December 16, 2009

Location:	Central Estuary Plan area: bounded by 19th Avenue to the north, 54th Avenue to the south, I-880 to the east and the Bay to the west.
Proposal:	The Planning Commission Recommends The City Council Adopt The Preferred Land Use Alternative For The Central Estuary Specific Plan And To Have That Preferred Alternative Subject To California Environmental Quality Act Review. The Preferred Alternative Includes: (a) West Subarea, Mixed-Use Infill, Maintain Specialty Food Producing Industrial Area; (2) Central West Subarea, Preserve The Existing Neighborhood Including Live/Work Uses; (3) Central East Subarea, New Mixed-Use Residential Development; And (4) East Subarea, Industrial Uses And Limited Residential Development Buffered By Research And Development.
Applicant:	City Planning Commission
Planning Permits Required:	N/A
General Plan:	LI-2- Light Industrial (Brooklyn Basin); PWD-2- Planned Waterfront Development (Con Agra, Lone Star, Ready Mix); RMU-1- Residential Mixed Use (Kennedy Tract Waterfront); HI-1- Heavy Industrial (Owens-Brockway); GC-1- General Commercial (42nd/ High/ Super K-Mart); LI-3- Light Industrial (East of High St. North of Tidewater St.); PWD-3- Planned Waterfront District (East of High St./ South of Tidewater); WCR-2- Waterfront Commercial (Embarcadero Cove/Union Point)
Zoning:	M-40, S-4, HBX-3
Environmental Determination:	An EIR will be prepared as part of this plan.
Historic Status:	Historic resources will be studied as part of the development of the Specific Plan.
Service Delivery District:	4 & 5
City Council District:	5
Status:	Ongoing
Action to be Taken:	Recommendations to City Council
Finality of Decision:	N/A
For Further Information:	Contact case planner **Alisa Shen** at **(510) 238-2166** or by email: **ashen@oaklandnet.com**

SUMMARY

The Strategic Planning Division of CEDA and its team of consultants developing a Specific Plan for the Central Estuary area have completed the development of land use and transportation concepts for the Plan Area and would like to solicit preliminary input from the Planning Commission. The Central Estuary Plan Area is generally encompassed by 19th Ave. to the north, 54th Ave. to the south, I-880 to the east and the Oakland Estuary to the west. **(Attachment A)** Through an extensive community outreach and involvement process, including a series of six community workshops attended by between 40 to 70 participants, three draft alternative development concepts and a draft preferred alternative for the area have been developed.

The three draft alternatives offered a variety of different configurations of proposed future land uses and street networks and included extensive analysis of transportation, economic, demographic, public health, and sustainability impacts. Based on these alternatives, the community expressed preferences for maintaining and expanding industry and jobs that have economically and environmentally beneficial impacts. Additionally, they supported creating targeted opportunities for redevelopment to support the expansion of the existing Kennedy Tract neighborhood and provide healthier, safer and higher-quality conditions for the neighborhood, the Plan Area, the City and the region. In a well-attended and interactive workshop, diverse interest groups including residents, business owners and interested advocacy groups coalesced around a preferred alternative that reflects these priorities.

The community preferred alternative is a hybrid of the three draft land use alternatives, incorporating certain components from each alternative. The preferred alternative includes: (a) West Subarea, mixed-use infill, maintain specialty food producing industrial area; (2) Central West Subarea, preserve the existing neighborhood including live/work uses; (3) Central East Subarea, new mixed-use residential development; and (4) East Subarea, industrial uses and limited residential development buffered by research and development.

This report presents alternatives and recommendations for the Commission's consideration. City staff requests that the Planning Commission recommend adoption of the draft preferred alternative to the City Council. Based on input from the advisory bodies, Planning Commission and City Council, the preferred alternative will be refined and a draft Specific Plan prepared including proposed land uses, as well as design standards and guidelines reflective of community and City priorities. Once the draft Specific Plan is prepared, it will be presented to the advisory bodies, Planning Commission and City Council for comment; the comments will be incorporated into the final Specific Plan.

FISCAL IMPACT

A projection of potential fiscal impacts found that the three Plan Alternatives, described under Program Description, below, would have widely disparate impacts on the overall fiscal health of the city. At build out, the development outlined in Alternative 1 would have the largest a net increase of revenue to the General Purpose Fund, $2,736,000.

