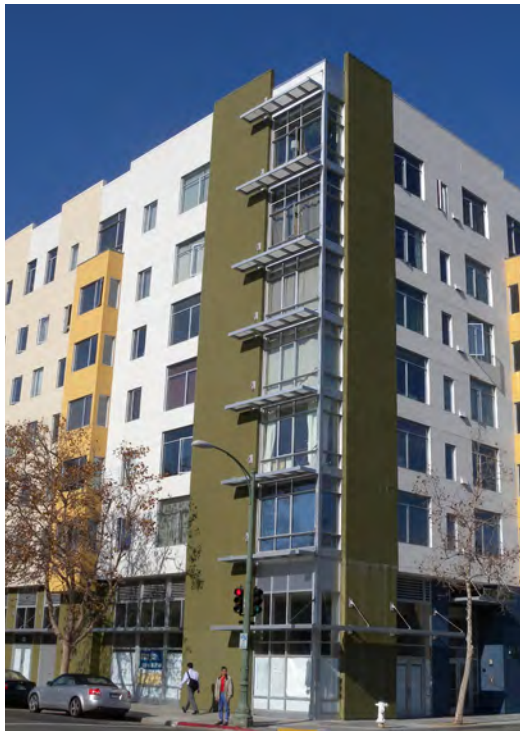
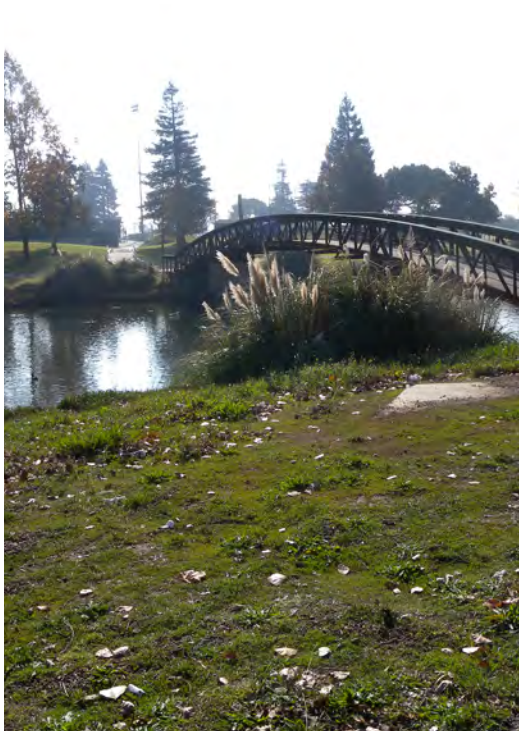


Lake Merritt Station Area Plan

Administrative Draft

July 2012

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Lake Merritt Station Area Plan

Administrative Draft

July 2012

Table of Contents

LIST OF FIGURES

LIST OF TABLES

1 INTRODUCTION

IN THIS CHAPTER

1.1 Introduction

The Lake Merritt Station Area (referred to herein as the Planning Area) encompasses a diverse community of residents, students, employees, and commercial business owners, including Chinatown, Laney College, the Oakland Museum of California, and Alameda County Courthouse and offices, in the heart of Downtown Oakland. The central context of the Planning Area is shown in Figure 1.1. The Lake Merritt Station Area Plan (referred to herein as the Plan) connects the many existing assets in this unique and vibrant area to create a destination and a highly livable, vibrant, pedestrian-oriented, safe, healthy, and economically diverse neighborhood.

The City of Oakland, community members, San Francisco Bay Area Rapid Transit (BART), and the Peralta Community College District have worked over the past four years to develop this Plan. It has been developed with extensive community input, as well as consideration of local and regional Transit-Oriented Development (TOD) goals. It reflects the desires and aspirations of a wide range of community members, stakeholders, City staff, the Planning Commission, and City Council.

The purpose of the Plan is to provide a roadmap to bring the community-based vision to reality: it outlines policies that support the vision, then creates an implementation action plan to realize a range of programmatic and project-based improvements that together realize the vision. Over the next 25 years the Plan looks to add 4,900 new housing units, 4,100 new jobs, 404,000 square feet of additional retail, and 1,229,000 square feet of office uses to this neighborhood.

Objectives and Policies

The Plan seeks to address the diverse needs of the community, as well as the needs of BART related to ridership, and the needs of the College District related to education. BART has stated that it envisions the area transitioning from its current status as an "Urban Neighborhood Station" to a "Regional Center" station type.

The Plan seeks to achieve a nuanced vision for the area and a wide range of goals and objectives. Key objectives include:

- Increasing activity and vibrancy of the area;
- Improving connections both within the Planning Area as well as to major destinations outside the area;
- Improving safety and pedestrian-orientation;
- Accommodating the future population, including residents of all incomes households of all sizes, including families;
- Increasing the number of jobs and developing the local economy;
- Identifying additional recreation and open space opportunities and improving existing resources;
- Establishing a clear identity as a center for equitable and sustainable development; and
- Defining an achievable vision for the area's future that is compelling for implementation of future projects and public improvements.

The Plan provides policies at the end of each chapter (with the exception of Chapters 1, 2, and 3) and design guidelines in Appendix A. Policies are developed to identify a range actions that together realize the Plan objectives, vision, and goals. Some policies direct the City to adopt standards for new development. Other policies recommend public improvements to support a physically attractive and economically healthy neighborhood that is also a cultural and community activity center. In many cases, policies identify opportunities for various community groups, institutions, business, and public agencies to work together. Design guidelines are meant to influence the design of new buildings and public spaces so that they contribute to a better overall whole.

The Station Area Plan aims to cultivate the already diverse range of uses to ensure opportunities to live, work and play; and further promote and expand the rich businesses environment of Chinatown. It calls for enhancing the pedestrian, bicycle, transit, and auto circulation network and streetscape to ensure safe and efficient access within the Planning Area and improved connectivity to nearby destinations.

Figure 1.1:
PLANNING AREA CONTEXT

1.2 Purpose and Definition of a Specific Plan

This Plan is a Specific Plan, as defined by the Governor's Office of Planning and Research. It includes policies and programs that address land use, buildings, housing, design, circulation, transit improvements, streetscape improvements, and parks and public spaces. It identifies actions the City and other entities should take to improve the area, and it will establishes regulations for development projects on private property. It is a long-term document consisting of written text and diagrams that express how the community should develop, and is a key tool for improving quality of life. The Plan is the basis for development project review and other decision-making by policymakers such as the Planning Commission and the City Council.

It includes all of the subject matter required for a Specific Plan, and has the same regulatory authority of a Specific Plan. Specific Plans cover land use, development density, circulation and infrastructure, and have legal authority as a regulatory document.

Because Specific Plans are mechanisms for executing the goals and policies of a community's general plan, State law requires that specific plans are consistent with the general plan, and that they must include text and a diagram or diagrams which specify a range of topics in detail, including:

1. The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.
2. The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.
3. Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.
4. A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3).

The Plan will guide all new development in the Planning Area, which will be required to follow the policies, programs and guidelines set forth in this Plan. Accordingly, General Plan and Planning Code amendments will be made to ensure consistency with this Plan.

Consistent with State law, an Environmental Impact Report will be completed to identify and analyze any environmental impacts that may result from implementation of the Plan, consistent with California Environmental Quality Act, prior to the Plan's adoption.

What is a Specific Plan?

According to the Governor's Office of Planning and Research, "A specific plan is a tool for the systematic implementation of the general plan. It effectively establishes a link between implementing policies of the general plan and the individual development proposals in a defined area. A specific plan may be as general as setting forth broad policy concepts, or as detailed as providing direction to every facet of development from the type, location and intensity of uses to the design and capacity of infrastructure; from the resources used to finance public improvements to the design guidelines of a subdivision."

1.3 Planning Context

Regional Context and Planning Area Boundaries

The Planning Area encompasses 315 acres in the heart of Oakland, a major urban center within the San Francisco Bay Area. Adjacent neighborhoods and destinations include Downtown Oakland, Lake Merritt, the Jack London District, Old Oakland, and Uptown. The Planning Area's strategic location within this context is shown in Figure 1.2, and a closer look at the Planning Area itself is shown in Figure 1.3

Building on Existing Assets

The Planning Area is located within a rich urban community, complete with urban amenities as well as community, cultural, and historic resources. Several key assets include (but are certainly not limited to):

- **Lake Merritt BART:** The Lake Merritt BART Station provides rail transit service to the Planning Area and throughout the Bay Area. The two Lake Merritt BART blocks located at the center of the Planning Area are historically part of Oakland Chinatown, and are currently potential development sites.
- **Oakland Chinatown:** Chinatown is a vibrant commercial and residential neighborhood. Chinatown has active streets in the commercial core, a vibrant retail trade, and acts as a cultural center in the east Bay Area for the Asian community. Chinatown makes up the core residential community within the Planning Area and a multitude of invaluable community resources and services are located in Chinatown.
- **Laney College:** Laney College is the largest of the four Peralta Community Colleges, located adjacent to the Lake Merritt BART Station on about 60 acres of land devoted to classrooms, vocational technology workshop/classrooms, and computer and science labs, as well as a bookstore, library, gymnasium, swimming pool, childcare center, two large auditoriums and a performance arts theater. The school serves a diverse student population of over 14,000 students each semester and has more than 400 full-time and adjunct positions.
- **The Pacific Renaissance Plaza:** The Pacific Renaissance Plaza houses the Asian Branch Public Library, the Oakland Asian Cultural Center which offers a range of cultural resources, the Chinatown Chamber of Commerce, two levels of shops and restaurants, residential units above the ground floors, and underground parking. A large plaza with a fountain acts as a gathering space for residents and visitors to the area.
- **The Oakland Museum of California (OMCA):** Established in 1969 as a "museum for the people," OMCA is a leading cultural institution of the Bay Area and a resource for the research and understanding of California's

Key existing assets include the BART Station, the Chinatown Commercial core, and Laney College.

Key assets include the Oakland Museum of California, Lincoln Square Recreation Center and the recreational assets of the Lake Merritt Channel.

dynamic cultural and environmental heritage. OMCA is located one block north of the Lake Merritt BART Station.

- **Oakland Public Library:** The Main Library for the Oakland Public Library system is one of the largest public library facilities in the Bay Area. It includes an extensive collection and includes a large and active Children's Room, and a TeenZone.
- **Lincoln Square Recreation Center:** The Recreation Center is located in Lincoln Square Park and features programs such as arts and crafts, cooking, games and cultural programs, excursions and annual traditions such as the Lunar New Year art contest. The Center has a multi-purpose gym and an outdoor playground which offers a wide range of classes such as Chinese calligraphy, Chinese lion dance, Chinese orchestra, table tennis, basketball, line dance, and youth dance. The Center serves as an active open space and community gathering space for youth during and after school; and for adults and seniors throughout the day.
- **The recreational amenities of Lake Merritt, the Estuary, and the Lake Merritt Channel:** Lake Merritt was declared a National Wildlife Refuge in 1869 and plays an important role as a recreational asset for the City. The trails around the lake are very popular for walking and jogging. The Channel, which connects Lake Merritt to the Estuary, runs through the Planning Area. Recent improvements to the Lake edge have been completed through Measure DD, with additional improvements underway.
- **The Kaiser Convention Center:** Originally opened in 1914 as a multi-purpose arena, the Center is currently closed. The convention center is located adjacent to the OMCA, south of Lake Merritt and north of Laney College. The Center has historically been a venue for a variety of cultural events and entertainment, and has great potential for future reuse.
- **Alameda County Offices:** A major source of employment and services, the County offices and County Courthouse are located primarily along Oak and 12th Streets.

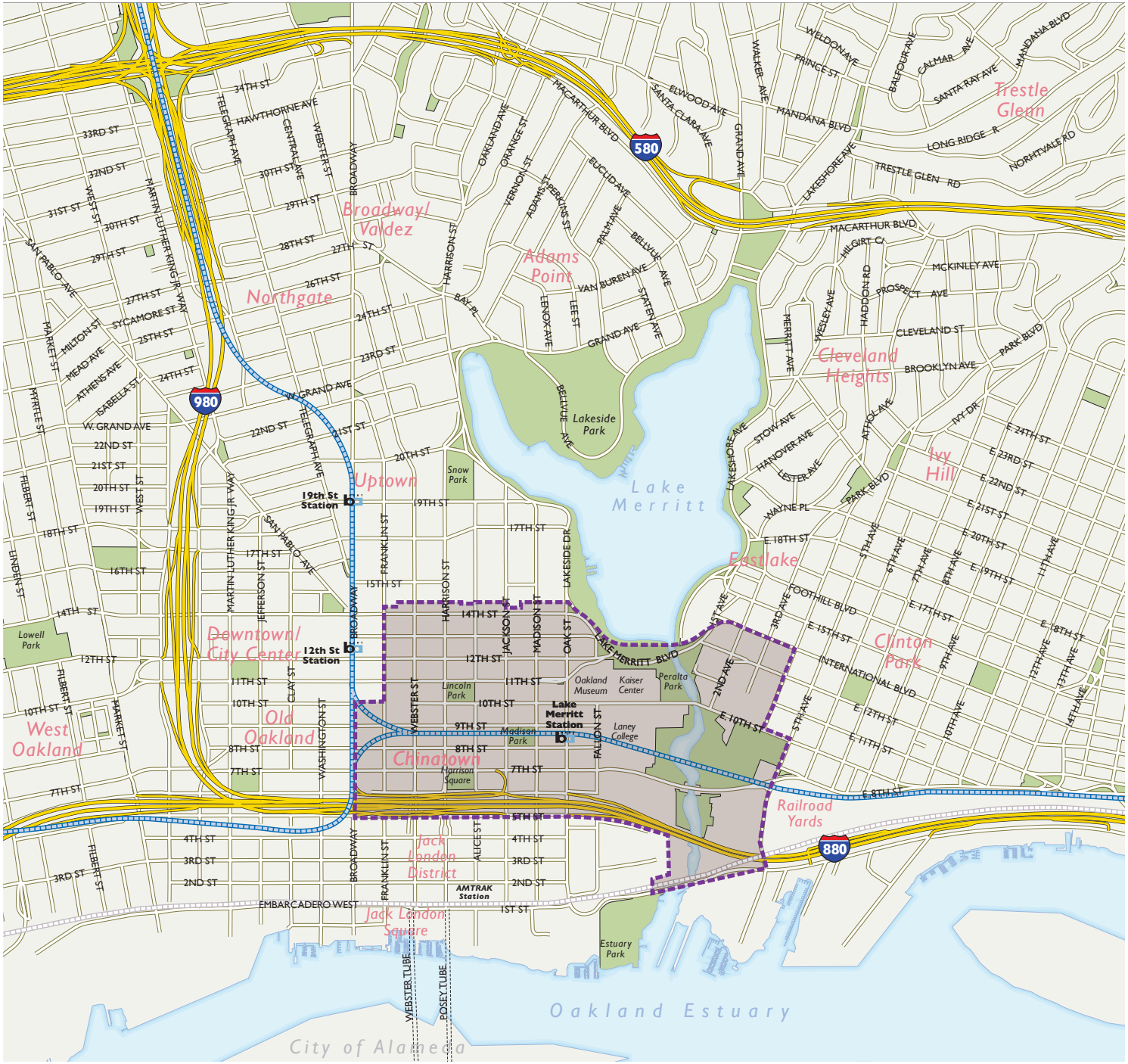


Figure 1.2:
LOCAL CONTEXT OF THE PLANNING AREA

- BART Station
- BART
- City Park
- Planning Area
- Railroad (Amtrak & Freight)

0 1/8 1/4 1/2 MILES

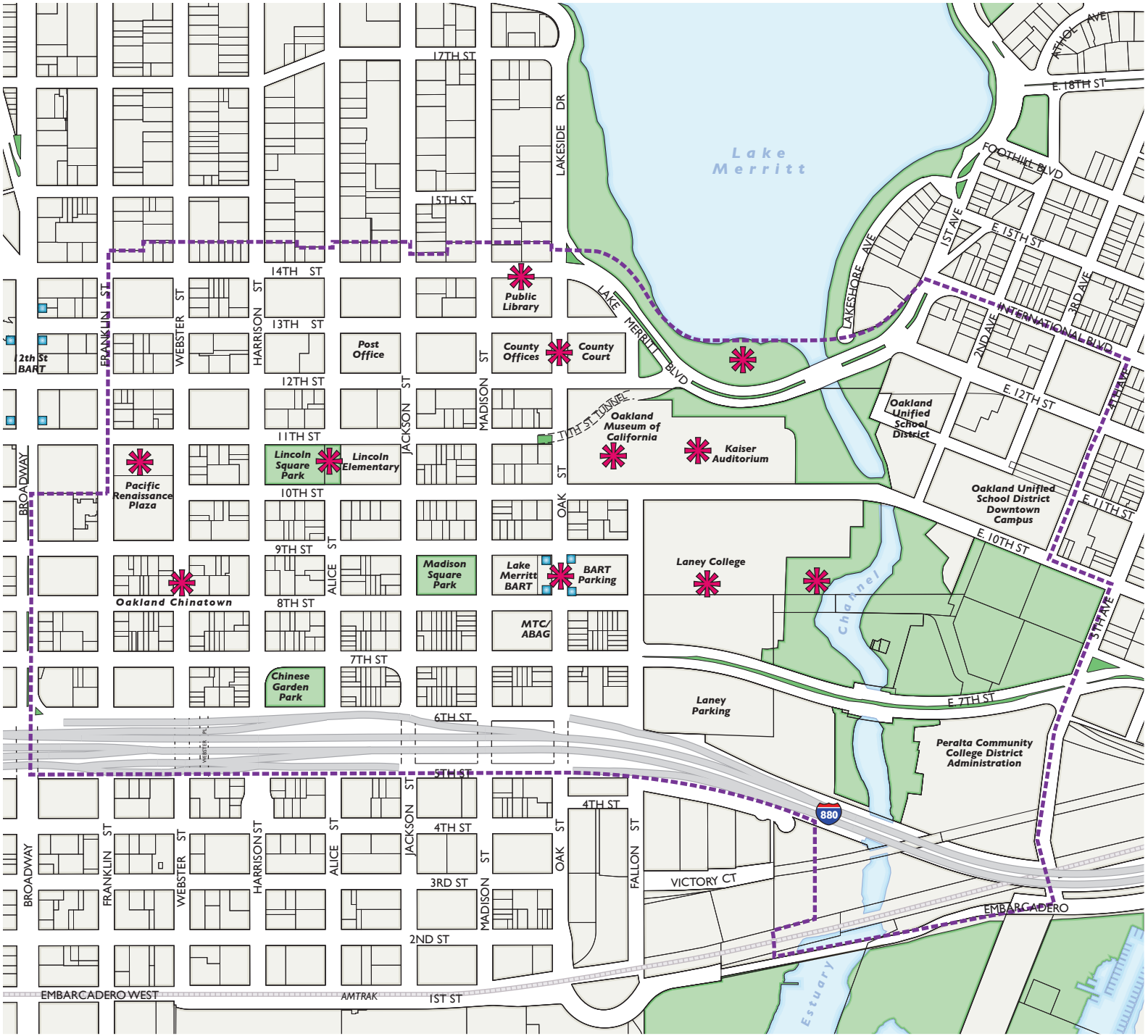


Figure 1.3:
PLANNING BOUNDARY

Range of Issues

While the Planning Area has many assets to build on, there are also challenges and issues that the Plan seeks to address. Issues identified and concerns expressed by community members include:

- Need to ensure active community participation in the planning process.
- Concerns regarding safety, related to crime and traffic.
- Lack of sufficient housing, both affordable and new market rate housing.
- Need to improve the pedestrian environment, bicycle circulation, and transit access.
- Need to better connect the area to other neighborhoods and destinations.
- Need to preserve and enhance the historic and cultural resources in the Planning Area.
- Need for economic development by building on the existing vibrancy of Chinatown and adding more high quality jobs.
- Need to ensure access to community services, including educational and community facilities and high quality open spaces.
- Concerns related to environmental quality and health, in particular as related to the I-880 freeway.

Key concerns and issues identified at the outset of the process were developed over an iterative process working with the community into a series of vision statements and goals, outlined in Chapter 3.

Relationship to Other Plans

The Plan has been developed to implement the City of Oakland's General Plan elements.

Oakland General Plan Consistency

Because this Plan is intended to strategically implement the General Plan, this section provides additional detail related to Plan consistency with key elements of the Oakland General Plan. The Oakland General Plan outlines a vision for Oakland's long-range development and growth. The General Plan provides policies and actions to help implement this vision. The General Plan includes the following elements: Land Use and Transportation (LUTE); Open Space, Conservation, and Recreation (OSCAR); Historic Preservation; Bicycle Master Plan; Pedestrian Master Plan; Noise; Safety; Housing; and the Estuary Policy Plan.

Land Use and Transportation Element (LUTE)

Overall, the concepts included in this Plan further and help implement the goals of the Oakland General Plan elements, including the LUTE's specific goal of Transit-Oriented Development for Downtown Oakland. The LUTE designates the majority of the Planning Area as part of the "Central Business District" (CBD), which is intended to encourage, support and enhance the downtown area as a high density mixed-use urban center of regional importance and a primary hub for business, communications, office, government, high technology, retail, entertainment, and transportation in Northern California. The CBD land use classification includes a mix of large-scale offices, commercial, urban (high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses. The General Plan designates parks in the area as "Open Space," while the Oakland Museum and the Kaiser Center are designated as "Institutional." The area east of the Kaiser Convention Center and North of Laney College is designated as "Urban Residential." Peralta Community College District property is designated "Business Mix" and the majority of Laney College land is designated as "Institutional."

Key General Plan LUTE objectives supported by the Plan include:

Industry and Commerce

- I/C1: Expand and retain Oakland's job base and economic strength.
- I/C3: Ensure that Oakland is adequately served by a wide variety of commercial uses, appropriately sited to provide for competitive retail merchandising and diversified office uses, as well as personal and professional services.

Transportation and Transit-Oriented Development

- T2: Provide mixed use, transit-oriented development that encourages public transit use and increases pedestrian and bicycle trips at major transportation nodes.
- T3: Provide a hierarchical network of roads that reflects desired land use patterns and strives for acceptable levels of service at intersections.
- T4: Increase use of alternatives modes of transportation.

- T6: Make streets safe, pedestrian accessible, and attractive.
- T7: Reduce air pollutants caused by vehicles.

Downtown

- D1: Enhance the identity of Downtown Oakland and its distinctive districts.
- D2: Enhance the visual quality of downtown by preserving and improving existing housing stock and encouraging new, high quality, development.
- D3: Create a Pedestrian-friendly downtown.
- D4: Increase the economic vitality of downtown.
- D5: Enhance the safety and perception of safety downtown at all hours.
- D9: Emphasize the establishment, promotion, and retention of commercial businesses that serve the needs of downtown workers and residents.
- D10: Maximize housing opportunities in the downtown to create a better sense of community.
- D11: Foster mixed use developments to help create a diverse, lively, and vibrant downtown.
- D12: Make downtown Oakland a regional destination for innovative learning programs, cultural resources, art, and entertainment.
- D13: Create and coordinate a well-balanced regional and local transportation system to serve the downtown.

Neighborhoods

- N1: Provide for healthy, vital, and accessible commercial areas that help meet local consumer needs in the neighborhoods.
- N2: Encourage adequate civic, institutional, and educational facilities located within Oakland, appropriately designed and sited to serve the community.
- N3: Encourage the construction, conservation, and enhancement of housing resources to meet the current and future needs of the Oakland community.
- N4: Actively encourage the provision of affordable housing throughout the Bay Area.
- N6: Encourage a mix of housing costs, unit sizes, types, and ownership structures.
- N8: Direct urban density and mixed use housing development to locate near transit or commercial corridors, transit stations, the Downtown, waterfront, underutilized properties where residential uses do not presently exist but may be appropriate, areas where this type of development already exists and is compatible with desired neighborhood character, and other suitable locations.
- N10: Support and create social, informational, cultural, and active economic centers in the neighborhoods.
- N11: Provide adequate infrastructure to meet the needs of Oakland's growing community.

Open Space, Conservation, and Recreation (OSCAR) Element

A major objective of the OSCAR Element of the General Plan is to reduce deficiencies in park acreage and recreational facilities in the most equitable, cost effective way possible. The general strategy described in the Plan implements that objective, first, by to making the most out of existing spaces; secondly, by recommending shared use of open space and recreational facilities owned by public entities such as the Oakland Unified School District and Laney College; and third, expanding the amount of new parks acreage and recreation facilities.

Historic Preservation Element

The Historic Preservation Element notes that the preservation and enhancement of historic resources can significantly contribute to an area's economy, affordable housing stock, overall image, and quality of life. The Plan aims to protect the value of historic resources, by promoting preservation of resources via existing programs and regulations, and by ensuring compatible development through design guidelines and massing regulations.

Bicycle Master Plan

The Plan includes all the bikeways (bike lanes, shared lanes, pathways) that are identified in the Bicycle Master Plan for the Planning Area, and will provide necessary environmental clearance to implement many of these bikeways.

Estuary Policy Plan

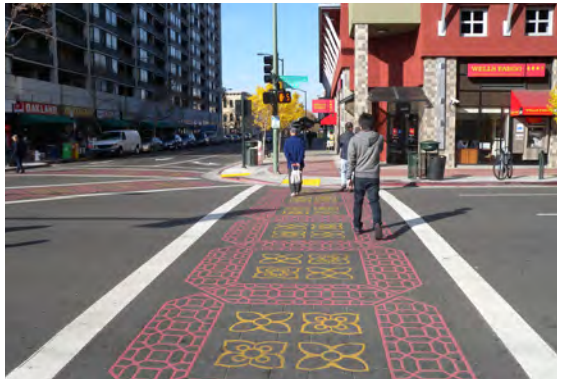
The Estuary Policy Plan, which identifies land use designations for the Jack London District, located just south of the Planning Area, also identifies parks along the Channel edge in the Planning Area. The Plan aligns with open space policies in the Estuary Policy Plan, including its direction to "Create a system of public open spaces that connects Lake Merritt Channel to the Estuary" and to "Work with public agencies to extend the open space inland from the Channel".

Other Relevant Plans and Planning Processes

The Plan also has the benefit of building on a significant amount of planning completed in or around the Planning Area in the past several years. In particular, the plan supports and builds on the *Lake Merritt Park Master Plan (2002)*, the *Revive Chinatown Community Transportation Plan (2004)*, the *Lake Merritt BART Station Final Summary Report (2006)*, and the Measure DD improvements around Lake Merritt (underway).

BART Request for Qualifications

In September 2011, BART issued a Request for Qualifications (RFQ) to select a developer who will work jointly with the City of Oakland, the community, and BART to determine the feasibility of development on the two BART-owned blocks at the Lake Merritt BART Station. One block currently includes a station entrance, plaza, and office uses below grade; the other block includes additional station entrances and a surface parking lot that serves the station. Should development be feasible, the developer would then collaboratively formulate a plan to transform the Property into an exciting Transit-Oriented Development project.



The plan builds on existing plans that address bicycle access, historic resources, and community transportation.

Community Stakeholder Group meetings.

1.4 Community Based Planning Process

Community Involvement in the Plan Development

As described earlier, many diverse residents, merchants, workers, and students make up the community of the Planning Area. This community has taken a very active role in developing and refining this Plan. Feedback from the community throughout the process has been an essential component of the planning process and has taken a variety of forms. Key elements of the community participation strategy are outlined in this section

Advisory Groups

A key element of community participation is the involvement of advisory groups that act to guide the planning process. These groups serve various purposes and include:

Community Stakeholder Group. The Community Stakeholder Group (CSG) aims to represent all interests from within the Planning Area, and is comprised of about 50 members. The forum is designed to focus on policy development and direction in response to community input. CSG members have provided feedback on documents throughout the planning process. CSG members additionally serve as conduits to expand the role of public participation by providing advice regarding potential methods to effectively communicate and solicit general public input. They also serve as conduits to their respective constituencies, by informing them about the planning process and how the public can participate, distributing information about the planning program and workshop flyers, and encouraging participation in the planning process.

The CSG has been engaged throughout the planning process. Importantly, through participation in a series of working meetings over the summer of 2011, the CSG guided the development of the Preferred Plan, which is the framework document that this Plan is based on. These meetings started with community feedback from public workshops and developed the framework for the Preferred Plan through an iterative process between CSG members, City staff, and consultant work. To date, twelve meetings of the CSG have been held.

Executive Committee of the Community Stakeholder Group. An Executive Committee of the CSG (ExCSG) acts as a sounding board regarding comments received from the Technical Advisory Committee (described below) and the CSG, addresses specific issues of concern, and develops recommendations and/or compromise solutions in the event that the CSG cannot reach consensus on important issues. Composition of the ExCSG includes a Peralta Community College District/ Laney College representative, a BART representative, representatives from Oakland City Council Districts 2 and 3, and two representatives from the Chinatown Coalition. Participants are expected to provide input that balances the various interest groups represented in the larger CSG, and have an

interest and understanding of development issues in Oakland. Six meetings of the ExCSG have been held to date.

Technical Advisory Committee. The Technical Advisory Committee (TAC) is made up of City staff and representatives from other agencies with technical knowledge about the Planning Area. Three TAC meetings have been held to date, and TAC members are invited to CSG meetings as appropriate.

Community Outreach

In addition to meetings of the groups noted above, a variety of strategies have been employed to engage and involve the community in the planning process. Language accessibility has been a central component of all community outreach, including presentation of meeting materials translated into Chinese and Vietnamese as well as English, and bi-lingual meeting facilitators and interpreters (Mandarin, Cantonese, Vietnamese). To date, outreach strategies have included:

Initial Engagement. An initial Community Engagement Process was conducted in 2008-2009. For this process the City of Oakland partnered with Asian Health Services (AHS), the Oakland Chinatown Chamber of Commerce, and the Asian Pacific Environmental Network (APEN) to begin community outreach for the Plan. Four well-attended community meetings were conducted from 2008 to 2009 and a 19-question survey which garnered 1,100 results was conducted in March and April 2009.

Partnerships. Partnerships with local community-based organizations were established, including, but not limited to: Chinatown Chamber of Commerce, Asian Health Services, East Bay Asian Local Development Corporation, Transform, East Bay Housing Organizations, Walk Oakland Bike Oakland, East Bay Bicycle Coalition, Oakland Asian Cultural Center, and Asian Pacific Environmental Network.

Stakeholder Interviews. A total of 50 stakeholders, including 18 City staff, were interviewed individually or in groups, in sessions generally lasting about one hour.

Community Workshops. Four community workshops have been held to date, to solicit feedback on a variety of topics. The first workshop focused on identifying issues and goals, the second and third workshops (divided by subareas) focused on specific improvements community members felt were important, and the fourth workshop presented the Emerging Plan concepts for feedback. A fifth workshop will be held to review the Draft Plan.

Focus Groups/Neighborhood Teas. A series of focus groups/neighborhood teas were held to assess goals and concerns of local residents who typically do not attend large public meetings in a more intimate and informal setting. These meetings specifically engaged brokers and property owners, merchants, families, Laney College students and faculty, and youth.

Surveys. Business surveys were administered to participants of Merchant's Tea.

Merchants' Tea, Community Workshop #1 and the Subareas Workshop (top to bottom).

A variety of community participation methods used during the planning process include community mapping, small group discussions, and open houses.

Other meetings. Other meetings have been held throughout the process to engage other institutions and community groups, such as the Peralta Board meeting, Lake Merritt Station Area Plan Institutions meeting, Jack London District Association meeting, Mayor's Cantonese Town Hall meeting, BART Board workshop, and Oakland Bicycle and Pedestrian Advisory Committee meeting.

Summary of Feedback

Feedback from these meetings is summarized in the following documents, all of which are available on the project website http://www.business2oakland.com/lakemerrittsap in the Workshops and Meetings, and Report sections.

- *Lake Merritt BART Station Area Community Engagement Final Report,* completed by Asian Health Services, Oakland Chinatown Chamber of Commerce, and the City of Oakland in June 2009.
- *Stakeholder Interviews Report,* completed by Dyett & Bhatia and the City of Oakland in May, 2010.
- *Community Workshop #1 Report,* completed by Dyett & Bhatia and the City of Oakland in May, 2010.
- *Summary of Community Feedback,* completed by Dyett & Bhatia and the City of Oakland in April, 2011. This document includes feedback given at the Subarea Workshops, at the CSG meeting on the central blocks, the neighborhood teas, and feedback from other community led focus groups.
- *Emerging Plan Open House Summary Report,* completed by Dyett & Bhatia and the City of Oakland in October, 2011.

Formal Public Review of the Plan

The Preferred Plan, which is the framework document that this Plan is based on, was reviewed by several advisory and decision-making bodies over the winter of 2011-2012 at a series of public meetings. This Plan will also be reviewed by the same set of boards and decision-making bodies, including:

- City Council.
- Community and Economic Development (CED) Committee.
- Planning Commission.
- Parks and Recreation Advisory Commission (PRAC).
- Landmark Preservation Advisory Board (LPAB).
- Bicycle and Pedestrian Advisory Committee (BPAC).

Based on the guidance of these decision-makers, the Preferred Plan was further developed and refined, with continued input from community members, the CSG, and the TAC into this Plan. There will be several future opportunities for participation, as shown in the overall project timeline, shown in Figure 1-4. Interested community members may also make comments at any public meeting, by email (Lake_merritt_plan@oaklandnet.com), or by phone (510.238.7904).

Background Work Completed

In addition to community outreach, several background documents were completed as part of the process of drafting the Plan. These documents were completed by the consulting team and the City of Oakland. These include:

- *Affordable Housing Technical Memo (February 2010)*, reviews strategies for meeting State and City affordable housing requirements.
- *Existing Conditions Report (June 2010),* summarizes the primary findings of all the background research on a wide range of topics related to the Planning Area.
- *Market Opportunity Report (June 2010),* evaluates the market factors supporting development within the Planning Area.
- *Emerging Plan Report (September 2011),* establishes a planning framework and provides an analysis of initial plan concepts. .
- *Preferred Plan (November 2011),* develops and refines the Plan framework and concepts.

Schedule

The overall project timeline is shown in Figure 1-4. Check the project website http://www.busines-s2oakland.com/lakemerrittsap for updates regarding the dates and times of upcoming meetings.

Figure 1.4:
PROJECT TIMELINE

1.5 Document Overview

The Lake Merritt Station Area Plan is organized into ten complementary chapters with two appendices.

- ***Chapter 1: Introduction.*** This chapter provides an overview of the purpose and objectives of the Plan, the planning context, the Plan's relationship to other plans, and a detailed summary of the planning process and community participation.
- ***Chapter 2: Existing Conditions.*** This chapter provides an overview of existing conditions in the Planning Area.
- ***Chapter 3: Vision.*** This chapter describes the overall vision for the Planning Area, including the vision statements and goals of the project, as well as a detailed vision for each plan district.
- ***Chapter 4: Land Use.*** This chapter outlines the land use strategy, heights and building massing, community benefits, and affordable housing, all of which establish a sense of place and neighborhood character.
- ***Chapter 5: Open Space.*** This chapter describes strategies for improved access, maintenance, and usability of existing parks, as well as development of new parks, that are essential to ensure a high quality of life in this increasingly dense urban setting.
- ***Chapter 6: Streetscape and Circulation.*** This chapter describes the circulation strategies designed to minimize the need for auto travel and promote the use of walking, bicycling, and transit as modes of travel in the Planning Area. This chapter also provides an overview of the streetscape vision and specific streetscape improvement recommendations for the Planning Area's key streets.
- ***Chapter 7: Community Resources.*** This chapter highlights strategies for enhancing community resources, including cultural, historic, and educational resources as key components to a vibrant and complete neighborhood.
- ***Chapter 8: Economic Development.*** This chapter provides a strategy for economic development that would work in tandem with new building construction, as well as improvements to streets, parks, and safety, to benefit existing and new businesses and residents.
- ***Chapter 9: Infrastructure and Utilities.*** This chapter provides a detailed understanding of the infrastructure and utility needs in the Planning Area.
- ***Chapter 10: Implementation.*** This chapter provides a detailed implementation plan, including financing and phasing strategies.
- ***Appendix A: Design Guidelines.*** This chapter includes detailed design guidelines to direct future development and ensure high quality design and neighborhood consistency.
- ***Appendix B: Detailed Development Potential.*** This appendix includes details related to the total development potential.

2 EXISTING CONDITIONS

IN THIS CHAPTER

Existing Conditions

The existing Planning Area is a diverse urban neighborhood with a range of assets and challenges. Understanding the existing condition is essential to developing a vision and detailed plan for the future. This chapter provides an overview of existing conditions. Additional detail is available in the Existing Conditions Report, available on the project website.

2.1 Community

Demographics

Approximately 12,000 people, or three percent of the city's population, live within one-half mile of the Lake Merritt BART Station. Compared to the rest of Oakland, the area's population is more Asian (especially Chinese), older, has smaller sized households, is lower income, and is more likely to rent its housing.

- According to Claritas Inc. data from 2009, around 2/3 of the local population is Asian/ Pacific Islander, with the balance split almost evenly between African-American, White, and other races (and 7 percent Hispanic). For comparison, the citywide population is 17 percent Asian, and 27 percent Hispanic.
- Of the 64 percent who are Asian/Pacific Islanders, 84 percent are Chinese, who make up 53 percent of the Asian population citywide.
- The median age of the Planning Area population (46) is higher than that of Oakland as a whole (37), largely because of a larger senior population. Only 15 percent of households include someone under the age of 18, compared to 34 percent citywide. Approximately 30 percent of the Planning Area population is age 60 or older, compared to 16 percent citywide.
- The area's population has a relatively small household size: 1.94 people per household compared to a citywide average of 2.65, probably due to seniors.
- Household income within the Planning Area is lower than that of Oakland, with a median household income of $27,800 compared to $49,500 citywide. Around half of this difference can be accounted for by smaller household size, but approximately 33 percent of the area's households have an income of less than $15,000, compared to just 13 percent citywide.
- Almost 79 percent of the area's population rents its housing, compared to 59 percent citywide. Just over half of the housing units in the area are in structures with 50 or more units, a significant difference from 8 percent citywide. In fact, a quarter of the city's apartment buildings with 50+ units are located within one-half mile of the Lake Merritt BART station.

Community Resources

The Planning Area is rich with cultural resources, including a wealth of libraries, schools, community facilities and cultural gathering spaces, and serves as a base for many organizations and non-profit service providers such as churches and health clinics. Existing community resources and strategies to preserve and enhance them are described in Chapter 8.

Historic Resources

Development of Oakland

The Planning Area is one of the oldest areas of Oakland. The city, incorporated in 1852, grew around its waterfront. The influx of people following the 1906 earthquake and fire in San Francisco prompted the development of new residential areas in Oakland. Older neighborhoods became more densely populated as new apartment buildings and related growth became part of Oakland's residential fabric.

Throughout the 20th century, commercial enterprises and industrial development, particularly the Port of Oakland and the Oakland Municipal Airport, played a vital role in Oakland's growth. During World War II, Oakland was the largest shipping center on the West Coast and within two decades was the largest container terminal on the West Coast.

As suburbs grew outward during the 1950s, the inner core of the City began to decline as residents left for the outlying areas. This trend began to reverse in the 1980s as reinvestment and redevelopment helped to invigorate the City's image and prospects.[1]

Historic Setting of the Planning Area

The Planning Area includes portions or all of seven designated historic districts. These areas are briefly covered here, and described in more detail in the *Existing Conditions Report.*

1 LSA Associates, City of Oakland Measure DD Implementation Project EIR, July 2007.

Chinatown Commercial District

The Chinatown Commercial District is characterized by small-scale, early 20th-century commercial buildings. The area is characterized by high density and lively sidewalk activity. It draws not only residents, but also workers from nearby downtown office buildings, including the City Hall area, as well as Chinese and other Asians from Oakland and other East Bay communities. The exceptional importance of the Chinatown Commercial District is that Oakland has the only historic urban Chinatown surviving in California outside San Francisco.

7th Street/Harrison Square Residential District

Most of the buildings in the 7th Street/Harrison Square Residential District are detached one- or two-story wood frame structures set back from the sidewalk line, including many Queen Anne and Colonial Revival cottages and houses. The district began as a residential area and continues largely so to this day.

The district is part of a larger area once called Madison Square. In the late 1800s and early 1900s, the Madison Square area was a desirable housing area for the white middle-class population of Oakland. As Oakland expanded to the north and east, other areas further from the city's original core became more desirable, resulting in the gradual departure of the white middle-class to newer, more desirable areas. Chinese began living in the district's houses in the early 20th century, after the 1906 San Francisco earthquake and fire and in the decades following.

Community resources include Laney College, the Asian Branch of the Public Library and Lincoln Square Park (top to bottom).

Historic resources in the Planning Area include Lincoln Square Park, Hotel Oakland, and the Main Post Office (top to bottom).

Highlight of Historic Resources

Historic Areas of Primary Importance

- Chinatown Commercial District
- 7th Street/Harrison Square Residential Historic District
- King Block
- Coit
- Real Estate Union Houses
- Lake Merritt District (partial)
- Downtown District (partial)

Landmark Buildings

- Kaiser Convention Center
- Lincoln Square Park
- Oakland Hotel
- Main Post Office
- Oakland Museum of California
- 801-33 Harrison Street
- The Chinese Presbyterian Church (265-73 8th Street)
- Buddhist Church of Oakland

Civic Resources Near Lake Merritt

There has also been significant development of civic buildings in the Planning Area, including the Kaiser Auditorium in the 1910s, the Alameda County Courthouse in the 1930s, the Oakland Museum of California in the 1960s, and Laney College and the Metropolitan Transportation Commission Buidling in the 1970s. These buildings and institutions contribute to the Planning Area's physical and social character. Some are historic resources in their own right and others may be considered historic in the future.

History of Displacement

The Planning Area is situated within territory occupied by Costanoan (also commonly referred to as Ohlone) language groups. The Huchiun tribelet is believed to have occupied the Oakland area at the time of Spanish contact.[2] The land--occupied by Native Americans--was granted to Luis Maria Peralta in 1820 as part of the Rancho San Antonio land grant, and later became incorporated as part of the City of Oakland in 1852.

Chinese people first came to Oakland in the 1850s, living in at least four different areas until they settled at the corner of 8th and Webster Streets by the 1870s. This corner remains the center of the Chinatown Commercial District today, with residents expanding into the 7th Street/Harrison Square Residential District. Immediately adjacent to these areas are three blocks--bounded by Jackson Street on the west, 9th Street on the north, Fallon Street on the east, and 8th Street on the south--with sig-

2 Randall Milliken, as cited in LSA Associates, City of Oakland Measure DD Implementation Project EIR, July 2007.

nificant history for the Chinatown community. These blocks were once called the Madison Square area and were largely occuped by Chinese familiies from the 1920s to the 1960s, drawn by the convenient location and important cultural and social services.

These residences were removed in the 1960s for the construction of the Lake Merritt BART station, BART headquarters building (since demolished due to seismic concerns), and a parking lot. This displacement had a disruptive effect on Oakland's Chinatown community.

The construction of BART and the displacement it caused were part of a larger era of Redevelopment that caused significant disruption in communities. Construction of the I-880 freeway in the 1950s took with it scores of neighborhood buildings, including the previous home of the Buddhist Church of Oakland.

Meanwhile, the land where Laney College and now stands had been cleared for redevelopment, first as wartime housing, later as the community college. The Oakland Museum of California was completed in 1969.

The Planning Area carries a history of displacement of its communities. The Station Area Plan's strategies and policies are meant to recognize that history, and help to rebuild the urban fabric.

Historic resources in the Planning Area include residences that make up the 7th Street API, 801-33 Harrison Street, and the Buddhist Church of Oakland (top to bottom).

Historic resources include the Kaiser Convention Center, the Alameda County Courthouse, and the Oakland Museum of California (top to bottom).

2.2 Land Use Context

Existing Land Use

The existing land uses within one-half mile of the Lake Merritt BART station are shown in Table 2.1 and Figure 2.1. Major land uses within one-half mile of the Lake Merritt BART Station include:

- Public and institutional uses, which cover 92 acres and make up 32 percent of the one-half mile radius. These uses are largely consolidated along the Estuary Channel and along 13th Street.
- Residential uses cover 51 acres (18%) of the area within the half-mile radius, and are focused into several areas, including the Eastlake neighborhood, Chinatown, the Lakeside Apartment District to the north, and the Jack London District to the south. Existing residential density in Chinatown is generally lowest in the area bound by Harrison, 11th, Fallon and Sixth Streets, with 20-60 units per acre. In some parts of Chinatown there are higher densities, between 61 and 100 units per acre; and a few areas acheiving 100 and 200 units per acre. Historic single family housing - most of which have been converted to multi-family housing - is located in the eight blocks bounded by Sixth, Eighth, Fallon, and Alice Streets.
- Mixed-use developments cover 19 acres (about 7 percent of the area within the half-mile radius). The mixed use developments are primarily of three characters: retail at the ground floor with residential units above, retail at the ground floor with office space above, or office at the ground floor with residential units above. The majority of mixed-use developments (nearly 90%) include retail at the ground floor. Most retail and office uses in the Planning Area are located in mixed-use buildings.
- Existing parkland makes-up about 35 acres within the half-mile radius. New parkland at the southern edge of Lake Merritt will add four acres, resulting in a total of 39 acres in the one-half mile radius. Acreage specific to the Planning Area and new parks underway are discussed in Chapter 6.
- Light industrial and warehouse uses cover 24 acres, or about 9 percent of the half-mile radius, and are primarily located south of I-880, outside of the Planning Area.
- Other notable land uses in the Planning Area include parking, schools, churches, and hotels.

Affordable housing is an important issue in the community. Given the household incomes in the project area, there is a distinct need for housing for low income households. However, there is also demand for market-rate housing. The area currently has a substantial supply of affordable housing—within a half-mile mile radius of the Lake Merritt Station there are around 1,700 public or publicly supported affordable housing, representing around 30 percent of the housing units in the half-mile radius of the Lake Merritt BART Station. Redevelopment funds, which have recently been discontinued, helped to build many of those units.

Table 2.1: EXISTING LAND USE WITHIN ONE-HALF MILE OF THE LAKE MERRITT BART STATION

EXISTING LAND USE	ACRES	PERCENT OF TOTAL
Public/Institutional	92	32%
Residential	51	18%
Residential Multi-Family	46	16%
Residential Single Family	3	1%
Multifamily Housing of Substandard Quality	2	1%
Park	35	12%
Light Industrial/Warehouse	24	9%
Mixed Use	19	7%
Mixed Use Office/Retail	7	2%
Mixed Use Residential/Office	2	1%
Mixed Use Residential/Retail	10	4%
Parking	15	5%
Office	13	5%
Retail & Restaurants	7	2%
Schools/Pre-K/Childcare	7	3%
Vacant	7	2%
Commercial	6	2%
Churches/Temple	3	1%
Hotel/Motel	3	1%
Auto Services	3	1%
Boarding or Rooming	1	0%
Grand Total[1]	**286**	**100%**

1 Total acreage excludes right of way and bodies of water. Total acreage is 315 acres.

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

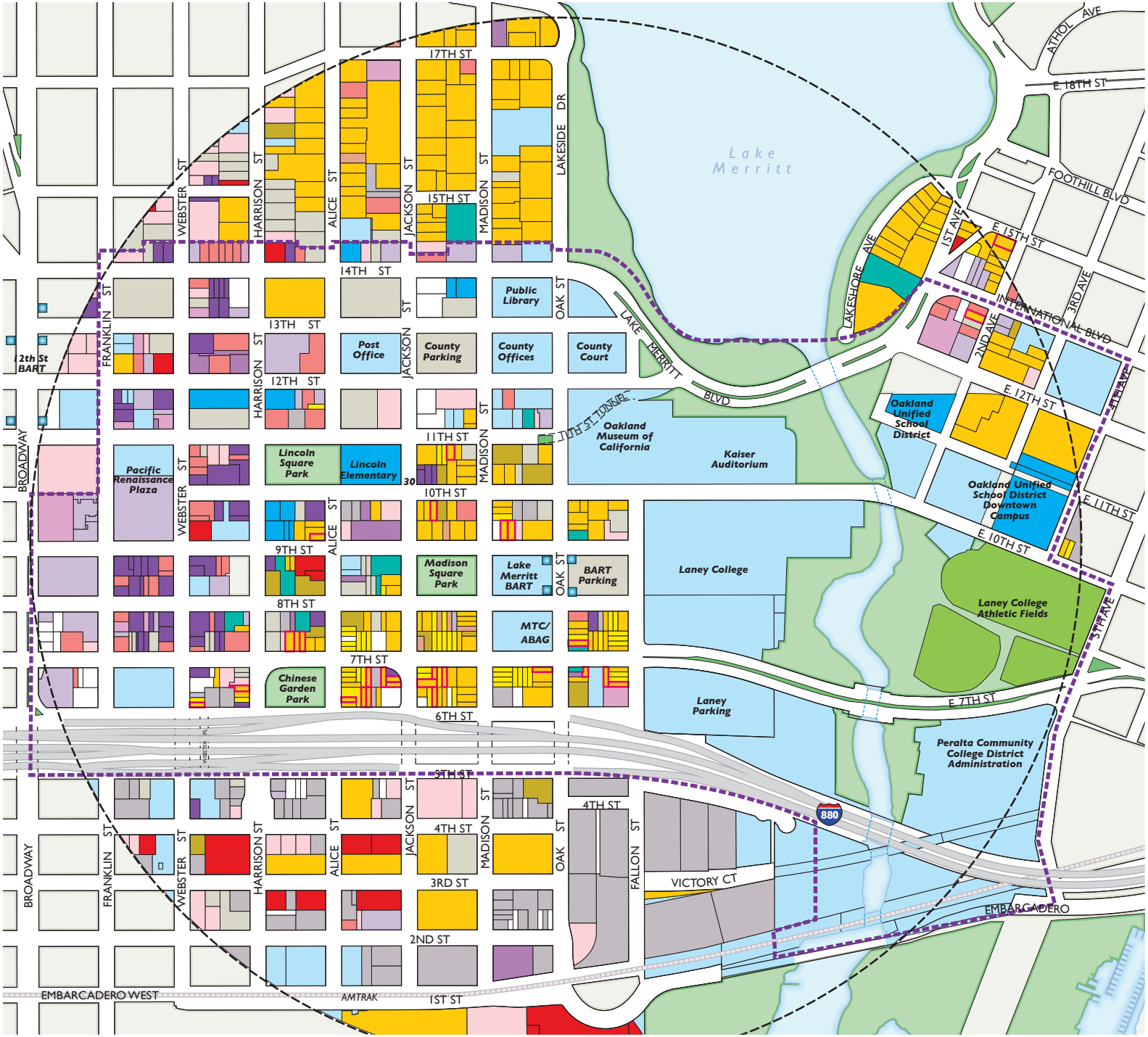


Figure 2.1:
EXISTING LAND USE (2010)

- Single Family Residential
- Multi-family Residential
- Substandard Multifamily
- Boarding or Rooming
- Hotel/Motel
- Commercial
- Retail/Restaurant
- Mixed Use Residential/ Retail
- Mixed Use Residential/ Office
- Mixed Use Office/Retail
- Auto Services
- Office
- Light Industrial/ Warehouse
- Public/Institutional
- Churches/Temples
- Schools/Pre-K Childcare
- Parking
- Vacant
- Open Space
- Planning Area
- 1/2 Mile Radius

0 100 500 1000
FEET

As of 2005, the area within one-half mile of the Lake Merritt BART Station encompassed approximately 30,000 jobs, or about 15 percent of all jobs in the city. The distribution of jobs by category is largely consistent with that for the city overall:

- About 40% of these jobs are service jobs, including health, educational, recreational, financial, and professional jobs.
- Jobs categorized as 'other' make up an additional 40% of jobs.
- Retail jobs provide 14% of jobs in the area.
- Manufacturing, wholesale/trade, and agriculture, fishery and mining make up the rest of the jobs in the area.

Open Space

There are several different types of outdoor recreational areas in the Planning Area. This section describes those spaces. Chapter 6 also includes an analysis of park needs and strategies for improving access to outdoor recreational areas.

City Parks

A brief description of each of the City parks in the Planning Area follows:

- Lincoln Square Park is adjacent to Lincoln Elementary School and includes a recreation center, children's play area, and several basketball courts. It is heavily used in both daytime and evening hours.
- Madison Square Park includes grass areas, as well as a small children's play area. It is heavily used for Tai Chi in the mornings, for basketball at mid-day, and by OUSD classes at other times of the day. However, there are times when it is fairly empty, particularly in the afternoons and evenings.
- Chinese Garden Park (formerly Harrison Square) features a Hall of Pioneers and Sun Yat Sen Memorial Hall, along with a pagoda. The hall serves as the Hong Lok Senior Center, a drop in-center for seniors ages 55 years and older, and as a general social hall and community garden.
- Lake Merritt is a fresh and salt-water lake, 3.4 miles around, which includes a variety of smaller parks. Amenities include various recreational centers and a walking path around the lake. New Measure DD improvements will create a four-acre park at the southern edge of the lake, in the Planning Area.
- Estuary Park is located along the Waterfront, south of Embarcadero, and includes Jack London Aquatic Center, a community facility providing youth and adult programs in rowing, a grass field, a public boat launching ramp and a group picnic area.
- Peralta Park is located next to the Henry J. Kaiser Convention Center and south of Lake Merritt, between 10th and 12th Streets to the west of the Lake Merritt Channel. Major improvements underway will add four aces of park, improve pedestrian and bicycle connections, and open the connection between the lake and the channel.

New play equipment at Lincoln Square Park (top), Channel Park (middle), and publicly-accessible open space at Oakland Museum of California (bottom).

- Lake Merritt Channel Park begins south of Peralta Park, from 10th Street to the I-880 Freeway. The Park runs along the lake Merritt Channel, through Laney College and Peralta District Administrative Complex. The Channel Park is mostly for passive recreation and includes numerous art sculptures.

Other Public Open Space Areas

Other publicly accessible open spaces include the BART plazas; courtyards and recreational factilities at Laney College; plazas around the Library and Alameda County offices; the courtyard at Pacific Renaissance Plaza; and the gardens in the Oakland Museum of California.

Other Public Gathering Spaces

Informal social gatherings often occur on sidewalks, fronts of stores, stairways, and other private yet publicly accessible spaces that present opportunities for social interaction, gathering, and meeting outdoors. For example, Oakland Wonder Food Bakery at 340 9th Street is a popular spot for drinking coffee and talking in the morning. Other examples are the stairways and walkways at the Pacific Renaissance Plaza, where youth congregate to eat or play board games after school at the Asian Branch Library or the Oakland Asian Cultural Center. More detail on public open spaces is included in Chapter 5.

Projections

The Association of Bay Area Governments (ABAG) makes regional projections for population, housing, and jobs in the Bay Area for the purposes of regional planning. Projections include policy based assumptions that focus growth in the established urban core of the Bay Area and near transit. Oakland, including the Planning Area, is a high growth area for both households and jobs.

Additionally, because the Planning Area is currently more of an employment center, the ABAG projections seek to increase the amount of housing in the area in order to balance jobs and housing and put more households close to the job center of Downtown Oakland as well as transit resources. The most recent forecast is from 2009.

ABAG growth projections have been allocated by the Alameda County Transportation Commission (ACTC) to a more localized level (Traffic Analysis Zones or TAZs). The growth projections considered here are based on data at the TAZ level. It is important to note that projections tend to be more accurate over shorter periods of time; therefore projections for 2035 are by nature rough estimates of future population and jobs.

Table 2.2: ASSOCIATION OF BAY AREA GOVERNMENTS AND ALAMEDA COUNTY TRANSPORTATION COMMISSION PROJECTIONS 2009

	2005 HOUSEHOLDS	2005 JOBS	2035 HOUSEHOLDS	2035 JOBS	INCREASE IN HOUSEHOLDS	INCREASE IN JOBS
City of Oakland	154,580	202,570	212,000	281,900	37%	39%
Planning Area[1]	2,643	17,823	7,575	21,992	187%	23%
Planning Area as % of citywide growth	2%	9%	4%	8%		

1 Planning Area growth is distributed by the Alameda County Transporation Commission (ACTC) by Traffic Analysis Zone (TAZ).

Opportunity Sites

Opportunity sites are a way to understand what is most likely to change over the next several years. They are the best guess at sites that are most likely to redevelop. However, it is up to individual owners to decide whether or not they want to develop their property; as such, some opportunity sites may not develop as expected, and others not identified may redevelop.

Figure 2.2 shows sites that are vacant or underutilized, and may have potential for land use or intensity change over the long-term (25 years). Identification of potential opportunity sites is a way to advance and test the concepts put forth, to understand the potential for future development, to understand patterns of where new development may occur, and how new development could relate with areas less likely to change. An initial analysis of potential opportunity sites was conducted for the Existing Conditions report in 2010, and identified sites that meet one or more of the following criteria:

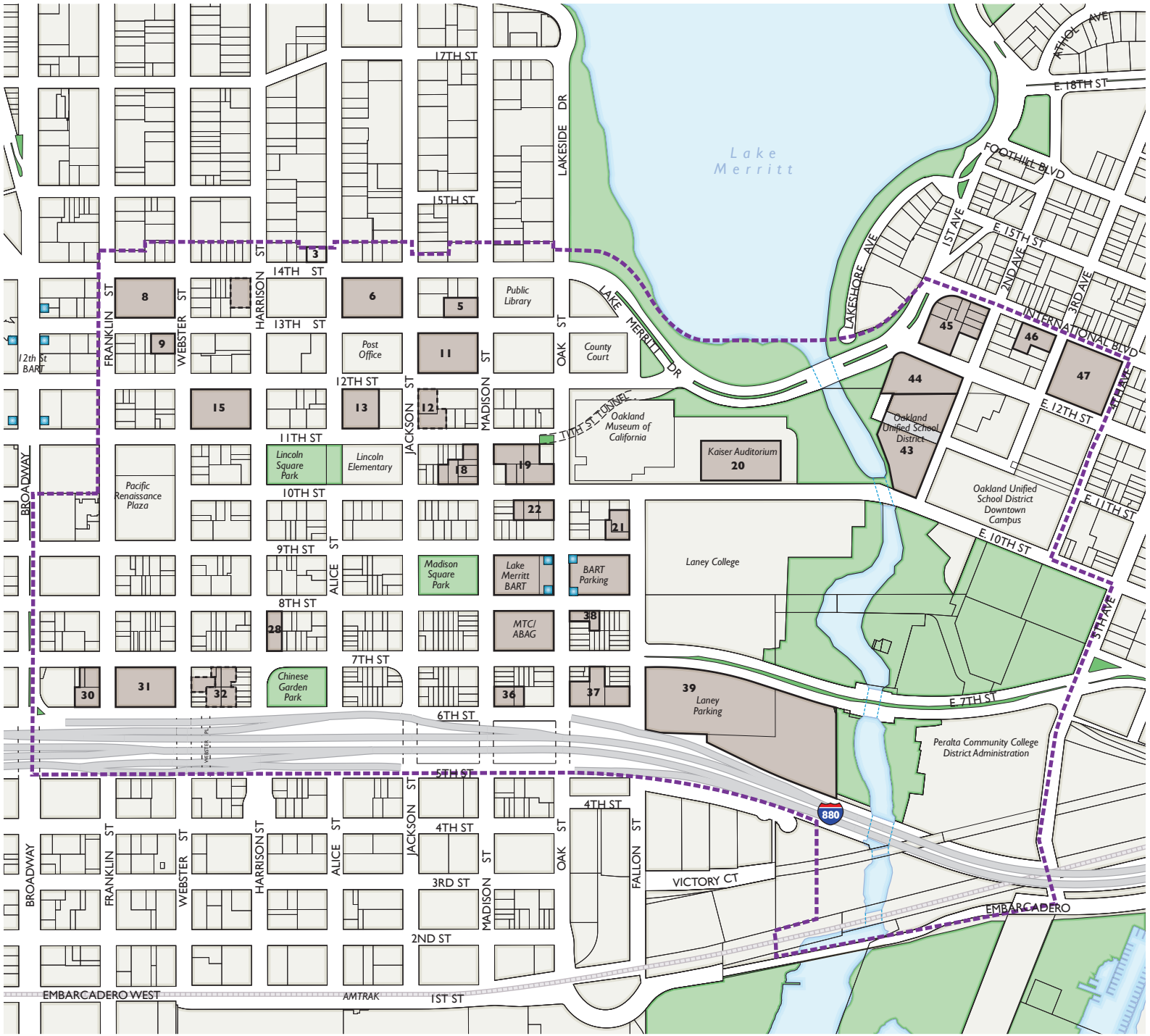
- Have a low value of improvements relative to land value;
- Have a very low existing building height (one or two stories) relative to allowable height under the zoning;
- Are currently vacant;
- Are currently parking lots;
- Have applications submitted with the City either under review or approved for development;
- Have otherwise been identified as sites for development (i.e. County offices per the Real Estate Master Plan); and/or
- Are adjacent to opportunity sites.

Sites with identified Historic Resources are excluded.

Opportunity sites were further refined through community workshops and feedback from the Community Stakeholders Group. Most of the opportunity sites are vacant sites or parking lots; a few have older one-story buildings. As explained above, some of the sites identified as opportunity sites may remain in their current state, while others that are not identified as opportunity sites will undergo change, depending on the decisions of individual property owners.

Opportunity Sites.

Figure 2.2:
OPPORTUNITY SITES (SITES MOST LIKELY TO REDEVELOP)



6 Opportunity Sites with Community Agreement or Vacant Sites

12 Approved Development (not yet under construction)

Park

BART Station Entrance

Planning Area

May 17, 2012

0 100 500 1000
FEET

2.3 Plan Districts: Existing Context

The Planning Area is divided into seven plan districts, shown on Figure 2.3. Chapter 3, Vision describes the vision for each district to define future development in the area and help support the overall vision statements and goals for the Planning Area. This section describes the existing context for each district.

14th Street Corridor

The 14th Street Corridor is a major east-west connector between Downtown and the neighborhoods east of Lake Merritt. 14th Street is a two-way, four-lane street characterized by intermittent retail, new mixed-use housing development, historic buildings, several large parking lots, and public resources such as the Public Library. Roughly two-thirds of buildings along 14th Street are one- to four-stories in height, while the other third are mostly eight stories and a couple of taller high-rises.

The area has significant institutional uses, including office space for Alameda County, the County Courthouse, and key public resources such as the Oakland Museum of California and the Kaiser Auditorium, both of which are historic landmarks. Several opportunity sites exist in this district, including three full blocks (see opportunity sites 6, 8, and 11 in Figure 2.2).

The 14th Street Corridor is an important connection between Oakland's City Center and the Lake Merritt and its recreational assets.

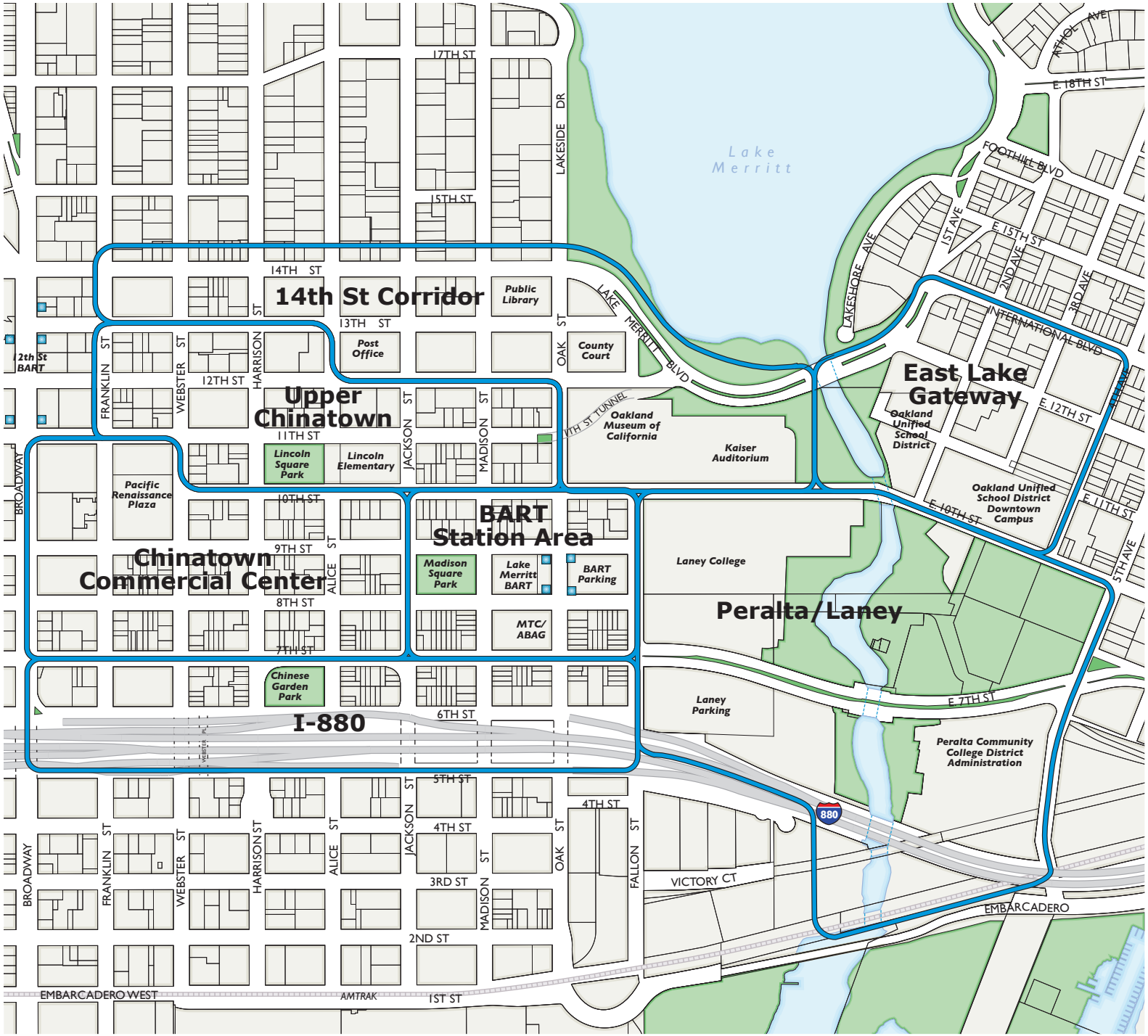


Figure 2.3:
PLAN DISTRICTS

Planning Districts

May 10, 2012

0 100 500 1000
FEET

Upper Chinatown

The Upper Chinatown district is an active urban neighborhood with a wide range of uses including residential, office, schools, and recreational space, with retail and restaurants in some ground floor spaces. The area also includes several service commercial or light industrial uses, including a construction supply center, an electric supply shop and auto body shops. Two major assets and community destinations of the district are Lincoln Square Park and the adjacent Lincoln Elementary School. Many of the buildings in this area are older one-story buildings, with several four- and five-story buildings, and a few high-rise buildings. This district includes several opportunity sites.

The Upper Chinatown district includes a wide range of uses including residential, office, schools, light industrial, and recreational space, and retail and restaurants.

Chinatown Commercial Center

The Chinatown Commercial Center district is a vibrant and active center for shopping, eating, and cultural services. It is a cultural and historic center dating back to the middle/late 1800s that still acts as an important regional draw, particularly for the Asian community, bringing people in for shopping, festivals, services, and visiting family.

Existing land uses include retail shops and restaurants, produce, groceries, community services, housing in a range of formats, banks, offices, churches, and cultural institutions. Buildings in the district are typically one- to four-stories in height, with most of the historic buildings no more than two stories. Newer development in the area includes several high-rise buildings between Broadway and Webster Street.

The area also includes popular streetscape features in the core of Chinatown, including pedestrian scrambles at four intersections, bulbouts, distinctive pavement markings, lighting, and street furniture.

The Chinatown Commercial Center is a cultural, historic, and regional center for the East Bay Asian population

Lake Merritt BART Station Area

The Lake Merritt BART Station Area district is located at the center of the Planning Area and includes the Lake Merritt BART station, the BART parking lot, plaza space with small ancillary facilities, and Madison Square Park which covers an entire block. The district also includes the MTC/ABAG four-story office building.

Blocks to the west and east of the MTC/ABAG building, also part of this district, include a mix of residential, retail, auto service, and office uses. The majority of these adjacent blocks are part of the 7th Street/Harrison Square Residential District, an Area of Primary Importance (API) as defined in the Oakland Historic Preservation Element .

Blocks to the north of the BART blocks and Madison Square Park also include some historic multi-family apartment buildings, including the Madison Park Apartments.

The Lake Merritt BART Station Area is the center of the Planning Area and includes Madison Square Park, the BART Station itself, and the MTC/ABAG office building, as well as a mix of uses on blocks to the north and south that include historic resources including the Madison Park Apartments.

I-880

The I-880 district includes sites along the I-880 freeway edge, which experience noise and air quality issues, as well as several freeway undercrossings and areas beneath the freeway. The district is made up of a variety of land uses, such as a new high-rise residential project on 7th and Broadway, a portion of the historic 7th Street/Harrison Square residential district comprised primarily of one- or two-story Victorian and early 20th century cottages, and Chinese Garden Park. A critical component of the district is the area beneath the I-880 freeway, which includes six street under-crossings and several parking lots (primarily managed by Caltrans). Opportunity sites include the Salvation Army block and underutilized sites along 6th Street between Madison and Fallon Streets. The freeway undercrossings themselves offer important opportunities for improvement.

The I-880 district includes development along the northern edge of the freeway and the freeway undercrossings.

Eastlake Gateway

The Eastlake Gateway district includes portions of East 12th Street and International Boulevard, linking Central and East Oakland to Lake Merritt, Downtown, and beyond. The existing character of the Eastlake Gateway district is primarily residential, with some retail and institutional uses. Active commercial ground floor uses are focused on the East 12th Street and International Boulevard corridors. Existing heights are predominantly mid-rise, with some low-rise and a few high-rises.

This area encompasses several key assets, including the Lake Merritt Channel and the Oakland Unified School District (OUSD) Downtown Educational Complex (DEC), which is under construction. The DEC is a state-of-the-art, multi-use structure that 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). East 12th Street and International Boulevard are important bus routes that will carry future AC Transit Bus Rapid Transit (BRT) service through the area, while 10th Street connects neighborhoods to Laney College and the DEC.

Large opportunity sites include the Employment Development Department block and land opened up by the redesign of 12th Street.

Eastlake Gateway is a largely residential neighborhood with retail uses at the ground floor. It links the Planning Area to Central and East Oakland.

Laney/Peralta

The Laney/Peralta district serves as a crossroads, with the Lake Merritt Channel creating a north-south pedestrian and bicycle connection and east-west connections on 7th and 10th Streets. It also includes the Laney College campus, athletic fields, and parking lot, and the Peralta College District Administration buildings.

Laney College has a Facilities Master Plan that will direct new development on Laney property, to best meet its educational priorities and the vision of students, faculty, staff, and the neighborhood at large. The Facilities Master Plan serves as a 5-10 year roadmap for improving the learning environment and physical resources in order to better serve the local and global community needs. Major College facilities goals include:

- Modernize the library, the infrastructure, and the locker rooms.
- Modernize the theatre and music department to create a performing arts complex.
- Continue reforestation efforts to enhance the college natural surroundings.
- Expand parking facilities.
- Design and build a one-stop Student Services Center, a teaching and learning center, and a larger Technology Center.
- Design and program a new science and technology building.
- Markedly improve facilities for all Career Technical Education programs.
- Designate Incubation Facilities for temporary housing of grant funded programming.

Laney College is a major asset to the Planning Area and the District offers several possibilities for improved connections and expanded community facilities.

2.4 Market Conditions

The Market Opportunity Analysis was undertaken in the winter of 2009-2010, when the U.S. and local economies remained in the grip of a deep and protracted global recession. While there are some indicators that the recession which started in late 2007 may be abating, the collapse of demand across many economic sectors persists. The recession has impacted the availability of capital (both equity and debt) to fund development, and depressed property values have rendered new development of most land uses infeasible in the near term. In the absence of some currently unforeseen factor that emerges and accelerates the projected slow recovery, the after-effects of the recession will likely linger, depressing development activity for several years.

Chinatown's commercial uses are concentrated in the four city blocks bounded by 7th, 9th, Franklin and Harrison Streets. In a less concentrated manner Chinatown's commercial district influences a wider area from I-880 to 11th Street and from Broadway to Harrison. Chinatown remains one of the city's most vibrant neighborhood retail districts, and over the last three decades, Asian-oriented retail has spread eastward in Oakland along 12th Street and International Boulevard. Chinatown's rich historical and consistent cultural context attracts residents and visitors, including the many churchgoers and regular patrons of the district's social and health resources. In addition, Chinatown attracts Asian residents from throughout the East Bay for cultural, health and educational services, as well as banking institutions catering to Asian customers.

Businesses in Oakland Chinatown have suffered in recent years. Restaurants, retail stores, and banks have closed, and the area is experiencing a higher level of vacancy than in the past. These struggles are caused by the recession as well as by the typical migration of second- and third-generation families to suburban areas, and a declining flow and different socioeconomic profile of new immigrants from Asia.

The Planning Area is near the Uptown area, with its 1,850 new housing units, rehabbed Fox Theater, and successful new restaurants and bars; and the Warehouse District in Jack London Square where 1,350 new housing units and service retail have been developed. These nearby successes provide both inspiration and competition for the Planning Area.

Table 2.3: 2010 MARKET OPPORTUNITY ANALYSIS (2010-2035)

PRODUCT TYPE	NEXT DECADE (2010-2020)	REMAINING PERIOD (2020-2035)	TOTAL NEW DEMAND
Residential (Units) Low-end Opportunity	900	3,450	4,350
Residential (Units) Maximum Opportunity	2,500	8,000	10,500
Retail (Square Feet)	83,000-165,000	124,000-249,000	207,000-414,000
Office (Square Feet)[1]	n/a	850,000	850,000
Local Serving Office (Square Feet)	125,000-165,000	186,000-249,000	310,000-414,000
Hotel (Rooms)	n/a	200	200

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

Source: Conley Consulting Group; February 2010.

Existing housing and retail in the Planning Area.

The amount of new development supported by market dynamics in the Planning Area over the planning period is summarized in Table 2.3. These numbers are taken into consideration in the Plan's land use and development potential analysis in Chapter 4. The following sections describe development opportunity for individual economic sectors.

Housing

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

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

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

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

Retail

The Planning Area includes Chinatown, one of Oakland's strongest neighborhood retail districts. The most recent taxable sales report showed retail sales in the Planning Area at $57 million (2008), representing the city's fifth largest neighborhood retail district in terms of sales. Chinatown is unique among Oakland's retail districts in that it regularly draws shoppers to Oakland from outside of the city. However, Chinatown faces increased competition from suburban stores targeting this customer base and from the growing suburbanization of the East Bay Asian population, thus maintaining the district's vitality is an important City goal.

Historically, food sellers and other convenience goods merchants have been the most successful retailers in Chinatown, including restaurants, shops selling prepared food, and grocers. More recently Chinatown's merchandise mix has broadened to include comparison stores (those selling apparel, home furnishings, home improvement, and specialty goods) as well. Currently the primary source of retail demand in the Planning Area is the Asian population of the East Bay.

Office

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

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

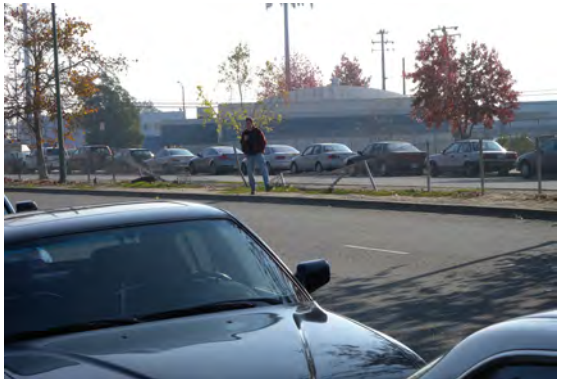
In addition to general office space, Chinatown supports cultural, heath and civic organizations which occupy upper-floor space in mixed-use buildings in the Planning Area, typically over ground-floor retail space.

Hotel

Hotels bring outside visitors who need to buy food and may make additional purchases at local businesses. Oakland has a small hotel sector with relatively stable occupancy levels and room rates, and has typically been less vulnerable to economic shifts than other cities' hotel markets. Given the hotel sector's small size, however, each new property represents a major change in the city's inventory, thus increasing the market risk. The most probable opportunity to expand the city's hotel sector is from increased corporate demand from an expanded employment base.

In the mid- to long-term future, the Planning Area could support either a small boutique hotel (30-100 rooms) or a 200+ room full-service facility. Sites in the Planning Area with water views overlooking Lake Merritt or the Estuary would be excellent opportunities for additional hotel development and would be competitive with other Oakland locations for new first-class hotel development. Given potential competition, it is likely that only the strongest potential site(s) would be developed for hotel use.

Retail and office uses support jobs in the Planning Area.



Pedestrian and bicycle access in the Planning Area has been improved in some areas (top), but further improvements are warranted (middle and bottom).

2.5 Circulation and Parking

Pedestrian Setting

Field observations demonstrate strong pedestrian and bicycle activity within the Planning Area. The primary pedestrian area is the Chinatown Commercial District, where local residents walk to shop, eat out at restaurants, take children to school, and attend many cultural facilities. As shown in Figure 2.4, the other key pedestrian activity areas include the Lake Merritt BART station, Lincoln Park, Laney College, and the Lake Merritt shoreline, as well as major employers in the area, such as the County offices and MTC/ABAG.

Generally, the street grid creates pedestrian-scale city blocks with continuous sidewalks on both sides of the street. Sidewalk conditions are generally in good condition and mostly twelve feet wide throughout the Chinatown Commercial Center. Many sidewalks within the Chinatown neighborhood are difficult to negotiate as merchant displays encroach into the pedestrian right-of-way.

The sidewalk conditions in other areas in the Planning Area are generally in fair to poor condition. The situation deteriorates closer to the I-880 freeway, where sidewalks are generally narrower, uneven and aged, and shared with utilities.

Numerous curb ramps outside of the Chinatown Commercial and Lake Merritt BART Station areas need to be redesigned for proper crosswalk alignment and updated to reflect current ADA standards.

Pedestrian wayfinding signs are located at various locations between the Chinatown Commercial District and the Lake Merritt BART-Station,. Pedestrian-scaled lighting is not generally found in the Planning Area, except for a couple locations in the Chinatown Commercial area.

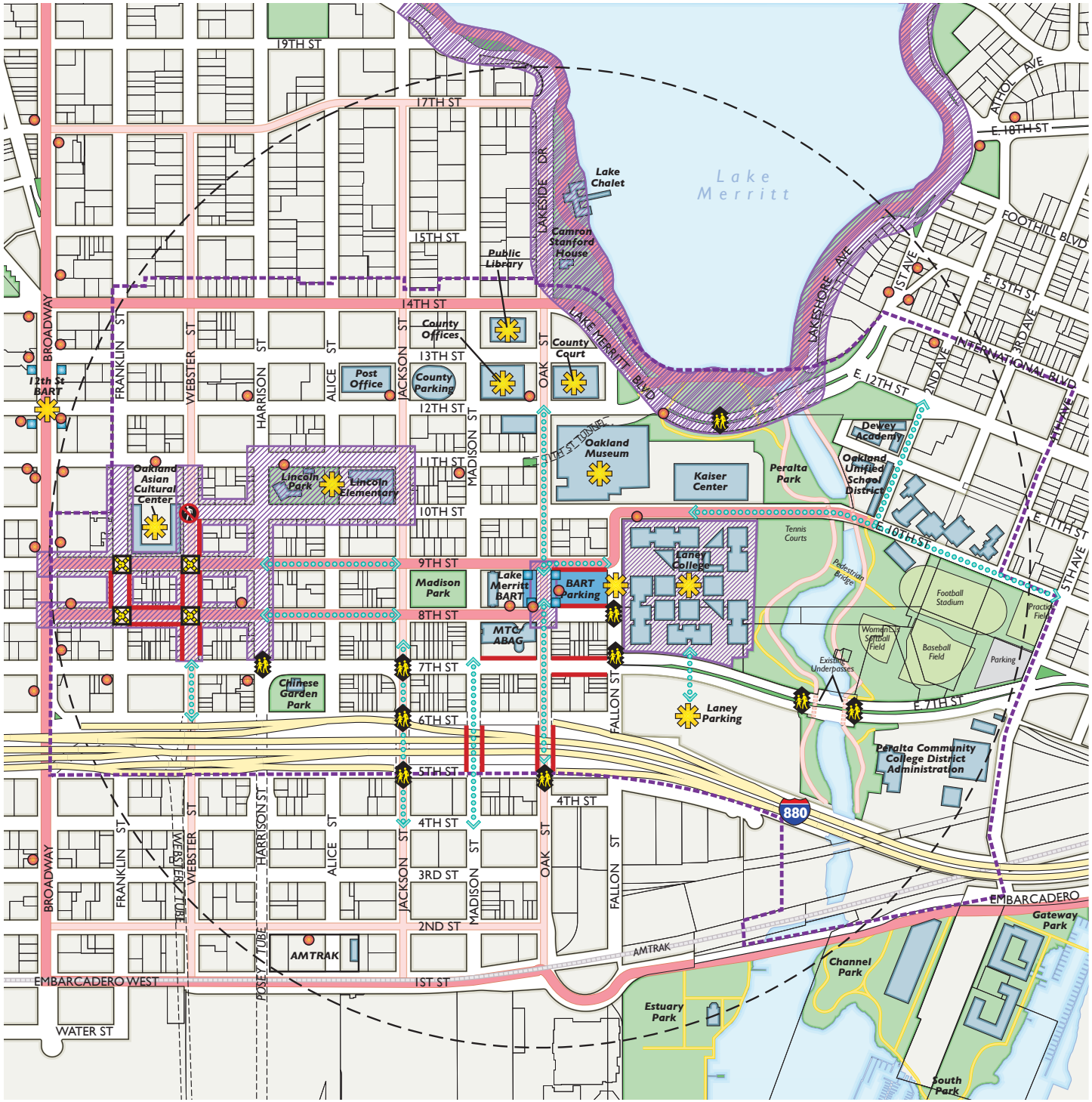
Bicycle Setting

The flat terrain and grid street network in the Planning Area provide ample opportunity for bicycling, although bikeways in the Planning Area are limited. The Lake Merritt BART Station is the only downtown Oakland station allowing bikes during all hours (the 12th and 19th Street Stations restrict bicycles from the station during peak hours). Per the City of Oakland's Bicycle Master Plan, Class 2 bicycle lanes are proposed along Madison, Oak, Webster, Franklin, 8th, and 9th Streets. These dedicated facilities would improve bicycle access and likely result in an increase in BART ridership at the Lake Merritt BART Station when combined with additional bicycle parking.

Transit Network

The transit services in the project vicinity include BART, AC Transit buses, ferries, and long-haul rail service via Amtrak.

BART provides regional transit connections throughout the San Francisco Bay Area. The Lake Merritt BART and 12th Street BART stations provide direct service to Downtown and North Oakland, San Francisco, Berkeley, Fremont, and Dublin/Pleasanton from the Planning Area.


Lake Merritt
Lake Chalet
Camron Stanford House
Public Library
County Offices
County Court
Post Office
County Parking
Oakland Museum
Kaiser Center
Peralta Park
Dewey Academy
Oakland Unified School District
Oakland Asian Cultural Center
Lincoln Park
Lincoln Elementary
Madison Park
Lake Merritt BART
BART Parking
MTC/ABAG
Laney College
Tennis Courts
Pedestrian Bridge
Football Stadium
Practice Field
Women's Softball Field
Baseball Field
Parking
Existing Underpasses
Laney Parking
Peralta Community College District Administration
Chinese Garden Park
AMTRAK
Estuary Park
Channel Park
Gateway Park
South Park
19TH ST
17TH ST
15TH ST
14TH ST
13TH ST
12TH ST
11TH ST
10TH ST
9TH ST
8TH ST
7TH ST
6TH ST
5TH ST
4TH ST
3RD ST
2ND ST
1ST ST
E. 18TH ST
E. 15TH ST
E. 12TH ST
E. 11TH ST
E. 7TH ST
BROADWAY
FRANKLIN ST
WEBSTER ST
HARRISON ST
ALICE ST
JACKSON ST
MADISON ST
OAK ST
FALLON ST
LAKESHORE AVE
LAKE MERRITT BLVD
FOOTHILL BLVD
INTERNATIONAL BLVD
EMBARCADERO
EMBARCADERO WEST
WATER ST
880
12th St BART
Figure 2.4:
PEDESTRIAN ACTIVITY
Key Destinations
Primary Pedestrian Activity Nodes
Primary Pedestrian Circulation Patterns
Primary Pedestrian Route (Master Plan)
Secondary Pedestrian Route (Master Plan)
Pedestrian Scramble
Pedestrian Crossing Prohibited
Difficult Crossing
Primary Bus Stop (ridership over 100 on/off per weekday)
Narrow/Obstructed Sidewalk
Lake Merritt BART Station
BART Station Entrance
City Park
City Right-of-Way
Pedestrian/Bike Path
Focus Area
Planning Area - 1/2 Mile Radius
Amtrak

Local bus service in the project area and throughout Alameda County is provided by AC Transit. The Planning Area is served by multiple AC Transit local bus routes plus service to the San Francisco Transbay Terminal. AC Transit's future Bus Rapid Transit (BRT) route would run through the Planning Area on 11th and 12th Streets, Lake Merritt Boulevard, and East 12th Street and International Boulevard. BRT service promises to provide high-capacity, frequent transit service along key corridors.

The Oakland Amtrak station is at Jack London Square, just south of the Planning Area. Amtrak trains provide passenger rail service throughout the western United States and weekday commuter service to Sacramento and San Jose on the Capitol Corridor line.

Ferry service is provided at the Oakland Ferry Terminal in Jack London Square, located south of the Planning Area, connecting to Alameda, Angel Island State Park, and San Francisco destinations at AT&T Park, San Francisco Ferry Building, and Pier 41.

Roadway Network

The Planning Area includes a wide mix of roadway types, including a regional freeway, connections to the Alameda tunnel, arterial streets, collectors, pedestrian commercial streets, and small residential streets. All of these different streets are within the one-half mile radius of the Lake Merritt BART station. Figure 2.5 shows the classifications of the local roadways based on existing traffic volumes, as well as the number of traffic lanes and the travel direction. Currently, most of the streets have ample capacity. However there are a few key regional junctions that have heavy traffic during peak hours, specifically the I-880 freeway and the streets that connect to the Alameda Tunnel. With the exception of the I-880 freeway, roadways are shared and should function well for all modes of travel.

The ample capacity on most streets in the Planning Area indicates that there is an opportunity to accommodate other users on the roadway.

Parking

On-street metered and non-metered parking is available along many streets throughout the Planning Area. In general, on-street parking in the Chinatown core area is fully occupied throughout the day, both on weekdays and weekends. Double parking by commercial and noncommercial vehicles is a major problem in the Chinatown Commercial Core area, especially on Sundays when the lack of parking enforcement leads to vehicles parking all day long in on-street spaces.[3]

Off-street parking is provided in numerous off-street parking garages and lots, including at the Lake Merritt BART Station, Laney College, and 34 garages and lots in the Chinatown Commercial area (of which 17 are publicly accessible).

3 "Revive Chinatown Community Transportation Plan," City of Oakland Community and Economic Development Department, 2004.

Streetscape Character

The term "streetscape" refers to the overall environment where all of the elements described above come toegether: sidewalks and pedestrian amenities; bike lanes and facilities; transit infrastructure; travel lanes for vehicles; and parking. The Lake Merritt Station Area Plan aims to support safe and attractive streets that encourage pedestrian activity, slower traffic, a contiguous bicycling network, and strong links to local destinations and adjacent districts. Participants in planning process and recent transportation reports have been clear in establishing these objectives as essential for enhancing livability and encouraging investment in the Planning Area.

