding is imposition of an in-lieu fee, whereby developers pay the fee (e.g., a uniform fee per space)

instead of providing on-site parking, thereby reducing the cost of development and potentially increasing the efficient use of development sites.

INFRASTRUCTURE FINANCE DISTRICT

Infrastructure Finance Districts (IFD) are financing entities created in order to fund regional public facilities and infrastructure. IFDs can divert property tax increment revenues for 30 years to finance highways, transit, water systems, sewer projects, flood control, child care facilities, libraries, parks, and solid waste facilities. IFDs may not be used to pay for maintenance, repairs, operating costs, and services. Although this is a tax increment financing tool, there is no blight test necessary; moreover, an IFD may not be part of a redevelopment project area. IFDs can be challenging to create, since they currently require two-thirds approval by the voters to form and issue bonds.

Community Facilities District

The Mello-Roos Community Facilities Act of 1982 enables the formation of Community Facilities Districts (CFDs) by local agencies for the purpose of financing the construction of needed community infrastructure. The CFD is empowered to levy additional property taxes on land located inside the district, thus creating a dependable revenue stream that can be used in issuing bonds to pay for new infrastructure. Formation of a new CFD requires approval by two-thirds of the District's property owners, but CFDs have proven to be an attractive option for many California developers as a means of financing improvements they would otherwise have to fund with their own resources.

10 Infrastructure Issues

This Chapter provides an assessment of existing utility systems, potential impacts to these systems to accommodate build-out, and identifies key infrastructure issues. The existing conditions and planned upgrades are assessed for current physical condition, capacity and compliance with updated regulations.

The City of Oakland provides a variety of infrastructure services including transportation, water, wastewater or sanitary sewer, recycled water and storm drainage to meet the demand of residents and businesses. The Plan Area, while completely serviced with existing utilities, will require upgrades of aging infrastructure or new utilities to meet the needs of the increased population and proposed retail and commercial development.

10.1 Water Service

EXISTING WATER SERVICE

The East Bay Municipal Water District (EBMUD) provides water service to the Planning Area. EBMUD is responsible for water treatment, supply and the network of distribution pipelines. The Planning Area is serviced by a network of transmission and distribution lines ranging in size from 4 inches in diameter to 24 inches in diameter. Distribution mains are located on every street throughout the Planning Area. See Figure 10.1.

EBMUD did not disclose if there are any known existing deficiencies in the physical conditions of the pipe network or the capacity of the system to provide potable water service or fire flow. Maintenance, capital repairs and upgrades are the responsibility of EBMUD and financed by new development connection fees and on-going customer service charges.

PROJECTIONS AND IMPROVEMENTS: ISSUES AND POTENTIAL IMPACTS

EBMUD is responsible for long-range water supply planning for its service area. Oakland is one of twenty (20) incorporated cities and 15 unincorporated communities receiving water from EBMUD. The City of Oakland is continuing to see revitalization of its downtown area and additional redevelopment in other parts of the City is forecasted. The City of Oakland accounts for the largest share of Alameda County's household growth. According to the Association of Bay Area Government's (ABAG's) Projections 2005, Oakland is projected to add almost 45,000 households between 2000 and 2030.

EBMUD's water supply is adequate to meet the needs of the District's 1.6 million customers (ABAG's projections 2030) during normal and wet years, but in prolonged droughts, custom-

ers may face severe rationing. In addition to long-term development and expansion projects, improvement programs and system upgrades, EBMUD's 2005 Urban Water Management Plan outlines drought protection measures, which include conservation, recycling, water banking (storing water in underground aquifers for use in dry years) and possible future sources of water using desalinated ocean or bay water.