In contrast, Alternative 2 would generate more new costs than new revenue, leading to a net loss of $285,000. This is partly due to a lack of Sales Tax-generating land uses and an overall lower level of new, Real Estate Transfer Tax-generating development. Given that small changes to the development or cost assumptions can shift revenues or expenditures by a half a million dollars, however, it is possible that Alternative 2 could be fiscally neutral to the General Purpose Fund with only minor changes. For instance, either dropping the assumed average household size from 2.44 to 2.00 or the residential holding period from 7 years to 5 years causes all three alternatives to be fiscally positive throughout the duration of the projection.

Finally, while the additional expenditures entailed by the plan for Alternative 3 would be higher than either of the other alternatives, they would be more than offset by the additional revenues, leading to a net increase of $1,047,000. However, each of these varies considerably over time. Because all three alternatives are highly dependent on the Real Estate Transfer Tax, the timing of development plays a critical role in determining whether net revenue is positive or negative in a given year, including at build-out.

Fiscal impact analysis of the preferred alternative is forthcoming.

BACKGROUND

The Oakland Estuary waterfront is a significant citywide and regional resource that connects the City of Oakland and the surrounding region to the San Francisco Bay. The Central Estuary, the focus of this Plan, offers substantial opportunity for new residential and industrial development, infrastructure and open space improvement, and general quality of life gains. As a result of the Industrial Land Conversion Policy discussion, City Council directed that a Specific Plan be developed for the Central Estuary Plan Area, which is generally encompassed by 19th Ave. to the north, 54th Ave. to the south, I-880 to the east and the Oakland Estuary to the west. The Central Estuary Plan, a Specific Plan and EIR for the Central Estuary Area, aims to develop a coordinated vision for the future development of the area that supports both Citywide and neighborhood priorities.

A series of Community and Economic Development (CED) Committee and City Council meetings were held from July of 2007 to March of 2008 to discuss the need for Central Estuary Plan. The City Council directed staff to develop a proposal for a scope of work, budget and steering committee to direct a Specific Plan and EIR process. Staff convened three community meetings to develop the scope of work and to discuss merits of a Specific Plan steering committee. Ultimately, both staff and the community agreed that a steering committee was unnecessary. At its December 2008 meeting, the City Council approved City Resolution 81696 and Oakland Redevelopment Agency Resolution 2008-0099 which authorized the allocation of $2,113,024 for the preparation of the Specific Plan and EIR with 90% of the funds from the Coliseum Redevelopment Project Area and 10% of the funds from the Central City East Redevelopment Project Area. In January 2009, after a competitive bidding process, the City of Oakland entered into a Professional Services Contract with the firm of Community Design + Architecture to work with the City to prepare the Specific Plan and related EIR.

The Plan Area is roughly 416 acres, of which approximately 319 acres are made up of individual parcels and the remainder is public rights-of-way. For the purpose of this study, the area has been divided into four Subareas representing fairly distinct districts within the Plan Area (**Attachment A**). A detailed description of the existing conditions, challenges and opportunities within the Plan Area is available as a separate Existing Conditions report.

To arrive at a vision for this area, in-depth study of existing conditions and recent development, coordinated with extensive public outreach, has defined the realm of potential opportunities in the area.

REDEVELOPMENT PLANS

The Central Estuary Plan Area falls within the boundaries of two separate Redevelopment Areas. (**Attachment B**) The plan area is primarily located within the Estuary subarea of the Coliseum Redevelopment Area. The goals of the Coliseum Redevelopment Area Plan (adopted 1995; amended through May 2007) are to stimulate business opportunities for industrial, research and development and commercial activities by improving infrastructure; provide long-term job training and employment; and enhance residents' quality of life through public safety improvements, homeownership opportunities and neighborhood revitalization efforts. Some of the specific goals include elimination of blighting influences; correction of environmental deficiencies; mitigation of inadequate or deteriorated public improvements, facilities and utilities; revitalization of stagnant and underutilized locations; reinvigoration of existing retail and industry; and involvement of the community. The plan contains a variety of proposed strategies and public improvements to help achieve these goals. Most notably, the plan provides for acquisition, management, assembly, rehabilitation, redevelopment, demolition, and/or disposition of property or structures within the plan area for uses in accordance with the plan. The plan also maintains a strong stance in favor of creating opportunities to involve area owners, tenants, and residents in the revitalization efforts and preventing resident displacement.