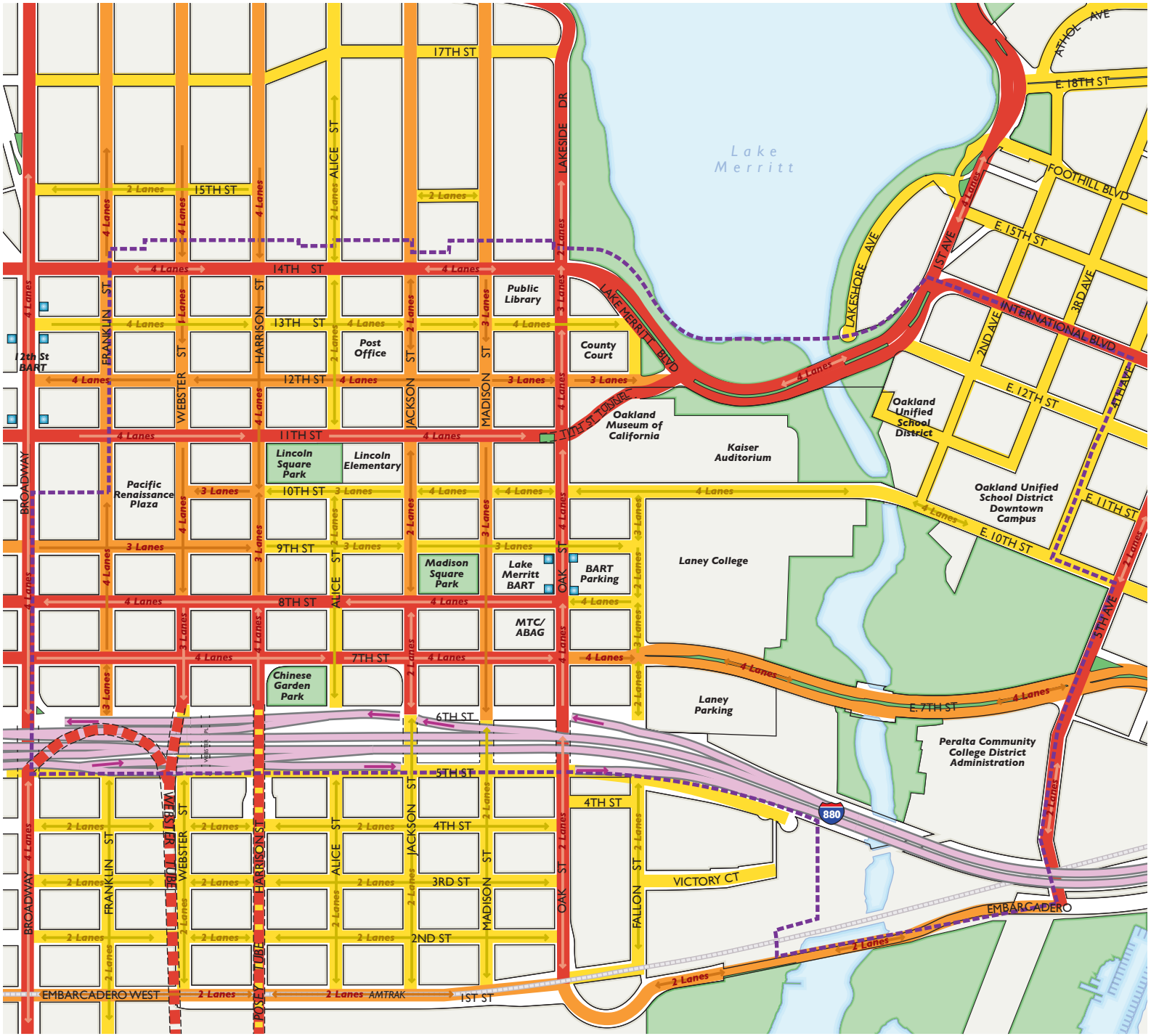


Figure 2.5:
STREET CLASSIFICATIONS BY EXISTING TRAFFIC VOLUMES

- Arterial: 2400+ Peak-Hour Vehicles Per Hour
- Collector: 1200-2400 Peak-Hour Vehicles Per Hour
- Local: <1200 Peak-Hour Vehicles Per Hour
- Number of Lanes & Travel Direction
- Freeway
- Planning Area

2.6 Infrastructure

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 Planning 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. Chapter 10 includes maps of utility infrastructure, including necessary improvements.

Water Service

The East Bay Municipal Utility 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. 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.

Sanitary Sewer System

Oakland's sanitary sewer system consists of the City's collection network of mains and laterals plus which connect to EBMUD's interceptor systems (larger diameter pipes) which deliver the raw sewage to its main wastewater treatment plant. EBMUD has two interceptor systems within the vicinity of the Planning Area. The South Interceptor system traverses east-west on 2nd Street and 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.

Most of the City's 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 percent 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 obtained from the City indicate that the sewer pipes in the Planning 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.

Recycled 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 a one-half mile of the Lake Merritt BART Station, 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.

Storm Drainage

The City of Oakland is responsible for the construction and maintenance of the local storm drainage system within Oakland's public areas and roads. Like the sewer system, much of the City's storm drainage system is old and approaching the end of its intended design life. 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 since October 2009, requiring more stringent standards to be applied on new developments of one or more acres.

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. Existing infrastructure around and serving the Planning Area 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. Fourteen 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. There are several (five observable) outfalls draining directly into the San Francisco Bay.

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3 VISION

IN THIS CHAPTER

3.1 Lake Merritt Station Area Plan Vision and Goals

The shared vision and goals are described below for the Lake Merritt Planning Area. They are a reflection of the initial community engagement and visioning process, which was initiated in November 2008 through a partnership between the City of Oakland, Asian Health Services, the Oakland Chinatown Chamber of Commerce, and the Asian Pacific Environmental Network to begin community outreach for the Lake Merritt Station Area Plan. The Engagement process included four well-attended community meetings from 2008 to 2009 and a 19 question survey which garnered 1,100 responses in March and April 2009, and resulted in the identification of nine Guiding Principles.

The shared vision and goals of the Plan incorporate refinements the the Guiding Principles, as recommended by the Community Stakeholder Group, an appointed group of local stakeholders that provide ongoing guidance for the planning process (described in greater detail in section 1.4).

Vision

These vision statements provide an important framework for guiding development of a plan for the future of the Planning Area.

- Create a financially feasible, implementable plan that is the result of an authentic community engagement process and is inclusionary of all community voices.
- Create a more active, vibrant, and safe district to serve and attract residents, businesses, students, and visitors.
- Provide for community development that is equitable, sustainable, and healthy.
- Increase use of non-automobile modes of transportation.
- Increase the housing supply to accommodate a diverse community, especially affordable housing and housing around the Lake Merritt BART Station.
- Increase jobs and improve access to jobs along the transit corridor.
- Provide services and retail options in the Station Area.
- Identify additional recreation and open space opportunities.
- Celebrate and enhance the heritage of Chinatown as a cultural asset and a regional community destination.
- Maximize the land use and development opportunities created through preservation and restoration of historic buildings.
- Establish the Lake Merritt Station Area as a model with innovations in community development, transportation, housing, jobs, and businesses and environmental, social, and economic sustainability, and greenhouse gas reductions.

Vision

The Lake Merritt Station Area Plan seeks to achieve the many diverse goals of the community, including establishing the Planning Area as a well-connected, economically diverse, and vibrant destination, both neighborhood and regional. The Plan links the existing unique destinations located within the Plan Area in a series of distinct hubs of activity: the Chinatown hub, the entertainment, educational and cultural hub (including the Lake Merritt BART Station, Laney College, and the Oakland Museum of California), and the Eastlake Gateway hub.

Future improvements will enhance these hubs, establish new destinations within each hub, as well as improve connectivity between hubs. The hubs will be linked to each other as well as to adjacent neighborhoods and the rest of the city and region by east/west and north/south corridors and the Lake Merritt BART Station.

Goals

These goals provide focus and guidance on more specific policies in each chapter of the Plan.

1. Community Engagement

- Ensure opportunities for effective community participation by all stakeholders, including residents, businesses, students, employees, and organizations in the further development and implementation of the Plan.

2. Public Safety

- Create safe public spaces by increasing foot traffic, improving lighting, and strengthening linkages.
- Promote safer streets with traffic calming, improved lighting, improved signage, improvements that address the needs of non-English speaking residents and visitors, and improved sidewalks and intersections.
- Improve community police services.

3. Business

- Strengthen and expand businesses in Chinatown, through City zoning, permits, marketing, redevelopment, infrastructure improvements, and other City tools.
- Attract and promote a variety of new businesses, including small businesses and start-ups, larger businesses that provide professional-level jobs (e.g., engineers, attorneys, accountants, etc.), and businesses that serve the local community (such as grocery stores, farmers markets, restaurants, pharmacies, banks, and bookstores).
- Promote more businesses near the Lake Merritt BART Station to activate the streets, serve Chinatown, Laney College, and the Oakland Museum of California, and increase the number of jobs.

4. Jobs

- Attract development of new office and business space that provide jobs and promote economic development for both large and small businesses.
- Increase job and career opportunities, including permanent, well-paying, and green jobs; ensure that these jobs provide work for local residents.
- Support the provision of job training opportunities. Ensure that local training opportunities (including vocational English as a second language opportunities) exist for jobs being developed both in the Planning Area and the region, particularly those accessible via the transit network.
- Employ local and/or targeted hiring for contracting and construction jobs for implementation of the plan (i.e., construction of infrastructure).

5. Housing

- 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).
- 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.

Effective community engagement is an important goal of the Plan.

6. Community Resources and Open Space

- Improve existing parks and recreation centers, including improving access to existing parks; and add new parks and recreation centers to serve higher housing density and increased number of jobs.
- Ensure all parks are safe, accessible to all age groups, clean, well maintained, and provide public restrooms and trash containers.
- Create a multi-use, multi-generational recreational facility, either in addition to or including a youth center.
- Provide space for community and cultural programs and activities, such as multi-use neighborhood parks, athletic fields, areas for cultural activities such as tai chi, community gardens, and expanded library programs for youth, families, and seniors.
- Promote the Planning Area as an innovative center for community education and highlight the educational resources of the Planning Area as a major community resource.
- Work with the Oakland Unified School District to ensure adequate capacity of school and children's recreation facilities.

7. Transportation

- Expand, preserve, and strengthen the neighborhood's access to public transit, walkability, and bicycle access.
- Ensure safety and compatibility of pedestrians, cyclists, and autos through improvements that calm traffic, improve sidewalks, improve intersection crossings, and improve traffic flow and pattern, including reevaluating one-way streets, considering narrowing streets, and reducing speeds. In particular address the flow of traffic using the Posey and Webster tubes.
- Improve connections between existing assets and destinations, including between Chinatown; the Lake Merritt, 12th Street and 19th Street BART Stations; Alameda County facilities; and Laney College and between the BART Stations and the Jack London District, including improving the I-880 Frewway undercrossings.
- Develop a parking strategy that includes shared parking and allows access to the area, and particularly to local retail, while also promoting non-auto modes of transportation and makes best use of available land.
- Increase walk, bike, and transit trips.
- Preserve and reinvest in transit services and facilities to make sure operators can continue to provide reliable services.

8. Community and Cultural Anchor and Regional Destination

- Establish a sense of place and clear identity for the area as a cultural and community anchor and a regional destination, building on existing assets such as Chinatown, the Oakland Museum of California, Laney College, the Kaiser Convention Center, Jack London Square, and Lake Merritt and the Lake Merritt Channel.
- Preserve, celebrate, and enhance the historic cultural resources and heritage of Chinatown as a regional anchor for businesses, housing, and community services, and highlight cultural and historic resources in the Planning Area through signage (both wayfinding signage and by developing sign regulations that allow the display of items in store windows), historic walks, and reuse of historic buildings. Ensure that public services and spaces proposed preserve and reflect the cultural history and aspects of Chinatown's historic geography.
- Promote a more diverse mix of uses near the Lake Merritt BART Station, such as cafes, restaurants, music venues, retail stores, nightlife, etc., that activate the area as a lively and vibrant district.
- Preserve existing historic resources, and encourage restoration and adaptive re-use of designated historic structures that would achieve priority Chinatown and/or City goals.
- Consider a cultural heritage district or related tools for preserving, enhancing, and strengthening Chinatown.
- Make connections to the Historic Jack London Warehouse District as a key asset in the Planning Area.

9. Health

- Establish the area as a healthier place to live and work, through a range of strategies including:
  - Promote health awareness and education;
  - Improve environmental quality, including improving air quality as a public health measure;

- Ensure access to healthy food and housing;
- Increase health and medical services available to the community;
- Clean up air, soil, and water contamination (including trash on the streets);
- Reduce noise levels where permitted noise levels are exceeded;
- Provide clean and well-maintained public outdoor places that provide public restrooms and trash containers.
- Ensure healthful homes that are environmentally friendly and that incorporate green building methods.

10. Redevelopment of Key Publicly-Owned Blocks Near BART

- Establish a long-term plan for redevelopment of key publicly owned blocks near the Lake Merritt BART Station to meet identified plan goals, including accommodating improved open spaces, new housing development, more jobs, more retail, and improved BART access.
- Recognize, incorporate, and reflect Chinatown's historic role in the redevelopment of key publicly owned blocks near the Lake Merritt BART Station.

11. Green and Sustainable Urban Design

- Establish high-quality, distinctive, and green urban design proposals, standards, and/or guidelines for new private development and public infrastructure, that are place-based and include building design, street design, and park design.
- Build on the existing urban fabric and further promote high density and mixed-use building design that promotes active and safe spaces.
- Promote green and sustainable design in concert with the City's Emerald City initiative.[1]
- Identify landmarks and views at key locations, such as the Lake Merritt BART Station plaza, promote improvements such as lights and public art, etc., and consider preservation of key views as new development is proposed (e.g., along 14th Street to Lake Merritt).
- Promote active and safe public spaces and streets by ensuring that design activates the public realm and increases the safety of streets and pedestrian crossings.
- Identify and enhance gateways between the Planning Area and other neighborhoods, such as on 12th/14th Streets, which connects the Planning Area to the Eastlake neighborhood.

1 The Emerald Cities Collaborative is a consortium of businesses, unions, government representatives, community organizations, research and technical assistance providers, development intermediaries, and social justice advocates, united around the goal of "greening" our metropolitan areas in ways that advance equal opportunity, shared wealth, and democracy. http://www.emeraldcities.org/

New high intensity development, high quality design, and enhanced multi-modal access are key concepts of the Plan.

3.2 Plan Concepts

Land use character, high quality design, circulation improvement strategies, and economic development act as unifying Plan concepts. These concepts reflect the vision and goals of the Plan and relate directly to other key Plan components, such as open space and cultural resources. These unifying concepts are briefly presented here and discussed in greater detail in later chapters.

Land Use

The desired land use character includes a range of flexible mixed-use areas. These areas are intended to encourage vibrant pedestrian corridors, which are complemented by high-density housing and commercial uses. This mix of uses is seeks to further activate the Planning Area, and new public spaces seek to ensure a high quality urban environment.

The Plan also seeks to promote active ground floor uses - those that attract walk-in traffic, such as retail stores, restaurants, galleries, health clinics, and personal services. These types of uses add vibrancy to the street by increasing pedestrian traffic, which results in safer streets and more customers for local businesses.

High Quality Public Realm

The quality and character of the public realm is a critical component of how a place is used and experienced. In the Planning Area, the public realm is shaped by buildings, streetscape, open spaces, and the spaces in between, all of which contribute to the Planning Area's identity. The Plan includes standards and design guidelines for new building development, and includes a range of streetscape improvements that will enhance the public realm. Together, building design and streetscape will further reinforce and shape the identity of the Planning Area.

Circulation Improvement Strategies

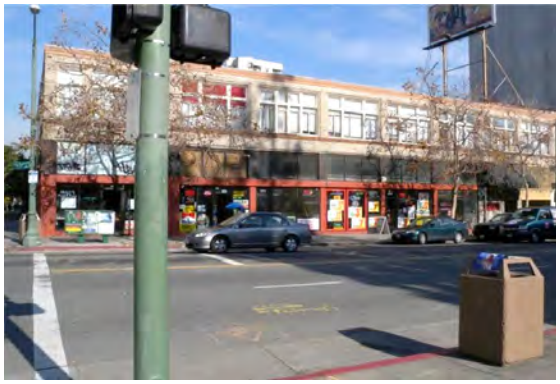
The circulation improvement strategies focus on establishing interconnected and safe travel for people walking, riding bicycles, taking transit, or driving. Key streets are identified for improvements to promote access between activity hubs within the Planning Area, as well as to improve access to the larger regional circulation network. Key elements of this strategy include pedestrian safety and comfort, clearly marked bicycle access, and an improved transit access plan. In addition, ideas for improved connectively under the I-880 Freeway could remove an existing barrier to access in the Planning Area.

Economic Development

The Plan includes an economic development strategy to foster investment and growth in the Planning Area and provide support for existing and future businesses in the Planning Area. The economic development strategy works in tandem with new building construction and improvements to streets, parks, and safety to improve quality of life to the benefit of existing and new businesses and residents.

The Plan's emphasis is on helping grow local and emerging businesses in the Planning Area neighborhoods, such as Oakland Chinatown; promoting commerce and jobs; and enhancing the district's appeal to visitors, in the context of robust new Transit-Oriented Development. Not only will economic development benefit the local community by providing jobs and a vibrant street life, it will also generate tax revenues that can help the City implement improvements and provide services.

The economic development strategy will emphasize growing the successful businesses of Oakland Chinatown.



The vision for 14th Street seeks to activate the existing corridor as a major civic link, building on the existing assets of the Oakland Museum of California and the Kaiser Auditorium.

3.3 Vision by Plan District

To respond to the nuanced character differences throughout the Planning Area, seven Plan Districts are identified (shown in Figure 2.3). Each Plan District has a distinct vision that contributes to the overall vision and goals for the Planning Area.

14th Street Corridor

14th Street is an essential connecting corridor linking Downtown Oakland to International Boulevard and the Eastlake neighborhood via the newly designed Lake Merritt Boulevard. The importance of 14th Street to citywide connectivity warrants characterization as a ceremonial street linking Oakland's City Center at Frank Ogawa Plaza to Lake Merritt.

14th Street also forms the northern edge of the Planning Area and includes new retail and housing development. In this role, the Plan aims to ensure that 14th Street activates the northern edge of the Planning Area. The 14th Street Corridor Plan District and its context in the Planning Area are illustrated in Figure 3-1.

While 14th Street will continue to be an important street for vehicular travel, the Plan seeks to enhance the pedestrian and bicycle environment to increase multi-modal access. A diversity of new uses and more active ground floor uses aim to make the area more inviting, and the increased activity and additional lighting will add to the safety of the public realm. These improvements also seek to build on the Measure DD improvements currently underway at the south end of Lake Merritt. This Plan proposes new design elements on 14th Street that link it visually to the recreational area, such as new pedestrian-oriented lighting that complements the "necklace of lights" around Lake Merritt, special plantings, special sidewalk paving treatment, distinctive street furniture, and a festival street on Alice between 13th and 14th.

Other key components of the vision include complementing existing cultural, institutional, and government uses – including the Oakland Museum of California, Kaiser Auditorium, County Courthouse, Main Public Library – with new residential uses. The 14th Street Corridor District includes two key publicly owned historic sites that offer great potential for reuse and activation of the corridor as it connects to Lake Merritt Boulevard. In particular:

- The Kaiser Auditorium could provide an opportunity to activate the southern edge of the new Lake Merritt Boulevard and to contribute to an entertainment, educational and cultural node. Preliminary ideas for reuse of the Kaiser Auditorium include reuse as a community center or a performance arts center as it has been in the past.
- The Fire Alarm Building site (located between Oak Street, 13th Street, and Lakeside Drive), could be reused as a community amenity and/or commercial use open to the public, surrounded by open spaces that preserve views to Lake Merritt and a clear connection to the Lake and its trails.

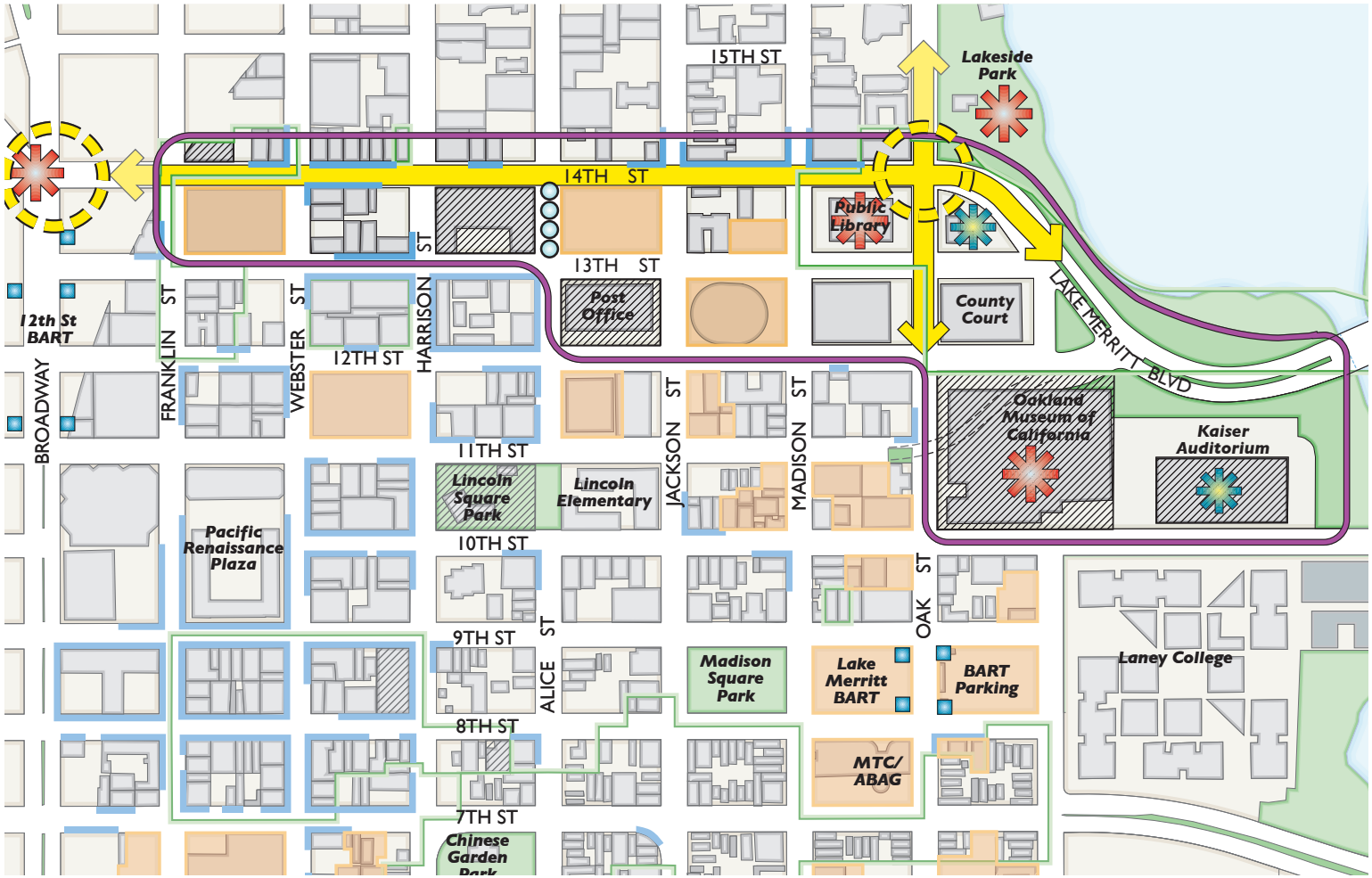


Figure 3.1:
14TH STREET CORRIDOR PLAN DISTRICT

- Plan District
- Opportunity Sites
- Historic District
- Key Connections
- Potential Festival Street
- Existing Assets/ Destinations
- Historic Assets for Reuse
- Designated Landmark
- Existing Building Footprints
- Existing Parks
- Existing Active Ground Floor Uses
- Primary Gateway

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The vision for the Upper Chinatown District is to build on existing assets and emphasize the area as a center for community gathering for recreation, education, and cultural enrichment.

Upper Chinatown

The Upper Chinatown District is envisioned as a neighborhood center for community gathering for recreation, education, and cultural enrichment. As part of this vision, the Plan seeks to intensify this urban area with new high-density housing and accompanying retail, restaurants, commercial uses, and public uses.

There would be a need for additional recreational and educational facilities to serve the population growth in the plan vision. As part of the vision for Upper Chinatown, the Plan includes improvements to Lincoln Square Park, which is a multi-generational-use center that is often over capacity, with structural buildings in need of renovations and improvements. Additional expansions of community facilities are recommended for the area, but could also occur in adjacent districts. There would also be publicly accessible open spaces to complement Lincoln Square Park and Recreation Center.

In addition, streetscape improvements, active uses at the ground floor, and more day-time uses and residences will help to activate the area at all hours, making a safer and more vibrant neighborhood. Revitalization of the King Block alley as a unique destination would further activate the area.

Finally, AC Transit's future Bus Rapid Transit (BRT) route would run through the Upper Chinatown Plan District on 11th and 12th Streets, providing high-capacity, frequent transit service between Berkeley, Oakland, and San Leandro. This service will help improve accessibility to this neighborhood center.

The Upper Chinatown Plan District is illustrated in Figure 3.2.

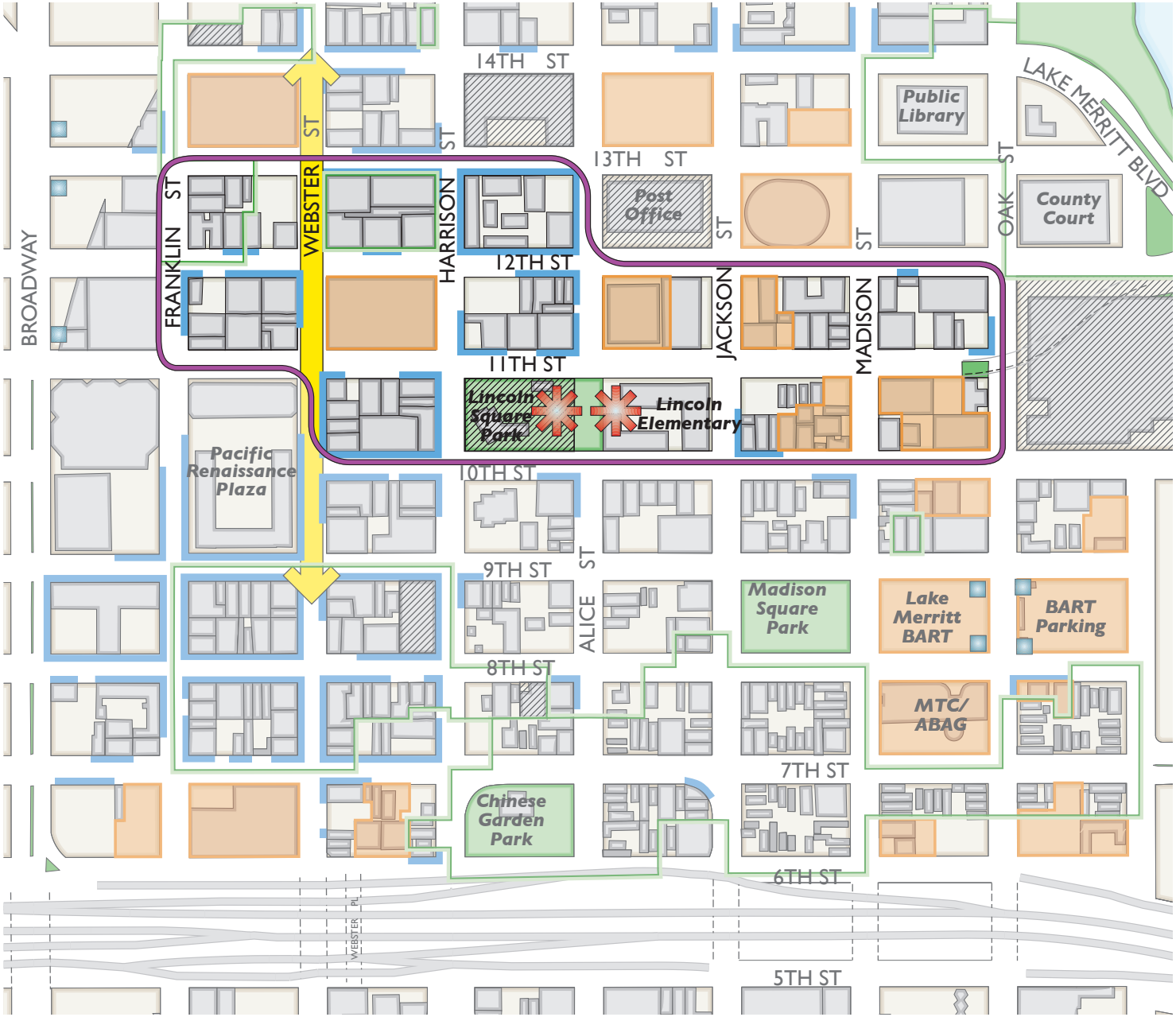

Figure 3.2:
UPPER CHINATOWN PLAN DISTRICT

The vision for the Chinatown Commercial Center is to celebrate, strengthen, and enhance this existing community hub and regional destination.

Chinatown Commercial Center

A central vision of the Plan is to celebrate, strengthen, and enhance the existing community hub and regional destination that is the Chinatown Commercial Center. This includes a multi-faceted economic development strategy that supports the Chinatown commercial base, and seeks to ensure sustainable community and economic development for the long-term. The Chinatown Commercial Center Plan District is illustrated in Figure 3.3.

The Plan ensures that new development is sensitive to the historic context of the neighborhood, and seeks to improve façades of existing buildings and streetscapes. The Plan also improves access by all modes to the commercial core, improves the pedestrian experience, and improves business quality of life.

The existing streetscape features in the core of Chinatown – pedestrian scrambles, bulbouts, distinctive pavement markings, lighting, and street furniture – are assets to the area for which community members have expressed support. These features should be used as a model for future improvements to build on as the commercial core of Chinatown expands.

Targeted improvements include improving loading regulations to reduce double parking and congestion, and promoting improved cleaning of the sidewalks and streets. Enhancing the overall sense of security in the area, improving access to parking, and enforcing compliance with regulations also aim to improve the quality of the commercial district. All these enhancements are designed to address locally identified needs and enhance the vibrancy of one of the most successful retail districts in Oakland.

Another key component of the vision for the Chinatown Commercial Center is to ensure improvements reflect the cultural and historical character of the area. In addition to streetscape improvements that establish linkages throughout the district, the Plan includes design guidelines for new development and recommends gateway or prominent marking for the Chinatown district, such as a monument, gateway arch or architectural feature, or both. Possible locations for this gateway include Madison and 9th Streets, Madison and 8th Streets, 10th and Webster Streets and/or 9th and Broadway Streets.

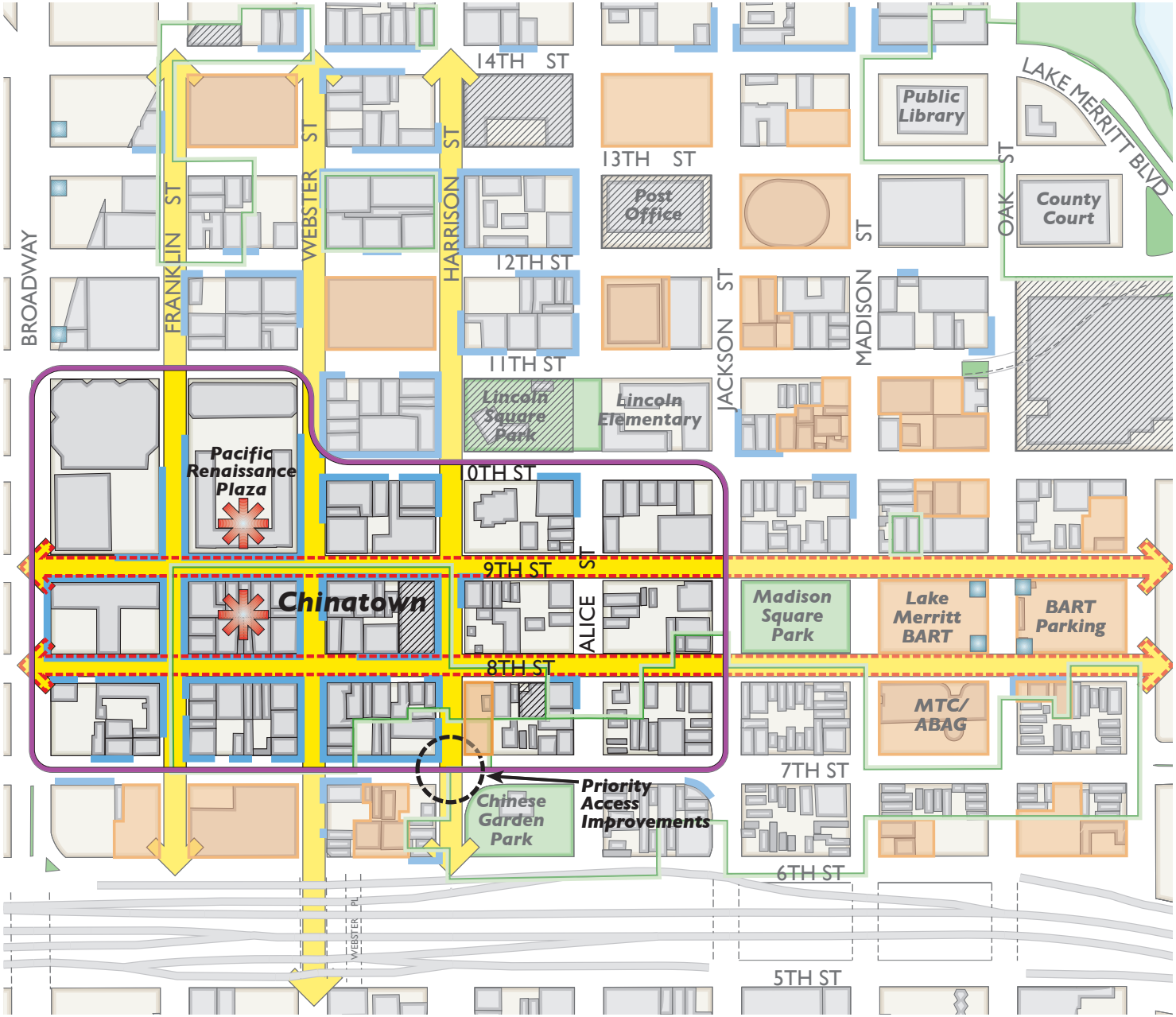

Figure 3.3:
CHINATOWN COMMERCIAL CENTER PLAN DISTRICT

- Planning District
- Opportunity Sites
- Historic District
- Major Connections
- Critical Active Pedestrian Links
- Existing Assets/ Destinations
- Existing Building Footprints
- Existing Parks
- Existing Active Ground Floor Uses

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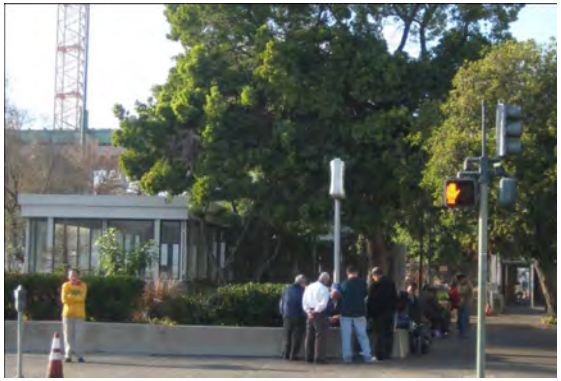

The vision for the BART Station Area District is to establish a new central hub of community activity that links the Planning Area together.

BART Station Area

The BART Station Area District is the core of the Planning Area and establishes a centerpoint within the Planning Area for regional access via the Lake Merritt BART Station. It acts as the connecting area between all the Plan District Areas (with the exception of the Eastlake Gateway), making it a critical hub of activity, commerce, accessibility, and safety. The BART Station Area District is illustrated in Figure 3.4.

The Plan envisions development of the Lake Merritt BART blocks, in coordination with the MTC/ABAG block if it becomes available, as a catalyst project that would create an active neighborhood hub. It would also serve as part of activated and pedestrian-oriented spines along 8th and 9th Streets, connecting Laney College, the Lake Merritt BART Station, and the heart of Chinatown. This catalyst development would include ground floor commercial with active retail and other commerce, enhanced transit plazas near the station entrances, improved streets and sidewalks, community facilities, wayfinding signage, cultural markers, and gateway features.

The catalyst project is also envisioned to include high-density uses, such as office, residential, retail, and entertainment uses to promote activity near the Lake Merritt BART Station, as well as provide community services, public uses, and amenities. At-grade public open space and/or rooftop gardens would serve to further activate the area.

The Plan provides specific guidance related to improving access to the Lake Merritt BART Station, including the exiting and entering experience, and ensuring that the pedestrian experience includes streetscape and wayfinding connections to Chinatown. Specific streetscape strategies include the establishment of cultural markers that identify the Lake Merritt BART Station as a key access point to Chinatown. These connections also extend to Laney College, thereby making a clearer link between the College and Chinatown as well as between the College and the Lake Merritt BART Station. To solidify this link, the Lake Merritt BART Station itself should be renamed to better reflect the identity of the surrounding neighborhood.

In addition to connections within the Planning Area, the Plan seeks to improve station access that would draw people from a larger capture area, including bicycle access routes and parking, taxi kiss and ride drop-off areas, improved signage, and dedicated bus bays.

In addition to connecting Chinatown and Laney College to the Lake Merritt BART Station, the Plan focuses attention on improving access to the Lake Merritt BART Station from the Jack London District by addressing the I-880 Freeway undercrossings. The Plan also seeks to improve access between the Lake Merritt BART Station and Lake Merritt and the Eastlake Gateway District.

Within the BART Station Area District, Madison Square Park is a key community asset and open space, and the Plan will consider improvements that have been suggested by the community, such as additional programming and amenities, while maintaining the full block of open space. South of Madison Square Park and the Lake Merritt BART Parking lot are several historic buildings that make up the northern edge of the 7th Street Historic District, which may be reused and enhanced.

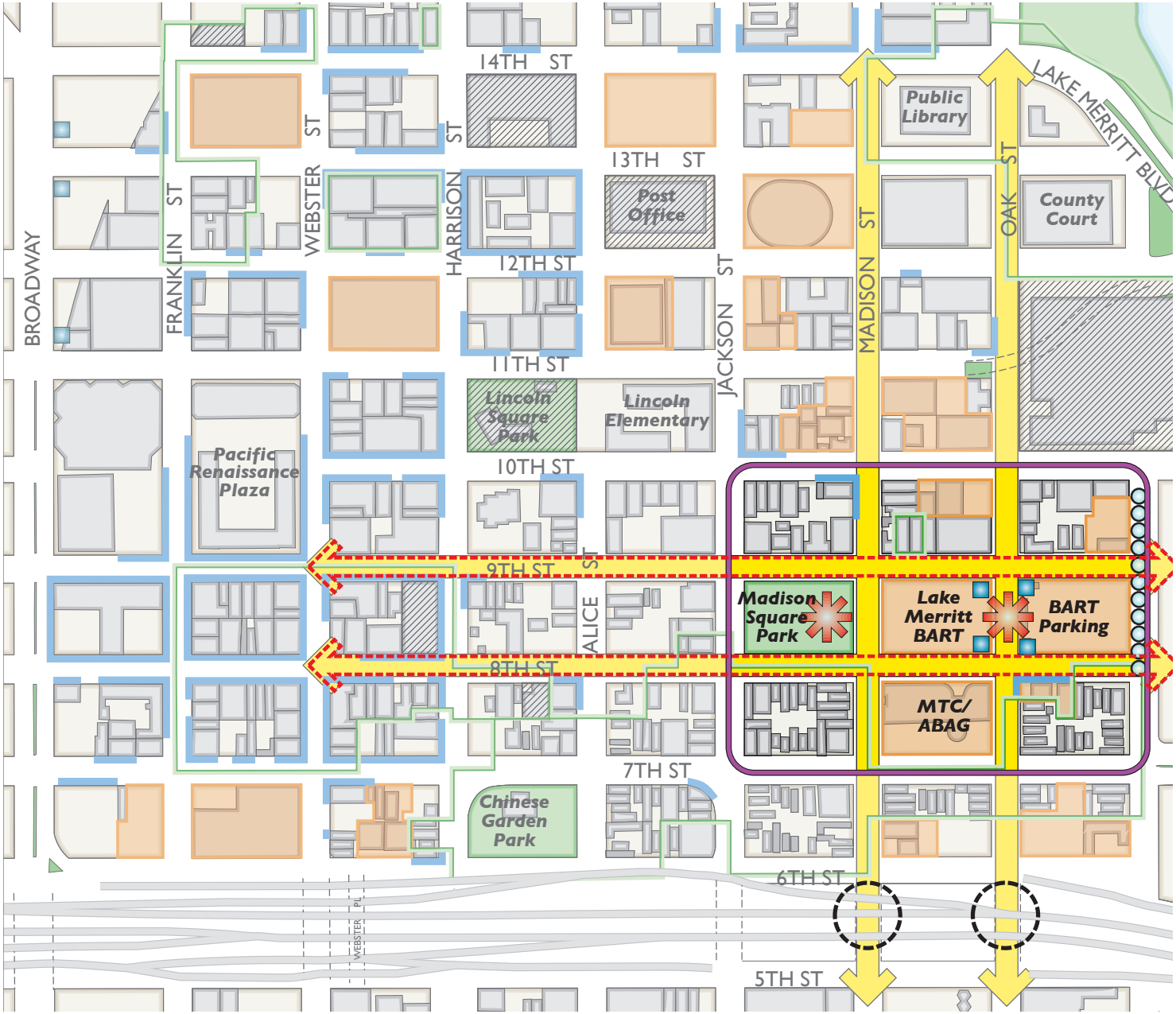

Figure 3.4:
BART STATION AREA DISTRICT

The vision for the I-880 Freeway Plan district is to transform the area into a porous connection between the Planning Area and the Jack London District.

I-880 Freeway

The Plan aims to transform the I-880 Freeway Plan District from an area that currently functions as a neighborhood barrier to a porous connection between the Jack London District and the Planning Area (including Chinatown, BART, Laney College, and other major destinations). To this end, the Plan seeks to improve the I-880 Freeway under-crossings for pedestrian safety and comfort. This includes improving connections between 7th and 5th Streets along Broadway, Webster, Jackson, Madison, and Oak Streets with pedestrian-oriented improvements. These include pedestrian-oriented lighting, improving and/or activating the spaces under the freeway, and providing improved directional signage for pedestrians, bicyclists, and drivers. In addition, the Plan supports implementation of the Webster Street Green.

Importantly, the Plan seeks to improve the comfort and usability of Chinese Garden Park. While traffic patterns related to the Alameda tubes are outside the scope of this project, and are being addressed in a separate study, this plan does include pedestrian safety improvements at the intersections of 7th and Harrison Streets and 7th and Alice Streets. A new festival street on Alice between 6th and 7th Streets would further activate the area.

The Plan also seeks to ensure the health and safety of both existing residents and residents in new development by adding landscaping and/or sound wall buffers to the I-800 freeway edge. The I-880 Freeway Plan District is illustrated in Figure 3.5.

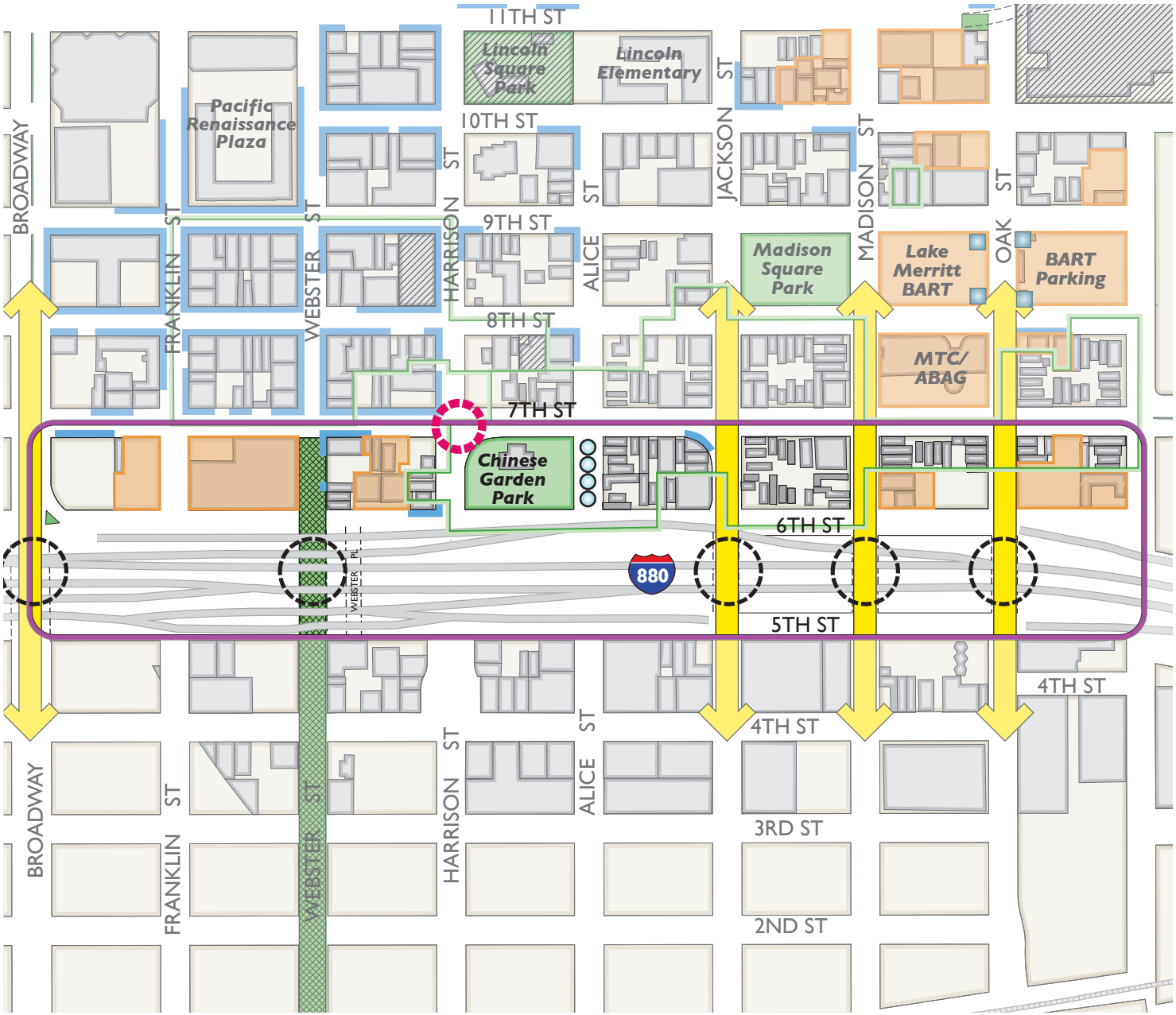

Figure 3.5:
I-880 FREEWAY PLAN DISTRICT

- Planning District
- Opportunity Sites
- Historic District
- Potential Festival Street
- Major Connections
- Webster Street Green
- Existing Building Footprints
- Existing Parks
- Existing Active Ground Floor Uses
- Improved Highway Undercrossings
- Priority Access Improvements

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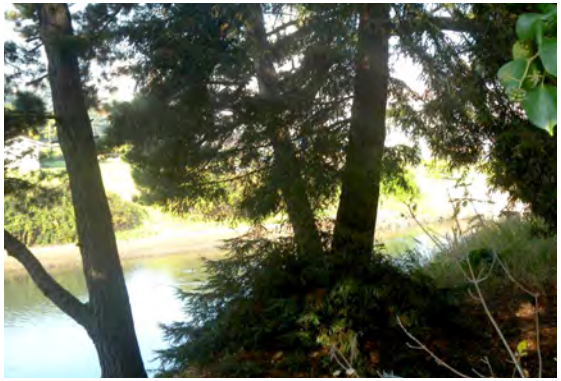

The vision for the Eastlake Gateway District is to create a distinctive, welcoming, and active gateway between the Planning Area and East and Central Oakland.

Eastlake Gateway

The Eastlake Gateway Plan District is an important gateway district between Central and East Oakland (accessed via East 12th Street and International Boulevard) to Oakland's City Center via the new Lake Merritt Boulevard. This gateway hub builds on the existing residential and burgeoning retail areas along East 12th Street and International Boulevard. The Eastlake Gateway Plan District is illustrated in Figure 3.6.

The vision for the Eastlake Gateway seeks to balance increased vitality and safety resulting from new residential and retail development with new public amenities. These include more open space and improved access and linkages to existing and planned community resources and open spaces. The future is envisioned as a higher density residential district with additional active retail uses as well as civic and commercial uses. Land use and streetscape changes seek to leverage and expand the Measure DD improvements to the Lake Merritt Channel and East 10th Street. Improvements would make clear linkages to Lake Merritt, the new OUSD Downtown Educational Complex, and the adjacent entertainment, educational, and cultural activity hub, including Laney College, the Kaiser Auditorium, and the Oakland Museum of California.

The Plan seeks to ensure new development in this district creates a distinctive, welcoming, and landmark quality gateway, both through public realm improvements – including new open spaces along the channel and streetscape improvements – as well as through building design and required active ground floor uses along East 12th Street at 1st Avenue. A key component of the public realm improvements is the establishment of public access along the eastern edge of the Lake Merritt Channel.

Figure 3.6:
EASTLAKE GATEWAY PLAN DISTRICT

The vision for the Laney/Peralta District is to further establish Laney College as a cultural entertainment and community center facility and to improve regional connections.

Laney/Peralta

The Laney/Peralta Plan District encompasses major cultural, entertainment, community, and recreational assets. The Plan seeks to further establish Laney College as a cultural entertainment and community center facility with more community uses and classrooms. The Plan also supports redevelopment of the Laney parking lot with community uses, classrooms, and structured parking. The Laney/Peralta Plan District is illustrated in Figure 3.7.

Land use and streetscape changes seek to enhance the role of the Laney College campus and Peralta District property as a community asset and lively hub of activity. This Plan District will act synergistically with the BART Station Area District blocks to create an entertainment, educational, and cultural core activity hub. This would be supported with a wide range of public realm and institutional improvements including:

- The establishment of a "festival street" on Fallon Street. This festival street would be designed to accommodate all modes of travel in order to better connect the Lake Merritt BART Station to the Laney College campus, provide pedestrian-scale lighting, and include a decorative surface to also function as a plaza during periodic closures for community events.
- Promotion of movement through and throughout the campus by connecting the neighborhood to the Lake Merritt Channel, OUSD's Downtown Educational Complex, Oak to 9th development, BART, Eastlake commercial, Lake Merritt open space, and the Bay Trail.
- Facilitation of access by adding signage and improving streets and intersections to be more pedestrian friendly.
- Improvements to east-west as well as north-south connections by promoting multi-modal access on 7th and 10th Streets, and implementing traffic calming measures on East 7th Street to improve pedestrian safety and better unite Laney College properties.
- Extension of regional open space improvements that establish the Lake Merritt Channel as a regional open space asset linking the public parks and trails around Lake Merritt to the public parks and trails along the Estuary Channel waterfront.

What is a "Festival Street?"

Festival Streets use traffic calming and unique streetscape features to create a street that can easily be converted to public use on weekends or for special events.

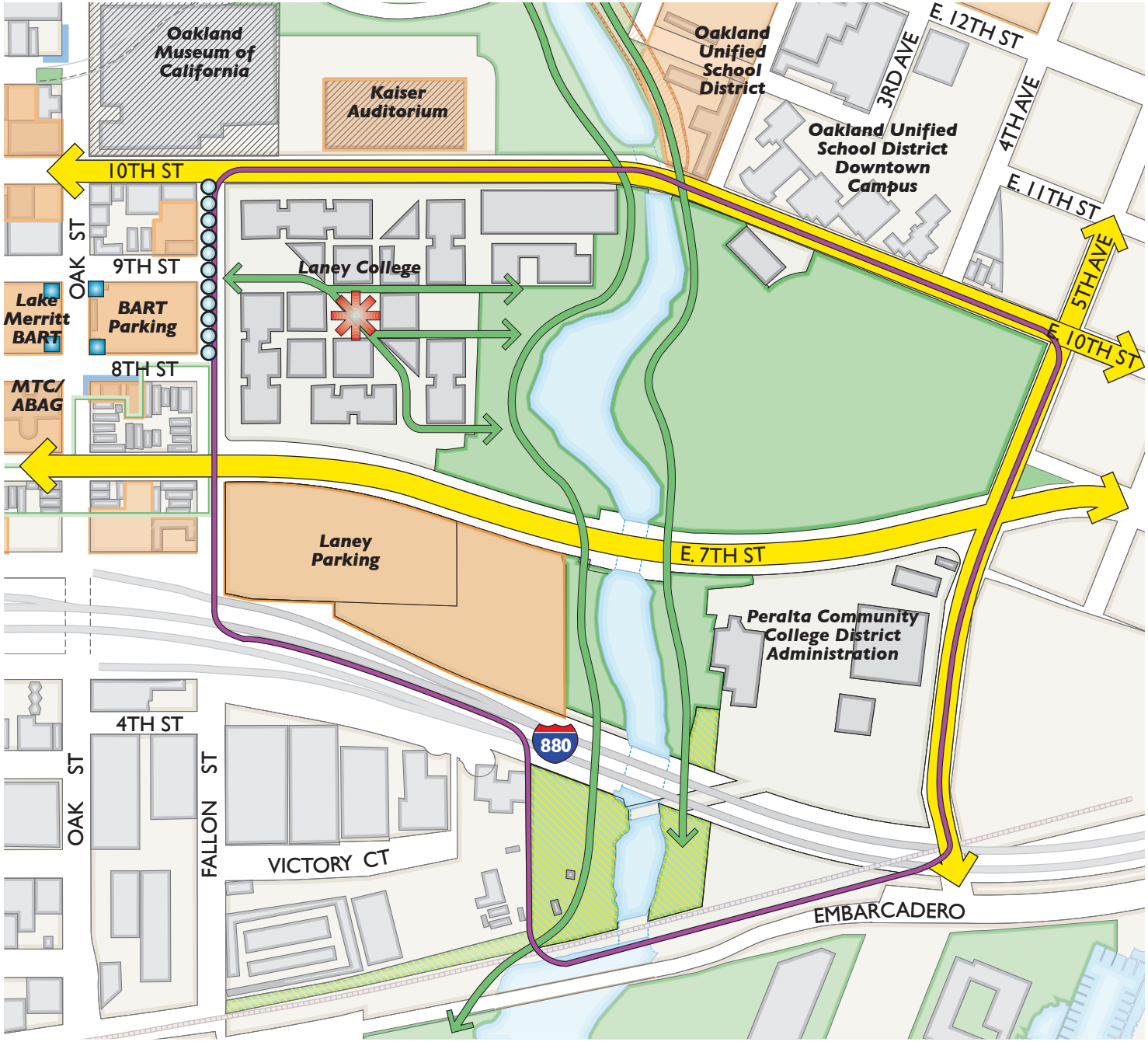

Figure 3.7:
LANEY/PERALTA PLAN DISTRICT

- Planning District
- Opportunity Sites
- Historic District
- Potential Festival Street
- Major Connections
- Connection to Regional Open Space
- Existing Assets/ Destinations
- Existing Building Footprints
- New Regional Open Space
- Potential New Open Space
- Existing Parks
- Existing Active Ground Floor Uses

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4 LAND USE

IN THIS CHAPTER

Land Use

Land use character interacts with the streetscape and public realm to establish a sense of place and neighborhood character. Further, land uses must accommodate future jobs and housing, and provide sufficient amenities and benefits for a sustainable and livable community. This section outlines the land use strategy for the Planning Area, provides the height and massing concept, outlines strategies for developer incentives and affordable housing, and summarizes the development potential of the Plan.

4.1 Land Use Character

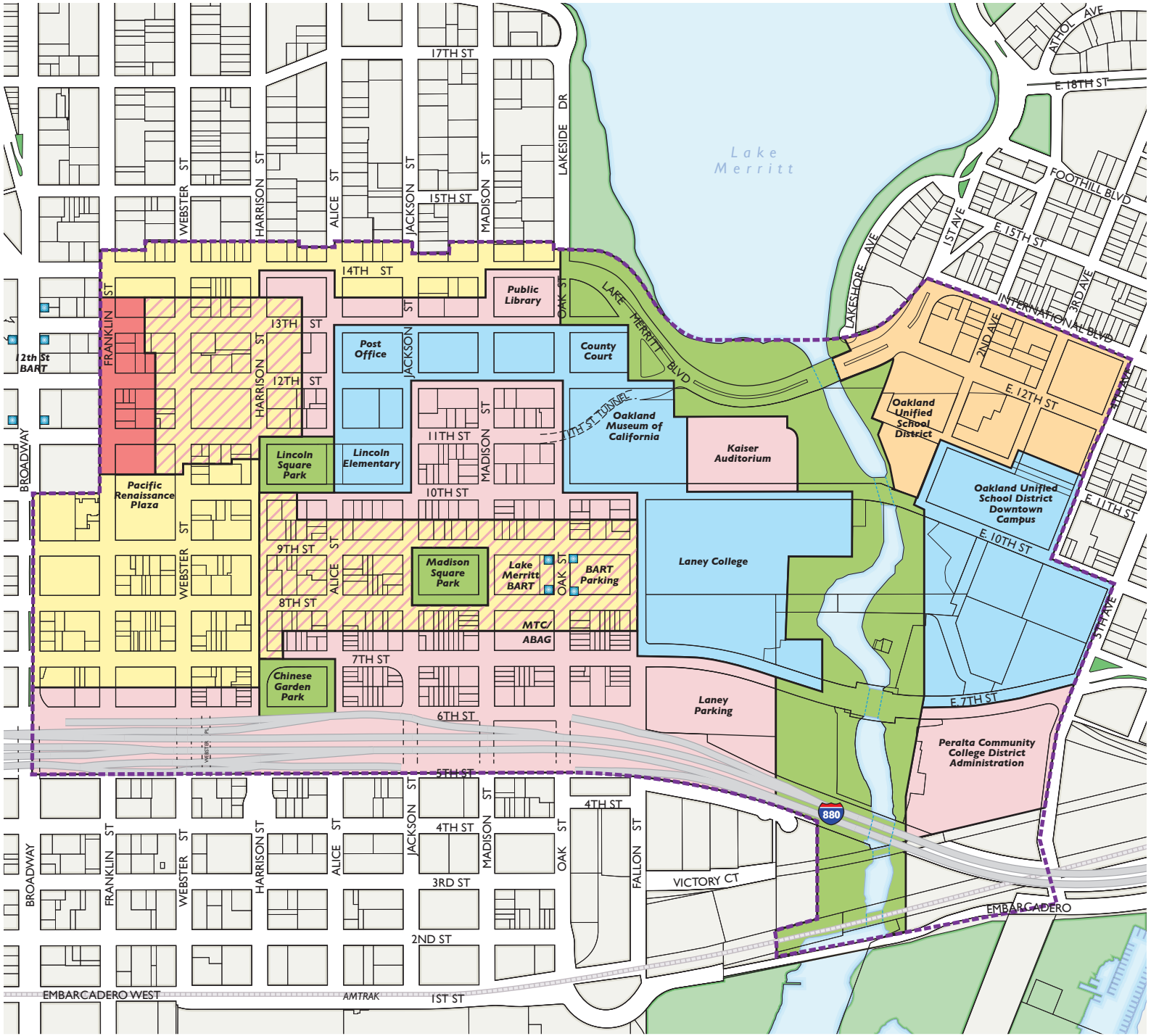
The Plan promotes a diversity of uses within the Planning Area that complement each other and ensure an active urban neighborhood at all hours. The land use character map (Figure 4.1) shows nuanced character differences within the mixed-use context of the Planning Area. A range of flexible mixed use areas are described that seek to promote economic development and encourage vibrant pedestrian-oriented corridors. These districts consist of high-density housing, office and retail uses, institutional uses, and new public spaces.

Desired land use character will ultimately be achieved through a range of mechanisms, such as land use regulations (e.g. permitted activities), development standards (e.g. building height limits), and design guidelines, as well as street improvements, which are funded through a variety of sources, and which are described in detail in Chapter 6.

Land use character zones in the Planning Area include the following.

- ***Pedestrian Zone.*** An area of mixed-use, pedestrian-oriented continuous storefront uses with a mix of retail, restaurants, businesses, cultural uses, and social services at the ground floor. Upper story spaces are intended to be available for a wide range of residential and commercial activities.
- ***Pedestrian Transition Zone.*** An area that is currently mostly housing or commercial uses, but allows for the gradual transition to a Pedestrian Area by promoting ground floor storefronts and other active uses in new buildings.
- ***Flex Zone.*** An area allowing the maximum flexibility in uses, and permitting a variety of commercial and residential and light industrial uses.
- ***Commercial Zone.*** An area allowing a wide range of ground floor office and other commercial activities, with primarily office uses on upper floors, though high density housing is permitted.
- ***Institutional Zone.*** An area appropriate for educational facilities, cultural uses, health services, government agencies, and other uses of a similar character, such as Laney College, Peralta College District, Alameda County, Oakland Museum, and Kaiser Auditorium.
- ***Open Space Zone.*** An area intended to meet the active and passive recreational needs of Oakland residents. This Open Space designation allows uses and facilities that enhance these local and regional assets, such as Lake Merritt and various local parks.
- ***Urban Residential Zone.*** An area appropriate for multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services. This residentially focused area also allows a variety of ground floor uses that are compatible with a residential area.

Figure 4.1:
DRAFT AREA CHARACTER



Existing retail in the Planning Area.

Active Ground Floor Uses

Existing Retail Context

A major hub in the Planning Area is the Chinatown commercial core, which is a unique and rich environment with a wealth of cultural, social, medical, residential, retail, and social resources. The Chinatown commercial core is also one of the city's most vibrant neighborhood retail districts and the most concentrated retail area in the Planning Area, located between 7th, 11th, Franklin, and Harrison Streets. Over the past decade, Asian-oriented retail has also spread eastward in Oakland along East 12th Street and International Boulevard.

Chinatown serves as an East Bay landmark for Asian culture and attracts Asian residents from throughout the East Bay for shopping, cultural, health and educational services, as well as banking institutions catering to Asian customers. While Downtown office workers and non-Asian Oakland residents also patronize Chinatown's thriving shops, the primary source of retail demand in the Planning Area is the Asian population of the East Bay. However, Chinatown faces increased competition from suburban stores targeting this customer base and from the growing suburbanization of the East Bay Asian population. Maintaining the district's vitality is an important goal of the Plan.

While there has historically been little long term vacancy for commercial space in the Chinatown core, vacancy rates have increased and businesses have suffered in recent years. Restaurants, retail stores, and banks have closed, and the area is experiencing a higher level of vacancy than in the past. These struggles are caused by the recession as well as by the typical migration of second- and third-generation families to suburban areas, and a declining flow and different socioeconomic profile of new immigrants from Asia.

Nonetheless, brokers and community members have indicated that new retail east of the core area would be readily absorbed by the Chinatown-oriented market. While the Chinatown core is the strongest existing retail market, the Plan seeks also to expand the Chinatown core, both to accommodate demand and activate the streets outside of Chinatown.

Equally important, the Plan seeks to create a new retail hub at the Lake Merritt BART Station that complements Chinatown and further establishes the area as a regional destination. This hub would also link Chinatown to Laney College and the Oakland Museum of California. Promoting new businesses and an expansion of Chinatown, in coordination with improvements to the public realm that highlight the cultural assets of the area will not only attract businesses, but will also contribute to a vibrant street, a sense of safety, a strong economic base, and attract more residents.

Retail Opportunity

Future growth in the Planning Area, both in new residents and employees together with Laney College students and faculty, could support new retail as well as additional eating and drinking, service and specialty retail. College-related demand is typically for casual dining, cafes, bars, and food to go. With the multiple hubs of activity planned in the area – includ-

ing the Chinatown core, an entertainment, educational and cultural hub near Laney, and the Eastlake Gateway, there would also be an enhanced nighttime draw of city residents. This further enhances the Planning Area opportunities for restaurants, performance venues, cinema, and night clubs.

Retail Enhancement and Expansion

The following retail enhancement strategy is part of a larger economic development strategy discussed in greater detail in Chapter 8. The strategic expansion of active commercial and cultural uses throughout the Planning Area supports an enhanced regional destination. It builds on and complements the existing success of the Chinatown Commercial Center, expanding Chinatown businesses, diversifying retail options as an expansion of Oakland's Central Business District, and connecting the Planning Area's cultural and institutional assets that differentiate this area.

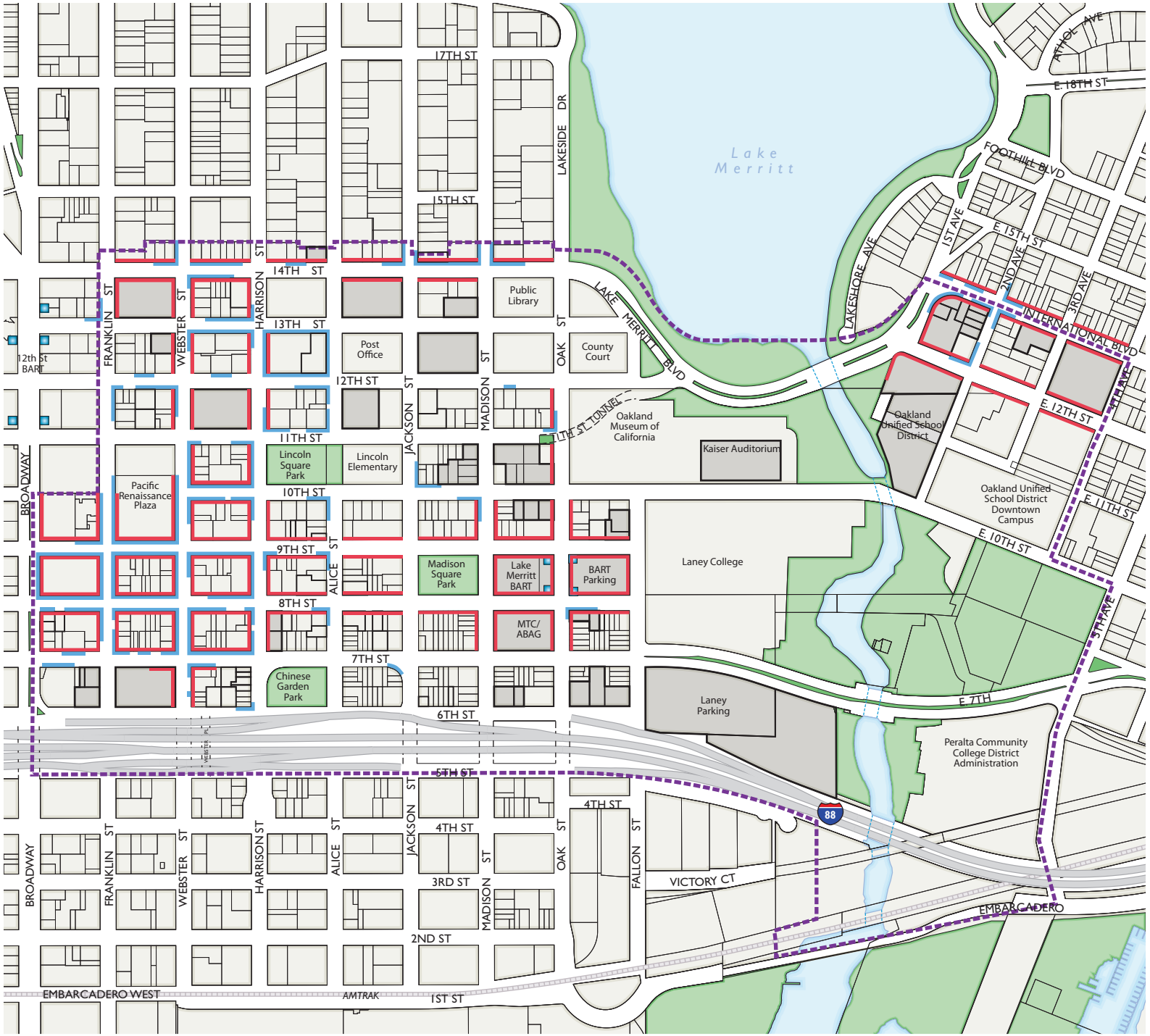
Active ground floor commercial uses – those that attract walk-in visitors – are important because they add vibrancy to streets and increase pedestrian traffic, which results in safer streets and more customers for local businesses. Examples of active ground floor commercial uses include: retail stores,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

In order to expand the vibrancy and activity that already exists in some areas, like the core of the Chinatown commercial district, and link key activity areas, the Plan identifies key frontages for active ground floor uses that would serve to activate pedestrian corridors (see Figure 4.2). Land use regulations, adopted as part of the zoning, could require or encourage ground floor uses identified in these corridors. Ideally, active uses would primarily be at the street edge, but active uses could also be located at the edge of parks, plazas, or other public spaces.

In addition to the high density and mixed use land use strategy and the encouragement of active ground floor uses, other economic development strategies for retail enhancement and expansion are described in Chapter 8.

Retail expansion should build on the existing asset of the Chinatown Commercial Center.

Figure 4.2:
ACTIVE GROUND FLOOR USES



- Proposed Active Ground Floor Uses
- Existing Active Ground Floor Uses
- Opportunity Sites
- Planning Area

May 10, 2012

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FEET

4.2 Height and Massing Concepts

Height and Massing Concept

The height and massing concept seeks to balance the varied goals and preferences of the community. Key themes related to height and massing include community character, compatibility with historic and natural resources, and accommodation of high-density Transit-Oriented Development. Massing regulations should seek to establish coherence in building massing; respect historic buildings and patterns of lot size and scale; be sensitive to existing buildings, and existing and new parks; and incorporate transitions between developments of differing scales. Height and massing should be regulated at two levels:

- ***Base height:*** Base heights should be established that complement the existing context, and setbacks are required above that base height to ensure the street perspective maintains a consistent character. Base heights are specified depending on the location.
- ***Total Tower height:*** A tower height above the base height should be allowed with massing regulations such as setbacks, percent lot coverage above the base, and tower length limits to ensure that a consistent character is maintained from the pedestrian perspective. This height would be the maximum height allowed. Towers will be regulated by various guidelines and standards.

Base heights are designed to be consistent with breaking points in cost of construction for different construction types. The proposed 45 to 55 foot height limits are consistent with Type V construction (wood frame, with the lowest construction costs). The proposed 85-foot height limit allows for Type III modified (typically six stories) and Type I (where the top habitable floor level is less than 75 feet above grade, meaning fire ladders can reach them). The shift to Type I above eight stories typically requires additional fire safety measures including electronic fire alarm signalization system. Type I (where the top habitable floor level is more than 75 feet above grade) is the most expensive construction type and represents the greatest jump in construction costs.

Height Considerations

Proposed height limits for each level (base and tower), are identified based on several considerations related to the existing context and the goals and vision of the project. Various factors are balanced to establish a vibrant, high density, Transit-Oriented District. Key considerations include:

- Existing Height, Density, Bulk and Tower Regulations.
- Base heights in particular consider:
  - Pedestrian experience.
  - Prevalent height of surrounding buildings which are not likely to change.
  - Community character.
  - Consistency with historic building heights and historic districts.

Existing heights in the Planning Area vary considerably and are considered in determining height limits.

Towers stepping back from the base.

- Base and tower heights consider:
  - Block and lot sizes.
  - Location relative to Downtown (generally taller buildings).
  - Proximity to transit.
  - Location relative to Lake Merritt and the Lake Merritt Channel.
  - Adjacency to public open spaces, particularly in terms of ensuring access to sunlight and limiting shading on public spaces at high-use times of day.
  - Adjacency to the I-880 Freeway, where taller buildings might act as a buffer between the neighborhood and the Freeway.

Draft Height Map

The draft height map for the Plan is shown in Figure 4.3. Proposed base heights, which are important for establishing the way people experience the urban environment, vary depending on the proximity to downtown and the existing context, from 45 feet, 55 feet, 85 feet, to 120 feet. The higher 85 foot and 120 foot proposed base heights are located closer to downtown, along Broadway, and along the southern edge of 14th Street (Height Areas 6, 8, 9, and 10), and on the Lake Merritt BART blocks. The lower 45 foot and 55 foot base heights would be located in the remaining area. Height Area 7, which encompasses educational and institutional uses, is the only area that would allow towers and does not have a base height.

All Height Areas would be subject to the design guidelines outlined in Appendix A, which provide guidance on ensuring neighborhood compatibility. The proposed Height Areas, which are described as follows, are conceptual; the zoning regulations will be based on these concepts, but will provide more specifics, including density, bulk and tower regulations.

Height Area 1

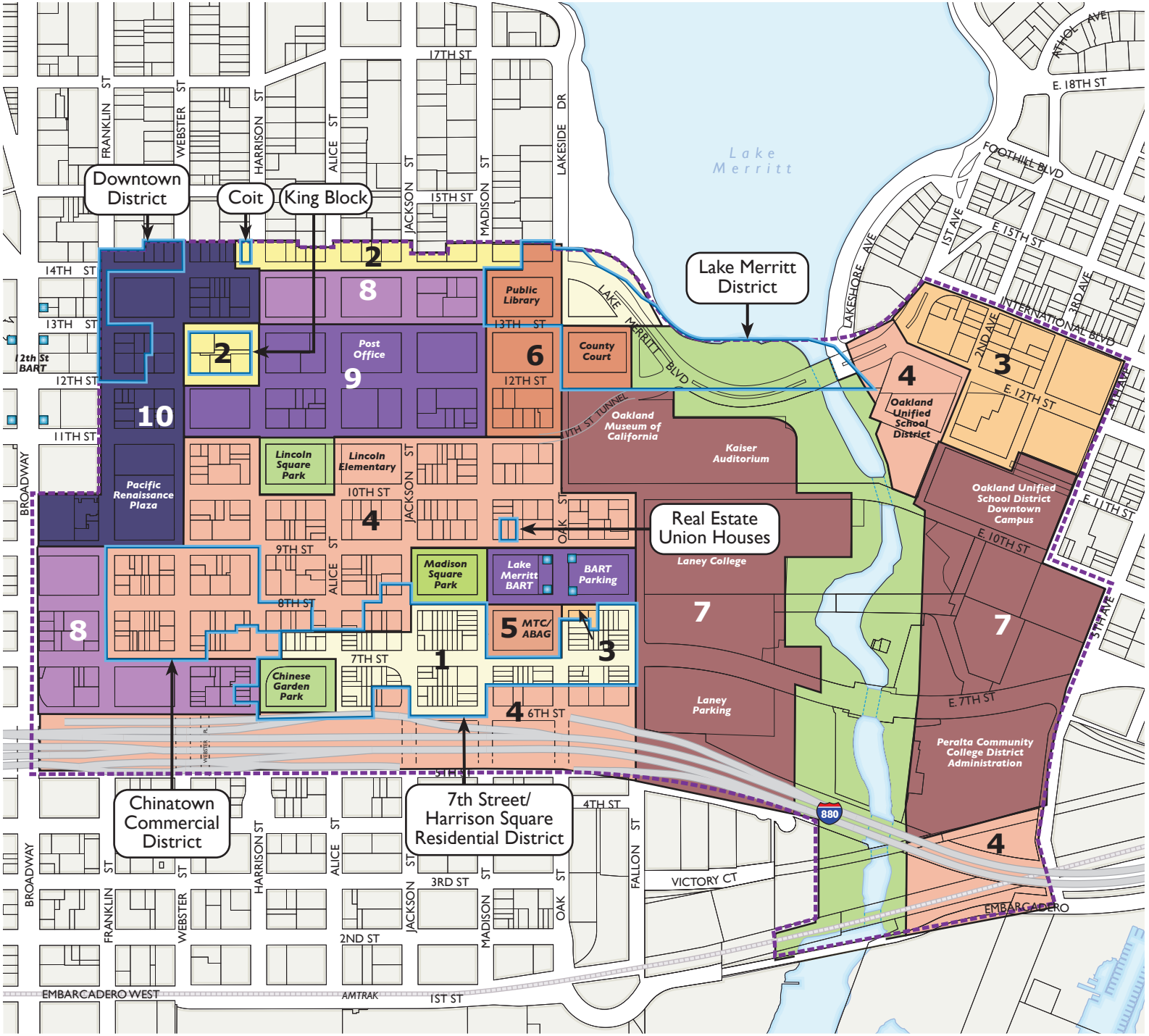
This Height Area would be most consistent with heights of existing buildings, with a total height limit of 45 feet. It is proposed along 7th Street in order to preserve the most intact portions of the historic 7th Street/Harrison Square Residential District Area of Primary Importance (API). Pitched roofs are typical of the historic district, and would be encouraged but not required for new development. New buildings would also be subject to design guidelines related to historic resources and that ensure compatible design.

This Height Area is also proposed for the Fire Alarm Building site given its historic status, waterfront setting on Lake Merritt, and proximity to the County Courthouse.

Height Area 2

This Height Area is proposed to have a total height limit of 85 feet and would be located along the northern edge of 14th Street. It is consistent with the existing Central Business District height map, which reflects the 2009 proposal vetted by the Gold Coast neighborhood to the north. This Height Area is also proposed for the Historic King block (bound by Harrison, Webster, 13th and 12th

Figure 4.3:
DRAFT HEIGHT MAP



- 1 — 45 Ft Total
- 2 — 85 Ft Total
- 3 — 45 Ft Base, 175 Ft Total
- 4 — 45 Ft Base, 275 Ft Total
- 5 — 55 Ft Base, 275 Ft Total
- 6 — 85 Ft Base, 175 Ft Total
- 7 — 275 Ft Total
- 8 — 85 Ft Base, 275 Ft Total
- 9 — 85 Ft Base, 400 Ft Total
- 10 — 125 Ft Base, No Height Limit
- Open Space
- Historic District of Primary Importance
- Planning Area

A four story building, an eight story building, and as seven story base with tower (top to bottom).

Streets) to maintain heights consistent with the historic character of this block.

Height Area 3

This Height Area would have a base height of 45 feet to reflect the existing neighborhood scale, and a total height limit of 175 feet. The Area would step down from Height Area 4 to transition to the smaller scaled Eastlake neighborhood to the east.

Height Area 4

This Height Area is proposed to have a base height of 45 feet to reflect the existing neighborhood scale, and a total height limit of 275 feet to accommodate high density and TOD. Height Area 4 would be located throughout much of the Planning Area, including the Chinatown core, the area under the freeway, and the area just east of the Lake Merritt Channel which is envisioned as a gateway to the Eastlake neighborhood.

Height Area 5

This Height Area is proposed to have a base height of 55 feet and a total height limit of 275 feet. It would be located on the MTC/ABAG block and would act as a transition between the historic district to the south and the high-density development on the Lake Merritt BART blocks to the north. As this site is likely to be office development, a 55 foot base would be allowed to accommodate taller floor-to-floor heights.

Height Area 6

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

Height Area 7

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

Height Area 8

This Height Area would have a base height of 85 feet and a total height limit of 275 feet. It is envisioned as a transitional area between the Chinatown Core and Broadway and I-880 Freeway, and between 14th Street and Area 9 which transitions into the Downtown core.

Height Area 9

This Height Area is proposed to have a base height of 85 feet and a total height limit of 400 feet. It is proposed for the Lake Merritt BART blocks and for the area bound by 11th, Webster, 13th, and Madison Streets, which transitions to the Downtown core. These Height Areas have substantial opportunities for high density TOD.

Height Area 10

This Height Area accommodates the tallest buildings as the area nears on the core of Downtown Oakland. The base height in this area is 120 feet, with no total height limit.

4.3 Developer Incentive Program

The Plan recommends the creation of a developer incentive program, which would allow a developer to receive additional development rights (via height, FAR, or density bonus or relaxation of other requirements) in exchange for provision of certain amenities, such as affordable housing, public open space or childcare centers.

Providing and incentive or "bonus" program is one of several tools for achieving community-identified benefits or amenities. Providing a development bonus is intended to make the provision of community benefits economically feasible, and incent private development to include such benefits. In order for such a program to be implemented immediately, it would have to be voluntary. In order for a program to require the provision of amenities, a nexus study would need to be conducted, which is described in greater detail in Chapter 10, Implementation.

It is important that the City develop a carefully crafted incentive program that results in clear benefits for the community. The program must offer incentives that make sense in the marketplace so that developers actually make use of them and the desired benefits or amenities are attained. For this reason, the economic feasibility of development must be a determining factor in arriving at the trade-off between development incentives and the amount of community benefits to be provided by a project.

Developer incentives are already used in Oakland. For instance, the Central Business District (CBD) zoning incentivizes public plazas by relaxing private open space standards, and incentivizes the provision of additional bicycle parking beyond the minimum required by relaxing auto parking.

The overall massing, intensity and density of a building could be increased over the base allowance by providing community-identified benefits.

4.4 Summary of Development Potential

As described in Chapter 2, opportunity sites for development were identified in order to make an assessment of the type and amount of development potential in the Planning Area. The potential development identified for each opportunity site (in terms of residential units and square feet of non-residential space) was determined based on a variety of factors, including market dynamics, building feasibility, site size and location, and conceptual Plan policies (as discussed and refined by the Community Stakeholder Group). Total development potential also takes into account regional growth projections and the market opportunity assessment.

While the identified opportunity sites are the best guess for sites that will redevelop over the planning period, it is likely that some of the sites identified as opportunity sites may remain in their current state, while others that are not identified as opportunity sites will undergo change.

Development Potential

The Plan establishes a long-range vision for a high-intensity neighborhood, including the addition of 4,900 new housing units expected to accommodate 4,700 households, 4,100 new jobs, 403,800 square feet of additional retail, and 1,229,000 square feet of office uses in the next 25 years, as shown in Table 4.1. This represents more than doubling the residential population and increasing jobs by nearly 25 percent. The Plan also assumes that a small boutique hotel (30-100 rooms) may be included as part of the non-residential development in the Planning Area. As a site for a hotel is not yet identified, the Plan assumes the hotel square footage as part of the total office square footage. Detailed development potential by site and a complete list of assumptions are included in **Appendix B.**

Based on the identified development potential, the Plan would result primarily in the addition of new retail and office jobs, at the expense of some existing auto and industrial jobs. It is also noted that jobs for local residents (where there are a high proportion of monolingual residents) tend to happen in smaller retail and office spaces, which are promoted in the Plan.

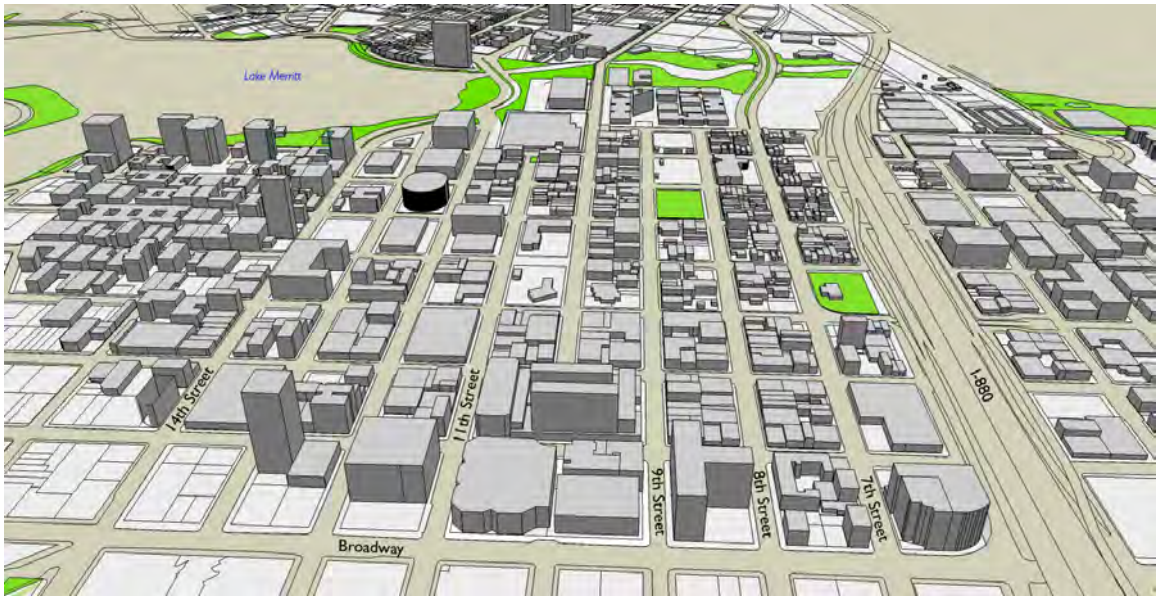
Overall the development potential identified here is consistent with the market opportunity analysis and with regional growth projections (described in detail in Chapter 2).

Figures 4.4 and 4.5 provide illustrative views of potential development in 2035. Note that these drawings are conceptual massing diagrams only, and do not represent actual design. Existing buildings are shown in grey, with new buildings shown in white. The views illustrate only one possible outcome of new development.

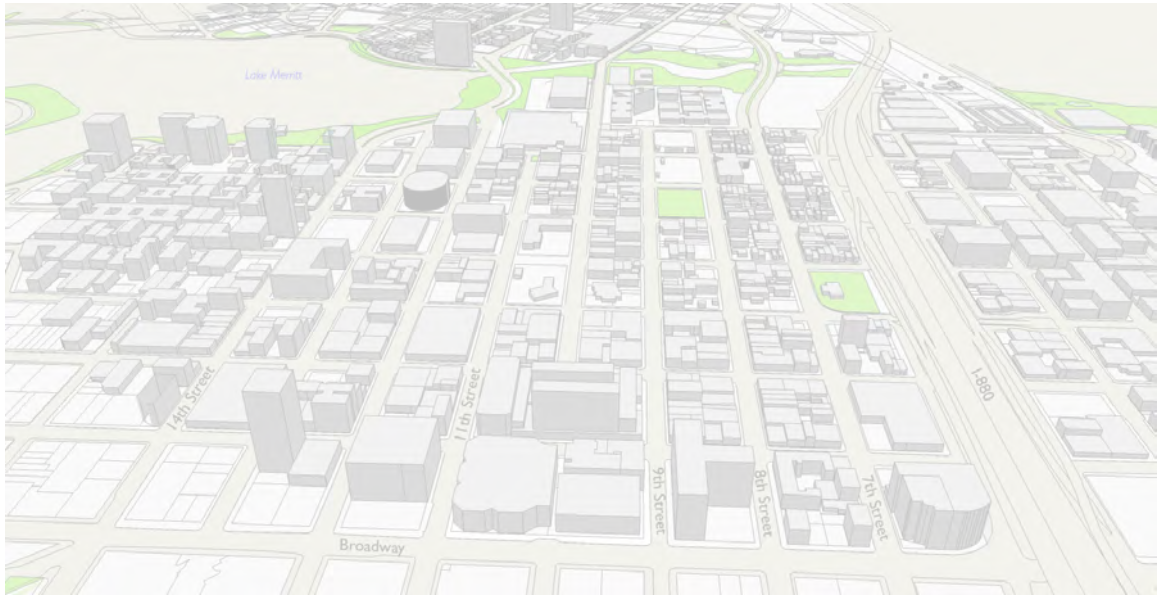
Table 4.1: PLANNING AREA DEVELOPMENT POTENTIAL

	EXISTING	PLAN NET NEW DEVELOPMENT (2035)[6]	TOTAL (2035)	% INCREASE
Residential Units[1]	3,000	**4,900**	7,900	163%
Households[2]	2,900	**4,700**	7,600	162%
Retail Square Feet[3]	843,000	**404,000**	1,247,000	48%
Office Square Feet	1,022,000	**1,229,000**	2,251,000	120%
Institutional Square Feet	3,467,000	**58,000**	3,525,000	2%
Jobs[4, 5]	17,800	**4,100**	21,900	23%

1. Existing residential units is based on ACTC/ABAG projections for 2005, plus projects completed between 2005 and 2012.
2. Households assumes a 5% vacancy rate in the residential units.
3. Existing non-residential square feet are estimated based on existing building footprint square footage, multiplied by the number of stories in existing buildings.
4. Existing jobs are based on ACTC/ABAG projections for 2005.
5. Plan jobs are based on one job for every 350 SF of retail space, one job for every 400 square feet of office space, and one job for every 1,000 square feet of institutional.
6. Net new development assumes reductions for any existing land uses.



Existing



Future

Figure 4.4:
EXISTING AND FUTURE AREA VIEW LOOKING EAST

FOR PLACEMENT ONLY

Figure 4.5:
EXISTING AND FUTURE AREA VIEW LOOKING SOUTHEAST

Existing

Future

FOR PLACEMENT ONLY

4.5 Affordable Housing Strategy

Affordable housing is a critical component of a sustainable neighborhood and is needed in the Planning Area. As of 2009, median household income for the average 1.94 person household in the one-half mile radius of the Lake Merritt BART Station was $27,786 compared with the citywide median income of $49,481.[1] The HUD defined area median income for a four person household (for Alameda and Contra Costa Counties) was $89,300, well above the City of Oakland and area resident incomes. In Planning 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 within one-half mile of the Lake Merritt BART Station have affordability restrictions, due to declining federal assistance to support new affordable housing construction, the recent dissolution of the City's Redevelopment Agency (which produced 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 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
- Affordable Housing Implementation Strategies

Assessment of Existing Conditions

Demographic and Housing Market Trends

Detailed demographic trends are presented in the *Existing Conditions Report* prepared for this Plan and are summarized in Chapter 2 of this document. This section provides a snapshot of the characteristics of the typical resident living within one-half mile radius of the Lake Merritt BART Station,[2] and therefore the types of housing choices that would be appropriate to serve the existing population, given that one of the goals of this plan is to increase housing choices and quality of life for both *existing* and *future* residents. A summary of housing market characteristics is also presented (refer to the *Market Opportunity Analysis* prepared for this Plan for a detailed market assessment).

The majority of residents in the one-half mile radius are Asian (64 percent); 54 percent of area residents are Chinese. 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. However, the Oakland Chinatown Chamber of Commerce reports that today's immigrant is more likely to be educated and with more financial means than in past decades.

The remaining reported racial composition of residents in the one-half mile radius is as follows: 13 percent are African-American, 12 percent are White, and 11 percent belong to Other Races. The population in the one-half mile radius is generally older than the City of Oakland's population. In the one-half mile radius, 24 percent of the population is over age 65, and 14 percent are children under 18. Residents in the one-half mile radius have a high degree of transit dependence, given that 49 percent of area households do not own a car. The one-half mile radius also has a smaller average household size (1.94 persons) compared to the City of Oakland, however 21.8 percent of households are three-person or more households. Finally, most housing units in the one-half mile radius 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 housing units and 41 percent are owner occupied.

1 Source: Conley Consulting Group, Claritas, Inc.; December 2009.

2 Source: Conley Consulting Group, Claritas, Inc.; December 2009.

The median household income in the one-half mile radius is $27,786, which 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 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 Planning 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.

In addition to understanding the characteristics of the Planning Area resident, it is also important to understand the housing market characteristics.

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 Business 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.

The average market rate monthly rent in Oakland in 2009 according to Realfacts was $1,550. Rents fluctuated widely throughout the decade following the expansion and contraction of the economy. Trends over the decade show that rents began to rise in 2005 to their current level.