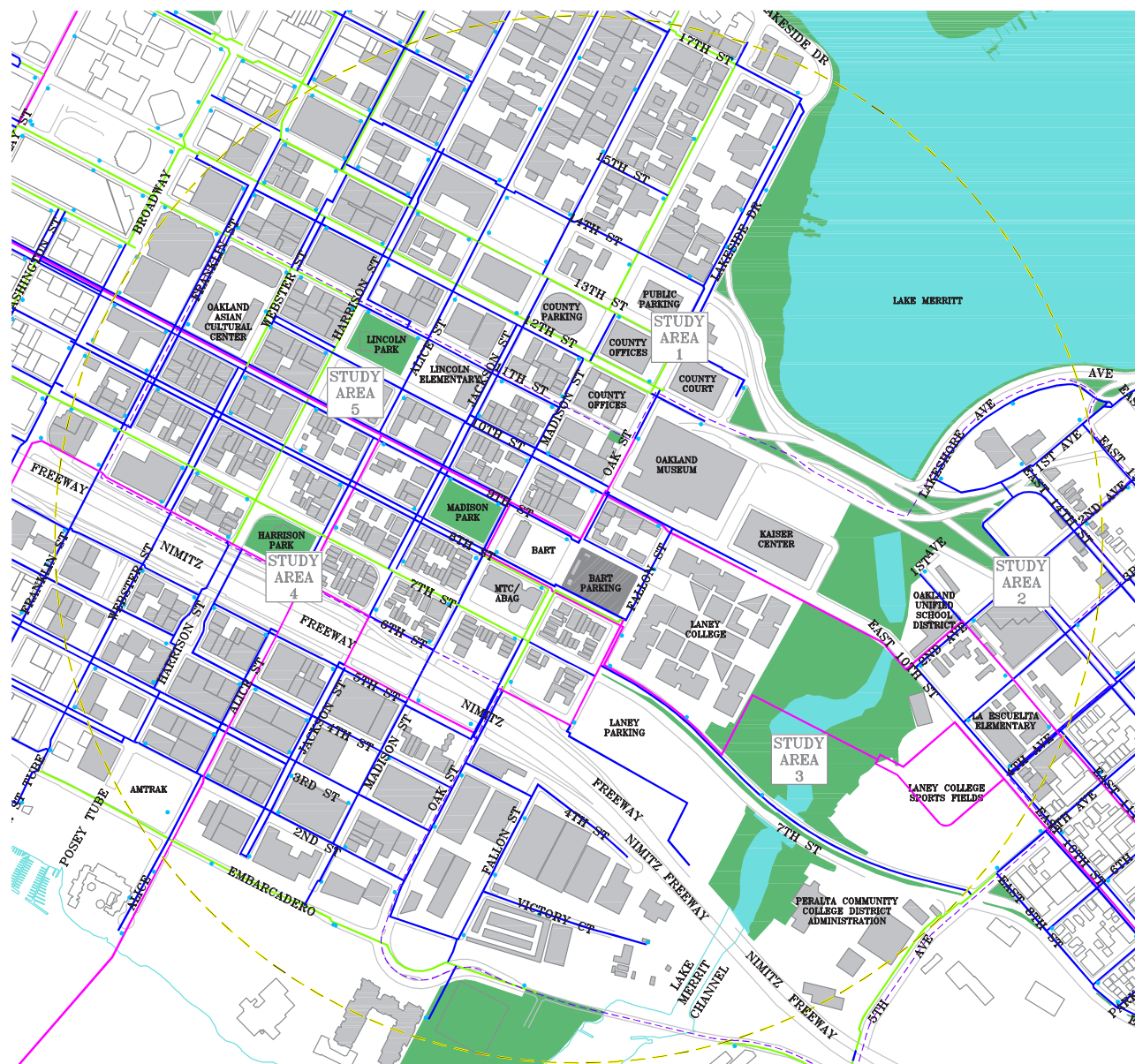
Average daily system-wide demand is approximately 220 MGD (million gallons per day). Today's average daily per capita consumption is 162 gallons for all users within the EBMUD service area. However, with the new California State Building Codes, CalGreen, effective January 1, 2011 and the City of Oakland Sustainability Ordinance adopted in October of 2010, it is expected that per unit water consumption for residential and commercial customers will decrease on the order of 20% to 50%. This will reduce demand for increased capacity, as well as have the effect of taking out of service inefficient systems. The high end development for the Plan Area is within the future water supply projections for the City.