A small portion of the Central Estuary Plan Area is located in the Central City East Redevelopment Area (CCE). The goals of the CCE Redevelopment Plan (adopted 2003; amended through May 2007) are to stimulate infill development, adaptive reuse and preservation in the study area; create new housing and employment opportunities; and improve transportation, infrastructure, open space, parking, and other public facilities in the CCE Plan Area. The CCE Plan also seeks to attract new businesses and retain existing businesses in the area, providing job training and employment opportunities for area residents. Finally, the CCE Plan seeks to stimulate home ownership opportunities in the Project Area and improve the quality of the residential environment by assisting in new construction, rehabilitation and conservation of living units in the area, including units affordable to low and moderate income households.

GENERAL PLAN ANALYSIS

A number of the Elements of the General Plan include policies and detail applicable the Central Estuary Plan Area, most notably the Estuary Policy Plan (EPP). The Land Use and Transportation Element (LUTE) recommends that future residential growth in Oakland be targeted to areas with high transit connectivity (Transit Oriented Districts) and the waterfront, and suggests that land uses, densities, and transportation systems be planned to support increased development in these areas. It also identifies the importance of regional commercial uses in Oakland's future, and suggests the waterfront as one opportune location for these uses. A number of goals and policies related to the waterfront are elaborated in Chapter 2, Policy Framework, of the LUTE. Key goals and policies address the importance of increasing public access to the waterfront and better connecting waterfront areas to the rest of the city, integration of mixed-use development with adjacent land uses, defining the type, density, and quality of development that should be encouraged along the waterfront.

The Shoreline and Creeks section of the Open Space and Conservation and Recreation Element (OSCAR) includes policies and actions that emphasize the Jack London to High Street waterfront as an opportunity area for improved public access, recreational amenities, and land uses which capitalize on the waterfront's presence. This section recognizes two significant challenges to improving the waterfront: the tenuous balance between the importance of increasing access to the waterfront without interrupting active and essential maritime uses, and the challenge of creating linkages to bring the rest of the City to the waterfront. The section proposes the promotion of some beneficial waterfront uses, such as maritime industry, and coordinated waterfront planning in balance with the increased dedication of accessible shoreline.

Because of the long history of the Central Estuary as a vibrant industrial and residential district of the City, a number of policies of the Historic Preservation Element also apply to the area. In recent decades, large numbers of Oakland's historic properties have been allowed to deteriorate, experience adverse alterations or be demolished. The Element envisions that preservation and enhancement of significant historic properties could contribute to Oakland's economy, affordable housing stock, overall image, and quality of life. The Element also aims to clarify and revise many of the City's past historic preservation regulations that created unnecessary burdens and uncertainties for property owners and developers.

The General Plan established important general goals and policies for the waterfront and created a single broad land use designation, "Waterfront," which is applied to the entire Estuary waterfront, including the Plan Area. The EPP, adopted in June 1999, is an element of the General Plan that sets forth policies and principles to guide development in the Estuary area, refining and superseding the policy guidance for this area contained in the City's General Plan Land Use and Transportation Element. The EPP divided the Estuary Area into three districts: Jack London, Oak to Ninth, and San Antonio/Fruitvale. The Central Estuary Plan Area is entirely within the San Antonio Fruitvale District. The EPP also recommended nineteen unique land use designations for the Estuary Waterfront, which supersede and subdivide the

broad Waterfront designation of the General Plan into more fine-grained land use areas. Nine of these designations are found in the Central Estuary Plan Area. The existing EPP land use designations for the area consist of Light Industrial, Planned Waterfront Development, Residential Mixed Use, Heavy Industrial, and General Commercial and variations thereof. (**Attachment C**) The EPP included a recommendation to prepare an "implementation guide" to provide specific strategies and standards to guide the initiation and evaluation of waterfront-related projects. This Oakland Central Estuary Plan is intended to serve as that implementation guide for the waterfront area generally bounded by I-580, 19th and 54th Avenues.

ZONING ANALYSIS

Much of the zoning for the Central Estuary Plan Area, largely put in place in the 1960's, was never updated to be in conformance with the EPP land use designations. The existing zoning for the Plan Area is primarily M-40, Heavy Industrial, with a designation of HBX-3, Housing and Business Mix in the residential area known as the Kennedy Tract. (**Attachment D**) The HBX-3 zone is intended to provide development standards for areas that have a mix of industrial, heavy commercial and higher density residential development. This zone is intended to promote housing with a strong presence of commercial and industrial activities. The specific purposes of the Housing and Business Mix (HBX-3) zone are to:

- Allow for mixed use districts that recognize both residential and business activities.
- Establish development standards that allow residential and business activities to compatibly co-exist.
- Provide a transition between industrial areas and residential neighborhoods.
- Encourage development that respects environmental quality and historic patterns of development.
- Foster a variety of small, entrepreneurial, and flexible home-based businesses.