Evidence Supporting the Need for Affordable Housing

Affordable housing is needed in the Planning Area to ensure that the area's unique character, which includes a range of income levels accommodating recent immigrants, young professionals, families and socially connected seniors, is preserved and enhanced. The median household income in the one-half mile radius is $27,786. Approximately 32.5 percent of the one-half mile radius population has a median household income of less than $15,000. Even with depressed housing prices, without policy to the contrary, the market will produce housing that is well beyond the financial capacity of current area residents, demonstrating a strong need for affordable housing in the Planning Area. In addition, although the majority of households in the one-half mile radius are single-person households, 21.8 percent of the households are three-person or more households. This indicates that housing units in the Planning Area will have to accommodate a variety of household types including single-person, families with children and multi-generational households.

Existing Affordable Housing Policies

Density Bonus Ordinance

Oakland's existing Density Bonus Ordinance allows developers of five 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

The Jobs/Housing Impact 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 to build affordable housing.

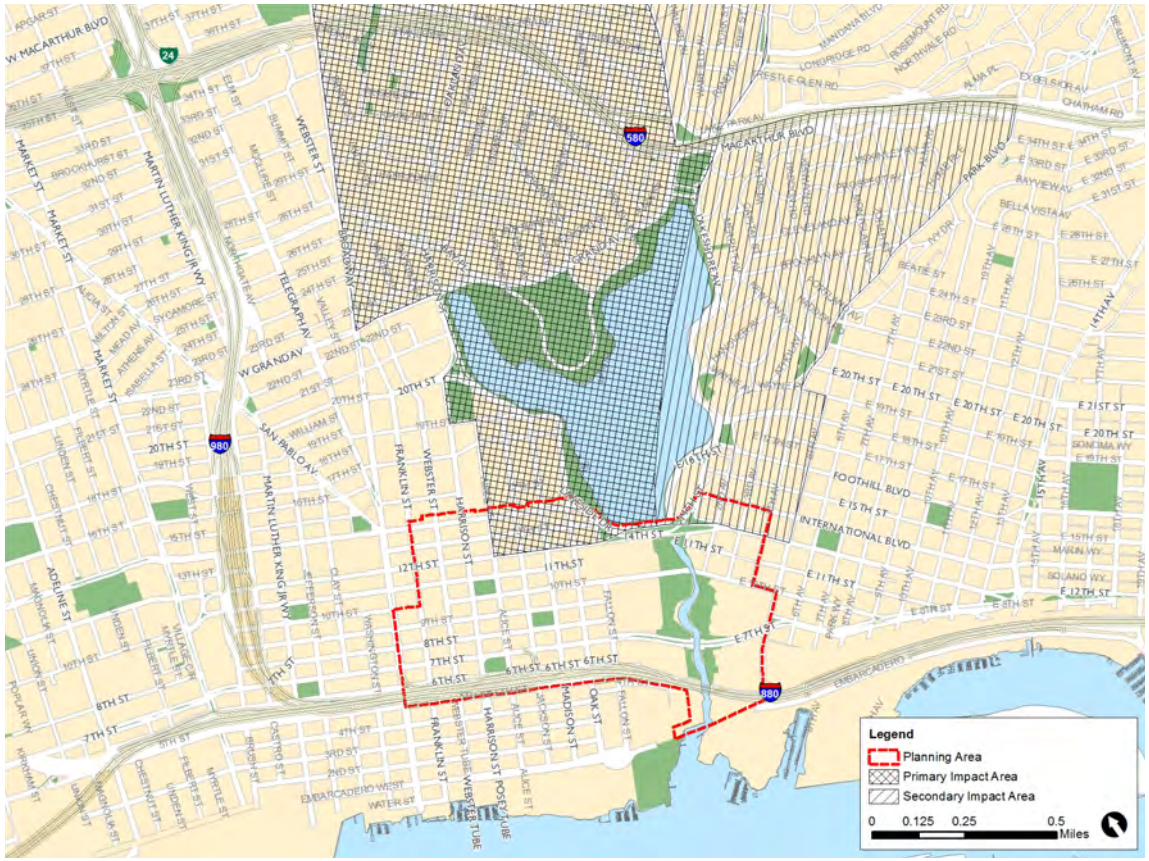
Condominium Conversion Ordinance

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,[3] 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 Planning Area is partially inside the "primary" impact area, however the majority of the Planning Area is outside of both the "primary" and "secondary" impact area (shown in Figure 4.6). Replacement rental units ensure the balance of rental and ownership units is maintained, which is critical in Oakland,

Figure 4.6:
CONDO CONVERSION IMPACT AREA



3 **Primary Impact Area:** replacement units can only be generated in this area.
Secondary Impact Area: replacement units can be generated within the Primary or Secondary Impact Area.

where most households are renters (59 percent) and even more important in the Lake Merritt Station Area Planning 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 (CPI). This ensures stability in rental rates for existing tenants. Also, 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.

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 fees,[4] 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 unit (the variation was largely a function of project density).

Speculation also 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 housing is generally defined by the US Department of Housing and Community Development as a household who pays no more than 30 percent of its annual income on housing. Families who pay more than 30 percent of their incomes on housing are considered 'cost burdened' and may have difficulties affording necessities such as food, clothing, transportation and medical care. The Health Impact Assessment prepared for this Plan reports that 45 percent of Planning Area renters are cost burdened, compared with 52 percent citywide, and 29 percent of Planning Area owner households are 'severely cost burdened' (spending more than 50 percent on housing costs), compared with 23 percent citywide.

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 households with even lower incomes 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.

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.

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

As of June 2012, an additional 573 units were in the development pipeline all of which were fully entitled (138 affordable units entitled or under construction[5]). 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.

As part of the Housing Element process, the California Department of Housing and Community Development determines the amount of housing needed for income groups in each region based on existing housing need and expected population growth. Each city's share of the regional housing demand is prepared by the Association of Bay Area Governments (ABAG) through the Regional Housing Needs Allocation (RHNA) process. During the planning period 2007-2014, the City of Oakland must accommodate 14,629 new housing units (27 percent of these units are designated to be affordable to very low- and low-income households, 21 percent affordable to moderate income and 51 percent above moderate income).

The Planning Area is projected to add 4,900 housing units over the next 25 years (through 2035) according to ABAG's growth projections (see discussion in Ch. 2, Section 2.2). Applying the income distribution from the 2007-2014 RHNA to the Planning Area's build-out horizon (2035) would result in a need for 27 percent of new housing units to be affordable to very-low and low-income households, a total of 1,323 affordable units over the next 25 years. The City's responsibility under state law in accommodating its regional housing need is to identify sites adequately zoned (at least 30 units per acre) with appropriate infrastructure to support the development of housing. The next paragraph demonstrates that sufficient sites have been identified in the Planning Area that can support housing at a variety of income levels. The affordability levels of the projected housing need is shown in Table 4.2.

The Plan identifies housing potential on land suitable for residential development that can accommodate the 4,900 new units projected to be added. The potential development program for the Plan includes an inventory of housing projects approved and under construction (573 housing units), as well as assigns housing units (based on an assumed density of 145 units per acre for mid-rise development (6-8 stories) and 392 units per acre for high-rise development (9 stories and above)) to opportunity sites including the central BART blocks (projected 746 housing units) and to the remaining development opportunity sites (projected 3,662 housing units). All of the opportunity sites have access to necessary infrastructure to support development. Therefore, the opportunity sites could accommodate a range of income levels depending on availability of adequate financial subsidies to make possible the development of units for very low- and low-income households. This suggests that the Planning Area contains sufficient housing sites, but that a reliable funding source will be needed to finance the construction of affordable units.

Affordable Housing

The income limits for affordable housing for a four person household in 2012 are as follows:

- Extremely Low Income (30% AMI) $28,050
- Very Low Income (50% AMI) $46,750
- Lower Income (80% AMI) $65,350
- Median Income (100% AMI) $93,500
- Moderate Income (120% AMI) $112,200

5 Affordable housing projects include: 609 Oak Street (70 units); 1110 Jackson Street (68 units)

Table 4.2: REGIONAL HOUSING NEED ALLOCATION (RHNA) FOR THE PLANNING AREA

	OAKLAND RHNA	INFERRED PLANNING AREA HOUSING NEED ALLOCATION (2010-15)
AFFORDABILITY LEVEL	HOUSING NEED (UNITS)	HOUSING NEED (UNITS)
Very Low Income	1,900 (13%)	172
Low Income	2,098 (14%)	190
Moderate Income	3,142 (21%)	286
Above Moderate Income	7,489 (51%)	679
Total Need	**14,629**	**1,327**

Target Number of Affordable Units in Planning Area

In addition to state law mandating that the City identify sites to accommodate its RHNA, state Redevelopment Law requires that 15 percent of new units built in a project area be made affordable to low and moderate income households. At the time the Oakland Redevelopment Agency was terminated in 2012, both of the project areas encompassing the Planning Area (Central District and Central City East Project Areas), were in compliance with state Redevelopment Law. It is uncertain whether the 15 percent Redevelopment Law requirement will remain in affect following the dissolution of redevelopment agencies and the tax increment financing mechanisms previously dedicated to implementing those requirements.

Despite the uncertainty surrounding Redevelopment Law affordable housing mandates, the Planning Area will target 15 percent of new units built in the Planning Area for low and moderate income households. The Plan projects to add 4,900 new housing units in the Planning Area by 2035. Applying the 15 percent target would yield 735 new affordable units. If a more ambitious target was applied, such as 27 percent (the RHNA distribution of new affordable housing units needed for very low- and low-income households), 1,323 affordable units would be produced. However, with the dissolution of the Oakland Redevelopment Agency, there is currently no local funding mechanism in place dedicated to the production of affordable housing. Without a reliable funding source, the production of new affordable housing will remain tenuous.

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 Plan. The community's vision for the Plan is to increase the housing supply to accommodate a diverse community, especially affordable housing and housing around the Lake Merritt BART Station.

Lake Merritt BART Station Area Plan Affordable Housing Goals

- Encourage between 15 percent to 27 percent of all new housing units in the Planning Area to be affordable including both units in mixed income developments and units in 100 percent affordable housing developments.
- Accommodate and promote new rental and for sale housing within the Planning 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 including 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.

Up until the dissolution of the City's Redevelopment Agency (RDA) on February 1, 2012, redevelopment-generated tax increment was the most important local source of funding for affordable housing. Oakland dedicated 25 percent of the tax increment funds to affordable housing (5 percent more than required by the state law). The city has recently had 10 to 15 million dollars annually for its housing Notice of Funding Availability (NOFA). With the loss of redevelopment and cuts to Federal funds, there is now only $2 million available per year. The estimated local financing gap for affordable units is $101,000 to $141,000 per unit.

Although redevelopment gap financing fell short of meeting the full demand for affordable housing production, deep uncertainty about the future of affordable housing production abounds in the absence of the RDA and given declining federal assistance. The City is looking at several options to fill the financing gap. The City of Oakland will continue to support and advocate for legislation to support affordable housing development. Absent legislation creating a new source of funding, the City currently has almost no money available to finance new projects.

Due to declining federal financial assistance for affordable housing, the dissolution of the City's Redevelopment Agency, and a lack of a citywide inclusionary housing requirement, a menu of creative options is required to meet the affordable housing needs for the Planning Area.

Affordable Housing Implementation Strategies

New affordable housing will be built in a variety of housing types including affordable units mixed in with market rate developments and as stand alone affordable housing developments, consistent with the types of affordable housing developments built in Oakland over the past 30 years. The implementation strategies presented in this section address

both mixed income developments and stand alone affordable housing developments. The strategies are grouped as follows: Incentivize Affordable Housing, Funding Sources, Anti-Displacement Strategies and Citywide Housing Policy.

Incentivize Affordable Housing

Incentivize Programs

Incentive programs may help to expand affordable housing opportunities. 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 more "affordable" market-rate units.

Although the market feasibility study conducted for this 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.

One way to incentivize the provision of affordable housing is to relax development standards for developers who include affordable units in housing construction projects. The Developer Incentive Program (discussed in Ch. 4, Section 4.4) allows a developer to receive additional development rights (via height or density bonus or relaxation of requirements, such as parking or open space) in exchange for provision of certain amenities, such as affordable housing, public open space or child-care centers.

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 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.

Additionally, new parking could 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.

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. 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 including studios and 1 bedrooms for single individuals, seniors and persons with special needs, 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. Most market-rate units being built are small units. Larger units are likely to be built in stand alone affordable housing projects.

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. Developing these sites as commercial, office or mixed use would not jeopardize the City's potential for fulfilling its housing sites requirements, as the Housing Element identifies ample housing opportunity sites city-wide. Family-sized units will be incentivized through the area's incentive program described above.

Funding Sources

Grant Funding

Tremendous uncertainty exists around the future of affordable housing finance given the state's recent decision to eliminate Redevelopment Agencies. To close the $101,000 to $141,000 gap for which local funds have generally been needed to finance affordable units, additional funding sources must be identified. The Station Area Plan will prime future use of the Bay Area Transit-Oriented Affordable Housing Fund. 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.

The city will continue to monitor and support State affordable housing legislation and identify alternative grant sources.

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

The affordable housing strategy seeks to augment existing affordable housing resources (top and middle) and prevent displacement from existing homes (bottom).

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.

The City could purchase sites for use as affordable housing developments. However, the most important public funding sources have limits on land acquisition. Federal HOME funds cannot be used for land banking. The dissolution of the City's Redevelopment Agency marked the end of a possible additional funding source, even though there were limitations on the amount of time Redevelopment funds could have been used for land banking (up to five years). Non-profits and the Housing Authority could partner to assemble sites.

Anti-displacement Strategies

Preservation of the existing housing stock in the Planning Area is achieved through various regulatory tools, including Condominium Conversion regulations and development standards. The city's Condominium Conversion Ordinance addresses the conversion of rental units to ownership condominiums. The Condominium Conversion "Area of Primary Impact" could be extended to include the Planning Area which would require rental housing that is converted to condos to be replaced (in the area). This would help to ensure a balance between rental and ownership housing in the one-half mile radius where renters comprise the majority of residents (84 percent). Limitations on condominium conversions will help preserve existing rental housing and prevent displacement.

The City's Condominium Conversion Ordinance outlines tenant protections which are paraphrased as follows (see Oakland Municipal Code Section 16.36 for full ordinance): the right to terminate lease upon notification of intent to convert, right to continue occupancy for a period after conversion approved, limits on rent increases, limits on work to occupied units, exclusive right to purchase a unit in the building, and relocation assistance. Additionally, tenants 62 and older are offered lifetime leases and limitations on base rent and monthly rent increases.

Lower height limits along the 7th Street API has been designed to discourage demolition of the existing housing stock. The existing lower density housing stock in this area is located in close proximity to the Lake Merritt 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. The City's stringent demolition findings for historic resources, including homes, serves as an additional deterrent to redevelopment of those sites, thereby preserving existing housing. Additionally, applicants for the conversion of a multi-family residential building to a non-residential use are required to apply for a Conditional Use Permit, to identify any potential impacts warranting additional review.

Citywide 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 affordable housing only in the Planning Area would over-burden developers and put this area at a disadvantage compared to the rest of the City.

4.6 Public Health and the Built Environment

Community health is affected by a number of factors in an urban environment—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 following summary of health impacts related to land use changes was informed by the review and analysis by Health Impact Partners of Plan concepts.

The 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 encourages more physical activity (i.e., walking and biking) and reduces obesity rates. In addition, new retail and office uses would 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. Plan policies 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 (detailed in Section 4.5) is a key tenet of the Plan, and includes strategies to reduce the effects of displacement and gentrification since property values may increase with implementation of the Plan.

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, leaving less money available for other household needs. Lack of affordable housing could also result in displacement of existing residents or overcrowding. Housing displacement is stressful, and potentially results in loss of employment, difficult school transitions, and loss of cohesive social networks.

In terms of environmental hazards, the Planning Area's proximity to the I-880 Freeway 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 located in areas with increased health risks as a result of proximity to sources of toxic air contaminants.

See Chapter 6 for improvements to the pedestrian environment and policies related to ensuring street safety to make walking a safe and desirable activity throughout the Planning Area.

Vision

- Create a more active, vibrant, and safe district to serve and attract residents, businesses, students, and visitors.
- Provide for community development that is equitable, sustainable, and healthy.
- Increase the housing supply to accommodate a diverse community, especially affordable housing and housing around the Lake Merritt BART Station.
- Increase jobs and improve access to jobs along the transit corridor.
- Provide services and retail options in the station area.
- Establish the Lake Merritt Station Area as a model with innovations in community development, transportation, housing, jobs, and businesses and environmental, social, and economic sustainability, and greenhouse gas reductions.

Goals

Business

- Strengthen and expand businesses in Chinatown, through City zoning, permits, marketing, redevelopment, infrastructure improvements, and other City tools.
- Attract and promote a variety of new businesses, including small businesses and start-ups, larger businesses that provide professional-level jobs (e.g., engineers, attorneys, accountants, etc.), and businesses that serve the local community (such as grocery stores, farmers markets, restaurants, pharmacies, banks, and bookstores).
- Promote more businesses near the Lake Merritt BART Station to activate the streets, serve Chinatown, Laney College, and the Oakland Museum of California, and increase the number of jobs.

Jobs

- Attract development of new office and business space that provide jobs and promote economic development for both large and small businesses.
- Increase job and career opportunities, including permanent, well-paying, and green jobs; ensure that these jobs provide work for local residents.
- Support the provision of job training opportunities. Ensure that local training opportunities (including vocational English as a second language opportunities) exist for jobs being developed both in the planning area and the region, particularly those accessible via the transit network.
- Employ local and/or targeted hiring for contracting and construction jobs for implementation of the plan (i.e., construction of infrastructure).

Housing

- Encourage between 15 percent to 27 percent of all new housing units in the Plan Area to be affordable including both units in mixed income developments and units in 100 percent affordable housing developments.
- 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).

Community and Cultural Anchor and Regional Destination

- Establish a sense of place and clear identity for the area as a cultural and community anchor and a regional destination, building on existing assets such as Chinatown, the Oakland Museum of California, Laney College, the Kaiser Convention Center, Jack London Square, and Lake Merritt and the Lake Merritt Channel.

Policies

The land use policies outlined in this section identify a range actions to establish a nuanced land use character, to activate key streets, and to achieve the vision for each of the Plan Districts. Policies also direct adoption of massing and height concepts, direct the creation of a developer incentive program, and identify policies to implement the affordable housing strategy.

Area-Wide Land Use Policies

LU-1 **Land use character zones.** Implement the land use character zones described in this chapter and illustrated in Figure 4.1 by updating zoning regulations.

LU-2 **High intensity development potential.** Support transit-oriented development and accommodate regional growth projections by promoting high intensity and high density development in the Planning Area.

LU-3 **Ground floor commercial uses.** Expand active commercial uses, including retail and restaurants, throughout the Planning Area. This expansion supports an enhanced regional destination, building on and complementing the existing success of the Chinatown Commercial Center and diversifying retail options as an expansion of Oakland's Central Business District.

LU-4 **Active ground floor uses.** Encourage active uses in new buildings on key streets in neighborhood hubs in order to transform key streets into activated pedestrian connections over time and expand the vibrancy and activity that already exists in some areas, as shown in Figure 4.2. These active ground floor uses should be located at the street edge, or at the edge of parks, plazas, or other public spaces. Activated neighborhood hubs include:

- Chinatown Commercial Core: key streets through this hub include 8th Street, 9th Street, Webster Street, Harrison Street, and portions of Franklin Street, 7th Street, and 10th Street.
- Lake Merritt BART Station Area: key streets through this hub include Oak Street, Madison Street (excluding Madison Square Park), 8th Street, and 9th Street
- 14th Street Corridor: 14th Street
- Eastlake Gateway: key streets through this hub include 1st Avenue, East 12th Street, and International Boulevard.

LU-5 **Flexibility in active ground floor uses.** Maintain flexibility in active ground floor use requirements to ensure not only commercial but also cultural uses continue to activate the area, such as daycare facilities, churches and health services.

LU-6 **New office and business development.** Attract development of new office and business space by allowing a flexible land use strategy in tandem with new streetscape and public realm improvements.

LU-7 **Diverse housing types.** Ensure a diverse community by incentivizing a range of housing types, including housing for individuals and families of all sizes and all income levels.

LU-8 **New uses and facilities within regional open spaces.** Allow uses and facilities within the open space zone that enhance regional assets. This applies specifically to open space along Lake Merritt and the Lake Merritt Channel.

LU-9 **Festival streets.** Consider use of festival streets in key locations to activate street life and promote community events. Potential locations are described in greater detail in Chapter 6.

LU-10 **Neighborhood services.** Ensure improved health outcomes by promoting development of key services in the Planning Area including grocery stores, medical services, and social support services.

Land Use Policies for the 14th Street Corridor District

LU-11 **Ceremonial street.** Establish 14th Street a ceremonial street linking Frank Ogawa Plaza at the City Center to Lake Merritt, by promoting active uses along the corridor and implementing special pedestrian-oriented streetscape improvements (described in Chapter 6).

LU-12 **Educational, public service, and cultural center.** Promote the 14th Street Corridor District as a center for educational, public service, and cultural uses.

LU-13 **Complementary uses.** Complement existing government and institutional uses – including the Oakland Museum of California, Kaiser Auditorium, County Courthouse, Main Public Library – with new residential uses and by promoting active ground floor commercial uses in new development.

LU-14 **Publicly owned historic sites.** Contribute to the entertainment, educational and cultural activity hub and activate the southern edge of Lake Merritt Boulevard by re-using historic publicly owned sites.

LU-15 **Kaiser Auditorium reuse.** Promote reuse of the Kaiser Auditorium to activate the southern edge of the new Lake Merritt Boulevard and to complete the entertainment, educational and cultural hub. Preliminary ideas for reuse of the Kaiser Auditorium include reuse as a community center and/or a performance arts center as it has been in the past.

LU-16 **Fire Alarm Building reuse.** Promote the reuse of the Fire Alarm Building site (located between Oak Street, 13th Street, and Lakeside Drive) as a public amenity.

Land Use Policies for the Upper Chinatown District

LU-17 **Neighborhood recreational, educational, and cultural center.** Expand recreational and educational facilities to serve the population growth in the Plan vision and complement Lincoln Recreation Center.

LU-18 **Intensified urban area.** Establish the Upper Chinatown Plan District as an intensified urban area for living with new high-density housing and accompanying retail, restaurants, commercial uses, and publicly accessible open spaces.

LU-19 **King Block alley.** Work with the owners and adjoining properties of the King Block alley to develop an active use for the space that creates a unique destination. See additional details in Chapter 7.

Land Use Policies for the Chinatown Commercial Center DIstrict

LU-20 **Chinatown commercial center hub.** Celebrate, strengthen, and enhance the Chinatown commercial center as a key community hub with strong community heritage, a vibrant retail district, and a regional destination with high-density commercial and residential uses.

LU-21 **Economic development.** Ensure the ongoing strength of the Chinatown Commercial Center and improve business quality of life through a multi-faceted economic development strategy. Consider the creation of a Business Improvement District to implement key strategies.

LU-22 **Façade improvement program.** Promote the renovation of existing buildings through a façade improvement program.

This program is described in greater detail in Chapters 7 and 10.

LU-23 **High quality and attractive public realm.** Ensure a high quality and attractive public realm by ensuring that new development is sensitive to the historic context of the neighborhood, seeking to improve façades of existing buildings, and making improvements to streetscapes.

LU-24 **Chinatown enhancement and expansion.** Enhance and expand the vitality of the Chinatown core as an economic center for Oakland and an East Bay landmark for Asian culture, social services, cuisine, and shopping. Promote expansion of Chinatown by requiring active ground floor uses in corridors that extend from the Chinatown core.

LU-25 **Business incubators.** Make use of vacant spaces as incubators for business start-ups.

Land Use Policies for the Lake Merritt BART Station Area District

LU-26 **High intensity development.** Promote high intensity development on the BART-owned blocks to support transit oriented development. Ensure neighborhood compatibility through application of design guidelines (outlined in Appendix A).

LU-27 **Community benefit.** New development on the Lake Merritt BART blocks should reflect the unique community heritage of Chinatown, serve the existing and future community, and incorporate public amenities.

LU-28 **Community involvement.** Work closely with the community and BART to develop the desired program of uses for the Lake Merritt BART blocks and ensure the provision of an appropriate range of community services, public uses, and amenities throughout the area.

LU-29 **Catalyst development.** Promote development on the Lake Merritt BART blocks that acts as a catalyst project that creates an active neighborhood hub and serves as part of an activated spine along 8th and 9th Streets connecting the heart of Chinatown, the Lake Merritt BART Station, and Laney College.

LU-30 **Madison Square Park.** Maintain and improve Madison Square Park as a key open space community asset. Enhance the park by providing additional programming and amenities.

Development on the BART blocks should reflect the unique community heritage of Chinatown.

LU-31 **New Lake Merritt BART Station name.** Rename the Lake Merritt BART Station to better reflect the identity of the surrounding neighborhood. Possible names should include reference to Oakland Chinatown and/or Laney College.

Land Use Policies for the I-880 Freeway District

LU-32 **Active uses under the I-880 Freeway.** Work with Caltrans to establish more active use of the I-880 Freeway undercrossings; if parking remains make it publicly accessible so that it can serve the Planning Area.

LU-33 **Events under the I-880 Freeway.** Promote activation of spaces under the I-880 Freeway by programming community events in the spaces.

LU-34 **Health and safety near I-880 Freeway.** Ensure the health and safety of both existing residents and residents in new development by adding landscaping and/or sound wall buffers to the Freeway edge.

Land Use Policies for the Eastlake Gateway District

LU-35 **Urban residential and neighborhood commercial.** Promote development in the Eastlake Gateway Plan District that is mixed use, with retail and other active uses at the ground floor and primarily high residential uses above.

LU-36 **Building height transitions.** Allow building heights that step down from the tallest buildings along the Lake Merritt Channel, creating a transition to the lower-rise development in the Eastlake neighborhood.

LU-37 **New residential, retail, and community resources.** Balance increased vitality and safety resulting from new residential and retail development with new public benefits that serve the existing and new population, such as more open space, community resources, and improved access and linkages.

LU-38 **Gateway.** Create a distinctive, welcoming, active and landmark quality gateway, through the following:

- Public realm improvements including new open spaces along the channel and streetscape improvements.
- Ensuring high quality building design.
- Active ground floor uses along East 12th Street at 1st Avenue.

LU-39 **New Lake Merritt Channel improvements.** Establish an improved greenway along the Lake Merritt Channel, in part by obtaining public easements and requiring new buildings to be set back from the Channel edge in order to establish public access along the eastern edge of the Lake Merritt Channel.

LU-40 **City-owned remainder site.** Redevelop the City-owned remainder site on Lake Merritt Boulevard with landmark quality design, high density residential, and active ground floor uses that complement the waterfront.

Land Use Policies for the Laney/Peralta District

LU-41 **Community asset and hub of activity.** Enhance and emphasize the role of the Laney College campus as a community asset and lively hub of activity. Expand the role of Laney College as a cultural

entertainment and community center facility with more community uses and classrooms, with redevelopment of Laney parking lot including community uses, classrooms, and parking.

LU-42 **Core activity node.** Establish a core activity node that establishes a synergistic relationship between the community and the cultural assets of the Laney College campus and the catalyst development on the Lake Merritt BART Station Area blocks.

LU-43 **Fallon and 9th Streets festival street events.** Work with Laney College to program community events in the Festival Street on Fallon and in Laney facilities to promote neighborhood familiarity and use of this important community resource.

Height and Massing

LU-44 **Height areas.** Consider the varied goals and preferences of the community in establishing height areas by considering community character, compatibility with historic and natural resources, and accommodating high-density transit-oriented development.

LU-45 **Massing regulations.** Establish massing regulations that: establish coherence in building massing; respect historic buildings and patterns of lot size and scale; are sensitive to existing buildings, and existing and new parks; and incorporate transitions between developments of differing scales.

LU-46 **Base and tower height requirements.** Establish nuanced height requirements with base heights that are complementary to the existing neighborhood context and towers that are set back and allow high intensity, transit-oriented development, as shown in Figure 4.3.

Developer Incentive Program

LU-47 **Community benefits list.** Work closely with the community to refine the list of desired benefits and build into the final program a mechanism for updating the list of benefits over time to meet the needs of the community on an ongoing basis.

LU-48 **Community benefits program examples.** Look to other successful examples of community benefits programs when developing the final program.

LU-49 **Community benefits bonus and incentive program.** Develop a bonus and 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. The program should consider the following elements:

- Quantification of the costs of providing the desired benefits as well as the value of corresponding incentives.
- Creating a system of "tiers" of incentives given and benefits provided, that could effectively phase requirements and prioritize benefits.
- Increasing benefit to developer as more benefits are added.
- Numerically linking the financial value of the bonus given (defined by value of gross floor area added) to the cost of benefit provided.
- 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.

- Identifying the economic feasibility of development as a determining factor in arriving at the amount of community benefits to be provided by a particular project.

LU-50 **Community benefits monitoring program.** 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.

Affordable Housing

LU-51 **Affordable housing funding.** Advocate for increases to federal/state/local funding for affordable housing to support affordable housing development and for new sources of funding at the federal/state/local level.

LU-52 **Incentive program.** Adopt an incentive program specific to the Plan Area that allows project proponents to relax development standards or to increase project height and/or density in exchange for the provision of community benefits such as affordable housing (including unit sizes ranging from studios to three bedrooms).

LU-53 **Land banking.** Create a land banking program, should funding become available, that would set aside money to acquire sites for affordable housing.

LU-54 **Existing affordable housing stock.** Continue to fund preservation and improvements to the existing subsidized housing stock in the Plan Area. The existing affordable housing stock in the Plan Area represents a tremendous asset that needs to be preserved.

LU-55 **Condominium Conversion Ordinance.** Consider modifications to the City's Condominium Conversion Ordinance to preserve existing rental housing.

LU-56 **Citywide inclusionary housing policy.** Continue to explore citywide inclusionary policy that addresses concerns from all constituents.

5 OPEN SPACE

IN THIS CHAPTER

5.1 Existing Open Space

Existing Public Parks

The Planning Area has 34 acres of public spaces that are designated as parks, including Lincoln Square Park, Madison Square Park, Chinese Garden Park (Harrison Square), Peralta Park, Lake Merritt Channel Park and a portion of Lakeside Park/Lake Merritt. These parks, along with a description of their open space zoning designation and their size, are listed in Table 5.1 and shown on Figure 5.1.

Lincoln Square Park, Chinese Garden (Harrison Square) Park, and Madison Square Park date to the original 1853 plan for the City of Oakland. The original plan included seven public squares, each the size of a City block, symmetrically arranged around Broadway, dedicated for use as public parks. The system was disrupted by the construction of Interstate 880, which covered two former park sites; by the construction of Alameda County faciliites at 4th and Broadway; and by the development of the BART system, which resulted in the relocation of Madison Square Park one block west to its current location. The parks have evolved over the years with the changing population, and are storied and treasured neighborhood assets.

Lake Merritt, the Estuary Waterfront, Peralta Park and Lake Merritt Channel Park provide additional open space and recreation opportunities in the Planning Area. They are part of a citywide open space system and an emphasis of the City's efforts to reconnect the City with its waterfront.

The open space and recreational facilities in these parks are important contributors to quality of life in this dense urban neighborhood. In addition to serving residents and workers, these spaces draw users from throughout the city and the region. Lincoln Square Park in particular, because of high quality programming, supports Chinatown's role as a center for Asian culture. Parks in the Planning Area also link to regional open space systems.

Other Publicly Accessible Open Spaces

Table 5.2 identifies other publicly accessible open spaces, including the BART plazas; courtyards and recreational factilities at Laney College; plazas around the Library and Alameda County offices; the courtyard at Pacific Renaissance Plaza; and the gardens in the Oakland Museum of California. These are valuable public space resources within the Planning Area. The bustling sidewalks in the Planning Area also serve as important public spaces for informal social gatherings and interaction.

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

Open Space

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

Table 5.1: EXISTING LAND ZONED AS OPEN SPACE WITHIN ONE-HALF MILE OF THE LAKE MERRITT BART STATION[1]

NAME	ZONING	DEFINITION[1]	ACREAGE[2]
Chinese Garden Park (Harrison Square)	Special Use Park	Areas for single purpose activities, or historic or aesthetic sites	1.3
Madison Square Park	Special Use Park	Areas for single purpose activities, or historic or aesthetic sites	1.4
Lincoln Square Park	Neighborhood Park	Located in a residential area; located adjacent to elementary schools	1.4
Lake Merritt Park	Region-Serving Park	Large recreation areas with diverse natural and man-made features	6.5
Estuary Park	Region-Serving Park	Large recreation areas with diverse natural and man-made features	5.1
Peralta Park	Linear Park	Provides linear access to a natural feature such as a creek or shoreline	3.9
Lake Merritt Channel Park[3]	Linear Park	Provides linear access to a natural feature such as a creek or shoreline	14.9
Public Parks Acreage			**34.6**

1. Open Space Conservation and Recreation Element (OSCAR) of Oakland General Plan, pg. 4-5.
2. Acreage only includes land within the one-half mile radius and excludes water.
3. Lake Merritt Channel Park is from East 10th Street east, to I-880.

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

Table 5.2: OTHER PUBLICLY ACCESSIBLE OPEN SPACES IN THE PLANNING AREA

NAME	DESCRIPTION
RECREATION FACILITIES	
Laney College Playing Fields	Baseball and soccer fields and football stadium, publicly owned
OTHER PUBLICLY ACCESSIBLE OPEN SPACE	
Alameda County Plaza	Plaza with hardscaping and amenities, publicly owned
BART Station Plazas	Plazas with hardscaping and amenities, publicly owned
Laney College Courtyards	Courtyards with hardscaping and amenities, publicly owned
Oakland Museum of California Gardens	Elevated gardens, publicly owned and fully open to the public while museum is open
Oakland Public Library Plazas	Lawns and plaza spaces along streets, publicly owned
Pacific Renaissance Plaza	Hardscaped courtyard, privately-owned

Parks and Public Health

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 Station Area Plan proposes an extension of the greenway along the Lake Merritt Channel to connect to the Estuary Waterfront and Bay Trail. The Plan also encourages joint use of Oakland Unified School District (OUSD) and Laney College recreation facilities to provide additional open space opportunities for healthy living.

Lake Merritt, the Estuary Waterfront, Peralta Park and Lake Merritt Channel Park are part of a citywide open space system and an emphasis of the City's efforts to reconnect the City with its waterfront. Improvements to Lake Merritt Park will make the lake more accessible and add new park land.

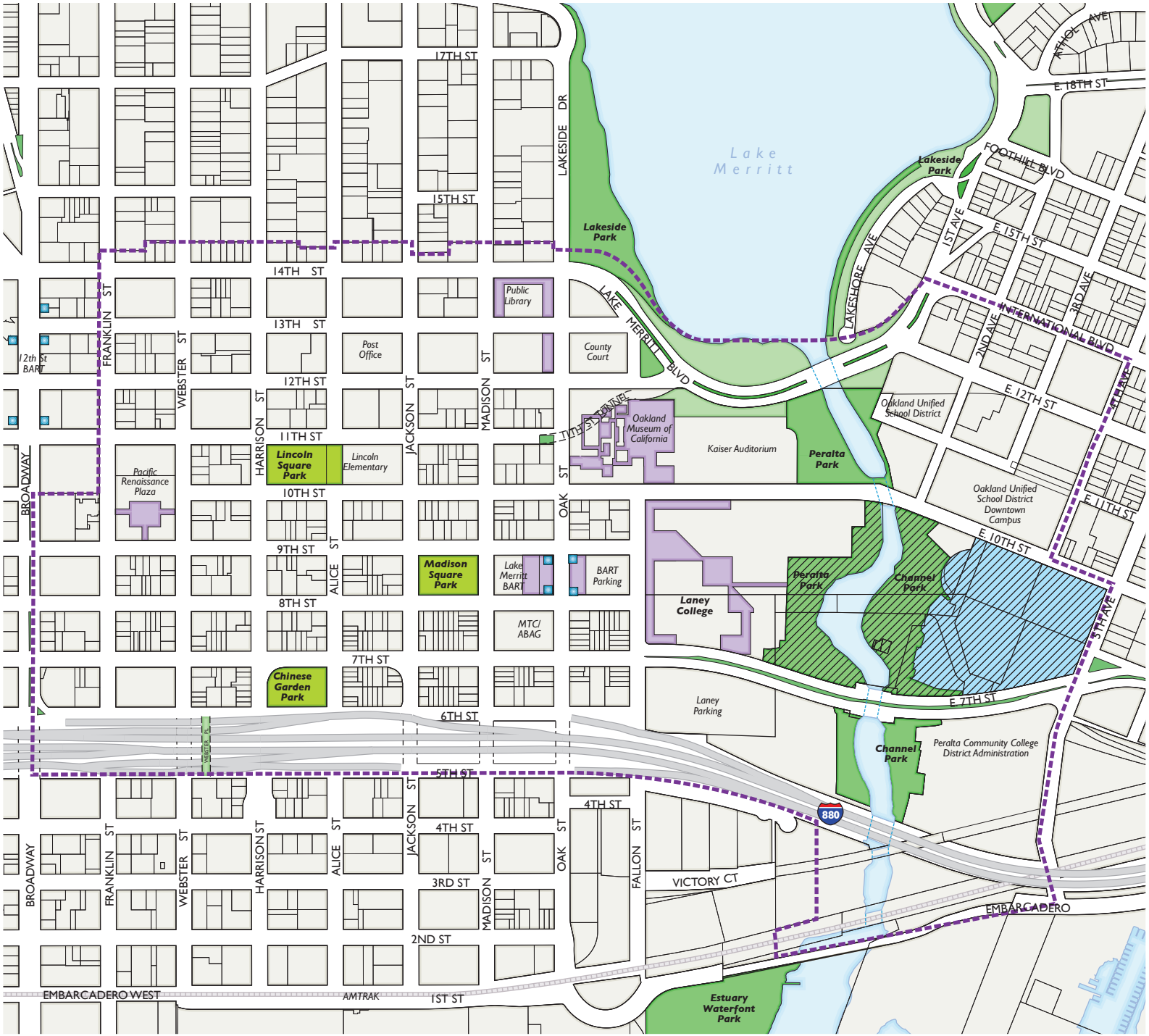


Figure 5.1:
PUBLIC PARKS AND OTHER PUBLICLY ACCESSIBLE OPEN SPACES

- Existing Regional Parks
- Locally-serving Parks
- Under Construction
- Laney Recreational Area
- Public Open Space Owned by Peralta
- Other Publicly Accessible Open Space
- Planning Area

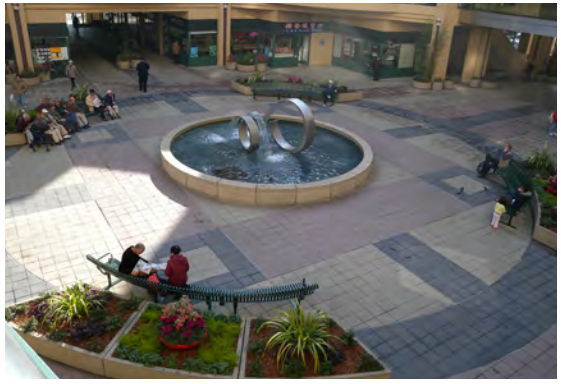
Zoning

Parks, open space, and land used for recreation are regulated by the Oakland Planning Code, specifically, the Open Space Zoning Regulations. The Open Space zone is intended to "create, preserve, and enhance land for permanent open space to meet the active and passive recreational needs of residents and promote park uses which are compatible with surrounding land uses and the city's natural environment."

The Planning Code regulates activities which take place in parks, and some activities require a permit process, with review by the Parks and Recreation Advisory Commission (PRAC). For example, to put a new community garden, a new tot lot, or a full service restaurant in a park requires a Conditional Use Permit (CUP). This is important because it ensures that incompatible uses will not be allowed to be developed in public open spaces. It also means that some activities that would improve and activate parks may require a CUP application, including payment of fees, presentations at public hearings, and the time needed for staff review of the proposal.








Lincoln Square Park and Madison Square Park (top); park land along Lake Merritt Channel (middle); publicly-accessible open space at Pacific Renaissance Plaza and Oakland Museum of California (bottom).

5.2 Community Needs Assessment

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

Community Engagement Process Survey

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

A summary of the results shows that:

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

Ongoing Lake Merritt Station Area Plan Process

Additional public input was received during the Lake Merritt Station Area planning process (including at workshops, focus groups, and Community Stakeholder Group meetings) that indicated that community members would like to have improved opportunities for open space and recreation. Here are the main points:

- Madison Square Park should remain primarily as open space, for recreational use. (Other specific improvements are described below in Section 5.3.)
- The Plan should include creative strategies for improving current recreation opportunities and creating new parks and open spaces.
- In Chinatown, service providers and schools are constrained for recreational facilities.
- There is an unmet need for youth recreation.

Level Of Service Goals for Parks and Open Space

The City of Oakland has a citywide Level of Service goal of four acres of local-serving parks per 1,000 residents, which is more than is currently provided in the Planning Area, though there is relatively greater access to regional park spaces.[3] The Station Area Plan considers this target, and will attempt to address the open space and recreation needs of current residents, and the expected new residents in the years to come.

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

1 Children were defined as those under 17 years old.

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

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

4 OSCAR, page 4-10.

5.3 Proposed Park Improvements and New Open Spaces

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

A main objective of the General Plan OSCAR is reducing deficiencies in parks acreage and recreational facilities in the most equitable, cost effective way possible.[5] One of the strategies of the Plan is to continue to implement this objective, first by making the most out of existing spaces; secondly, by partnering with the Oakland Unified School District and other schools, and third, by expanding the amount of new park and open space acreage and recreation facilities. Funding mechanisms are covered briefly at the end of this section, and more fully in Chapter 10: Implementation.

Maintain and Enhance Existing Spaces

This section describes recommendations for making the most out of existing open space and recreational facilities in the Planning Area, including ideas for improved access, expanded programming, and physical improvements.

Lincoln Square Park / Recreation Center Improvements

Lincoln Square Park is heavily used by hundreds of people during the day and evening, and is described in the General Plan OSCAR as "the most popular park in Chinatown." Community members want to maintain the uses and activities at this location and ensure continued maintenance as the neighborhood continues to grow. A recent focus group by the City's Office of Parks and Recreation revealed users wanted more trees and greenery, shading, a computer lab with updated equipment in the Recreation Center, and a "multi-level building with full sports/fitness facilities." See Chapter 7: Community Resources for additional discussion of the Recreation Center.

Recent improvements have been made to expand the amount of land dedicated to recreational use. In the summer of 2011, construction was completed on the transformation of a surface parking lot between Lincoln Elementary and the Recreation Center into additional recreational area with four-square courts, artificial turf areas for playing, and perimeter landscaping to enhance the look and feel of the park. Improvements also include a stretching and fitness station, café seating, an elevated stage, an improved walking corridor, and interpretative panels on local natural resources.

Lincoln Square Park is described in the OSCAR as "the most popular park in Chinatown." Recent improvements have included additional recreational area and amenities and a walking corridor (middle and bottom.)

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

Chinese Garden Park features a Chinese community center with senior center programming (top) and recent landscape improvements (bottom).

In addition to the recent improvements, there is also the idea to expand the Recreation Center by adding to the second floor. Funding is not currently allocated; the City applied for grant funding through the Statewide Park Program but this project was not selected. Potential funding sources may include General Fund revenues (in competition with other City needs); revenues from a Community Facilities or other special assessment district created through voter approval; or other means as described in Chapter 10: Implementation.

Chinese Garden (Harrison Square) Park Improvements

Chinese Garden Park provides important cultural amenities, a Chinese community center, senior center programming, and a community garden that is well used by residents in the Planning Area. It has the potential to accommodate still more varied programming. The Chinese Garden Park is a Group A priority project on the City's FY 11-13 Park CIP Priority List, with improvements including new ADA parking facilities and pathways, new irrigation and lawn and new plants and trees, estimated at about $1.1 million.

Access is constrained and safety is a concern given the high volumes of traffic and vehicle speeds on surrounding streets, especially 7th Street. The current route from Alameda to I-880 uses the portion of 7th Street bordering this park, along with other city streets, as a part of the highway approach. The OSCAR states that, "access improvements across 7th Street are now needed to ensure pedestrian safety and the usefulness of the Park."

Community members have identified 7th and Harrison Streets, and 7th and Alice Streets as among the priority locations for pedestrian crossing improvements. The intersection of 7th and Alice may warrant a new traffic signal, which could help to provide a safe crossing to the Park. Improvements could also be made without a new signal, with bulb-outs, as described in Chapter 6. Meanwhile Harrison Street has been identified as a key corridor for lighting and streetscape improvements, and this would also help to integrate the park with the neighborhood. Any future roadway improvements in this area, including those that may result from the Broadway-Jackson Interchange Project coordinated by the Alameda County Transportation Commission, should enhance pedestrian safety, especially at intersections. The Station Area Plan also identifies the block of Alice Street adjacent to Chinese Garden Park as a potential location for a "festival street," with special paving and temporary street closure.

Madison Square Park Improvements

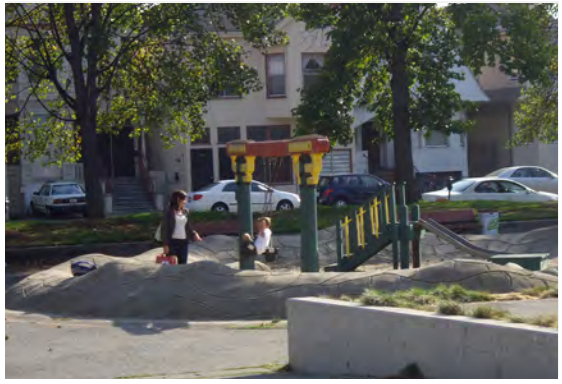
Madison Square Park is a key asset that is vital to the physical and mental health of the community, particularly for the Tai Chi community that regularly uses the park. Issues currently limiting use of the park include inadequate lighting and perceived lack of safety. Improvements to Madison Square Park could include new recreational facilities and vegetation and removal of contaminated soils, and are a Group B priority project on the FY11-13 Park CIP Priority List (cost is estimated at approximately $3 million.) Potential funding sources may include General Fund revenues (again, competing

with other City needs); revenues from a Community Facilities or other special assessment district created through voter approval; or other means as described in Chapter 10: Implementation.

Community members have suggested additional improvements that would increase use of Madison Square Park and bring more people to use the park at all times of the day. These include:

- A 12,000- to 15,000-square foot hardscaped plaza for use as Tai Chi space, sports space, and festival plaza space. The plaza should generally not include steps or grade changes;
- Improved play structure for young children;
- New exercise equipment for adults, a community garden, and gaming tables;
- Area(s) for ad hoc seating/viewing around the plaza;
- Area lighting;
- Shade structures and other amenities, including trash cans and electrical connections in multiple locations;
- Memorial or cultural structures;
- New programming that is multigenerational and multicultural, such as festivals and exercise classes;
- Regulating use and open hours, including encouraging people to clean up after pets by posting ordinance and fine information, and deterring homeless by instituting and posting hours of operation;
- "Activating" the park, by creating a process to allow and encourage vendors, food services, music and performance; and promoting day and evening activities;
- Redesigning the Jackson Street frontage to be at-grade with Jackson Street, with no physical barriers between the park/plaza and Jackson Street;
- Raising the surface level of the park to be closer to that of the surrounding sidewalks, to improve usability and safety;
- Improving linkages with Lincoln Square Park and other parks through physical routes and shared programming to create a network of open spaces[6];
- Public restroom facilities located in a future Youth/Community Center on the adjacent BART blocks and made available to users of Madison Square Park during hours of Youth/Community Center operations;
- Better maintenance of the park.

Each of these ideas has the potential to enhance the usability and safety of the park. New facilities and amenities (gaming tables; seating and shelter) and new activities (food services, performances) would help give the park a use to many community members who may not currently be attracted to the park. When considering new uses and users of the space, existing uses (such as morning Tai Chi or mid-day basketball) must be accommodated. New park users would contribute to a greater sense of safety in the park, providing "eyes" and lessening the potential for subgroups to



Madison Square Park is vital to the health of the community. Community members have suggested a range of improvements to increase park safety and use, including redesigning the park to remove physical barriers from the street, providing shade structures, and new play equipment.

6 The "10,000 Steps"project has created a loop walk with stepping stones that reveal Oakland history as it relates to the four historic squares.

Measure DD-funded improvements currently underway include redesign of the roadway along the Lake's southern edge (top); building a clear span bridge at 10th Street (middle), and enhancing bicycle and pedestrian access (bottom). These images show conditions before improvements.

dominate. Physical improvements relating to visibility and access would address specific problems that influence community members' current experience of the park. Limiting undesirable park use (for example, at night) and establishing the expectation of order and cleanliness would help establish a new image and signal that the park is a valuable asset that the community feels ownership of. Park improvements may be funded through the Capital Improvements Program (CIP) or other sources (see Chapter 10: Implementation).[7]

Lake Merritt and Lake Merritt Channel Improvements

Lake Merritt, the Estuary Waterfront, Peralta Park and Lake Merritt Channel Park provide additional open space and recreation opportunities in the Planning Area. The OSCAR classifies Lake Merritt Park as a "region-serving park," while Channel and Peralta Parks are "linear parks." OSCAR policies emphasize the need to improve visibility and connections to the Estuary Park and along the Channel. Completing improvements along the Channel to the Estuary is a priority of the subsequent Lake Merritt Master Plan, and the Estuary Policy Plan.

Access to these parks is currently constrained due to visual and physical obstacles, as well as perceived distance from the current center of commercial and residential activity in the Planning Area. Measure DD improvements currently underway will improve access to these assets.[8] Measure DD improvements include:

- Lake Merritt Boulevard (formerly 12th Street) redesign, and creation of a new, four-acre park on the southern edge of Lake Merritt, in the Planning Area.
- 10th Street Bridge (Clear Span Bridge, removing culverts to allow improved water flow).
- 7th Street Flood Control Pump Station, and Channel bypass to allow small boats to navigate around the Pump Station.
- Lake Merritt water quality improvements and amenities renovations;
- Enhanced bicycle and pedestrian access along the Channel.

The Station Area Plan will further improve the accessibility of open spaces along Lake Merritt and the Channel through targeted streetscape improvements as outlined in Chapter 6, thereby improving walkability and visibility. This will implement objectives of the Estuary Policy Plan, which calls for linking the Estuary to Lake Merritt by enhanc-

7 While some stakeholders also expressed the desire for a community center or senior center here, community feedback has been overwhelmingly in favor of preserving as much open space as possible in the park, free of permanent structures. This approach supports General Plan OSCAR Policy OS-2.1, to manage Oakland's urban parks to protect and enhance their open space character while accommodating a wide range of outdoor recreational activities.

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

ing the Lake Merritt Channel.[9] The Station Area Plan's land use strategy (outlined in Chapter 4) will help to extend the commercial and residential activity closer to the parks and complement streetscape improvements with active uses.

Improvements to Other Publicly Accessible Open Spaces

Enhanced open spaces associated with public and private development have the potential to enrich quality of life in the neighborhood and help define the larger open space system. Paved and landscaped areas exist around the Oakland Public Library and on the Oak Street side of the Alameda County building. These spaces may be especially well-suited to programming, food vending, and similar activities that generate daytime activity and improve quality of life for both residents and workers. OSCAR Policy 11.1 calls for providing better access to attractive, sunlit open spaces for persons working or living in downtown Oakland.

Publicly accessible courtyards in block interiors exist at Pacific Renaissance Plaza and at Laney College. These provide valuable central gathering spaces for the Chinatown commercial core and for the community college, respectively.

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

Joint Use Agreements

Schoolyards are an underutilized open space resource. The OSCAR (Policy OS-2.2) directs the City to work collaboratively with Oakland Unified School District (OUSD) to make schoolyards more accessible and attractive. The current joint use agreement between the City of Oakland's Lincoln Recreation Center and OUSD's Lincoln Elementary is a very successful model for easing access between schools and community facilities.

The Station Area Plan identifies two additional opportunities for joint use agreements in the Plan Area:

- The Oakland Unified School District's Downtown Educational Complex at 2nd Avenue and East 10th Street, will add new schools, a public playing field and basketball courts.
- Laney College's sports fields include baseball, football and track and field facilities east of the Channel and a swimming pool west of the Channel. While class registration fees are very affordable and Laney has special programs to increase access to its swimming pool, in particular, general public access to these facilities is limited to Laney students. Ensuring open space preservation and better community access to these recreational open spaces and facilities would achieve several policies from the OSCAR.

There is potential for the broader community to benefit from these amenities, and a joint use agreement is one method for ensuring wider community access.

The Plan recommends using the current joint use agreement for Lincoln Recreation Center (top) as a model for future agreements for the Downtown Educational Complex (middle) and Laney College (bottom).

The Plan recommends that new development over half a block in size is required to provide on-site, publicly accessible open space (10% of the total site area). This would help create new open spaces where high intensity redevelopment is proposed.

New Open Spaces and Recreational Facilities

The Station Area Plan also includes recommendations for new open spaces. These would be created as part of new development, along Lake Merritt, and as temporary uses of existing streets or rights-of-way, as described below.

New open spaces should respond to the types of facilities the community has indicated it wants, based on the Community Engagement Process survey described on page 5-6: access to neighborhood parks, recreation centers, athletic fields, and Tai Chi areas. The Station Area Plan seeks to achieve these in part by improving existing parks and joint use agreements, and in part by providing well-designed, small new publicly accessible open spaces in the Planning Area.

Open Space Requirements for New Development Under Current Zoning

New residential development is currently required to provide usable open space in all districts in the Planning Area that allow housing. In general, this open space is intended for use only by residents of the site.

Under the current CBD zoning that covers most of the Planning Area, residential development may provide public ground-floor plazas to satisfy part or all of the usable open space requirement (75 square feet per regular unit or 38 square feet per rooming unit.) The inclusion of plazas as an optional form of usable open space for new residential development may result in some new publicly accessible open space in the Planning Area.

Rooftop open space for building residents may be counted toward the requirement for usable open space. Only 50 percent of required private usable open space can currently be located on the uppermost rooftop of a building in the CBD. In other districts, rooftop open space can only account for 25 percent of the requirement. Flexibility should be added to current open space requirements to eliminate limitations on counting rooftops as Open Space.

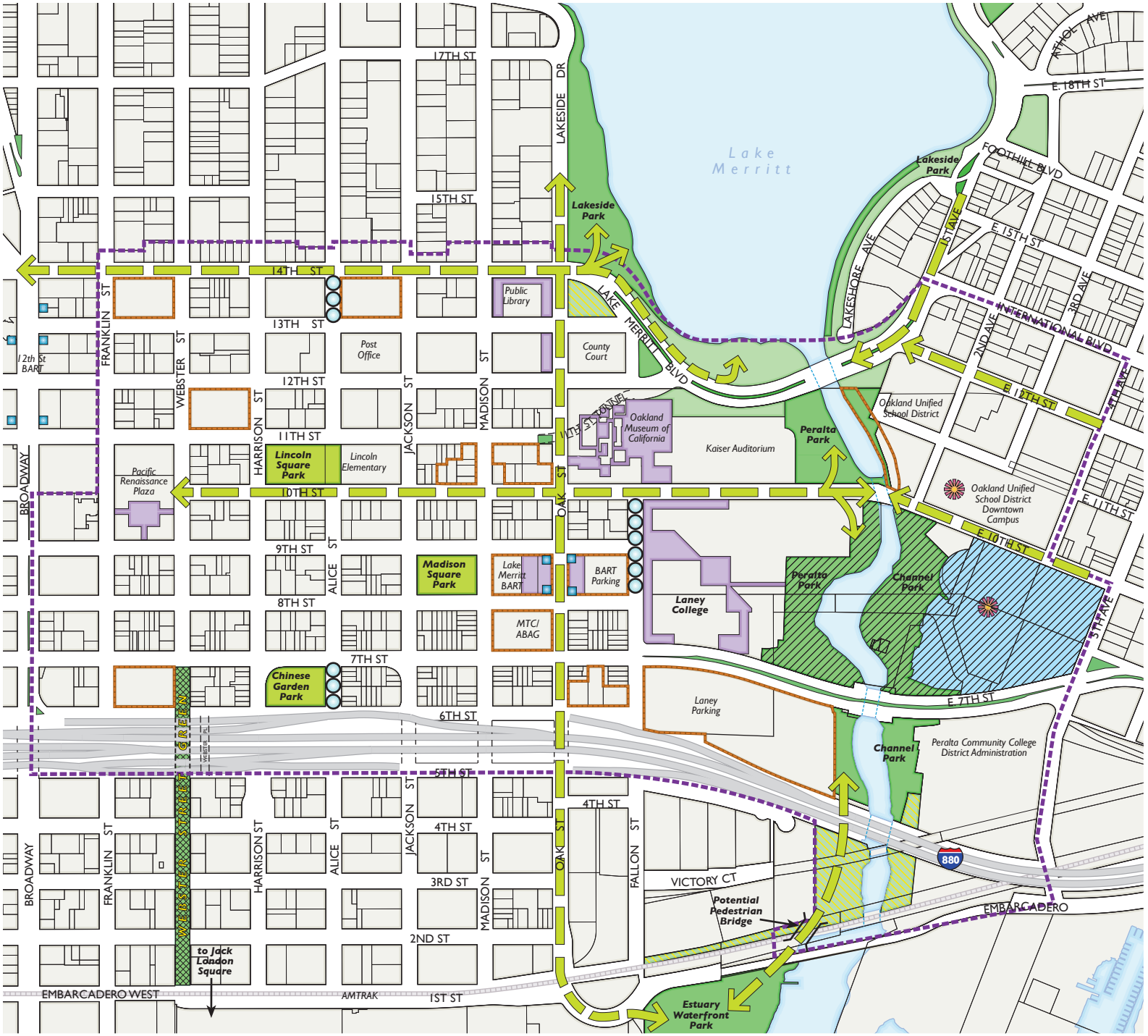
Recommended New Public Open Space Requirements

The Station Area Plan recommends that all new development over half a block in size be required to provide on-site, publicly accessible open space amounting to 10% of the total site area. These sites are shown in Figure 5.2. In addition, the City should study the feasibility of providing the option for developers to pay in-lieu fees equivalent to having provided that space. Establishment of both the open space requirement and the in-lieu fees would need to be based on a nexus study, which is beyond the scope of this Plan.

This requirement would be in addition to the usable open space requirements described above, and would apply to all types of development, not only residential. It would not apply to individual, smaller parcels.

Such a requirement would help to achieve OSCAR Policy OS-11.2 to "create new civic open spaces at BART stations … and in other areas where high intensity redevelopment is proposed."

Figure 5.2: OPEN SPACE OPPORTUNITIES



- Existing Regional Parks
- Existing Locally-Serving Parks
- Under Construction
- Laney Recreational Area
- Public Open Space Owned by Peralta
- Other Publicly Accessible Open Space
- New Regional Open Space
- Potential Site for Open Space Contribution (site over 1/2 block or 0.7 acres)
- Connections to Regional Open Space
- Festival Street
- Webster Street Green
- Future Potential Joint Use
- Planning Area

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FEET

Temporary "parklets" (top), streets designed for festivals (middle) and alleys redesigned for restaurants and public space (bottom) are innovative ways to provide open space.

New Park Land at Lake Merritt and the Channel

As described in the first section of this Chapter, four acres of new park land are being developed at the northern edge of the Planning Area, along the south shore of Lake Merritt, funded in part by Measure DD. These improvements will also include a pedestrian and bicycle pathway along the Lake Merritt Channel between Lake Merritt and I-880. Following the Lake Merritt Plan, this Plan recommends extending this pathway to the Estuary waterfront and the Bay Trail along the west side of the Lake Merritt Channel.

The Lake Merritt Master Plan identifies the Channel as a future open space link between the Lake and the Estuary. The Station Area Plan in turn calls for a new greenway or linear park along the east side of the Lake Merritt Channel, if the public properties along this edge redevelop, and calls for an extension of the linear park to make the link under I-880 and to the Estuary waterfront via a pedestrian bridge.

Finally, the Fire Alarm Building site at the corner of 14th and Oak Streets at Lakeside Park has special potential to become a new public amenity. The City should facilitate reuse of the historic building on this site as a community facility or commercial use open to the public, such as a restaurant. The open space on the site should be re-landscaped to have full views to the Lake and a clear connection to the Lake and its trails.

Streetscapes and Temporary Open Spaces

Reconfiguring public right-of-way offers an opportunity to expand the usable open space of the Planning Area in an innovative and lower-cost way. These open spaces may be temporary, as in the case of parklets and festival streets described below. They may also be in the form of streetscape improvements that include public seating, or other spaces that invite people to gather and linger.

A parklet is the temporary use of space in the public right-of-way (such as curbside parking spaces), for public uses such as seating, passive recreation, or landscaping. Parklets are meant to contribute to a more pedestrian-friendly urban environment, while supporting nearby businesses. They are open for public use, but privately constructed and maintained. Parklets may be created by adjacent businesses, through application to the City. In the fall of 2011, the City of Oakland started a pilot program to encourage the development of up to eight "parklets" on commercial streets, with one-year permits. As envisioned, permits would be renewable for up to three years, after which point the permit may be rescinded in order to shift the parklet to another suitable location, to spread the effect of temporary parklets throughout the City.

Festivals or regular events like farmers markets or night markets can convert street space into a recreational space. Fallon Street, with the festival street improvements described in Chapter 6, would provide a flexible public space adjacent to the Lake Merritt BART Station and at the doorstep of Laney College for community events. Low-traffic

side- street blocks in the heart of Chinatown and next to parks, such as Alice Street adjacent to the Chinese Garden Park and Alice Street adjacent to the Hotel Oakland would also be good locations for festival streets and temporary street closures.

The King Block alley off of Harrison Street between 12th and 13th Streets provides a special opportunity to transform unused alley space into usable public space. The space could include cafes, bocce ball courts, or a sculpture garden.

The Webster Green project envisions a ribbon of public spaces adjacent to Webster Street between I-880 and Jack London Square, connecting Chinatown to the waterfront. While primarily outside the Planning Area, this project could be extended into the Planning Area by encompassing the I-880 undercrossing on Webster Street. This project has the potential to provide a great benefit to the neighborhood, by converting a string of publicly-owned parking lots above the Alameda Tube into a series of public spaces.

The Station Area Plan identifies three other primary corridors that can act as links between the regional open spaces, the Planning Area, and the heart of downtown Oakland.

- Oak Street provides a connection between Estuary Park at the waterfront and Lake Merritt Park, passing by several publicly accessible open spaces in the Planning Area.
- 14th Street/Lakeside Drive links Lake Merritt and its network of parks and pathways to the center of downtown Oakland at Frank Ogawa Plaza.
- 10th Street connects the Chinatown commercial district, with a terminus at Pacific Renaissance Plaza, to Lake Merritt Channel and its surrounding open spaces. This link supports the Plan goal of strengthening the relationships between these districts.

One way to emphasize these "green street" corridors is to enhance existing plazas, such as at the Library and the Alameda County building, in such a way that links them more effectively with the street. A second strategy is to ensure that new publicly accessible open spaces created as part of new development along these corridors reinforce their "green street" identity. Third, the corridors should be sites for small streetscaping interventions that highlight the link to regional open spaces.

Funding Mechanisms

Funding mechanisms and estimated costs for improvements are covered in more detail in Chapter 10: Implementation. It is noted here that some in-progress improvements to regional parks in the Planning Area—around Lake Merritt and the Channel—are already funded by Measure DD funds and other matching grants. Funding for new parks and improvements to neighborhood parks may come from a variety of sourcesincluding grant funding or implementation of developer fees or a Community Facilities District. New plazas may be created with new development through zoning requirements for publicly accessible open space.

Developer fees could be instituted either through a citywide Quimby Act program or in the Planning Area; improvements would need to serve local residents. A nexus study would need to be completed

New open spaces should reflect neighborhood culture, provide shade and spaces for programming, and include opportunities for community gardens.

to establish fees; only projects that are identified in the OSCAR may be funded through Quimby Act fees without a nexus study.

Prioritization of Improvements

In establishing funding priorities there will be a need to balance citywide and Planning Area goals. From the standpoint of the Planning Area, priority should be given to improvements to existing spaces that are very well-used, such as Lincoln Recreation Center. While the Planning Area's parks and recreation centers have been identified by the community as improvement priorities, they also attract people from the entire city and across the region. New and expanded parks and recreation centers should maintain and improve access to these groups.

Different types of open spaces, both new and improved, may be achieved through different funding sources and implementation measures. A small publicly accessible open space for office workers may be created as part of new development, while an expanded or new recreation center would likely require grant money, impact fees, and/or a Community Facilities District.

Maintenance

Maintenance of open spaces is essential to ensure their comfort, safety, and overall usability. Maintenance of public parks is typically funded through the General Fund. Other potential sources include a Lighting and Landscape District, or Business Improvement District – a full range of options are included in Chapter 10: Implementation. Owners of publicly accessible plazas are responsible for maintaining these spaces.

5.4 Existing Policies and Best Practices

Earlier planning efforts have established a number of policies to govern the siting and design of new parks and open spaces (see "Existing Policies" below). In addition the Plan promotes a number of best practices for the design of new parks. These are summarized below and detailed in Plan policies. As part of implementation of the Plan, the Oakland Planning Code will be amended to include updated standards to apply to open space in the Planning Area.

Existing Policies

The Oakland General Plan guides the creation of new parkland and recreation areas in the City. The Station Area Plan will, to the extent feasible, implement the objectives and policies from the General Plan's Open Space Conservation and Recreation Element (OSCAR, 1996), and the Land Use and Transportation Element (LUTE, 1998). The Station Area Plan also incorporates relevant policies from the Estuary Policy Plan (1999) and the Lake Merritt Master Plan (2002). Applicable selections of these are:

Open Space, Conservation and Recreation (OSCAR) Element

Objective REC-2: Park Design and Compatibility of Uses

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

Objective REC-4: Park Safety

- REC 5.1: Increased Range of Activities. Provide an increased range of activities within Oakland's parks as a means of introducing new users to the parks and improving safety through numbers.
- REC-5.2: Safety-Oriented Design. Use a wide range of physical design solutions to improve safety at Oakland's parks, including lighting, signage, landscape design, fencing, vandal-resistant building materials, and emergency response features.

Lake Merritt Master Plan

- The Lake is currently cut off from the Estuary, both physically and in spirit. No safe pedestrian access is possible to Estuary Park from the Lake. As the Estuary area becomes an attractive public destination, access must be improved in kind.
- Continuous green space and circulation around the Lake should be a basic provision of improvements to this area. A continuous, multi-use path should provide access along the shore and across the Channel. The path should connect to the Estuary Park area.

Oakland Estuary Policy Plan

- Objective SA-2: Punctuate the Estuary shoreline promenade with a series of parks and larger open spaces.
- Objective SA-5: Enhance natural areas along the shoreline. There are significant opportunities along the Estuary shoreline and Lake Merritt Channel to enhance remnant tidal marshes and other natural areas.

  Some of this is part of the current Measure DD projects, such as a new tidal wetland being created between 10th and 12th Street on the west side of the Channel.
- OAK-2.1: Expand Estuary Park. Encourage aquatic sports within the mouth of Lake Merritt Channel.

- OAK-2.2: Create a major new park on the east side of the mouth of the Lake Merritt Channel, at the Estuary.
- OAK-3.1: Create a system of public open spaces that connects Lake Merritt Channel to the Estuary.
- OAK-3.2: Work with public agencies in the area to extend the open space system inland from the Channel.

  This applies to the new four acre park being built as part of the 12th Street reconstruction.

Oakland Waterfront Trail - Bay Trail Feasibility & Design Guidelines

- At the intersection of Estuary Park and the Lake Merritt Channel, an overhead pedestrian bridge crossing is proposed … to link into the proposed Lake Merritt Channel trail system, effectively linking Downtown and the Lake directly to the Estuary waterfront.
- The waterfront parks are designed to provide users with a variety of active and passive recreational opportunities along the Oakland Waterfront Trail. They are intended to celebrate the waterfront and provide areas where people can interact with the natural environment.

Open Space Design

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

- Site parks to maximize sun access and minimize wind and shadows;
- Design buildings adjacent to parks to minimize shadows;
- Locate parks at activity centers;
- Maximize visibility and accessibility from the street;
- Maximize comfort;
- Design with usable surface materials;
- Facilitate maintenance and maximize sustainability;
- Design for active and passive use;
- Design and program for all ages;
- Provide culturally appropriate amenities and programs;
- Incorporate stormwater design;
- Incorporate lighting and security design elements;
- Make rooftop public spaces clearly accessible.;

These design concepts are more fully described as policies in the accompanying Design Guidelines.

Vision

- Create a more active, vibrant, and safe district to serve and attract residents, businesses, students, and visitors.
- Identify additional recreation and open space opportunities.

Goals

- Improve existing parks and recreation centers, including improving access to existing parks; and add new parks and recreation centers to serve higher housing density and increased number of jobs.
- Ensure all parks are safe, accessible to all age groups, clean, well maintained, and provide public restrooms and trash containers.
- Provide space for community and cultural programs and activities, such as multi-use neighborhood parks, athletic fields, areas for cultural activities such as tai chi, community gardens, and expanded library programs for youth, families, and seniors.
- Work with the Oakland Unified School District to ensure adequate capacity of school and children's recreation facilities.

Policies

The open space policies in this chapter identify priorities and actions for improving existing parks and regional open spaces, and creating new publicly accessible open space as part of new development in the Planning Area. Other policies call for enhancing community access to open space and recreational facilities through joint use agreements with schools, and for innovative approaches to use of street right-of-way as public open space.

Overarching Policies

OS-1 **Existing park enhancement.** Maintain and enhance existing public parks to best meet community needs and contribute to a high quality of life.

OS-2 **New parks.** Establish new public and private open spaces throughout the Planning Area wherever physically possible.

OS-3 **Regional parkland improvements.** Complete improvements to regional parkland along Lake Merritt and the Lake Merritt Channel and improve connections to the neighborhood.

OS-4 **Publicly-accessible plazas.** Work with institutions and private owners to enhance existing publicly-accessible plazas.

OS-5 **Joint use agreements.** Pursue new joint use agreements with school and college districts for community use of recreational facilities and open spaces.

OS-6 **New publicly accessible open space.** Create new publicly accessible open space as part of larger new developments.

OS-7 **Use of existing street space.** Make more use of existing street space through parklets, streetscape improvements and temporary closures for festivals.

Maintain and Enhance Existing Neighborhood Parks

OS-8 **Lincoln Square Park.** Continue to maintain the popular Lincoln Square Park, and make improvements on an ongoing basis, responsive to the needs of the community. Potential improvements include:

- A fitness area addition;
- A new "multi-level building with full sports/fitness facilities;
- Additional trees and greenery;
- A computer lab with updated equipment;
- Other improvements as prioritized by the community.

OS-9 **Chinese Garden Park.** Complete planned improvements to Chinese Garden Park, including new ADA parking facilities and pathways, new irrigation and landscaping.

OS-10 **Alice Street traffic calming.** Establish a festival street on Alice Street adjacent to Chinese Garden Park that slows traffic and is used primarily by local residents only.

OS-11 **Pedestrian connections to Chinese Garden Park.** Improve pedestrian connections to Chinese Garden Park on 7th Street at Harrison and Alice streets as part of streetscape and circulation improvements in the Planning Area. Improved connections may involve removing the "soft right" turn from Harrison to 7th Street, installing a traffic signal at Alice and 7th Street, adding curb extensions for pedestrians and clear pedestrian signage for drivers.

OS-12 **Madison Square Park.** Enhance the open space character of Madison Square Park through physical design improvements that attract a diversity of park users and increase safety. Changes must preserve the park's usability for the Tai Chi community. Improvements may include but are not limited to:

- A hardscaped plaza for use as Tai Chi space, sports space, and festival plaza space. The plaza should generally not include steps or grade changes;
- New exercise equipment for adults, play structures for kids, a community garden, gaming tables; memorial or cultural structures;
- Area(s) for ad hoc seating/viewing around the plaza;
- Additional amenities such as shade structures, trash cans, and electrical connections;
- Redesigning the Jackson Street frontage to be at-grade with Jackson Street, with no physical barriers between the park/plaza and Jackson Street;
- Raising the surface level of the park to be closer to that of the surrounding sidewalks, to improve usability and safety;
- Improvements should also include removal of contaminated soils, as planned.

OS-13 **Madison Square Park operations.** Adjust park operations at Madison Square Park in a way that contributes to park safety and vitality. Changes may include:

- Adding programming that is multi-generational and multicultural;
- Regulating use and open hours;
- Adding food vendors;
- Scheduling day and evening activities, such as performances;
- Coordinating programming with other local parks.

Open Space Required as Part of New Development

OS-14 **Consider requiring on-site open space.** Consider requiring all new development on sites over half a block in size to provide on-site publicly-accessible open space amounting to 10% of total site area. This open space would be in addition to the existing requirement for new residential development to provide usable open space for residents. The requirement would not apply to individual, smaller parcels. Establishment of an open space requirement may require a nexus study.

OS-15 **Nexus study for in-lieu open space fees.** Conduct a nexus study on a potential option for developers to pay in-lieu fees equivalent to having provided the 10 percent open space set-aside identified in Policy OS-15 above, and a potential additional five percent contribution.

The nexus study should consider requir-

ing that new development on sites identified on Figure 5.2 provide either ten (10) percent of lot area to publicly-accessible open space or contribute in lieu fees for equivalent off-site improvements, on an identified site. An additional contribution of either five (5) percent of the lot area for publicly-accessible open space or a contribution to an in-lieu fee could also be required to meet community benefit obligations.

OS-16 **Open space location.** Promote the location of new open spaces so they complement existing community resources and destinations, and serve the core of the neighborhood. For instance, new spaces located within three blocks of Lincoln Recreation Center could reduce pressure on those overburdened facilities.

OS-17 **Lake Merritt Channel edge setback.** Require a 100-foot setback along the eastern edge of the Lake Merritt Channel to promote new publicly accessible open space. This requirement would impact in particular the new remainder site at the corner of Lake Merritt Boulevard and 12th Street (site 44) and the OUSD administrative buildings (site 43) if they are redeveloped.

OS-18 **Rooftop open space.** Provide flexibility in zoning to allow rooftop open space to count for a greater amount of required usable open space in new residential development.

Lake Merritt and Lake Merritt Channel Improvements

OS-19 **Lake Merritt and Channel improvements.** Enhance and build on planned improvements along Lake Merritt and the Channel that improve the visibility and accessibility of these regional open space assets. Additional improvements include:

- Extend the linear park along the Lake Merritt Channel to make the link across I-880 and to the greenway and Estuary Park.
- At the intersection of Estuary Park and the Lake Merritt Channel, provide an overhead pedestrian bridge crossing, to link into the proposed Lake Merritt Channel trail system, effectively linking Downtown and the Lake directly to the Estuary waterfront.

Other Publicly Accessible Open Spaces

OS-20 **Publicly accessible plazas.** Work with the Oakland Public Library, Alameda County, and the Oakland Museum of California to enhance their publicly accessible plazas, in coordination with streetscape improvements.

Joint Use Agreements

OS-21 **OUSD joint use agreement.** Establish a joint use agreement with the Oakland Unified School District for community use of facilities planned for the Downtown Educational Complex, which will add new classroom space, a public playing field and basketball courts.

OS-22 **Laney College joint use agreement.** Seek to develop a joint use agreement with Laney College to ensure open space preservation and balanced community access to recreational open space and facilities.

Temporary Open Spaces and Streetscapes

OS-23 **Parklets.** Promote the creation of temporary public spaces through Oakland's "Parklets" program, which allows existing parking spaces to be converted to temporary public open space. These spaces could contribute to the vitality, pedestrian-friendliness, and broad appeal of commercial blocks in the Planning Area.

OS-24 **Festival street events.** Work with Laney College, the Chinatown Chamber of Commerce, the Oakland Asian Cultural Center, the Oakland Museum of California, and/or other partners to plan and carry out events on festival streets, making use of streetscape improvements and City support in administering temporary street closure. These spaces include Fallon Street across from the College's main entrance, Alice Street adjacent to Chinese Garden Park and Alice Street adjacent to Hotel Oakland

OS-25 **Temporary street closures.** Ease the procedure for temporary street closures on blocks in the Planning Area that have limited traffic and are directly related to the Chinatown Commercial Core, including Alice Street adjacent to Chinese Garden Park, to facilitate festivals or regular events.

OS-26 **King Block alley.** Work with the owners and adjoining properties of the Kings Block alley to develop a unique, active use for the space that highlights the historic nature of the space. The City can provide technical assistance and waive certain standards and permits in order to promote revitalization of this alley. Potential ideas include a café row, bocce ball courts, and a sculpture garden.

Connections to Regional Open Space

OS-27 **Webster Green.** Support completion of the Webster Green project, reconfiguring Webster Street from I-880 south, to create an attractive greenway that can function both as an important pedestrian route to the waterfront and as an attractive open space amenity. To ensure completion that fully benefits the Planning Area, expand the Webster Street Green project by designating Webster Street from 5th Street to 7th Street as part of the Webster Green.

OS-28 **Regional open spaces linkage.** Prioritize Oak Street, 14th Street, and 10th Street for streetscaping improvements that highlight the link to regional open spaces.

OS-29 **"Green street" corridors.** Ensure that new publicly accessible open spaces created as part of new development along Oak Street, 14th Street, and 10th Street in the Planning Area reinforce the "green street" identity of these corridors.

OS-30 **Fire Alarm Building.** Facilitate redevelopment or reuse of the Fire Alarm Building site that involves a community and/or commercial use open to the public, surrounded by open spaces that preserve views to Lake Merritt and a clear connection to the Lake and its trails.

6 STREETSCAPE AND CIRCULATION

IN THIS CHAPTER

Streetscape and Circulation

The Planning Area has a broad range of transportation options, including BART, AC Transit, local shuttles, regional freeways, and local streets. Many streets in the Planning Area are strategic cross-town links and major transit corridors. The Plan will elevate the effectiveness and comfort of travel by foot, bike, and transit to, within, and through the Planning Area in order to minimize the need for auto travel; thereby promoting the use of walking, bicycling, and transit as the primary modes of travel.

The existing grid of small blocks is ideal to reconfigure the existing roadway network into a system of pedestrian- and bicycle-scale streets, connecting the Lake Merritt BART Station to the area's many destinations, including, Lake Merritt Bart Station, Chinatown, Laney College, and Lake Merritt. Improved connectivity both within the Planning Area and to the surrounding neighborhoods and downtown will enhance the area's accessibility and role as a citywide destination.

The circulation strategies are closely tied to the land use plan, concentrating higher density uses near the BART station and activating key pedestrian and bicycle connections.

6.1 Vision and Phasing

Background

Safe and attractive streets that encourage pedestrian activity, slower auto traffic, a contiguous bicycling network, and strong links to local destinations and adjacent districts are the basic objectives of the Streetscape Character recommendations. Participants in the Subarea Planning Workshops and in Community Stakeholders Group (CSG) meetings were clear in establishing these objectives as essential for enhancing livability and encouraging investment in the Planning Area.

The existing grid of small blocks is ideal to reconfigure the existing roadway network into a system of pedestrian- and bicycle-scale streets, connecting the Lake Merritt BART station to the area's amenities, including Oakland Chinatown, Laney College, and the government office buildings. The circulation system within the Planning Area should minimize the need for auto travel, and promote walking and bicycling, particularly connecting non-vehicular modes of travel to the BART station. Improved connectivity both within the Planning Area and to the surrounding neighborhoods and downtown will enhance the area's accessibility and role as a citywide destination.

Building on Recent Plans

Recent studies, including the *Revive Chinatown Community Transportation Plan* (2004) and the *Lake Merritt BART Station Final Summary Report* (2006) focused on the same issues, and this chapter incorporates many recommendations from these previous efforts.

The City of Oakland *Pedestrian Master Plan (2004) and Bicycle Master Plan* (2007) designate specific streets and portions of streets within the Planning Area for improvements, as part of the city's overall multimodal travel network. Franklin, Webster, Madison, Oak, 14th, 10th east of Madison, 9th, and 8th Streets are designated for Class 2 (striped lane) and/or Class 3A (shared lane) bicycle routes. Webster, Jackson, Oak, 14th, 8th, and 9th Streets are also designated "Primary Pedestrian Routes," a high priority for streetscape improvements.

Complete Streets Requirements

State and federal agencies require that street improvement projects receiving grant funding address multimodal access, particularly pedestrian and bicycle accommodation. Applicable policies include Caltrans Deputy Directive 64 and the Federal Manual of Uniform Traffic Control Devices (MUTCD) California supplements. Grant applications submitted to the Metropolitan Transportation Commission (MTC) for capital improvements funding must complete a "Complete Streets Checklist" that encourages provision of bicycle ways with signs, signals and pavement markings; reduced pedestrian street crossing distances; high-visibility crosswalks; pedestrian signals and pedestrian-level lighting; shade trees; planters/buffer strips; and many other features consistent with local community preferences and the recommendations of the Plan.

Streetscape Vision

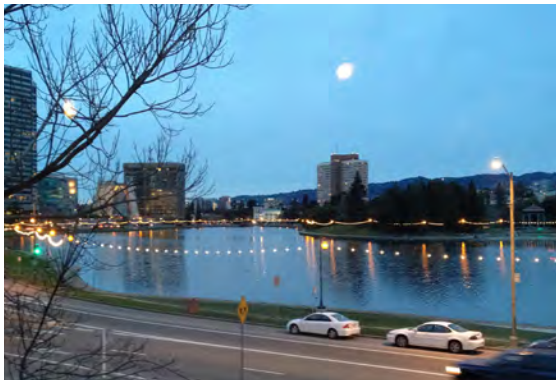
The Lake Merritt Station Area Plan will guide development and capital improvements for the next 25 years, and streetscape improvements are fundamental to the Plan's strategy to support commercial revitalization and transit-oriented infill development in the area. Though individual improvements are important in and of themselves, they will be most effective if they support a larger vision for the growth and evolution of the district. In a district that could be easily walkable end-to-end in 10 minutes, using streetscape improvements to link destinations within and adjacent to the Planning Area is a fundamental ingredient.

The following concepts describe the major ideas that underlie the proposed streetscape and circulation improvements. The major concepts are described below, and Figure 6.1: Streetscape Vision illustrates how these concepts are translated onto specific streets throughout the Planning Area.

- **Improve and Expand the Core of Chinatown.** Support the pedestrian-oriented commercial focus of Webster, 8th, and 9th Streets with streetscape amenities, lighting, street crossing improvements, and other traffic calming measures. Extend Chinatown's character east along 8th and 9th Streets to Lake Merritt BART and Laney College. Establish an active, pedestrian-oriented, well-lit connection between Chinatown and the Lake Merritt BART Station/Laney College.

The Plan seeks to expand the bustling Chinatown core (top), make connections by coupling active uses and streetscape improvements, and improve connections under the highway with active uses.

Multimodal access will be improved by providing pedestrian-oriented and distinctive street lighting (top), bike lanes (middle), and improved pedestrian crossings (bottom).



Connect to Lake Merritt (top), add unique wayfinding that builds on the existing system (middle), and make the area a destination by ensuring streets accommodate local festivals and events.

- **Connect Chinatown to the Jack London District.** Brighten the character of streets and sidewalks that extend beneath the I-880 Freeway with distinctive new lighting, enhanced pedestrian crossings, active uses, and attractive parking area screen walls if parking remains in place.
- **Concentrate Multimodal Access at the Lake Merrit BART Station.** Surround the Lake Merritt BART Station blocks with pedestrian-oriented street and sidewalk improvements, bicycle routes, and enhanced bus transfer and kiss-and-ride areas.
- **Improve Lighting, Pedestrian Crossings, and Street Trees on All Streets.** Sidewalk lighting and street crossing safety are the highest community priorities; shade trees should be added to fill any existing gaps, to improve the pedestrian environment, increase property values, and reduce urban heat island effects.
- **Connect Lake Merritt to the Rest of the Planning Area.** Improve walking and bicycling connections between the Lake and cultural, civic, commercial, and recreational destinations, as well as the Lake Merritt BART Station. Invest in infrastructure and wayfinding to make these routes safer, more comfortable, appealing, and more legible.
- **Add Unique Wayfinding Signage.** A system of wayfinding signage should connect regional and cultural destinations (the Oakland Museum, the Chinatown commercial core, the Main Public Library, among others) and support pedestrian movement to and from the Lake Merritt BART Station and throughout the neighborhood. Signage will build upon and be consistent with existing wayfinding signage in the Chinatown core.
- **Reflect local character and the neighborhood.** Streetscaping elements (plantings, pavement designs, public art, historical markers, wayfinding signage, etc.) will reflect the character of the street and celebrate the neighborhood's past, present and future. This includes opportunities for public art and historical markers. Key streets will have a consistent appearance in wayfinding and other signage, benches, and public art that celebrates the culture and history of the neighborhood.
- **Make the area a destination.** Highlight local destinations through targeted street interventions (such as festival streets, cultural markers, and gateway elements) and a wide range of streetscape improvements to make the Planning Area a place to visit and linger.

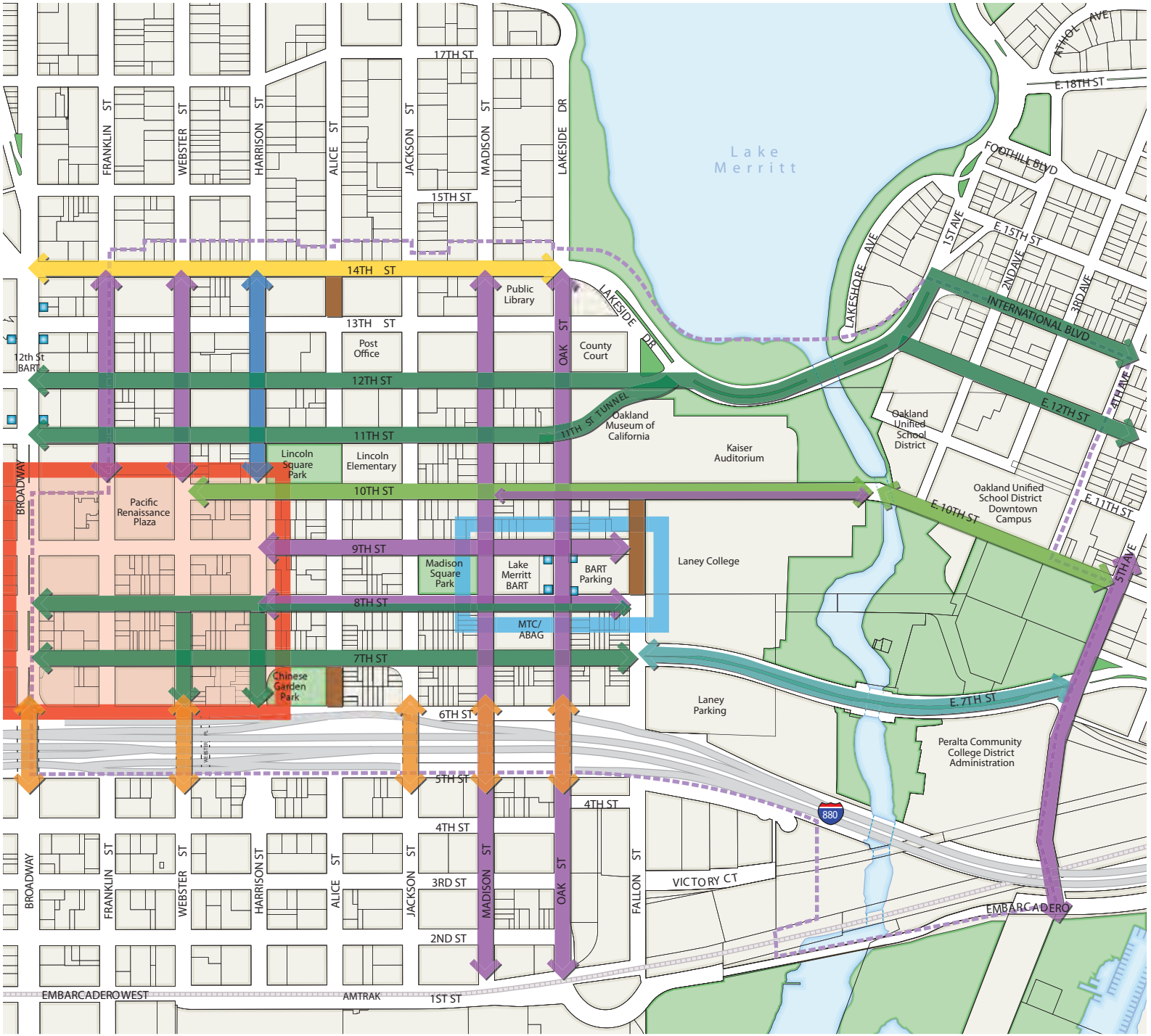
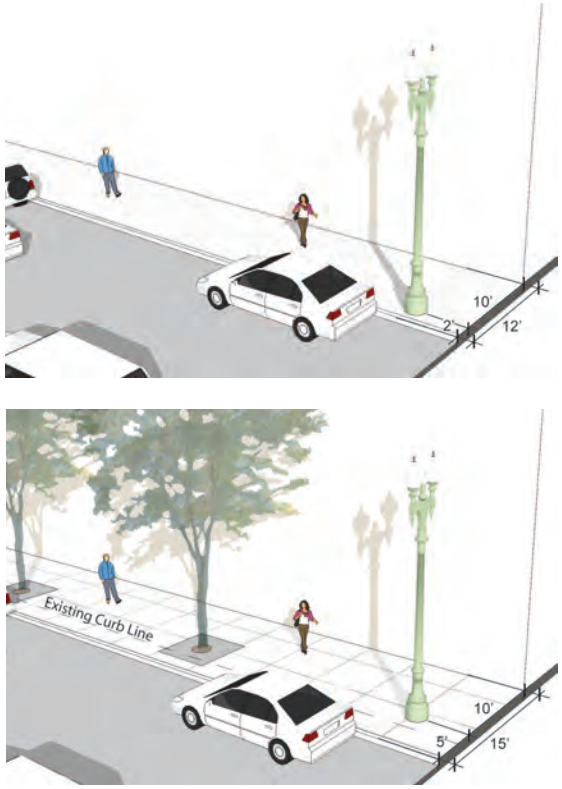


Figure 6.1: STREETSCAPE AND CIRCULATION VISION

- Civic Link to Lake Merritt
- Transit Preferential Streets
- Green Connection to Lake Merritt Channel
- Key Pedestrian Connections
- Key Pedestrian and Bicycle Connections
- Chinatown Core - Improve Pedestrian-Oriented Streets
- BART Station Area - Improve Multimodal Access
- Festival Street
- Pedestrian Link to Jack London District
- Bike / Pedestrian Connection to Laney College



Pedestrian-oriented lighting improvements can be completed in advance of sidewalk widening (top); subsequent widening could leave the lights in place (middle) or shift them closer to the sidewalk edge (bottom).