KEY ISSUES

Long-range water supply planning by EBMUD includes the future projected growth in Oakland. However California does experience severe droughts which impact available supply. The State of California and the City of Oakland have recently adopted building codes that greatly decrease the average demand for residential and commercial consumption in new development; however system-wide demands could impact building permits during an extended drought.

Aging pipes within the Planning Area will likely require repairs during the planning horizon. Upgrades to the water system network for new development are typically financed through new service connection fees.

**Figure 10.1:
POTABLE WATER SYSTEM**



- 4"-10" WATER MAIN
- 12" WATER MAIN
- 16" OR GREATER WATER MAIN
- FIRE HYDRANT (APPROXIMATE)
- - - FOCUS AREA
- - - PLANNING AREA - 1/2 MILE RADIUS



0' 275' 550'

10.2 Sanitary Sewer Service

EXISTING SANITARY SEWER SYSTEM

Oakland's sanitary sewer services are provided by both the City's collection network of mains and laterals, and connected to EBMUD's interceptor systems (larger diameter pipes) which deliver the raw sewage to its main wastewater treatment plant.

Most of the sewer system is over 60 years old – some as old as 100 years. A twenty-five year capital improvement program was initiated in 1987 to rehabilitate up to 30% of the sewer system to eliminate wet weather overflows, which are caused by rainwater and groundwater infiltrating into old, leaky sewer pipes. This program is mandated under the City's sanitary sewer discharge permit with the Regional Water Quality Control Board, and is due to be completed in 2014. This program does not address the remaining 700 miles of sewer system that continue to deteriorate with age. Only a small fraction of this remaining portion is rehabilitated on an as-needed basis each year.

Base maps for the Planning Area, obtained from the City of Oakland, indicate that the sewer pipes in the Plan Area are in poor condition. Many laterals are shown as “plugged” or “abandoned.” Many pipes do not have any data associated (diameter, flow direction, material, etc.). Where information is available, sewer main pipe diameters are shown to range from 8 inches to 12 inches. See Figure 10.2.

EBMUD has two interceptor systems within the vicinity of the Planning Area. The South Interceptor system traverses east-west on 2nd Street (just outside the planning area limits). The Alameda Interceptor system begins at the pump station at the end of Alice Street. Most sewage in the Planning Area is collected at this point and conveyed to the Main Wastewater Treatment Plant through this system.

PROJECTIONS AND IMPROVEMENTS: ISSUES AND POTENTIAL IMPACTS

The existing system is currently in need of repair. A twenty-five year capital improvement program was initiated in 1987 to rehabilitate up to 30% of the City's sewer system to eliminate wet weather overflows, which are caused by rainwater and groundwater infiltrating into old, leaky sewer pipes. This program is mandated under the City's sanitary sewer discharge permit with the Regional Water Quality Control Board, and is due to be completed in 2014. This program does not address the remaining 700 miles of sewer system that continue to deteriorate with age. Only a small fraction of this remaining portion is rehabilitated on an as-needed basis each year.

There is currently a backlog of requests for cyclic replacement projects, with only the highest priority projects completed each year. These highest priority projects are those with ongoing overflows, backups and/or collapsed pipes, none of which are located in the Planning Area. They do not include those lines that have deteriorated but have not yet caused overflows. The City's Capital Improvement Program (CIP) identified over \$14M for cyclic sewer replacement and relief sewers for FY 2009 to 2011; however this amount also includes storm drainage upgrades.

Capacity to handle additional development from full build-out is unknown, but based on the general understanding of the existing condition of the collection pipe system, replacement of existing pipes will be required. The capacity of the replacement pipes is typically sized to handle future demand. Treatment plant capacity is not likely to be an issue as the build-out will be phased and is within the expected, incremental increases of the treatment plant system and within the maximum capacity of the treatment plants operated by EBMUD.