CITYWIDE INDUSTRIAL LAND USE POLICY

As numerous areas throughout the region and the City have converted from industrial to residential use, a relatively permanent conversion, industrial land and employment have become both increasingly scarce and increasingly important to maintaining the city's diversity. Maintaining a diversity of good jobs in Oakland is a priority for policymakers and residents, as it is key to maintaining the city's attractiveness to employers, social and economic diversity, and livability. As a result, in 2008 the City established a Citywide Industrial Land Use Policy, based on City Council direction, aimed at preserving certain industrial areas and establishing a more integrated and predictable approach to the management of industrial lands in Oakland.

Though the Industrial Land Use Policy followed and largely deferred to the Estuary Policy Plan, both provided flexible guidance on future land uses, which has resulted in conflicting opinions about how these policies might be interpreted. While the EPP suggested that many industrial areas might eventually change from industrial to other uses, such as residential or office, it also afforded the flexibility for existing industrial uses to stay and for other industrial uses to replace them. The ongoing redevelopment of the Jack London district and the planned development of Oak to 9th, resulted in the loss of a significant amount of waterfront industrial use prior to the establishment of the Industrial Land Use Policy. The Industrial Land Use Policy respects the prescriptions of the EPP, but the policy is structured to encourage preservation of remaining industrial lands, while calling for the development of a structured basis by which to approach decisions to allow conversions to other uses. The Central Estuary Plan process is designed to develop the structured, or criteria-based, approach to making conversion decisions

and to refine the EPP policies regarding which areas should remain industrial and which areas should convert to other uses, if and when the existing industrial uses depart.

The industrial areas of the city were divided into 17 Sub-Areas for analysis purposes. The Central Estuary Plan Area is divided between Sub-Areas 4 and 11a in the recommendations of the Policy. Sub-Area 4, which falls in the Central Estuary Plan's East Subarea, was identified in the Estuary Policy Plan as moving towards industrial business park. The Industrial Land Use Policy found that industrial uses on the upper part of High Street between Tidewater and the 1-880 will likely remain, as more intense uses including residential would further aggravate the existing traffic congestion at High Street and 880 caused by commuters crossing the High Street Bridge from the City of Alameda. The industrial blocks of Malat/Lesser Streets would be best improved with more intense and light-impact industrial uses, including enclosed warehouse facilities, as they have direct access to I- 880 to the south.

The Policy recommends that Sub-Area 11a, which includes the Central Estuary Plan's West and Central-West Subareas, retain the core industrial uses south of Embarcadero Cove through Kennedy Tract north (Park Street Bridge) due to the importance of the area for the food production, warehousing and distribution sector, a strong and growing part of the Oakland industrial economy. It also cites the growing presence of craftsmen and artisans in the Jingletown/Kennedy Tract area and their growing importance in Oakland, as well as the need for the material industries that support them.

In the final 2008 report recommending the adoption of the Policy, staff recommended that the City Council not make a recommendation about the future of Sub-Area 11a or the part of Sub-Area 4 that falls within the Central Estuary Plan Area, as the Central Estuary Plan process would analyze them in depth and make recommendations regarding appropriate uses.

ENVIRONMENTAL DETERMINATION

The City has determined that an Environmental Impact Report (EIR) is required. The EIR process will commence after a preferred land use alternative has been selected.

KEY ISSUES AND IMPACTS

The following key issues and impacts are illustrated in the preferred alternative, included as **Attachment E**, and described below under Program Description.

2. Preserving and strengthening quality industry and jobs

Throughout the extensive community outreach process, perhaps the clearest message expressed by area residents and property owners was strong support for maintaining certain unique area conditions that were well-regarded including industries considered to be strong contributors to the local economy and good employers. Specifically:

- **The food-oriented industrial cluster in the West Subarea**, anchored by the ConAgra flour mill and including numerous specialty food producers, is a source of good revenue, high-wage jobs and area pride. As a result, the preferred alternative proposes to protect this area from further residential encroachment, which has recently been a threat to the area's long-term survival as an industrial node.
- **Existing industry in the East Subarea** (east of High Street) enjoys the significant strategic benefit of being centrally-located in the region, with good truck access to markets and suppliers in the I-880 corridor as well as barge access. However, poor infrastructure quality and uncertainty about future land use policy regarding the area has limited new investment and reinvestment. As such, in the preferred alternative, key industries such as Gallagher and Burke Asphalt and Hanson Aggregates would be preserved, and much of the area would retain its light

industrial zoning designation. To support the future viability of this area, 21st century R&D light industrial would be recommended for certain areas, and the 18-acre underutilized PG&E site, which redundant with another nearby facility, would be proposed for redevelopment as light industrial R&D/flex space anchored by a green industry incubator, to support business development spin-offs from regional institutions and spur reinvestment in the area with new industrial jobs.