Phasing Concept

Given the studies and construction costs associated with streetscape and circulation improvement projects, it is desirable for improvements to proceed in a phased manner that allows traffic calming and pedestrian safety improvements to proceed in the near term, with projects that require additional study and that are more costly (sidewalk widening and two-way conversion) proceeding later. The overall circulation improvement strategy is split into two phases. Phase I, shown in Figure 6.2 includes short-term actions that are studied in this Plan and EIR. Phase II, shown in Figure 6.3 includes long-term actions that will be subject to future studies and may require additional environmental clearance that are out of the scope of this Plan.

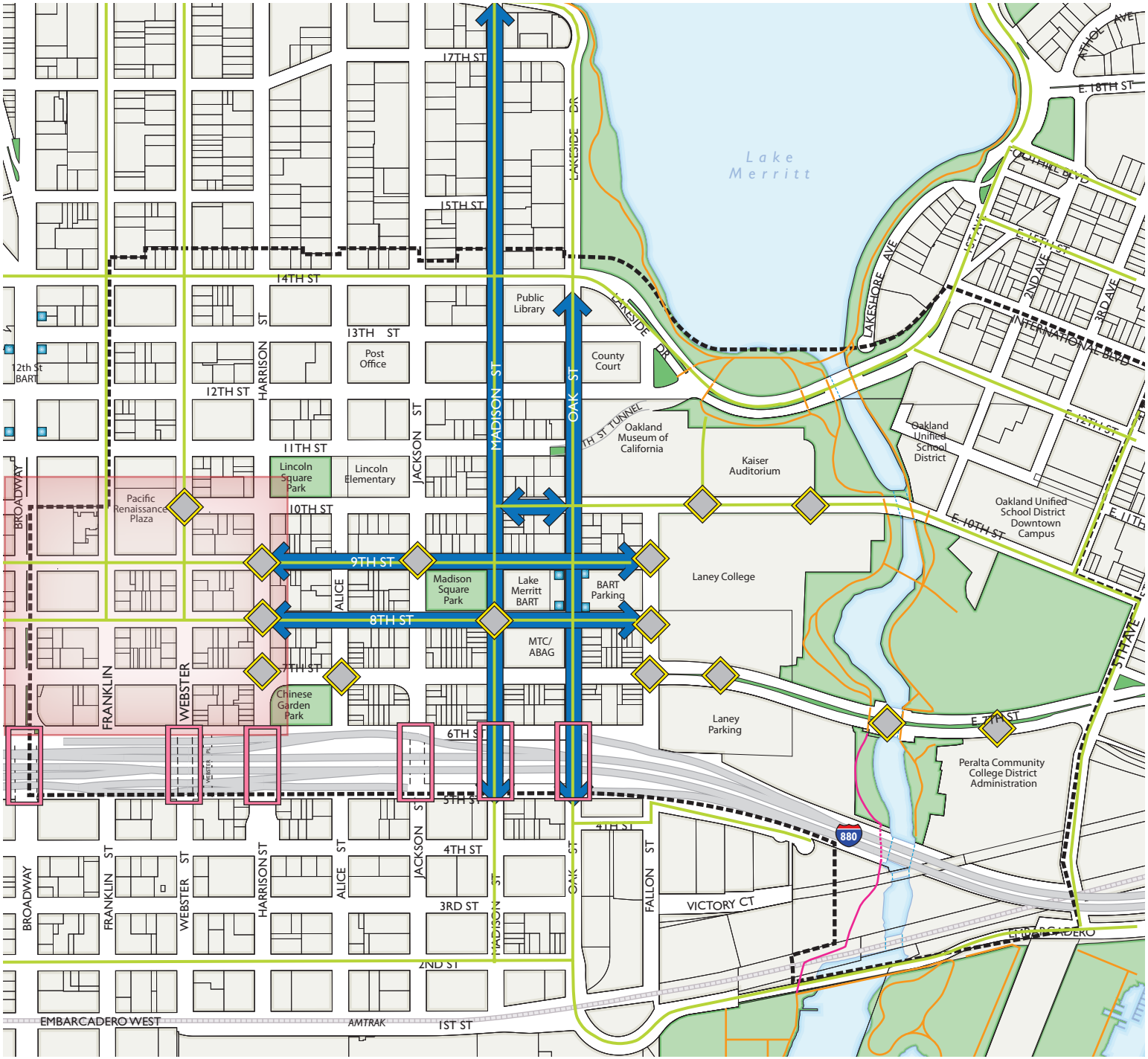
Therefore there is an interim step between Phase I and Phase II of completing transportation studies that will evaluate the conversion of one-way streets to two-way traffic. Any improvements that could preclude, complicate, or increase the cost of conversion would occur in the second phase of work.

Phasing Process

- Initial Step: Apply for all types of streetscape grants and two-way conversion study funding.
- Phase I improvements: Implement short-term circulation and streetscape improvements that would not preclude two-way conversion in the future. These may include:
  - Re-stripe to reduce travel lanes from four lanes to three lanes where no additional study is needed, with the extra space allocated to bike lanes or a wider curbside parking zone, as well as painted corner bulb-out areas.
  - Install improved pedestrian features (upgraded traffic signals and pedestrian-oriented lighting) that would work with future two-way conversion and/or sidewalk widening, as funding becomes available.
- Interim Step: Complete transportation studies (and CEQA review) to determine the feasibility of two-way street conversion and/or lane reductions on key streets.
- Phase II improvements: Based on the outcome of interim two-way conversion studies, pursue either:
  - Option 1: two-way conversion with new traffic signals or additional lane reductions.
  - Option 2: lane reduction and sidewalk widening.

The "Street Improvements Phasing" sketches (Figure 6.4) depict the phasing in which lane reductions on some streets and interim streetscape improvements can occur, while accommodating an ultimate configuration that has either two-way traffic or one-way traffic with lane reductions and widened sidewalks.

Figure 6.2:
SHORT-TERM CIRCULATION IMPROVEMENT STRATEGY



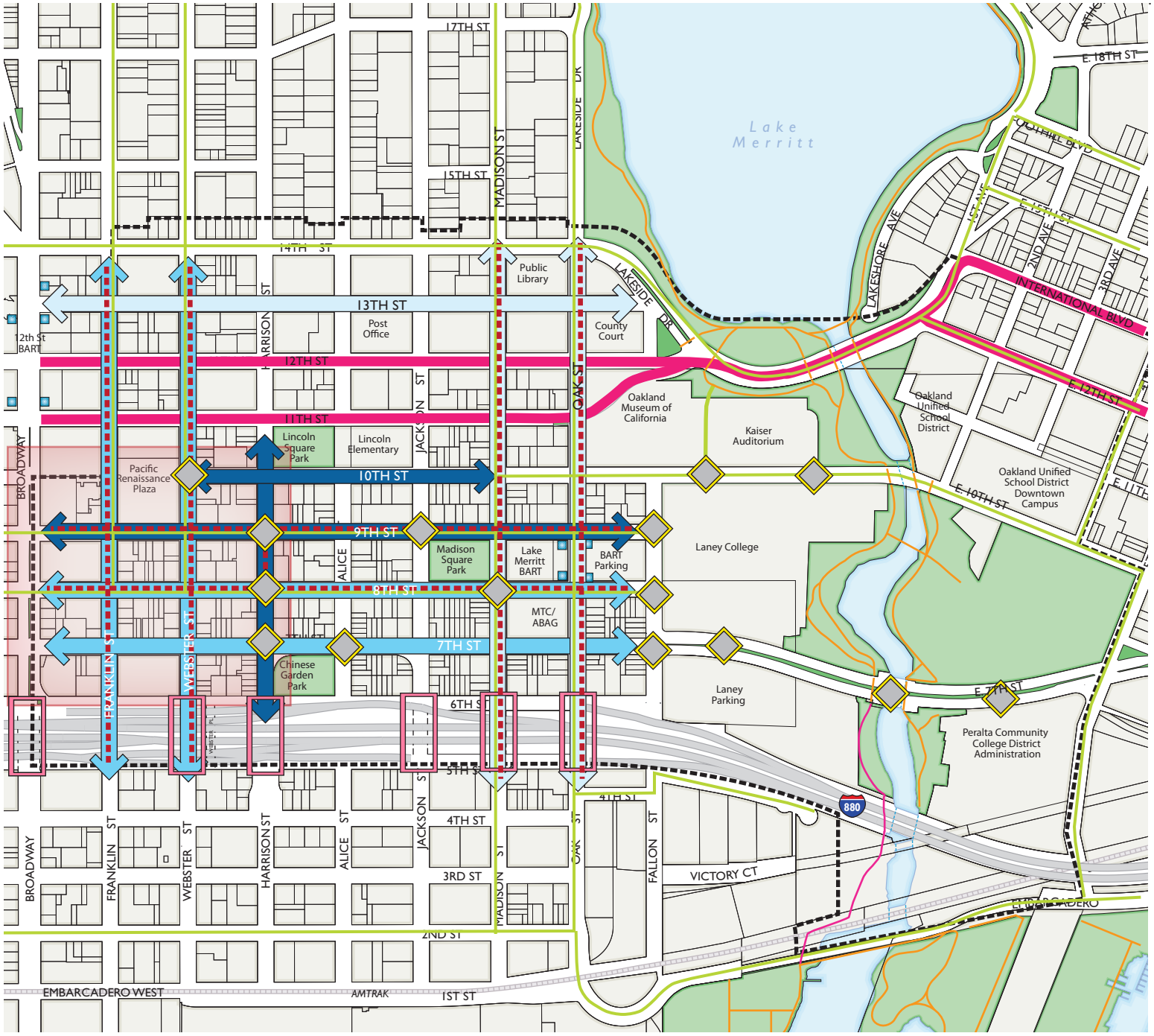


Figure 6.3: LONG-TERM CIRCULATION IMPROVEMENT STRATEGY

Phase Two Long Term Improvements

Two-Way Street Conversion

- Community High Priority, Low Difficulty
- Community High Priority, High Difficulty
- Community Low Priority

Other Phase Two Improvments

- Lane Reduction & Sidewalk Widening (if no two-way conversion)

Other Long Term Improvements

- Transit Priority Streets (BRT) (unlikely conversion or lane reduction)
- Existing or Planned On-Street Bicycle Connection
- Priority Locations for Intersection/Pedestrian Crossing Improvement
- Improved Freeway Undercrossing
- Existing and Under Construction Paths
- Potential Additional Paths
- Chinatown Commercial Core Area
- BART Station Entrance
- Planning Area

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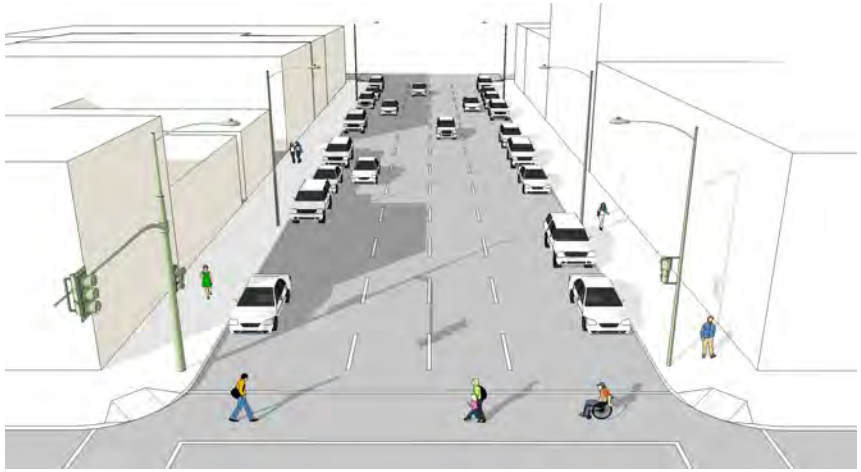
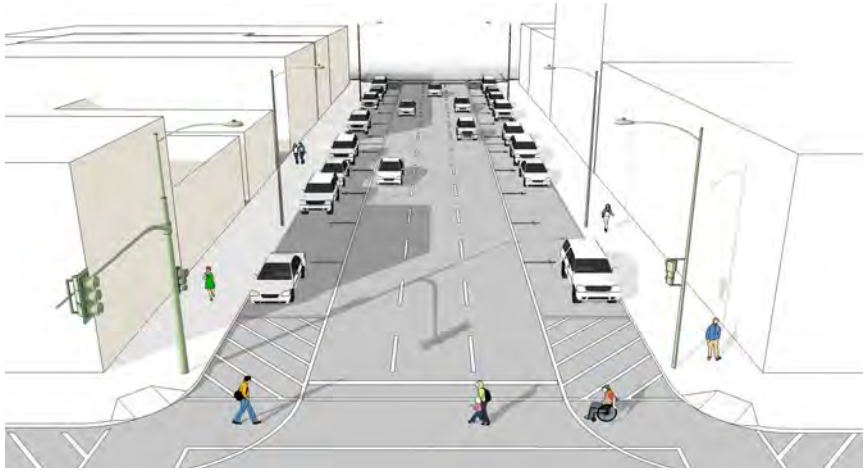
Figure 6.4:
STREET IMPROVEMENT PHASING: EXISTING

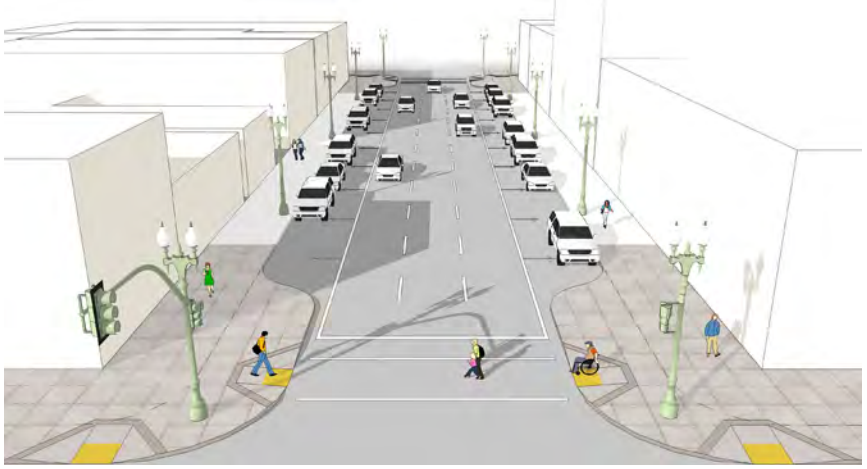


Existing Condition

Figure 6.4 Continued:
STREET IMPROVEMENT PHASING: PHASE I



Phase I: Striping lane reductions on 8th, 9th, Oak, and Madison.



Phase I: Bulbouts, lighting, and other pedestrian improvements.

Figure 6.4 Continued:
STREET IMPROVEMENT PHASING: PHASE II

Phase II Option A: Two-way conversion

Phase II Option B: Sidewalk widening with lane reduction (if it is determined that conversion is not feasible).

6.2 Circulation Improvements

Circulation improvements are intended to improve pedestrian and bicycle circulation and transit access through reconfigurations and structural modifications to the public realm of sidewalks and roadways. All improvements are focused on pedestrian, bicycle, and transit improvements in order to support the overall vision of increasing the use of non-automobile modes of transportation in the Planning Area. These actions are the outcome of a long, engaged process between City staff and the community, building on previous studies and preliminary analyses. It is important to note that the impacts of any roadway changes will be specifically studied prior to implementation to ensure that transit is not negatively impacted and that traffic operations meet City standards.

Pedestrian Circulation Improvements

A major improvement to bicycle and pedestrian access is already underway with the Measure DD improvements around Lake Merritt and the Lake Merritt Channel. The Measure DD improvements represent a major asset in terms of access as well as public open space and are shown in Figure 6.5.

The Plan calls for pedestrian improvements and traffic calming projects throughout the Planning Area. The improvements involve the repainting of streets to narrow or reduce auto travel lanes, add bicycle lanes on key streets, and provide more pedestrian protections at intersections, through bulb-outs and set back "stop" lines. The Plan also calls for adjustments to traffic and crosswalk signals and turn controls. Importantly, the Plan calls for the installation of pedestrian-scaled lighting throughout the Planning Area to enhance safety at critical locations such as near the Lake Merritt BART Station, under the I-880 Freeway, and along key pedestrian routes. Pedestrian and bicycle improvements are shown on Figure 6.6. Street view images of these improvements are shown in Figure 6.7.

Fifteen intersections and pedestrian crossings are identified as priority locations for pedestrian crossing improvements. These locations are shown on Figure 6.6 and include:

- Three locations along 7th Street between Fallon Street and 5th Avenue—mid-block crosswalk striping that would improve pedestrian access to Laney College and could be accompanied by flashing yellow lights embedded in the roadway.
- Two locations along 10th Street east of Fallon Street between Laney College and Kaiser Auditorium—mid-block crosswalk striping, could be accompanied by flashing yellow lights embedded in the roadway.
- Alice Street and 7th Street—bulb-outs in the short-term and removing the free right-turn around Chinese Garden Park in the long-term.
- Fallon Street and 7th Street—reduced turn lane and lane width, and widened median.

Figure 6.5:
MEASURE DD IMPROVEMENTS

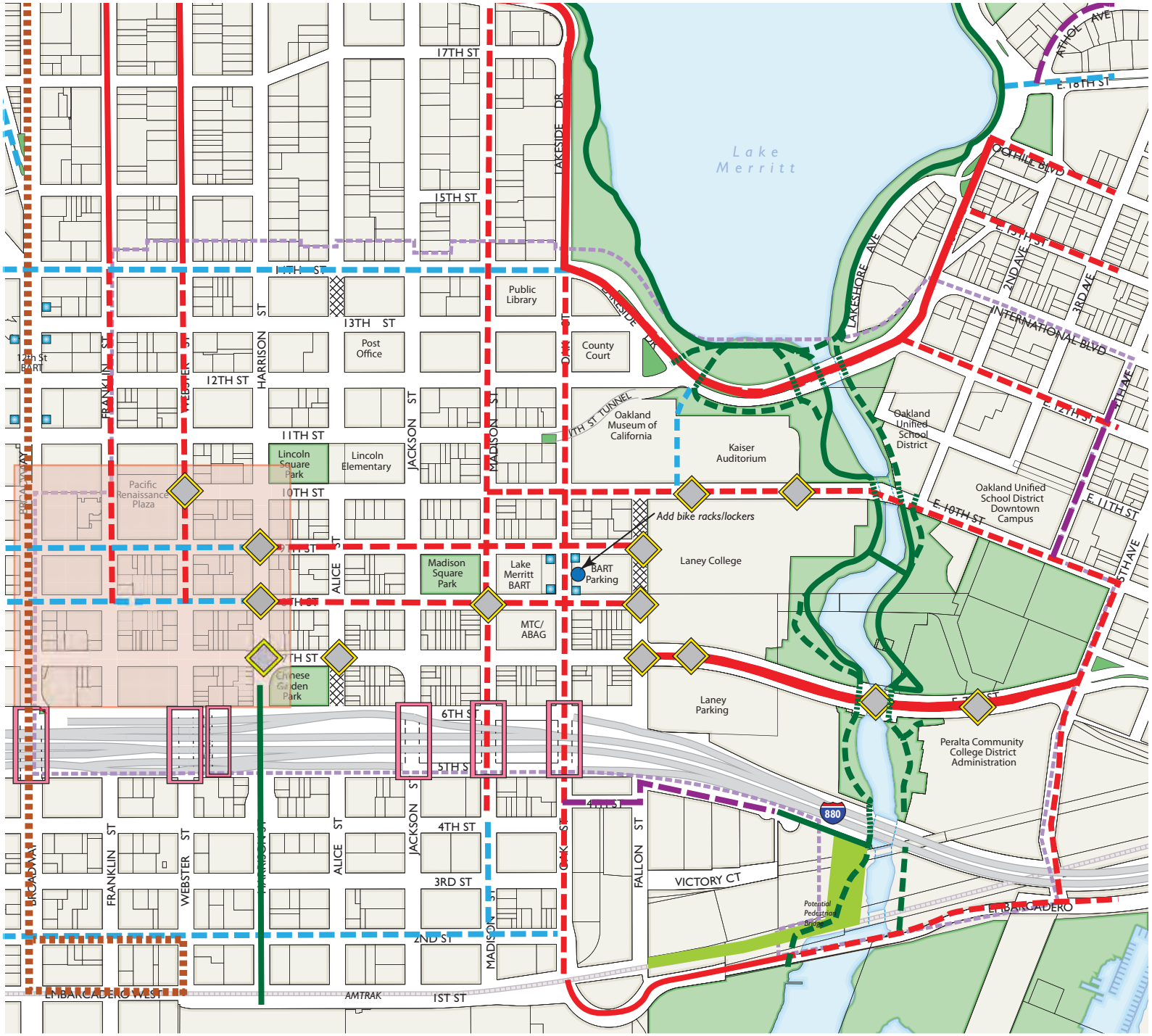
- Fallon Street at 8th and 9th Streets—a festival street treatment is proposed on this stretch of Fallon Street, with widened sidewalks on both sides of the street.
- Harrison Street and 7th Street—bulb-outs in the short-term and removing the free right-turn around Chinese Garden Park in the long-term.
- Madison Street and 8th Street—bulb-outs.
- Jackson Street and 9th Street—bulb-outs.
- Webster Street and 10th Street—scramble intersection.
- Harrison at 8th and 9th Streets—scramble intersections.

Sidewalk Vendor Displays

The Chinatown commercial center is a vibrant neighborhood, with active streets characterized in many locations with merchant displays on sidewalks. Vendor displays occur generally in front of grocery and produce markets. These stores are mostly concentrated along 8th Street from Franklin to Harrison Streets and Webster Street from 7th to 9th Streets.

This Plan builds on the recommendations for street vending made in the Revive Chinatown Report. The Plan encourages sidewalk vending as an important element for ensuring vibrancy and cultural uses of sidewalk space, but also encourages regulation of the displays in order to ensure a consistent and comfortable pedestrian environment. While sidewalk vending adds vitality to the street and promotes local economic development, it can also conflict with pedestrian access in some

Figure 6.6:
PRIORITY PEDESTRIAN AND BICYCLE IMPROVEMENTS



Bike Path (Class 1)
- Existing
- Proposed

Bike Lane (Class 2)
- Existing
- Proposed

Bike Route (Class 2)
- Existing
- Proposed

Arterial Bike Route (Class 3A)
- Existing
- Proposed

Bike Boulevard (Class 3B)
- Existing
- Proposed

- Bike racks/lockers
- Modify Street (festival street)
- Chinatown Commercial Core Area
- Priority Locations for Intersection/Pedestrian Crossing Improvement
- BART Station Entrance
- Improved Freeway Undercrossing
- Existing Broadway Shuttle Bus
- Planning Area

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Figure 6.7:
STREET VIEW PEDESTRIAN IMPROVEMENTS

Typical Streetscape Improvements including bulbouts, pedestrian-oriented lighting, wayfinding, and trees.

Chinatown Street Improvements will apply a design that celebrates the culture and history of Chinatown, building on existing streetscape amenities and wayfinding and typical streetscape improvements.

Fallon Street "Festival Street" Improvements will include unique features that allow the street to be easily be converted to public use on weekends or special events with extra-wide sidewalks and low or no curbs.

10th Street "Green Street" Improvements, including rain gardens and other sustainable development features that extend a green corridor from the Channel into the neighborhood.

locations. Some vendor displays occupy approximately 25 percent of the sidewalk width, while others occupy up to 75 percent of the sidewalk width, leaving an effective width of only a few feet for pedestrian movement. Some storeowners also use on-street parking spaces for temporary storage of boxes and pallets, causing pedestrian, parking, and traffic circulation impacts. [1]

Merchants are currently required to pay a yearly permit fee for using the public right of way for their business. This permit fee is meant to pay for enforcement of the clearance requirements; however, the fee has been described as a financial and logistical burden for business owners. Allowing the sidewalk displays but with clearer setback standards would benefit both pedestrians and merchants.

Bicycle Circulation and Improvements

The City of Oakland's *Bicycle Master Plan* (2007), the governing planning document for new bicycle facilities in the city, identifies the following bikeway improvements in the Planning Area:

- Class 1 bike paths extending around Lake Merritt and through Channel Park.
- Class 2 bike lanes on the couplets of 8th and 9th Streets (between Harrison and Oak Streets); Franklin and Webster Streets (north of 8th Street); and Madison and Oak Streets, as well as along Lakeside Drive, 10th Street east of Madison Street, and 7th Street east of Fallon Street.

1 City of Oakland, Revive Chinatown Community Transportation Plan, September 2004.

Bikeway Classification

- Bicycle Paths (Class 1) are paved rights-of-way completely separated from streets. Bicycle paths are often located along waterfronts, creeks, railroad rights-of-way or freeways with a limited number of cross streets and driveways. These paths are typically shared with pedestrians and often called mixed-use paths.
- Bicycle Lanes (Class 2) give bicyclists striped lanes on streets, designated with specific signage and stencils. Bicycle lanes are the preferred treatment for all arterial and collector streets on the bikeway network. Bicycle lanes should not be installed on low-volume, low-speed residential streets. Because of driveways on those streets, bicyclists are safer riding in the middle of the travel lane.
- Bicycle Routes (Class 3) designate preferred streets for bicycle travel using lanes shared with motor vehicles; the only required treatment is signage. There are two types of Class 3 bicycle routes:
  - Arterial Bicycle Routes (Class 3A): On some arterial streets, bicycle lanes are not feasible, and parallel streets do not provide adequate connectivity. These streets may be designed to promote shared use with lower posted speed limits, shared lane bicycle stencils (also known as "sharrows"), wide curb lanes, and signage.
  - Bicycle Boulevards (Class 3B): Bicycle boulevards are bicycle routes on low traffic volume residential streets that prioritize through trips for bicyclists and reduce delay. Traffic calming should be introduced as needed to discourage drivers from using the boulevard as a through route. Oakland's Bicycle Boulevards will be marked with shared lane bicycle stencils (also known as "sharrows") and signage.

Sidewalk vendor displays are an important component of the streetscape (top). Bicycle improvements include new bicycle parking at the BART Station, which is currently under served (middle). New bike racks should be added throughout the area.

- Class 3A routes marked on 14th Street, as well as 8th and 9th Streets to the west of Harrison Street.

This Station Area Plan supports the implementation of the Bicycle Master Plan with one adjustment: extension of bike lanes on 8th and 9th Streets to Fallon Street (rather than Oak Street).

The City of Oakland's Five-Year Paving Plan includes many of the streets in the Planning Area. Chapter 10 of this Plan incorporates Paving Plan into the implementation strategy for street improvements. The Plan calls for restriping of the following streets to add bike lanes (some but not all of these streets are identified for repaving):

- Madison Street (between 2nd and 17th Streets);
- Oak Street (between 2nd and 14th Streets);
- 8th and 9th Streets (between Fallon and Harrison Streets);
- 10th Street (between Oak and Madison Streets).

Transit Access Improvements

The Planning Area, between BART, AC Transit, various private shuttles, and Amtrak and Ferry service just south in the Jack London District, is one of the most transit rich locations in Oakland:

- BART service connects the Planning Area to the larger Bay Area region. The Lake Merritt BART Station in particular is an important station for bicyclists as it is the only station in Downtown Oakland that allows bicycles on during commute hours.
- AC Transit connects the area by trunk bus lines to Fruitvale, Dimond, San Antonio, Hayward, Pill Hill, Kaiser Center, Rockridge, Temescal, Emeryville, Berkeley, and Alameda, among other destinations. Direct service is also available to Grand Avenue, West Oakland, and the MacArthur Corridor.
- There are several shuttle services operating in the Planning Area, including non-profit services shuttles, Alameda County shuttle, Executive Inn & Suites Shuttle, Alameda County Medical Center Shuttle, Highland Hospital Shuttle, and a new shuttle to College of Alameda.

The existing Lake Merritt BART Station forms the natural focus of transit improvements and intermodal transfers in the area. New development in the area is expected to increase its use by new residents and workers.

Increasing transit use and improving transit access are essential elements of the Station Area Plan. The Plan supports transit services and facilities so that transit can be a central element of mobility for area residents. For AC Transit bus routes, key streets would be managed to prioritize transit service. For the Lake Merritt BART Station, the Plan recommends several strategies to accomplish curb management and enhanced pedestrian/bicycle access. The Plan also includes the creation of a transit hub to better integrate BART and AC Transit service.

Transit Preferential Streets

Several streets in the Planning Area are served by AC Transit bus routes: 14th, 12th, 11th, 8th, and 7th streets going east/west, and segments of almost every north/south street (except Alice Street). In addition, 11th and 12th Streets are designated to be part of a proposed Bus Rapid Transit (BRT) route. In this context, the Plan considers the following roadways to be transit preferential streets:

- 11th and 12th Streets as the principal east-west transit corridor connecting Downtown Oakland, the Planning Area, and East Oakland with BRT service (including plans for dedicated bus lanes);
- Broadway as the primary north-south transit spine (just outside the Planning Area); and
- 7th and 8th Streets, as well as the segments of Webster and Harrison Streets between 8th Street and the tube access points—as an important transit corridor for service to Alameda.

Roadway improvements to be considered for a transit preferential street (TPS) include:

- Restricted bus lanes;
- Transit priority signals and signal timing improvements;
- Bus bulbs to aid boarding and exit;
- Designing pedestrian corner bulb-outs to not interfere with bus operations;
- Maintaining parallel on-street parking (rather than angled parking).

Curb Management

One of the guiding strategies for station access improvements is to allocate curb space to reflect the greatest benefit to the greatest number of users, irrespective of mode. This strategy emphasizes the principles of "curb management," which is defined as proactively managing curb space to maximize the benefits of scarce curb space, typically by restrictions on uses/users, time of day or duration of on-street parking, and/or pricing.

Curb management must allocate space for bus stops, bus layovers, taxi pick-up and drop-off, kiss-and-ride drop-off area, on-street priced parking as needed, and shuttle loading and layover spaces. Currently shuttles are loading in shared AC Transit stops or in the Lake Merritt BART parking lot, and separate zones would be preferred.

Pedestrian Access

An improved pedestrian environment throughout the Planning Area will also improve access to both the Lake Merritt and 12th Street BART Stations. Pedestrian improvements include a network of safe walking routes between the stations and surrounding neighborhoods, with enhanced pedestrian scaled lighting and traffic calming as well as ground floor activation, which will improve the safety and vibrancy of streets. Additional improvements to pedestrian access are outlined below.

Bicycle Access

An expanded bicycle network throughout Planning Area will improve access to the Lake Merritt and 12th Street Stations. Bike lanes will be provided on 8th, 9th, Webster, Franklin, Oak, and Madison Streets. The Lake Merritt BART Station is the only downtown Oakland station allowing bikes during all hours (12th Street and 19th Street stations restrict bicycles from the station during the peak hours), further emphasizing the importance of bike access to this station. Additional bicycle parking is also needed at the station, including 140 new spaces to meet current and future demand.

Transit Hub

A Transit Hub is one possible option for improving access at the Lake Merritt BART Station. The transit hub concept would consist of two related but somewhat separate improvements—character and operations. The transit hub approach would create a new design for the area, transforming it from a somewhat utilitarian feel to a location that has a sense of place and is seen as a community asset. The Plan recommends that key features of the transit hub design include:

- A plaza area;
- Plantings;
- Ground level retail or active uses, such as a café;
- Seamless connection to any new adjacent development;
- Clear connections to surrounding areas (Chinatown, Laney, OMCA) through design or lines of sight;
- Wayfinding signage.

Improved transit access includes improved bus station at the BART transit hub with signage and/or real-time transit updates regarding service (top and middle). Additional bicycle parking is an important element for access to the BART Station.

Figure 6.8 depicts one illustration of Transit Hub character, with improvements to plaza areas on adjacent re-development sites. On the west side of Oak Street, planting areas could be reconfigured to provide more visibility and pedestrian circulation adjacent to BART station escalator entries. On the east side, the large existing concrete shelter structure could be replaced with smaller, more contemporary architectural glass structures to allow more space for pedestrian circulation and provide a landmark for the Transit Hub area as a whole. A key card-accessed bicycle corral is depicted adjacent to the west BART station entrances. More open, corner café-oriented spaces are depicted adjacent to the proposed retail corners at 8th and 9th Streets.

In terms of operations and access, there are several possible approaches. Figure 6.8 shows one possible design configuration along Oak Street between 8th and 9th Streets. In this approach, Oak Street would be given improved bus bays, and enhanced pedestrian and bicycle access and support facilities, with a kiss-and-ride drop-off area on 9th Street. This design would require the removal of existing on-street parking along the easterly frontage to create a bus-only transfer area while on-street parking along the southern frontage of 9th Street between Oak and Fallon would be re-assigned to a drop-off and pick-up area during peak commute hours. Madison Street could be identified as a major access point for northbound buses and could be considered an alternative location for kiss-and-ride spaces.

Other configurations for the Transit Hub should also be explored by the City, BART, and AC Transit as they work together to study designs that mesh well with the proposed site development. Activated streets, wayfinding, and landmark design elements will provide a way of identifying the BART Station as a gateway to Chinatown. All long-term improvements will be coordinated with future roadway reconfigurations, as discussed in the next section.

One-Way to Two-Way Conversion

Pairs of one-way streets (couplets) were popular in the 1950's and 60's to improve automobile traffic flow and reduce conflicts at intersections, but many urban areas across the nation are increasingly converting their one-way streets to two-way streets.

The conversion of one-way streets to two-way is often fraught with controversy, however. For instance, proponents of one-way streets argue that they are safer for pedestrians and result in less automobile congestion. Both one-way and two-way street systems have a number of technical advantages and disadvantages. Both systems can be made to work and be safe for all modes of travel. Table 6.1 reviews the advantages and disadvantages of one-way and two-way streets.

A number of streets in the Planning Area are under consideration for study and conversion from one-way to two-way traffic. These are shown on Figure 6.3: Long-Term Circulation Improvement Strategies. Not all conversions are likely to prove technically possible, some may negatively impact traffic performance beyond the City's level of service standards, and some conversions may conflict with

Figure 6.8:
TRANSIT HUB

Existing Lake Merritt BART Station

Improved Transit Hub. This figure depicts on illustration of Transit Hub character. Other configurations for the Transit Hub should also be explored by the City, BART, and AC Transit as they work together to study designs that mesh well with the proposed site development.

competing desires for enhanced pedestrian, bicycle, and transit service. A separate traffic impact study will need to be undertaken before any two-way conversions can occur.

Many streets that are not converted to two-way in the long term (based on the findings of future studies) could have lane reductions and sidewalk widening, in order to ensure that pedestrian benefits and traffic calming are achieved in Phase II.

Table 6.1: OVERVIEW OF ADVANTAGES AND DISADVANTAGES OF TWO-WAY VERSUS ONE-WAY STREETS

TWO-WAY STREETS	
ADVANTAGES	**DISADVANTAGES**
Two-way streets create less confusing circulation pattern which is more intuitive to all users.	Generally increases traffic congestion at intersections.
Eliminates indirect routes, which reduces travel time, fuel consumption and emission.	May require left turn lanes at intersections which may eliminate on-street parking adjacent to intersection.
Provides more direct routes to destinations.	Two-way streets increase the number of potential conflict points at intersections, and may increase certain types of crashes (i.e., broadside).
Creates direct emergency vehicle access to and from area.	Reduces opportunity to increase traffic capacity if ever needed.
Creates slower traffic speeds due to fewer lanes in each direction, parking maneu-vers, and an increase in congestion.	Narrower two-way streets may be difficult for large vehicles and fire apparatus to negotiate and may require longer red zones and loss of parking at some inter-sections.
Improves pedestrian perception of the street as less of a barrier.	With only one lane each direction, traffic control may be required during emergencies.
Increases access to adjacent properties served by driveways.	Two-way streets that eliminate turning movements at some intersections may divert turning vehicles to other intersections.
Two-way streets with bike lanes or routes are preferable to bicyclists for wayfinding.	

Table 6.1: OVERVIEW OF ADVANTAGES AND DISADVANTAGES OF TWO-WAY VERSUS ONE-WAY STREETS

ONE-WAY STREETS	
ADVANTAGES	**DISADVANTAGES**
Fewer automobile and pedestrian conflict points at intersections and pedestrians need only watch for traffic in one direction.	One-way street systems without uniform patterns are confusing, especially to visitors.
Some right turn on red movements eliminated, thus eliminating a potential auto/ pedestrian conflict.	One-way streets can increase certain types of pedestrian accidents.
Left turns into the street from driveways have fewer conflicts.	Higher speeds on one-way streets can increase crash severity, and one-way streets have the potential for wrong way, head-on collisions.
One-way streets generally provide more vehicular capacity and long lines of turning vehicles don't block through lanes.	One-way streets can create circuitous emergency response routes, and circuitous truck routes.
One-way streets have more simplified traffic signal operations reducing delay for individual drivers.	One-way streets that eliminate turning movements at some intersections may increase them at others.
One-way streets can accommodate more on-street parking since parking does not need to be removed to accommodate left turn lanes. Drivers have option to park on both sides of the street.	Increased out-of-direction travel can add to air pollution.
One-way streets can provide better traffic signal synchronization set to the slower speeds expected in urban areas.	Can be confusing and unfriendly to bus passengers.
	Encourages unsafe bicycle travel against traffic or on sidewalks.

Management of street loading in Chinatown is a key issue (top). On-street parking (middle) should be maintained in most areas, while surface parking lots are considered temporary uses as access improves for other modes and public parking is structured over time (bottom).

6.3 Parking and Loading

The goals of improved pedestrian, bicycle, transit, and auto flow must contend with certain logistical realities of the Planning Area, including parking and commercial loading. Parking is a critical component of mixed-use and transit-oriented development and is already a key concern in certain areas of the Planning Area, particularly in Chinatown. Parking demand will undoubtedly increase with new development in the area. Despite the wealth of transit and walking options, the reality is that many residents, shoppers, and tourists will prefer (or must) continue to use private automobiles to travel to and from the area.

Street loading and double parking is an issue not only in Oakland Chinatown, but in high-density retail areas around the Bay Area. The reliable, frequent delivery of supplies is crucial for retail and restaurant operations and is especially challenging in a dense, busy environment.

Parking

Existing Parking in the Planning Area

Currently, most streets provide metered on-street parking within the Planning Area; some streets have non-metered parking. A majority of the available on-street parking is parallel parking, with the exception of 10th Street between Alice Street and Harrison Street adjacent to Lincoln Square Park, which provides angled parking along the north side of the street.

The Lake Merritt BART Station is the only station in proximity to Downtown Oakland that provides off-street parking. Two BART parking areas serve the Lake Merritt BART Station – a surface lot between the BART headquarters and the Laney College entrance and a surface lot behind the MTC/ABAG site (the Metro Center) – that together provide 206 off-street parking spaces. These parking areas are typically filled to capacity each morning by 7:00 AM.

Other BART stations within central business districts, including the 12th Street/Oakland City Center and 19th Street Stations in Oakland and the Embarcadero and Montgomery Street Stations in San Francisco, do not provide parking. The Lake Merritt Station is in a similar urban context to these locations. Both parking lots are targeted for potential redevelopment, and this Plan recommends that the lost spaces not be replaced given the area's dense urban context, improved transit access, and the availability of spaces at nearby BART Stations (Fruitvale and Coliseum) that provide alternatives for drivers.

Laney College provides a 900 space surface parking lot off of 7th Street, east of Fallon Street, exclusively for students. Parking permits or decals are required in addition to a paid parking receipt. Parking fees are $2 per day, and the lot is usually full during peak student hours. A strategy for accommodating the access needs of Laney Students and mitigating the parking demand in the area from students is to increase the use of transit

by students accessing the College; full-time Laney students already have AC Transit EasyPasses.

Privately-run surface parking is currently available under the I-880 Freeway with locations near Chinatown available to the public and currently charging up to around $5 per day. The parking area under the freeway near the Lake Merritt BART Station is currently private parking and not available for the public.

There are other public parking areas scattered throughout the Planning Area. Public parking is available at the Oakland Museum of California at Oak Street and 10th Street. There are also surface and structured parking available near the Alameda County government buildings along Jackson Street at 14th Street and 13th Street. Public parking is also available at a two-story parking garage at Webster Street and 14th Street and several smaller surface lots in the Planning Area. Several of these large parking areas are potential opportunity sites.

Parking Requirement

The City of Oakland's current parking requirements outlined in Chapter 17.116 of the City Planning Code are required for any new development. The City's parking requirements are a factor of land uses and the zone of the development. Current parking requirements for development are:

- Multifamily residential uses: one space per unit, in all zones in the Planning Area where residential uses are allowed.
- Office uses: no parking requirement in CBD zones that apply west of Lake Merritt Channel in the Planning Area. East of the Channel, one space is required for each 600 square feet of floor area for typical office uses. Uses with less than 3,000 square feet of floor area are not required to provide parking.
- Retail uses: no parking requirement in the CBD zones. In the Eastlake portion of Planning Area, one space is required for each 400 square feet of floor area for typical retail uses. Uses with less than 3,000 square feet of floor area are not required to provide parking.

Parking Demand

The Metropolitan Transportation Commission (MTC) has published a report that evaluates planning and parking policies and programs that are supportive of smart growth and transit-oriented development, *Toolbox/Handbook: Parking Best Practices and Strategies for Supporting Transit Oriented Development in the San Francisco Bay Area.* The report includes a parking demand model based on numerous case studies throughout the Bay Area that takes into account characteristics such as transit availability, walkability, auto ownership, and the types and densities of land uses. The model organizes communities into one of five major area types and provides a range of parking rates for each area type.

The Planning Area falls into MTC's "City Center/Urban Neighborhood" category, based on its location adjacent to Downtown Oakland, the availability of high-quality transit, and the density and types of existing and proposed land uses. The MTC parking demand model for this category is designed to support the proposed mixed-use and transit-oriented concept of this Plan and avoid the development of significant excess parking. This demand model encourages a "park once" strategy where visitors would park in one location and visit several destinations within a walkable distance. The model provides two sets of suggested parking rates, a low rate and a high rate, which range from 0.50 to 1.25 per residential unit, 0.25 to 1.25 per 1,000 square feet of office space, and 1.00 to 2.00 per 1,000 square feet of retail space. Current zoning in the CBD is within the recommended range for residential and lower for non-residential, but given the urban context, there are additional opportunities for reducing parking requirements in the Planning Area.

Parking Strategies

Implementing parking management strategies reduces the overall need for additional parking supply and increases the effectiveness of parking throughout the Planning Area. Strategies are described below.

Reduce Parking Requirements

Parking minimums can increase the cost of development and can cause an oversupply of off-street parking spaces. The Plan includes recommendations for the following reductions for parking requirements:

- 0.5 spaces per unit required for affordable housing.

- 0.75 parking spaces per unit located in the Planning Area west of the Lake Merritt Channel, given the transit oriented setting.
- Extend the existing CBD parking requirements for commercial uses to the portion of the Planning Area east of Lake Merritt Channel (no required spaces for office or retail).

Provide Unbundled Residential Parking

Typically, the cost of parking is included in the purchase price or rent of a residential unit. An "unbundling" strategy would encourage reserved parking spaces for sale or lease separate from the cost of housing. Reserved parking would still be available for residents who wish to pay an additional parking fee. Those who do not need a parking space can then enjoy a lower monthly cost. Overall parking supply for residential uses would be reduced as residents may opt to not own a car or park in other locations.

Transportation Demand Management (TDM) Programs

Transportation Demand Management (TDM) strategies aim to reduce automobile use by shifting vehicle trips to non-auto travel modes. Many strategies focus on reducing vehicle trips to and from a destination, which in turn reduces traffic congestion and parking demand for area residents, employees, and visitors. Many TDM strategies complement each other and are most effective when implemented in tandem. Common TDM strategies include:

- Car sharing, a short-term vehicle rental service available to members that may eliminate the need to own a vehicle;
- Carpool and vanpool ride-matching services;
- Guaranteed Ride Home Program, which allows transit users and car/vanpoolers access to free or reduced taxi service to get home in case of an emergency;
- Employer subsidized transit passes for area employees and residents; and
- Bicycle parking, both short and long term, located in appropriate places.

Parking Enforcement Program

According to the City of Oakland Parking Division, there is a dedicated parking enforcement officer for the core of Chinatown (bounded by 8th, 9th, Webster, and Franklin Streets) from 7:30 am to 3:30 pm, with roving parking enforcement officers at other times. Increased parking enforcement, including the issuance of multiple tickets for vehicles parking in the same spot for long periods, could free up some parking spaces for shoppers and short-term visitors.

Provide Additional Bicycle Parking Facilities

In addition to on-street bicycle facilities, bicycle parking will be provided as part of future developments and additional secured bicycle parking provided at the BART station. The Oakland Planning Code already requires bicycle parking for any new development. At the Lake Merritt BART Station, bicycle racks and parking meters around the station have been observed as fully occupied, in addition to bicycles locked to street trees; additional bike parking at the station is recommended in this Plan. More bike parking availability to match demand may allow more people to arrive by bicycle.

Shared Parking

Shared parking is an effective way to use existing parking and land and reduce the costs of constructing excess parking facilities in the future. Shared parking is the use of a parking space to serve two or more land uses without conflict. Conventional regulations require individual land uses to provide enough parking to serve their own peak demand, leaving unused parking spaces during off-peak periods. Shared parking allows complementary land uses, whose peak parking demands do not coincide, to share the same pool of parking spaces, resulting in a more efficient use of those spaces. Typically mixed-use developments lend themselves to shared parking as the peak parking demand for various uses occurs at different times of the day.

Parking Pricing

This strategy can address both off- and on-street parking spaces. Setting reasonable parking rates for short-term parkers and higher rates for long-term parkers can discourage employees from driving to work and encourage the use of alternative modes of travel, such as transit or biking, for commuting. This will free up spaces for the short-term needs of visitors and customers. Higher rates and shorter pricing periods work best at locations with the highest elastic demand, such as near shops and

building entrances, by increasing turnover (and therefore availability) and favoring higher-priority uses. Charging more for desirable on-street parking than off-street parking or on-street parking that is farther from congested areas will similarly encourage more turnover of these highly visible spaces and create additional revenue for the City, while directing other drivers directly to off-street spaces thereby reducing congestion caused by circling for parking; these outcomes are encouraged by prominent signage that indicates off-street parking locations, and public education efforts.

Provide Additional On Street Parking

One option is to modify on-street parking from parallel parking to angled parking, which creates additional parking spaces, up to double the amount of on-street parking within a block. The City recently made this modification along the north side of 10th Street between Alice Street and Harrison Street adjacent to Lincoln Park. The Plan seeks to expand this improvement and convert parallel parking to angled parking along 10th Street between Alice Street and Madison Street.

Street Loading

As discussed in the *Revive Chinatown Community Transportation Plan*, double parking is a major problem in the Chinatown core area. Commercial and non-commercial vehicles, both of which have been observed to double park, impede traffic flow along the roadway and can pose a safety hazard to drivers, pedestrians, and delivery people. The California Vehicle Code allows commercial vehicles to double park for active delivery if no yellow zones (delivery) are available; there are several blocks within the core that do not have yellow zones identified.

Double parking by commercial vehicles occurs throughout the day but is generally highest during weekday morning hours, typically between 8:00 AM and 9:30 AM. During weekends, few commercial vehicles are observed double parking although, due to vehicles frequently parking for long periods of time in the on-street parking spaces, double parking by non-commercial vehicles is common. The following locations have a high occurrence of double parking, likely due to either a lack of delivery parking areas or a concentration of retail land uses:

- The east side of Webster Street between 9th Street and 10th Street;
- The south side of 9th Street between Webster Street and Harrison Street;
- The north side of 7th Street between Webster Street and Harrison Street;
- The south side of 10th Street between Webster Street and Harrison Street;
- The north side of 8th Street between Franklin Street and Webster Street; and
- The west side of Webster Street between 7th Street and 8th Street.

Detailed loading policies are included at the end of this chapter.

6.4 Recommendations for Key Streets

This Section describes the vision and proposed streetscape and traffic improvements for each major street in the Planning Area. Streetscape improvement recommendations for key streets reflect the basic vision framework for the district described above, as well as current City of Oakland policies, study recommendations, and input from community members and CSG members.

Two phases of improvements are identified in this Plan, as described below. Improved pedestrian lighting is the community's top priority, and is included as a Phase I improvement along with other pedestrian safety measures and streetscape amenities. Some illustrations in this section show proposed Phase I improvements while others show Phase I and II improvements, as identified.

Phase I

Phase I includes improvements that can move forward without additional study. Corner bulb-outs, enhanced crosswalks, pedestrian-oriented lighting, and street trees where they do not already exist are proposed for all streets and prioritized in Chapter 10: Implementation. Phase I pedestrian improvements also include restriping on specific streets.

The Plan identifies several distinctive street improvement treatments that aim to support the streetscape vision (outlined in section 6.1). These treatments are detailed on Figure 6.9:

- Special lighting would be applied along 14th Street to highlight its connecting role between the Civic Center and Lake Merritt.
- Transit improvements would be developed along certain streets. These improvements include bus bulbouts and pedestrian improvements, as well as dedicated Bus Rapid Transit lanes along 11th and 12th Streets.
- Planters, rain gardens, and other "green" treatments would be applied along 10th Street to highlight its role linking Chinatown to the Lake Merritt Channel. Rain gardens are planted, depressed beds designed to absorb stormwater runoff into the ground, reducing the load on the storm sewer system, erosion along surface waters, and filtering pollutants.
- Improved pedestrian crossings and lighting are to be installed along 7th Street east of Fallon Street to make it safer and easier to cross.
- Special paving and pedestrian amenities are planned for two blocks of Fallon Street and two blocks of Alice Street to allow for easy, temporary closure for special events. Treatments may include extra-wide sidewalks, low curbs, and distinctive pavement.
- Enhanced undercrossings are proposed for five Planning Area streets where they pass beneath the I-880 Freeway. Concepts include pedestrian-oriented lighting, enhanced crosswalks, and the potential addition of active uses such as mobile food or retail.

Specific intersection improvements are also proposed in Phase I at key locations. Intersection improvements aim to improve the safety and ease of pedestrian crossings. "Pedestrian scrambles" are also proposed for the Chinatown Core, where the high level of pedestrian activity can be enhanced.

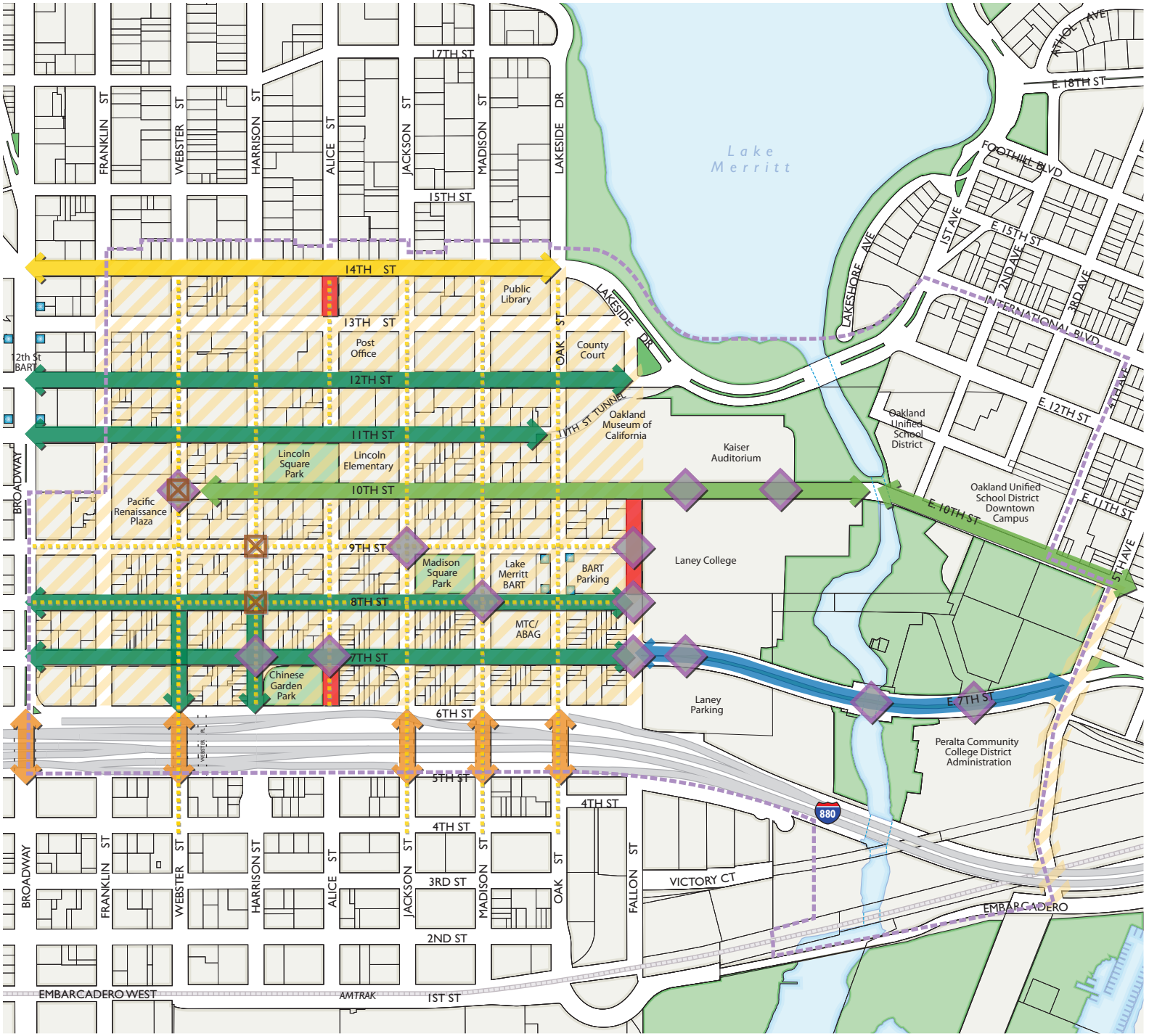
Phase II

Phase II includes improvements are dependent on the findings of future studies, such as a two-way conversion study or lane reduction study. Previous planning studies have recommended that some or all one-way streets within the Planning Area be considered for conversion to two-way streets. Two-way street conversions were also recommended by a number of Community Workshop participants and by some of the members of the CSG. Because a study of two-way conversion is out of the scope of this Plan, this improvement is considered a Phase II improvement. Sidewalk widening as part of lane reductions may preempt two-way conversion, so is also part of Phase II, to be implemented as feasible, based on two-way conversion study findings.

Potential two-way conversion is further prioritized based on an initial feasibility analysis and the community's expressed priorities, shown on Figure 6.3.

- High community priority and relatively high feasibility: Harrison Street between 8th and 10th, 9th Street, and 10th Street west of Madison.
- High community priority but relatively more difficult to convert include the following couplets: Franklin and Webster Streets, and 7th and 8th Streets.
- Relatively low priority streets: the Oak and Madison Streets couplet, and 13th Street.
- 11th and 12th Streets are not considered likely for conversion due to the planned BRT route on these streets.

Figure 6.9: STREETSCAPE IMPROVEMENTS (PHASE I)



- Bulbouts, Lighting, Wayfinding, Trees - All Streets
- Special Lighting
- Priority Lighting Corridors
- Transit Improvements (bus bulbouts, shelters, pedestrian improvements)
- Planters, Rain Gardens
- Improved Pedestrian Crossings, Lighting
- Special Paving, Pedestrian Amenities
- Undercrossings: Lighting, Safety Improvements, Active Uses
- Key Intersection Improvements
- New Pedestrian Scrambles

14th Street

14th Street is an east-west connector with two travel lanes in each direction, and is not identified for lane reductions. The Plan highlights 14th Street as a key linkage, connecting the Civic Center in Downtown Oakland to Lake Merritt. Figure 6.10 shows 14th Street in its current configuration and as proposed after Phase I improvements.

Phase I

Phase I improvements include corner bulb-outs, a sharrow bikeway, sidewalk amenities including pedestrian-oriented lighting, and street trees where subterranean basements and utility vaults allow. Special lighting will be installed to highlight the link between the Downtown civic center and Lake Merritt, complementing Lake Merritt's "necklace of lights." Where subterranean conditions constrain in-ground planting, consider above-grade planter(s) with small trees or underground tree vaults. The Plan also calls for landscape features, such as plantings, sidewalk paving treatment, and/or distinctive street furniture, which will help define the street's special Civic Link role.

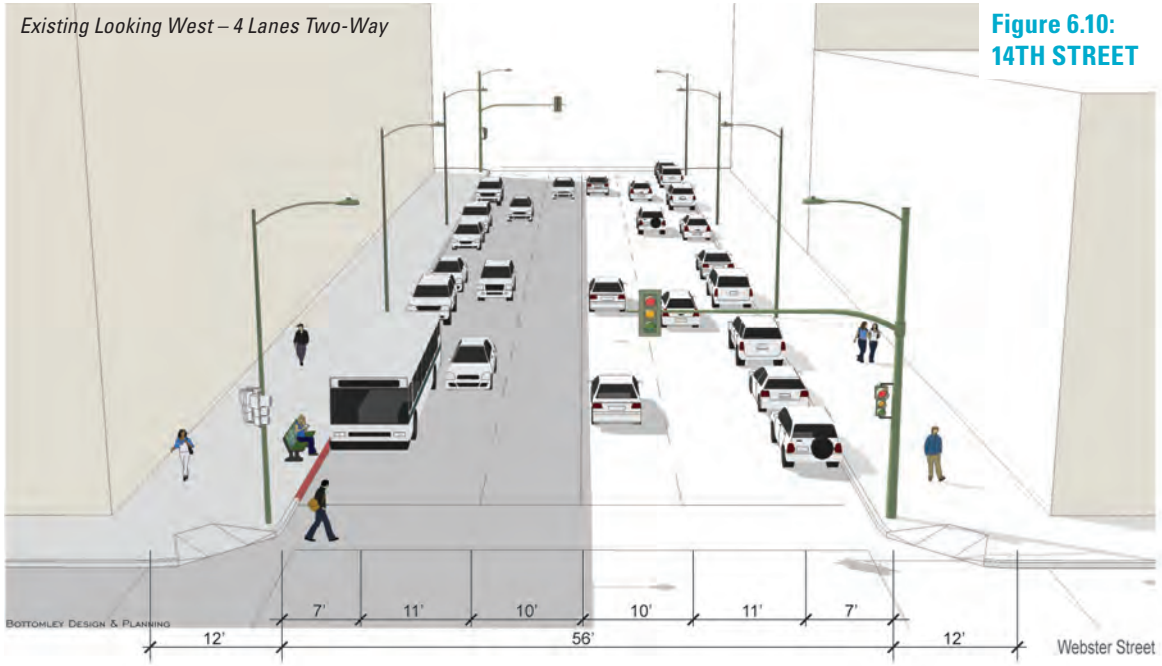
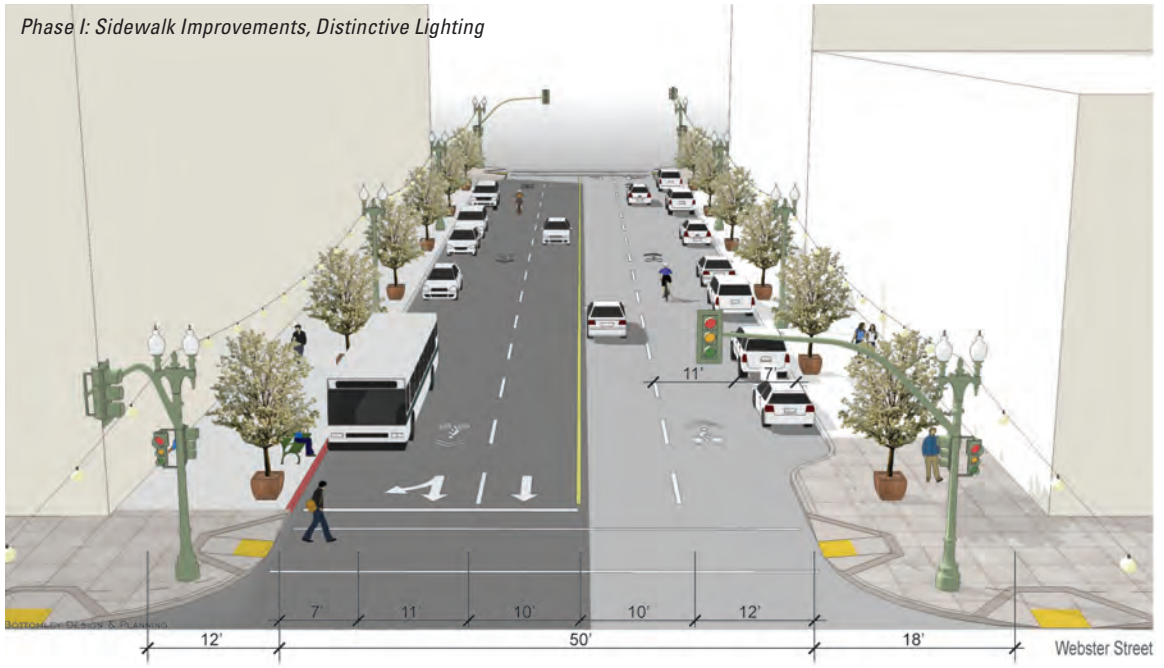


Figure 6.10: 14TH STREET



12th Street

12th Street is an east-west collector that is one-way westbound with four lanes. 12th Street and 11th Street make up the Transit Priority couplet that will include dedicated bus lanes as part of the proposed Bus Rapid Transit (BRT) network. Figure 6.11 shows 12th Street in its current configuration and as proposed after improvements.

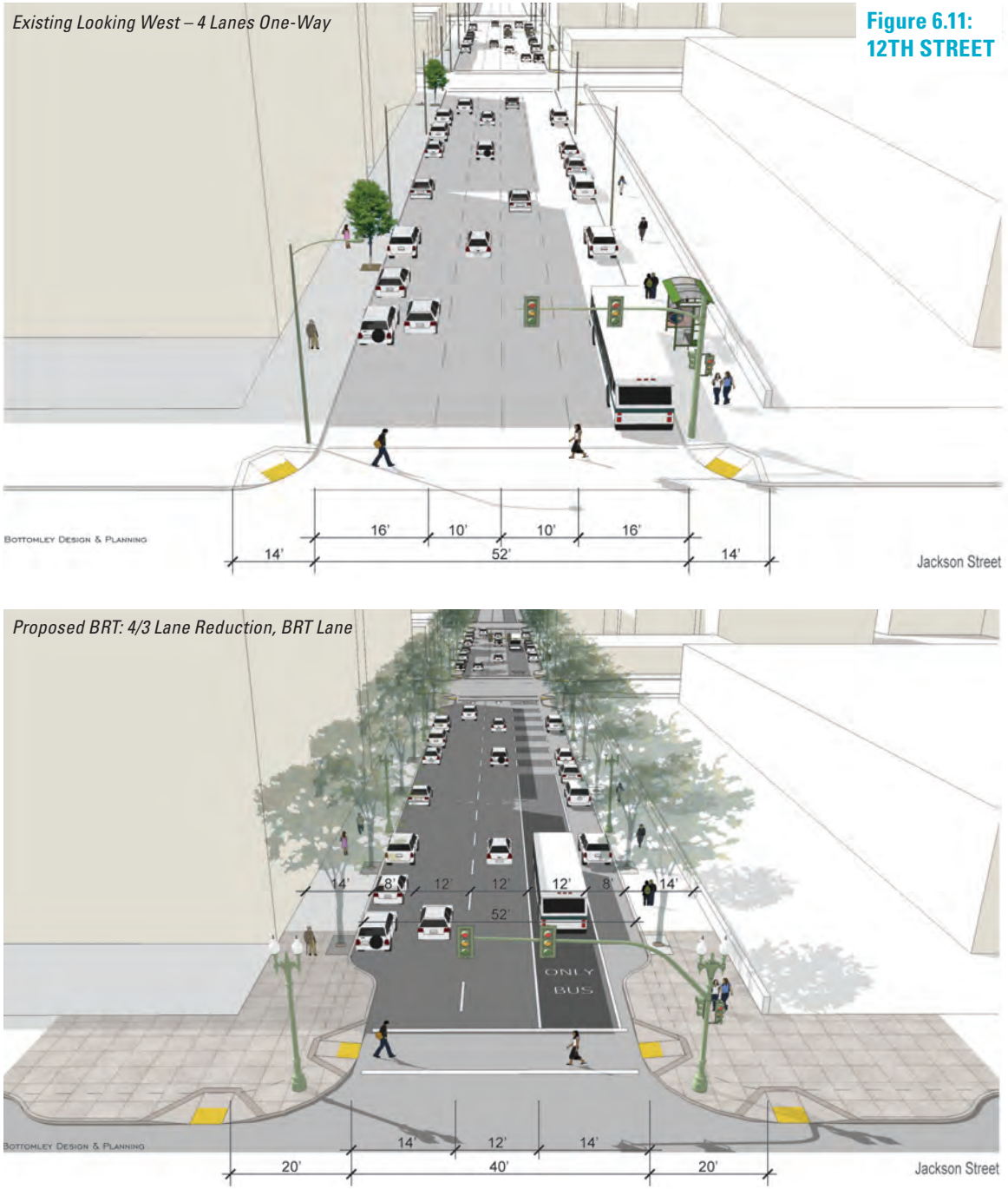


Figure 6.11: 12TH STREET

10th Street (West of Madison Street)

10th Street west of Madison Street is a one-way westbound collector with three to four travel lanes between Webster Street and Madison Street. 10th Street has been identified as an important street for a range of pedestrian improvements, and also identified as a street with capacity for a two-way conversion or lane reduction in Phase II. Any excess roadway width from removing two travel lanes could be used to modify the parallel on street parking to angled parking to provide additional parking spaces in the area. Figure 6.12 on the opposite page shows 10th Street west of Madison in its current configuration and as proposed after Phase I improvements. The continuation of Figure 6.12 on the following page shows 10th Street after Phase II improvements.

The Plan calls for the establishment of 10th Street as a "Green" connection to the Lake Merritt Channel Park and Trail. 10th Street links the center of the Planning Area, including Pacific Renaissance Plaza, Lincoln Recreation Center, and Lincoln Elementary School, plus the Oakland Museum and Kaiser Auditorium, to the Lake Merritt Channel Park and the trail improvements currently underway as part of Measure DD. Rain gardens and other sustainable development features along the entire length of 10th Street would extend a green corridor from the Channel into the heart of the Chinatown and Eastlake neighborhood.

Phase I

Phase I improvements include pedestrian-scaled lighting, bulbouts, green street amenities, restriping from four to three lanes from Madison to Alice, and providing angled parking.

Phase II

Phase II improvements include possible two-way conversion or lane reduction and sidewalk widening. Preliminary traffic analysis indicates that 10th Street could operate at acceptable levels with two travel lanes, though additional intersection analysis could be needed. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Phase II Option A: Lane reduction from four lanes one-way to two lanes two-way; angle parking, sidewalk widening, and "green street" rain gardens and other features along north side; widened sidewalks, corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees. 10th Street is a community priority for two-way conversion.
- Phase II Option B: Lane reduction from four lanes one-way to two lanes one-way; angle parking, sidewalk widening, and "green street" rain gardens and other features along north side; corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees.

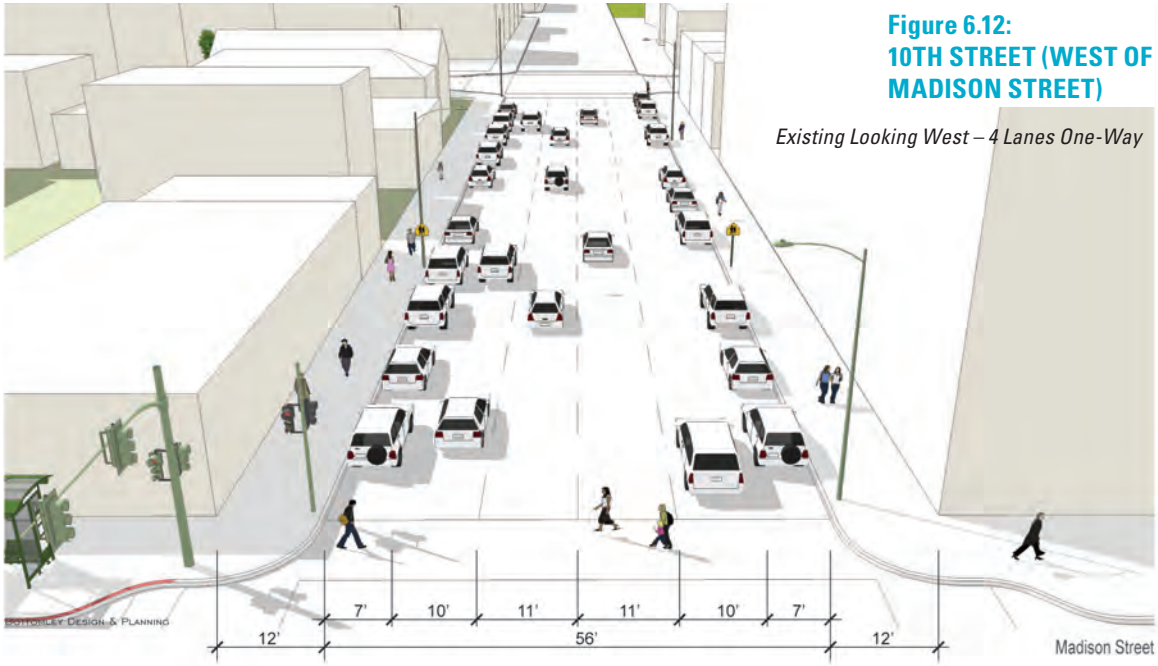
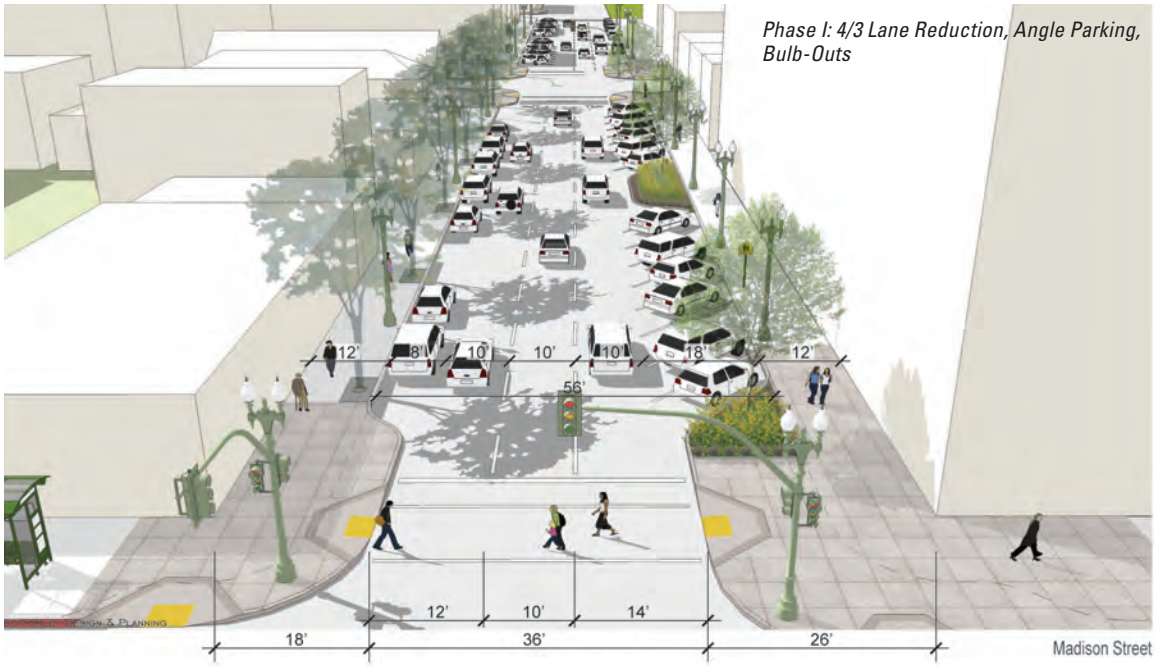
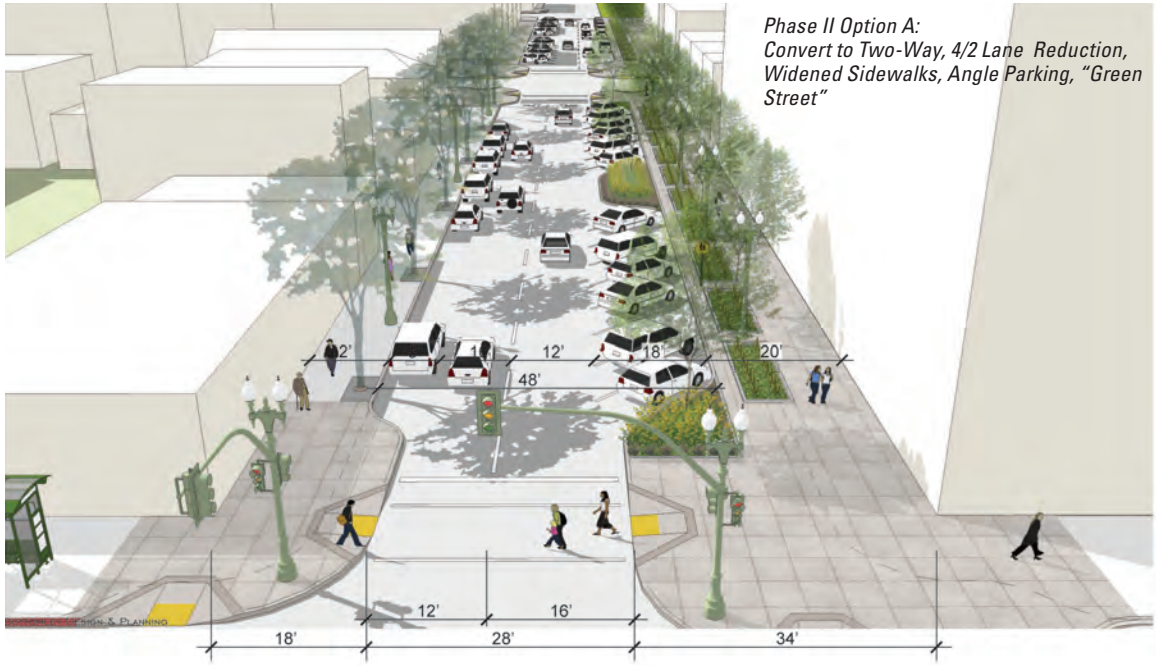


Figure 6.12:
10TH STREET (WEST OF MADISON STREET)

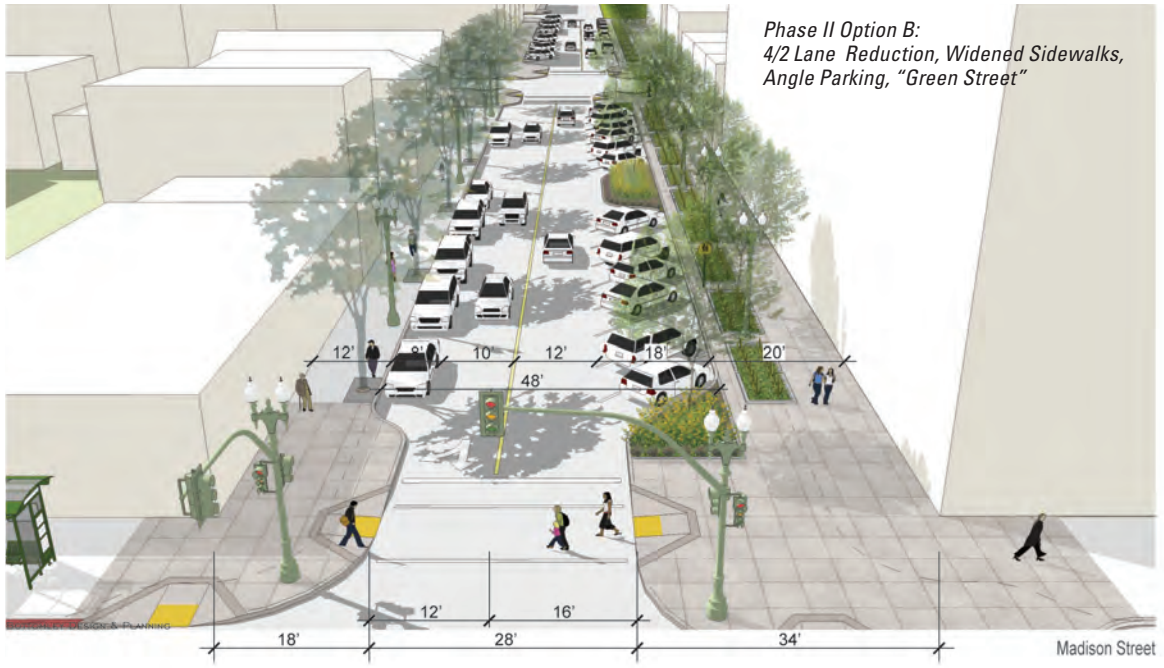
Existing Looking West – 4 Lanes One-Way



Phase I: 4/3 Lane Reduction, Angle Parking, Bulb-Outs



Phase II Option A:
Convert to Two-Way, 4/2 Lane Reduction, Widened Sidewalks, Angle Parking, "Green Street"



Phase II Option B:
4/2 Lane Reduction, Widened Sidewalks, Angle Parking, "Green Street"

10th Street (East of Madison Street)

10th Street is two-way with two travel lanes in each direction between Madison Street and Oak Street, and one wide travel lane in each direction between Oak Street and 5th Avenue, with one temporary section of diagonal parking. As with the segment west of Madison, this stretch of 10th Street also serves as a "Green" connection with rain gardens and other sustainable development features that extend a green corridor from the Channel into the neighborhood.

Phase I

Phase I for 10th Street east of Madison Street includes a Class 2 bike lane; sidewalk widening, and "green street" rain gardens and other features along north side; corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees. The segment between Madison and Oak streets will be repainted to have one lane in each direction (down from two lanes in each direction) with one bike lane in each direction. Two mid-block pedestrian crossings will also be added, between Fallon Street and 2nd Avenue, to connect Kaiser Auditorium with Laney College. Figure 6.13 shows 10th Street east of Madison in its current configuration and after proposed improvements.

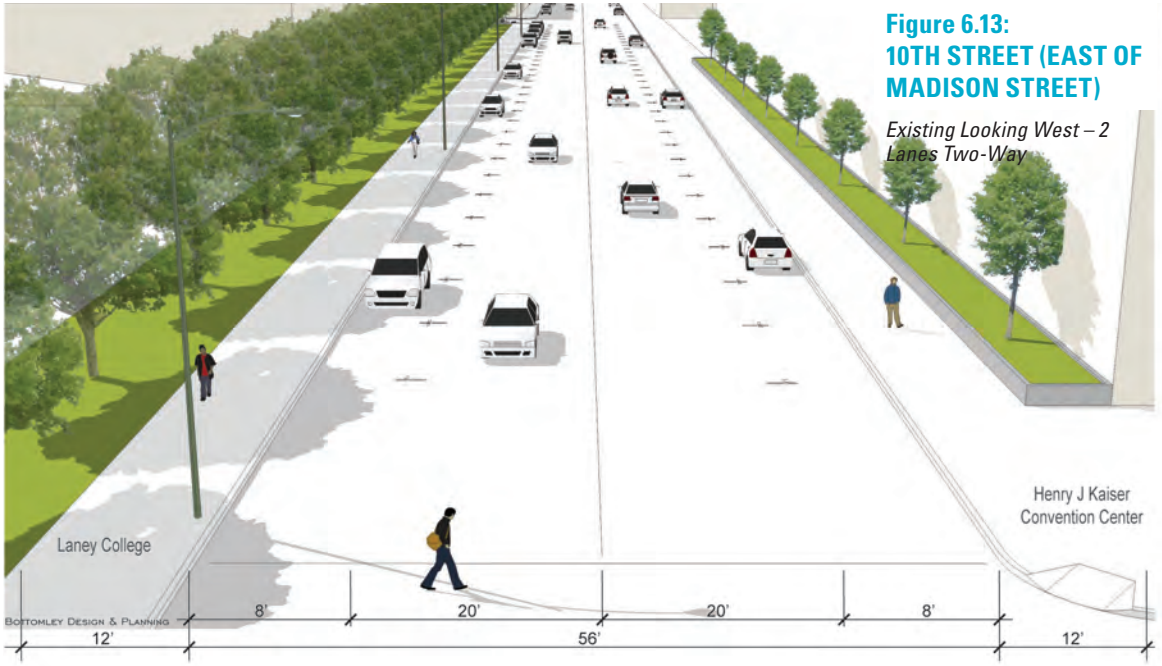
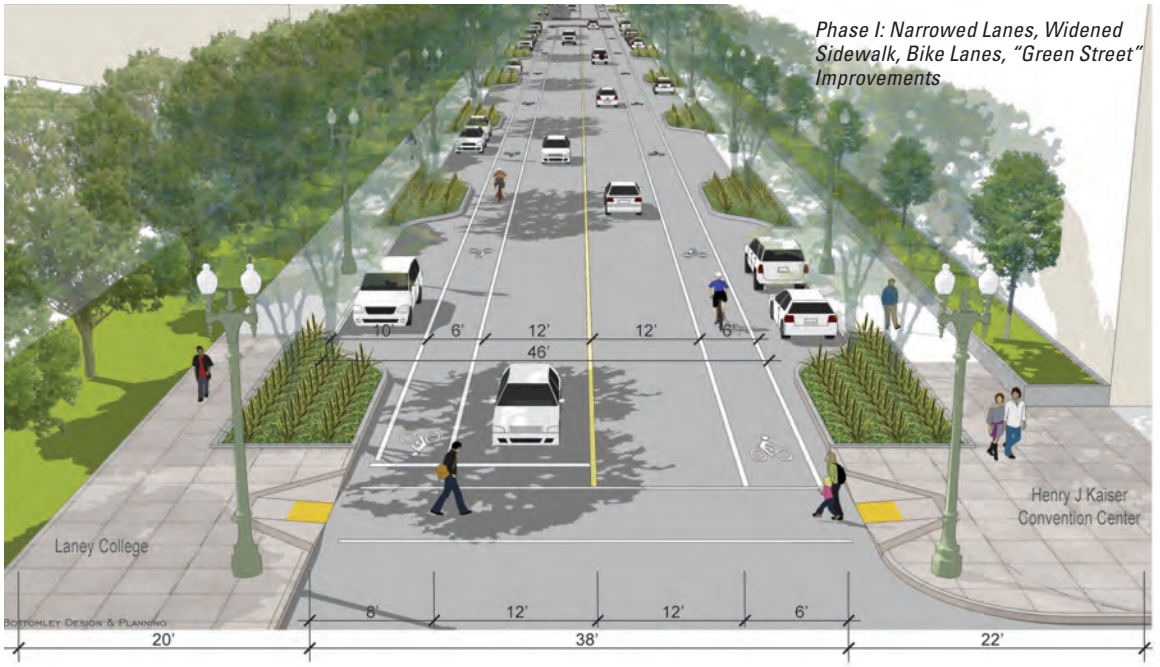


Figure 6.13: 10TH STREET (EAST OF MADISON STREET)

Existing Looking West – 2 Lanes Two-Way



Phase I: Narrowed Lanes, Widened Sidewalk, Bike Lanes, "Green Street" Improvements

9th Street Chinatown Core (West of Harrison Street)

9th Street is currently a one-way eastbound collector street with three travel lanes. 9th Street is an important connecting street between the Chinatown commercial center, the Lake Merritt BART Station, and Laney College and was identified as a priority pedestrian connection by the community. 9th Street has also been identified for bike routes (using a sharrow west of Harrison). In addition, this street has been identified as a priority lighting corridor, connecting the BART station to Chinatown and Laney College. Improvements described here seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

Phase I

Phase I improvements for 9th Street west of Harrison include corner bulb-outs, enhanced pedestrian crosswalks, a bicycle sharrow, and sidewalk amenities including pedestrian-oriented lighting and street additional trees. These streetscape improvements will apply a design that celebrates the culture and history of Chinatown, building on existing streetscape amenities and wayfinding; this motif will also appear on 9th, Franklin, Webster, and Harrison Streets.

Phase II

Phase II improvements include possible two-way conversion or lane reduction and sidewalk widening. Preliminary future traffic volumes demonstrate that this segment has the potential for a lane reduction or a conversion to two-way with one travel lane in each direction and a two-way left turn lane. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Option A: Street conversion from three lanes one-way to three lanes two-way (including left turn lane where needed). 9th Street is a community priority for two-way conversion.
- Option B: Lane reduction from three lanes one-way to two lanes one-way with sidewalk widening to add to the pedestrian realm.

The existing configuration of 9th Street is shown on Figure 6.14 below. The two Phase II options are shown on the continuation of Figure 6.14 on the following page.