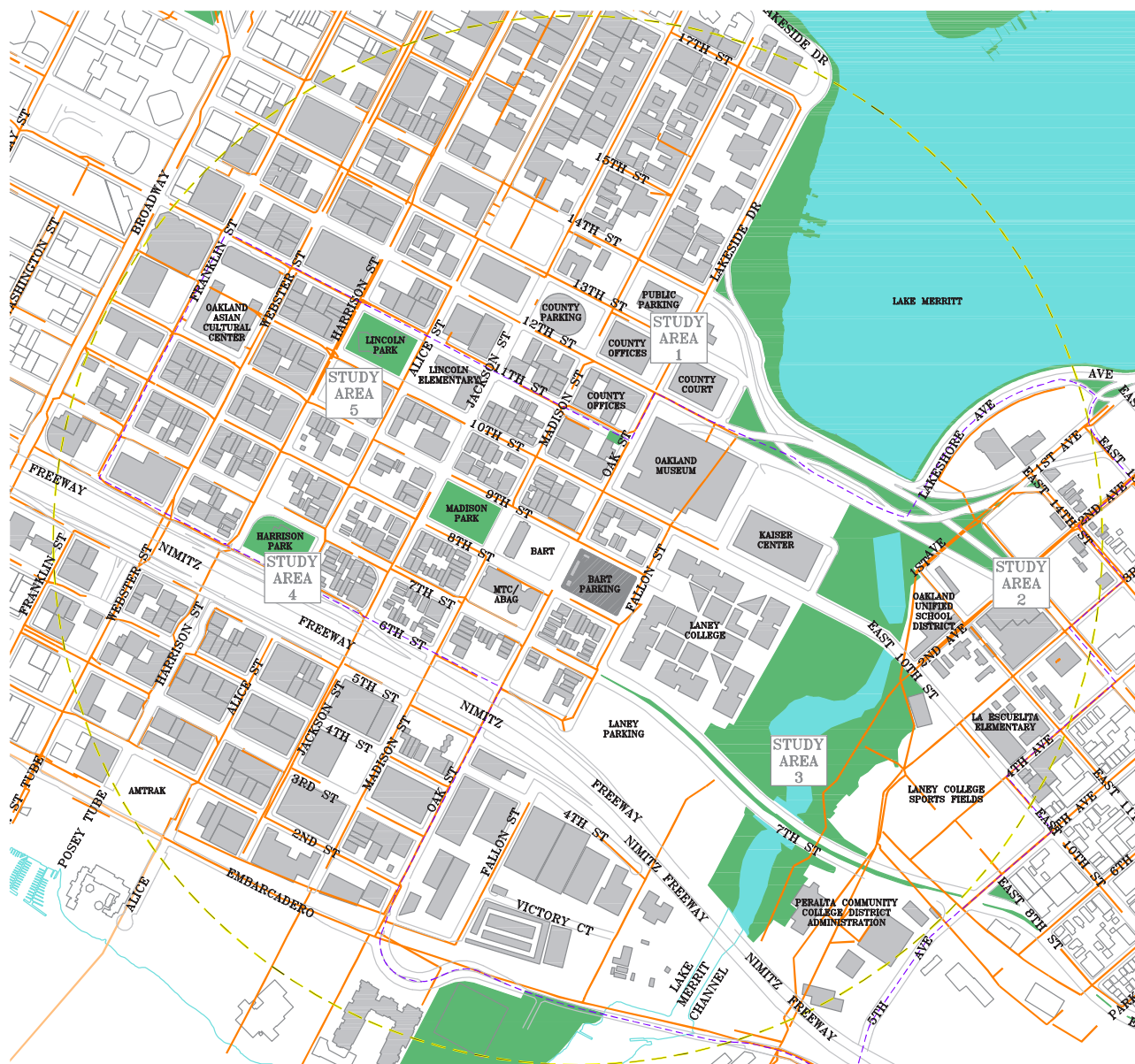
Because of the new California Building Code requirements and City of Oakland requirements for new development that will decrease the water use demand this will also have the affect of decreasing the waste water that enters the sewer collection system. Re-use of gray water is also strongly encouraged by the policies in the City's newly adopted building ordinance.