As a result, despite a projected overall loss of approximately 770,000 square feet of industrial space at full build out (approximately 20% of a total of 3,965,000 sq ft of existing industrial space), the preferred alternative would **provide capacity for a substantial increase in jobs** in the Plan Area. Employment estimates for the preferred alternative are being developed and are not available at the time this report was published. Much of the net loss in industrial square footage is due to the assumed redevelopment of the underutilized Owen-Brockway industrial facility, which is over 850,000 square feet but employs only about 185 people. With the exception of that facility, **the preferred alternative would actually provide more industrial space, and far more efficient and contemporary industrial space, than previously existed in the area**.

2. Targeting redevelopment to support historic community and Citywide goals

The preferred alternative assumes substantial redevelopment in the near- to long-term of roughly 100 of the 416 acres included in the Plan Area. Development proposed for selected properties upon redevelopment by their owners adds approximately 2,500 new residential units to expand the Kennedy Tract neighborhood. Highlights of the preferred alternative include:

- **Creation of a pedestrian-oriented neighborhood main street** along Fruitvale Avenue would meet a number of the goals expressed by the community. Specifically, redevelopment along this corridor would provide opportunities for neighborhood serving-retail, better walking and biking conditions to the Fruitvale BART station, increased connectivity for pedestrians and bicycles, and increased density to provide the necessary levels of transit ridership to support enhanced transit service. Current Caltrans projects at the 23rd and High Street I-880 ramps will allow some Alameda vehicle traffic to be shifted away from the Fruitvale corridor to those corridors, helping to create a more pedestrian-oriented environment on this neighborhood main street. Design standards and guidelines for new development and the public realm along this corridor would help create a unique place that builds on the vibrancy of the adjacent Kennedy Tract neighborhood.
- **Primary redevelopment focused on a key opportunity site seeking to vacate:** Redevelopment is targeted to the 26-acre Owens-Brockway glass plant and light industrial and warehousing between Fruitvale Avenue and High Streets. The Owens-Brockway plant is a heavy-industrial facility that has shed jobs significantly in the last decade, even previous to current economic turmoil, and made multiple attempts to market the property in recent years. As currently configured, the site provides little reusable function to other desirable industry and will require complete redevelopment by any new owner. The existing facilities are unique to the heavy industry currently in operation there and if retained in their current location, would not allow the street connections and small-scale blocks envisioned in the preferred alternative to be made. It is expected that due to the existing site and building configuration and the type of development envisioned, adaptive re-use for residential use is unlikely; therefore, the majority of these facilities would likely be demolished as part of redevelopment. Conversion to residential use with ancillary retail uses and open space will support community goals described above, including support for increased transit service and retail provision, as well as increased street connectivity to provide better walking and biking routes through the area. Other parcels that would be anticipated to redevelop include warehouses and light industrial uses between Alameda Avenue and High Street, allowing better connection across the Plan Area for the Bay Trail and area streets. Redevelopment of all parcels described would be by decision of the property owners; no taking of properties is proposed.

- **Enhancement of 42nd Avenue Improvements Project** would be achieved by normalizing the City street grid in the area between Alameda Avenue and High Street during potential future redevelopment, As a result, the City's investment in this project could be capitalized upon by giving this new street direct views to the Estuary and better access to area retail, as well as more significant circulation improvements for the area.
- **Creation of additional regional-serving retail** in the area off of the planned interchange improvements at High Street and 42nd Avenue would support the City tax base by providing highly-visible and easily-accessible sites to attract major retail, enticing more Alameda traffic to spend money along the High Street Corridor, and providing additional services for new area residents and workers.