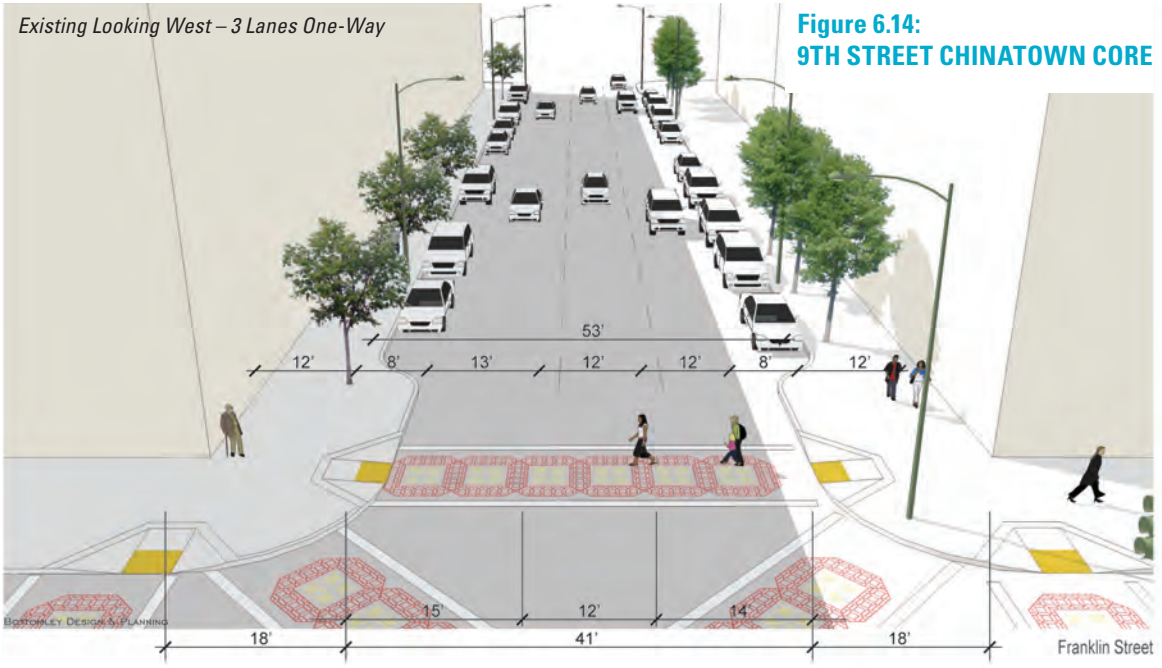
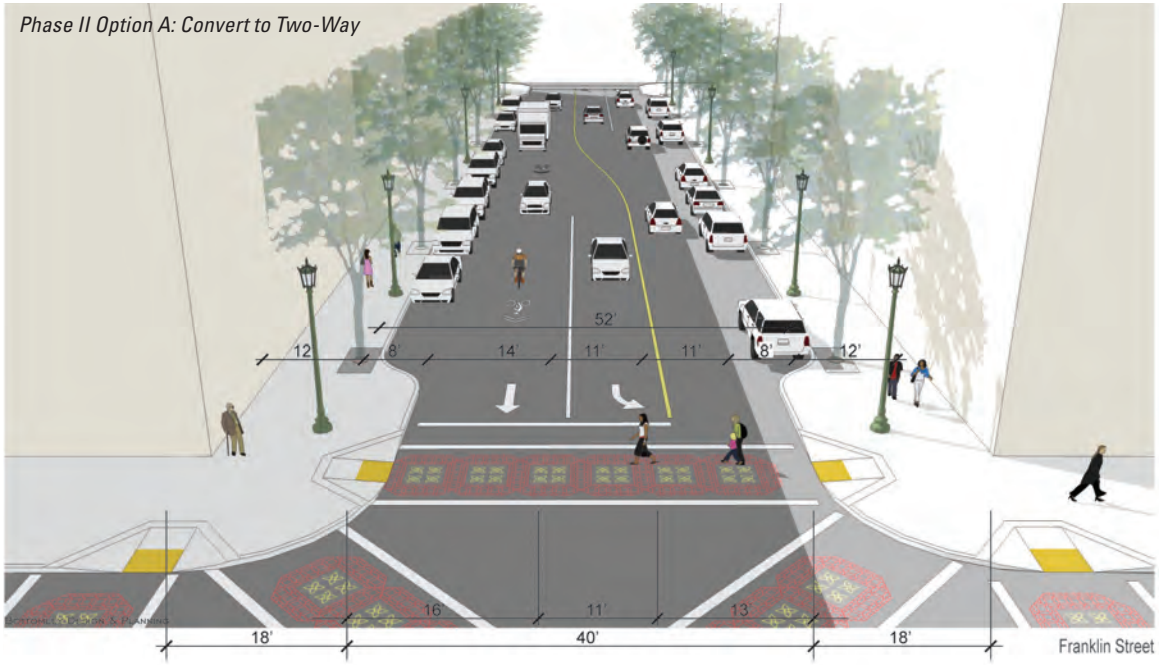
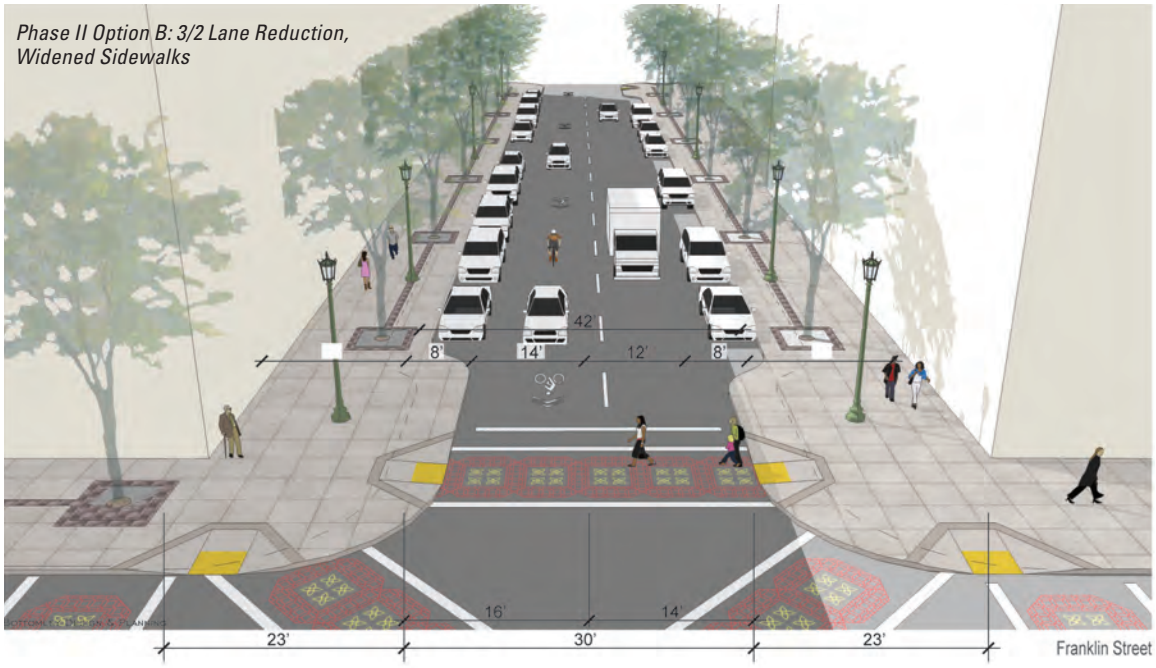


Figure 6.14: 9TH STREET CHINATOWN CORE

Phase II Option A: Convert to Two-Way



Phase II Option B: 3/2 Lane Reduction, Widened Sidewalks



9th Street East of Chinatown Core

This segment of 9th Street plays a key role in the Planning Area by linking Chinatown, the Lake Merritt BART Station, and Laney College. As in the western segment, streetscape improvements will apply a design that celebrates the culture and history of Chinatown. Unlike the western segment of 9th Street, which uses sharrows to indicate bikeways, this segment will stripe bike lanes on the street right-of-way. In addition, this street has been identified as a priority lighting corridor, connecting the BART Station to Chinatown and Laney College.

Phase I

Phase I for 9th Street east of Harrison includes restriping for Class 2 bike lanes; corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. These streetscape improvements will apply a design that celebrates the culture and history of Chinatown; this motif will also appear on 8th, Franklin, Webster, and Harrison streets. Existing conditions and Phase I improvements are shown on Figure 6.15 on this page.

Phase II

Phase II improvements include possible two-way conversion or lane reduction and sidewalk widening. Preliminary future traffic volumes demonstrate that this segment has the potential for a lane reduction or a conversion to two-way with one travel lane in each direction and a two-way left turn lane. After required traffic studies, one of

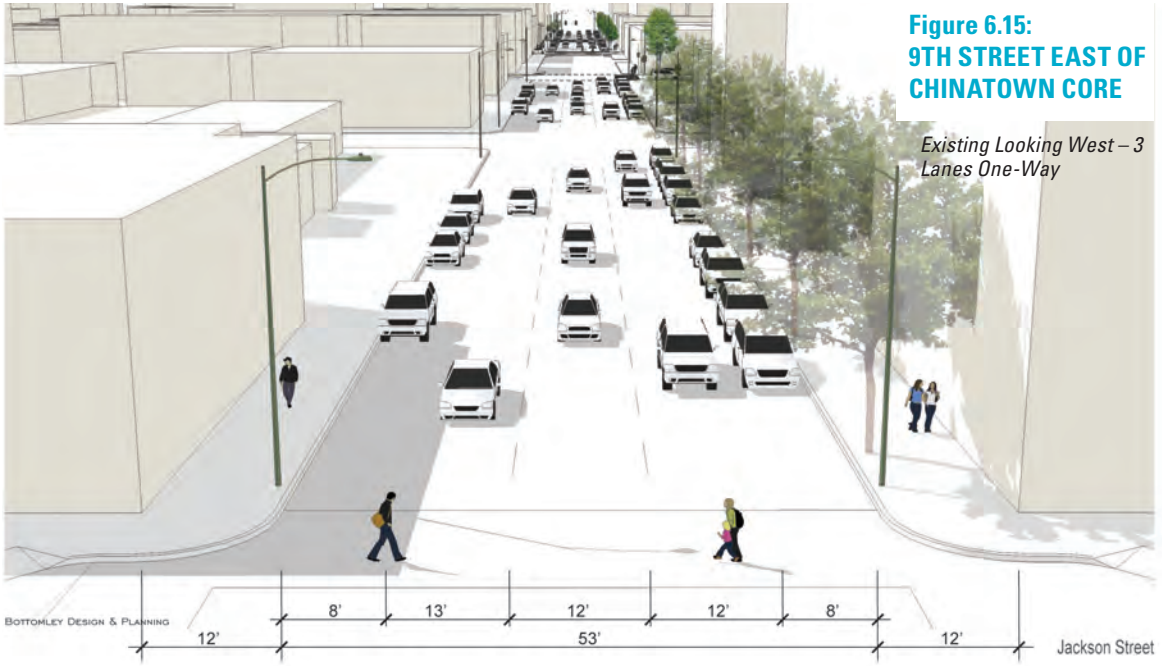
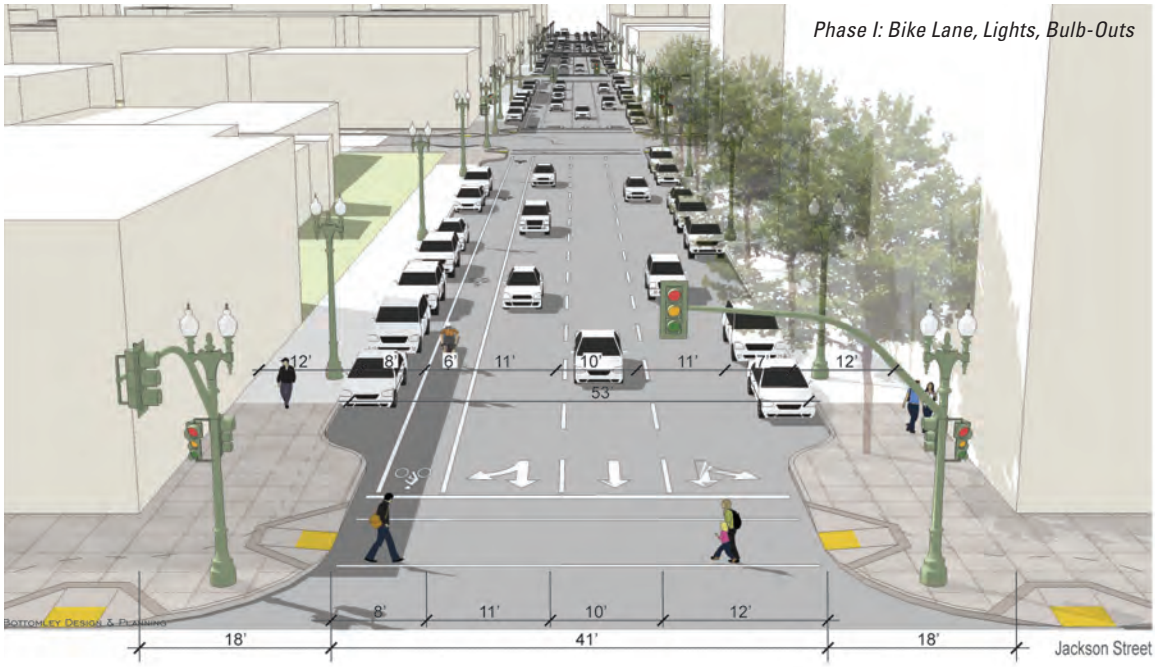


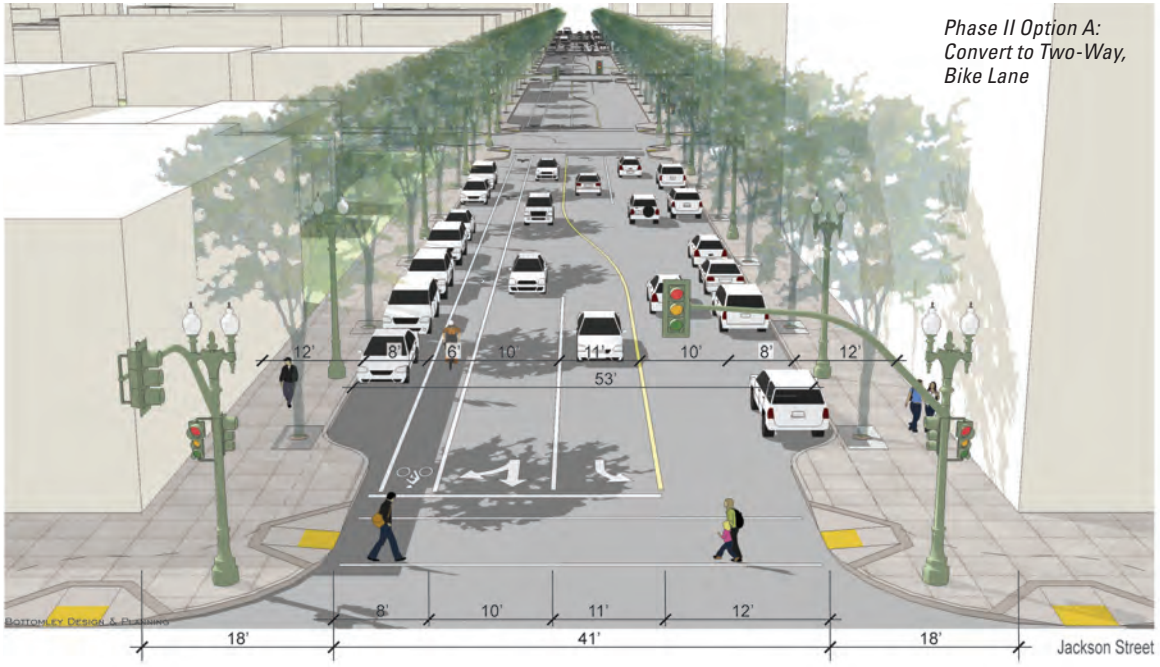
Figure 6.15: 9TH STREET EAST OF CHINATOWN CORE



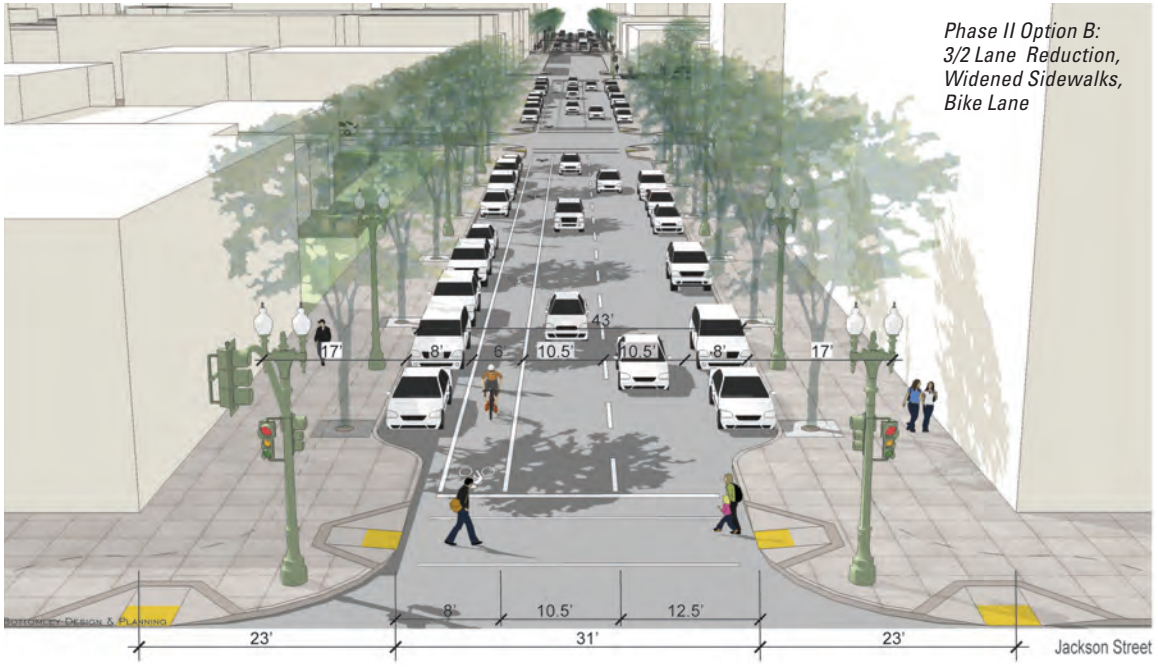
the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Option A: Street conversion from three lanes one-way to three lanes two-way (including left turn lane where needed). 9th Street is a community priority for two-way conversion.
- Option B: Lane reductions from three lanes one-way to two lanes one-way with sidewalk widening to add to the pedestrian realm.

These two Phase II options are illustrated on the continuation of Figure 6.15 on this page.



Phase II Option A: Convert to Two-Way, Bike Lane



Phase II Option B: 3/2 Lane Reduction, Widened Sidewalks, Bike Lane

8th Street Chinatown Core (West of Harrison Street)

8th Street is a one-way westbound arterial with four travel lanes, coupled with 7th Street. It is an important connecting street between the Chinatown commercial center and the Lake Merritt BART Station and was identified as priority pedestrian connection by the community. In addition, this street has been identified as a priority lighting corridor, connecting the BART Station to Chinatown and Laney College. This Plan also designates 8th Street as a transit preferential street, which could result in improvements to bus service such as transit priority signals, signal timing improvements, and bus bulbs to aid boarding and exit. Improvements described here seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

Phase I

Phase I improvements include corner bulb-outs, enhanced pedestrian crosswalks, a bicycle sharrow, and sidewalk amenities including pedestrian-oriented lighting and street trees. These streetscape improvements will apply a design that celebrates the culture and history of Chinatown; this motif will also appear on 9th, Franklin, Webster, and Harrison Streets.

Phase II

Phase II improvements include possible two-way conversion or lane reduction and sidewalk widening. Preliminary future traffic volumes demonstrate that this segment has the potential for a lane reduction, removing a travel lane to accommodate additional non-vehicular amenities. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Option A: Street conversion from one-way to two-way. 8th Street is a community priority for two-way conversion.
- Option B: Lane reduction from four lanes one-way to three lanes one-way and sidewalk widening to add to the pedestrian realm.

The existing configuration and potential Phase II, Option B improvements are shown on Figure 6.16.

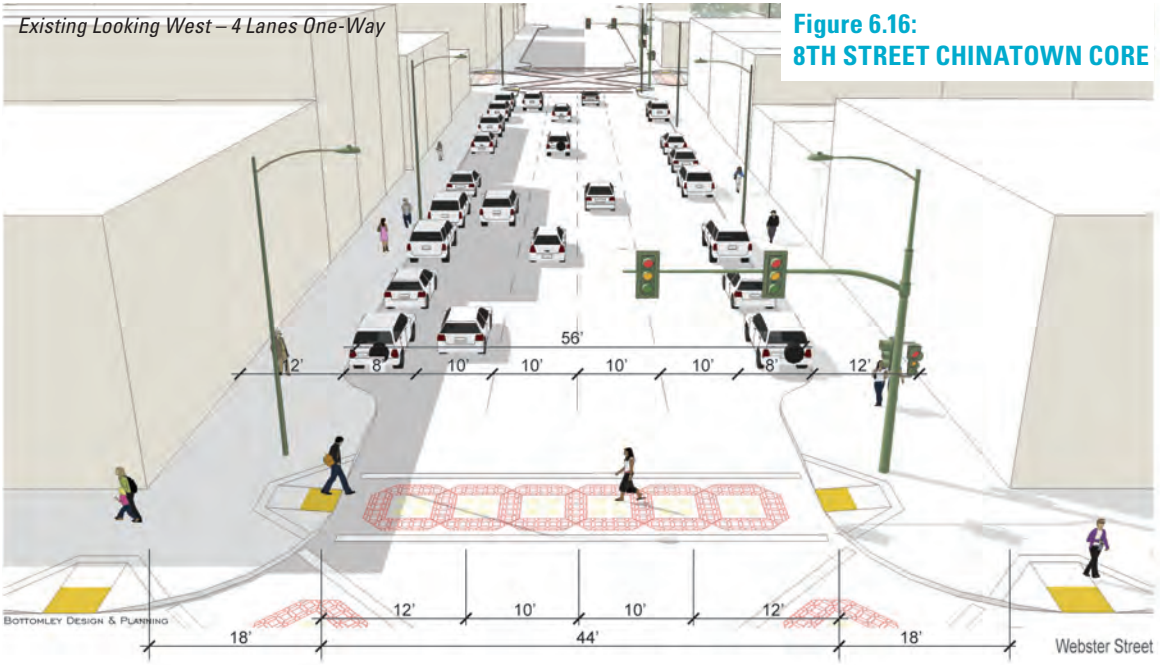


Figure 6.16:
8TH STREET CHINATOWN CORE

8th Street East of Chinatown Core

This segment of 8th Street plays a key role in the Planning Area by linking Chinatown, the BART Station, and Laney College. As in the western segment, streetscape improvements will apply a design that celebrates the culture and history of Chinatown. In addition, this street has been identified as a priority lighting corridor, connecting the BART Station to Chinatown and Laney College. This Plan also designates 8th Street as a transit preferential street, which may result in improvements to bus service such as transit priority signals and signal timing improvements, and bus bulbs to aid boarding and exit.

Phase I

Phase I improvements for 8th Street east of Harrison includes a lane reduction from four lanes one-way to three lanes one-way, Class 2 bike lanes, corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. The existing configuration and Phase I improvements are shown on Figure 6.17.

Phase II

Phase II improvements include possible two-way conversion or lane reduction and sidewalk widening. Preliminary future traffic volumes demonstrate that this segment has the potential for a lane reduction, removing a travel lane to accommodate additional non-vehicular amenities. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Option A: Street conversion from one-way to two-way. 8th Street is a community priority for two-way conversion.
- Option B: Sidewalk widening to add to the pedestrian realm.

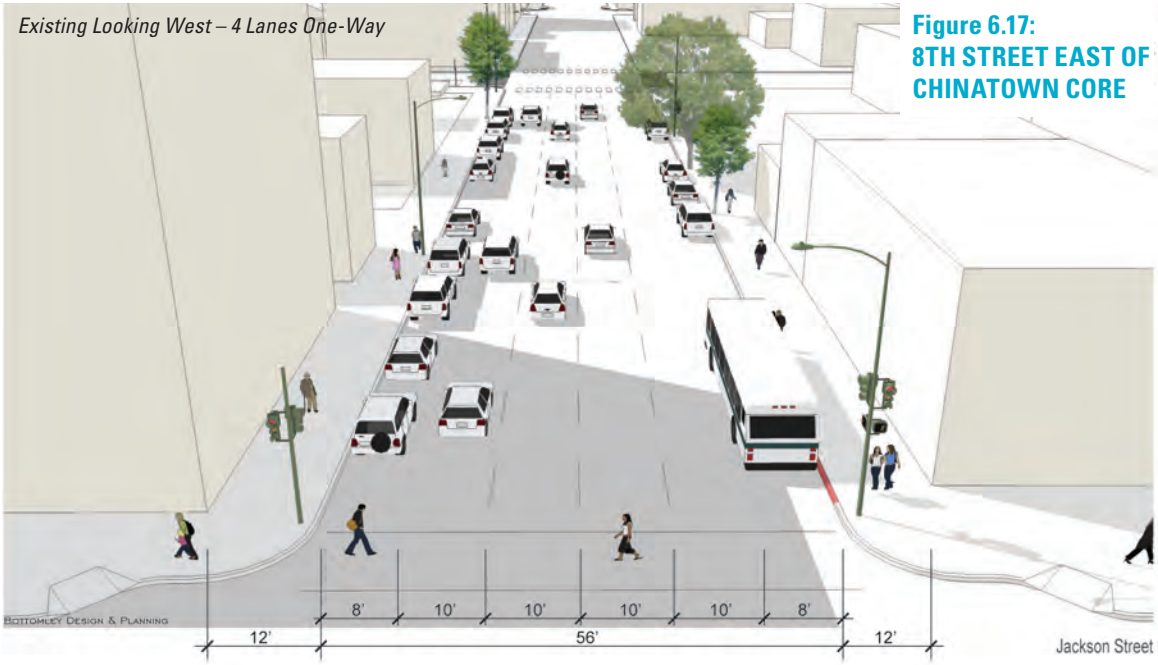
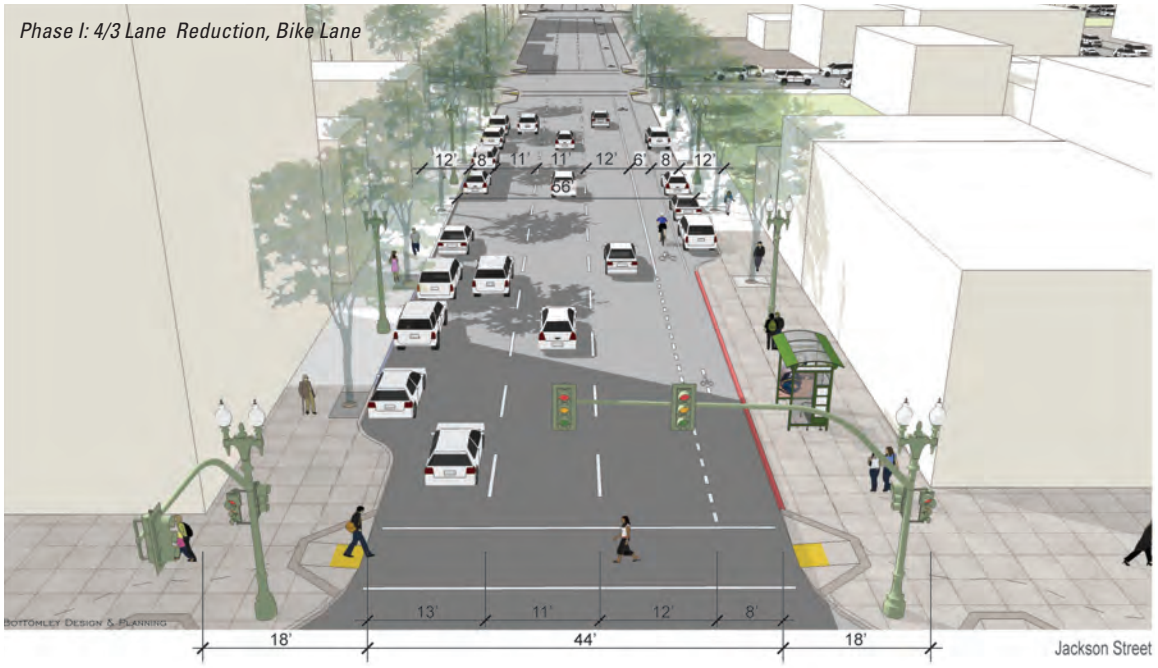


Figure 6.17:
8TH STREET EAST OF CHINATOWN CORE



7th Street West of Fallon Street

7th Street is an important citywide east-west connector, coupled with 8th Street. The segment west of Fallon Street is one-way eastbound with four travel lanes. Preliminary future traffic volumes warrant the need for four eastbound travel lanes between Broadway and Fallon Street. This segment of 7th Street has been designated as a streetscape corridor and as a transit preferential street, which could result in improvements to bus service such as transit priority signals and signal timing improvements, and bus bulbs to aid boarding and exit.

Phase I

Phase I improvements for this segment of 7th Street include corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

Phase II

The community would also like this segment of 7th Street to be studied for possible future conversion to two-way traffic. However, this is highly unlikely due to traffic volumes.

7th Street East of Fallon Street

7th Street east of Fallon Street is a six-lane two-way street that separates the Laney College campus from its main parking lot. This Plan also designates 7th Street as a transit preferential street, which could result in improvements to bus service such as transit priority signals and signal timing improvements, and bus bulbs to aid boarding and exit.

Phase I

The initial concept for 7th Street East of Fallon includes a reduction of three right-turn lanes to two right-turn lanes at the Fallon Street intersection; an expanded median island to create pedestrian crossing refuge; signalized mid-block crosswalk connecting the central portion of Laney College campus and the parking area; corner bulb-outs; and enhanced pedestrian crosswalks. A striped bike lane (Class II) will be added by narrowing the travel lanes. The Measure DD project will also be modifying the 7th Street Bridge over the Lake Merritt Channel (to allow small watercraft to navigate around the existing flood control locks under the bridge) and other infrastructure improvements near the Channel. The existing configuration and potential improvements are shown on Figure 6.18.

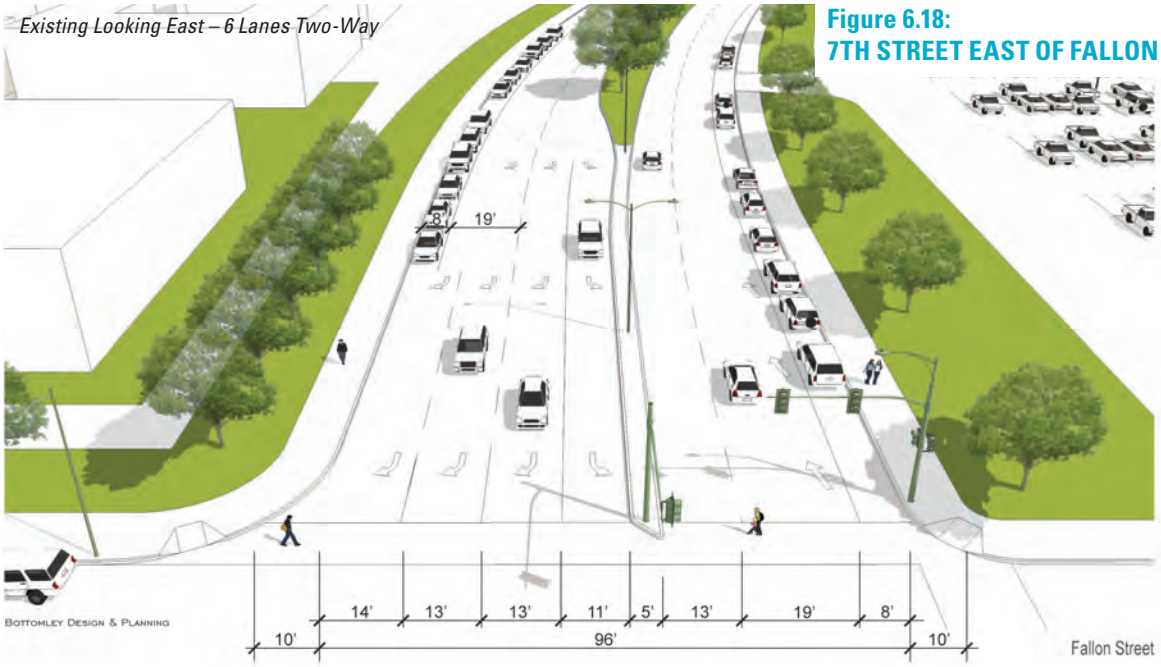
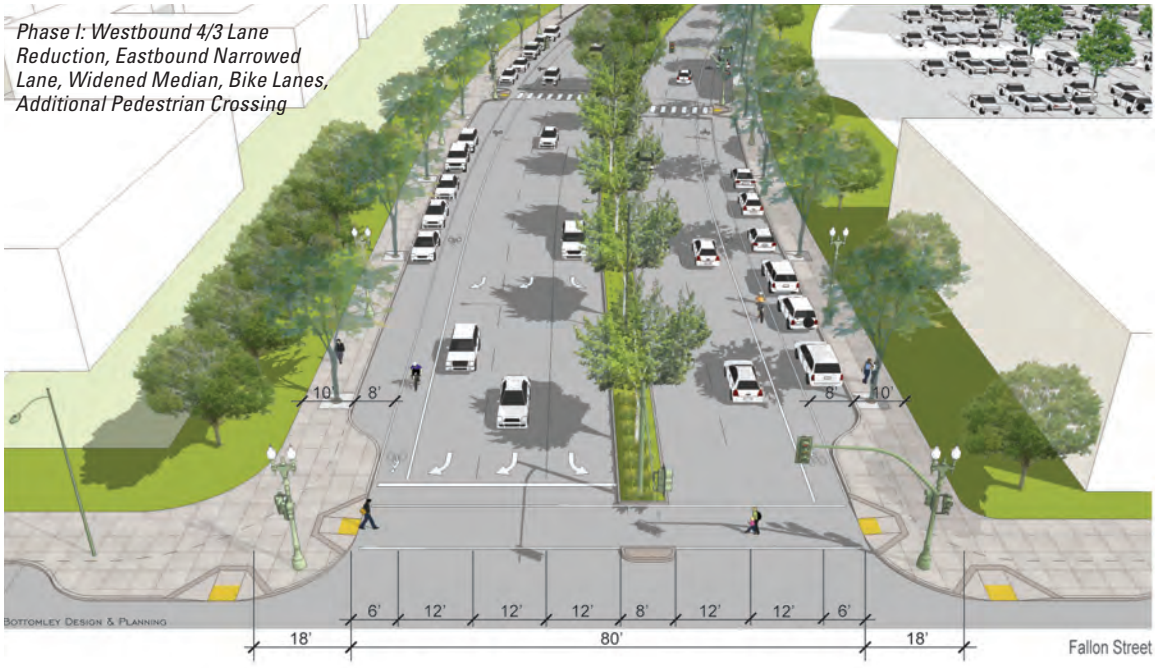


Figure 6.18:
7TH STREET EAST OF FALLON



Franklin Street

Franklin Street is a major north-south corridor and pedestrian street, running through the core of Chinatown. It is proposed to provide bicycle lanes north of 8th Street in the Master Bicycle Plan – this Plan will install sharrows from 8th to 11th streets, with painted Class 2 bike lanes north of 11th Street outside of the congested Chinatown core. Streetscape improvements will apply a design that celebrates the culture and history of Chinatown; this motif will also appear on 8th, 9th, Webster, and Harrison Streets. Improvements described here seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

Phase I

Phase I improvements include corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting, and street trees.

Phase II

Phase II improvements include an interim restriping option, and subsequently possible two-way conversion or lane reduction and sidewalk widening. A single study may be able to cover both lane reductions and two-way conversion. It is possible, however, that striped lane reductions will be quicker and cheaper to study and implement than two-way conversions, so that option may occur significantly sooner as an interim step. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Interim Option: Striping lane reductions from four lanes one-way to three lanes one-way without widening sidewalks, which would avoid precluding future two-way conversion while effectively removing one traffic lane and adding a bike lane north of 8th Street.
- Option A: Street conversion from one-way to two-way. If feasible, this would result in one northbound, one southbound, and one two-way left turn lane. Franklin Street is a community priority for two-way conversion.
- Option B: Sidewalk widening to add to the pedestrian realm (building on the interim option).

Webster Street

Webster Street is a major north-south collector roadway that provides access to Alameda through the Webster Street Tube, runs through the core of Chinatown, and connects the Planning Area to the Jack London District and the waterfront. Webster Street is one-way southbound with four travel lanes and has been identified as a key streetscape corridor and a priority lighting corridor. The City's Master Bike Plan proposes bicycle lanes north of 8th Street. Improvements described here seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic. Streetscape improvements will apply a design that celebrates the culture and history of Chinatown; this motif will also appear on 8th, 9th, Franklin, and Harrison Streets.

Phase I

Phase I improvements include corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

Phase II

Phase II improvements include an interim restriping option with the addition of a bike lane north of 8th Street, and subsequently possible two-way conversion or lane reduction and sidewalk widening. A single study may be able to cover both lane reductions and two-way conversion. It is possible, however, that striped lane reductions will be quicker and cheaper to study and implement than two-way conversions, so that option may occur significantly sooner as an interim step. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Interim Option: Striping lane reductions from four lanes one-way to three lanes one-way without widening sidewalks, which would avoid precluding future two-way conversion while effectively removing one traffic lane and adding a bike lane north of 8th Street.
- Option A: Street conversion from one-way to two-way. If feasible, this would result in one northbound, one southbound, and one two-way left turn lane. Webster Street is a community priority for two-way conversion.
- Option B: Sidewalk widening to add to the pedestrian realm (building on the interim option).

Phase II, Option B improvements to Webster Street between 8th and 11th Streets are shown on Figure 6.19.

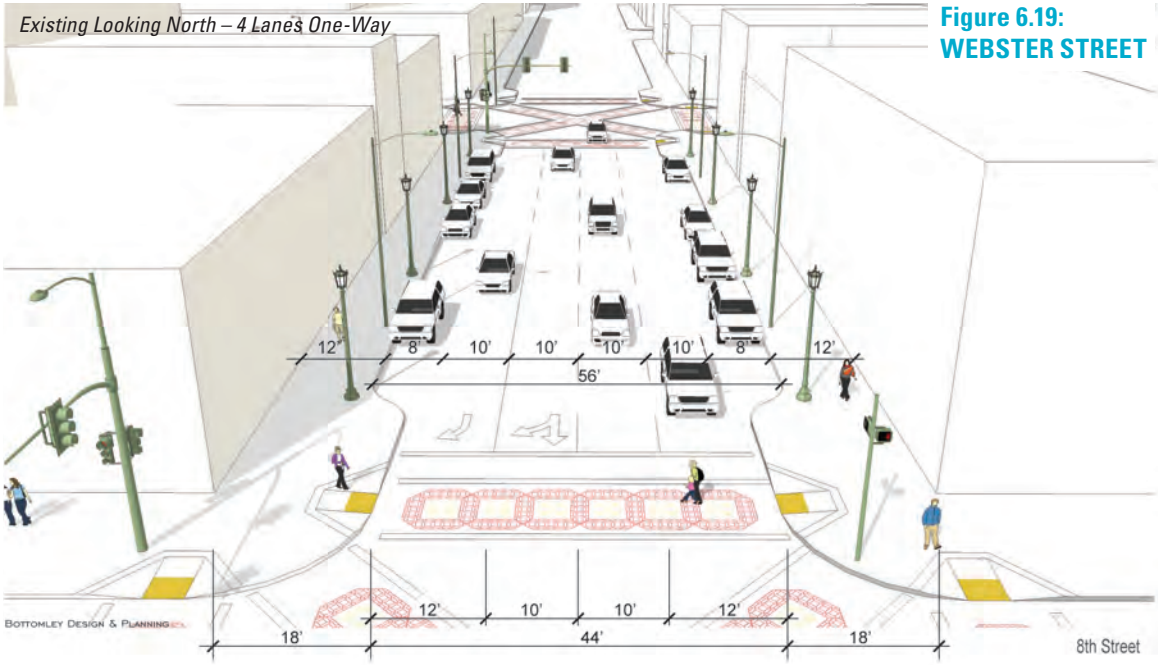
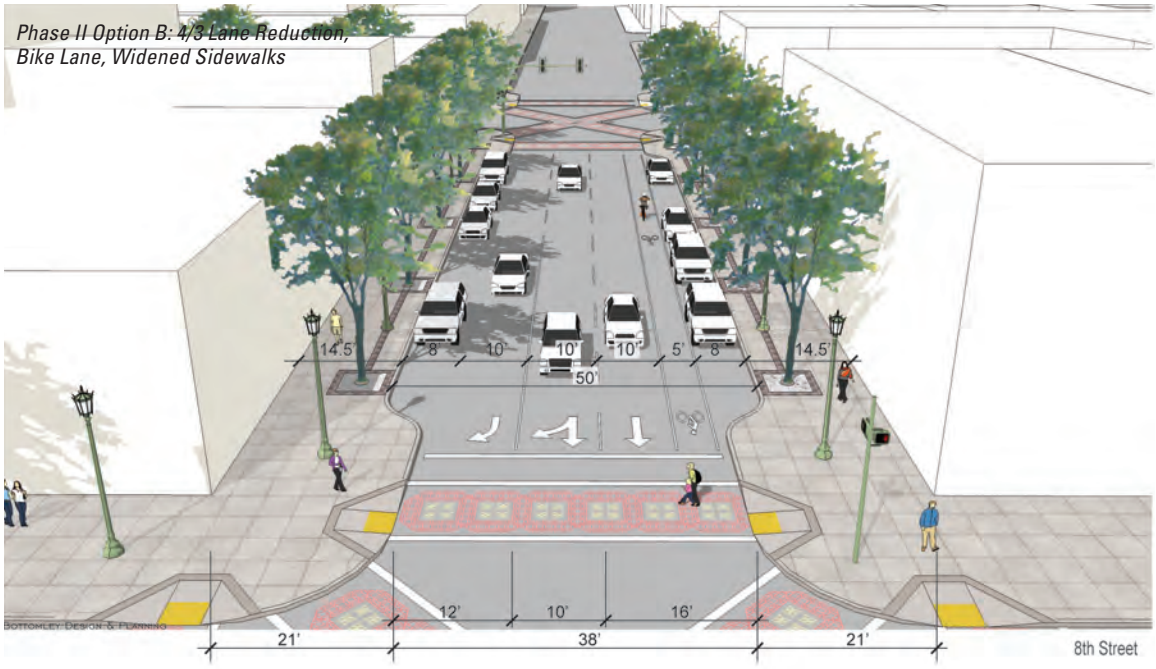


Figure 6.19: WEBSTER STREET



Harrison Street

Harrison Street is a north-south collector roadway that provides access to Oakland from the City of Alameda through the Posey Tube. Between 7th Street and 10th Street, Harrison Street is one-way northbound with three to four travel lanes. North of 10th Street, Harrison is two-way with two travel lanes in each direction. This Plan designates the segment of Harrison Street between the Alameda Tube and 8th Street as a transit preferential street, which could result in improvements to bus service such as transit priority signals and signal timing improvements, and bus bulbs to aid boarding and exit.

Harrison Street is also identified as a key streetscape corridor and a priority lighting corridor. These streetscape improvements will apply a design that celebrates the culture and history of Chinatown; this motif will also appear on 8th, 9th, Franklin, and Webster streets.

Phase I

Phase I improvements for Harrison Street include corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting, and street trees.

Phase II

Phase II improvements include possible two-way conversion; if it is not converted, it is possible that a lane could be reduced and the sidewalk widened. Previous studies have identified the segment between 8th Street and 10th Street as a viable candidate for a two-way street conversion. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Option A: Street conversion from three lanes one-way to four lanes two-way between 10th and 8th Streets. Harrison Street is a community priority for two-way conversion, and highly feasible. This option is shown on Figure 6.20.
- Option B: Lane reduction and sidewalk widening to add to the pedestrian realm.

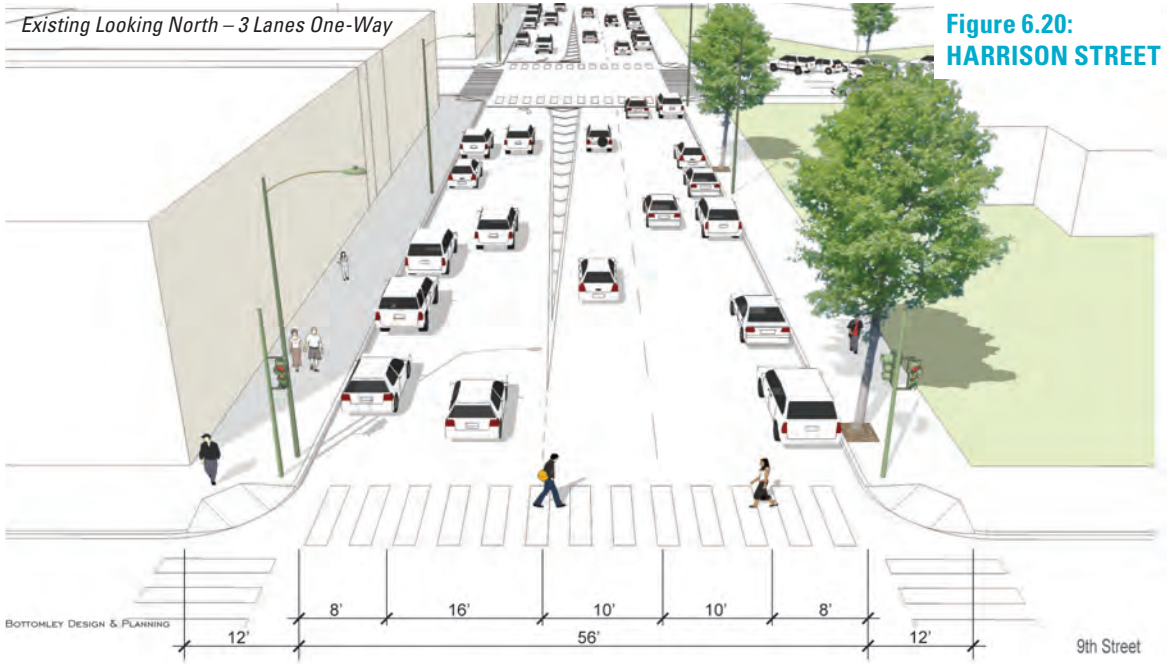
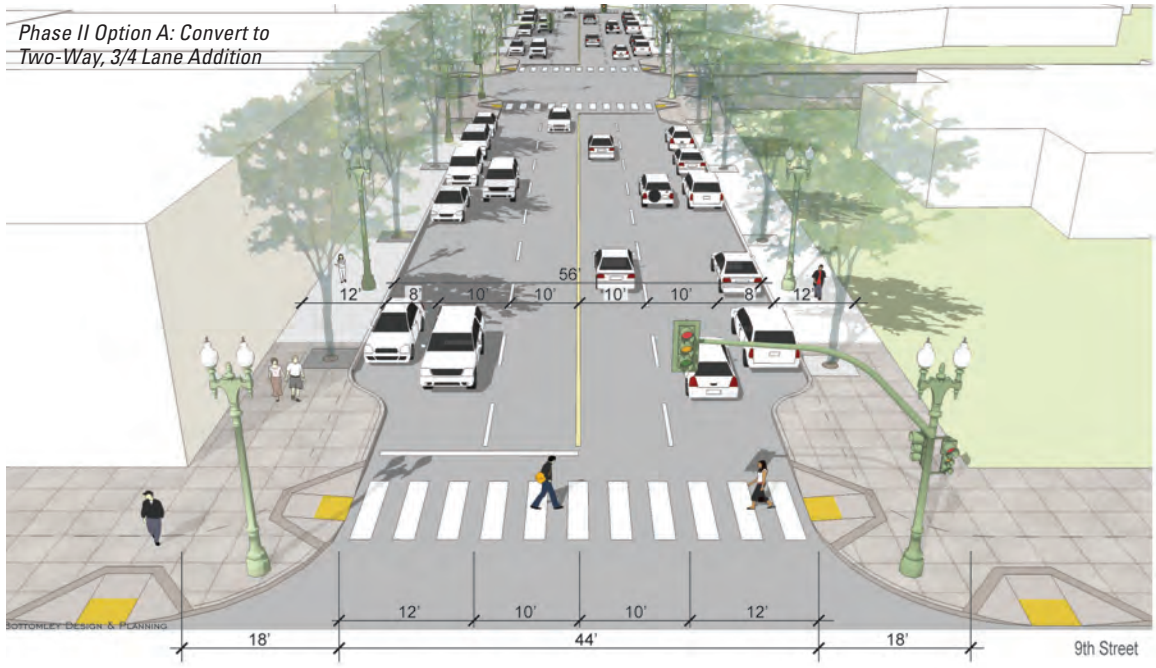


Figure 6.20:
HARRISON STREET



Alice Street

Alice Street is a local street that has been identified as a priority street for lighting improvements. Phase I improvements for Alice Street include corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. These improvements are shown on Figure 6.21. "Festival Street" treatments would be applied to two underused segments of Alice Street that are adjacent to key community resources:

- Along the 14th Street civic link and adjacent to Hotel Oakland (between 13th and 14th Streets).
- Adjacent to Chinese Garden Park (between 6th and 7th Streets).

These festival streets will have special paving and a reduced roadway width with extra-wide sidewalks and low curbs, allowing for easy, temporary closure of those blocks for special events.

Jackson Street

Jackson Street has been identified as a priority lighting corridor within the Planning Area. The Jackson Street undercrossing at the I-880 Freeway has also been identified as needing an improved freeway undercrossing to provide better connectivity to the Jack London District. In addition, this street has been identified as a priority lighting corridor.

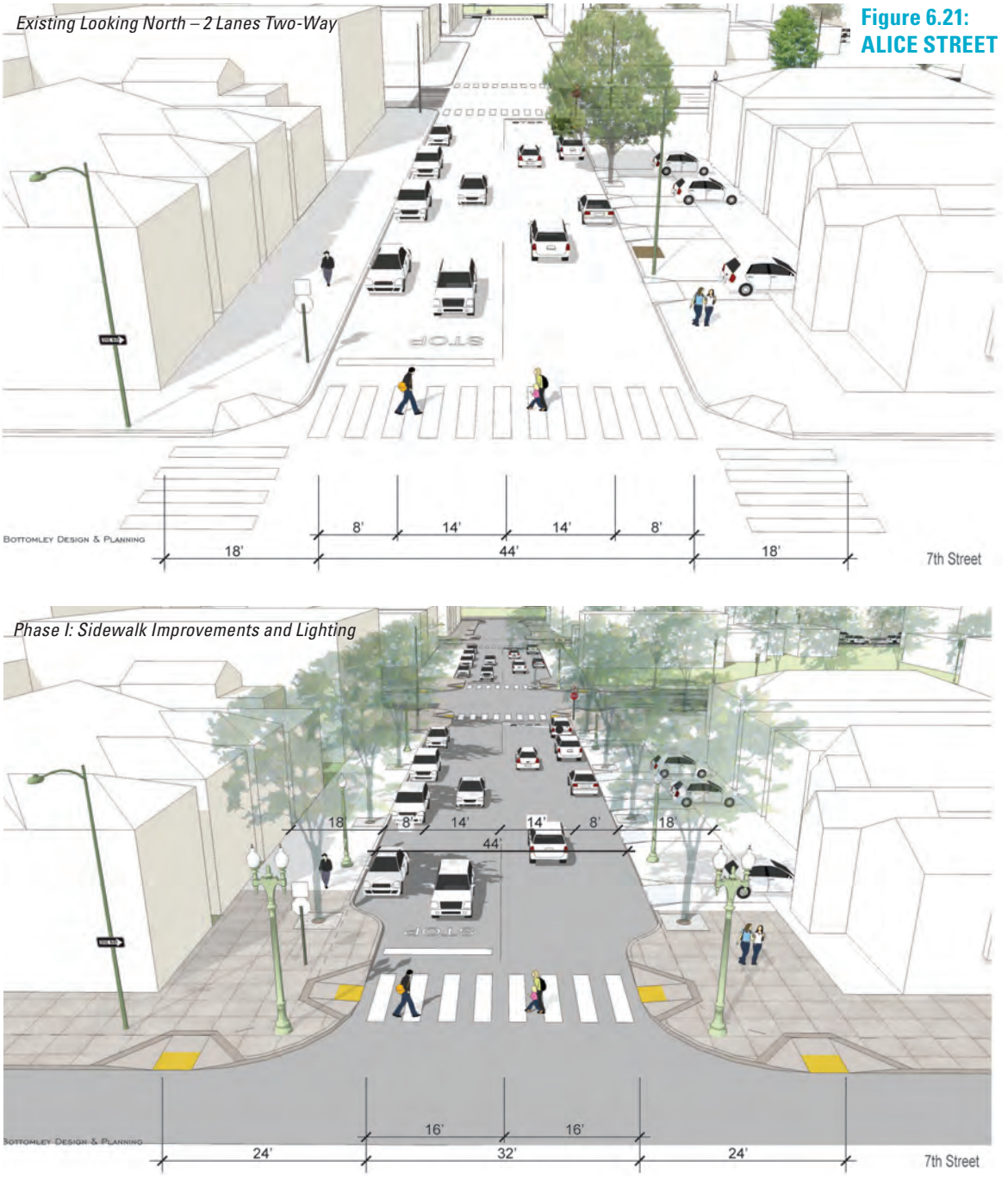


Figure 6.21: ALICE STREET

Madison Street

Madison Street is a one-way, north-south arterial roadway with three southbound travel lanes to the north of the I-880 Freeway. Madison Street provides a south-bound couplet to Oak Street, and thus supports its role as the primary connection between Lake Merritt, the Lake Merritt BART Station, and the Jack London District. Madison Street has been identified as a priority lighting corridor, and Class 2 bike lanes are proposed in the City's Master Bicycle Plan. Additional pedestrian amenities are proposed between 8th Street and 9th Street to improve the connections between the Lake Merritt BART Station and Madison Square Park.

Phase I

Phase I improvements include a restriping lane reduction from three lanes to two travel lanes with periodic turn lanes and the addition of a Class 2 bike lane. The entire street will receive corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting, street trees, and wayfinding – particularly at the BART station. Phase I improvements to Madison Street are shown in Figure 6.22.

Phase II

Phase II improvements include possible two-way conversion or sidewalk widening. After required traffic studies, one of the following adjustments to traffic lanes could be made:

- Option A: Street conversion from one-way to two-way traffic. This street is a low priority for conversion.
- Option B: Sidewalk widening to add to the pedestrian realm (building on Phase I).

Existing Looking North – 3 Lanes One-Way

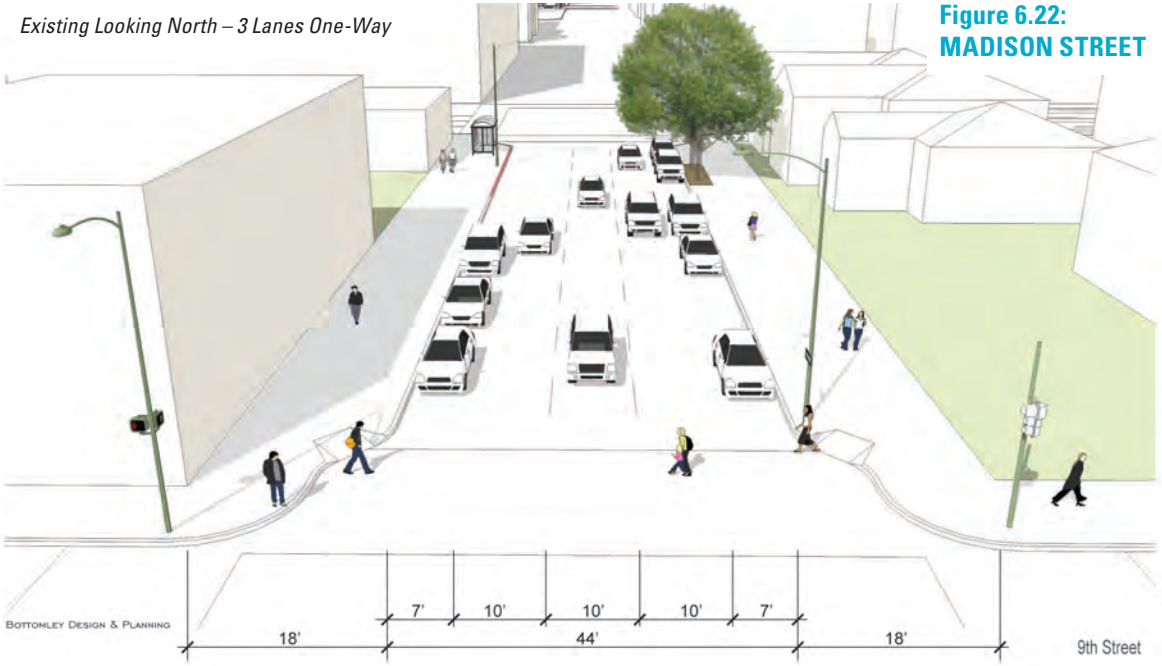
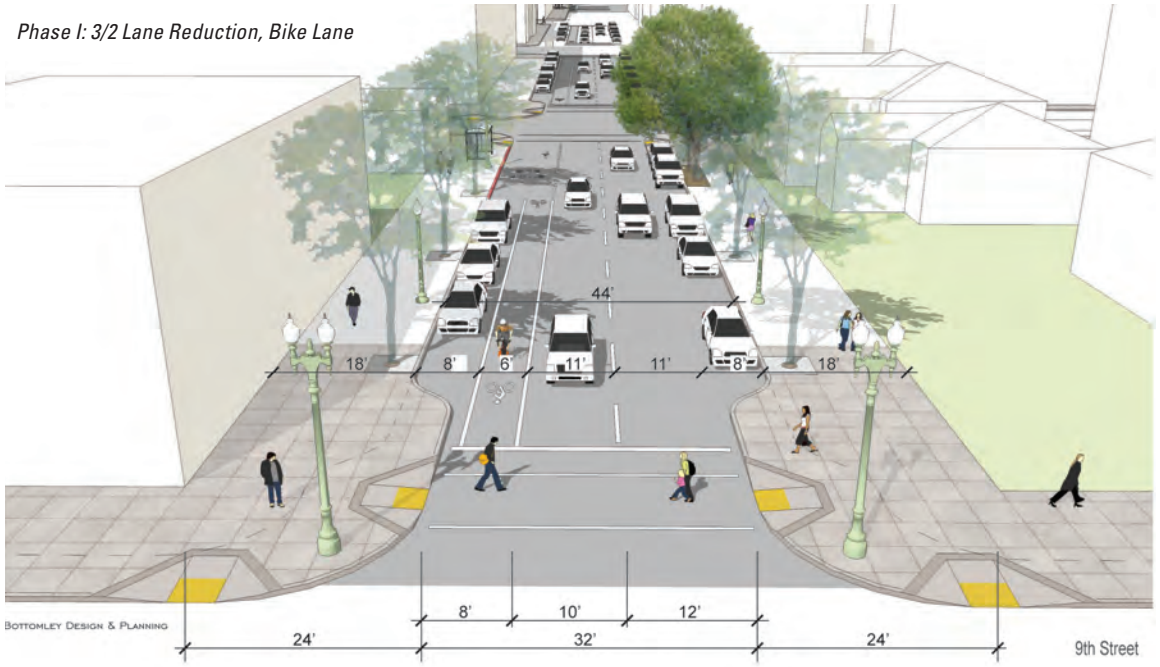


Figure 6.22: MADISON STREET

Phase I: 3/2 Lane Reduction, Bike Lane



Oak Street

Oak Street is a one-way regional north/south connector, providing access to the Lake Merritt BART Station. It has four northbound travel lanes from the I-880 Freeway on, as shown on Figure 6.23 on this page. Oak Street has been identified as a priority lighting corridor, and bike lanes are proposed in the City's Master Bicycle Plan. Oak Street's role as a connector between Lake Merritt, BART, Jack London and the Waterfront will be enhanced through the consistent improvement of walking and bicycling connections between Lake and Waterfront recreation and commercial destinations with lighting, widened sidewalks, street trees, a striped bikeway, and improved street crossings.

Phase I

Phase I improvements include a restriping lane reduction from four lanes to three lanes one-way with the addition of a Class 2 bike lane. The street will receive corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting, street trees, and wayfinding – particularly at the Lake Merritt BART Station. Additional Transit Hub improvements could be made between 8th and 9th Streets.

Phase II

Phase II improvements include possible two-way conversion or sidewalk widening. After required traffic studies, one of the following adjustments to traffic lanes could be made in the longer term, building on the pedestrian improvements already made in Phase I:

- Option A: Street conversion from one-way to two-way traffic. This street is a low priority for conversion.
- Option B: Sidewalk widening to add to the pedestrian realm (building on Phase I).

Phase I and Phase II, Option B improvements to Oak Street are shown on the continuation of Figure 6.23 opposite.

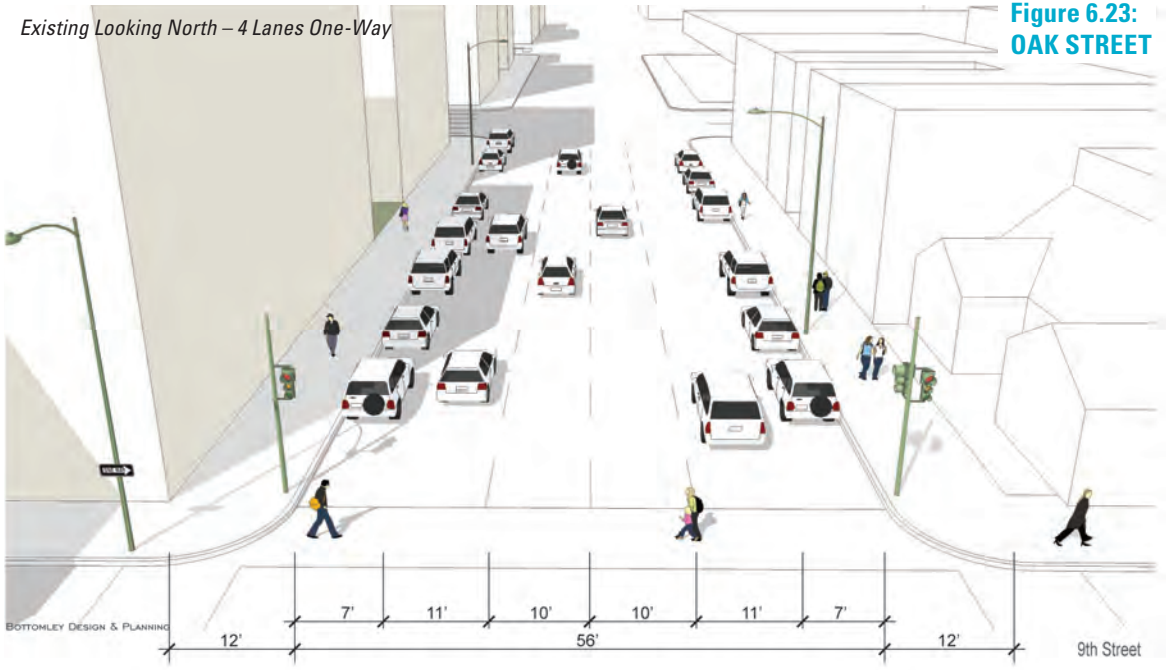
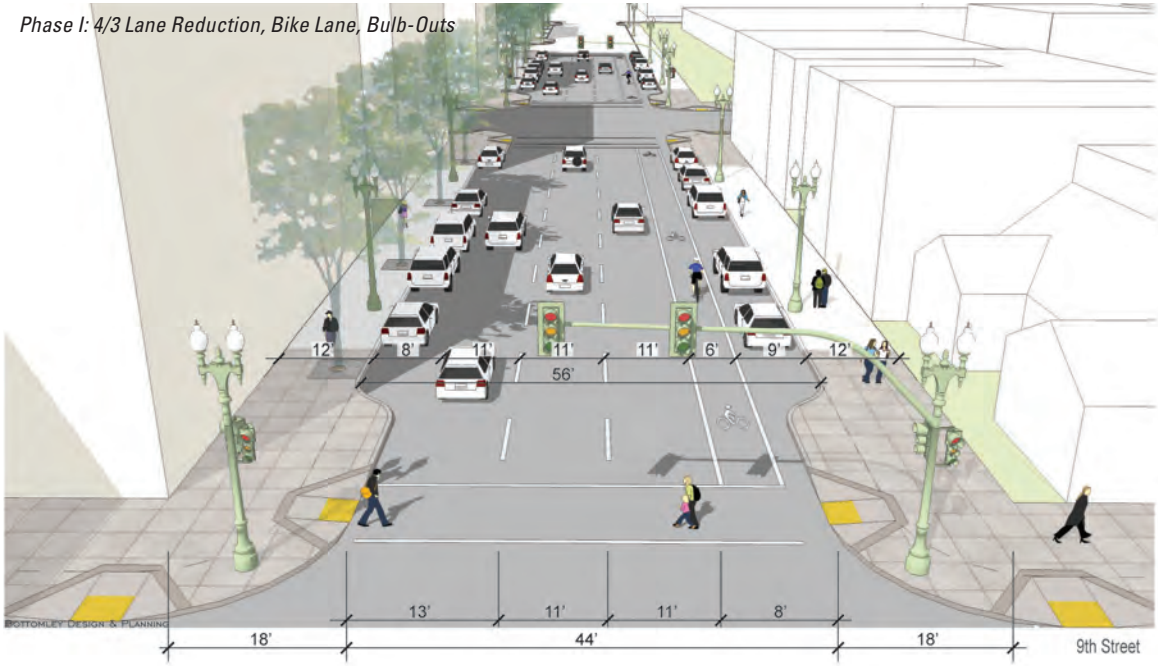
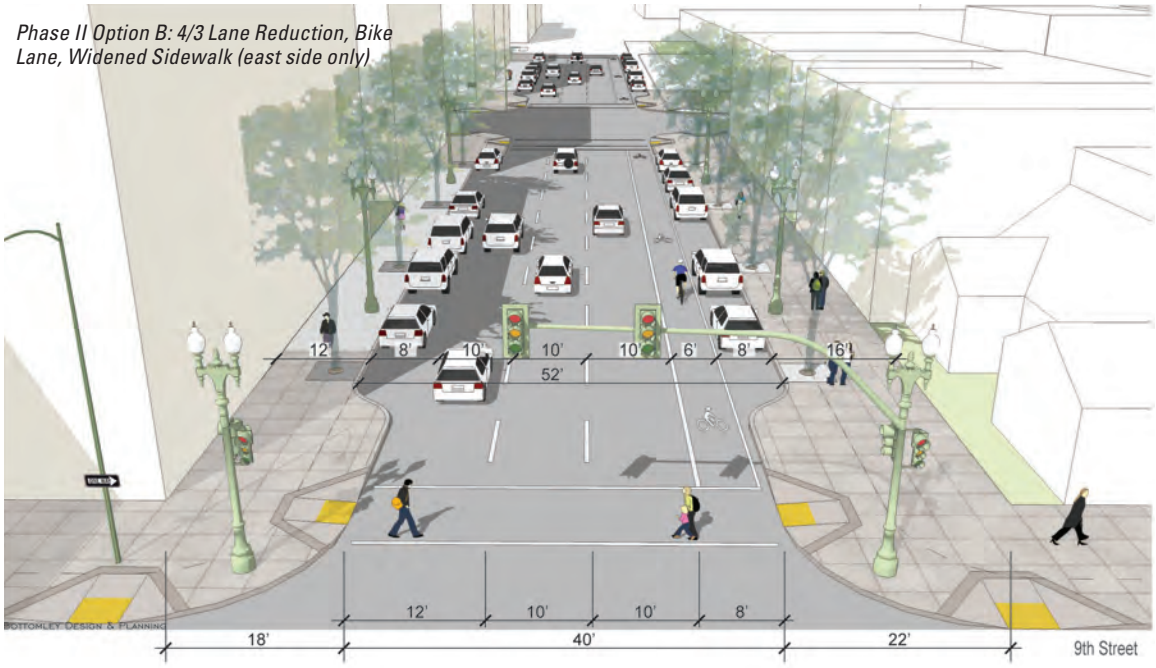


Figure 6.23: OAK STREET

Phase I: 4/3 Lane Reduction, Bike Lane, Bulb-Outs



Phase II Option B: 4/3 Lane Reduction, Bike Lane, Widened Sidewalk (east side only)



Fallon Street (8th to 10th Streets)

Fallon Street is a north-south local two-way street that connects the Lake Merritt BART Station and the entrance to Laney College. The street has one travel lane in each direction, except between 7th Street and 8th Street where it is one-way with three northbound travel lanes.

Phase I

Phase I improvements for Fallon Street include a street width reduction; a "festival street" treatment between 8th and 9th Streets that would link the Laney College main entrance and BART with traffic calming and unique streetscape features to create a street that can easily be converted to public use on weekends or special events with extra-wide sidewalks and low or no curbs. The street will also receive corner bulb-outs, enhanced pedestrian crosswalks, special paving, and sidewalk amenities including pedestrian-oriented lighting and street trees. Existing conditions and proposed improvements to Fallon Street are shown in Figure 6.24.

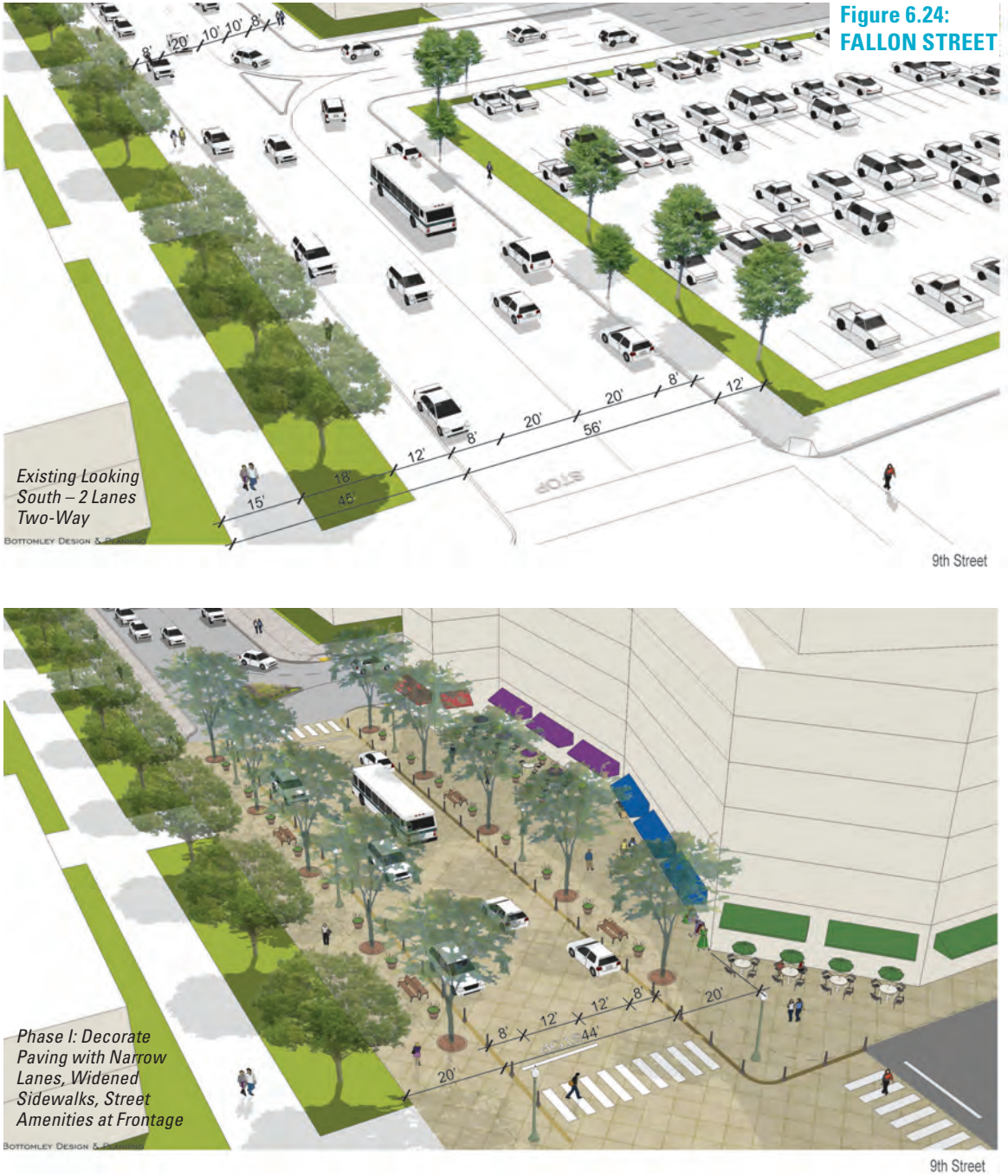
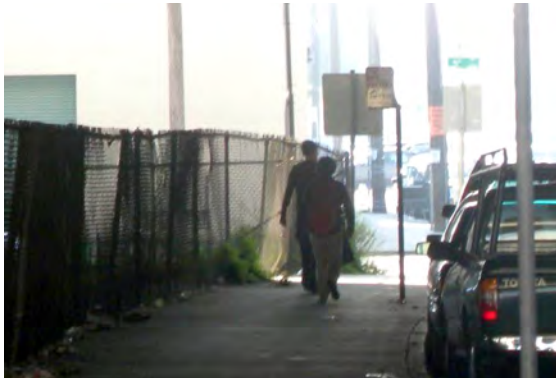


Figure 6.24: FALLON STREET

Webster Street Green

The Webster Street Green could significantly improve the link between Chinatown and the Jack London District. Webster Street from 7th to 5th (including the freeway undercrossing) will have pedestrian-oriented improvements, including additional pedestrian lighting, sidewalk widening, and public art, to improve the comfort, safety, and clarity of access between Chinatown and the Jack London District. Special wayfinding highlighting the Webster Green and uniting the districts is recommended in this area. This Plan designates the segment of Webster Street between the Alameda Tube and 8th Street as a transit preferential street, which could result in improvements to bus service such as transit priority signals and signal timing improvements, and bus bulbs to aid boarding and exit.

This Plan supports the Webster Street Green proposal, which would convert the unbuildable easement above the Alameda Tube and extra roadway capacity to create a linear park running from the waterfront to 7th Street, connecting the Jack London District to the Planning Area. The Green would be a series of spaces programmed with community gardens, paths, picnic areas, and other features that reinforce adjacent land uses. Webster Street south of the Tube would likely be narrowed to one southbound lane with one lane of parallel parking, with 40 to 50 feet of roadway converted to the Green.



Existing highway undercrossings are not pedestrian oriented (top). New active uses, such as recreational uses (middle) or events such as markets (bottom) would improve these spaces.

I-880 Freeway Undercrossings

Improving the I-880 Freeway under-crossings is essential for connecting the Planning Area – including Chinatown, Laney, and the BART Station – to the Jack London District and waterfront areas. All undercrossings – including at Broadway, Webster, Jackson, Madison and Oak are identified as priorities for improved undercrossings. The undercrossings are priorities for improved lighting.

Phase I

Concepts for improving the undercrossings include distinctive design elements that incorporate pedestrian-oriented lighting, corner bulb-outs, enhanced pedestrian crosswalks, pedestrian-oriented lighting at adjacent street corners, and ornamental screen walls with integral lighting. Additional design improvements could include murals and ornamental paving. The under-crossings would be further improved with the addition of active uses, including mobile food or retail. Maintenance will also be a key issue for undercrossing improvements.

Public Health and the Built Environment

The transportation improvements in the Plan promote pedestrian and bicycle mobility by improving the safety and convenience of travel on foot or by bike through improvements to streets and streetscapes. Reducing street widths (such as by reducing vehicle lanes) can lead to reduced vehicle speeds and collision rates, while allowing for increased sidewalk widths. Adding pedestrian-scaled lighting, landscaping improvements, I-880 Freeway undercrossing improvements, and other pedestrian amenities (e.g., lighting, bulb-outs, seating) can encourage people to walk and make walking safer, particularly at key intersections that have a history of being dangerous for pedestrians. Walking is a form of physical activity which can prevent chronic disease, reduce stress, and improve mental health. Mid-block pedestrian crossings may increase pedestrian convenience, but may actually reduce safety if not combined with other safety measures.

The Plan improves bicycle circulation through both bicycle lanes and shared vehicle/bicycles lanes. Bicycle lanes reduce conflicts between bicycles and vehicles and reduce the proximity to tailpipe emissions. As with walking, lane reductions and roadway narrowing can lead to slower vehicle speeds and therefore fewer and less dangerous car/bike collisions.

Green streets proposed by the Plan for 10th Street may further improve air quality and reduce toxins and potential sewer overflow during stormwater events by filtering pollutants and slowing runoff.

The Plan's programming and infrastructure improvements also enhance crime prevention. Street lights that illuminate the sidewalk at night, more "eyes on the street" resulting from new residential and street-level commercial developments, and neighborhood safety patrols (e.g., through a community benefits district) may improve both actual and perceived security in the Planning Area. This in turn promotes pedestrian activities in the Planning Area, including walking, exercising at local parks, and community gathering, all activities important to improved health outcomes.

Table 6.2: SUMMARY CIRCULATION AND STREETSCAPE IMPROVEMENT PHASING & RECOMMENDATIONS

	PHASE I: NO ADDITIONAL STUDY NEEDED			PHASE II: DEPENDENT ON TWO-WAY CONVERSION STUDY FINDINGS		
STREET	**STRIPING FOR BIKE LANES AND/OR STRIPING FOR LANE REDUCTIONS**	**LANE REDUCTION AND SIDEWALK WIDENING**	**BULBOUTS, LIGHTING, SPECIAL PAVING, WAYFINDING, TREES**	**INTERIM PHASE: STRIPING FOR BIKE LANES AND/OR STRIPING FOR LANE REDUCTIONS**	**OPTION 1: TWO-WAY CONVERSION**	**OPTION 2: SIDEWALK WIDENING/LANE REDUCTION**
5th			x			
7th west of Fallon	Existing		x		**x**	
7th east of Fallon			x			
8th Broadway to Harrison	Sharrow		**x**		**x**	x
8th Harrison to Fallon	Lane		**x**		**x**	x
9th Broadway to Harrison	Sharrow		**x**		**x**	x
9th Harrison to Fallon	Lane		**x**		**x**	x
10th west of Madison*	Lane		x		**x**	x
10th Madison to Oak	x		x			
10th Oak to Fallon		x	x			
10th east of Fallon		x	x			
11th			x			
12th			x			
13th			x		x	
14th	Sharrow		x			
Franklin			x	Lane	**x**	
Webster			**x**	Lane	**x**	x
Harrison I-880 to 8th			**x**		**x**	
Harrison 8th to 10th			**x**		**x**	x
Harrison 10th to 14th			**x**			
Alice			**x**			
Jackson			**x**			
Madison	x		**x**		x	x
Oak	x		**x**		x	x
Fallon		x	x			
I-880 Undercrossings			**x**			

* potential addition of diagonal parking (no additional study needed)

Bold x and Yellow= Priority Lighting Corridors

Bold x and Green= Chinatown Coalition priority streets for two-way conversion

Vision

- Increase use of non-automobile modes of transportation.

Goals

Public Safety

- Create safe public spaces by increasing foot traffic, improving lighting, and strengthening linkages.
- Promote safer streets with traffic calming, improved lighting, improved signage, improvements that address the needs of non-English speaking residents and visitors, and improved sidewalks and intersections.

Transportation

- Expand, preserve, and strengthen the neighborhood's access to public transit, walkability, and bicycle access.
- Ensure safety and compatibility of pedestrians, cyclists, and autos through improvements that calm traffic, improve sidewalks, improve intersection crossings, and improve traffic flow and pattern, including reevaluating one-way streets, considering narrowing streets, and reducing speeds. In particular address the flow of traffic using the Posey and Webster tubes.
- Improve connections between existing assets and destinations, including between Chinatown; the Lake Merritt, 12th Street and 19th Street BART stations; Alameda County facilities; and Laney College and between the BART Stations and the Jack London District, including improving the I-880 Freeway undercrossings.
- Develop a parking strategy that includes shared parking and allows access to the area, and particularly to local retail, while also promoting non-auto modes of transportation and makes best use of available land.
- Increase walk, bike, and transit trips.
- Preserve and reinvest in transit services and facilities to make sure operators can continue to provide reliable services.

Policies

The streetscape and circulation policies in this chapter identify priorities and actions for improving the access, safety, and street vibrancy throughout the Planning Area.

Overarching Policies

C-1 **Multi-modal access on 14th Street.** Improve multi-modal access along 14th Street by enhancing the pedestrian and bicycle environment while continuing to accommodate vehicular travel along the corridor. These improvements will enhance citywide connectivity and activate the northern edge of the Planning Area.

C-2 **Pedestrian access in the Chinatown core.** Improve access to the Chinatown core by all modes, and in particular improve the pedestrian experience and safety by implementing pedestrian-oriented lighting and improving pedestrian crossings at key intersections.

C-3 **Targeted operational improvements in the Chinatown core.** Implement targeted improvements in the Chinatown core, such as:

- Improve loading regulations to reduce double parking and congestion.
- Promote improved cleaning of the sidewalks and streets.
- Enhance the overall sense of security in the area.
- Improve access to parking, and enforce compliance with parking regulations that aim to improve the quality of the commercial district.

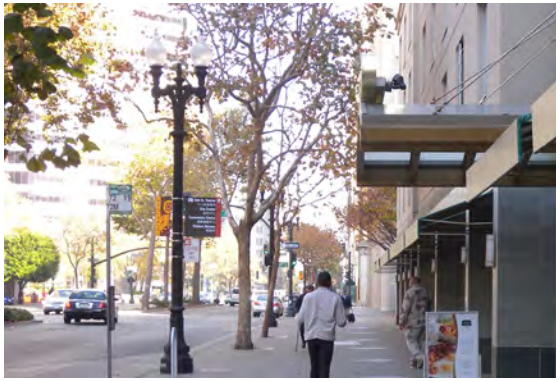
C-4 **Chinatown gateway feature.** Identify with the community appropriate location(s) and style for a gateway feature, announcing the Chinatown District.

C-5 **Clear connections to BART.** Establish clear connections to and from the Lake Merritt BART Station with Chinatown, Laney, Jack London District, and Lake Merritt. Ensure connections are multi-modal, with a focus on pedestrian-oriented amenities, such as lighting.

C-6 **Freeway under-crossings.** Improve the freeway under-crossings for pedestrian safety and comfort by implementing the following improvements between 7th and 5th Streets along Broadway, Webster, Jackson, Madison, and Oak Streets:

- Pedestrian-oriented improvements such as special pedestrian-oriented lighting, murals, or ornamental screening.
- Improving and/or activating the spaces under the freeway.
- Providing improved directional signage for pedestrians, bicyclists, and drivers.

C-7 **Connections to the Eastlake Gateway District.** Improve connections between the Eastlake Gateway District and the rest of the Planning Area by improving connections along 10th Street.



Improved pedestrian comforts includes calmed traffic, improved street crossings, and street trees for shade. Street lighting should build on the existing scheme used in Chinatown (middle) with new compatible features incorporated as desired (bottom).

C-8 **"Festival street" on Fallon Street.** Establish a "festival street" on Fallon Street that accommodates all modes of travel in order to better connect the Lake Merritt BART Station to the Laney College campus, and include pedestrian-oriented lighting and a decorative surface to also function as a plaza during periodic closures for community events.

C-9 **Laney College connections and access.** Promote movement through and throughout the Laney College campus, connecting the neighborhood to the Lake Merritt Channel, OUSD's Downtown Educational Complex, the planned Oak to 9th development, BART, the East Lake Gateway, Lake Merritt open space, and the Bay Trail.

- Work with Laney College to develop a wayfinding system that links the college to the community and to BART.
- Place signs and other devices to show a walking route from Fallon, through the college campus, and down to the water's edge.
- Improve streetscape quality and intersection safety to make connections more pedestrian friendly. Focus on enhancing the east-west connections provided by 7th and 10th Streets east of Fallon Street, and calm traffic on 7th Street east of Fallon Street to link Laney College's properties. Improvements include:
  - Reduced turn lane and widened median on 7th Street approaching Fallon Street.
  - Bike lanes on 7th Street east of Fallon Street.
  - Priority intersection improvements on 7th at four locations: at Fallon Street, at the Laney College 7th Street entrance, at the Lake Merritt Channel, and to connect the athletic fields and Peralta Administration site.
  - Priority intersection improvements on 10th at two locations on either side of the Kaiser Auditorium.
  - Mid-block crossings may warrant flashing pedestrian crossing lights.

Phasing Key Circulation Improvements

C-10 **Phase I improvements.** Implement Phase I improvements as shown on Figure 6.2, outlined in Table 6.2, and outlined in section 6.4.

C-11 **Studies for Phase II Conversion.** Conduct necessary studies to determine feasibility of two-way conversion. A two-way conversion study should address all streets noted in Table 6.2 for potential conversion, or several smaller studies may be conducted, prioritized as follows:

- Streets that are high community priority and highly feasible:
  - 9th Street.
  - 10th Street west of Madison.
  - Harrison between 8th and 10th.
- Streets that are high community priority, more difficult to implement:
  - 7th and 8th Streets couplet.
  - Franklin and Webster Streets.
- Lowest community priority:
  - Madison and Oak Streets couplet.
  - 13th Street.

C-12 **Phase II improvements.** Implement Phase II improvements as shown on Figure 6.3, outlined in Table 6.2, and outlined in section 6.4, based on the findings of the two-way conversion studies.

C-13 **Phase II sidewalk widening.** Where two-way conversion is determined to be undesirable, conduct necessary studies and implement lane reductions and sidewalk widening.

C-14 **Phase II Interim improvements on Franklin and Webster.** Implement interim Phase II striping improvements on Franklin and Webster subsequent to intersection analysis.

C-15 **AC Transit Operations.** Study the impacts of any traffic lane changes—lane reductions, lane removals, or two-way conversions—on bus operations, and work to reduce any identified impacts.

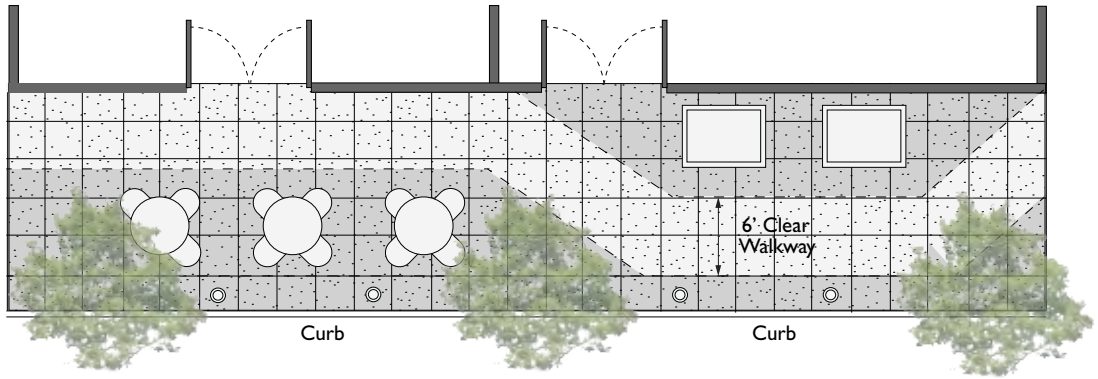


Figure 6.25: CLEAR PEDESTRIAN ACCESS

Pedestrian Improvements

Pedestrian Safety, Crossings and Traffic Calming

C-16 **Pedestrian safety.** Prioritize pedestrian improvements and traffic calming near locations where the safety of youth and elders would be most enhanced. These locations would include Lincoln Recreation Center, Chinese Garden Park, the OUSD Downtown Educational Center, and Madison Square Park.

C-17 **Streetscape improvements for safety and character.** Implement streetscape improvements throughout the Planning Area as outlined in Figure 6.9 in order to improve safety and help provide a unique character for the area.

- Implement new pedestrian-oriented lighting on identified priority lighting corridors.
- Implement intersection improvements at key intersections identified in Figure 6.9.
- Implement "festival streets" on a low-traffic street near the BART station and key community destinations.
- Incorporate way-finding signage, and cultural markers throughout the Planning Area on key streets.

C-18 **"Scramble system."** Install a four-way crosswalk or "scramble system" at the following intersections to expand on the successful system that exists in the Chinatown Core:

- 10th and Webster streets.
- 8th and Harrison Streets.
- 9th and Harrison Streets.

C-19 **Corner "bulb-outs."** Provide corner "bulb-outs" and curb extensions. Prioritize bulbouts at key intersections identified in Figure 6.9.

C-20 **Vehicle "stop lines."** Paint/re-paint vehicle "stop lines" at least five feet back from crosswalks as intersection improvements are completed, to reduce vehicle intrusions into pedestrian crossing areas.

Wide sidewalks should allow space for sidewalk vending and outdoor seating, street amenities, and a six-foot clear pedestrian walkway.

C-21 **Traffic signals and timing coordination.** Coordinate traffic signals and timing to calm traffic and improve the pedestrian experience throughout the Planning Area:

- Provide pedestrian "count down" timers, where not already installed (the City already has a policy to install them gradually).
- Increase the pedestrian crossing times at intersections, to provide additional crossing times as required in *2010 California Manual of Uniform Traffic Control Devices.* Within one block of senior centers, daycare and recreation centers, provide "press and hold" pushbuttons at signals that allow pedestrians to request a longer crossing time (this would require new traffic signal control equipment and programming).
- Coordinate traffic signals so vehicle speeds are 25 mph or less.
- Keep signal cycle lengths—the time needed to repeat a series of green/yellow/red signals—as short as possible, in order to minimize waiting times for signals and minimize crossing against the red.
- Provide a leading "WALK" interval prior to the display of a green light to vehicles, so that pedestrians may safely begin crossing a street before vehicles start making turning movements.

C-22 **Part-time turn prohibitions.** Use part-time turn prohibitions where there are significant pedestrian/vehicle conflicts due to turning movements. For example, right turns on red could be prohibited near Lincoln Elementary school during school hours.

C-23 **Traffic signal at 7th and Alice.** Study the implementation of a traffic signal at 7th and Alice Streets to slow traffic and provide safe crossings of streets. If a traffic signal is not warranted, install pedestrian flashing yellow lights embedded in the roadway that can be activated by pedestrians waiting to cross.

C-24 **Mid-block pedestrian crossings.** Add mid-block pedestrian crossings at three locations along 7th Street, between Fallon Street and 5th Avenue, and two locations along 10th Street, east of Fallon Street, to improve pedestrian access to Laney College and parks. These crossings will have striping and signage, and are recommended to be accompanied by

- flashing yellow lights embedded in the roadway if feasible, that can be activated by pedestrians waiting to cross; or
- full traffic lights requiring traffic to stop.

Sidewalks and Street Vending

C-25 **Pedestrian-scaled lighting.** Add or enhance pedestrian-scaled lighting, as shown on Figure 6.9 at the following locations:

- On key streets, as shown in Figure 6.9, covering segments of 14th, 9th, 8th, Webster, Harrison, Alice, Jackson, Madison, and Oak Streets.
- Around the BART Station.
- Under the I-880 Freeway along pedestrian under-crossings.

C-26 **Six-foot clear pedestrian access.** Ensure sidewalks include a minimum of six feet clear for pedestrian access, as shown in

Figure 6.25. A minimum width of six feet should be maintained along sidewalks, clear of any obstacles including sidewalk vendor stands, to allow smooth pedestrian movement, especially on heavily traveled sidewalks in the Chinatown core.

C-27 **Sidewalk vending.** Amend Oakland Municipal Code Section 12.04.090 to allow the use of the sidewalk right-of-way in front of businesses within the Chinatown Core Area for vending without the need for a yearly permit fee, provided that at least six feet of clear space for the use of pedestrians is maintained at all times.

C-28 **Parking pay booth and newsstand consolidation.** Replace parking meters with central pay booths and consolidate newsstands in order to increase the effective sidewalk width within the Chinatown core.

C-29 **Community sidewalk access education.** Educate Chinatown merchants about sidewalk standards and policies and enforce sidewalk access policies and standards with warnings, written citations, and fines.

Bicycle Improvements

C-30 **Bike lanes and routes.** Implement the policies and improvements of the City's Bicycle Master Plan in the Planning Area, with the adjustment of replacing Class 2 bike lanes with Class 3A marked routes, using sharrows, within the Chinatown commercial core. New improvements in the Plan, as shown on Figure 6.6, include the following:

- Class 2 bike lanes on:
  - Oak and Madison Streets.
  - 8th and 9th Streets outside of the Chinatown core (east of Harrison Street).
  - Webster and Franklin Streets north of 8th Street.
  - 10th Street east of Madison Street.
- Class 3A bike routes (sharrows) on:
  - 8th and 9th Streets in the Chinatown core (west of Harrison Street).
  - 14th Street.