KEY ISSUES

The collection system has current deficiencies with respect to leaking pipes that result in in-flow and infiltration and cause the pipe capacity to be exceeded. This problem is currently being addressed on a city wide basis but funding is limited and the City's funds and priorities are focused on the most urgent needs throughout the entire city owned system. New development will present the opportunity to have these pipes replaced. The key issues for development, regardless of the total number of residential units and square feet of commercial spaces are:

- Aging Infrastructure and unknown condition;
- State regulatory requirements for replacement;
- Improvement Costs of system wide upgrades;
- Local regulatory requirements for sustainable design.

Figure 10.2:
SANITARY SEWER SYSTEM



- SANITARY SEWER MAIN
- SANITARY SEWER INTERCEPTOR
- - - FOCUS AREA
- - - PLANNING AREA - 1/2 MILE RADIUS



0' 275' 550'

10.3 Recycled Water System Service

EXISTING WATER SERVICE

It is EBMUD's current practice to promote recycled water to its customers for appropriate non-potable uses. Recycled water use that meets a portion of water supply demands increases the availability and reliability of the potable water supply and lessens the effect of extreme rationing induced by a prolonged severe drought.

Within the study area, 12,500 linear feet of recycled water mains have been placed. The recycled system originates from a source further west on 7th Street, with the majority of the pipe runs flowing east-west on 9th Street and 11th Street. A "loop" was provided on Market Street to link the two lines. Further east, the 11th Street pipe rerouted onto 10th Street at Harrison Street, and extends all around Laney College Sports Fields and ends midblock on East 7th Street. A notable extension is the 8-inch recycled main on Oak Street (Lakeside Drive) servicing the irrigation requirements at the recently-renovated Lake Chalet and Lake Merritt Boathouse. See Figure 10.3.

PROJECTIONS AND IMPROVEMENTS: ISSUES AND POTENTIAL IMPACTS

EBMUD's Policy 8.01 (consistent with California Water Code, Section 13550) allows EBMUD to require the use of recycled water for non-domestic purposes when it is of adequate quality and quantity, available at reasonable cost, not detrimental to public health and not injurious to plant life, fish and wildlife. To date, however, EBMUD has been effective in providing incentives to use recycled water, rather than mandating its use. New development will provide an opportunity to install additional pipes for new park site areas as well as for new buildings where recycled water can be used as part of a new non-potable water system as encouraged by the City's new building ordinance.

Figure 10.3:
RECLAIMED WATER SYSTEM



10.4 Storm Drain

EXISTING STORM DRAIN

Like the sewer system, much of the system is old and approaching the end of its intended design life. The City of Oakland is responsible for the construction and maintenance of the local storm drainage system within Oakland's public areas and roads.

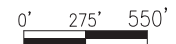
Stormwater runoff is collected from within the Planning Area through various storm drain systems and culverts, as well as direct surface flow to the San Francisco Bay, via the Oakland Estuary or by way of Lake Merritt. Fourteen (14) culverts and outfalls drain directly to Lake Merritt from the northern half of the Planning Area, and seven (observable) to the estuary from the southern half. See Figure 10.4.

Existing infrastructure around and serving the project site includes pipes ranging from 10 inches to over 30 inches in diameter. Several box culverts of various sizes serve as connectors in the east-west direction towards the southern half of the Planning Area. Following the natural drainage patterns of the terrain, most storm drain pipes run north to south, with the majority of the flow direction to the south. There are several (five observable) outfalls draining directly into the San Francisco Bay.

The City makes structural improvements as necessary to ensure that the system is able to reasonably handle stormwater flow. However, due to recent financial constraints, it is generally assumed that the storm drain system is aged and would not be able to handle increased runoff flows. Furthermore, there are new National Pollution Discharge Elimination System (NPDES) regulations effective by July 2010, enabling more stringent standards to be applied on new developments of 1-acre or greater.

KEY ISSUES:

Replacement of aging infrastructure will be required in many places. Because of new regulatory requirements that severely limit increased run-off from new development the capacity of the existing systems, if not in disrepair, should be adequate. New site development and redevelopment of existing sites and roadways will require typical, associated drainage improvements with features to enhance water quality prior to discharge into Lake Merritt, the estuary or the Bay. Because the amount of impervious surface area does not necessarily change as a result of increased, higher density, development, the pipe sizes and discharge facilities are similar.