PROGRAM DESCRIPTION

Based on the priorities expressed by local residents, business owners, and policymakers and the results of the economic and potential for change assessments (**Attachment F**), consultants developed three alternative development concepts for the Plan Area (**Attachment G**). Each alternative represents a market-feasible possible development scenario. The alternatives are illustrative, meaning that each alternative is not intended to represent exactly which land uses or building configurations would be allowed on particular parcels, but rather to illustrate a range of possibilities for development and investment, providing a basis for the analysis of potential benefits and drawbacks of a range of possible futures. Extensive analysis of the effects of the Alternatives included transportation, economic, fiscal impact, demographic, public health and sustainability analyses, the results of which are available in a stand-alone Alternatives Report (which is available on the project website at: www.oaklandnet.com/central_estuary_plan). In general, the results of the analysis were mixed, with each Alternative performing well in some areas but poorly in others, illustrating the complex trade-offs among the many policy factors that determine land use.

1. Description of Alternatives

Elements common to all the Alternatives include maintaining a mix of housing and industry; maintaining food-related industry in the West Subarea; preserving and creating more opportunities or small businesses; maintaining the eclectic character of the Kennedy Tract Neighborhood; encouraging the re-use of existing buildings where possible to create a unique and distinct character for each subarea and to improve sustainability; creating more housing opportunities near parks and the waterfront; continuing to connect the Bay Trail and connect people to the two major waterfront parks; and improving connectivity, particularly for walking, biking and transit access.

- **Alternative 1** strikes a balance between industrial and residential development by securing an industrial future in the west Subarea and at the Owens-Brockway site, while allowing intensive residential development in the eastern end of the Plan Area. This alternative secures the food-related industry in the West Subarea by maintaining the ConAgra facility to discourage residential expansion and restricting new residential development in existing food-related industrial areas. It also provides new smaller-format industrial space at the Owens-Brockway site to accommodate new and growing businesses in the Plan Area. Alternative 1 adds the most retail of any alternative, providing a major new retail center north of Tidewater Avenue in the East Subarea. New waterfront residential development is concentrated in the south of Tidewater area where there is easy access to the Martin Luther King Shoreline Park and in the waterfront area between Alameda Avenue and High Street.

- **Alternative 2** strikes a balance between industrial and residential development by allowing new mixed-use development and planned waterfront development in the western half of the Plan Area and focusing industrial development and job growth in the eastern Subareas. New waterfront residential development at the location of the ConAgra facility and near Union Point Park

expands the Kennedy Tract residential neighborhood to the West. The Owens-Brockway site is redeveloped as light-industrial and R&D space around a technology incubator that helps generate new businesses to reinvest in not only that site, but also the industrial areas between Alameda Avenue and High Street and also to the South of High Street. This alternative adds the fewest new residents, loses the least industrial space, and adds the most jobs of any alternative.

- **Alternative 3** maximizes waterfront residential development opportunities while providing targeted industrial space for the two major industrial opportunities – green and biotechnology startups and food production – in the Plan Area. Alternative 3 provides the necessary development opportunities and associated revenues to potentially facilitate the creation of a continuous Embarcadero Boulevard as envisioned by the Estuary Policy Plan, which could dramatically improve walking, biking and transit availability in the Plan Area. Alternative 3 provides the most new residential development of any alternative, focusing new residential on locations near parks and the waterfront including the ConAgra site and the area South of Tidewater. In the area north of Tidewater, industrial space targeted to green business and R&D startups is provided to capture spinoff businesses from an R&D incubator space that is potentially located on PG&E's facility. This alternative adds the most new residents and loses the most industrial space. However, it still loses less than half of the total existing industrial space and will likely add more jobs than it loses due to the addition of higher intensity industrial and office uses being proposed.

2. Preferred Alternative

A community workshop on November 14, 2009 was devoted to identifying a preferred alternative. The workshop was attended by approximately 40 members of the community, including property owners, developers, area architects and representatives of advocacy organizations. The majority of participants had participated in one or more of the previous five workshops in which the vision statement and draft alternative development concepts, described above, were developed. Attendees participated in a hands-on map-based activity to develop a preferred alternative in small groups, then came together as a large group to reconcile the four plans and develop a consensus plan representing the preferred alternative; see **Attachment E**, Preferred Alternative Map. The community preferred alternative is a hybrid of the three land use alternatives, incorporating certain components from each alternative. The participants reached general consensus on the future of each subarea, as well as some key ambitions to improve the Plan Area as a whole, as described below.