C-31 **Bikeway configurations.** Evaluate the appropriate bikeway configurations for 8th and 9th Streets in the Chinatown core after street loading and double parking conflicts have been resolved.

See the "Loading and Deliveries" section for policies that address loading and double parking.

Transit Access Improvements

Short-term improvements can be implemented in a six to 24 month time frame, are exempt from CEQA or require minimal review, and require minimal inter-agency coordination. Long-term improvements are likely to take more than 24 months to complete, may require CEQA review, and/or require significant inter-agency coordination.

Transit Streets

C-32 **Transit preferential streets.** Designate 7th, 8th, 11th, and 12th Streets, Broadway, and the Alameda tube entrance and exit as transit preferential streets.

C-33 **Transit service improvements.** Work with AC Transit to improve transit service on transit preferential streets through restricted bus lanes on 11th and 12th Streets, transit priority signals and signal timing improvements. Also ensure design of bulbouts do not interfere with bus service; where bulbouts are installed on transit preferential streets design them so that they serve the buses by aiding boarding and exiting.

C-34 **Parallel on-street parking.** Maintain parallel on-street parking along transit preferential streets and do not convert it to diagonal parking.

Curb Management

Short Term Actions

C-35 **Directional signage at the BART Station.** Work with BART to install bus, taxi and passenger pick up directional signs inside and outside of the Lake Merritt Station.

C-36 **Curb management.** Repaint curbs and relocate metered parking adjacent to the Lake Merritt Station to adequately accommodate curbside buses, taxis, and kiss-and-ride locations.

Passenger loading zones would reduce the congestion caused by vehicles double-parking and blocking moving traffic lanes and enhance the safety of passengers. This zone could be located on the south side of 9th Street between Oak and Fallon Street.

C-37 **Parking spaces for BART police and maintenance staff.** Identify designated parking spaces for BART police and maintenance staff near the stairwells/elevator headhouse. Move BART police vehicle parking from the west side of Oak Street to the north side of 8th Street.

C-38 **Enforcement.** Enforce no parking and restricted parking zones.

Medium and Longer Term Actions

C-39 **Additional taxi loading zone.** Add a second taxi loading zone, if surveys indicate that there is demand after the first taxi zone is in place.

C-40 **Electric vehicle facilities.** Create electric vehicle parking/recharging stations adjacent to the Lake Merritt BART Station.

C-41 **Motorcycle/moped parking area.** Designate a motorcycle/moped parking area.

Pedestrian Access

Short Term Actions

C-42 **Multi-lingual wayfinding signage.** Provide multi-lingual wayfinding signage to guide travelers to the Lake Merritt BART Station.

C-43 **Pedestrian-oriented lighting at the BART Station.** Improve lighting for pedestrians at the Lake Merritt BART Station, in particular at bus waiting areas on Oak Street, 8th Street, and 9th Street.

Medium and Longer Term Actions

C-44 **I-880 Freeway undercrossings.** Provide enhanced pedestrian signage and lighting under the I-880 Freeway to better connect the Lake Merritt BART Station and the AMTRAK Jack London station at 2nd and Alice Streets.

Bicycle Access

Short Term Actions

C-45 **Bicycle lockers or secure bike parking at the BART Station.** Work with BART to add bicycle lockers or secure bike parking at the Lake Merritt BART Station.

Provide a bike corral in the station plaza, as near as possible to station entrances, providing around 115 additional bike spaces to meet existing demand and 25 additional spaces by 2035.

Transit

Short Term Actions

C-46 **Bus access.** Work with BART and AC Transit to make the following enhancements to bus access:

- Move bus stops to improve visibility and operations.
- Improve the bus waiting area comfort and safety.
- Design pedestrian improvements, such as corner bulb-outs, to not conflict with bus operations.
- Maintain 11-foot travel lanes where AC Transit bus routes exist.
- Where bus layovers exist, parking lanes must be at least 10 feet wide to allow the buses to layover outside of the bike lane.

C-47 **Schedule and operations information.** Work with BART to provide the following information in or at the Lake Merritt BART Station:

- Provide a NextBus arrival screen at transit passenger waiting area. Include time information on the Alameda shuttle if possible.
- Provide a transit kiosk with detailed information on transit options at the hub, with all information in English and Chinese.
- Provide bilingual instructional signs for BART ticket and change machines.

Parking

C-48 **Angled parking on 10th Street.** Modify 10th Street to the west of Madison Street by removing a lane of traffic and transforming the on-street parking from a parallel to angled configuration to accommodate additional on-street public parking spaces.

C-49 **No BART parking replacement.** Work with BART to eliminate their parking replacement policy for the Lake Merritt Station. New development of the existing BART parking lots would therefore not be required to provide new parking spaces to replace any lost. Improvements to pedestrian, bicycle, bus access to the BART station will ensure that no ridership is lost.

C-50 **Off-street parking visibility and use.** Improve the visibility and use of existing private and public off-street parking lots with pedestrian-oriented lighting and directional signage for drivers.

C-51 **New public parking.** Encourage new development on existing public parking garages (such as sites 8 and 11) to include structured public parking.

C-52 **Improve safety of transit access at Laney College.** Reduce the parking demand generated by Laney College students by improving the safety of transit access, particularly at night, and working with BART and AC Transit to ensure that routes and schedules serving Laney College meet student needs.

C-53 **Unbundled parking cost.** Encourage new residential development to unbundle the cost of parking from housing cost.

C-54 **Enforcement.** Increase enforcement of time limits for on-street parking in the Chinatown core.

C-55 **Parking pricing.** Study the efficacy of increasing on-street parking rates in high demand locations and reducing costs in less used areas (such as in off-street parking garages) to make the best use of available spaces. Implement a marketing program to educate the public about available parking areas and varied costs.

C-56 **Parking requirements.** Reduce parking minimum requirements in the entire Planning Area.

C-57 **On-street bicycle parking.** Install on-street bicycle parking, at major destinations such as the Chinatown core, the Main Library, Laney College, Lincoln Elementary, and the OUSD Downtown Campus.

Bicycle parking at the BART Station is addressed above in transit access.

C-58 **Transportation demand management.** Require new large employers to implement Transportation Demand Management (TDM) measures, and encourage existing employers such as Laney College and Alameda County to implement similar measures, such as:

- Designate a TDM coordinator who would distribute information to employees to promote TDM programs.
- Carpool and vanpool ride-matching services and provision of car sharing parking spaces.
- Guaranteed Ride Home Program, which allows transit users and car/vanpoolers access to free or reduced taxi service to get home in case of an emergency.
- Subsidized transit passes for area employees and/or a parking cash-out program.
- Bicycle parking, both short and long term, located near entrances.
- Showers and lockers.

Loading and Deliveries

C-59 **Truck loading.** Provide each block within the Chinatown core with metered truck loading zones with 30-minute time limits between 7:30 AM and 10:00 AM. After 10:00 AM, on-street parking will be metered and limited to 30 to 60 minutes. A few high-loading blocks should maintain loading spaces from 7:30 AM to 6:00 PM, where loading spaces would be consistent with other improvements. Recommended locations for longer-term loading spaces include the following, as they have been identified as having high occurrence of double parking, and they do not conflict with proposed bicycle lanes:

- The north side of 7th Street between Webster Street and Harrison Street;
- The south side of 8th Street between Franklin Street and Webster Street;
- The south side of 10th Street between Webster Street and Harrison Street;
- The east side of Webster Street between 9th Street and 10th Street.

C-60 **Enforcement.** Increase the effectiveness of parking enforcement by using walking beats to give violations and give multiple tickets for vehicles parked in the same space for long periods.

7 COMMUNITY RESOURCES

IN THIS CHAPTER

Community Resources

Community resources, including cultural and historic resources, schools, and other community facilities, are key components to a vibrant and complete neighborhood. The Planning Area includes a diverse range of community resources, including the Chinatown neighborhood, Oakland Asian Cultural Center, Oakland Museum of California, Lincoln Elementary School and Laney College. The Lake Merritt Station Area Plan will enhance and build upon the existing community resources within the Planning Area while highlighting its historical, cultural and educational assets.

This chapter establishes policies that address historical and cultural resources and community and educational facilities. Protecting historic resources, enhancing access to cultural resources, activating and programming public spaces, and capitalizing on educational facilities all support the Plan's vision.

7.1 Historic Resources

The Planning 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. This Plan seeks to capitalize on these opportunities through preservation and restoration of historic buildings within the Planning Area. Key strategies in the Plan related to historic resources are to preserve existing resources as described below.

Existing Historic Resources

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 recognized on the City's Local Register or rated by the Oakland Cultural Heritage Survey are shown in Figure 7.1. The City's historic resource rating system is summarized in Table 7.1

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.

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

Properties that may be considered significant under CEQA, as defined by Oakland's CEQA Thresholds of Significance, are shown on Figure 7.2, along with all identified opportunity sites. Historic status on this map includes the following categories:

- Sites listed on the California Register of Historical Resources;
- Sites included in the City of Oakland's Local Register, including landmarks, sites rated A or B in the Cultural Heritage Survey, and

Table 7.1: CITY OF OAKLAND HISTORIC RESOURCE RATING SYSTEM

RATING LEVEL	DESCRIPTION
A: Properties of Highest Importance	This designation applies to the most outstanding properties, considered clearly eligible for individual National Register and City Landmark designation. Such properties consist of outstanding examples of an important style, type, or convention, or intimately associated with a person, organization, event, or historical pattern of extreme importance at the local level or of major importance at the state or national level.
B: Properties of Major Importance	These are properties of major historical or architectural value but not sufficiently important to be rated "A." Most are considered individually eligible for the National Register, but some may be marginal candidates. All are considered eligible for City Landmark designation and consist of especially fine examples of an important type, style, or convention, or intimately associates with a person, organization, event, or historical pattern of major importance at the local level or of moderate importance at the state or national level.
C: Properties of Secondary Importance	These are properties that have sufficient visual/architectural or historical value to warrant recognition but do not appear individually eligible for the National Register. Some may be eligible as City Landmarks and are superior or visually important examples of a particular type, style, or convention, and include most pre-1906 properties
D: Properties of Minor Importance	These are properties which are not individually distinctive but are typical or representative examples of an important type, style, convention, or historical pattern. The great majority of pre-1946 properties are in this category.
E, F, or *: Properties of No Particular Interest.	Properties that are less than 45 years old or modernized.
DISTRICT STATUS	**DESCRIPTION**
Area of Primary Importance (API)	A property in an Area of Primary Importance (API) or National Register quality district. An API is a historically or visually cohesive area or property group identified by the OCHS which usually contains a high proportion of individual properties with ratings of "C" or higher. Potential Designated Historic Properties within APIs are considered to be high enough priority to be included on the Local Register.
Area of Secondary Importance (ASI)	A property in an Area of Secondary Importance (ASI) or a district of local significance. An ASI is similar to an API except that an ASI does not appear eligible for the National Register.
Not in a District	A property not within a historic district.
Note: Properties with ratings of "C" or higher or are contributors to or potential contributors to an API or ASI are considered Potential Designated Historic Properties (PDHP) that may warrant consideration for preservation by the City.	

Source: City of Oakland, Measure DD Implementation Project EIR, G: Cultural Resources, July, 2007.

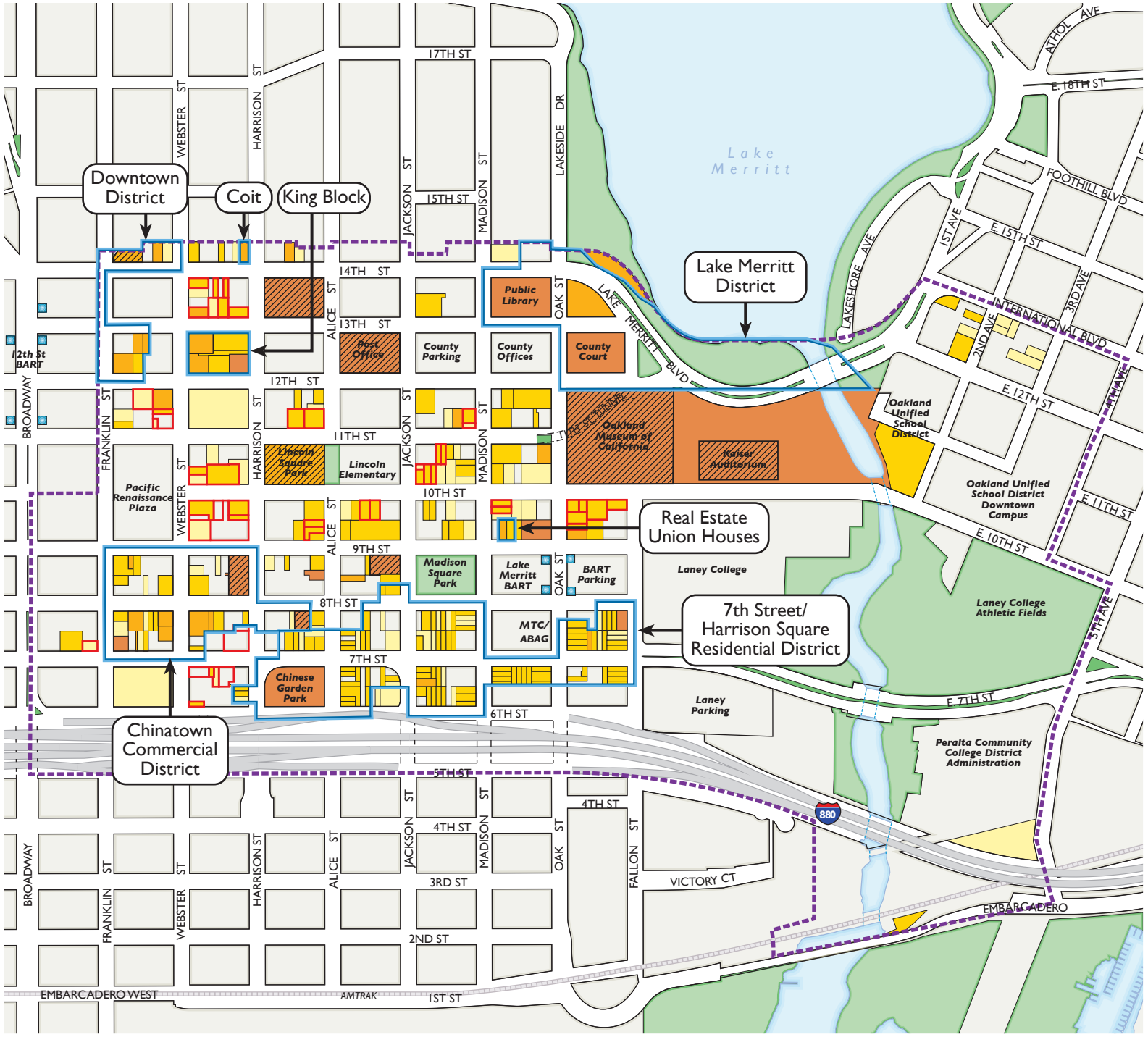


Figure 7.1:
HISTORIC RESOURCES

This map shows property and districts recognized by the City of Oakland Local Register of Historic Resources or rated by the Oakland Heritage Society.

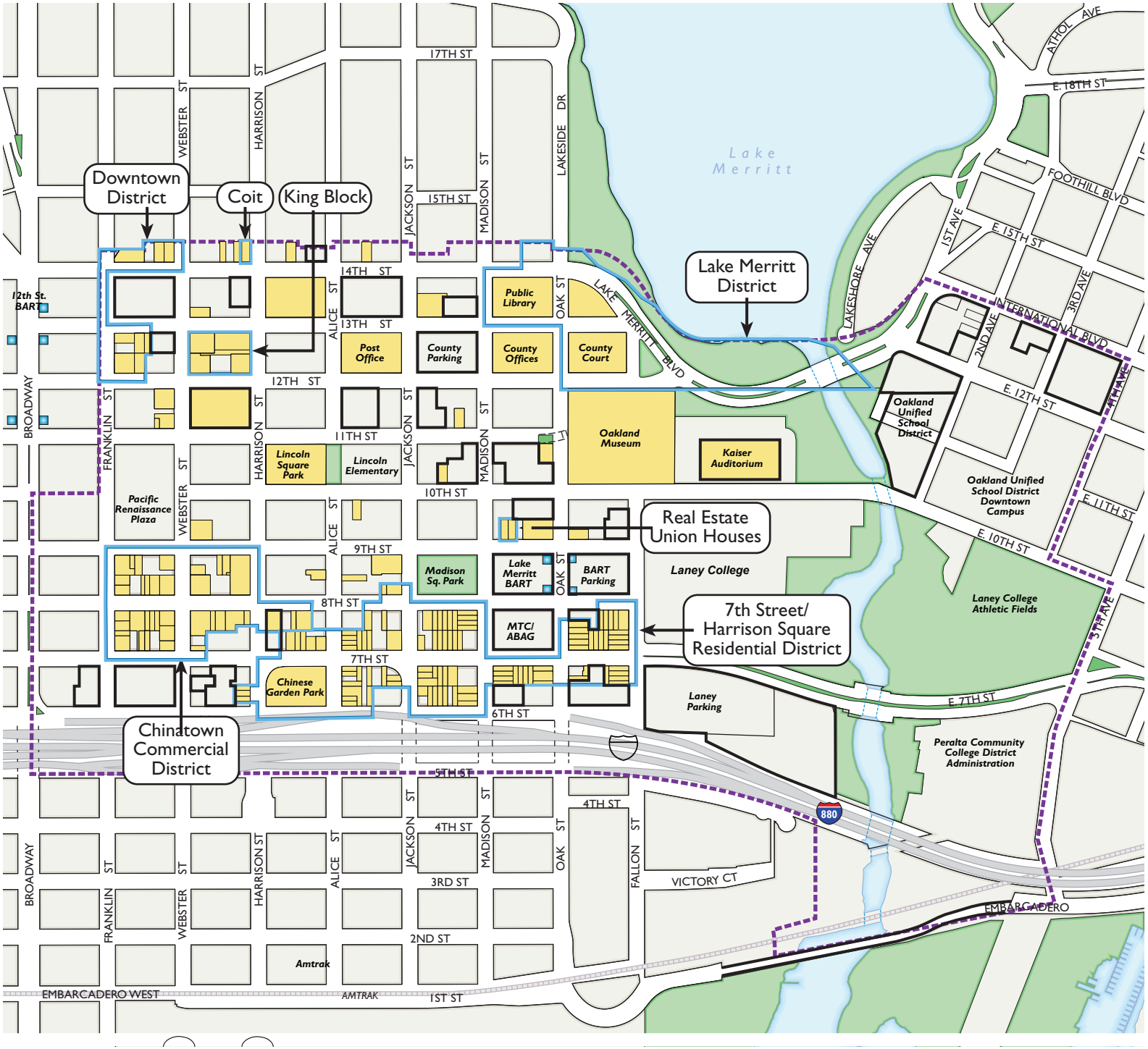


Figure 7.2:
HISTORIC RESOURCES AND OPPORTUNITY SITES

Areas of Primary Importance include the Real Estate Union Houses (top), the 7th Sreet/Harrison Square Residential District (middle), and the Chinatown Commercial District (bottom).

Potentially Designated Historic Properties within Areas of Primary Importance;

- Resources identified as significant (rated 1 through 5) on the State's historic resources inventory;
- Resources that listed on the National Register of Historic Places and thus meet the criteria for listing on the State Register.

There are no opportunity sites on the State or National Registers. One opportunity site - the Kaiser Convention Center - is an Oakland landmark and a site rated A in the Cultural Heritage Survey and is proposed for reuse in the Plan. Opportunity sites overlap with three other properties that are either identified as significant in the State's historic resource inventory or are Potentially Designated Historic Properties within an Area of Primary Importance.

Historic Preservation Strategies

The Plan aims to protect the value of historic resources in order to preserve the Planning Area's diverse heritage. The preservation of places with historical significance will be enhanced with public realm improvements such as lighting, wider sidewalks, and street trees (as described in more detail in Chapter 6) which will help enhance the overall character of historic districts.

Existing Strategies for Protecting Historic Resources

The City and State have existing strategies for protecting individual historic resources:

- **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 Landmarks; officially designated Preservation Districts (S-7 and S-20 Zones); 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. The SHBC is managed by the State's Office of Historic Preservation.
- **Green Building Points.** Historic buildings save energy compared to new buildings by not requiring new building materials to be created and transportaed to the site. This "embodied energy" may be considered a form of energy efficiency. The US Green Building Council's LEED rating system, and Build it Green's

GreenPoints Rated system both award points for building and materials reuse.

- **Design Review Fees.** The City of Oakland provides streamlined permit procedures and fee waivers for preservation of properties with official City designations - landmarks, preservation districts, and Heritage Properties.
- **Historic Tax Credits.** Since 1976, the federal government, through the National Park Service, has provided 20 percent tax credits for private investment in rehabilitating historic properties. To qualify, a structure must be listed in the National Register of Historic Places, either individually or as a contributing building in a National Register historic district, or as a contributing building within a local historic district that has been certified by the Department of the Interior.

Additional Strategies

Height Limits

Height limits should be established in APIs are designed both to preserve existing historic resources, and to ensure compatibility of new development in historic districts where height is a character-defining feature.

7TH STREET/HARRISON SQUARE RESIDENTIAL DISTRICT

Building height was determined to be a distinguishing characteristic of this API (during the rezoning of the Central Business District in 2009). The 7th Street Historic district (an API) is characterized by a collection of two- to three-story Victorian and early 20th Century residential buildings. The majority of this district is proposed to be subject to a 45-foot height limit (See Chapter 4, Figure 4.3) to ensure that new development respects the existing height context.

OTHER AREAS OF PRIMARY IMPORTANCE

The other APIs and ASIs in the Planning Area do not include building height as a distinguishing characteristic. However, in order to ensure compatibility of new development with existing historic buildings, a base building height is proposed to be established to complement existing historic buildings. For example, in the Chinatown Commercial District, low base height would complement existing low-rise buildings. The height limitation for the Chinatown Commercial District would include a maximum base height of 45 feet, with a tower permitted only if it is stepped back from the base, to ensure a consistent street wall. On the King Block in the Upper Chinatown District, height would be limited to 85 feet to complement the height of nearby historic resources.

Façade Program

Even relatively small investments, such as painting, can dramatically improve the lifespan and physical appearance of a building. The Plan recommends that the City consider establishing a commercial and residential façade improvement program, to continue a successful program previously funded by tax increment financing prior to elimination of Redevelopment Agencies in the State of California in 2012. The program offered assistance to owners to make improvements to their properties. It should be noted that new funding source for this program would need to be identified.

On the King Block, height would be limited to complement the height of nearby historic resources including the Hotel Oakland (top). Historic façades in the Chinatown Commercial District (middle and bottom).

The Plan recommends using incentives to facilitate the re-use of historic buildings or the incorporation of historic buildings into new development, such as this proposed project in downtown Oakland. Photo source: http://www.1100broadway.com

Incentives for Re-Use of Existing Historic Resources

The Plan recommends using incentives to facilitate the re-use of historic buildings or the incorporation of historic buildings into new development. Examples of re-use include converting older industrial buildings into residential or office uses or light industry as seen in the Jack London District. It could also mean converting larger single family residences into multi-family residential uses while maintaining the appearance of a "house" which is characteristic of many older historic multi-family residential buildings throughout Oakland. Incorporating historic elements into new development can help provide an architectural transition between the historic and modern buildings in the Planning Area. Successful reuse of the Kaiser Auditorium is a goal for the Planning Area. Previous ideas have included the building becoming the Main Library; a world trade center; an entertainment center; or a hotel.

Conversion of historic structures and incorporation of historic structures into new development can be facilitated by waiving certain building or planning code requirements that do not impact safety. This could include application of the State Historical Building Code or reduced parking or open space requirements. The City is exploring changes to the Fire Code, relaxation on regulations for features such as fire separation and insulation, in order to make reuse more viable.

Relocation Assistance

Preservation could also be facilitated by relocating stand-alone historic buildings that are scattered throughout the Planning Area into a more intact district. This is most appropriate where the building is not part of a historic district, and is also a good fit for vacant lots within a historic district. Appropriate relocation is already facilitated via CEQA exemption (HPE, Action 3.8.1.2). The City could establish a relocation assistance fund from financial mitigations for significant and unavoidable CEQA impacts on historic resources.

Design Guidelines

Some opportunity sites for new development in the Planning Area may occur within or adjacent to historic resources. These sites warrant a sensitive design approach; where design should complement and enhance the district or provide transitions between historic districts and other parts of the Planning Area.

Design Guidelines for historic districts or new development adjacent to historic resources will help to ensure compatible development. These guidelines can be found in Appendix A and 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.

Design Guidelines work in tandem with base height limits and overall height limits to ensure compatibility of new development.

Streetscape Design Standards

Streetscape design standards, found in Chapter 6, ensure that street improvements will complement historic buildings as part of a pedestrian-oriented environment.

Protecting and Improving Historic Parks

The Plan also recognizes the value of historically and culturally significant parks, including Lincoln Square and Chinese Garden (originally Harrison Square), both of which were part of Oakland's original city plan in the early 1850s when the city was incorporated. Madison 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. Improvements to these parks are described in Chapter 5.

Cultural Heritage Survey

The historic ratings shown on Figure 7.1 are based on a reconnaissance survey done in the late 1980s and early 1990s. The ratings for some individual buildings have been updated since then, but there has not been a comprehensive review of individual buildings or historic districts in the Planning Area.

The Oakland Cultural Heritage Survey office should consider reviewing and updating the historic status of all districts and buildings in the Planning Area. This could lead to the extension o the Chinatown Commercial District, as described in the Existing Conditions Report, and to evaluating newer buildings that may now be eligible for historic status.

Improved pedestrian experience is essential to connecting the various cultural resources of the Planning Area.

7.2 Cultural Resources

The Planning Area is currently rich in cultural and community facilities, as shown in Figure 7.3 and detailed in Table 7.2. The Plan will seek to preserve and enhance the Planning Area's numerous cultural resources. New ideas for ways to support the area's wealth of cultural resources are discussed in this and subsequent sections.

Improvements to the Built Environment that Encourage Street Life

Pedestrian Connections

The Plan recognizes the importance of enhancing and improving connections among the Planning Area's numerous resources. Currently, connections between cultural assets within the Planning Area could be more extensive. Improvements should help certain parts of the Planning Area to be perceived as more active or safe. For example, the area between Chinatown and the Oakland Museum of California and Laney College could benefit from greater perceived safety at night. Improvements to the I-880 Freeway under-crossings could enhance perceived safety and better connect the Planning Area with the Jack London District.

Area-wide streetscape improvements such as strategic sidewalk widening, cultural markers, and increased pedestrian-scaled lighting are included in the Plan to improve connections and enhance pedestrian access, safety, and experience. Potential catalyst projects include the installation of wayfinding signage, lighting, and streetscape elements on Fallon, 8th, and 9th Streets, which would improve connections between Chinatown, Laney College, Lake Merritt BART Station, the Oakland Museum of California, and the Kaiser Auditorium. Improvements to the I-880 freeway undercrossings are also included, to reduce the separation imposed by the I-880 freeway.

Improving the pedestrian experience within the Chinatown commercial core is also important to the 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, will promote pedestrian access and safety to Chinese Garden Park (Harrison Square). Additionally, access will be improved through traffic calming efforts. A key factor in improving access to Chinese Garden Park will be calming traffic accessing the I-880 Freeway from the Alameda tubes; a separate study addressing this topic is underway by the Alameda County Transportation Commission. Streetscape improvements also address pedestrian connections and improved access to the Chinatown Core as addressed above, to Jack London Square, and to parking areas under and beyond the I-880 Freeway, which will be activated with uses, including cultural activities such as a night market. Further, redesign of Alice Street at Chinese Garden Park (between 7th and 6th Streets) will allow expansion of cultural uses at Chinese Garden Park as needed, and further activate this area for community events or markets.

More details regarding streetscape improvements and the design of the public realm are found in Chapter 6 of this Plan.

Wayfinding and Signage

Additional multi-lingual signage will also help enhance the pedestrian experience in the Planning Area. Signs and markers strategically placed will lead residents and visitors to the various destinations, attractions and resources throughout the area. Language access in public signage is an important cultural service for existing and emerging immigrant populations in the Planning Area, and expanding on the multi-lingual wayfinding signage will ensure that the Planning Area is navigable to people with different cultural backgrounds. Details in regards to wayfinding are located in Chapter 6.

Active Streets

Future ground-floor development and land uses along 8th and 9th Streets should be consistent with the existing character to promote cultural vibrancy. Particularly along 8th Street in the Chinatown commercial core, street and sidewalk improvements and regulations seek to strike a balance between pedestrian circulation, sidewalk vending, and loading/unloading of goods. A good balance is critical as these elements together contribute to preserving and promoting the area's unique cultural identity.

Community Gathering Spaces

Social gatherings within the Planning Area occur in both formal and informal public spaces. Group exercise activities occur in Madison Square Park and Pacific Renaissance Plaza and board game activities and socializing can often be found occurring in informal spaces such as outdoor cafes, along planter edges at the Lake Merritt BART Station, and along steps or stairs. The Plan recommends streetscape and open space improvements to accommodate and enhance these spaces in order to support community gathering and socializing. These improvements, coupled with increased activities and gathering opportunities would contribute to the area's vibrancy and safety with increased "eyes on the street." Additional amenities such as shaded areas and sidewalk seating areas are recommended. Festival streets, which are discussed further below, will also help activate the public realm and create additional spaces for the community to gather and socialize.

Festivals, Events, and Night Markets

The Planning Area currently hosts two annual street festivals that are regional draws. 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.

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

Activated streets, gathering spaces, and promotion of local events are all key aspects supporting cultural resources.

Table 7.2: COMMUNITY SERVICES, CULTURAL RESOURCES, AND PUBLIC FACILITIES

LIBRARIES	
1	Main Library
2	Asian Branch Library
3	Laney College
4	Law Library
COMMUNITY FACILITIES AND CULTURAL GATHERING SPACES	
5	Lincoln Square Recreation Center
6	Hall of Pioneers and Sun Yat Sen Memorial Hall
7	Oakland Asian Cultural Center
8	Chinese Community Center
9	Malonga Casquelourd Center for the Arts
3	Laney College
10	Madison Square Park
SCHOOLS	
3	Laney College
8	Yu Ming Charter School
11	Lincoln Elementary School
12	Milton Shoong Chinese Cultural Center
13	Chinese Community United Methodist Church Nursery School
14	Little Star Preschool
59	Downtown Educational Complex (under construction)
59	Yuk Yau Annex Preschool
59	La Escuelita Elementary School
59	MetWest High School
60	American Indian Public Charter School II
61	Oakland Charter High School
*	Westlake Middle School
*	Life Academy High School
*	Oakland High School
*	Envision High School

PUBLIC SAFETY FACILITIES	
16	Oakland Police Chinatown Substation
17	Oakland Fire Station
18	Social Security Administration
19	Lincoln Youth Center
SERVICE PROVIDERS	
20	Family Bridges
21	Asian Health Services
22	Open Door Mission
23	Salvation Army
24	Asian Community Mental Health Services
25	Asian Pacific Environmental Network
26	Filipino Advocates for Justice
27	Asian Youth Promoting Advocacy and Leadership
28	East Bay Asian Local Development Corporation
29	Chinatown Chamber of Commerce
30	Oakland Asian Students Educational Services
31	Chinese American Citizens Alliance
32	Hong Fook Adult Day Care Health Center
33	Hong Lok Senior Center
*	National Council on Crime and Delinquency (NCCD)
*	Vietnamese Community Center of the East Bay
*	Community Health for Asian Americans
CULTURAL RESOURCES	
ORGANIZATIONS	
2	Asian Branch Library
16	Lincoln Square Recreation Center
4	Hall of Pioneers and Sun Yat Sen Memorial Hall
5	Oakland Asian Cultural Center

9	Milton Shoong Chinese Cultural Center
7	Malonga Casquelourd Center for the Arts
34	Buddhist Church of Oakland
35	The Light of the Buddha Temple
36	Oakland Museum of California
13	Chinese Community United Methodist Church
37	Chinese Presbyterian Church
38	Chinese Independent Baptist Church
39	The Episcopal Church of Our Savior
23	Salvation Army
*	Wa Sung Community Service Club
FAMILY AND REGIONAL ASSOCIATIONS	
40	Bing Kong Tong
41	Chung Shan Family Association
42	Gee How Oak Tin Association
43	Kuo Min Tang
44	Lee Family Benevolent Association
45	Loong Kong Tien Yee Association
46	Oakland Consolidated Chinese Association
47	Soo Yuen Benevolent Association
48	Suey Sing Chamber of Labor and Comemrce
49	Tai Land Lim's Fmaily Association
50	Wong Family Association
51	Zhong Shan Doo Tao Association
52	Toishan Association
53	Wu Yi Friendship Association
54	Ying Din Commercial Club
55	Happy Home Senior Hall
56	Kee Ying Chinese Senior Center
57	Red Bean Chinese Classical Opera
58	Ying Ho Music Department Association

Note: Locations marked with a * are either outside of the Planning Area or have no physical location.

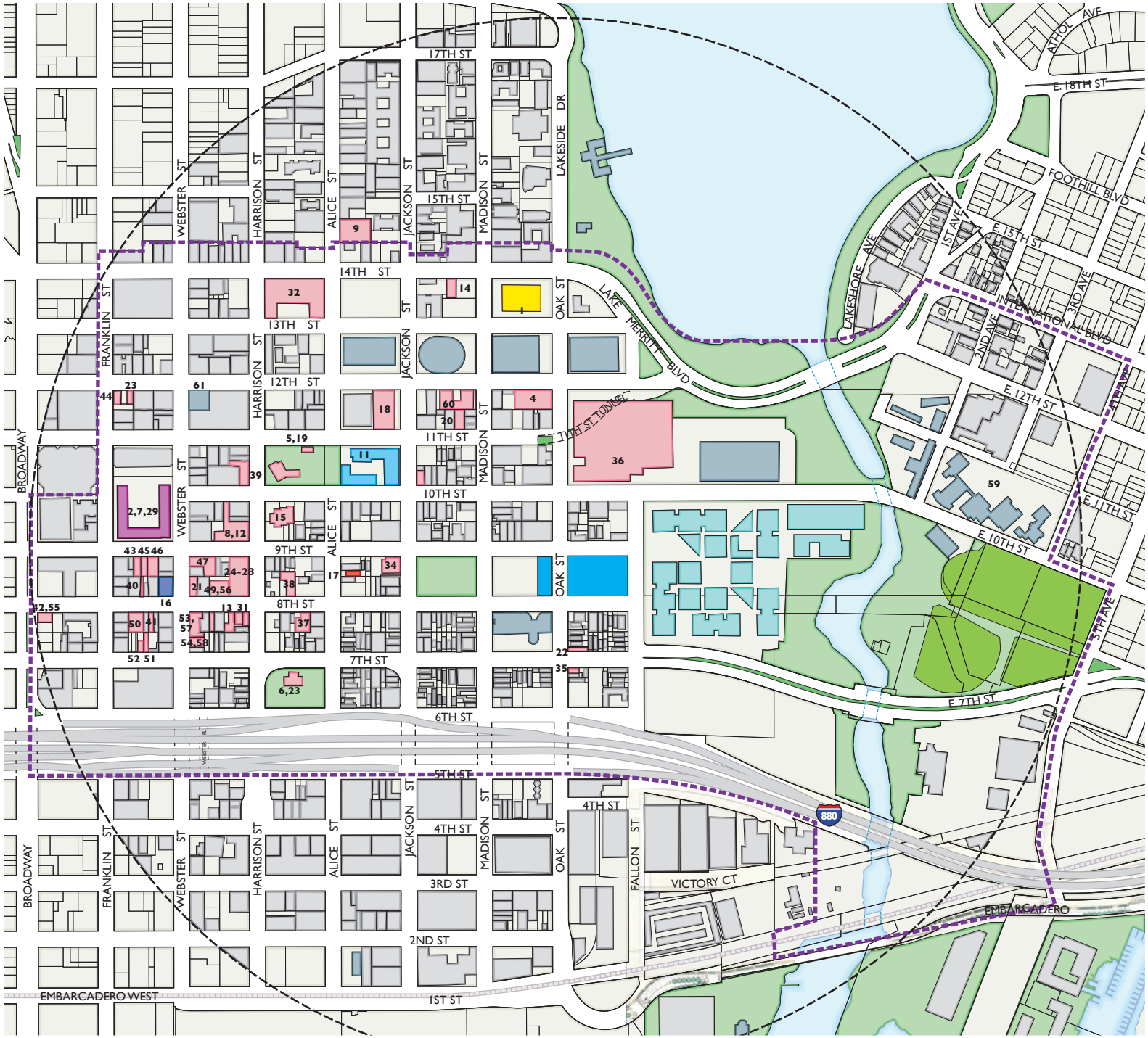


Figure 7.3:
COMMUNITY FACILITIES

- Cultural Resource & Service Locations
- Laney College
- Fire Station
- Police Station
- Lincoln School
- Oakland Public Library (Main)
- Oakland Asian Cultural Center
- Lake Merritt BART Station
- Park
- Laney College Athletic Fields
- Public Buildings/ Major Destinations
- Building Footprints
- Planning Area
- 1/2 Mile Radius from Lake Merritt BART Station

May 16, 2012

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Other ongoing activities include the Obon Festival sponsored by the Buddhist Church of Oakland and the summer Night Market in the Chinatown commercial core, and additional events held by other cultural institutions. Of note are the public events held at Oakland Museum of California, including the Lunar New Year celebration, Black History events, and Days of the Dead Community Celebration.

Transportation and open space improvements, such as lighting, signage, sidewalk widening, transit and bike access, should enhance these popular annual events.

As discussed in Chapter 6 of the Plan, several streets in the Planning Area are envisioned to be designed as "festival streets," a street that can be easily converted into a public pedestrian mall on weekends and for special events. Potential "festival streets" include Alice Street at Chinese Garden Park and between 14th and 13th Streets, and Fallon Street between 10th and 8th Streets at the Lake Merritt BART Station. Other opportunities for additional outdoor market locations include Madison Square Park or areas under the I-880 freeway. These locations can host new events or provide expanded space for existing events. Festivals and events are also discussed in Chapter 8, Economic Development.

Asian Branch Library

The existing Asian Branch Library in the Chinatown Core is a particularly 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 Oakland Public Library system after the Main Library and its collection represents 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]

Adequate funding will be needed to provide for increased demand for services, materials, and space for reading, storage, and circulation. Expanded programming has been recommended by the community, and could be accommodated in a new community center, described in Section 7.3. Funding could be provided through a mitigation fee program, as described in Chapter 10: Implementation.

Madison Square Park

Madison Square Park is a historically and culturally important asset for the community, and is currently utilized by hundreds of people ranging from children to adults to senior citizens for exercising, tai chi, and martial arts, and as a gathering place for socializing.

This Plan recommends improvements to Madison Square Park, outlined in greater detail in Chapter 5, to enhance its role in the community and accommodate future activities in the space.

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.

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

7.3 Community Facilities

Community facilities support the neighborhood by providing activity centers and gathering places, and building a sense of community. New housing developed as a result of this Plan is expected to accommodate 4,900 additional households in the Planning Area, leading to increased demand for services and community resources, as well as potentially more need for non-English language access and unique services.

Given this increased service population and the focus on family housing, a key aspect of the Plan is to identify additional community facility needs. Community facilities should include a multicultural, multilingual, and multigenerational community and wellness center that serves the youth in the community, either in a new building or an expanded Lincoln Recreation Center. Specific amenities desired by the community include clinic/exam and counseling rooms to support additional health services, administrative office space, medium to large meeting spaces, commercial kitchen, computer lab and a recording studio.

Expanded access to community facilities may be achieved by establishing joint-use arrangements with Laney College and OUSD. 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.

A second strategy involves partnering with new development. This may mean creating a community benefits program that would incentivize private development to incorporate facilities that meet community needs. While these facilities may be provided by private development, the design, access, and maintenance of such spaces would need to be developed in partnership with community leaders. Community facilities could also be developed through a Community Facilities District, or by pursuing State grants and other potential funding sources.

While no specific site has been identified, the BART blocks have been identified by the community as a good potential location, and the final location of a community facility should be near proposed or existing community destinations to create a hub of activity.

Chapter 10: Implementation discusses implementation of such a program. Additional community resources, such as publicly accessible open spaces and recreational facilities are described in Chapter 5: Open Space.

New community facilities should build on existing assets such as the Milton Shoong Chinese Cultural Center (top)and Lincoln Square Park (middle). A youth center (bottom) is proposed.

Lincoln Elementary (top), La Escuelita (middle), and Starlite preschool are all existing educational assets. La Escuelita will be incorporated in the OUSD Downtown Educational Complex.

7.4 Educational Facilities

For both students and adults, schools contribute to education and culture, and provide physical gathering spaces in the Planning Area. This section describes both the potential impact of the Plan on existing school facilities as well as opportunities for the City, Oakland Unified School District (OUSD), service providers, students, families, and other stakeholders to foster relationships with one another and improve overall quality of life.

Primary and Secondary Schools

Primary and secondary schools play an important role in the character of the community, ensuring 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. Additionally, one middle school and two high schools located elsewhere serve students from the Planning Area. These schools along with their capacity and enrollment are shown in Table 7.3. There are also four charter schools in the Area serving elementary, middle, and high school students. These resources are described below.

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 and is 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 (described below) which will increase the La Escuelita and MetWest capacities by 110 and 44 students, respectively.

The other OUSD schools that service the Planning Area's population are also near or above capacity and the area's overall student enrollment currently exceeds capacity. The Downtown Education Complex will increase student capacity, although demand will continue to exceed capacity. Local charter schools may be able to accommodate additional students.

Open Enrollment System

Enrollment at OUSD schools is based on the number of applicants. For elementary and middle schools, if schools have space, everyone who applied attends that school. If there are more applicants than spaces, first priority goes to students who have an older sibling living at the same address who is already attending the applicant's first choice

school; second priority goes to students who live in the neighborhood boundary of a school; third priority goes to students who are re-directed from their neighborhood school to another school within their middle school boundary; fourth priority goes to students who live in a neighborhood where the local school(s) is (are) Program Improvement school(s); and fifth priority is an open lottery.

Downtown Educational Complex

The OUSD Downtown Educational Complex is located between 2nd and 4th Avenues on East 10th Street. It 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's location—adjacent to Laney College—and orientation—toward the street and the neighborhood—present the opportunity to leverage this education resource to enhance relationships with OUSD and revitalize the Eastlake Gateway Area.

Other Resources

Several charter schools have operated in the Planning Area with varying lengths of time and success. Currently, several charter schools exist in the Planning Area, including the following, which are also summarized in Table 7.3.

- Oakland Charter High School (OCHS) serves approximately 150 high school students and 40 middle school students, and is expected to expand at both levels. The exact expansion is not currently known, but the school could double in size based on the space they have leased.
- The American Indian Public Charter School II (AIPCS II) serves nearly 170 middle students (fifth through eighth grades) and is growing; the current plan is to add Kindergarten through fourth grade programming. The total projected student population at their current campus by 2016-17 is 775.
- Envision High School, which is under the authority of the Alameda County Office of Education (not authorized by OUSD), is seeking to grow their school to closer to 400 high school students, and has expressed interest in OUSD's Lakeview facility.
- Yu Ming Charter School, which is under the authority of the Alameda County Office of Education as a "county-wide" charter school offers a growing Mandarin-immersion program for kindergarten through eighth grade, and is seeking a larger facility to serve their projected student population of 450 students, grades K through 8 by 2018-2019. The school attracts students from throughout the area, and it would make sense for the school to stay in or near Chinatown if possible, and near good access to public transit and regional transportation networks.

In addition, Urban Montessori Charter School will be opening next year, serving kindergarten through eighth grade and projecting a student population of 750 students by 2017-2018. The School is opening and spending their first few years at the District's Sherman campus near Mills College, but it could eventually relocate and have expressed an interest in locating downtown or near Lake Merritt.

Finally, the Chinese Community Center & Milton Shoong Chinese Cultural Center offers afterschool 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 in the Planning Area in the future, as a result of the development of additional residential units over future years. 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. Specifically, 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, the proportion of seniors would increase in the future, rising from 30 percent to 36 percent of the popula-

Table 7.3: SCHOOLS THAT SERVICE THE PLANNING AREA

SCHOOL NAME	EXISTING OR PLANNED CAPACITY	ENROLLMENT (2010-2011)	PERCENT CAPACITY
OUSD PRIMARY AND SECONDARY SCHOOLS			
Lincoln Elementary School	576	635	110%
La Escuelita Elementary School[2]	360	250	69%
Westlake Middle School[1]	606	644	106%
MetWest High School[2]	180	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%**
CHARTER SCHOOLS			
Yu Ming Charter School	450	104	23%
The American Indian Public Charter School II	775	170	22%
Envision High School	400	320	80%
Oakland Charter High School	380	190	50%
Total	**2,005**	**784**	**175%**

1 Outside Planning Area boundary.

2 Planned capacity is for Downtown Education Complex

Source: City of Oakland, Measure DD Implementation Project EIR, G: Cultural Resources, July, 2007; Gail Greely, 2012.

tion by 2035.[3] However, these projections do not take into account this Plan's vision of creating a more family-oriented community in the Planning Area. Actual demand will depend on the rate and level of buildout of the Plan, as well as the demographic makeup of units. It is possible that new students generated by the Plan may exceed the capacity of existing OUSD and charter schools that serve the Planning Area. On the other hand, if schools outside the Planning Area improve, fewer students from outside the Planning Area will compete for space in Planning Area schools. Given that OUSD is currently experiencing declining enrollment district-wide, it is unlikely that new school facilities would be developed in the short-term. However, it will be essential that the City work closely with OUSD to plan to accommodate future students, and to support the existing educational resources in the Planning Area.

3 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 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 to extrapolate, this age cohort may increase to 5,219 residents by 2035 or 36 percent of the total population in 2035 (16,018). This projection does not take into account the Plan and shifts in demographics that may result.

Higher Education

Laney College is a major feature of the Planning Area and provides educational and cultural programming to residents of the surrounding neighborhoods and beyond. An accredited California community college, Laney offers 32 Associate of Arts and 12 Associate of Science Degrees as well as 28 Certificate Programs. Programs are designed to provide general, transfer, and occupational/career technical education; English curriculum, basic skills education; and cooperative work experience education. 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 Plan seeks to leverage the asset of Laney College to meet a range of goals, including expanded job training options, additional cultural and educational resources, and expanded community facilities. The City and Laney College should work together to ensure the College becomes even more of an active community facility with more community uses and classrooms; and facilitate access by adding signage, and improving streets and intersections to be more pedestrian friendly.

Community members identified a desire for the College to offer a broader range of classes and programs targeted to the Planning Area community, such as job training programs for immigrants, and expand job training opportunities in growth sectors, such as green industry. Further, through such efforts, Laney College may gain an in-depth understanding of the talents and skills available in the local population, which could allow the College to serve as a conduit for job placement and corporate investment by linking the area's human capital with both local and citywide business opportunities.

The Laney College campus includes educational and recreational facilities, including tennis courts (middle) and athletic fields (bottom).

Vision

- Celebrate and enhance the heritage of Chinatown as a cultural asset and a regional community destination.
- Maximize the land use and development opportunities created through preservation and restoration of historic buildings.

Goals

Community Facilities and Open Space

- Improve existing parks and recreation centers, including improving access to existing parks; and add new parks and recreation centers to serve higher housing density and increased number of jobs.
- Ensure all parks are safe, accessible to all age groups, clean, well maintained, and provide public restrooms and trash containers.
- Create a multi-use, multi-generational recreational facility, either in addition to or including a youth center.
- Provide space for community and cultural programs and activities, such as multi-use neighborhood parks, athletic fields, areas for cultural activities such as Tai Chi, community gardens, and expanded library programs for youth, families, and seniors.
- Promote the Planning Area as an innovative center for community education and highlight the educational resources of the Planning Area as a major community resource.
- Leverage the asset of Laney College as a job training center.
- Work with the Oakland Unified School District to ensure adequate capacity of school and children's recreation facilities.

Community and Cultural Anchor and Regional Destination

- Establish a sense of place and clear identity for the area as a cultural and community anchor and a regional destination, building on existing assets such as Chinatown, the Oakland Museum of California, Laney College, the Kaiser Convention Center, Jack London Square, and Lake Merritt and the Lake Merritt Channel.
- Preserve, celebrate, and enhance the historic cultural resources and heritage of Chinatown as a regional anchor for businesses, housing, and community services, and highlight cultural and historic resources in the planning area through signage (both wayfinding signage and by developing sign regulations that allow the display of items in store windows), historic walks, and reuse of historic buildings. Ensure that public services and spaces proposed preserve and reflect the cultural history and aspects of Chinatown's historic geography.
- Promote a more diverse mix of uses near the Lake Merritt BART Station, such as cafes, restaurants, music venues, retail stores, nightlife, etc., that activate the area as a lively and vibrant district.
- Encourage restoration, adaptive re-use, and/or consolidation of designated historic structures that would achieve priority Chinatown and/or City goals.
- Consider a cultural heritage district or related tools for preserving, enhancing, and strengthening Chinatown.
- Make connections to the Historic Jack London Warehouse District as a key asset in the Planning Area.

Policies

The cultural resources policies in this chapter identify priorities and actions for supporting the preservation and reuse of historic resources and enhancing the neighborhood as a vibrant cultural asset and destination.

Historic Resources

CR-1 **Owner information.** Inform owners of landmark properties, all properties in Areas of Primary Importance and Areas of Secondary Importance, and owners of all Potentially Designated Historic Properties (PDHPs) of: a) their property's classification under Historic Resource programs, and b) benefits and incentives available for historic properties.

CR-2 **Façade Improvement Program.** Explore the creation of a Façade Improvement Program that would target commercial and residential façades in Areas of Primary Importance and Areas of Secondary Importance.

CR-3 **Existing historic buildings.** Concentrate efforts on working with property owners in the Historic Chinatown Commercial District and the 7th Street/Harrison Square Residential District to secure financial and/or procedural assistance for improvement of existing historic buildings.

CR-4 **Adaptive re-use.** Update the Planning and Building Code, in order to promote the adaptive re-use of historic resources by allowing the relaxation of certain Building or Planning Code requirements that do not impact safety but which may make reuse more viable.

CR-5 **Relocation sites.** Identify vacant sites in existing historic districts that may be suitable relocation sites for historic structures in the Planning Area that are currently not within a historic district.

CR-6 **Heritage Survey update.** Update and review the historic status of individual buidings and historic districts.

Cultural Resources

CR-7 **Consistent design.** Ensure future ground-floor development and land-uses along 8th and 9th Streets are consistent with the existing urban design pattern and character in the Chinatown core to promote cultural vibrancy.

CR-8 **Connections.** Improve connections between Jack London Square and the Planning Area, particularly to the Chinatown Commercial District and the 7th Street/Harrison Square Residential District, investing in higher visibility and safer pedestrian connections under the I-880 freeway. Provide lighting, improved sidewalks, public art, and frequent public safety patrols along the freeway underpasses.

CR-9 **Wayfinding.** Incorporate historical and cultural destinations into the wayfinding system.

Festivals

CR-10 **Cultural events.** Incorporate public realm and transportation improvements that support cultural events within the Planning Area. Increase multi-modal accessibility by improving traffic flow and pedestrian access within and to these events, including links to Lake Merritt BART Station, which connects the Planning Area to the greater region.

CR-11 **Festival streets.** Designate festival streets for community events.

CR-12 **Existing annual cultural events.** Phase public realm and transportation improvements to avoid conflicts with existing annual cultural events.

Community Facilities

CR-13 **Asian Branch Library.** Ensure that the Asian Branch Library can meet the increased need of library services resulting from the new development.

CR-14 **Library Mitigation Fee.** Consider development of a library facilities mitigation fee program as part of the larger community benefits program.

CR-15 **Multi-generational community center.** Target the provision of a shared multi-generational community center in the Lake Merritt BART Station Area Plan District. Involve the community in arranging the design, programming, access, and maintenance of such spaces.

Educational Resources

The following policies will be primarily realized by schools, with cooperation from the City.

CR-16 **Pedestrian routes to schools.** 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.

CR-17 **Public transit access.** Coordinate with AC Transit to ensure that public transit adequately serves all schools in the Planning Area by aligning routes and schedules.

CR-18 **School capacity.** Work closely with OUSD to ensure new development is accommodated in local schools. Consider new school locations if the number of students increase over time and exceeds school capacity.

CR-19 **OUSD joint use agreements.** Consider establishing joint use agreements with OUSD to allow the sharing of school playgrounds and recreation facilities with the general public, including facility rental for community events, during evenings and weekends.

CR-20 **Multilingual wayfinding.** Encourage Laney College to provide multilingual wayfinding on its campus.

CR-21 **Course availability.** Encourage Laney College to expand courses that target the needs of the Planning Area's population, such as English language classes, job training for immigrants, and job training in emerging industries.

CR-22 **Connections.** Work with Laney College to provide accessible and safe pedestrian connections between Eastlake and Chinatown, through the campus itself, and to the Lake Merritt Channel.

CR-23 **Center for workforce training.** Support Laney College in its objective of becoming a local center for job placement and workforce training, linking business needs with the Planning Area's human capital.

8 ECONOMIC DEVELOPMENT

IN THIS CHAPTER

Economic Development

This chapter includes policies and programs that promote economic development and support for existing and future businesses in the Planning Area. The economic development strategy will 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 Plan's emphasis is on helping local and emerging businesses in Oakland Chinatown grow, promoting commerce and jobs, and enhancing the district's appeal to visitors, in the context of robust new transit-oriented development.

8.1 Economic Development Objectives

A coordinated economic strategy is essential to fostering investment and growth in the Planning Area. Such a strategy should include focused public improvements, and a balanced approach to land use in which residential, office, and retail uses are economically viable and produce a high quality of life. The development strategy should build on and reinforce initiatives already undertaken by the City and capitalize on technical assistance and grant funding provided by regional, State and federal agencies. Not only will economic development benefit the local community by providing jobs and a vibrant street life, it will also generate tax revenues that can help the City implement improvements and/or provide services. 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, a primary goal of the economic development strategy is to support and expand 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.
- ***Improve quality of life to attract a diverse population to live in the Planning Area.*** The Plan aims to attract a diverse range of people that are interested in living in a vibrant urban center. Attracting a diverse population, including a variety of age groups and household types, will help support a range of businesses and ensure that the area is active at all hours.
- ***Actively engage with multicultural communities in business and employment development.*** Oakland, and in particular the Planning 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.
- ***Further develop the potential of Laney College.*** Laney College is an important asset in the Planning 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.
- ***Develop a strategy for the City of Oakland's and BART's own real property assets.*** One of the public sector's firmest assets 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.
- ***Improve the Planning Area's visual image.*** The condition of streets and public spaces contributes to an environment's appeal for residents, business owners and workers. Improving the image and comfort of the

Planning Area will be an important aspect of economic development.

- ***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, the City may be able to improve access to resources and capital for these enterprises, helping them overcome obstacles to establishment. At the same time, establishment of reasonable goals for local hiring will ensure that economic growth benefits neighborhood residents.
- ***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 and improved accessibility by all modes are addressed in Chapter 6.

Specific strategies for achieving these objectives are summarized in the following section. With all of these strategies, the Plan encourages local, multi-cultural, 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.

Economic development objectives include developing a strategy for BART property (above), and improving the public realm accessibility (below).

Economic development strategies include supporting and enhancing events such as Streetfest (above), and further developing local branding and marketing (bottom).

8.2 Components of the Economic Development Strategy

The Plan proposes a broad array of strategies to achieve the objectives established in the previous section. Strategy components are presented here, in the context of an objective they serve. In many cases, strategies support multiple objectives, a characteristic that points to the way the physical city and its economic and social vitality are linked.

Highlight Chinatown

The Chinatown commercial core is today a successful area and one of Oakland's gems, but is also challenged by changing demographics, perceptions of public safety, and other issues. Components of an economic development strategy to support and leverage this tremendous asset should include the following.

Events and Festivals

Special events and festivals give Planning Area residents and businesses an opportunity to strengthen bonds while highlighting the area's cultural diversity. Events bring short-term infusions of economic activity, and have the potential to expose many more people to Oakland Chinatown who are then likely to return. The City should work in partnership with the local business community to organize and carry out special events, including coordinating promotion and security, temporarily closing streets, and streamlining permitting. Refer to Chapter 7 for details on current events.

Marketing and Branding

Marketing is more than just a mere promotion of place. Marketing can help define the Planning 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 commercial district could 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, partnership between the local Chinatown Chamber of Commerce and/or the East Bay Economic Development Alliance, the City, and other business service organziations could maximize promotional opportunities. A Community Benefit District or Business Improvement District could help to fund marketing and promotion and special events, among other things (see Chapter 10: Implementation).

Rename Public Spaces

The character of Chinatown could be explicitly emphasized in the public realm, through naming of new public spaces after prominent local neighborhood figures. Further, the Lake Merritt BART Station could be renamed to identify it as an access point to Chinatown, as described in Chapter 4.

Ensure Public Safety

Ensuring safety from crime, and people's perception of safety, is a priority for the community. Strategies for enhancing the overall sense of security follow. They point to ways the community and other City departments can complement work being done by police and others to ensure the area is a desirable place to work and live. Small, local actions and changes to the environment may have a large, positive effect on overall safety in the Planning Area.

Ambassador Program

The Downtown Ambassador program established and funded by the Downtown Oakland Association has helped build confidence and enhance safety downtown. The Ambassadors are a highly visible presence on downtown streets. They help to resolve minor incidents, act as liaisons to the police department, and help to maintain streets and public spaces, while providing permanent jobs for residents. A similar program in the Planning Area would need a long-term, ongoing funding source, such as a Community Benefit District (CBD, see sidebar) or other source described in Chapter 10: Implementation.

Lighting

Improved lighting of streets and sidewalks has the potential to improve public safety. Lighting improvements should be pedestrian-scaled, and targeted to areas of concern identified by the community and police. Improvements may be achieved through funding mechanisms as described in Chapter 10, or other means.

"Eyes on the Street"

Neighborhood watch programs and security cameras in public places and parks are a few examples of initiatives to increase "eyes on the street" and contribute to increased public safety. This strategy would also be supported by the idea under discussion to relocate BART's Police Headquarters, currently located underground at the Lake Merritt station, to street level. While BART police would not patrol the area, their presence at ground-level could improve the perception of surveillance.

The Role of New Development in Enhancing Safety

Land use intensification proposed by the Plan may have the greatest effect in adding to public safety by ensuring that streets are active and vibrant. A mix of development types, including entertainment uses, would bring more people to the area at all hours.

Building and Landscape Design

The design of new buildings and changes to existing buildings and public spaces will also have an important effect in ensuring public safety. New design guidelines detailed in Appendix A build on the ideas of Crime Prevention through Environmental Design (CPTED). Key strategies include e promote active ground floor uses that directly face the street, and demarcating public and private space. Design should make it clear that activities are visible, and should encourage a sense of "ownership" on the part of building owners and residents.

Community Benefit Districts (CBDs)

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. Nine Business Improvement Districts are currently in place in various parts of Oakland, including the Downtown Oakland Association in downtown.

The Plan also calls for improvements to existing streets and public spaces. These must be designed to address security concerns and enhance the safety of the area.

Attract a Diverse Population

With its walkable, urban character, its accessibility to jobs and transit, and its proximity to Lake Merritt, the Planning Area has the potential to appeal to a broad range of Bay Area residents, including members of Oakland's Chinese community, new immigrants, professionals with disposable income, and families with children. A larger and more diverse resident population will in turn support more local businesses.

Land Use and Zoning

The City can play a key role in enhancing the Planning Area's appeal to a diverse population. Establishing a land use pattern through zoning regulations that permits high density housing and open spaces, ground floor retail on key pedestrian corridors and a mix of commercial uses will provide the framework for the future composition of the area. Affordable and market rate housing for single individuals, small and large families, and seniors will ensure the area is home to a sufficient population base to support local businesses. Transit-oriented development should also cater to professionals and seniors attracted by the location and amenities. The development of new housing in a variety of formats and the crafting of a balanced Land Use Plan that seeks to optimize the potential of commercial streets and cultural anchors are covered in detail in Chapter 4: Land Use. Updating the City's Planning Code will be the key implementation action.

Incentives Program and Housing Development

A program of incentives to developers for providing community benefits will be an important strategy to produce transit-oriented development in the Planning Area. The program, more fully described in Chapters 4 and 10, could grant additional height, floor area ratio (FAR), or reduced parking requirements, in exchange for amenities or benefits desired by the City, such as affordable housing.

School Partnerships

The quality of local schools is a chief consideration of many families with children who may be attracted to live in the Planning Area. Lincoln Elementary School is a top-level, award-winning school, and the Downtown Educational Complex is an important new investment. Partnering with local schools to maintain and improve school quality may be an important component of attracting families. Partnerships with Laney College are described below.

Engage the Multi-Cultural Business Community

Relationships between the City and the diverse communities in the Planning Area may be strengthened through established business organizations (such as the Oakland Chinatown Chamber of Commerce and the Oakland Vietnamese Chamber of Commerce) and new organizations for communities that are less organized. Outreach may be done by the City in conjunction with the business service organizations (BSOs)--groups convened by Economic Development staff--and chambers of commerce. Another mechanism to organize the diverse business community in the Planning Area is the creation of a BID.

Connect with Laney College and OUSD

Laney College and Oakland Unified School District's new Downtown Education Center (DEC) have the potential to be successfully integrated with the neighborhoods around them and with the economic life of Oakland. An economic development strategy for the Planning Area should pursue opportunities to partner with Laney College and the DEC, including the following.

Partnerships with Local Businesses

Economic development in the Planning Area would benefit from partnerships between Laney College, the DEC, and the local business community to establish internships and mentorship programs and coordination on employer recruitment efforts.

Sharing Facilities

Laney College's facilities, including classroom and meeting room space, athletic facilities, and open spaces are a valuable resource not only for the college but potentially for the surrounding neighborhoods. With clear arrangements for joint use of facilities, these amenities can significantly improve the appeal of area for living and doing business. The DEC has been designed with such community use in mind. Joint use agreements are described in Chapter 5.

Leverage Public Real Estate Assets

The Planning Area features a significant amount of publicly-owned land that is vacant or potentially redevelopable. In particular, the two BART blocks are located directly adjacent to the Lake Merritt BART Station. A "catalyst" development project on one or more of these blocks (as described in Chapter 3: Vision) would act to stimulate additional development in the neighborhood by proving the value of investment and adding new destinations and new customers.

Some other key assets include the City-owned Fire Alarm Building site, which could be reused as a park with a public facility or restaurant; and the Kaiser Convention Center, which should be reused to establish an additional destination in the Planning Area. Redesign of 12th Street has created an additional City-owned potential development site. Additionally, improvements to existing publicly owned parks would help improve the attractiveness of the Planning Area to visitors. Open spaces are addressed in greater detail in Chapter 5.

Improve Visual Quality

Streetscapes, Parks, and Design Guidelines

The Plan supports improvements to the public realm in the form of streetscape improvements, park improvements, and the creation of new public spaces as part of new development. Large development sites will provide on-site publicly accessible open space (as described in Chapter 5), adjacent to the street. Design guidelines for new development aim to enhance the visual quality of the area. Additional opportunities for public realm amenities exist in establishing merchant/restaurant alleys (for instance re-activating the historic alley located on the King Block), and participation by local businesses in the City of Oakland's parklets program, which allows the temporary conversion of parking spaces to seating or pedestrian amenities, by application (see Chapter 5 for more detail).

These strategies will contribute significantly to the attractiveness of the Planning Area as a place to invest, live, and do business, and are covered in other chapters. Improvements may be financed using a variety of mechanisms covered in Chapter 10: Implementation, including the creation of a Community Benefit District or BID and the use of incentives for developers to help pay for economic and community benefits.

Façade Improvements

Façade improvement programs have historically existed through the now dissolved City of Oakland redevelopment agency. A similar program should be explored post-redevelopment, and these programs should be actively marketed for use in the Planning Area. Historically, these programs provided matching grants to existing businesses for storefront and façade improvements. A more targeted program in the Chinatown commercial core could help to make area properties and businesses more vibrant, economically competitive and inviting. Under this new program, the city could approach property owners and businesses along each block face on the main pedestrian retail

Façade improvements and support for small businesses are essential components of the economic development strategy.

streets, and employ financing assistance, design consultation and city facilitation tools to encourage private investment in façade improvements.

Maintenance

Even in the absence of streetscape and façade improvements, the visual quality of the Planning Area can be enhanced. It will be important to resolve loading issues, so delivery vehicles don't park in travel lanes. Regular cleaning and maintenance is also important, particularly given that the economic benefits of improvements to streetscapes and public spaces will diminish over time without good upkeep. This also includes maintenance of the roadway condition to reduce the number of potholes. A Community Benefit District or similar mechanism would be well-suited to taking responsibility for maintenance activities (see Chapter 10: Implementation).

Support Business Development and Job Creation

Support for local businesses, job placement support for local residents, and expansion of key economic segments are the nuts and bolts of an economic development strategy. Specific opportunities are outlined here.

Small Business Development Programs

Multiple organizations currently exist that provide technical and financial support to start-ups and small businesses. The City could ensure that Chinatown busienss are aware of and have access to start-up and business support services, including services in Cantonese and Mandarin.

The City or another organization could also support business retention by maintaining a revolving loan program for local businesses needing temporary financial support. These programs should help to support thriving commercial centers with a mix of small and larger businesses such as the Pacific Renaissance Center.

A "Small Business Innovation and Incubator Fund" is another option. Such a fund could provide lower rents and support services for start-up firms, and help entrepreneurs get businesses off the ground.

Local Hiring, Job Training and Placement

In collaboration with community stakeholders, the City can establish local hiring goals that would apply to City-funded activities. Goals could include 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 benefits program, whereby business owners are connected with workforce development programs including those administered by the City. In addition to job placement, these workforce development programs provide essential job training and job readiness services.

Together, job training and local hire goals can provide career pathways and can indirectly engage youth in pursuing construction jobs. Possible opportunities for matching youth in the area to construction jobs include employing local apprentices enrolled in the California State Certified Labor-Management apprenticeship program.

While workforce development programs are currently in effect, there may be challenges related to language, and the need to publicize the availability of these services in the Chinatown community.

Public/Private Partnerships

Pursuing public/private partnerships can help achieve catalyst development, business development, community engagement and other objectives. Examples include OUSD working with the local business community to connect students with local businesses, and the potential for BART to work with an entity to redevelop property. In the latter case, BART requires "project stabilization agreements" with prospective partners in Transit-Oriented Development (TOD) projects, to ensure efficient project delivery.

Improve Access

Improving Planning Area accessibility is covered in depth in Chapter 6, including detailed guidance on enhancing the pedestrian realm and access to transit, creating bicycle facilities, and improving traffic flow and parking access. These programs will be a necessary component of successful economic development. The creation of a Parking District and in-lieu fee and/or an Infrastructure Finance District may be important in funding access improvements. These mechanisms are described in Chapter 10: Implementation.

Undertake a Local Economic Development Strategy

During the implementation phase of this Plan, a local economic development strategy should be undertaken with an emphasis on international, and especially Asian, business development. The strategy should consider:

- Strategies for expanding or updating 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; and
- 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.

Vision

- Provide for community development that is equitable, sustainable, and healthy.
- Increase jobs and improve access to jobs along the transit corridor.
- Celebrate and enhance the heritage of Chinatown as a cultural asset and a regional community destination.

Goals

Business

- Strengthen and expand businesses in Chinatown, through City zoning, permits, marketing, redevelopment, infrastructure improvements, and other tools.
- Attract and promote a variety of new businesses, including small businesses and start-ups, larger businesses that provide professional-level jobs (e.g., engineers, attorneys, accountants, etc.), and businesses that serve the local community (such as grocery stores, farmers markets, restaurants, pharmacies, banks, and bookstores).
- Promote more businesses near the Lake Merritt BART Station to activate the streets, serve Chinatown, Laney College, and the Oakland Museum of California, and increase the number of jobs.

Jobs

- Attract development of new office and business space that provide jobs and promote economic development for both large and small businesses.
- Increase job and career opportunities, including permanent, well-paying, and green jobs; ensure that these jobs provide work for local residents.
- Support the provision of job training opportunities. Ensure that local training opportunities (including vocational English as a second language opportunities) exist for jobs being developed both in the planning area and the region, particularly those accessible via the transit network.
- Increase job opportunities for local residents in public contracting and construction jobs for implementation of the plan (i.e., construction of infrastructure).

Policies

The policies that follow aim to achieve economic development through actions that help to highlight the assets of Oakland Chinatown, and to forge partnerships between public agencies, local businesses, and Laney College. Other policies focus on improving public safety (actual and perceived), and improving the visual character of the area. The redevelopment of public real estate assets is recognized as a potential catalyst.

Overarching Policies

ED-1 **Planning Area promotion.** Promote a positive image of the Planning Area as a desirable place to shop, live, and do business.

ED-2 **Foster positive relationships.** Support local businesses and foster a positive relationship between the business community and the City government.

ED-3 **Attractive environment.** Support and contribute to a clean, attractive, and safe environment for residents, business owners, employees, and shoppers.

ED-4 **Local jobs.** Attract professionals and skilled workers with local jobs to live in the Planning Area.

Highlight Chinatown

ED-5 **Events and festivals.** Work in partnership with the local business community, including the Chinatown Chamber of Commerce, to organize and promote regionally recognized events and festivals as a means of fostering a positive image of the Planning Area as a place to visit, live, and conduct business.

Examples of community events that could draw visitors include night markets and street festivals.

ED-6 **Marketing program.** Design and implement a marketing program, focusing on defining the Planning Area's image and increasing its visibility. The marketing program should:

- Highlight the Chinatown commercial core as a vibrant shopping experience;
- Encourage coordination between the Chinatown Chamber of Commerce and/or the East Bay Economic Development Alliance and other business service organizations to ensure active participation of the business community;
- Highlight cultural and institutional resources that might draw additional visitors, through coordination with the Oakland Asian Cultural Center, Laney College, and the Oakland Museum of California;
- Focus on web-based content;
- Include a funding source, such as a Community Benefits District or Business Improvement District, if feasible.

ED-7 **Name public plazas to reflect local heritage.** Work closely with the community to identify appropriate prominent local figures, and to identify public plazas that could be named to reflect the heritage of the area.

See Chapter 4 for policies related to renaming the Lake Merritt BART Station.

Improve Public Safety

ED-8 **Crime prevention.** 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.

ED-9 **Ambassador Program.** Pursue a long-term, ongoing funding source for a program like the Downtown Ambassadors, to help to ensure the actual and perceived safety of the Chinatown area

ED-10 **Pedestrian-scaled lighting.** Implement pedestrian-scaled lighting improvements that are targeted to areas where safety has been a concern in the community.

See Chapter 10 for possible implementation options.

ED-11 **Security cameras.** Assess the value of placing security cameras at specific locations where public safety is of highest concern, and discuss this with the community.

ED-12 **BART Police Headquarters.** Support the idea for BART to relocate its Police Headquarters to street level at or near the Lake Merritt BART Station, as a way to bolster perceived public safety directly around the Station.

Attract a Diverse Population

ED-13 **Diversity of housing.** Encourage a diversity of housing types, both affordable and market-rate, to meet the housing needs of single individuals, small and large families, and seniors. Housing types should include condominiums, town homes, studios, and multifamily apartments.

Other housing related policies and programs are included in Chapter 4: Land Use.

ED-14 **Development incentives program.** Craft a program of development incentives in such a way that it stimulates market-rate, transit-oriented development in the Planning Area.

See also Chapter 4: Land Use.

ED-15 **School partnerships.** Initiate programs and partnerships with local schools to help to connect existing and new residents with the schools and improve school quality where needed.

Engage the Multi-Cultural Business Community

ED-16 **Diverse business organizations.** Strengthen and pursue relationships with the diverse communities in the Planning Area, by connecting with established business organizations such as the Oakland Chinatown Chamber of Commerce and the Oakland Vietnamese Chamber of Commerce, and supporting the incorporation of communities that are less organized. Outreach may be coordinated with business service organizations (BSOs) and metro and ethnic chambers.

Connect with Laney College

ED-17 **Laney College partnership.** Foster a partnership between Laney College and the business community, so the College can conduct academic and skill training programs that meet the needs of local businesses.

ED-18 **Laney College joint use agreements.** Work with Laney College to ensure clear arrangements for joint use of facilities, including meeting room space and use of athletic facilities and open space areas.

Leverage Public Real Estate Assets

ED-19 **Publicly-owned blocks for redevelopment.** Support BART and MTC in redeveloping prime publicly-owned blocks around the Lake Merritt BART Station. Development of one or multiple of these blocks should be approached as a catalyst to stimulate development in the larger area.

Redevelopment of the BART blocks is expected to be done through a public/private partnership under a "project stabilization agreement" to ensure efficient project delivery.

ED-20 **Publicly-owned assets for reuse.** Promote the active reuse of publicly owned assets, including the Fire Alarm Building and Kaiser Convention Center.

Improve Visual Quality

ED-21 **Façade improvement program.** Identify new funding sources for a façade improvement program. Once secured, approach property owners and businesses in the Chinatown core along each block face on the main pedestrian retail streets, and provide financing assistance, design consultation and city facilitation tools to encourage private investment in façade improvements.

ED-22 **Cleanliness and maintenance.** Strive to maintain cleanliness and order in the Planning Area. A Community Benefit District or similar mechanism would be well-suited to taking responsibility for maintenance activities.

Support Business Development and Job Creation

ED-23 **Local economic development strategy.** Complete a local economic development strategy as part of Plan implementation, with an emphasis on Asian business development. The strategy should consider:

- Strategies for expanding or updating 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; and
- 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.

ED-24 **Local hiring goals.** In collaboration with community stakeholders, establish local hiring goals, 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. A local hiring-related service could be part of a Community Benefit District formed in the Planning Area.

Possible opportunities for matching youth in the area to construction jobs include employing local apprentices enrolled in the California State Certified Labor-Management apprenticeship program.

ED-25 **Workforce development.** Continue to provide job training and readiness services through the Workforce Investment Board, and ensure that these services are publicized and accessible to Planning Area residents, including Cantonese and Mandarin language access.

ED-26 **Internship, mentoring and apprenticeship programs.** Encourage local businesses to offer internship, mentoring and apprenticeship programs to high school and college students.

ED-27 **Small Business Innovation and Incubator Fund.** Evaluate a "Small Business Innovation and Incubator Fund" to provide lower rents and support services for start-up firms, and help entrepreneurs get businesses off the ground. The City's role may be to ensure that start-ups in Chinatown are aware of existing programs and can receive assistance in Cantonese and Mandarin. See Chapter 4 for more detail on a potential community benefits program.

9 INFRASTRUCTURE AND UTILITIES

IN THIS CHAPTER

Infrastructure and Utilities

This Chapter provides an assessment of existing utility systems serving the Lake Merritt Station Area, potential impacts to these systems to accommodate plan build-out, and 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 and regional districts provide a variety of infrastructure services including potable water, sanitary sewer (wastewater), recycled water, storm drainage, electricity and gas service, and solid waste disposal services to meet the demand of residents and businesses. The Planning Area, while completely serviced with existing utilities, will require upgrades and relocations of certain infrastructure elements.

9.1 Dry Utilities

Electricity and gas service in Oakland is provided primarily by Pacific Gas and Electric (PG&E), which owns the gas and electrical utility supply lines. Throughout most of Oakland, electrical power is delivered via overhead distribution and transmission lines, and natural gas is distributed through underground piping. Undergrounding efforts have been initiated as opportunities for new developments arise.

Within the Planning Area, two potential problems exist which may impact future developments: sub-sidewalk facilities (high voltage vaults, transformers) and a high water table. PG&E staff has indicated that there is adequate capacity for any immediate planned development. When applications for new services are reviewed, PG&E may determine whether new circuits will be required, and there is typically a one and one-half to two-year lead time for new developments. A new development must exceed six to eight megawatts (MW) of power requirements before exceeding current capacity. For comparison purposes, a multi-story, 400 unit residential development would consume approximately three MW. Power is generally supplied to a development site through underground vaults, ground-level vaults, or transformer pads.

Buildings constructed after June 30, 1977 must comply with standards identified in Title 24 of the California Code of Regulations. Title 24, established by the California Energy Commission (CEC) in 1978, requires the inclusion of state-of-the-art energy conservation features in building design and construction, including the incorporation of specific energy conserving design features, use of non-depletable energy resources, or a demonstration that buildings would comply with a designated energy budget.

AT&T and Comcast are the telecommunications service providers for the Planning Area. Both overhead cables and underground conduits in joint trenches are present. Comcast typically leases spaces with occupancy agreements from either PG&E or AT&T, who owns the physical poles for installing telecommunication cables. For underground joint trenches, PG&E is typically the owner and conduit placement must follow PG&E's construction standards. In every street within the Planning Area, there is a Comcast facility present. From the base map that Comcast provided, sub-sidewalk vaults are located fairly evenly throughout the Planning Area.

9.2 Sanitary Sewer Service

Existing Sanitary Sewer System

Oakland's sanitary sewer services are provided by the City's collection network of mains and laterals connected to EBMUD's interceptor systems (larger diameter pipes) which deliver the raw sewage to its main wastewater treatment plant. EBMUD has two interceptor systems within the vicinity of the Planning Area. The South Interceptor system traverses east-west on 2nd Street and 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. The City's sewer pipes in the Planning Area are in poor condition. Many laterals are shown on the City's sewer maps as "plugged" or "abandoned," and 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.

Most of the City's sewer collection 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 percent 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.

The existing sewer system is currently in need of repair. The current deficiencies with respect to leaking pipes result in inflow 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. There is currently a backlog of requests for cyclic replacement projects, with only the highest priority projects completed each year. The highest priority projects are those with ongoing overflows, backups and/or collapsed pipes, none of which are located in the Planning Area.

Capacity and Opportunities for Upgrades

While new development may present an opportunity to have these pipes replaced, projects would only contribute to the cost of new pipes if the capacity of the pipes is exceeded. If the pipes have deteriorated and/or have diminished capacity because of deteriorating conditions, then this is not a development cost. Where installed, new pipes would likely be a larger size – for instance an eight-inch pipe would likely become a ten-inch pipe and an existing ten-inch would likely become a twelve-inch. Increased pipe size assumes the slopes remain about the same; the same size pipe could have increased capacity by increasing the slope of the pipe and changing the pipe material.

Capacity is measured as flow rate, either in gallons per day or cubic feet per second. The flow rate is determined by the size (diameter) of the pipe and the slope of the pipe. For instance, an eight-inch pipe with a one percent slope has the same capacity as a ten-inch pipe with a 0.3 percent slope and a twelve-inch pipe with a 0.12 percent slope. All other things being equal, the cost difference between the pipe sizes is not significant. The material cost of the pipe does not change much between sizes varying from eight to twelve inches.

Issues and Potential Impacts

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.

The Planning Area is located in five sub-basins of the City's waste water collection system, which will disperse increased flows from new development into five different pipe systems. Each numbered

sub-basin encompasses a specific physical area, and its sewer flows are assigned to a single discharge point from the city's collection system into the EBMUDs interceptor lines. The sub-basins and impacted pipe lines are shown on Figure 9.1.

Planning Area Capacity and Necessary Improvements

Capacity of the pipes in the sanitary sewer system is assumed to be limited if the projected flows exceed 20 percent, based on the City of Oakland's 2008 Sanitary Sewer Design Standards. Preliminary estimates of project waste water flows based on Plan development potential indicate that there is adequate capacity in the pipes in Sub basins 52-05, 52-13, 64, and 54-01. Based on the preliminary calculations of existing and proposed capacity, pipe system upgrades are assumed to be needed in sub-basins 64-01 and 64-02 for the pipes that run under the freeway. Figure 9.1 shows sewer lines in the Planning Area that would be impacted by new development and the two locations where pipe upgrades would be needed.

Larger pipes to replace the existing ones or parallel pipes would be required to increase the capacity of the system in these two locations. The downstream pipes have a greater capacity (and therefore do not require upgrades) because they have steeper slopes than the lines under the freeway. The capacity of the replacement pipes should be 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. The new State and City requirements that will reduce water demand in new development will also have the effect of decreasing the waste water that enters the sewer collection system. In addition, re-use of gray water is also encouraged by the policies in the City's newly adopted Green Building Ordinance.

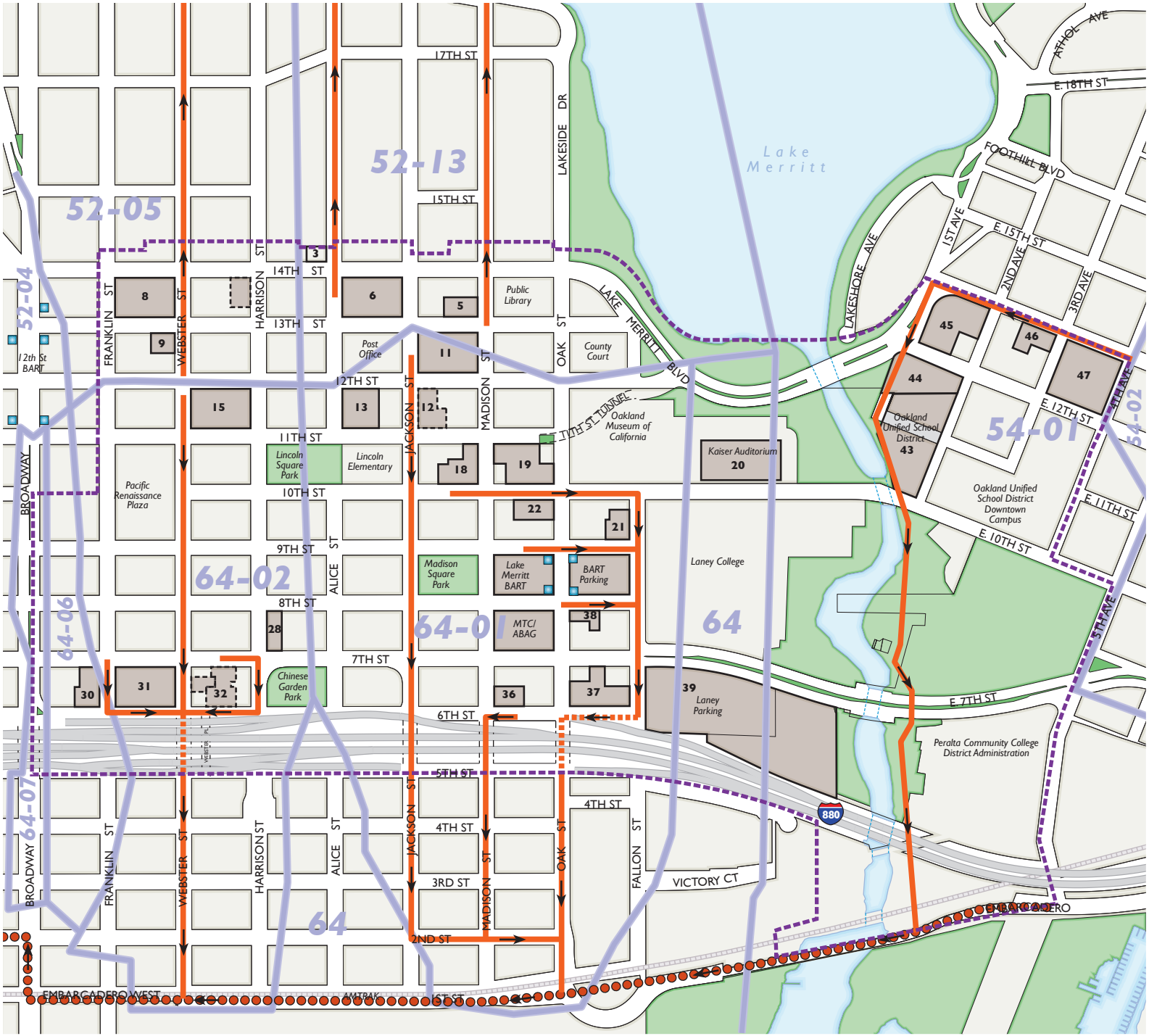
Capital Improvement Program and Sewer Mitigation Fee

Maintenance and upgrades to the sewer system because of age and deterioration are being handled by the city-wide capital improvement program (CIP) although, as noted, only the highest priority needs are typically addressed. The CIP assumes that the existing system is at about 80 percent capacity, with remaining capacity of around 20 percent overall.

The City of Oakland Master Fee Schedule authorizes the assessment of a Sewer Mitigation Fee to developments based on the proportional share of growth induced improvement costs. This fee is assessed to new developments in sub-basins that exceed the assumed remaining capacity, or in other words, that increase sewer flow rates by more than 20 percent. A project's flow rate increase is determined based on land use changes, which have calculated flow rates per the city guidelines. It is also possible to borrow the allowable growth rate increase from an adjoining sub-basin.

The City collects the sewer mitigation fee as part of the development permitting process and the fee goes toward replacing pipes that would increase capacity. The fee is determined on a project-by-project basis, depending on the sub-basin the project is located in. Because nearly all the pipes are old, any new pipe installation has the side benefit of removing an old pipe that they may otherwise have needed upgrades as part of the city's CIP program.

Figure 9.1:
SANITARY SEWER SYSTEM



- Impacted Sanitary Sewer Lines
- Upgrade Existing Sanitary Sewer
- Existing Sanitary Sewer Intercepter
- 54-02 Sanitary Sewer Basin/Sub-basin
- 6 Opportunity Sites with Community Agreement or Vacant Sites
- 12 Approved Development (not yet under construction)
- Park
- BART Station Entrance
- Planning Area

0 100 500 1000
FEET

9.3 Water Service

Existing Water Service

The East Bay Municipal Utility 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 four inches in diameter to 24 inches in diameter. Distribution mains are located on every street throughout the Planning Area. Maintenance, capital repairs and upgrades are the responsibility of EBMUD and financed by new development connection fees and on-going customer service charges. The potable water system is shown in Figure 9.2.

Issues and Potential Impacts

EBMUD is also 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.

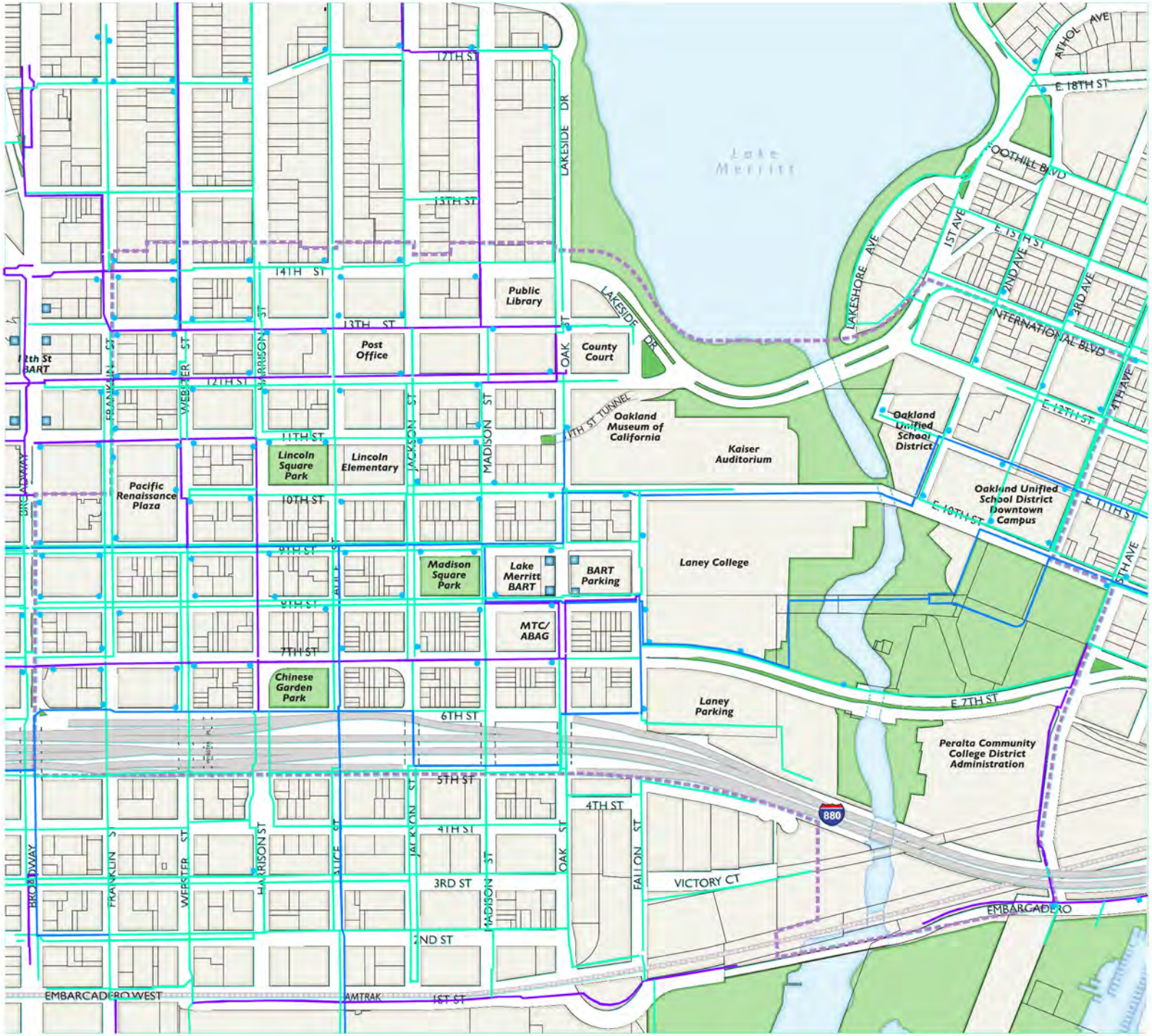
EBMUD's water supply is adequate to meet the needs of the District's future projected 1.6 million customers (ABAG's projections 2030) during normal and wet years, but in prolonged droughts, customers may face severe rationing. In addition to long-term development and expansion projects, improvement programs 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 currently approximately 220 MGD (million gallons per day) with an average daily per capita consumption of 162 gallons for all users within the EBMUD service area. 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 future per unit water consumption for residential and commercial customers will decrease by 20 to 50 percent, which will reduce the system-wide need for increased capacity.