STORM DRAIN MAIN LINE

FOCUS AREA

PLANNING AREA - 1/2 MILE RADIUS

Appendix A: Trip Generation Detail

Appendix A: Proposed High Residential Development Trip Generation Summary

Proposed High Residential Development Trip Generation Summary

Land Use	ITE Code	Units	Quantity	Daily	AM Peak			PM Peak		
					In	Out	Total	In	Out	Total
Residential (Multi-Family)	220	DU	5,414	36,006	552	2,209	2,761	2,182	1,175	3,357
Reduction for Transit/Walk/Bike (50.9%) ⁽¹⁾				-18,327	-281	-1,124	-1,405	-1,111	-598	-1,709
Retail	820	KSF	334.11	14,347	204	130	334	612	636	1,248
Reduction for Retail Pass-by (Daily-15%,AM-15%,PM-34%) ⁽²⁾				-2,152	-25	-25	-50	-212	-212	-424
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-2,439	-35	-22	-57	-104	-108	-212
Office	710	KSF	1,700.00	18,717	2,319	316	2,635	431	2,102	2,533
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-3,182	-394	-54	-448	-73	-358	-431
SUBTOTAL - UNADJUSTED TRIP GENERATION				69,070	3,075	2,655	5,730	3,225	3,913	7,138
NET EXTERNAL TRIP GENERATION				42,970	2,340	1,430	3,770	1,725	2,637	4,362

Notes:

(1) Source for Transit/Walk/Bike Mode Split Reduction for residential uses: Lake Merritt Station Area Plan Existing Conditions and Key Issues Report, Commute Patterns. The 2009 summary of commute characteristics for the Planning Area indicate the following transportation modes of residents: 25.1% public transportation, 24.3% walking, and 1.5% biking.

(2) Retail Pass-by reduction percentages based on ITE Trip Generation Handbook, 2nd Edition. A max retail Pass-by percentage of 15% is assumed for Daily and AM Peak Hour scenarios, where no rate is given, per Caltrans TIA Standards, 2002.

(3) Source of Transit/Walk/Bike Mode Split Reduction: City of Oakland Transportation Impact Study Guidelines (Transportation Services Division, March, 2007). Guidelines cite that recent mode splits of up to 83% vehicle trips have been approved for EIRs within the downtown area. Because the proposed development area is located within close proximity to the downtown, and within 1/2-mile of a major transit station (Lake Merritt BART), a 17 percent reduction for transit/walk/bike travel have been applied to the base trip generation estimates for retail and office trips.

ITE Trip Generation Rates

Trip Generation Rate Details:

Apartments (8th Edition)

Daily (ITE 220)	T = 6.65 x (number of DU's)	50% In	50% Out
AM Peak Hour (ITE 220)	T = 0.51 x (number of DU's)	20% In	80% Out
PM Peak Hour (ITE 220)	T = 0.62 x (number of DU's)	65% In	35% Out

Shopping Center (ITE 8th Edition)

Daily (ITE 820)	T = 42.94 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 820)	T = 1.00 x (1000's of SF)	61% In	39% Out
PM Peak Hour (ITE 820)	T = 3.73 x (1000's of SF)	49% In	51% Out

General Office (ITE 8th Edition)

Daily (ITE 710)	T = 11.01 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 710)	T = 1.55 x (1000's of SF)	88% In	12% Out
PM Peak Hour (ITE 710)	T = 1.49 x (1000's of SF)	17% In	83% Out