- **Area-Wide Concepts.** The key area-wide concepts espoused by the community and reflected in the draft preferred alternative have to do with increasing connectivity through the area, especially for pedestrians and bicycles, and creating a distinctive place by re-using existing buildings where possible or using components of buildings reflective of the unique area character at the center of the Plan Area.. Throughout the process of developing the Plan, the community has supported new development and increased density in certain areas as a means to achieve goals elaborated in the vision statement, including increased access to the waterfront, better connectivity through the Plan Area for all modes, increased transit service and more neighborhood-serving retail. The provision of a continuous west-east roadway was a recommendation of the Estuary Policy Plan that has continued to have strong community support throughout the community process. The preferred alternative provides such a roadway and will set standards for landscaping and pedestrian and bicycle infrastructure to ensure that it is an attractive and safe facility. Additionally, the desire to convert Fruitvale Avenue into a more local-serving pedestrian and bicycle-friendly corridor is supported by providing opportunities for the desired neighborhood-serving retail on that corridor. Anticipated redevelopment of a number of the parcels along this corridor, and the potential opportunity to convert the unused rail spur to Alameda into community-serving open space create a unique opportunity to redefine this area and better connect the immediate neighborhood and the Fruitvale neighborhood to the north of the waterfront.

- **West Subarea.** In the West Subarea, mixed-use infill would be allowed to continue around the Embarcadero Cove area, but the growing specialty food producing industrial area east of Dennison Street, and the ConAgra flour processing facility would be maintained and protected. Because over 90% of the flour produced at the ConAgra facility is used within 25 miles of the site, the community agreed that the economic and environmental benefits of this use should be maintained. However, the community stressed the importance of beautifying the streetside appearance of the facility and of providing a Bay Trail connection along the waterfront edge of this facility within their parcel if possible, or, if food security issues will not permit that alignment, on an isolated pier-supported structure, as is currently being implemented further east at the site of the Oakland Museum of California's Women's Board Warehouse.

- **Central West Subarea.** In the Central West Subarea, preservation of the existing neighborhood and its eclectic character including live/work uses, was a priority. Additionally, the residents indicated acceptance of some additional residential and neighborhood retail development in order to increase vibrancy in the neighborhood and improve neighborhood convenience, area security and transit availability. To this end, existing waterfront warehouse uses that do not take best advantage of their location or allow waterfront access were determined to be good candidates for redevelopment, as medium-density residential development with landscaped and publicly accessible waterfront setbacks. However, re-use of some waterfront warehouses, or components thereof, could be encouraged in the Plan, to improve the sustainability of development and to provide a unique character for new development. New retail and north-south pedestrian and bicycle connections could be provided along Fruitvale Avenue, as described above.

- **Central East Subarea.** In the Central East Subarea, the Owens Brockway glass manufacturing plant is a key opportunity site that is over 25 acres and has sought to relocate numerous times in recent years. The community felt this site presented the best opportunity for new residential development, as it would expand the existing Kennedy Tract neighborhood and provide the density needed to achieve various community goals. The preferred alternative for this site includes a large publicly accessible waterfront park at the existing location of Alameda Avenue. In addition, the illustrative development concept also includes an approximately 1-acre urban park within the redeveloped Owens Brockway site. If their relocation proved feasible, components of the Owens Brockway site, such as the large concrete smoke stacks, could potentially be re-used as sculptures in the park. The community expressed a preference for mixed-use development with ground floor retail uses, which may be achievable in limited amounts due to economic constraints on retail uses. Retail located in this area could front onto an improved Fruitvale Avenue, creating a vibrant main street through the area that better connects the Kennedy Tract to the new residential development and creates a pedestrian corridor linking the Plan Area to Fruitvale BART and to Alameda. Regional-serving retail to provide jobs and convenient services could be located along High Street near the existing Home Depot center, expanding that retail center near the reconfigured I-880 interchange and capturing Alameda traffic. Redevelopment throughout this area not only provides the opportunity for a substantial waterfront park and continuous Bay Trail connection, but also creates a significantly more interconnected street grid that allows for more convenient pedestrian and bicycle access across the Plan Area.

- **East Subarea.** The East Subarea currently supports a number of light industrial employers as well as some regionally-significant heavier industries, all of which the community hoped to preserve, while revitalizing industry, providing improved Bay Trail connections, and creating an opportunity for limited residential development adjacent to the Martin Luther King Regional Shoreline Park to take better advantage of the scenic location and existing park. The preferred alternative reflects this mix of desires in a carefully constructed balance that hinges on redevelopment of the nearly 20-acre PG&E facility as a green jobs incubator surrounded by light

industrial space to provide new jobs. The new residential development fronts onto the expanded East Bay Regional Parks District (EBRPD) park and is buffered from industrial uses by R&D employment uses.