Long-range water supply planning by EBMUD includes the future projected growth in Oakland, and development potential for the Planning Area is within the future water supply projections for the City. However, California does experience severe droughts which impact available supply. The adoption of CalGreen and the City's Sustainability Ordinance will decrease water demand from new development, but 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. Maintenance, capital repairs, and upgrades are the responsibility of EBMUD and will be financed by new development connection fees and on-going customer service charges. Therefore, there will be no costs to the City for water system upgrades. However, fire hydrant relocations may be required as part of construction of widened sidewalks and the street corner bulb-outs. These costs are a part of the City's streetscape work, outlined in Chapter 10. Figure 9.2 also shows the location of fire hydrants that may need to be relocated if curb bulbouts are installed.

Figure 9.2:
POTABLE WATER SYSTEM



9.4 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 such as landscape irrigation. 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 Planning Area, 12,500 linear feet of recycled water mains have been placed, which are shown on Figure 9.3. 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. The 11th Street pipe reroutes onto 10th Street at Harrison Street, extends around the Laney College Sports Fields, and ends midblock on East 7th Street. A notable extension is the eight-inch recycled main on Oak Street (Lakeside Drive) servicing the irrigation requirements at the recently-renovated Lake Chalet and Lake Merritt Boathouse.

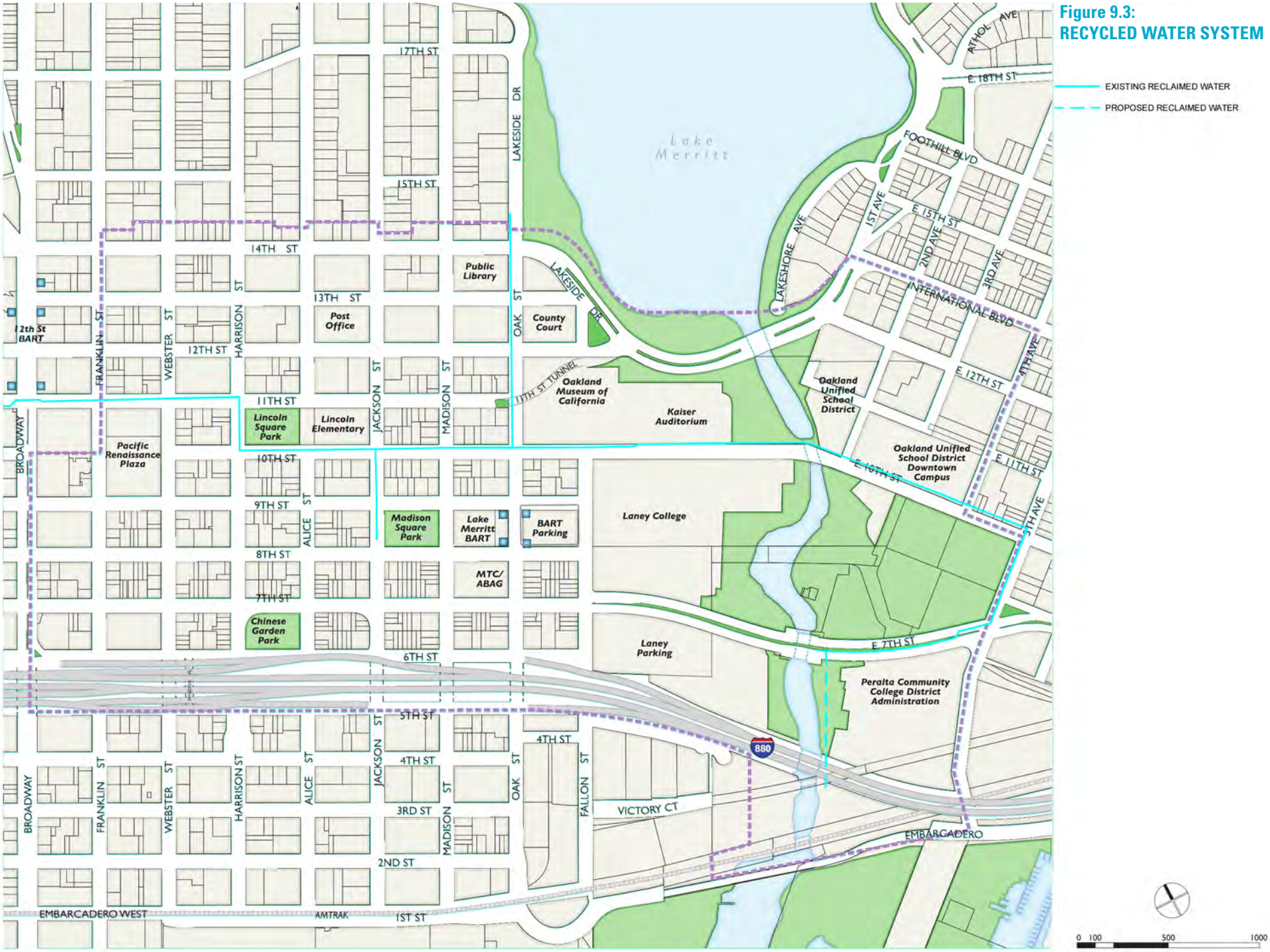
Issues and Potential Impacts

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.

Projected and proposed development under this Plan is likely to have little in terms of landscaped areas, and those areas should be landscaped with drought tolerant plants. Therefore, it is not anticipated that new development in the Planning Area will generate sufficient demand for non-potable water uses to justify the cost of extending the existing system to serve the limited park area and landscape expansion.

However, in order to provide reclaimed water to new proposed open space areas south of the I-880 Freeway, approximately 750 linear feet of new reclaimed water needed to irrigate the park below 880. The cost per foot is $90 totaling $67,500 for reclaimed water. Other new identified open space areas are already served by recycled water pipes, though the lateral connections will be needed.

Figure 9.3:
RECYCLED WATER SYSTEM



9.5 Storm Drain

Existing Storm Drain

Like the sewer system, much of the storm drain 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. Existing infrastructure around and serving the Planning Area 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. 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, as shown in Figure 9.4.

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 October 2009 requiring more stringent standards to be applied on new developments of one acre or more in size. In accordance to provision C.3 of the City of Oakland's NPDES permit, new development that creates or replaces 10,000 SF or more of impervious surface is required to implement storm water treatment measures.

Development will also be required to comply with new storm water regulations stated in the Municipal Regional Permit (MRP), such as providing 100% trash control into waterbodies by 2020, providing bio-based storm water treatment, and meeting numerical standards for storm water treatment.

Issues and Potential Impacts

Because of new regulatory requirements regarding 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. The capacity of the existing system will not be significantly impacted by new development as there is unlikely to be an increase in stormwater flows; the Plan will not increase the amount of impervious area or contribute to higher flows than currently exist. Regulatory requirements for low impact design including, infiltration, reuse, or evapotranspiration of stormwater will further limit any increase (and perhaps decrease) flows to the existing pipe network. However, compliance with NPDES regulations tends to reduce flows as well.

Storm drain system facilities will be impacted by sidewalk widening and corner bulb-outs. The costs for the relocation of drain inlets and connecting pipes would be part of the cost of streetscape improvements. Locations of potential relocated drain inlets are shown in Figure 9.4.

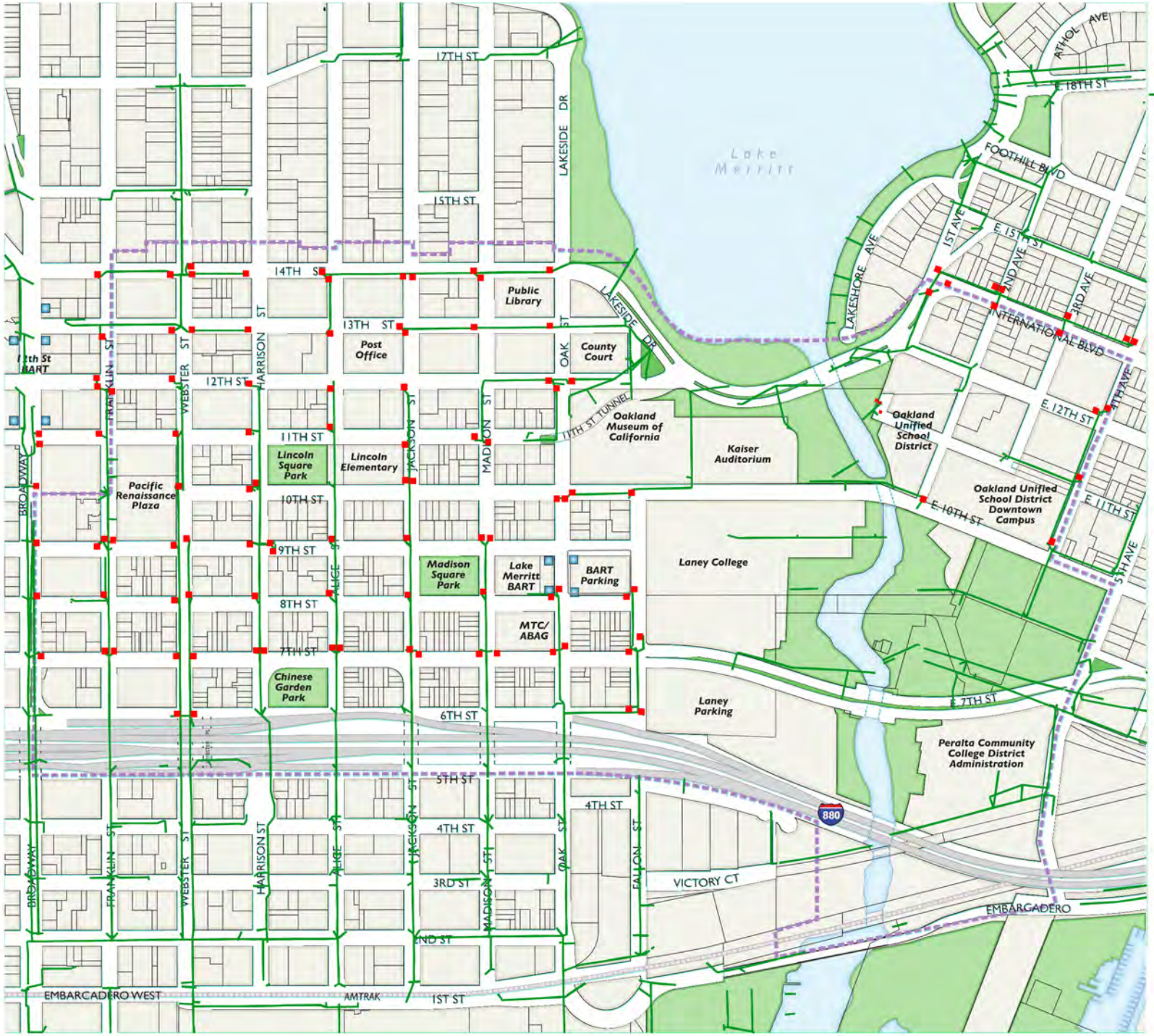


Figure 9.4:
STORM DRAIN SYSTEM

9.6 Solid Waste Disposal

Non-hazardous waste in Oakland is currently collected by Waste Management of Alameda County (WMAC), which provides curbside pickup for residential, commercial, and industrial non-hazardous waste and transports it to WMAC's Davis Street Transfer Station in the City of San Leandro. Transfer trucks haul waste to the Altamont Landfill and Resource Facility, located approximately 35 miles east of Oakland near Livermore. The Altamont Landfill has a daily permitted maximum disposal of 11,500 tons/day. The landfill closure date is January 1st, 2029 and in 2000, the landfill was at 26.3 percent capacity.

In 2008, Oakland disposed of approximately 327,589 tons of solid waste or about 898 tons per day. The Integrated Waste Management Act (AB 939) requires jurisdictions to meet diversion goals of 50 percent by the year 2000. In 2006, Oakland's diversion rate was 59 percent.

Sanitation can affect the health of a community. The community has identified trash and litter as an ongoing issue within the Planning Area. Litter and overflowing trash can harm the environment by providing areas for insects and rodents, and by damaging the appearance of a neighborhood.

Policies

The infrastructure and utilities policies outlined in this section identify actions to ensure adequate infrastructure and utilities are provided within the Planning Area.

LU-1 **Coordination with EBMUD.** Coordinate upgrades to sidewalks and roadways with EBMUD's system upgrades in order to limit construction, cost, noise, and circulation disruption within the Planning Area.

LU-2 **Sewer lines.** Upgrade sewer lines running under I-880 in Sub-basins 64-01 and 64-02 as new development is built. See Chapter 10 of this plan for phasing and financing.

LU-3 **Recycled Water.** Utilize recycled water to irrigate new open space areas.

LU-4 **Stormwater capture and treatment.** Encourage site designs that optimize runoff capture and treatment via landscape features, including permeable surfaces that allow on site infiltration and green roofs.

LU-5 **Stromwater runoff.** New development must be designed to limit the amount of storm water runoff into drains or surface water bodies including Lake Merritt, the Lake Merritt Channel, or the Oakland Estuary.

LU-6 **Streetscape design and stormwater runoff.** Design bulb-outs, sidewalk widening, and other streetscape improvements to adequately handle projected storm water runoff.

LU-7 **Native and drought-resistant landscaping.** Plant native and drought-resistant landscape when and where appropriate in order to reduce water demand and the City's utility costs.

10 IMPLEMENTATION

IN THIS CHAPTER

The following Implementation Strategies describe the future policies, tools, and activities designed to ensure that the goals and objectives of the Lake Merritt Station Area Plan are realized. The Implementation Strategies include recommended public (capital) improvements, as well as programs and activities. To ensure the Plan achieves its goals and objectives, it is important to develop an Implementation Strategy that does not impede development in the Planning Area compared to adjacent areas that can potentially take advantage of similar market forces.

It should be noted that as this Implementation Strategy was being written, in mid 2012, efforts to realize the development goals and objectives of the Plan are limited by a series of unusual constraints, including:

- The economic recession that started in 2008, before the planning process was initiated, has had a much longer aftermath than the typical 16-month recession and recovery cycle. The recession has led to depressed real estate values and development activity as well as declining municipal, state, and federal tax revenues. Oakland's government is not unique in having budgetary challenges that make it particularly difficult to adopt new initiatives.
- In 2011, the California legislature approved a budget measure introduced by the Governor (and later validated by the state supreme court) which dissolved all Redevelopment Agencies in the state. Oakland's Redevelopment Agency, which dated back to the 1960's, has been disbanded, staff redeployed or terminated, and assets have been transferred to a Successor Agency. Thus, a major tool for funding economic development and affordable housing has been eliminated in California, without successor mechanisms in place to address those important local objectives[1].

There are five sections to this chapter.

- Section 10.1 outlines regulatory actions, which are necessary to approve both the General Plan and the Planning Code amendments. A separate zoning text will be presented.
- Section 10.2 outlines the implementation strategy elements. This includes a summary table with all the actions required to implement the plan, the estimated costs for each action, and identification of the various sources of funding.
- Section 10.3 provides a discussion of each improvement and infrastructure funding mechanism that is potentially available.
- Section 10.4 includes an overview of community benefits, such as affordable housing, or parks; discussion of how the costs of providing benefits can be shared; and detailed information on some of the largest improvements.
- Section 10.5 includes the detailed estimates for all infrastructure improvement costs.

1 Although Redevelopment Agencies were eliminated by state legislation in 2011, there was no legislation that eliminated the Redevelopment Project Areas, or the many laws and regulations that had been passed over 40 years affecting Project Areas.

10.1 Regulatory Actions

The City of Oakland will complete General Plan and Planning Code amendments to ensure both are consistent with the Lake Merritt Station Area Plan, to maintain "vertical consistency" across the documents, as required by State law. It is essential that necessary regulatory changes are completed to facilitate Plan implementation, including:

- Amending the appropriate General Plan policies and Planning Code provisions to be consistent with this Plan;
- Pursue implementation of impact fees and other fees recommended by the Plan to support development that serves the community;
- Update conditions of approval to include participation in any operations- and maintenance- related funding sources, such as a community facilities district.

General Plan and Planning Code Amendments

While the General Plan establishes a policy framework, the Planning Code prescribes standards, rules, and procedures for development. The Planning Code translates plan policies into specific land use regulations, development standards, and performance criteria that govern development on individual properties. The Lake Merritt Station Area Plan provides direction for new and modified land use districts and overlays, use and development standards, and density and intensity limits. Topic areas in the Plan that will need to be reflected in the Planning Code amendments include:

- Land Use Character;
- Active Ground Floor Uses;
- Height and massing;
- Additional development requirements, including:
  - Requirements for development occurring adjacent to the I-880 Freeway.
  - Design Guidelines.
  - Public Open Space standards for large sites.

General Plan and Planning Code amendments are taking place concurrently with the Plan adoption; the remaining regulatory actions should occur early in the implementation process.

10.2 Implementation Strategy Elements

The Plan's Implementation Strategy was developed over the multi-year planning process, with input from an engaged community. The specific implementation activities were developed from input from a combination of:

- Community meetings;
- City staff efforts to develop a responsive community benefit program;
- Consultant team identified improvement needs.

Feedback from the community throughout the process has been an essential component of the planning process, including in developing the Implementation Plan. A key element of community participation is the involvement of advisory groups, including the Community Stakeholders Group (CSG) and the Technical Advisory Committee (TAC), that act to guide the planning process.

In addition to advisory groups, a variety of strategies have been employed to engage and involve the community in the planning process, including an initial engagement process that included four community meetings and a survey, partnerships, stakeholder interviews, four well-attended community workshops, focus groups and neighborhood teas, and surveys.

More detail on community engagement and outreach is described in Chapter 1.

The Implementation Strategy has some elements that can be undertaken directly, such as developer incentives, which are described as Phase I improvements. Other elements require additional actions or studies before they can be undertaken, such as an impact fee program or formation of an assessment district, which are described as Phase II improvements. The implementation timing of the Phase I elements is dependent only upon securing funds or the timing of related development activities that are associated with their completion. The implementation timing (and perhaps the whether or not the element can be done at all) of the other elements is dependent upon completion of necessary pre-conditions, such as a nexus study or a rehab and reuse study. Pre-conditions required before Phase II implementation strategies can be implemented are described below.

Where known, an estimated cost for each element is included, along with an indication of the likely timing of its implementation. Table 10.1 includes a detailed list of action items to implement the plan, implementation responsibility, costs, timing, and funding mechanisms.

Phase I

Phase I Implementation Plan elements have no pre-conditional requirements.

- Developer Incentive Program
  - Developer Incentive Program allows a developer to receive additional development rights (via height or density bonus or relaxation of requirements, such as parking or open space) in exchange for provision of certain amenities, such as affordable housing, public open space or childcare centers.
  - The incentive program must be entirely voluntary. Any development requirements would trigger a legal pre condition for a prior nexus study, and thus could not be implemented immediately.

Phase II

Phase II Implementation Plan elements require pre-conditions.

- Developer exactions (e.g. requirements for on-site *amenities* or payment of in-lieu fees) would require a nexus studies. A nexus study must:
  - Identify the purpose of the fee.
  - Identify the use to which the fee is to be put. If the use is financing public facilities, the facilities must be identified.
  - Determine that there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed (commonly called a Nexus).
- Another method of paying for Implementation Plan elements is to impose taxes on properties in the study area to finance improvements. Depending on the method of assessment, the following studies/economic analyses would be required:
  - Infrastructure Finance Districts (IFD) require legislative adoption of the district and its purposes. At this time IFDs cannot be adopted in redevelopment project areas such as the Planning AreaCommunity Facility Districts (CFD) require engineering studies and definition of the cost of meeting the infrastructure and service needs of new development. The costs are recovered in the form of fees assessed on new projects only.
  - Special Assessment Districts require engineering studies and development of benefit formulas to define the improvement program and to establish how much each parcel would be taxed. Each parcel in the district would be assessed according to the benefit it receives from the services and improvements (example: the City's existing Landscape and Lighting District)
  - The particular method of allocating the special tax, and the facilities and services to be authorized, would need to be specified. If bonds are to be authorized, their amount and maximum term must be specified as well (CFD).

In addition to the complex economic studies, these mechanisms would also require voter approval (to establish assessments, pass bonds, etc). All would require political support and City Council adoption.

Table 10.1: IMPLEMENTATION RESPONSIBILITY, COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	INCREMENTAL COSTS	COSTS AND TIMING			
		TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS	IMPACT FEES
Community Benefits					
Affordable Housing					
• Mixed-income residential rental development • Housing affordable to extremely low and very low-income households. • Prioritize family housing	In Oakland local affordable housing subsidies from Redevelopment Housing Set Aside have recently ranged from $101,000-$141,000 per unit for rentals; $74,000-$234,000 per unit for ownership units, after all non local subsidies are applied.	Huge Cost: If redevelopment rules still apply, 4,342 new units in the Planning Area would require up to 651 new affordable units somewhere in the Central District (not necessarily in the Planning Area). Cost would range from as low as $48 M to as high as $152 M.	Unlikely, other than units currently in construction	Implement development incentives using increased density for affordable housing.	
Community Facilities					
Community and Youth Recreation and Wellness Center and accompanying outdoor space	Not Available	Very Large: $1,000,000 to $3,000,000		Mid-to Long-term implementation, cost of $2,000,000	
Public Recreational Center (similar to Lincoln Rec Center) with large multi-purpose room with stage.	Not Available	Very Large: $1,000,000 to $3,000,000		Mid-to Long-term implementation, cost of $3,000,000	
Improvements to Lincoln Recreation Center	Not Available	Large: $300,000 to $1,000,000	Small Minor Improvements in short-term	Mid-to Long-term implementation, cost of $1,000,000	
Revive Kaiser Convention Center	Rehab and Reuse : Feasibility Study at $150,000-250,000	Huge Cost: $3,000,000 to $10,000,000 Rehab costs unknown, subsidy need currently estimated at $8-10 M per City staff initial estimate.	Feasibility Study at $150,000 - $250,000	Rehabilitation - huge cost over long term.	
Fire Alarm Building reuse and open space	Feasibility Study at $100,000-200,000	Huge Cost: Cost to be determined by feasibility study @ $100,000-200,000.	Feasibility Study to determine rehab cost @ $100,000-200,000.	Rehabilitation - huge cost over long term.	

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS
	DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	CAPITAL IMPROVEMENT PROGRAM	GRANTS	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	
		X		X			X	Resolution of California Affordable Housing
		X	X				X	
			X				X	
			X				X	
			X	X	X		X	Resource Need
			X		X		X	Resource Need

Table 10.1: IMPLEMENTATION RESPONSIBILITY, COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	INCREMENTAL COSTS	COSTS AND TIMING			
		TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS	IMPACT FEES
Open Space					
Improvements to Madison Square Park	Hardscape costs estimated at $50/SF	Medium Cost: $101,250	Short-term implementation, cost of $101,250	NOTE: Capital improvements list identifies Madison Square improvements at $2,959,000.	
Webster Green	Not Available			Mid-to Long-term implementation	
Parklets	San Francisco program parklet design and construction costs at =/- $25,000, shared by parklet sponsors (adjacent businesses/ property owners). Operations and maintenance costs also shared. No public costs in the San Francisco program.	Local owners and/or businesses pay			
Pocket open space/ rooftop gardens	Not Available	Developer Pays			
Community Gardens	Not Available	Developer Pays			
Improve Chinese Garden Park	Softscape costs estimated at $25/square foot	Very Large Cost: $1,910,000	NOTE: Capital improvements list indentifies Chinese Garden Park improvements at $1,111,000.	Mid-to Long-term implementation, cost of $1,910,000	
Jobs and Businesses					
Job training to meet local hire requirements of construction – apprenticeship training programs	St Vincent DePaul Culinary program cost $4,000 /trainee, for 6 week session or $440,000 annual cost.	Large Cost: $300,000 to $1,000,000			
Local hire/recruitment and outreach from impact area (a percentage)	Not Available	Large Cost: $300,000 to $1,000,000			
Ensure a percentage of permanent jobs go to Oakland residents	Needs an enforcement mechanism.	Small Cost: Less than $100,000			
Long-term job training program in partnership with local institutions – Laney, OUSD, etc.	Not Available	Large Cost: $300,000 to $1,000,000			

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS
	DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	CAPITAL IMPROVEMENT PROGRAM	GRANTS	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	
			X	X	X	X	X	
			X		X	X	X	
		X	X		X		X	CFD's could be used for maintenance of parklets.
	X	X	X				X	
		X	X				X	
			X		X			
				X	X			May be eligible for CBDG Grant funding.
								City Staff function
		X						Needs an enforcement mechanism; City enforcement potential.
	X	X						

Table 10.1: IMPLEMENTATION RESPONSIBILITY, COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	INCREMENTAL COSTS	COSTS AND TIMING			
		TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS	IMPACT FEES
Small business innovation fund	San Francisco invested $1.65M (for micro working capital loans at $30,000-$50,000 each). Fund managed by Working Solutions, a San Francisco non profit.	Very Large Cost: $1,000,000 to $3,000,000			
Creation of an Enterprise Development Program to provide technical and possibly financial support for local start-up businesses.	Business training and mentoring programs cost $600-700 per business on a limited basis, but up to $13,000 for intensive support	Medium To Large Cost: $100,000 to $1,000,000			
Cultural Preservation & Vitality					
Historic Preservation incentives for reuse	In the CBD, Oakland has funded façade improvements grants to buildings that are typically historic in nature. This program was funded by redevelopment. Grants range from $10,000-$100,000 depending on the property.	Large Cost: $300,000 to $1,000,000	Prioritize one per year; seek grants	Prioritize one per year; seek grants	
Community identity and public art around the Lake Merritt BART Station	Not Available	Medium Cost: $100,000 to $300,000			
Community identity and public art connecting unique destinations throughout Planning Area	Not Available	Medium Cost: $100,000 to $300,000			
Historical Markers	$20,000 each	Small Cost : 4 signs: 80,000	$80,000		
Renaming BART station	Not Available	Large Cost: $300,000 to $1,000,000			
Monument/gateway signs	$30,000 each for monument sign, $20,0000 each for panel sign	Small Cost : 2 signs: 60,000	$60,000		

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS
	DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	CAPITAL IMPROVEMENT PROGRAM	GRANTS	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	
				X				May be eligible for CBDG Grant funding.
				X				May be eligible for CBDG Grant funding.
		X	X					Mills Act, Façade Program
		X	X					
		X	X		X			
		X	X					
								BART
		X	X	X	X		X	

Table 10.1: IMPLEMENTATION RESPONSIBILITY, COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	INCREMENTAL COSTS	COSTS AND TIMING			
		TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS	IMPACT FEES
Station Access					
Electric vehicle parking/ recharging stations	$3,000-$4,000 each	Small Cost : Less than $100,000		Part of BART Redevelopment	
Bike corral	$3,000 holds 12 bikes per l	Small Cost : Less than $100,000		Part of BART Redevelopment	
Bike lockers	UNKNOWN	Small Cost : Less than $100,000		Part of BART Redevelopment	
Nextbus arrival screen at transit passenger waiting area	$12,000	Small Cost : Less than $100,000		Part of BART Redevelopment	
Transit Kiosk at Hub	$13,500	Small Cost: 2 Kiosks: $26,000	All Proposed: $26,000	Part of BART Redevelopment	
Bus, taxi and passenger pick up directional signs	Cost @ $150,000 for 15 signs	Medium Cost: $100,000 to $300,000		Part of BART Redevelopment	
Programs and Services					
More joint programming for youth and seniors (multi-generational facilities and programming)	Not Available	Medium Cost: $100,000 to $300,000			
Expanded library programs	$100,000-$150,000/annually	Medium Annual Cost		$100,000-$150,000/annually	
Transit passes such as AC Transit EasyPass	Not Available				
Circulation Projects [1]					
Street Restriping	$50,000 (per mile), plus 35% for soft costs; $0 (per mile) when done as part of the City's Five Year Paving Plan	Small cost: $43,100 plus 35% soft costs = $58,185 (already funded) Additional cost for Phase II improvements on Franklin and Webster Streets: $50,284 plus 35% soft costs = $67,884.	Restriping for bike lanes and some lane reductions on 8th and 9th Streets between Harrison and Fallon Streets, 10th Street between Oak and Madison Streets, and on Madison Street and Oak Street $43,100 plus 35% soft costs = $58,185 (Already Funded)	Restripe Franklin Street and/ or Webster Street for bike lanes and lane reductions (Phase II improvement, requires study): $50,284 plus 35% soft costs = $67,884.	

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS
	DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	CAPITAL IMPROVEMENT PROGRAM	GRANTS	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	
		X		X			X	
		X		X			X	
		X		X			X	
				X			X	
				X			X	
				X			X	
				X				Potential youth programming for Safe Routes to School grant.
			X	X			X	

Table 10.1: IMPLEMENTATION RESPONSIBILITY, COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	INCREMENTAL COSTS	COSTS AND TIMING			
		TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS	IMPACT FEES
Intersection Improvements: Bulbout and Special Paving; includes storm drain and fire hydrant realignment	$80,000 (two bulb-outs)$160,000 (four bulb-outs); plus 35% for construction	Very Large Cost: 15 Priority Intersections Assumed: $1,960,000 plus 35% = $2,646,000. (All Proposed Intersections: $10,000,000)	Three intersections: $648,000	Twelve intersections: $1,998,000	
Pedestrian Scramble Intersection	$50,000 (one intersection); plus 35% for construction	Medium Cost $202,500	Short-term implementation of all: $202,500		
Pedestrian Crossings Additional Lights	$100,000 (one intersection); plus 35% for construction	Medium Cost: $135,000	Short-term implementation of all: $135,000		
Sharrow Bicycle Improvements	$100/linear block; plus 35% for construction	Small Cost: $12,400	Short-term implementation of all: $12,400		
Pedestrian-Oriented Street Lighting (25' on average)	Per linear block (both sides: $200,000 east/west; $160,000 north/south; plus 35% for construction	Very Large Cost: 15 Priority Locations Assumed; $4,050,000; Priority Streets: $14,600,000 All Proposed: $27,933,333	5 Blocks: $1,350,000. Developers will also undertake street construction with street lights	Ten Blocks: $2,700,000; Developers will also undertake street construction with street lights	
Necklace of lights on 14th Street	Per linear block (one side: $6,000 east/west); plus 35% for construction	Medium Cost: $113,400	$113,400		
Wayfinding	Per linear block (both sides: $1,500 east/west; $1,200 north/south; plus 35% for construction	Medium Cost: $127,575	$127,575		
Street Trees (50' on average)	Per linear block (both sides: $30,000 east/west; $20,000 north/south; plus 35% for construction	Very Large Cost: 15 Selected as Priority = $729,000; All Priority: $1,800,000; All Proposed: $3,840,000	6 blocks:$243,000	Twelve Blocks: $486,000	
Sidewalk Widening (to 15')	Per linear block (both sides: $225,000 east/west; $150,000 north/south; plus 35% for construction	Not a Top Priority - Not Included			
Expanded median island (pedestrian refuge)	Not Available	Not Available			X
Street furniture	Bench - $3,000 each; Table - $1,800 each; Trash Can - $1,500 each; plus 35% for construction	Not Available			

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS
	DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	CAPITAL IMPROVEMENT PROGRAM	GRANTS	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	
		X	X	X	X	X	X	Limited to new development sites, expect CIP funds. Long term access.
		X	X	X	X	X	X	May be eligible for CBDG Grant funding.
			X	X	X		X	Safe Routes to School, One Bay Area Grant, Measure B
			X	X			X	Safe Routes to School, One Bay Area Grant, Measure B
	X		X	X			X	Safe Routes to School, One Bay Area Grant, Measure B
	X		X	X			X	One Bay Area Grant, Measure B
	X	X	X	X	X		X	Safe Routes to School, One Bay Area Grant, Measure B, BID or CBDG
	X		X	X			X	One Bay Area Grant, Measure B
			X	X			X	Safe Routes to School, One Bay Area Grant, Measure B
			X	X			X	Safe Routes to School, One Bay Area Grant, Measure B
	X		X	X			X	One Bay Area Grant, Measure B

Table 10.1: IMPLEMENTATION RESPONSIBILITY, COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	INCREMENTAL COSTS	COSTS AND TIMING			
		TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS	IMPACT FEES
Rain Gardens	Per linear block (both sides: $45,000 east/west; $30,000 north/south; plus 35% for construction	Not Available			
Festival Street (one block)	$72,000-$96,000 (Fallon); $54,000-$72,000 (Alice); plus 35% for construction	Large Cost: $300,000 to $1,000,000; One block permanent		Fallon Street: $129,600	
Under crossing special lighting and/or screen walls	$5,000/panel; plus 35% for construction	Two Blocks Built out of 5 - Oak Street and Webster Street	$162,500	$162,500	
Paint re-paint vehicle stop lines (at least 5' back from crosswalk)	$110 for letters; $64 for stop stripe; plus 35% for construction	Not Available			
Traffic signal timing coordination	$2,500/intersection/day; plus 35% for construction	Not Available			
New traffic signals	$220,000 each; plus 35% for construction	Not Available			
Other Infrastructure Projects					
Sanitary Sewer Upgrade	Per linear block (both sides: $130 east/west; $130 north/south	Medium Cost: $166,000	Concurrent with new development.		
Other Public Projects					
Redevelop City-owned remainder site	Not Available	Unknown	Design RFP in first 5 years		
Reclaimed water park below I-880	$90 per foot	$67,500		Mid-term project	
New Lake Merritt Channel Park	Soft costs at $25/SF, plus extraordinary channel engineering costs	Large to huge cost: $1,000,000 to $10,000,000		Mid-term project.	
Extend the linear park along the Lake Merritt Channel to make the link across the I-880 freeway and to the greenway and Estuary Park.	Not Available	Large to huge cost: $1,000,000 to $10,000,000		Long-term project.	

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS
	DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	CAPITAL IMPROVEMENT PROGRAM	GRANTS	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	
			X	X			X	
			X	X			X	
			X	X			X	
			X	X			X	
			X	X			X	One Bay Area Grant, Measure B
			X	X			X	One Bay Area Grant, Measure B
	X		X				X	
			X				X	
			X					
			X	X			X	
			X	X			X	May qualify for pedestrian traffic improvement grants.

Table 10.1: IMPLEMENTATION RESPONSIBILITY, COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	INCREMENTAL COSTS	COSTS AND TIMING			
		TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS	IMPACT FEES
Estuary Park/ Lake Merritt Channel overhead pedestrian bridge crossing	Not Available	Large to huge cost: $1,000,000 to $10,000,000		Long-term project.	
Reuse King Block alley	Not Available	Small to Medium cost: $50,000 to $300,000		Mid-term project.	
Programs					
Façade Improvement Program	$10,000-$100,000 per façade depending on improvement required	Large cost: $1,250,000	One Façade per Year - $250,000	One Façade per Year - $1,000,000	
Marketing Program	Not Available	Unknown		Mid-term project.	
Festival Street events	Not Available	Unknown		Mid-term project.	
Pursue joint-use agreements	Not Available	Unknown		Mid-term project.	
Downtown Ambassador Program	Not Available	Small Cost		Mid-term project.	
Recommended Studies					
Two-way conversion study; where not feasible study potential lane reduction and sidewalk widening	Not Available	Small to Medium cost: $50,000 to $300,000		Mid-term project.	
Interim bike lane and lane reduction restriping study for Franklin and Webster streets	Not Available	Small to Medium cost: $50,000 to $300,000	Near to Mid-term project	Near to Mid-term project.	
Nexus Study	$600,000-$800,000	Medium Cost: $100,000 to $300,000		Mid-term project.	
Local Economic Development Strategy	$150,000-$250,000	Medium Cost: $100,000 to $300,000		Mid-term project.	

1 The cost of all the projects has been calculated in a seperate table, Table 11.2. Proposed priorities are shown by colored boxes in Table 11-2. Where the cost was still too high, 15 improvements total are shown. Costs for circulation projects include capital costs and 35% of soft costs.

FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS
DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	CAPITAL IMPROVEMENT PROGRAM	GRANTS	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	
		X	X			X	
		X					
				X			
				X			
				X			
							This study could be broken into three studies based on feasibility and priorities.

10.3 Improvement and Infrastructure Funding Mechanisms

In this section possible funding mechanisms for the above identified Implementation Plan elements are described. The mechanisms described below can be classified as follows:

- **Capital cost funding mechanisms.** These mechanisms typically are not available to fund the ongoing operating costs those improvements or any other ongoing service costs.
- **Operating cost funding mechanisms.** Except as noted, these mechanisms are not available to fund capital improvements.
- **Grant programs.** Grants are funding mechanisms from non City sources that don't require repayment. They are typically focused by the sponsoring agency on a particular purpose.
- **Loan programs.** Loans, as used in this analysis, are made available from the sponsoring entity for a specific purpose and require repayment.

Capital Cost Funding Mechanisms

These mechanisms are available to fund the capital cost of public improvements associated with development.

Mello Roos Community Facility Districts (CFDs)

Local government agencies can adopt a special tax assessment district such as a Community Facility District (CFD) and use the special taxes levied within that district to finance a variety of community facilities and services. Community Facility Districts (CFDs) are a vehicle to fund both capital and operating costs. In an area with greater than 12 residents, adoption of a CFD district requires a 2/3 majority approval by the qualified voters within the defined district. At the time of adoption of a CFD, the district's powers must be defined, including clear limits to the district's purposes and the amounts of special taxes to be levied, the method of allocation, and the amount and maximum term of any bonded indebtedness to be issued. When multiple government agencies have interests in a potential CFD, these agency's interests may be represented through a Joint Powers Agreement (JPA). It should be noted that CFDs are designed to mitigate the impacts of new development. Pre-existing facility and service needs, or funding existing facilities and services are not eligible uses for CFD financing.

To date, Oakland has made limited use of Mello Roos Community Facility District financing. However, it is currently proposed as a financing vehicle for the Oakland Army Base development. The tax liability for CFD special tax assessments is passed to future property owners over the life of the district or until the specified improvement are constructed and fully funded.

Infrastructure Financing Districts (IFDs)

The vast majority of the Planning Area is within either the Central District Redevelopment Project Area or the Central City East Redevelopment Project Area (while redevelopment agencies have been eliminated by the state, the project areas have not). By state statute, Infrastructure Financing Districts (IFDs) cannot be adopted within a Redevelopment Project Area2. Thus, in the absence of special legislation, IFDs are not a viable implementation financing option for the Lake Merritt Station Area Plan. In addition, the governor and state administration have stated clearly that it is not their intention to allow IFDs to replace Redevelopment tax increment financing generally.

Infrastructure Financing Districts (IFDs) have been permitted by State law for over 20 years, but to date this funding mechanism has not been widely used: only 2 districts have been formed in California. With an IFD, a jurisdiction can elect to contribute its share of the pre-existing property tax levy within a defined geographic area, subject to electoral approval of the qualified voters. There is no special tax levy. Rather, an IFD diverts a portion of the existing level of property tax payments to fund infrastructure improvements. In Oakland, the City's share of the property tax ad valorem levy

2 A measure to permit use of IFDs in project areas failed to gain approval in the State Legislature in 2011. However, special Legislation has been adopted by the State of California that permits more liberal use of IFDs along the San Francisco waterfront.

is roughly 28%. This is in contrast to tax increment, whereby the former Redevelopment Agencies were able to capture most of the property taxes (less only state-mandated pass through amounts). IFD districts have a limited term of 30 years; are available only to fund capital costs (rather than operating costs); and are intended for use in previously undeveloped areas.

Impact Fees

Impact fees are fees charged to new development to cover the costs of capital facilities required to serve that development. Typical impact fees address the costs of roads and road equipment; parks; open space; fire and police facilities and equipment; justice facilities, such as courthouses and jails; libraries; and general government facilities, such as city halls and corporate yards. The two key concepts to the implementation of impact fees is that they may only be charged to new development and that the funds collected must be expended on facilities to serve new development. The funds may not be expended to alleviate existing deficiencies, but can be expended on debt service payments for bonds or other existing indebtedness that was used to build the facilities needed to serve future growth. An impact fee program can cover an entire City or County, or can be calculated for a specified area, such as the Planning Area.

Impact fees are collected based on the amounts calculated in a nexus study that establishes the legal basis for the fees. The overall future costs of facilities for development can be based on a capital improvement plan or can be based on existing facilities, calculating future costs on a per-capita basis. Impact fees are typically collected at the time of building permits are issued, but collection can be delayed as late as the time a certificate of occupancy is issued, if desired. Because of the timing of fee collection (right before vertical construction), impact fee revenues are not available to assist with the construction of infrastructure early in the development process. Developers can receive credit against their impact fees if they construct public infrastructure directly as part of their overall development plan.

In 2009, Oakland considered hiring a consultant to perform the necessary nexus study to adopt a citywide impact fee program. After a consultant was competitively selected, City officials decided to drop the study, feeling that impact fees would be in conflict with City development goals. The nexus study required to support a City-wide impact fee program would likely cost in the range of $600,000 to $800,000.

Capital Improvements Program (CIP)

Infrastructure and facilities improvement projects that meet the City's priorities could be eligible for funding by the City of Oakland's Capital Improvements Program (CIP), part of the City's, General Fund budgeting process. The CIP covers projects costing more than $50,000 and funds are used for the construction of new facilities or the repair of existing facilities. City-wide priorities are evaluated and a portion of those priorities are included in the CIP in the adopted City wide budget. In the two year budget adopted in Fiscal Year (FY) 2009/2010, the approved CIP included $123.9 million of capital improvements, including $82.6 million for FY 2010 and $41.3 million for FY 2011. Funded projects range from $50K to $7.5 million in size. Eligible projects include parks/open space, streets/sidewalks (including lighting), sidewalks/sewers, technology, traffic hazards and disabled access and various other categories. The CIP would be a good tool for incrementally funding projects over the long term.

However, because the CIP covers the entire city, it is not necessarily a good mechanism to fund focused improvements in the Planning Area within a given time frame, or to fund improvements at a level above city-wide norms. However, it is reasonable to assume that the Planning Area will receive some CIP-funded improvements over the life of the Plan.

Landscape and Lighting Assessment District (LLAD)

As provided in the California Landscape and Lighting District Act of 1972, Oakland voters approved a city-wide Landscape and Lighting Assessment District (LLAD) in 1989. The LLAD allows an incentive assessment on real property through the property taxes. Funds for Oakland's Landscape and Lighting Assessment District are generally used for the construction and general upkeep of street lighting, landscaping of parks and streets, and related activities. In FY 2010/11, the City approved $18.4 million in LLAD expenditures. The LLAD covers both capital and ongoing operations costs.

Currently, Oakland's Landscape and Lighting Assessment District is responsible for maintaining 130 City parks, as well as maintaining street trees, community centers, street lights and traffic signals. According to budget documents, the LLAD is currently underfunded. Therefore, the Plan's lighting program described above would likely not be funded from the LLAD in the near term. Instead, this should be considered an incremental, long term funding source for major projects.

Measure B

Measure B was initially approved in 1986 as a funding mechanism that would be used for transportation improvements and development in Alameda County. Measure B funding is generated through a tax on transportation-related sales. In 2000, Measure B funding was increased by half a cent to address additional transportation needs and improvements over 20 years for the amount of $1.4 billion. Alameda County transportation agencies and cities receive Measure B funding to implement eligible transportation-related uses. The uses of Measure B funding include capital improvement projects, local transportation (such as AC Transit), and para transit and bicycle/pedestrian safety. In November 2012, Measure B will be on the ballot to increase the transportation tax by a half percentage point, resulting in $7.8 billion in funds over a 30-year period.

Operating Cost Funding Mechanisms

These measures are available to support the ongoing operating expenses, and are not limited to new development.

Business Improvement Districts (BIDs) & Community Benefit Districts (CBDs)

Businesses or property owners within a given geographic area can agree to assess themselves annually to fund activities and programs that benefit the business community. These uses include marketing and promotion, security, streetscape improvements, and special events. Business Improvement Districts (BIDs) can be either property based (PBID) or business based (BBID), depending on the party who is to be assessed. Assessments cannot be made on an ad valorem basis, but are instead based on other measures, such as lot size, linear frontage, or location within the BID. All properties or businesses in the area are assessed, so both existing and new property owners share in the costs of this program.

Downtown Oakland already has two successful Community Benefit Districts (CBDs) which are adjacent to the Planning Area, as described below:

- **Lake Merritt/Uptown Community Benefit District (CBD).** Roughly bordered by 24th, Harrison, Vernon, and Jackson Streets and Telegraph Avenue, the Lake Merritt/Uptown CBD had 257 parcels and projected revenues of approximately $1.1 million in fiscal year 2009/10. The Lake Merritt/Uptown CBD was established July 15, 2008 and has a proposed 10-year term.
- **Downtown Oakland Community Benefit District (CBD).** Composed of a 19-block area extending from 18th Street between Clay and Franklin to 8th Street between Franklin and Washington, the Downtown Oakland CBD consists of approximately 114 parcels and generated revenues of approximately $934,411 in fiscal year 2009/10.

Both the Downtown Oakland and Lake Merritt/Uptown CBDs work to provide supplemental security services through a seven-day a week ambassador program; provide maintenance services including: ongoing cleaning of sidewalks and gutters, graffiti removal, removal of abandoned news racks and parking meters, and new landscaping services throughout the district; promote programs and events that create a positive district identity; create safe havens to and from BART stations, particularly during rush hour periods; and create new, dynamic and attractive public spaces for their respective districts. There is some cooperation between the two existing CBDs.

A new BID or CBD could be adopted to fund operations and management in the Planning Area, and is especially suitable for the historic Chinatown Commercial district.

Grant Programs

These grant programs are potential sources of external (non Oakland) funds to finance improvements to the Planning Area.

Safe Routes to School (SR2S)

The Alameda County Transportation Commission has partnered with a local non-profit to implement the Safe Routes to Schools (SR2S) program, which encourages children and teenagers to walk and

bike to school safely through transportation education, programming and construction of pedestrian friendly sidewalks and bike pathways. The goal of this program is to encourage non-motorized forms of transportation by local youth, thus decreasing traffic and smog congestion as well as supporting active forms of transportation for the prevention of childhood obesity. During the 2011/13 grant period, Alameda County received a total grant of $3.2 million to be used for both school programming and capital improvements. Typical capital improvement grants averaged around $100,000. The City could use small grants to fund sidewalk and bicycle lane improvements on an incremental basis from this funding source.

One Bay Area Grant

The Metropolitan Transportation Commission has designated regional proceeds from the federally funded Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA) in the form of the One Bay Area Grant (OBAG) Program. OBAG funds attempts to provide incentive to cities to build Transit Oriented Development (TOD) housing in compliance with the Regional Housing Need Allocation, utilize the adopted Sustainable Communities Strategy through transportation projects in Priority Development Areas (PDAs), and provide additional funding for a wider variety of transportation programs. Eligible uses include the preservation of local streets and roads, bicycle and pedestrian improvements, transportation for livable communities, Safe Routes to School grant funding, Priority conservation areas and planning activities. One Bay Area Grants are sized at $500,000 and above for Alameda County or other counties with populations over 1 million. Although OBAG capital improvement grants can often average $500,000, OBAG can only match Safe Routes to Schools (SR2S) grants at up to $100,000. The Planning Areas' location within a Priority Development Area (PDA) would make it eligible for this grant, which the City could use to subsidize both transportation and TOD housing development.

Community Development Block Grant (CDBG)

The Community Development Block Grant is a federal program designed to distribute funds to urban cities and counties negatively impacted by economic and community development issues. Since 1974 annual funds have been allocated to states and eligible localities by the US Department of Housing and Urban Development (HUD) by a formula assessing a demographic, economic and community development issues. Nationally, CDBG funding has been falling for the last decade or more, from a high of nearly $4.8 billion in 2005 to $3.9 billion for 2011. To be eligible for CDBG funding, communities must dedicate 70% of funds to citizens with low and moderate income. Jurisdictions must also use funds to reduce the presence of blight in their community and promote community development in areas that suffer from extenuating circumstances. The City of Oakland could seek additional CBDG funding for several of the proposed community and economic development programs.

Loan Programs

Bay Area Transit-Oriented Affordable Housing (TOAH)

The Bay Area TOAH fund provides financing for affordable housing development near transportation centers throughout the Bay Area. The TOAH fund was the product of an initial investment by the Metropolitan Transportation Commission (MTC) and several other community financial institutions, resulting in a fund of nearly $50 million. To be eligible, experienced developers and municipal governments must prove a strong track record for developing affordable housing and related uses. General uses include affordable rental housing located near or within a half mile of transportation centers and fall within Priority Development Areas (PDAs) defined by MTC. Other permissible uses include retail space and community services such as child care, grocery stores and health clinics. Loan products include acquisition, predevelopment, construction and mini-permanent loans. Projects in the past have secured loans for up to $7 million. Affordable housing developers, both non- and for-profit, could access this source of capital with its favorable terms to develop TOD housing in the Planning Area.

California Infrastructure & Economic Development Bank (I-Bank)

The State of California provides financing for infrastructure and private development through the California Infrastructure & Economic Development Bank (I-Bank), which has provided nearly $32 billion in financing to date. The goal of I-Bank lending is to promote economic development and revitalization. The loans terms include 30 year amortization loans between$250,000 and $10 million with a fixed interest rate through the term of the loan. Loans are obtained by local municipalities or non-profits on behalf of their local government, a private party must be responsible for debt service payments; there is no state obligation to repay these bonds. Eligible uses in the Planning Area include improvements to city streets, drainage, educational and public safety facilities, parks and recreation facilities and environmental mitigation amongst others.

Mills Act

The Mills Act is a voluntary program whereby property taxes may be reduced for historic properties if the owner signs a contract with the local government – the City of Oakland – agreeing to repair and maintain the historic character of the property. This can be used to support rehabilitation and preservation of historic resources.

10.4 Overview of 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 Plan's recommended approach to achieving community benefits. Several of the listed 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.

Table 10.1 includes the community's desired benefits and improvements that they would like to see implemented in the Planning Area during the 25-year build out of the Plan. The list is based on feedback received from the Chinatown Coalition, at community workshops held on the Preferred Plan, and from stakeholder comments on the Preferred Plan.

These benefits could be implemented through a variety of strategies, such as:

- 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 certain benefits, or contribute to the provision of a benefit (such as an in-lieu fee).
- Establishing a development incentive program that incentivizes the provision of certain benefits in exchange for achieving identified height, density and/or floor area ratio (FAR) bonuses above what is allowed without the provision of benefits.

It is noted that several of these funding mechanisms would require an additional study before they could be implemented by the City. The concept of a development incentive program has garnered significant support from the community and is described below.

Development Incentive Program

The Developer Incentive Program allows a developer to receive additional development rights (via a height, density and/or Floor Area Ratio (FAR) bonus; or relaxation of requirements, such as parking or open space requirements), in exchange for provision of certain amenities, such as affordable housing or additional public open space. Note that incentive program must be voluntary to be implemented immediately (no need for Nexus study). Currently, the City incentivizes public plazas in the Central Business District zoning by relaxing private open space standards, and incentivizes additional bicycle parking (beyond minimum requirements) by relaxing auto parking requirements.

Providing an incentive or "bonus" program is a tool for achieving a wide range of community benefits. Providing a development bonus is intended to make the provision of community benefits economically feasible, and incentivize private development to include such benefits.

It is important that the community benefits program is a carefully crafted so that it results in clear benefits for the community. The program must offer incentives that make sense in the marketplace so that developers actually make use of them and the desired benefits attained. For this reason, the economic feasibility of development must be a determining factor in arriving at the trade-off between development incentives and the amount of community benefits to be provided by a project.

Key Community Benefits

This section provides detail on some of the key and/or larger community benefits identified.

Affordable Housing

Ensuring that a portion of new housing is priced as affordable to low and moderate income households, particularly family households, is a broadly held community objective for the Planning Area. The Planning Area is located within two designated Redevelopment Project Areas. At the time of Redevelopment Agencies were terminated in 2011, both of these Project Areas were in compliance with the State Law requiring that 15% of all new units built in a project area be made affordable to low and moderate income households. At the time this report was being written, it is uncertain whether the many regulations and laws governing

redevelopment project areas, including the requirement that 15% of new units built in a project area be made affordable to low and moderate income households, remain in affect following dissolution of the redevelopment agencies and the tax increment financing mechanisms previously charged with implementing those requirements. Regardless of how the legislature and courts resolve these issues, both the Central District and Central City East Redevelopment Project Areas are now in compliance. Therefore, according to local sources any remaining regulatory/legal requirement related to redevelopment to include affordable units equal to 15% of total new units would not impact the Planning Area in the immediate future.

Prior to the termination of Redevelopment Agencies throughout California, a portion of the Redevelopment Tax Increment was allocated by law to fund affordable housing ("the housing set aside"). In Oakland in 2011, the average for-rent project required a local subsidy (funded with the set aside) ranging from $101,000 to $141,000 per unit, and ownership developments required $74,000 to $234,000 per unit. After available sources of non local subsidies have been exhausted, most affordable projects in Oakland depend on local funds to cover this remaining financial gap. The Plan shows development of 4,900 new units in the Planning Area between adoption and 2035. At 15% of that new total, 735 new affordable units would need to be constructed within the two designated Redevelopment Project Areas. Per redevelopment law, these affordable units would not necessarily need to be located within the Planning Area and would have to be completed at typical subsidy requirements, the local cost for those new affordable units would range from $48 million to $152 million. With the termination of the Oakland Redevelopment Agency and the loss of the former portion of the Redevelopment Tax Increment that was allocated by law to fund affordable housing, there is no local funding source dedicated to this purpose.

Oakland's director of housing and community development has stated that new housing policies just for the Planning Area are not likely to be adopted; instead that future programs would have citywide application. Thus, a Planning Area-specific inclusionary housing program is highly unlikely. However, a citywide program has been considered in the past and may be reconsidered, given the current lack of local resources for this purpose.

Other methods for implementing the affordable housing strategy:

- **Funding sources.** Tremendous uncertainty exists around the future of affordable housing finance given the state's recent decision to eliminate Redevelopment Agencies. To close the $101,000 to $141,000 gap for which local funds have generally been needed to finance affordable units, additional funding sources must be identified. The Station Area Plan will prime future use of the Bay Area Transit-Oriented Affordable Housing Fund. 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.

- **Incentivize the provision of affordable housing.** One way to incentivize the provision of affordable housing is to relax development standards for developers who include affordable units in housing construction projects. The Developer Incentive Program allows a developer to receive additional development rights (via height, density or FAR bonus; or relaxation of requirements, such as parking or open space), in exchange for provision of certain amenities, such as affordable housing or additional public open space. Note that incentive program must be voluntary to be implemented immediately (no need for Nexus study). Central Business District zoning currently incentivizes public plazas by relaxing open space standards and additional bicycle parking (beyond minimum requirements) by relaxing auto parking.
- **Anti-displacement Strategy.** Preservation of the existing housing stock in the Planning Area is achieved through various regulatory tools including Condominium Conversion regulations and development standards. The City's Condominium Conversion Ordinance addresses the conversion of rental units to ownership condominiums. The Condominium Conversion "Area of Primary Impact" could be extended to include the BART Station area and greater Chinatown Area which would require rental housing that is converted to condos to be replaced (in the area). This would help to ensure a balance between rental and ownership housing in the Planning Area where renters comprise the majority of residents (84 percent).
- **Citywide Housing Policy.** A citywide inclusionary affordable housing policy (which would be implemented through 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 Planning Area would over-burden developers and put this area at a disadvantage compared to the rest of the City.

Parks and Open Spaces

The Plan recommends that the City apply for grants to fund a nexus study on a requirement for all new development over half a block in size to provide on-site public open space or pay in-lieu fees equivalent to having provided that space. This requirement would not apply to individual, smaller parcels. A publicly-accessible open space requirement could also be extended to new schools and similar community uses. All of this must be evaluated by a nexus study.

Various funding mechanisms exist for park improvements in the Planning Area. The most relevant funding sources or potential funding sources for park improvements are:

- General Fund revenues allocated through the City budgeting process;
- Revenues from bonds such as the current Measure DD program;
- Revenues from the City's Landscaping and Lighting Assessment District (LLAD);
- Revenues from a Community Facilities District or other special assessment district created through voter approval;
- In-lieu fees collected on new residential development through a citywide Quimby Act Fee (currently only projects that are identified in the Open Space, Conservation and Recreation (OSCAR) Element of the Oakland General Plan may be funded through Quimby Act fees without a nexus study);
- A development incentive program that allows an increase in development intensity for the inclusion of additional public open space. See Chapter 4: Land Use, for a more in-depth discussion of this strategy.

Kaiser Center and Fire Alarm Buildings

Rehab of historic buildings to maintain the character of the Planning Area is another major community objective. As described earlier in the Plan, there are many historic building resources in the Planning Area. These include the two major civic buildings detailed below. In addition, there are many smaller-scale commercial, civic and residential buildings where individual historically sensitive rehab will help protect the Planning Areas' sense of place and heritage.

Henry J Kaiser Convention Center

The Henry J. Kaiser Convention Center, a large

historic entertainment venue located along Lake Merritt has been closed for nearly seven years. Since its closing, the City has explored various options for the reuse of this large public venue. In previous years, the City had been in negotiations with Peralta Colleges to purchase the Site, but was unable to come to a financial agreement. Prior to the dissolution of California Redevelopment Agencies, , the City sold the Kaiser Convention Center to the Oakland Redevelopment Agency. Per AB x1 26, the Henry J. Kaiser Convention Center has now owned by the Successor Agency. Although recent analysis has not been completed, City staff estimates that the cost to rehabilitate the Henry J. Kaiser building is approximately $8-10 million, which they assume will continue to rise as it continues to sit vacant and without regular maintenance. The City anticipates that the building will require a new HVAC system, ADA accessible bathrooms, seismic upgrades, and the list will likely continue as the site is further reviewed. However, the surrounding outside grounds are currently being enhanced by the Measure DD-funded 12th Street improvements, which will include a newly reconstructed parking lot.

City staff has recently been conducting informal interviews with developers to gauge interest in development and rehabilitation of this site. The combination of recent improvements to the nearby Lake Merritt park and channel, and the longtime interest from Mayor Jean Quan, will likely make the Henry J. Kaiser Convention Center a priority as a major project in Oakland.

Fire Alarm Building

The Oakland Fire Alarm Building is located on 13th and Oak Streets. Originally constructed in 1911 for the City's electrical department, the building later served as the main receiver station for all fire alarm boxes in Oakland. Conversations with City staff have indicated that there are significant challenges to adaptive reuse of this site, including:

- Likely toxic contamination, given historic use;Lack of adjacent parking;Expensive relocation requirements for the equipment now stored on site, or residual from prior use;The costs of improvements specific to future use. The Plan recommends a public facility and/or restaurant for the Oakland Fire Alarm Building with some public space. The City has worked on an in-house basis to identify viable rehabilitation and reuse alternatives for this site, but has been hampered due to the properties' complicated development constraints. The cost to rehabilitate the property is assumed to be significant, and a need for subsidy has been assumed as well. While there has not been an environmental review, it is possible that given the historical use of the building, there will be hazardous materials present, most likely lead and/or asbestos. A full-scale rehab and reuse plan is needed to determine a viable strategy for this property.

Funding sources for the redevelopment of these sites is currently unknown with the dissolution California redevelopment agencies. The City is currently evaluating different funding options, but has not settled on a specific approach, or on a viable rehab and reuse plan for either property. A finalized approach cannot be determined until the legal status of the former Redevelopment Agency assets, including the Henry J Kaiser building, is resolved. As it stands both sites will continue to be "mothballed" and the City will continue to work to identify viable reuse options.

Downtown Façade and Tenant Improvement Program

Prior to Redevelopment Agency dissolution, the City of Oakland offered a façade and tenant improvement program largely funded with Redevelopment funds. According to the City website, "the Façade and Tenant Improvement Program offered matching grants to business and property owners in target areas, including the downtown. Grants were used for approved exterior renovations to commercial and mixed-use properties".

The Façade Improvement Program also offered free architectural assistance. At the time Redevelopment was dissolved, the program was essentially put on hold. While current grant awards are being processed as a continuing obligation by the Successor Agency, new applications are no longer being accepted "until, and if, there is another funding source located". Typically, these Façade and Tenant Improvement grants were awarded in the $10,000 to $100,000 range, but occasionally grants have sometimes reached $300,000.

10.5 Detailed Infrastructure and Improvement Costs

Costs for Infrastructure Items

As discussed in previous chapters, the Plan Area will require upgrades and relocations of certain infrastructure elements. The cost for infrastructure improvements is based on costs for increased capacity and/or relocation of facilities impacted by the development. Utilities that were reviewed in Chapter 9 for capacity increases include water, wastewater, and storm drainage to meet the demand of new residents and businesses. The costs for streetscape improvements discussed in Chapter 9 include all elements in the public right of way for pedestrian, bicycle and vehicle mobility including, curb, sidewalk, trees, paving, striping, lights, and traffic signals.

Detailed costs for circulation and infrastructure improvements, as well as prioritization of improvements, are shown in Table 10.2. The cost of streetscape improvements are broken into two phases. The second phase requires more study before improvement concepts can be approved and implemented. Planning level costs are based on standard Oakland city block lengths of 200 feet in the north-south direction and 300 feet in the east-west direction.

Costs for Community Benefits

A list of desired community benefits was generated in the community participation process for the Plan. A rough estimate of the costs for those benefits that are unlikely to be supported by resources (grants, loans, etc) from outside of the Planning Area totals roughly $186 Million. If these costs are all supported by developer payments, it is likely that the value of property in the Planning Area that is burdened by the $186 M costs will be significantly reduced. Potential funding sources are shown in Table 10.1.

Table 10.2: INFRASTRUCTURE AND IMPROVEMENT COSTS

	PHASE I					
STREET	**BIKE LANE AND LANE REDUCTION RESTRIPING – FUNDED**	**LANE REDUCTION AND SIDEWALK WIDENING**	**FESTIVAL STREETS (HIGH-END ESTIMATE)**	**ALL INTERSECTION IMPROVEMENTS: BULBOUT AND SPECIAL PAVING**	**PRIORITY INTERSECTIONS: IMPROVEMENTS: BULBOUT AND SPECIAL PAVING**	**SHARROW AND LANE BICYCLE IMPROVEMENTS**
5th Avenue				$320,000		
7th West of Fallon				$640,000	$160,000	
7th East of Fallon				$160,000	$320,000	
8th Broadway to Harrison				$160,000	$80,000	$383
8th Harrison to Fallon				$400,000	$160,000	
9th Broadway to Harrison				$160,000	$40,000	$387
9th Harrison to Fallon	*$16,200*			$400,000	$160,000	
10th West of Madison*				$320,000	$80,000	
10th Madison to Oak	*$3,000*			$80,000		
10th Oak to Fallon		$285,000		$80,000		
10th East Fallon		$1,605,000		$160,000	$160,000	$6,420
11th				$640,000		
12th				$640,000		
13th				$640,000		
14th				$560,000		$760
Franklin				$400,000		$467
Webster				$480,000	$80,000	$743
Harrison I-880 to 8th				$160,000	$160,000	
Harrison 8th to 10th				$160,000	$80,000	
Harrison 10th to 14th				$320,000		
Alice			$144,000	$640,000	$80,000	
Jackson				$640,000	$80,000	
Madison	*$9,400*			$640,000	$80,000	
Oak	*$14,500*			$480,000		
Fallon		$1,035,000	$192,000	$320,000	$240,000	
I-880 Undercrossings				$720,000		
Total	***$43,100 (funded)***	***$2,925,000***	***$336,000***	***$10,320,000***	***$1,960,000***	***$9,160***
TOTAL WITH 35% SOFT COSTS	**$58,185 (FUNDED)**	**$3,948,750**	**$453,600**	**$13,932,000**	**$2,646,000**	**$12,366**
Priorities Subtotals		***n/a***	***$336,000***	***n/a***	***$1,960,000***	***$9,160***
PRIORITIES WITH 35% SOFT COSTS		**N/A**	**$453,600**	**N/A**	**$2,646,000**	**$12,366**
Final prioritized cost		**n/a**	**$453,600**	**n/a**	**$2,646,w000**	**$12,366**
Final cost total						

PHASE I						PHASE II		
PEDESTRIAN SCRAMBLE INTERSECTION	PEDESTRIAN CROSSINGS ADDITIONAL LIGHTS	STREET LIGHTING (BY BLOCK)	SANITARY SEWER UPGRADE	WAYFINDING	STREET TREES	INTERIM BIKE LANE AND LANE REDUCTION RESTRIPING	OPTION 1– TWO WAY CONVERSION	OPTION 2 –SIDEWALK WIDENING/LANE REDUCTION
		$1,000,000						
	$50,000	$1,600,000			$240,000		$700,000	n/a
	$50,000	$1,506,667			$226,000		n/a	n/a
		$600,000		$4,500	$90,000		$400,000	$675,000
$25,000		$1,000,000		$7,500	$150,000		$300,000	$1,125,000
		$600,000		$4,500	$90,000		$400,000	$675,000
$25,000		$1,000,000		$7,500	$150,000		$300,000	$1,125,000
$25,000		$800,000			$120,000		$400,000	$900,000
		$200,000			$30,000		n/a	$225,000
		$200,000			$30,000		n/a	n/a
		$1,426,667			$214,000		n/a	n/a
		$1,400,000			$210,000			n/a
		$1,600,000			$240,000			n/a
		$1,600,000			$240,000		$900,000	$1,800,000
		$1,400,000		$10,500	$210,000		n/a	n/a
		$1,600,000		$12,000	$240,000	$13,258	$800,000	n/a
$25,000		$1,600,000	$55,000	$12,000	$240,000	$21,117	$800,000	$1,800,000
$25,000		$400,000		$3,000	$60,000		$100,000	n/a
$25,000		$400,000		$3,000	$60,000		$300,000	$450,000
		$800,000		$6,000	$120,000		n/a	$900,000
		$1,600,000			$160,000		n/a	n/a
		$1,600,000			$160,000		n/a	n/a
		$1,600,000		$12,000	$240,000		$900,000	$1,800,000
		$1,600,000	$39,000	$12,000	$240,000		$800,000	$1,800,000
		$800,000	$72,000		$80,000		n/a	n/a
		$1,000,000						
$150,000	***$100,000***	***$28,933,333***	***$166,000***	***$94,500***	***$3,840,000***	***$50,284***	***$7,100,000***	***$13,275,000***
$202,500	**$135,000**	**$39,060,000**	**$224,100**	**$127,575**	**$5,184,000**	**$67,884**	**$9,585,000**	**$17,921,250**
$150,000	***$100,000***	***$14,600,000***	***$166,000***	***$94,500***	***$1,800,000***	***$50,284***	***$4,500,000***	***$11,250,000***
$202,500	**$135,000**	**$19,710,000**	**$224,100**	**$127,575**	**$2,430,000**	**$67,884**	**$6,075,000**	**$15,187,500**
$202,500	**$135,000**	**$4,050,000**		**$127,575**	**$729,000**	**$67,884**	**n/a**	**n/a**
				$9,000,000 to $10,000,000				

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A LAKE MERRITT STATION AREA PLAN DESIGN GUIDELINES

IN THIS CHAPTER

A.1 Introduction

Intent

The Design Guidelines for the Lake Merritt Station Area Plan complement the existing zoning regulations and the design review procedures of the Oakland Planning Code. The Design Guidelines provide certainty and predictability in the design review process through establishment of uniform decision-making criteria for all projects in the Lake Merritt Station Planning Area. The Guidelines serve as the basis for design review approval findings by City staff, and when necessary, the City Planning Commission and the City Council. It is intended to be specific enough to guide development, but also to be flexible and qualitative enough to encourage creative design solutions.

The Design Guidelines in this document, in combination with other guidelines, land use designations, and circulation improvements outlined in the Lake Merritt Station Area Plan, will together shape the future of the Planning Area and aim to meet the vision and goals of the Lake Merritt Station Area Plan.

Applicability

The Design Guidelines apply to all new development projects and major rehabilitation projects located in the Lake Merritt Station Planning Area. Chapter 17.136 of the Planning Code determines the type of design review required for different projects. These guidelines supplement the design review criteria contained in that Chapter and any other required criteria.

In general, all applicable guidelines should be met to approve a proposal. However, this document is not intended to restrict innovation, imagination and variety in design. A method that achieves associated principals to the same extent as a guideline may be considered in lieu of that guideline.

Related Design Guidelines

Other design guidelines that projects in the Planning Area should consider:

- For small projects limited to minor changes to existing commercial, civic, or industrial facilities, and the nonresidential portions of mixed use development projects, see the City of Oakland Small Project Design Guidelines.
- All projects should review the surveys included in the City of Oakland's Crime Prevention through Environmental Design (CPTED) Security Handbook. Several guidelines reflect the concepts of CPTED, but all projects should review the full survey to ensure design incorporates elements that promote public safety.
- For Residential Facilities with one or two primary dwelling units, or the residential portions of Mixed Use Development projects with one or two primary dwelling units, please see the City of Oakland Small Project Design Review Checklist Criteria for facilities with 1-2 Primary Dwelling Units, and the City of Oakland Interim Design Review Manual for One-and Two-Unit Residences.

Design Guidelines

The quality and character of the public realm is a critical component of how a place is used and experienced. In the Planning Area, the public realm is shaped by buildings, streetscape, open spaces, and the spaces in between, all of which contribute to the Planning Area's identity. This chapter provides guidance for new building development and enhancing the public realm to further reinforce and shape the identity of the Planning Area.

A.2 Existing Building Character

Block Sizes and Parcels

The majority of roadways in the Planning Area are designed in a typical grid system with blocks that measure 1.6 acres in size. The major exception to this pattern is in the Peralta/Laney Plan District and where institutional uses exist along 10th Street between Oak Street and 4th Avenue, where the block sizes are much larger.

Predominant

Blocks are generally 220 feet on the north-south face and 320 feet on the east-west face. Buildings line the sidewalk edge. Parking is generally at the interior of the block or in parking structures, though there are a few surface parking lots. The grid system was laid out in the early 1850s, and blocks have been preserved. Parcel sizes are relatively small in Chinatown, along 14th Street, and in the Eastlake Gateway. This small lot size creates a pedestrian-scale feeling and adds variety to the street.

Larger Parcels

Parcels are larger for some government buildings and public facilities, including: the post office, the public library, the County offices, the County court, and schools. One of the very few street closures that merged the blocks was on 10th Street between Webster and Broadway, where several large buildings were built, including the Pacific Renaissance Plaza, the Oakland Marriot Hotel, and the Trans Pacific Centre. Another example is on Alice Street (between 10th and 11th Streets) that connect Lincoln Recreation Center with Lincoln Elementary. In this example clear pedestrian and bicycle through access was preserved.

Mega-Block

The Laney/Peralta Plan District is largely made up of megablocks that break up the street pattern, in part because they line the Lake Merritt Channel, but also because they are built across what would be several city blocks. Buildings in this area are set back from the street and often do not face the street. The mega-blocks include:

- Laney College. The main campus, which includes the 14 buildings that make up the college campus itself, is roughly 740 feet by 720 feet, about 12 acres, plus about 3 acres of recreational space including tennis courts and an art building. Most of the buildings are one to two stories, with the exception of the administration building, which is eight stories high.
- Laney Parking. The Laney parking lot is about five and one quarter acres, and is currently used as parking for Laney students, staff, and faculty. The site covers the area between Fallon Street, 7th Street, the Channel and I-880.
- Laney College Sports Fields. The Fields cover 8.7 acres, and are used primarily by Laney College students and athletes.

Ground floor conditions vary throughout the Planning Area.

Existing eight story building (top) and twelve story building (bottom). Some of the tallest buildings in the Planning Area are near Broadway, the core of Downtown.

- Peralta Community College District Administration. The district administration site is nearly seven acres. The administration building is one story and set back from the street. The site covers the area between 5th Avenue, 7th Street, the Channel and I-880.
- Oakland Museum of California. The Oakland Museum covers about 6 acres. The building is one to two stories and much of the ground floor of the museum is slightly below grade.
- Kaiser Convention Center. The Kaiser Convention Center and parking lot, located adjacent to the Oakland Museum of California, covers about 4 acres. The building measures approximately four hundred feet long by two hundred feet across and contains approximately 228,000 square feet of floor area on four levels, including a basement.
- Oakland Unified School District Downtown Educational Complex (DEC). The 123,000 square foot complex is located on 5.6 acres, closing 3rd Avenue between East 10th Street and East 11th Street, and East 11th Street between 3rd Avenue and 4th Avenue.

Historic Resources

Several historic districts and properties exist throughout the Planning Area, adding a special character and direct connection with the evolution of the community and the urban setting. Careful design and planning of new Transit-Oriented Development is necessary to be compatible with these historic resources. There are also opportunities for design solutions that marry transit oriented development with the preservation or reuse of multiple historic resources in the Planning Area, since opportunity sites identified in the Lake Merritt Station Area Plan may be adjacent to historic resources.

Building Setbacks and Development Standards

Most of the buildings in the Planning Area are built at or close to the sidewalk edge. In the Chinatown Commercial area, businesses activate the street edge and create a dynamic pedestrian experience. However many other areas lack this vibrancy, particularly in the mega-block areas where buildings do not relate to the street. In some residential areas of Chinatown, many houses are set back from the sidewalk about five to ten feet to create a transition between public and private space. This setback area is usually paved though some houses have landscaped setbacks.

Ground Floor Conditions

Ground floor conditions vary throughout the Planning Area, impacting the way that buildings relate to the street in different areas. In the Chinatown Commercial sub-area, ground floor building heights are generally around 10 to 12 feet. The ground floor generally comprise smaller pedestrian-scaled storefronts, with large windows on the street facade. Markets are largely open to the street with open doors and windows, and sometimes entire storefronts are open and visible to the inside. Building materials vary from wood and stucco to concrete and brick.

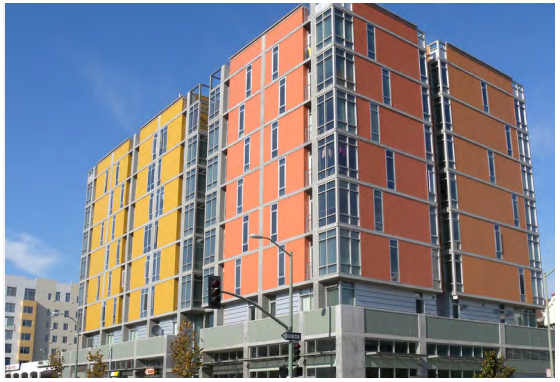
These smaller scaled storefronts are reflective of the type of businesses that exist in the Chinatown Commercial sub-area that create a pedestrian-friendly environment. Smaller storefronts provide space for neighborhood-serving retail while also providing high levels of pedestrian interest and activity.

This is in contrast to the character of building facades of large institutional buildings, such as the Oakland Museum of California, the Kaiser Convention Center, and the ABAG/ MTC building. These buildings have very few openings to the street and few to no windows on the street at pedestrian level, creating a wall to the sidewalk. These buildings generally have concrete or brick facades. However, landscaping surrounding these institutional buildings positively affects their character and relationship to the street.

Building Design Character

Building design varies throughout the Planning Area, both in terms of scale and in building architecture. Building heights range from one and two stories, to up to 24 stories. Architectural styles are also varied, including Asian historic design, Queen Anne or other Victorian historic residential design, modern design, and large-scale institutional design. The varied architecture of the existing area reflects the diverse range of uses in the Planning Area. When complemented with consistency in public realm features and pedestrian amenities, diverse architectural design adds visual interest and helps establish neighborhood character. The following photos illustrate the range of building design character.

Existing four-story office building (top) and two story commercial (middle) and residential buildings (bottom).



Existing historic residential buildings include Victorian (top), Federal (middle), and Neo-Renaissance (bottom) styles. Note that some houses have paved setbacks, while others include landscaping (top).

Commercial and institutional design includes Neo-Classical and WPA Moderne influences (top), Art Deco (middle), and historic commercial spaces renovated for live/work (bottom).

New modern residential buildings (top and middle) and institutional buildings (bottom) have added more design diversity to the Planning Area.

A.3 Building Design Guidelines

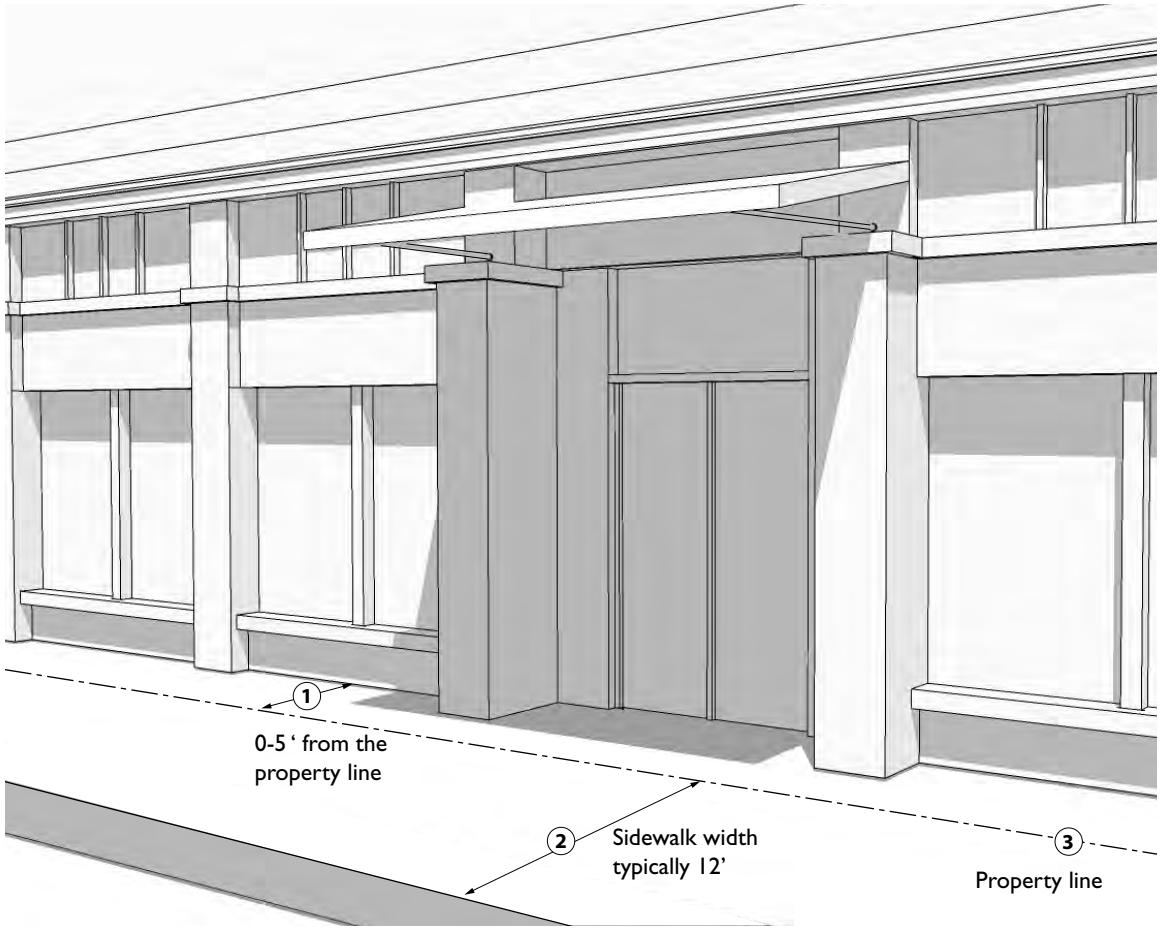
Site Planning and Building Orientation

Site planning and building orientation have a significant impact on the urban environment, and can help shape a vibrant and pedestrian oriented neighborhood.

DG-1 **Public Perception.** Consider the three-dimensionality of buildings: how they are perceived from the ground level, public streets, and public open spaces; and how they can contribute to or diminish neighborhood or district character, views, and/or overall quality of life.

DG-2 **Building Location.** Locate buildings at the sidewalk edge of the site to enhance public/private interface, improve pedestrian comfort and safety, and establish a street wall that defines the physical space of the street, as shown in Figure A.1. Building frontages and entrances should be parallel to streets, and located within five feet of the property line, except where public parks, plazas, or outdoor dining are provided, or for ground floor residential or institutional uses where greater setbacks, stoops, or other transitions may be appropriate.

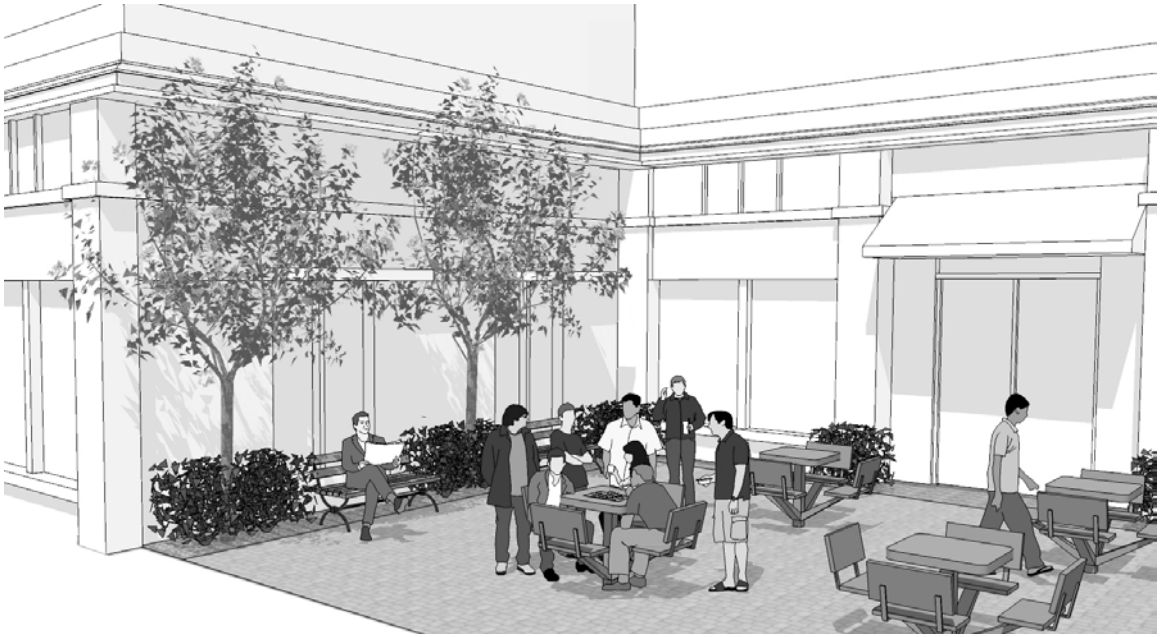
Figure A.1: BUILDING LOCATION



DG-3 **Setbacks.** Utilize building setbacks of up to five feet and arcaded spaces as an extension of the sidewalk to provide adequate space for pedestrian movement and activity. This space can be used for ground floor articulation, street furniture, landscaping, and public art that can enliven the streetscape. Allow an additional five to 20 feet for outdoor seating.

DG-4 **Define Open Spaces.** Site buildings and locate plazas, courtyards, seating, and visually interesting architectural features to encourage interaction among occupants and passersby. Configure buildings to define open spaces and provide visibility and accessibility from a public street, as shown in Figure A.2. Special building forms (i.e. towers) and site improvements should be incorporated to help organize and accent spaces by framing entrances, terminating views, and highlighting central focal points.

Figure A.2: DEFINE OPEN SPACES



Existing public open space in the Planning Area is well used.

Configure buildings to define open spaces and provide visibility and accessibility (DG-4).

Improvements should be incorporated to help organize and accent spaces (DG-4) such as in this open plaza adjacent to a market and restaurant.

DG-5 **Corner Building Design.** Emphasize and highlight architectural features at block corners to visually define and animate the intersection and facilitate pedestrian flow. Consider the following:

- Changes in height, massing, or materials, or by introducing public plazas, open eating areas, public art, and grand entries.
- Landmark features such as rounded or cut corners, increased transparency, chimneys, corner towers, roof features, and/or special shop windows or entries, or base designs.
- Design features should be well proportioned in relation to the average height of the building, other buildings at the intersection and the span of the intersection.
- If buildings do not come directly up to street corners, buildings must form a comfortable and interesting space for the public to use.

DG-6 **Corner Building Height.** Consider constructing buildings at or near the height limit at major intersections to create a gateway into neighborhoods.

DG-7 **Primary Lot Frontage.** Locate the primary building façade and main entrance along the primary lot frontage. The primary frontage should further be maximized by active building walls and addressed by the most active, articulated and public façade of a building. Active uses, such as storefronts, dining areas, lobbies, offices should front onto the primary lot frontage. Primary and secondary frontages are defined as follows:

- Primary lot frontages address public spaces that will likely see the most pedestrian activity or serve as important gateways. The primary lot frontage is the most public frontage that is adjacent to the waterfront, public open spaces, and streets and sidewalks.
- Secondary lot frontages include those that front onto pedestrian passthroughs and secondary streets on corner lot conditions. Secondary frontages are less public spaces that see less activity than primary frontages. They may or may not be addressed by a building, and facades may not be as highly articulated.
- Corner lots or sites that encompass a block may have more than one primary frontage. Where primary and secondary frontages are unclear, applicants should work closely with the City to make a determination.

DG-8 **Location of Outdoor Seating.** Place outdoor seating and widened sidewalks near intersections to create pedestrian activity.

DG-9 **Energy Efficient Building Orientation.** Site and orient buildings to take advantage of passive heating and cooling methods. Roofs should be oriented and designed to allow for solar panel or film installation for renewable energy generation or centralized solar hot water heating.

DG-10 **Crime Prevention through Environmental Design.** All projects should review the surveys included in the City of Oakland's Crime Prevention through Environmental Design (CPTED) Security Handbook. Consistent with CPTED guidance, design buildings and public spaces such that they are defensible, meaning places are clearly identified and delineated, designed to prevent access of unauthorized persons, and provide good visibility. This can be accomplished through four overlapping strategies:

- *Natural Surveillance.* Natural Surveillance is the placement of physical features, activities, and people in ways that maximize the ability to see what is occurring in a given space. This strategy works because this exposure promotes good behavior.
- *Territorial Reinforcement.* Territorial Reinforcement is the use of buildings, fences, signs, pavement, or other objects to express ownership or to clearly delineate the transition from public space to private space. This strategy works because it suggests there is someone present who has responsibility for the space.
- *Access Control.* Access Control is the physical guidance of people coming and going from a space by the placement of entrances, exits, fencing, landscaping, locks, and other barriers. For example, walkway bollards may be placed near the entrance of a park to prevent vehicle entry but allow pedestrian entry. This strategy works because it creates a barrier against improper vehicle movement into the park.
- *Maintenance.* The upkeep of an area demonstrates that someone cares and is watching.

DG-11 **Screening of Building Equipment.** Mechanical, electrical, and all other building equipment should be concealed from all public right-of-ways, pedestrian paths and adjacent buildings. Mechanical equipment should not be located along the ground floor street frontage.

DG-12 **Screening of Refuse.** Screen refuse bins and other waste containers by placing indoors, locating them away from the street, and/or shielding with fencing and/or landscaping.

DG-13 **Sites Adjacent to I-880.** On sites located between 6th and 7th streets, through careful site planning and building design, minimize noise, air quality, and visual impacts of the freeway on the building, especially on any housing units. Buildings adjacent to I-880 should orient parking and office uses toward the highway, and any residential uses should be oriented away from the freeway. Site planning should consider the following, as shown in Figure A.3:

- Locate taller buildings to buffer the existing neighborhood from the I-880 Freeway.
- Set buildings back from the freeway and buffer with landscaping, open space, and/or off-street parking.
- Locate residential units at a minimum height above the street level.
- Orient units along 7th Street with primary operable windows and balconies in residential units along 7th Street (rather than 6th Street), such that they face away from the freeway.

Windows facing 6th Street, which may offer views of the San Francisco Bay, should be mechanically ventilated.

- Ensure sufficient noise attenuation, consistent with City of Oakland standards.
- Locate courtyards, balconies and opening windows away from the freeway.
- Consider installation of sound walls or additional landscaping.
- Ensure indoor air quality, as outlined in DG-10.

DG-14 **Indoor air quality.** Require indoor air quality equipment, such as high-efficiency particulate air filters (HEPA filters), mechanical ventilation, air intakes away from pollution sources, building interiors under positive pressure, or equivalent mechanisms to minimize health risks for future residents, on sites with increased health risks due to proximity to high traffic roadways or stationary sources of toxic air contaminants.