Appendix A: Proposed Low Residential Development Trip Generation Summary

Proposed Low Residential Development Trip Generation Summary

Land Use	ITE Code	Units	Quantity	Daily	AM Peak			PM Peak		
					In	Out	Total	In	Out	Total
Residential (Multi-Family)	220	DU	3,738	24,858	381	1,525	1,906	1,507	811	2,318
<i>Reduction for Transit/Walk/Bike (50.9%)⁽¹⁾</i>				-12,653	-194	-776	-970	-767	-413	-1,180
Retail	820	KSF	334.11	14,347	204	130	334	612	636	1,248
<i>Reduction for Retail Pass-by (Daily-15%,AM-15%,PM-34%)⁽²⁾</i>				-2,152	-25	-25	-50	-212	-212	-424
<i>Reduction for Transit/Walk/Bike (17%)⁽³⁾</i>				-2,439	-35	-22	-57	-104	-108	-212
Office	710	KSF	1,700.00	18,717	2,319	316	2,635	431	2,102	2,533
<i>Reduction for Transit/Walk/Bike (17%)⁽³⁾</i>				-3,182	-394	-54	-448	-73	-358	-431
SUBTOTAL - UNADJUSTED TRIP GENERATION				57,922	2,904	1,971	4,875	2,550	3,549	6,099
NET EXTERNAL TRIP GENERATION				37,496	2,256	1,094	3,350	1,394	2,458	3,852

Notes:

(1) Source for Transit/Walk/Bike Mode Split Reduction for residential uses: Lake Merritt Station Area Plan Existing Conditions and Key Issues Report, Commute Patterns. The 2009 summary of commute characteristics for the Planning Area indicate the following transportation modes of residents: 25.1% public transportation, 24.3% walking, and 1.5% biking.

(2) Retail Pass-by reduction percentages based on ITE Trip Generation Handbook, 2nd Edition. A max retail Pass-by percentage of 15% is assumed for Daily and AM Peak Hour scenarios, where no rate is given, per Caltrans TIA Standards, 2002.

(3) Source of Transit/Walk/Bike Mode Split Reduction: City of Oakland Transportation Impact Study Guidelines (Transportation Services Division, March, 2007). Guidelines cite that recent mode splits of up to 83% vehicle trips have been approved for EIRs within the downtown area. Because the proposed development area is located within close proximity to the downtown, and within 1/2-mile of a major transit station (Lake Merritt BART), a 17 percent reduction for transit/walk/bike travel have been applied to the base trip generation estimates for retail and office trips.

ITE Trip Generation Rates

Trip Generation Rate Details:

Apartments (8th Edition)

Daily (ITE 220)

T = 6.65 x (number of DU's)

50% In

50% Out

AM Peak Hour (ITE 220)

T = 0.51 x (number of DU's)

20% In

80% Out

PM Peak Hour (ITE 220)

T = 0.62 x (number of DU's)

65% In

35% Out

Shopping Center (ITE 8th Edition)

Daily (ITE 820)

T = 42.94 x (1000's of SF)

50% In

50% Out

AM Peak Hour (ITE 820)

T = 1.00 x (1000's of SF)

61% In

39% Out

PM Peak Hour (ITE 820)

T = 3.73 x (1000's of SF)

49% In

51% Out

General Office (ITE 8th Edition)

Daily (ITE 710)

T = 11.01 x (1000's of SF)

50% In

50% Out

AM Peak Hour (ITE710)

T = 1.55 x (1000's of SF)

88% In

12% Out

PM Peak Hour (ITE 710)

T = 1.49 x (1000's of SF)

17% In

83% Out

Appendix A: Existing Land Uses to be Removed/Redeveloped - Trip Generation Summary

Existing Land Uses to be Removed/Redeveloped - Trip Generation Summary

Land Use	ITE Code	Units	Quantity	Daily	AM Peak			PM Peak		
					In	Out	Total	In	Out	Total
Residential (Multi-Family)	220	DU	40	266	4	16	20	16	9	25
Reduction for Transit/Walk/Bike (50.9%) ⁽¹⁾				-135	-2	-8	-10	-8	-5	-13
Retail	820	KSF	117.55	5,047	72	46	118	215	224	439
Reduction for Retail Pass-by (Daily-15%,AM-15%,PM-34%) ⁽²⁾				-757	-9	-9	-18	-75	-74	-149
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-858	-12	-8	-20	-37	-38	-75
Office	710	KSF	255.34	2,811	348	48	396	65	315	380
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-478	-59	-8	-67	-11	-54	-65
Hotel	310	Rooms	75.00	613	26	16	42	23	21	44
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
Medical Office	720	KSF	3.88	140	7	2	9	4	9	13
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-24	-2	0	-2	-1	-1	-2
Automobile Care Center	942	KSF	29.02	348	55	30	85	49	49	98
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
Elementary School	520	KSF	24.00	370	70	55	125	13	16	29
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
Light Industrial	110	KSF	15.04	105	12	2	14	2	13	15
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
SUBTOTAL - UNADJUSTED TRIP GENERATION				8,737	450	126	576	319	569	888
NET EXTERNAL TRIP GENERATION				6,509	368	93	461	188	398	586