Figure A.3: SITES ADJACENT TO I-880

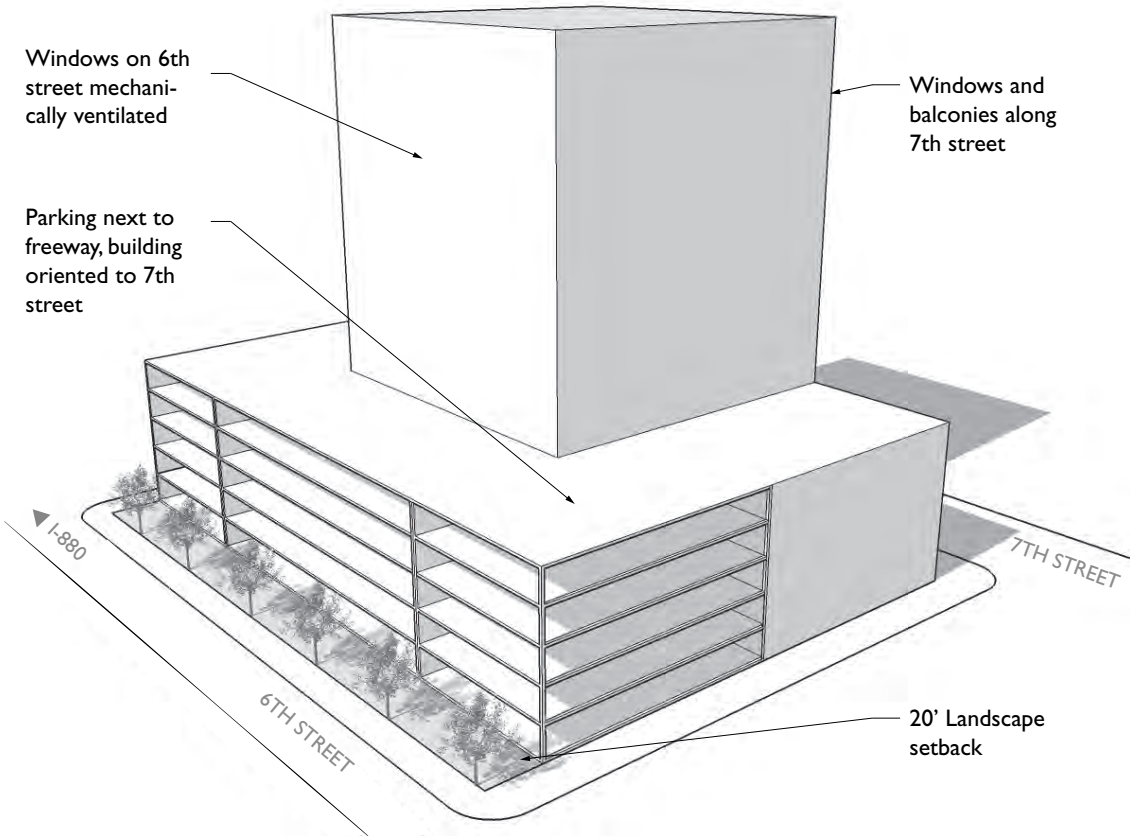
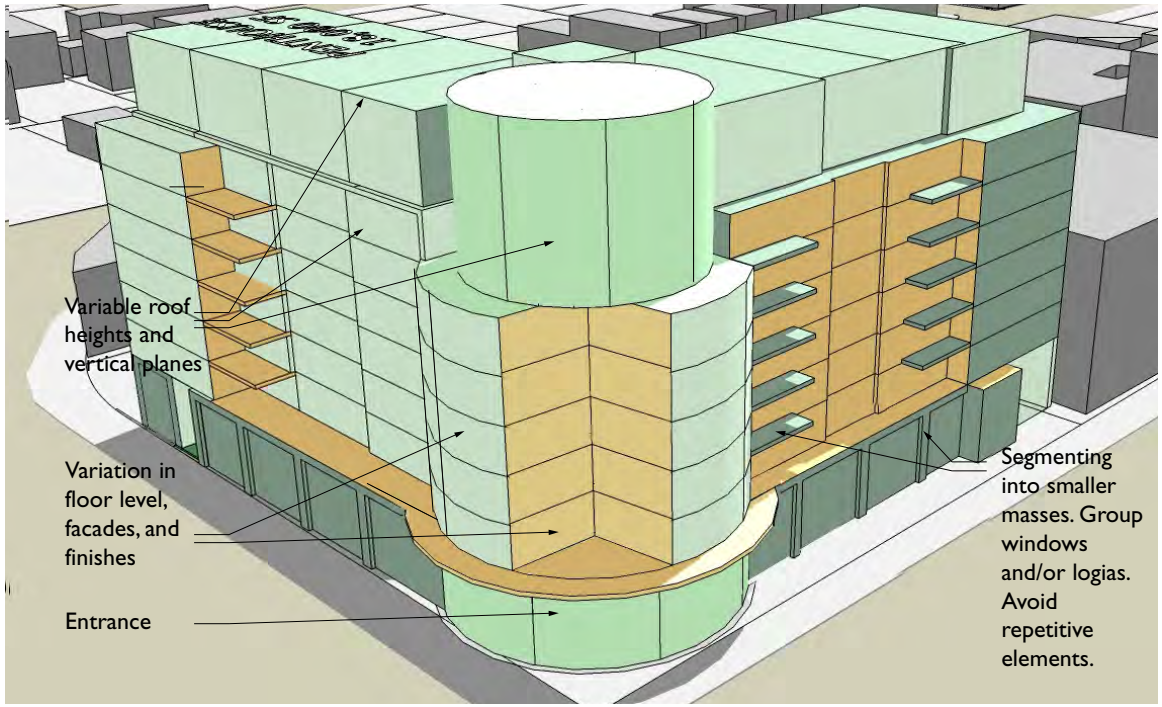


Figure A.4: THREE-DIMENSIONAL ARTICULATION



Reduce the apparent bulk of a building by segmenting it into smaller masses that correspond to the internal function of the building (DG-15).

Incorporate design features, such as balconies, recesses, and windows (DG-15).

Building Massing and Scale

Building massing and scale have a great impact on neighborhood compatibility. Guidelines seek to ensure integration of new buildings into the existing character of the area, while allowing for more intense development and taller buildings. New buildings and additions should reinforce the historic pattern with setbacks and upper-level stepbacks oriented to the many existing low to mid-rise buildings.

Massing and Scale

DG-15 Three-dimensional Articulation. Articulate building mass and surfaces with three-dimensional elements that create a visual play of light and shadow, as shown in Figure A.4:

- Incorporate variable roof heights and vertical planes to reduce the appearance of bulk and create interesting building silhouettes. Consider varying cornices and rooflines.
- Incorporate design features, such as balconies, recesses, windows, window frames, reveals, and brackets, bay windows, cornices at the roof and at the top of the ground floor, and piers at corners and structural bays.
- Employ variations in façades (such as shallow recesses at entries, arcades, roof styles, colonnades, architectural details), and finishes that break up the appearance of large buildings.
- Reduce the apparent building bulk by segmenting it into smaller masses corresponding to the internal function of the building. Consider grouping windows and/or adding loggias. Repetitive elements or monolithic treatments should be avoided.

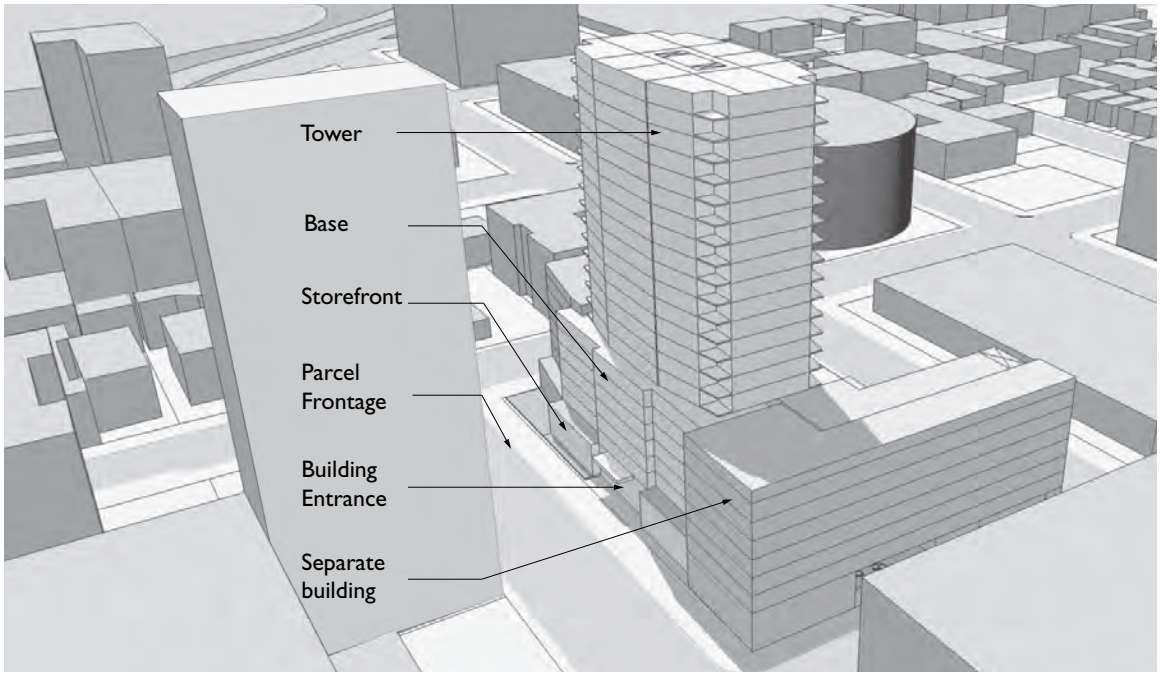
DG-16 **Transitions in Building Height.** Where the base height of new development exceeds the height of existing adjacent buildings, smooth transitions can be achieved through various approaches depending on the specific location and context of development, including:

- Dividing high-rise massing to reduce overall bulk and/or step down towards lower adjacent structures, as shown in Figure A.5.
- Incorporating architectural elements, such as cornices, to add a consistent rhythm to the street wall.
- Where new development is built adjacent to existing lower-scale residential development, respect the scale and privacy of adjacent properties by varying the height of windows.

DG-17 **Reinforce the Existing Rhythm.** Design buildings so the location, massing, and scale of new buildings reinforces the existing rhythm of buildings, storefronts, and the spaces between them. Since there is much variety within the Planning Area, this will vary by area, but the predominant pattern is of 30 to 60 foot parcel frontages. Where new building frontages are longer, they should incorporate vertical architectural features such as columns or piers to reflect the neighborhood rhythm.

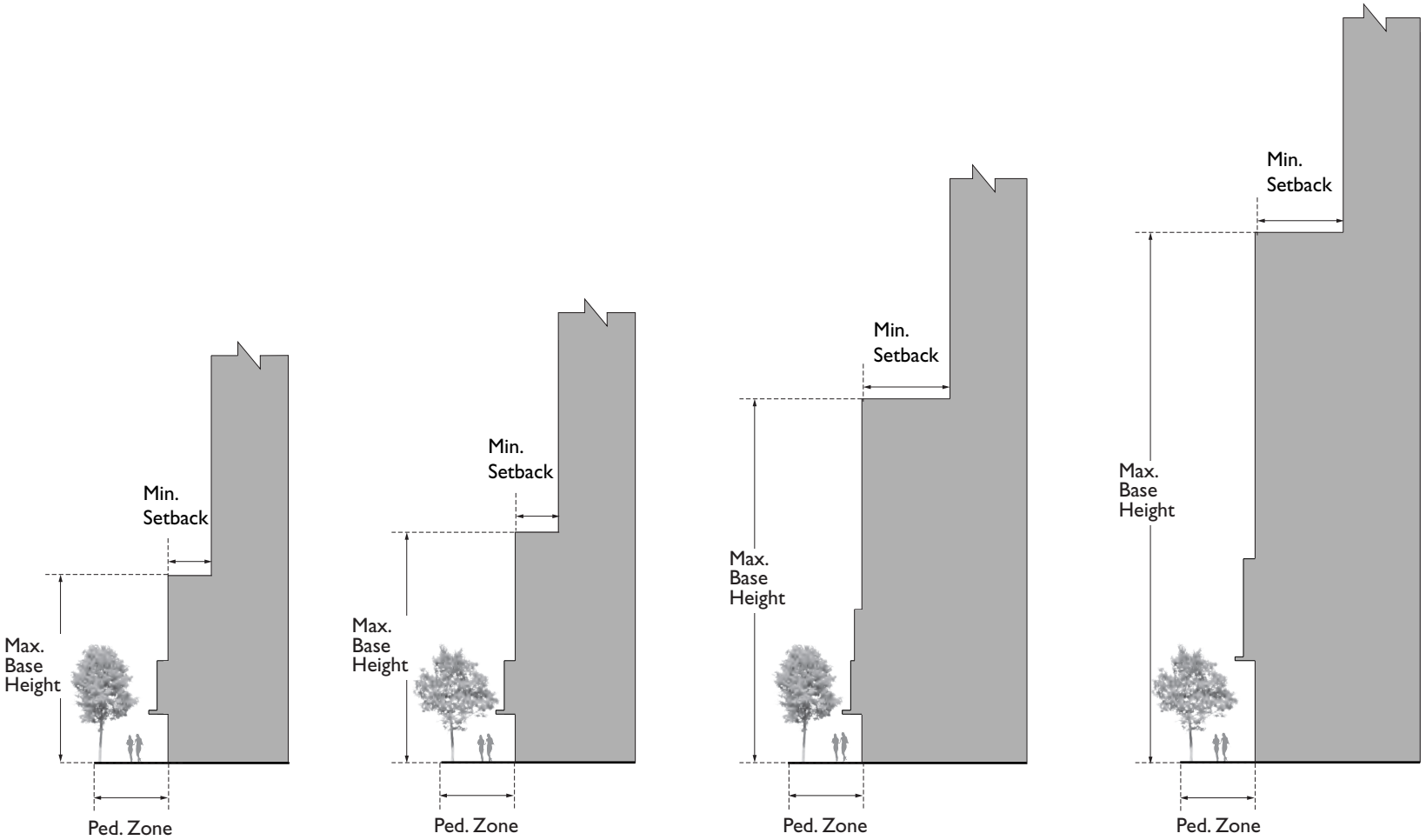
DG-18 **Step Back Above the Base Height.** Step buildings back above the base height. Base heights vary throughout the Planning Area, relative to the surrounding neighborhood context, as shown in Figure A.6.

Figure A.5: TRANSITIONS IN BUILDING HEIGHT



Reduce mass, step down, and incorporate architectural elements that establish a consistent rhythm to the street in order to transition to existing adjacent buildings (DG-16 left and middle).

Figure A.6: STEP BACK ABOVE THE BASE HEIGHT



DG-19 Reduce Overall Massing. Encourage open spaces, walkways, and alleys to break up building mass, allow access through development and create visual breaks.

DG-20 Minimize Shadow. Give consideration to the potential shade impacts on surroundings and design buildings such that heights, massing, and site plans respond to potential shading issues. Locate towers to minimize shadow on public spaces and ensure access to sunlight at high-use times of day.

Towers

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

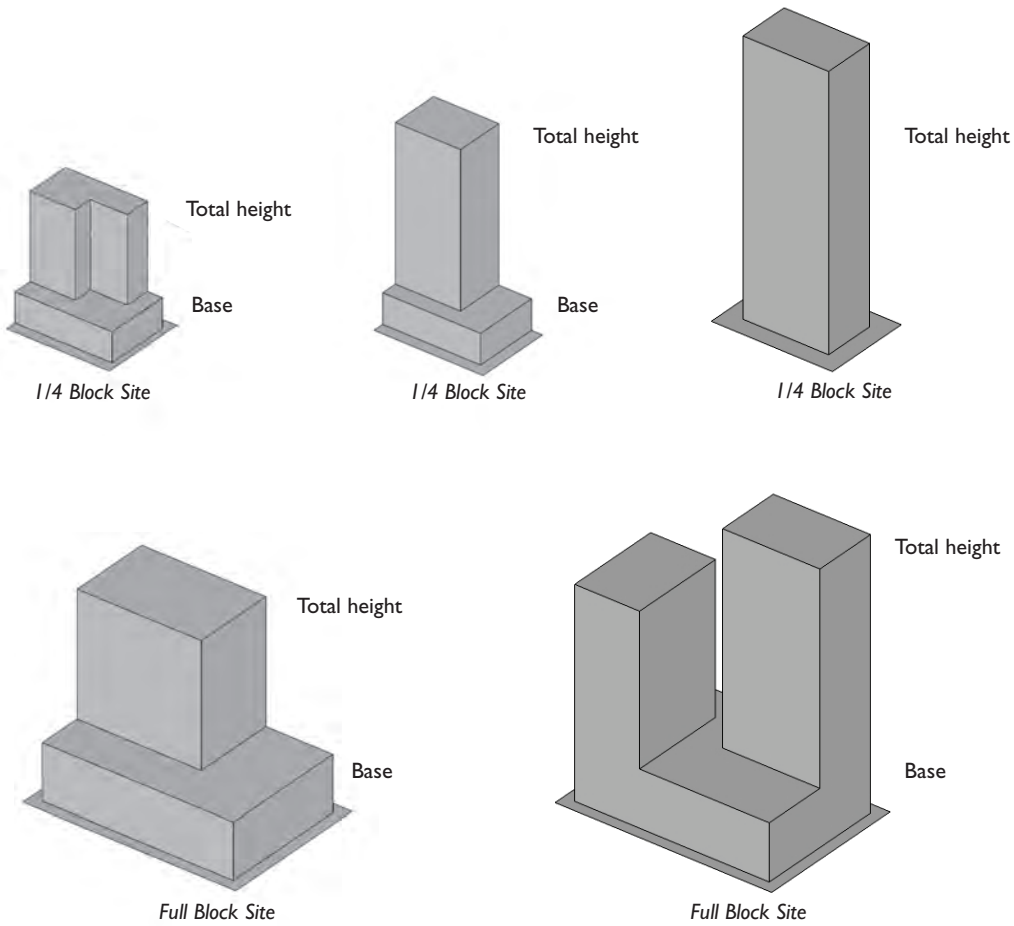
DG-21 Slender Towers. Towers should be slender in order to minimize the casting of large shadows and reducing apparent bulk from the street level. Towers should taper, step back, or otherwise employ a reduction in massing above the allowable base height, as shown in Figure A.7.

DG-22 Tower Spacing. Towers should be spaced to allow sunlight, air, and privacy for tenants while maintaining views and natural light at the street level.

DG-23 Distinguish Tower Design. The base of the tower should be stepped back from the building base and the top of the tower should be further distinguished with a step back and/or architectural features.

DG-24 Skyline. Towers should be designed to enhance the City skyline without blocking significant views from other buildings. In particular, consider views from across Lake Merritt and from the San Francisco Bay.

Figure A.7: TOWERS








Tower design should consider the impact to the pedestrian experience. Towers should be spaced for sunlight, should be slender and step back from the base to reduce apparent bulk from street level, should incorporate interesting architectural features, and should consider the Oakland skyline (DG 21 through DG 24).

Building Façade Articulation

These concepts focus on the first 20 feet of height from grade, and aim to ensure a high-quality pedestrian realm and vibrant and active streets, and to foster the mix of traditional and contemporary design in the Planning Area.

DG-25 **Pedestrian Scale.** Provide pedestrian-scaled façade articulation to create an active and inviting public realm, create visual interest and diversity, and reinforce the pedestrian scale and character of the street, as shown in Figure A.8. In particular, the first 20 feet and the first two stories of new development should relate to existing patterns, including fine grain scale, multiple entries, and flexible scales. Articulation may include bays, horizontal banding, sills, fenestration, alcoves, awnings/canopies, trellises, well defined entries, storefront design, and other pedestrian amenities.

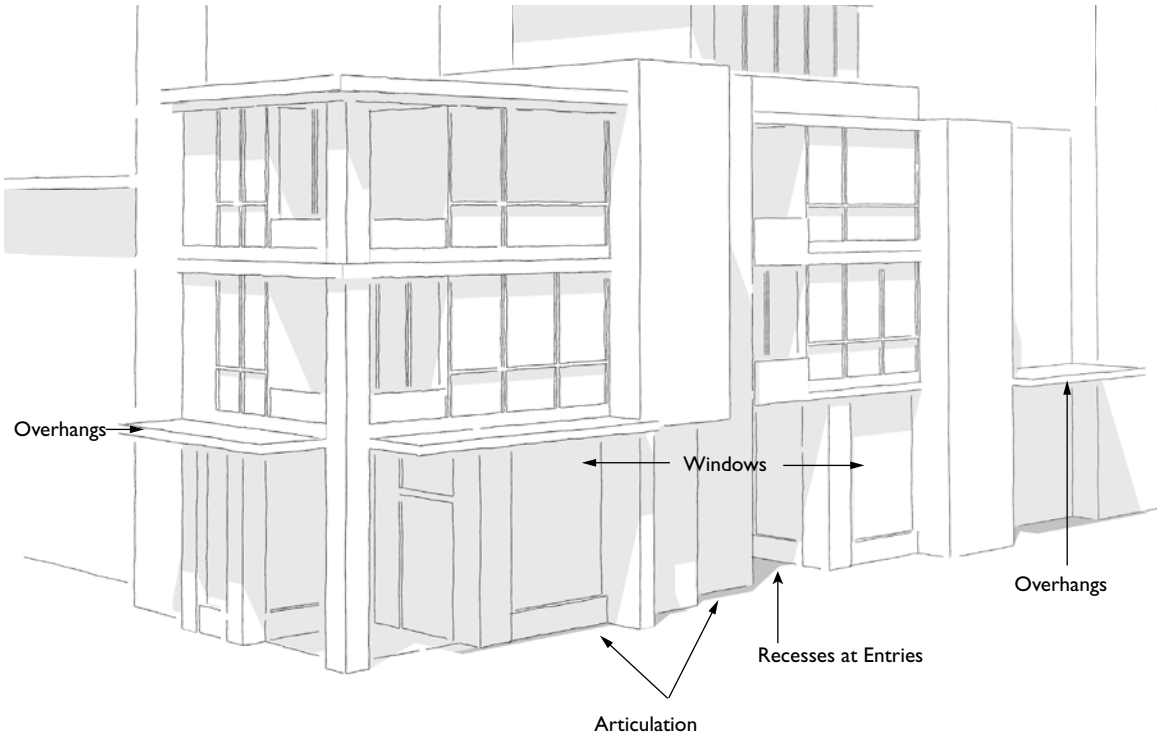
DG-26 **Active Upper-Stories.** Activate upper-story step-back areas with balconies or roof gardens.

DG-27 **Minimum Depth of Articulation.** Incorporate architectural articulation along the length of the façade, and recesses at building entrances, plazas, private open space, etc.

DG-28 **Ground Floor Entrances.** Carefully design entrances to be distinct and prominent features of a building, particularly lobby entrances. Consider the following techniques:

- The main entrance(s) should be larger than other doors on the façade with prominent architectural features consistent with the style of the building.

Figure A.8: PEDESTRIAN SCALE ARTICULATION



Activate upper-stories with balconies (DG-26 top). Main entrances should be larger than other doors on the façade and window design can be used to add architectural interest (DG-28 and DG-30 middle). Alcoves that allow outdoor eating and awnings establish the pedestrian scale (DG-28 bottom).

- Consider use of features such as a prominent lintel, distinctive architectural detailing, and awnings.
- Residential entryways should be recessed or project from the building facade.
- Always orient main entrances toward the principal street, not toward parking lots.
- Place at least one prominent pedestrian entrance facing the principal street. At least one prominent entrance should be provided for each building.
- A historic entrance patterns should be respected.

DG-29 **Entrance hierarchy.** A clear, hierarchical distinction should be made between primary entrances and secondary entrances. Primary entrances should be clearly expressed to impart a sense of prominence through scale, detailing and ornamentation that clearly denotes their stature as the main access to a building.

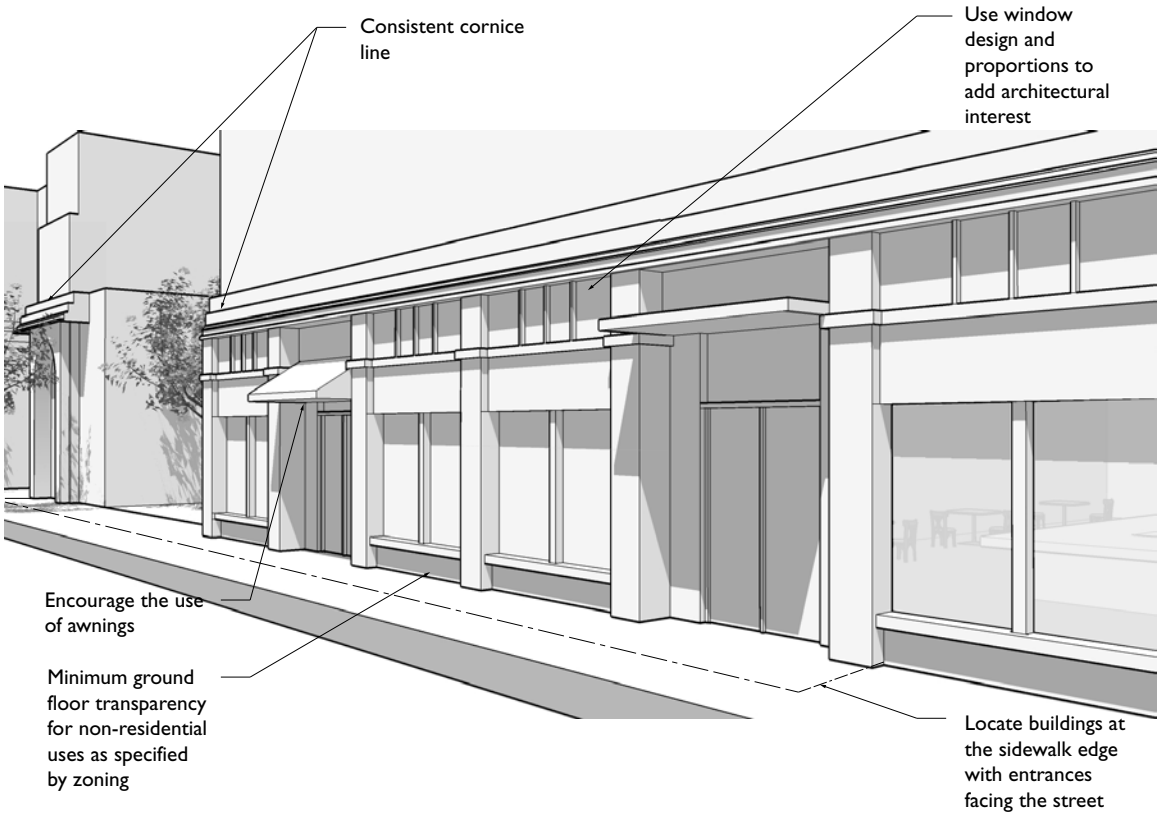
DG-30 **Window Design.** Use window design and proportions to add architectural interest to buildings and differentiate the various components of the building (e.g. ground floor retail spaces, stair towers, corners, office suites, or residential units). Use window frames, sills, and/or recesses to add visual interest, as shown in Figure A.9.

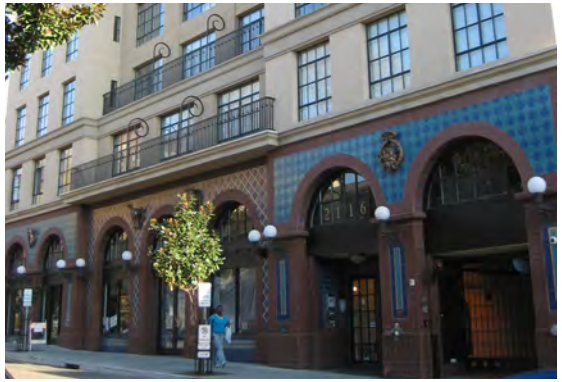
DG-31 **Views of Indoor Space.** Street facing building façades containing non-residential uses, and street facing building façades containing retail uses, should provide transparency such that windows allow views of indoor space between two and 9 feet above the sidewalk.

DG-32 **Consistent Horizontal Lines.** Design horizontal lines of new buildings (such as cornice lines or the top or bottom of a row of windows or balconies), to generally be within five feet higher or lower than existing structures horizontal features (such as cornice line or total height), to establish continuity, as shown in Figure A.9.

DG-33 **Façade.** Ensure unified and harmonious building façades by integrating all architectural elements, including signs, artistic elements, balconies, building entrances, and lighting. Windows should have regular patterns and be coherent in shape and proportion.

Figure A.9: STREETWALL

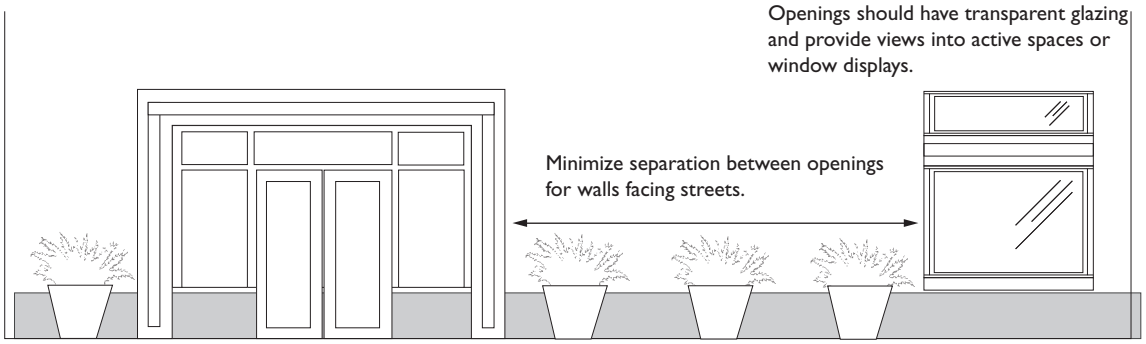




Views of indoor spaces are important to establish interaction between the street and business interiors (DG-31 top). Rows of windows above the ground floor create consistency between adjacent buildings (DG-32 middle). Integrate architectural elements, including balconies, entrances, and lighting (DG-33 bottom).

Awnings in the Chinatown Commercial core (top). Awnings should be decorative and complementary to the overall design and provide shelter and shade (DG-35 middle and bottom).

Figure A.10: BLANK WALL LIMITATION



DG-34 Blank Wall Limitations. Minimize the amount of the linear frontage of the first story street wall that may consist of blank walls, as shown in Figure A.10. The maximum length of any continuous blank wall is generally 30 feet. Blank walls may be interrupted by a window, primary entry, or design element. Where blank walls exist, reduce the impact by providing special landscape treatment, murals or other public art.

DG-35 Awnings. Encourage the use of awnings, canopies, and over-hangs to provide shelter and shade over the main entrances and along the sidewalk on pedestrian-oriented retail streets, to enhance the pedestrian realm. Awnings should be:

- In scale with the building, and divided into sections to reflect major vertical divisions of the façade.
- Placed below the ground-floor cornice line (or below the sills of second floor windows if no cornice exists). Avoid covering other architectural elements.
- Designed to be decorative, complementary to the overall design of the building, and effective for weather and sun protection.
- Project awnings over doors and windows.
- Design so as to not interfere with the tree canopy or signage.

Ground Level Commercial

DG-36 Storefronts. Define individual storefronts with architectural elements such as piers or changes in plane. Complete storefront façades should include doors, large display windows, bulkheads, signage areas, and awnings. Frequent entries and windows with visible activity should occur on all publicly exposed façades of commercial buildings. Display windows should enliven the street and provide pedestrian views into the interior of the storefront.

DG-37 Large Retail. Where large retail establishments are provided, design buildings to support the pedestrian-oriented environment:

- Locate and orient buildings along primary street edges and public spaces,

- Provide fenestration (windows, glass storefronts and doors), and cohesive signage.
- Incorporate an appropriate level of design detail, ensuring that loading, storage and equipment areas are screened and well-integrated into the building.
- Encourage large urban retail stores to use a multi-story format.

DG-38 Outdoor Seating. Encourage dining establishments to provide outdoor seating:

- Within the sidewalk right-of-way, provided the city's minimum clear zone for pedestrians is maintained.
- By allowing an additional set-back of five to 20 feet from the street wall, if that space is regularly used for outdoor seating, and is maintained by the business.
- Ensure that additional setback areas are buffered from the street edge through landscaping or low physical barriers such as bollards or planters.

DG-39 Infrastructure. Ground-floor commercial spaces should be equipped with the necessary building infrastructure like gas lines, grease traps, water hook-ups, etc., to accommodate food service establishments.

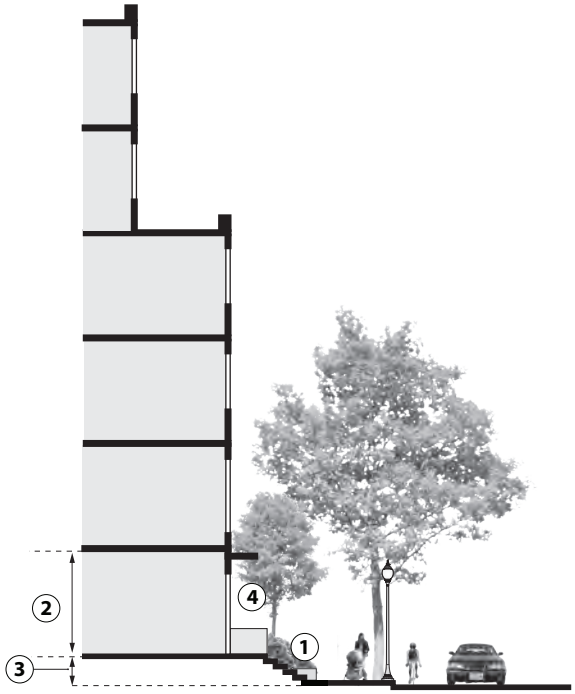
DG-40 Promote safety in commercial design. Incorporate CPTED principals in project design to ensure patrons feel safe frequenting businesses and are encouraged to return. Review the full survey in the City's CPTED Security Handbook. See DG-10 for more details.

Interrupt blank walls with windows, design elements, and landscape treatments (DG-34 top). Storefronts should include doors, large display windows, and awnings (DG-36 middle and bottom).

Encourage large urban retail stores to use a multi-story format (DG-37 top) and encourage outdoor seating in order to further activate the street (DG-38 middle and bottom).

Figure A.11: RESIDENTIAL GROUND LEVEL DESIGN

1. Primary individual or shared entrances at the ground floor and facing a street or pedestrian connection
2. Minimum 12-foot ground floor residential height
3. Residential ground floor elevation between 2 to 5' above grade
4. Articulated entries with stoops, porches, recessed windows, bay windows, and balconies



Ground Level Residential Buildings

DG-41 Street Wall Openings. Multi-family developments may contain openings in the street wall to allow for the extension of interior courtyards to the public street. Any security gating or fencing across this area should be a minimum 75 percent transparent to provide views into the courtyard.

DG-42 Façade. In multifamily developments, articulate ground floor residential building façades to differentiate individual residential units from each other and from the overall massing of the building, in order to express a rhythm of individual units along the street. Facades should include stoops, porches, recessed windows, and bay windows or balconies, as shown in Figure A.11.

DG-43 Entry. All residential units should have the primary entrance, either individual or shared, facing a street and should incorporate a projection (e.g. porch or stoop) or recess, as shown in Figure A.11.

Multi-family developments may contain openings in the street wall to allow for the extension of interior courtyards to the public street (DG-41).

Differentiate individual residential units from each other and from the overall massing of the building, in order to express a rhythm of individual units along the street (DG-42).

Primary residential entrances should incorporate projections, such as stoops, porches, recessed windows, and bay windows or balconies (DG-43).

DG-44 **Transitional Features.** Site transitional features in the front setback of residential buildings. Entrances should provide a connection to the street through stoops, a pathway, or porches.

DG-45 **Prominent Ground Floor.** Establish a prominent ground floor in residential buildings. Design a tall ground floor to establish a street presence and human scale. Generally, this requires at least fifteen feet from the grade to the floor of the second story, as shown in Figure A.11.

Residential Livability

For Residential Facilities with one or two primary dwelling units, or the residential portions of Mixed Use Development projects with one or two primary dwelling units, please see the City of Oakland *Interim Design Review Manual for One-and Two-Unit Residences.*

DG-46 **Privacy.** Maintain a sense of privacy from within housing units, while allowing views onto streets and interior courtyards. For instance, in residential units with narrow side yards, place side elevation windows so that they are offset from those of the adjacent unit, position windows on upper floor balconies so as to minimize views into neighboring properties or use obscure glass as appropriate in order to ensure privacy.

DG-47 **Family-Friendly Housing.** Design family-friendly housing and units for a range of ages. Situate family-oriented units to maximize accessibility and visibility for parents watching children playing on the sidewalk or courtyard.

DG-48 **Range of Unit Sizes.** Provide variety of unit sizes, including studios units with three or more bedrooms.

DG-49 **Orientation.** Design units to allow sunlight for at least part of the day.

DG-50 **Operable Windows.** To the maximum extent possible, provide some operable windows in all housing units, to allow in light and fresh air, and also to potentially eliminate the need for mechanical ventilation, where mechanical ventilation is not required for air filtering purposes. Where ventilation systems are necessary, include a minimum of two operable windows where feasible and use energy-efficient and low emission heating, ventilation and air conditioning (HVAC) systems.

DG-51 **Promote safety in residential design.** Incorporate CPTED principals in project design. Review the full survey in the City's CPTED Security Handbook. Private Shared Open Space

DG-52 **Shared Spaces.** Provide areas that consist of landscaped areas, walks, patios, barbeque areas, playgrounds, recreational facilities, turf, or other such improvements as are appropriate to enhance the outdoor environment of the development.

- **Location.** Where community rooms are planned, locate them adjacent to either the private common open space or public open space.
- **Seating.** Provide ample seating, which can be comprised of benches, seating walls, and moveable seating. Arrange seating for gathering, conversing, and supervising children play areas. A majority of seating should have back support.
- **Orientation.** Design private common open spaces to maximize sunlight while providing wind protection and shading.
- **Safety.** Ensure safety and visibility by designing at least a portion of units to overlook the common open space and allowing security cameras to monitor common spaces, if appropriate.

Architectural details add special character of the Chinatown Commercial District API, which is characterized by small-scale, early 20th-century commercial buildings (DG-59 top, middle, and bottom). 800-33 Harrison Street is a successful example of adaptive reuse in this API (DG-62 bottom).

Historic Resources

This section is complementary to the Lake Merritt Station Area Plan Chapter 7: Cultural Resources, and the *Historic Preservation Element (HPE)* of City of Oakland's *General Plan*, both of which address the wealth of historic resources in the Planning Area. Both historic preservation and adaptive re-use are encouraged in the Planning Area; the following guidelines build on other sections for guidance specific to historic resources, including new buildings in historic districts or adjacent to historic buildings. For additional guidance related to transitions between existing buildings and new development, including height, see the Massing and Scale section, page A-12.

DG-53 Contribute to Historic Districts. New buildings developed within historic districts or adjacent to historic buildings should seek to contribute to the existing historic and architectural character of the area, while also seeking to be recognized as products of their own time. Consider how the style, massing, rhythm, setbacks and material of new development may affect the character of adjacent resources. Reinterpret character elements to complement historic resources, without replicating.

DG-54 Complement and Reinforce the Scale. The massing and scale of new buildings within historic districts or adjacent to historic buildings should reinforce the existing rhythm of buildings and spaces between buildings. The predominant parcel pattern for the Chinatown API is 30- to 60-foot parcel frontages, the parcel pattern for the 7th Street API is 20- to 30-foot parcel frontages. The King Block has typically larger parcel sizes, but frontage is typically broken into smaller increments.

DG-55 Complement and Reinforce the Street wall. Locate new buildings within historic districts or adjacent to historic buildings to complement the existing street wall. Site buildings such that the setback of a new building should reinforce the prevailing average setbacks of adjacent historic buildings

DG-56 Complement and Reinforce Building Articulation. Entrances, stoops, porches, and other projections should be incorporated in new buildings within historic districts or adjacent to historic buildings which relate to the pattern of existing adjacent buildings and contribute to a consistent rhythm and continuity of features along the street. For instance, front stoops and porches occur on many historic buildings in the 7th Street API and could be a compatible feature on new buildings.

DG-57 Complement and Reinforce Architectural Details. The architectural details of new buildings within historic districts or adjacent to historic buildings should relate to existing buildings. Such details may include lintels, cornices, arches, chimneys, and ironwork. Since there is such a large variety of styles and details within the historic districts in the Planning Area, new development must specifically consider adjacent properties.

DG-58 Building form. The complexity of the form and shape of new buildings within historic districts or adjacent to historic buildings should be compatible with existing adjacent buildings. The degree to which a new building is simple or complex in form and shape should be based

upon the dominant characteristics of architecture of the area. New buildings in areas where simpler forms prevail should reflect that simplicity, while the existence of more complex forms (e.g. Queen Anne and other Victorian styles) allows for more richness and variation.

DG-59 **Chinatown Commercial District API.** The architectural details of new buildings within or adjacent to the Chinatown Commercial District API should relate to existing distinguishing features of the district. The Chinatown Commercial District is characterized by small-scale, early 20th-century commercial buildings. Uses generally are retail and commercial on the ground floor, with residential or offices on upper floors. Similar architectural and facade features crop up in remodelings done in the 1960s and 1970s. The area is characterized by high density and lively sidewalk activity.

DG-60 **7th Street/Harrison Square Residential Historic District API.** The architectural details of new buildings within or adjacent to the 7th Street/Harrison Square Residential Historic District API should relate to existing distinguishing features of the district. Most of the buildings in the 7th Street/Harrison Square Residential District are detached one- or two-story wood frame structures set back from the sidewalk line, including many Queen Anne and Colonial Revival cottages and houses. The district began as a residential area and continues largely so to this day. Except for the intrusions of some industrial buildings and apartment buildings, the district is unified in scale, apparent density, use, and relationship of buildings to lots.

DG-61 **Pitched Roofs in the 7th Street API.** New development in the 7th Street Historic API should include a pitched roof (which is included in the total height of the building). Roof pitch should be consistent with or complementary to adjacent historic buildings.

DG-62 **Adaptive Reuse.** Retain and integrate historic and architecturally significant structures into larger projects with adaptive reuse. When adapting or altering historic resources, consider the following:

- Work within the existing building envelope is recommended; where additions are desired, they should generally be located on a secondary or rear façade.
- Follow the Secretary of the Interior's Standards for Rehabilitation when adapting and altering historic resources.
- Avoid removal of historic resources or covering historic architectural details with cladding, awnings, or signage.
- Use historic photos to inform rehabilitation, if available.
- Use materials and colors that complement the historic character of the property.
- Consider consultation with a preservation architect to ensure renovations are compatible. Consult with City's historic preservation staff.

DG-63 **Preservation.** Avoid removal of historic resources.

Architectural details add special character of the 7th Street API, which is typified by detached one- or two-story wood frame structures set back from the sidewalk line, and pitched roofs (DG-60 and DG-61 top, middle, and bottom).

Use high-quality, durable architectural materials and finishes (DG-64 top and middle) and accent materials to add texture, color, and visual interest (DG-70 bottom).

Building Materials, Color, and Lighting

Choice in building materials is an important contributor to the quality of the building and the public realm.

DG-64 **High Quality Materials.** Use high-quality, durable architectural materials and finishes that provide a sense of permanence throughout the exterior and public interior spaces of the buildings. Exterior building materials should be brick, stucco, concrete, painted wood clapboard, painted metal clapboard or other quality, durable materials. Materials palette should be reflective of the character of the location and type of architecture and use of the building, and a unified palette of materials should be used on all sides of buildings.

DG-65 **Sustainable Materials.** To minimize the overall environmental impact of development, use sustainable building materials to the maximum extent feasible which are recycled, renewable, sustainably harvested, locally sourced, and are non-toxic/ low-VOC (volatile organic compound).

DG-66 **Color.** Color palettes should reinforce building identity and should complement changes in plane.

DG-67 **Glazing.** Glazing should be clear or lightly tinted and non-reflective.

DG-68 **Reflective Materials.** For tower portions of buildings and buildings that front onto public open spaces, lighter exterior colors with high light reflectance (without producing glare) should be used to maximize daylight onto public open spaces, streets and sidewalks.

DG-69 **Green Roofs.** Green roofs can be incorporated into building design to manage stormwater runoff and reduce energy consumption. All green roofs must be designed to permit routine maintenance and irrigation, as necessary.

DG-70 **Accent Materials.** Accent materials should be employed at the ground level to add texture, color, and visual interest at the pedestrian level.

DG-71 **Building Lighting.** Design exterior building lighting as an integral part of the façade:

- Lighting fixtures should be architecturally compatible with the building's style and should be placed to accent other architectural features.
- Building-mounted lighting is recommended for pedestrian-oriented and high-visibility areas.
- Design lighting standards and fixtures to be harmonious with the building design, and complement lighting in the public right-of-way.
- Provide lighting at all entryways, alcoves or other features of the building to ensure visual surveillance of the building and its public areas.
- Encourage display window lighting in storefronts and lighting under the awning, as security measures.
- Lighting should comply with CPTED strategies, including:
  - Use of energy efficient and break-resistant lighting to enable consistent use.

- Ensure that building lighting illuminates building numbers, access, front and back areas, and corners.
- Ensure lighting provides a cone of light downward to walkways.
- Provide lighting between buildings to distinguish forms and movement.

Signage

See the City of Oakland Small Project Design Guidelines for additional guidance on signage.

DG-72 **Illumination.** Provide sign illumination appropriate to the building design and location.

- Consider up-lit signage or use of accent lighting or other subtle illumination to improve visibility at night.
- Prohibit any sign that, because of brilliant interior or exterior lighting, interferes with the enjoyment of surrounding property or interferes with traffic.
- Externally lit signs should not illuminate upper stories; instead, illumination should focus on the sign itself or downward toward the sidewalk.

DG-73 **Visibility.** Place signs for easy visibility and ensure that projecting signs are strictly controlled to ensure that they do not obstruct each other.

DG-74 **Architectural Compatibility.** Ensure new signage is compatible with building architecture and character.

- Signs (including supporting structures, if any) should be designed as an integral design element of a building's architecture and should be architecturally compatible, including color and scale, with the building.
- Avoid signs that cover a window or that spills over "natural" boundaries or architectural features and/or obscures parts of upper floors of buildings as it is detrimental to visual order.
- Signs above the first story should not obstruct views from inside or outside upper stories.
- High quality materials should be used, such as finished wood, metal, and durable woven fabric.

DG-75 **Consistency with Area Character.** Ensure new signage is compatible with the character of existing buildings.

- Signs should employ designs, features, materials, and colors that are consistent with the scale and character of the district in which they are located. Bilingual signage is encouraged in the Planning Area.
- New signage should complement or create an interesting and pleasing contrast to existing buildings and signage on the same block or adjacent blocks.

DG-76 **Legibility and Readability.** Ensure new signage is easily understood.

- The size and proportion of the elements of the sign's message, including logos, letters, icons, and other graphic images, should be selected based on the anticipated distance and travel speed of the viewer. Sign mes-

Existing bilingual signage in the Chinatown Commercial core (top). Signage should be visible and compatible with building architecture (DG-73 and DG-74 middle and bottom).

Use landscaping to enhance the pedestrian realm (DG-78 top and middle) and use California native and drought-tolerant plants (DG-80 bottom).

sages oriented towards pedestrians should be smaller than those oriented towards automobile drivers.

- Design signs to be readable and concise, so that a viewer can understand or make sense of what appears on the sign. Excessive use of large areas of several colors can create competition for the eye and reduce readability.

Landscaping

DG-77 **Buffer Landscaping.** Use landscaping to buffer noise, air quality, and visual impacts and changes in use—particularly in transition zones between commercial or industrial and residential uses, and adjacent to I-880.

DG-78 **Landscaping.** Use landscaping to enhance and identify the pedestrian realm and entrances and to articulate strong edges for plazas and courtyards. Landscaping should not create blind spots or hiding spots.

DG-79 **Landscaping.** Use trellises and vines or other plantings on building exteriors to insulate and cool interiors.

DG-80 **Native and Drought-Tolerant Plants.** Follow the Bay-Friendly Landscaping standards and use California native and drought-tolerant plants to reduce water needs and avoid reduce invasive species.

DG-81 **Stormwater.** Manage stormwater on-site through such methods as green roofs and/or rooftop gardens or water catchment systems to be used for irrigation.

DG-82 **Sustainable Surfaces.** Use sustainable surface materials for paving to the maximum extent feasible, such as reclaimed pavers, locally-produced materials, or concrete and asphalt with fly ash content.

DG-83 **Visibility.** Prune shrubs to no more than 42 inches high and trees up seven feet from the ground in order to maintain shade provided by trees, the curb appeal of shrubbery, and a clear, unobstructed view.

Parking

DG-84 **Location.** Where possible, locate parking structures either partly or entirely below grade. Surface parking lots should be considered temporary uses. If parking is located above ground, locate commercial building space at the street, at least 15 feet in height and 30 feet deep.

DG-85 **Vehicular Access.** Minimize curb cuts and share access drives to parking facilities wherever feasible, in order to expand pedestrian space, reduce conflicts with pedestrians and bicycles, ensure pedestrian safety, and increase the supply of on-street parking.

DG-86 **Site Design.** Locate parking lots, driveways, loading, and service areas behind buildings, below grade, encapsulated within buildings, or on secondary frontages to reduce visual impact. Ensure that they are visually screened from public view with architectural elements and/or landscaping features. Where possible, access should be from streets that are not key pedestrian or bicycle connecting streets to facilitate active pedestrian edges and improve bicycle safety.

DG-87 **Signage.** Provide clear signage for entrances to structured parking to facilitate ease of parking in mixed-use areas.

DG-88 **Bicycles.** Bicycle parking should be conveniently located, secure, weather protected, and conform to specific regulations in Planning Code Chapter 17.617.

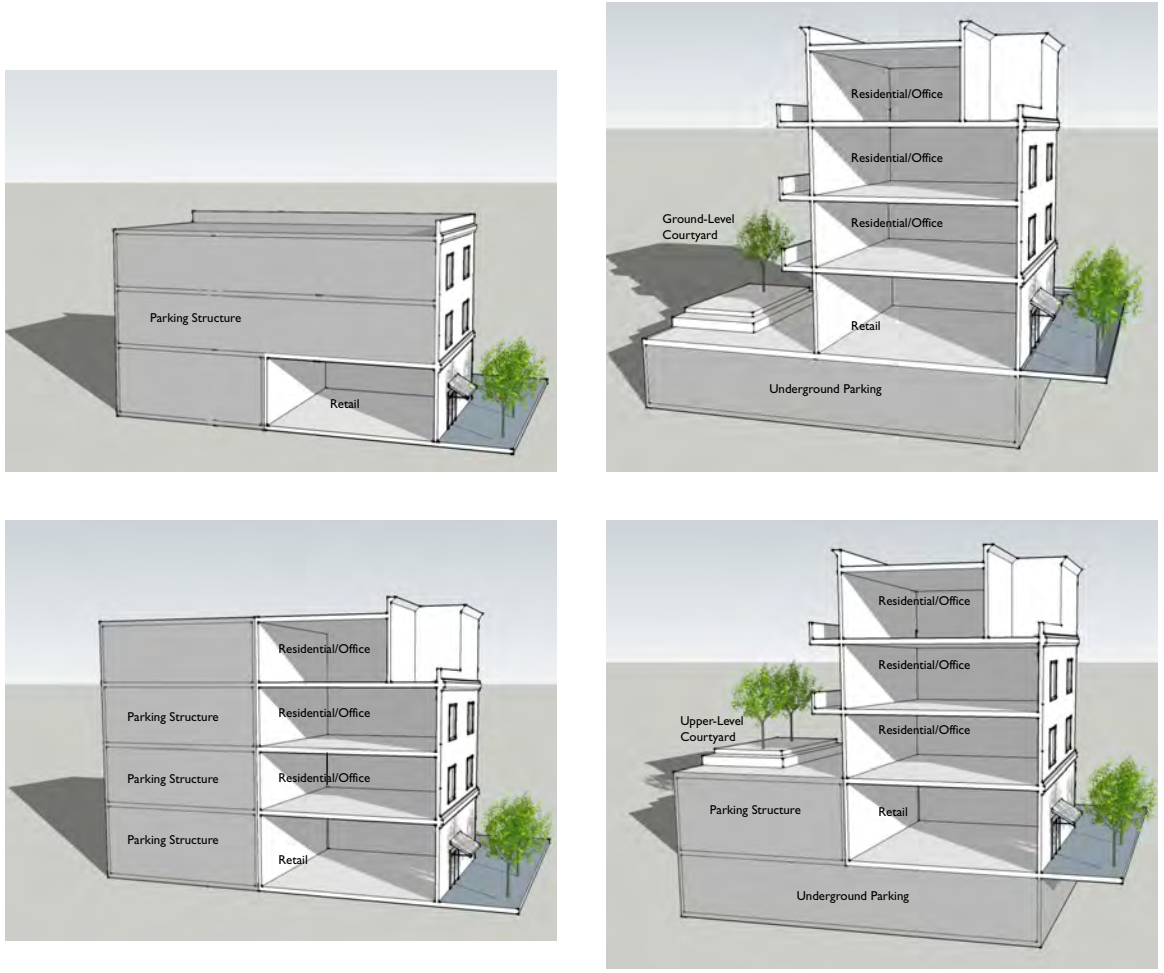
Parking Structures

DG-89 **Parking Structures.** Ensure that structured parking does not create a void in the pedestrian environment, by incorporating the following elements:

- Structured design must maintain an interaction between building function and the streetscape through fenestration, entries, and outdoor extension of uses.
- Wrap the ground level of parking structures with active uses (commercial, residential, office, studios, etc.).
- Where active uses are not required or feasible at the ground floor, design parking structures that face the street such that façades are architectural and attractive; cars are screened; and sloped floors are not exposed.
- When entrance of parking structures face the street, the width of portions visible from the public right of way should generally not exceed 25 feet.

DG-90 **Encapsulation.** On sites that are half a block or greater (30,000 square feet or greater) in size, above grade parking should be encapsulated, or wrapped so that the parking area is not apparent from the public right-of-way, as shown in Figure A.12, according to the following:

Figure A.12: PARKING STRUCTURE ENCAPSULATION



Design parking structures with façades that are architectural and attractive (DG-89 top). Wrap the ground level of parking structures with active uses (DG-89 middle). Accommodate pedestrians with pedestrian-only pathways through parking areas (DG-93 bottom).

- For projects located on sites between 30,000 square feet and 60,000 square feet, 50 percent of the perimeter should be encapsulated with habitable residential or non-residential uses; and
- For projects located on full block or larger sites, 80 percent of the perimeter except driveways should be encapsulated with habitable residential or non-residential uses.

DG-91 **Integral Design.** Design all visible structured parking as an integral part of the project it serves, consistent in style and materials with the balance of the project. Design parking façades as extensions of adjacent multistory buildings:

- Employ the same cadence of windows and massing as in adjoining or adjacent buildings, or use contrasting, high-quality materials that generate a multi-layered façade (for example glass or decorative screens).
- Landscaping compatible with building design may also be used as screening.
- Avoid blank flat concrete façades.

DG-92 **Pedestrian Access.** Stair towers and pedestrian entries into parking structures should be emphasized as identifying architectural elements and located adjacent to public streets and along major pedestrian connections. They should be visually open and free of visual obstruction to promote a feeling of security and comfort and to minimize conflicts between pedestrians, bicycles, and vehicles.

DG-93 **Pedestrian Pathways.** Accommodate pedestrians with pedestrian-only pathways through parking areas. Clearly mark and connect these areas to public sidewalks with continuous pavement, pavers, or specially-painted crosswalks.

DG-94 **Façade Design.** To enhance the appearance of parking structures, consider using the following façade treatments:

- Living walls or landscaping;
- Awnings, arcades, trellises, or porticos along street-facing façades and pedestrian connections at parking structures;
- High-quality and multi-layered facades, such as glass, perforated metal, or decorative screens, as façade treatments.

DG-95 **Lighting.** Ensure adequate lighting along garage façades to improve visibility and pedestrian safety, but shield the street from interior garage lighting.

DG-96 **Parking Podiums.** The height of the stoop/parking podium facing streets for multi-family residential buildings should be limited to a maximum of five feet above grade. Parking podiums should be screened with stoops, stairs, ornamental screens, and landscaping.

Surface Parking

DG-97 **Surface Parking.** Surface parking lots should be considered temporary uses, with new buildings and structured or underground parking planned for the long-term.

DG-98 **Sustainable Parking Design.** Design surface lots to incorporate trees for shading and permeable surfaces to minimize stormwater runoff.

DG-99 **Perimeter Landscaping.** A landscaped area at least five feet wide should be provided between any surface parking area and any property line adjacent to a public right-of-way.

DG-100 **Lighting.** Ensure adequate lighting of parking lots to improve visibility and pedestrian safety. Ensure that parking lot lighting consist of frequently spaced lights, no more than 15 feet tall, rather than a few tall bright lights.

Utilities

DG-101 Utility boxes, transformers, and lines should be undergrounded wherever possible, or located outside of the pedestrian pathway in order to provide unobstructed walkways and views.

DG-102 Support local utility providers in the undergrounding of utilities. Work with PG&E and other public agencies to underground existing overhead utility lines.

A.4 Streetscape Design Guidelines

Streetscape elements create the environment that lends Chinatown excitement and allure. They provide the setting for vibrant pedestrian life and encourage people to linger, explore and connect with others in Chinatown. Banners announce cultural events and neighborhood celebrations, paving materials and patterns encourage passersby to linger and explore, trees and plantings provide shade and texture, and street lighting casts a warm and inviting glow on the sidewalks at night.

Any improvement to the public right-of-way that affects the design, operation or maintenance of public systems must be consistent with these recommendations and must be reviewed and approved by the City's Public Works Agency.

General

DG-103 **Walkability.** Foster a walkable, accessible, and safe street environment that connects people to transit, housing, employment, and major destinations in the Planning Area.

DG-104 **Pedestrian Comfort.** Design streetscapes for pedestrian comfort with wide sidewalks and amenities for pedestrians such as comfortable street furnishings, sufficient and attractive pedestrian-oriented lighting, and street trees for shading and aesthetics.

DG-105 **Bicyclist Comfort.** Design streetscapes for bicycle comfort on streets identified in Figure 7.6 with bike lanes or sharrows and amenities for cyclists such as bike racks, sufficient and attractive lighting, and street trees for shading and aesthetics.

DG-106 **Traffic Calming.** Provide curb bulb-outs at street corners and mid-block crossings to calm traffic and heighten pedestrian visibility and comfort, where most needed.

DG-107 **Consistent Street Design.** Ensure that street improvements in historic districts complement historic buildings as part of a pedestrian-oriented environment.

Lighting

DG-108 **Lighting and Safety.** All public spaces, including streets, open spaces, parking lots, transit waiting areas, and building entrances, should be well-lit and designed for high visibility to ensure personal safety and comfort. Lighting should comply with CPTED strategies.

DG-109 **Pedestrian-Oriented Lighting.** Provide continuous pedestrian-oriented street lighting throughout the Planning Area, to increase illumination on the sidewalks, increase pedestrian comfort, and improve safety. Lighting should meet the following guidelines:

- Decorative streetlights scaled for pedestrian comfort (11' to 13' height of light source).
- Spacing of lights should be approximately 20 to 40 feet on center; 50 feet on center is acceptable if a lower-cost, reduced-impact spacing is necessary.
- Streetlights should use a warm-white metal halide lamp (the Sylvania MP150 is recommended) with a 2900 degrees Kelvin (or 3,000 if 2,900 is not available) color temperature lamp.
- A 15,000-hour lamp life is recommended; 10,000 hours is the default if the longer-lived bulbs are not available.
- Streetlight luminaries should be deeply recessed, "sharp cutoff" types; luminaries are recommended to have prismatic diffusers (borosilicate glass is best) if recessed types are not used.
- House-side shields should be specified for locations where the streetlight luminaries may inadvertently cast light on the windows of residences or restaurants.
- Streetlight design should be decorative, incorporating design elements that is sympathetic in style to traditional Chinatown architecture and storefront character. For instance, a version of the Lake Merritt decorative post-top streetlight, painted special colors for Chinatown, may serve this purpose.

Sidewalks

DG-110 **Sidewalk Elements.** The following three components should be considered in the design of the sidewalk area, as shown in Figure A.13:

- Business Frontage Zone: This area is along Active Ground Floor Use streets, located furthest from the curb, and provides accessibility and visibility between buildings and the street. This area should be a minimum

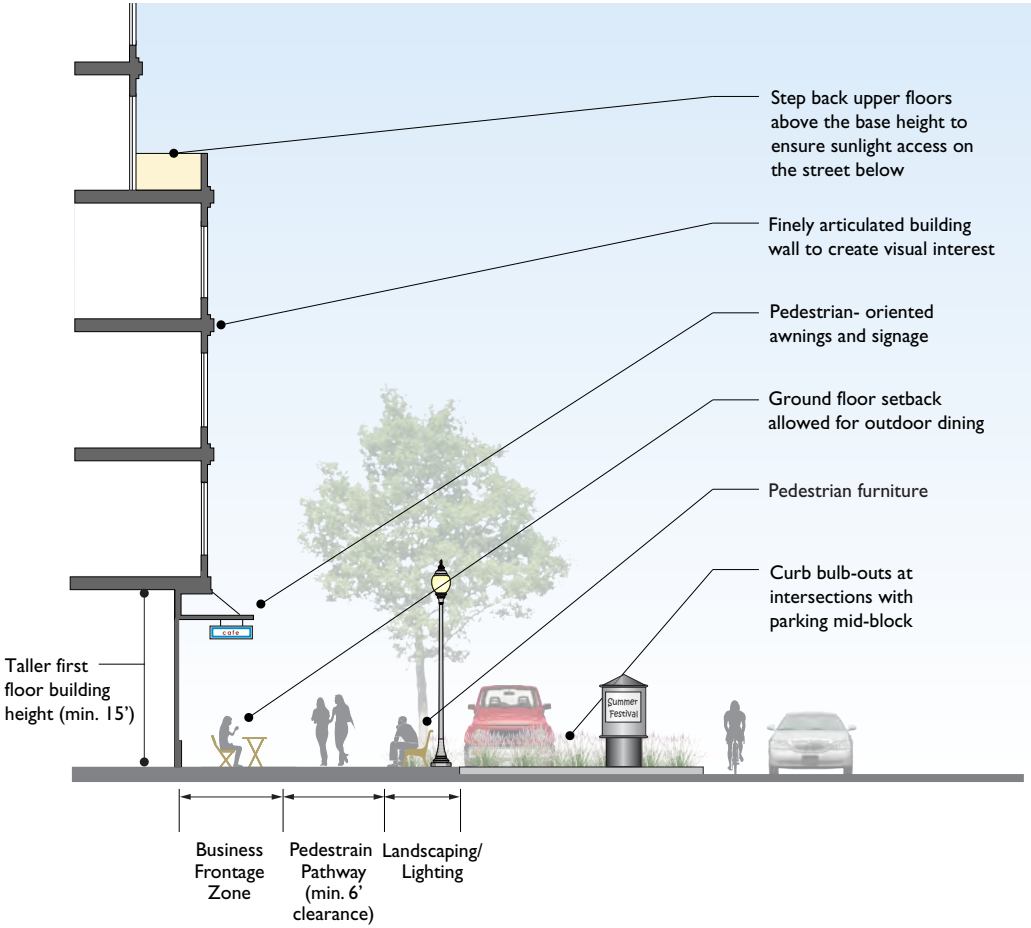
of two feet, and may include space for displays (e.g., produce stands), outdoor dining, container plantings, and additional street furniture.

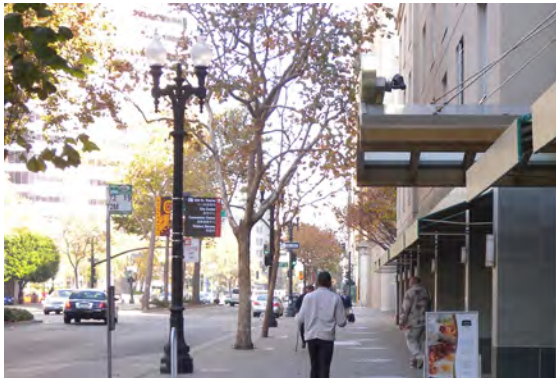
- Pedestrian Pathway Zone: This middle area is the unobstructed path of travel for pedestrians. Sidewalks should maintain a minimum unobstructed pedestrian pathway of six feet.
- Landscaping/Street Furniture Zone: The area closest to the curb should provide a four to six foot space for pedestrian-oriented lighting, street trees, landscaping, bus stops, street signs, benches, trash/recycle bins, bicycle parking, and other street furniture. This area also represents the buffer between parking or driving/biking lanes and the pedestrian pathway.

DG-111 Key Pedestrian Streets. Key Pedestrian Streets, including 8th, 9th, Franklin, Harrison, and Webster Streets, should be designed to provide focus to the neighborhoods, and serve as activity spines. These streets should be characterized by as many of the following traits as possible:

- Well-lighted sidewalks with pedestrian-oriented lighting;
- Wide sidewalks;
- Outdoor café and restaurant seating, where sidewalk width permits;
- Consistent street tree species;
- Consistent street furnishings, lighting fixtures, and specialty planting (planters, etc.);

Figure A.13: SIDEWALK ELEMENTS





Improved pedestrian comforts includes calmed traffic, improved street crossings, and street trees for shade (DG-111 top). Street lighting should build on the existing scheme used in Chinatown (DG-118 middle) with new compatible features incorporated as desired (DG-118 bottom).

- Emphasizes gateways with public art, special signage, banners, and landscaping;
- Visually highlights crosswalks with a change in paving material or striping, signage, and/or signalization;
- Wayfinding signs, banners, and flags;
- Benches and game tables that provides spaces for gathering;
- Curb bulb-outs at key intersections.

DG-112 **14th Street.** Establish 14th Street a ceremonial street linking Frank Ogawa Plaza at the City Center to Lake Merritt, by implementing special pedestrian-oriented streetscape improvements, which may include special lighting that complements Lake Merritt's necklace of lights, special plantings, special sidewalk paving treatment, and/or distinctive street furniture.

DG-113 **Connector/Green Streets.** Connector/Green Streets include 14th, Oak, and 10th Streets. These streets should be designed as public spaces, offering opportunities for community gathering, strolling, lingering, sitting, and jogging. They should be distinguished by elements such as:

- Well-lighted sidewalks with pedestrian-oriented lighting;
- Additional trees and plantings;
- Wide sidewalks, including consideration of the needs of walkers;
- Places to linger, sit and contemplate;
- Places for public art;
- Widened sidewalk with enhanced landscaping;
- Bicycle facilities.

DG-114 **Special Paving.** Employ special paving treatments to improve pedestrian crossings:

- Paving at expanded sidewalk corners ("bulb-outs"): Colored and decoratively scored concrete, to match or complement the central "corridor" of the mid-block sidewalk paving.
- Intersection paving at scramble intersections to mark both the diagonal and the perpendicular pedestrian crosswalk areas.
- Use special paving on festival streets to differentiate them as special shared streets.

DG-115 **Traffic signal poles:** A cast decorative base may be added to existing traffic poles, matching new streetlights as closely as possible.

DG-116 **Furnishings:** Street furnishings may be considered for the additional space provided at intersections by the sidewalk bulb-outs in order to provide pedestrian amenities. These furnishings may include:

- Architectural kiosks which display a map and directory of Chinatown businesses on one side and a controlled, changeable display panel for community events posters on the other side to provide guidance to new visitors and customers.
- Seating.
- Game Tables (i.e., possibly Chinese chess for seniors), where there is sufficient space.
- Trash and Recycling Receptacles.

DG-117 **Vending:** Street vending displays shall adhere to the following design guidelines:

- The finish materials used for display merchandise must be smooth, nonabsorbent and cleanable.
- Merchants must be responsible for making sure that all activities on the sidewalk stay within the approved area and maintenance of the storefront, exterior walls, sidewalk and gutter in a clean condition at all times. Sidewalks shall be washed daily at locations with food displays and as needed at others.
- All movable display stands shall be promptly removed from the sidewalk in accordance with approved time of operation every day.

Wayfinding and Gateways

DG-118 **Wayfinding and signage system.** Expand the existing bilingual wayfinding and signage system in the Chinatown core to the rest of the Planning Area that ensures that residents, workers, and visitors can easily navigate the area:

- Work closely with the Chinatown Coalition, BART, and Laney College to identify locations for expansion of the existing wayfinding system throughout the Planning Area. Identify any desired new desired design elements to incorporate into the existing system.
- Supplement signage and banners with public art, landscaping, and distinctive lighting and street furniture to reinforce the neighborhood identity.
- Ensure that the system identifies key entrance points and connections within the City and to the Chinatown core. Design elements implemented at entrance points should incorporate clear and attractive signage, significant landscaping, public art, and lighting elements to create a sense of entry and neighborhood character.
- Ensure wayfinding and signage is reflective of the culture and heritage of Chinatown.
- Major destinations for directional signage should include the Chinatown core, Lake Merritt BART Station, and 12th Street BART Station, Pacific Renaissance Plaza, Lincoln Square Park, Madison Square Park, Laney College, the Oakland Museum of California, and Lake Merritt.
- Incorporate historical and cultural destinations into the wayfinding system.
- Major wayfinding elements such as kiosks should be located at key public destinations, including the Lake Merritt BART Station, Lincoln Square Park, entrances to Laney College, and in the core of Chinatown to help orient visitors.

DG-119 **Chinatown Gateway.** Work closely with the community to identify gateways to the Chinatown core with signage and public art that identifies the unique and vibrant community and retail district, to help orient and greet visitors. Seek a public art installation as a gateway that consists of entryways and consistent elements throughout the neighborhood that celebrates the existing and cultural history of the neighborhood. This should be coordinated with the wayfinding system.

DG-120 **Eastlake Gateway.** Ensure public realm improvements and landmark building design establish a gateway effect at 1st Avenue and East 12th Street.

Street Trees

DG-121 **Street Trees:** Provide street trees throughout the Planning Area, taking into account the following considerations:

- Deciduous tree species should be carefully selected to provide visibility between street and storefront, to reflect the cultural heritage of Chinatown, and to enable sunlight to filter through along most streets, especially in the winter, while providing shade during summer.
- Tree spacing may vary from 20 to 50 feet on center.
- Trees should have flush-mounted grates and matching guards.
- Landscaping should not block street lighting lampposts or illumination.
- Priority locations for new street trees are on Green Streets and Key Pedestrian and Bicycle Connections (10th, 9th, 8th, Franklin, Webster, Harrison, Oak and Madison Streets).

A.5 Open Space Design Guidelines

Open Spaces should be visible and accessible from the street (DG-126 top). Open spaces should be be designed with amenities and for enjoyment by people of all ages (DG-128, DG-132 middle). Lake Merritt Channel improvements should follow Bay Conservation Development Commission guidelines (DG-139 bottom).

Open Space Guidelines

As part of revising the Oakland Planning Code to implement the Lake Merritt Station Area Plan, the City should provide new open space standards to apply to parks and publicy-accessible open space in the Planning Area. Open space standards should be based on the guidance provided by policies in the OSCAR and other planning documents, as well as on "best practices" embodied by the guidelines that follow.

DG-122 **Sun exposure.** Locate open space along the east, west, or south side of blocks to maximize exposure to the sun, while protecting from wind.

DG-123 **Open space location.** Locate publicly accessible open space near the center of activity nodes or buildings and along pedestrian connections to encourage a variety of spillover activities and facilitate pedestrian access.

DG-124 **Visual access.** Design open space to be visually accessible from the street, by highlighting views of the open space, installing signage, etc. Design open space that fronts the sidewalk to be primarily open and free of walls or other obstructions (not including trees, lights, low bollards and steps).

DG-125 **Physical access.** Design open space to be physically accessible from the street and designed for public use. Ensure that the grade of an open space is not more than three feet above or below the sidewalk grade. Use landscaping strategically to identify pedestrian entrances and articulate edges for plazas and courtyards.

DG-126 **Maintenance.** Ensure that parks are clean and well-maintained. Privately owned open spaces should be cleaned and maintained by the property owner. Publicly owned open spaces should be cleaned and maintained either by the public, or private owners who take on the responsibility.

DG-127 **Amenities.** Provide amenities for public use, including ample seating, which can be comprised of benches, seating walls, and moveable seating; trees and landscaping; and shaded and sheltered areas, in addition to areas with full sun access.

DG-128 **Surfaces.** Provide a surface that allows convenient use for outdoor enjoyment and/or recreation for all ages. Such surface may be any practicable combination of lawn, garden, flagstone, wood planking, concrete, or other serviceable, dust-free surfacing. Slope should not exceed 10 percent.

DG-129 **Landscape materials.** Use low-maintenance landscape materials that are climate appropriate, drought-resistant, and require minimal irrigation (See Alameda County's Bay-Friendly Landscaping guidelines).

DG-130 **High quality materials.** Use high-quality, durable materials that are cost-effective in the long-term. To the extent feasible, standardize the amenities in publicly accessible open space (e.g. benches and trash cans), and incorporate technology

(e.g. solar trash compactors, moisture-sensing sprinklers) to minimize costs and make maintenance and repairs more efficient.

DG-131 Multigenerational facilities. Provide amenities and programs for a variety of users (e.g. seniors, children, and teenagers) at different times of day and evening. Design should include minimal level changes and at-grade or ramped entries.

DG-132 Public art and programming. Provide public art and programming that reflect the culture of the community (e.g. intergenerational and multi-cultural activities).

DG-133 Active uses in open spaces. Encourage a variety of activities, programs, and events in open spaces to promote active uses, such as open air cafes and food vendors. Vendors should generally not occupy more than 20 percent of the total area of the open space. Also, provide opportunities for quiet passive recreation.

DG-134 Stormwater management. Use stormwater management systems, bioswales and rain gardens in street medians or landscape buffers. Employ moisture-sensitive irrigation systems.

DG-135 Lighting. Maximize lighting for safety, especially along connections between transit facilities, in public plazas, pedestrian-oriented destinations, parking areas, and other major public destinations. Consider placement of security cameras in areas that may have limited visibility.

DG-136 Private Rooftop Space. Rooftop open spaces may serve as private open space.

DG-137 Public Rooftop Space. Rooftops may provide a partial percentage of public open space. If rooftop space is used for public open space, it must be designed and managed so that it is usable and accessible to the public.

Shoreline Guidelines

DG-138 Lake Merritt Channel open space guidelines. Incorporate the following elements into the design of new open spaces along the Lake Merritt Channel in order to ensure that new open spaces are publicly accessible:[1]

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

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

A.6 Sustainability and Green Building

Green building focuses on a whole systems and environmentally beneficial approach to the siting, orientation, design, construction, operation, maintenance, renovation, and demolition of buildings and landscapes. In particular, green building strategies include efficiencies in structure design, energy usage, and water consumption; the reduction of waste and the incorporation of ecologically appropriate, durable materials; improving and maintaining indoor environmental quality for the comfort and health of occupants; and the optimization of operations and maintenance systems. Benefits of green building include natural resource conservation, energy efficiency, improved health of employees and residents, and increased economic vitality.

The City of Oakland has made significant efforts in advancing city policies and programs geared for a more sustainable future. Starting in 1998, the City adopted the Sustainable Community Development Initiative, and subsequently, the City Council has adopted various policies in support the initiative. These efforts, along with larger statewide efforts to create a more sustainable California, have resulted in various regulations related to building design, which projects throughout the city and state must now comply with.

An overview of current ordinances and programs that affect new building construction, adaptive reuse, and certain additions and alterations that will affect projects within the city, including the Planning Area, follows.

City of Oakland Green Building Ordinance

In October of 2010, the city adopted the Green Building Ordinance for Private Development Projects. The ordinance affects a wide range of projects from new construction of single- and multi-family residential as well as non-residential projects, additions and alterations, modifications or demolition of historic resources, construction of affordable housing and mixed-use projects, as well as projects requiring a landscape plan. Projects that are affected based on defined thresholds in the ordinance include:

- Residential and non-residential new construction, additions and alterations;
- Removal of a historic resource and new construction;
- Historic residential and non-residential additions and alterations;
- Mixed use construction; and
- Construction requiring a landscape plan

Certain types of projects are required to receive certification through a non-governmental green rating agency, including:

- All new residential construction and residential additions or alterations over 1,000 square feet, certified through Built It Green's GreenPoint Rated program.
- All new non-residential construction and non-residential additions or alterations.

City resources are easily accessible to assist developers and property owners in complying with the Green Building Ordinance. In 2006, the city officially adopted a resolution to encourage the use of the Alameda County Residential Green Building Guidelines, USGBC's LEED Rating System for new commercial construction and remodeling, and Stop Waste's Bay Friendly Landscape Guidelines as official documents to guide development to facilitate approvals. Resources are provided at no cost. Further information and downloadable documents can be accessed from the city's website at http://www2.oaklandnet.com/GreenBuilding/index.htm.

CALGreen

In addition to Oakland's Green Building Ordinance, as of January 2011, new construction projects are required to comply with the California Green Building Standards Code also known as CALGreen. This first-in-the-nation mandatory Green Building Code (CALGreen), which acts like the state's building and energy regulatory codes, requires all new buildings in the State to be more energy efficient and environmentally responsible. CALGreen's comprehensive regulations include a mix of prescriptive and performance based standards that will achieve major reductions in greenhouse gas emissions, energy consumption and water use to create a greener California. Like California's existing building code provisions that regulate all construction projects throughout the state, the mandatory CALGreen provisions will be inspected and verified by local and state building departments, thereby not adding certification costs to builders.

In addition, starting July 1, 2012, existing non-residential additions over 2,000 square feet and alterations with construction cost of greater than $500,000 will require compliance with CAL-Green. Further information is available through the California Building Standards Commision website: www.bsc.ca.gov/home/calgreen/aspx.

Construction and Demolition Ordinance

In July of 2000, the city adopted the Construction and Demolition Ordinance in order to achieve State and County waste reduction goals, and simultaneously encourage development and redevelopment at higher intensities and in hopes of supporting its efforts towards a more sustainable future. The ordinance promotes reusing, salvaging, and recycling of construction and demolition debris to conserve natural resources and reduce the need for landfill space as well as to stimulate markets for recycled materials, which may reduce construction costs related to debris disposal.

Projects affected meet one or more of the following criteria:

- New construction;
- Non-residential or apartment house (3+ units) demolition; and
- Non-residential or apartment house (3+ units) addition or alteration valued at or greater than $50,000 adjusted to year 2000 dollar values.

Documentation must be submitted calculating itemized and total volumes or weights of the material that is proposed for reuse or salvage, and that which is proposed for landfill by type of material,

Green roofs, permeable paving, and on-site energy generation are all components of sustainable building design.

showing that at least 50 percent of the volume will be diverted. The proposal must be approved prior to obtaining a demolition and building permit. Follow up monitoring is performed through inspections and audits.

Recycling Space Allocation Ordinance

In June 1995, the city adopted the Recycling Space Allocation Requirements ordinance, which requires certain developments to provide space for the collection and loading of recyclable materials in conformance with the standards established by the Integrated Waste Management Board. Projects affected are required to provide adequate, accessible and convenient areas for collecting and loading recyclable materials. Depending on certain permit application submittal(s) criteria, projects affected may include:

- New construction of public facilities where solid waste is collected and loaded and improvements to existing areas where solid waste is collected and loaded;
- New construction of residential (5+ units) where solid waste is collected and loaded for five or more living units, and additions to existing residential (5+ units) adding 30 percent or more to the gross floor area;
- New construction of marinas, commercial and industrial uses and additions to existing commercial and industrial adding 30 percent or more to the gross floor area;
- Multi-tenanted residential, commercial and industrial uses where applications are submitted for the entire project or by a single tenant, which singly or collectively add 30 percent or more to the gross floor area.

Other Programs

GreenTRIP

GreenTRIP is a voluntary certification program run by TransForm, that rewards multi-family, mixed-use, in-fill projects that apply comprehensive strategies to reduce traffic and greenhouse gas emissions. Projects meeting GreenTRIP certification criteria provide appropriate amounts of parking and incentives for new residents to drive less and own fewer vehicles. By creating less driving and using less land for parking spaces, there's space freed up for services, shops and more affordable homes. Environmental and social outcomes for GreenTRIP projects are expected to include fewer miles of driving per day than the regional average, lower car ownership rates, and more affordable living that bring families savings on car ownership, free transit and carshare memberships.

B LAKE MERRITT STATION AREA PLAN DEVELOPMENT POTENTIAL

SITE #	ACRES	EXISTING USE	ASSUMED HEIGHT	% LOT BUILT	BUILT ACRES	PLANNED USES	NEW UNITS	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES/ INSTITUTIONAL	EXISTING UNITS/SF*	NET NEW UNITS	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	NET NEW INSTITUTIONAL	LESS INDUSTRIAL/AUTO SERVICES
CENTRAL BART BLOCKS																		
BART Station	1.40	BART Admin	Mid-rise: 6-8 stories; Assume 8 stories over 65% of the site	70%	0.98	Housing	142					-	142		-			
				65%	0.92	Retail/ Entertainment (minus BART Operations)			72,000			-			72,000			
				n/a		BART Operations					8,000						8,000	
				15%	0.21	Plaza				0.21		-						
BART Parking	1.40	BART Parking	High-rise: 9+ stories; Assume one 23 story tower on 40% of the site, with an 8-story base over 65% of	70%	0.98	Housing	384					-	384					
				50%	0.70	Retail/ Entertainment			30,000			-			30,000			
				15%	0.21	Plaza				0.21		-						
MTC/ABAG	1.40	MTC/ABAG Offices	High-rise: 9+ stories; Assume one 20 story tower on 40% of site, with 5 story base over 65%. Assume 7 stories office above one story retail; with 12 story	40%	0.56	Housing	220					-	220					
				59%	0.83	Office		250,000				106,000		144,000				
				50%	0.70	Retail			30,000			-			30,000			
				10%	0.14	Plaza				0.14		-						
Subtotal Central BART Blocks							***746***	***250,000***	***132,000***	***0.56***	***8,000***		***746***	***144,000***	***132,000***	***-***	***8,000***	
OTHER SITES WITH COMMUNITY FEEDBACK AGREEMENT OR VACANT SITES																		
3	0.17	Parking Lot	Mid-rise: 6-8 stories	70%	0.12	Housing	17					-	17					
				35%	0.06	Retail			3,000			-			3,000			
5	0.38	Parking Lot	Potential Development Based on Application	70%	0.27	Housing	72					-	72					
6	1.40	Parking lot	High-rise: 9+ stories; Assume 25 stories	70%	0.98	Housing	441					-	441					
				35%	0.49	Retail			21,000			-			21,000			
				15%	0.21	Open Space				0.21		-						
						Parking						-						
8	1.40	Structured parking lot	High-rise: 9+ stories; Assume 6 stories office above one story retail; 17 stories residential tower	70%	0.98	Housing	384					-	384					
				70%	0.98	Office		256,000						256,000				
				35%	0.49	Retail			21,000			-			21,000			
				15%	0.21	Open Space				0.21		-						
						Public parking						-						
9	0.28	Parking Lot	Mid-rise: 6-8 stories	70%	0.20	Housing	28					-	28					
				20%	0.06	Retail			2,000			-			2,000			
11	1.40	Structured parking lot	High-rise: 9+ stories; Assume Alameda County Master Plan	47%	0.66	Office		290,000				-		290,000				
				22%	0.31	Retail			13,000			-			13,000			
				10%	0.14	Open Space				0.14		-						
				23%		Public parking (1000 spaces)						-						

SITE #	ACRES	EXISTING USE	ASSUMED HEIGHT	% LOT BUILT	BUILT ACRES	PLANNED USES	NEW UNITS	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES/ INSTITUTIONAL	EXISTING UNITS/SF*	NET NEW UNITS	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	NET NEW INSTITUTIONAL	LESS INDUSTRIAL/AUTO SERVICES
13	0.80	Developed one story parking	High-rise: 9+ stories; Assume Alameda County Master Plan	60%	0.48	Office		250,000				-		250,000				
				20%	0.16	Retail			7,000			-			7,000			
				10%	0.08	Open Space				0.08		-						
				10%		Public parking (400 spaces)												
15	1.40	Developed one story: charter school and parking	High-rise: 9+ stories; Assume one 25 story tower above mid-rise base	70%	0.98	Housing	441					-	441					
				35%	0.49	Retail			21,000			-			21,000		(23,998)	
				15%	0.21	Open Space				0.21		-						
18	0.70	Parking + developed one story	Mid-rise: 6-8 stories	70%	0.49	Housing	71					30	41					
				65%	0.46	Retail			20,000			-			20,000			(4,000)
				10%	0.07	Open Space				0.07		-						
19	1.10	Developed one story	High-rise: 9+ stories; Assume 12 stories	70%	0.77	Housing	302					4	298					
				50%	0.55	Retail			24,000			-			24,000			(24,000)
				10%	0.11	Open Space				0.11		-						
20	1.84	Kaiser Convention Center	Reuse of existing space (four levels including a basement)	n/a	n/a	Reuse of existing space					228,000	228,000	-	-	-	-	-	
21	0.41	Parking + developed one story	High-rise: 9+ stories; Assume 12 stories	70%	0.29	Housing	114						114					
				35%	0.14	Retail			6,000			-		(2,723)	6,000			
22	0.50	Developed one story	High-rise: 9+ stories; Assume 12 stories	70%	0.35	Housing	137					-	137					
				35%	0.18	Retail			8,000			-			8,000			(14,500)
28	0.34	Parking	Mid-rise: 6-8 stories; Assume 3 stories office above one story retail; residential 4 stories	60%	0.20	Housing	30					-	30					
				70%	0.24	Office		30,000				-		30,000				
				35%	0.12	Retail			5,000			-			5,000			
30	0.52	Vacant	High-rise: 9+ stories; Assume 12 stories	60%	0.31	Housing	122					-	122					
				35%	0.18	Retail			8,000			-			8,000			
				50%	0.26	Parking						-						
31	1.40	Developed two story building	High-rise: 9+ stories; Assume two high rise 25 stories	60%	0.84	Housing	329					-	329					
				35%	0.49	Retail			21,000			-			21,000		(83,725)	
				10%	0.14	Open Space				0.14		-						
36	0.45	Vacant +one story	High-rise: 9+ stories; Assume 12 stories	60%	0.27	Office		140,000				-		140,000				(15,040)
37	0.93	BART Maintenance, Auto Services, motel	Low and Mid-rise: 3 stories facing 7th and 6 -8 stories facing 6th	40%	0.37	Office (8 stories facing 6th Street)		130,000				-		130,000		(33)		(1,019)
				20%	0.19	Housing (4 stories facing 7th Street)	27					-		-				
				10%	0.09	Open Space				0.09		-						
38	0.30	Developed 1-2 stories	Mid-rise: 6-8 stories	70%	0.21	Housing	30					-	30					

SITE #	ACRES	EXISTING USE	ASSUMED HEIGHT	% LOT BUILT	BUILT ACRES	PLANNED USES	NEW UNITS	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES/ INSTITUTIONAL	EXISTING UNITS/SF*	NET NEW UNITS	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	NET NEW INSTITUTIONAL	LESS INDUSTRIAL/AUTO SERVICES
				35%	0.11	Retail			5,000			10,555		(8,000)	2,445			
39	8.60	Parking lot	High-rise: 9+ stories; park (assumes all the parkland for the Laney site 39 along the channel)	40%	3.44	Instructional/Community/Insti					300,000	-		-	-		300,000	
				3%	0.23	Retail/Community Apparatus			10,000			-			10,000			
				33%	2.84	Structured Parking - 1,800 spaces						-						
				30%	2.58	Open Space				2.6		-						
43	3.00	Developed 4 story and 1 story	High-rise: 9+ stories; Assume 12 stories; park space along channel	30%	0.90	Housing	353					-	353				(112,410)	
				4%	0.12	Retail			5,000			-			5,000			
				30%	0.90	Open Space				0.9		-						
44	1.30	Vacant	High-rise: 9+ stories; Assume 20 stories	70%	0.91	Housing	357					-	357					
				35%	0.46	Retail			20,000			-			20,000			
				10%	0.13	Open Space				0.13		-						
45	1.50	Developed 1-3 stories	Mid-rise: 6-8 stories	70%	1.05	Housing - mid rise	152					2	150					
				35%	0.53	Retail			23,000			8,765			14,235	(75)		
				10%	0.15	Open Space				0.15		-						
46	0.50	Parking and 1 story	Mid-rise: 6-8 stories	70%	0.35	Housing	51					-	51				(3,878)	
				25%	0.13	Retail			5,000			-			5,000			
47	2.00	Parking and 1 story	Mid-rise: 6-8 stories	70%	1.40	Housing	203					-	203				(26,202)	
				12%	0.24	Retail			10,000			-			10,000			
				10%	0.20	Open Space				0.20		-						
n/a	Varied	Channel Parks South of I-880, NE of I-880; 4 acre DD Park	n/a	n/a	n/a	Open Space				9		-			-			
Subtotal							***3,662***	***1,096,000***	***258,000***	***14.3***	***528,000***		***3,599***	***1,085,277***	***246,680***	***(108)***	***49,787***	***(58,559)***
PIPELINE AND UNDER CONSTRUCTION																		
12	0.50	Vacant (planned housing)	Mid-rise: APPROVED AFFORDABLE HOUSING PROJECT	n/a	n/a	Approved Affordable Housing Project	68		5,000				68	-	5,000			
32			325 7th Street: APPROVED				380		9,110				380		9,110			
n/a			1331 Harrison Street: APPROVED				98		9,000				98		9,000			
n/a			630 Webster Street: APPROVED PROJECT (note ground floor is an estimate)				27		2,000				27		2,000			
Subtotal							***573***	-	***25,110***	-	-	-	***573***	-	***25,110***	-	-	
TOTAL Future Development							**4,980**	**1,346,000**	**415,110**	**15**	**536,000**		**4,917**	**1,229,277**	**403,790**	**(108)**	**57,787**	**(58,559)**
												With 5% vacancy for households	**4,672**					
Jobs														*3,073*	*1,154*	*(54)*	*58*	*(146)*
																	Total Future Jobs	**4,084**

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