Notes:

(1) Source for Transit/Walk/Bike Mode Split Reduction for residential uses: Lake Merritt Station Area Plan Existing Conditions and Key Issues Report, Commute Patterns. The 2009 summary of commute characteristics for the Planning Area indicate the following transportation modes of residents: 25.1% public transportation, 24.3% walking, and 1.5% biking.

(2) Retail Pass-by reduction percentages based on ITE Trip Generation Handbook, 2nd Edition. A max retail Pass-by percentage of 15% is assumed for Daily and AM Peak Hour scenarios, where no rate is given, per Caltrans TIA Standards, 2002.

(3) Source of Transit/Walk/Bike Mode Split Reduction: City of Oakland Transportation Impact Study Guidelines (Transportation Services Division, March, 2007). Guidelines cite that recent mode splits of up to 83% vehicle trips have been approved for EIRs within the downtown area. Because the proposed development area is located within close proximity to the downtown, and within 1/2-mile of a major transit station (Lake Merritt BART), a 17 percent reduction for transit/walk/bike travel have been applied to the base trip generation estimates for retail and office trips.

ITE Trip Generation Rates

Trip Generation Rate Details:

Apartments (8th Edition)

Daily (ITE 220)	T = 6.65 x (number of DU's)	50% In	50% Out
AM Peak Hour (ITE 220)	T = 0.51 x (number of DU's)	20% In	80% Out
PM Peak Hour (ITE 220)	T = 0.62 x (number of DU's)	65% In	35% Out

Shopping Center (ITE 8th Edition)

Daily (ITE 820)	T = 42.94 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 820)	T = 1.00 x (1000's of SF)	61% In	39% Out
PM Peak Hour (ITE 820)	T = 3.73 x (1000's of SF)	49% In	51% Out

General Office (ITE 8th Edition)

Daily (ITE 710)	T = 11.01 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 710)	T = 1.55 x (1000's of SF)	88% In	12% Out
PM Peak Hour (ITE 710)	T = 1.49 x (1000's of SF)	17% In	83% Out

Hotel (ITE 8th Edition)

Daily (ITE 310)	T = 8.17 x (# rooms)	50% In	50% Out
AM Peak Hour (ITE 310)	T = 0.56 x (# rooms)	61% In	39% Out
PM Peak Hour (ITE 310)	T = 0.59 x (# rooms)	53% In	47% Out

Medical Office (ITE 8th Edition)

Daily (ITE 720)	T = 36.13 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 720)	T = 2.30 x (1000's of SF)	79% In	21% Out
PM Peak Hour (ITE 720)	T = 3.46 x (1000's of SF)	27% In	73% Out

Automotive Care Center (ITE 8th Edition)

Daily (ITE 942)	T = 12.00 x (1000's of SF) ⁽¹⁾	50% In	50% Out
AM Peak Hour (ITE 942)	T = 2.94 x (1000's of SF)	65% In	35% Out
PM Peak Hour (ITE 942)	T = 3.38 x (1000's of SF)	50% In	50% Out

⁽¹⁾ Daily trip generation estimated based on peak volumes

Elementary School (ITE 8th Edition)

Daily (ITE 520)	T = 15.43 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 520)	T = 5.20 x (1000's of SF)	56% In	44% Out
PM Peak Hour (ITE 520)	T = 1.21 x (1000's of SF)	45% In	55% P

General Light Industrial (ITE 8th Edition)

Daily (ITE 110)	T = 6.97 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 110)	T = 0.92 x (1000's of SF)	88% In	12% Out
PM Peak Hour (ITE 110)	T = 0.97 x (1000's of SF)	12% In	88% Out