NEXT STEPS

The consultant team is currently soliciting feedback from a number of bodies including:

- Landmarks Preservation Advisory Board
- Parks and Recreation Advisory Commission
- Planning Commission
- Community and Economic Development Committee
- City Council

Based on input from the advisory bodies, Planning Commission and City Council, the preferred alternative will be refined and a draft Specific Plan prepared including proposed land uses, as well as design standards and guidelines reflective of community and City priorities. Once the draft Specific Plan is prepared, it will be presented to the advisory bodies, Planning Commission and City Council for comment; the comments will be incorporated into the final Specific Plan.

The next public workshop, the seventh of a total of eight, will be held in February or March, when key elements of the draft Specific Plan will be presented for public input. The public review draft Specific Plan is anticipated to be circulated in April and presented to the City advisory bodies, Planning Commission and City Council for review and comment in May. Based on this input, a revised public review draft will be prepared and circulated in June and following inclusion of public and City comments, the Specific Plan will be finalized. Development of the EIR will begin after the preferred alternative is selected. Once the Specific Plan and EIR are complete, adoption hearings will be held.

RECOMMENDATION

Staff requests that the Planning Commission recommend adoption of the draft preferred alternative to the City Council. Based on input from the advisory bodies, Planning Commission and City Council, the preferred alternative will be refined and a draft Specific Plan prepared including proposed land uses, as well as design standards and guidelines reflective of community and City priorities. Once the draft Specific Plan is prepared, it will be presented to the advisory bodies, Planning Commission and City Council for comment; the comments will be incorporated into the final Specific Plan.

Prepared by:

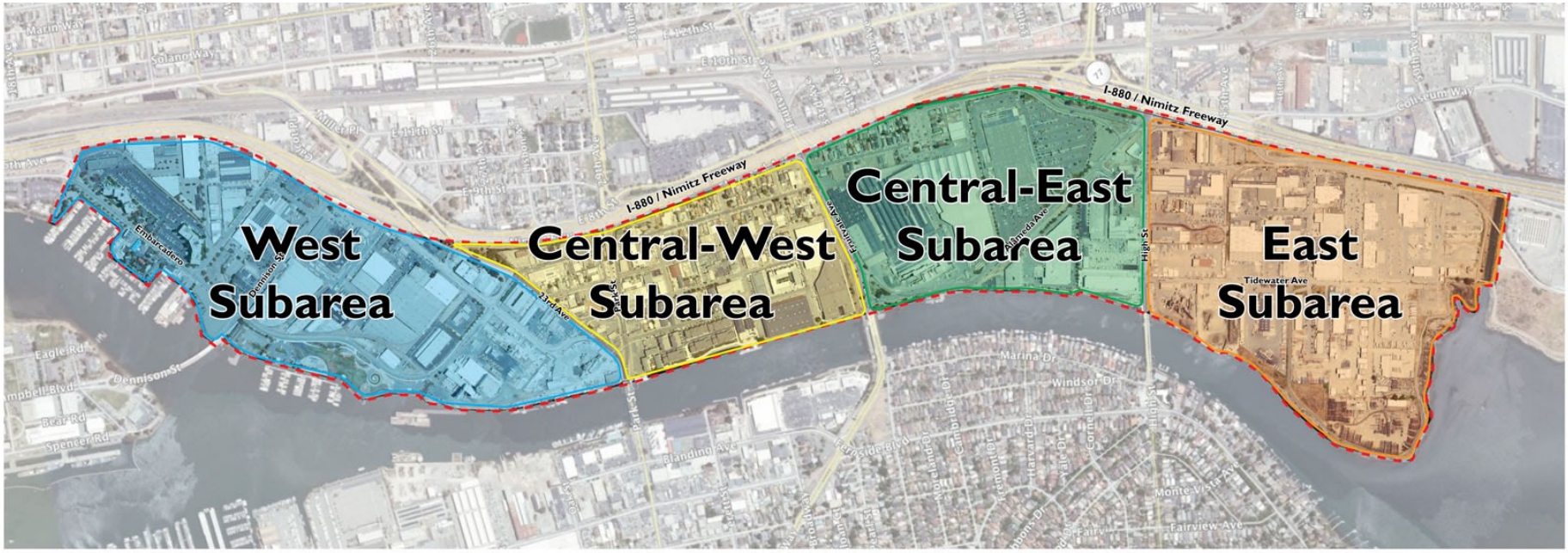
Alisa Shen
Planner III, Strategic Planning

Approved for forwarding to the
City Planning Commission:

ERIC ANGSTADT
Deputy Director,
Community and Economic Development
Agency

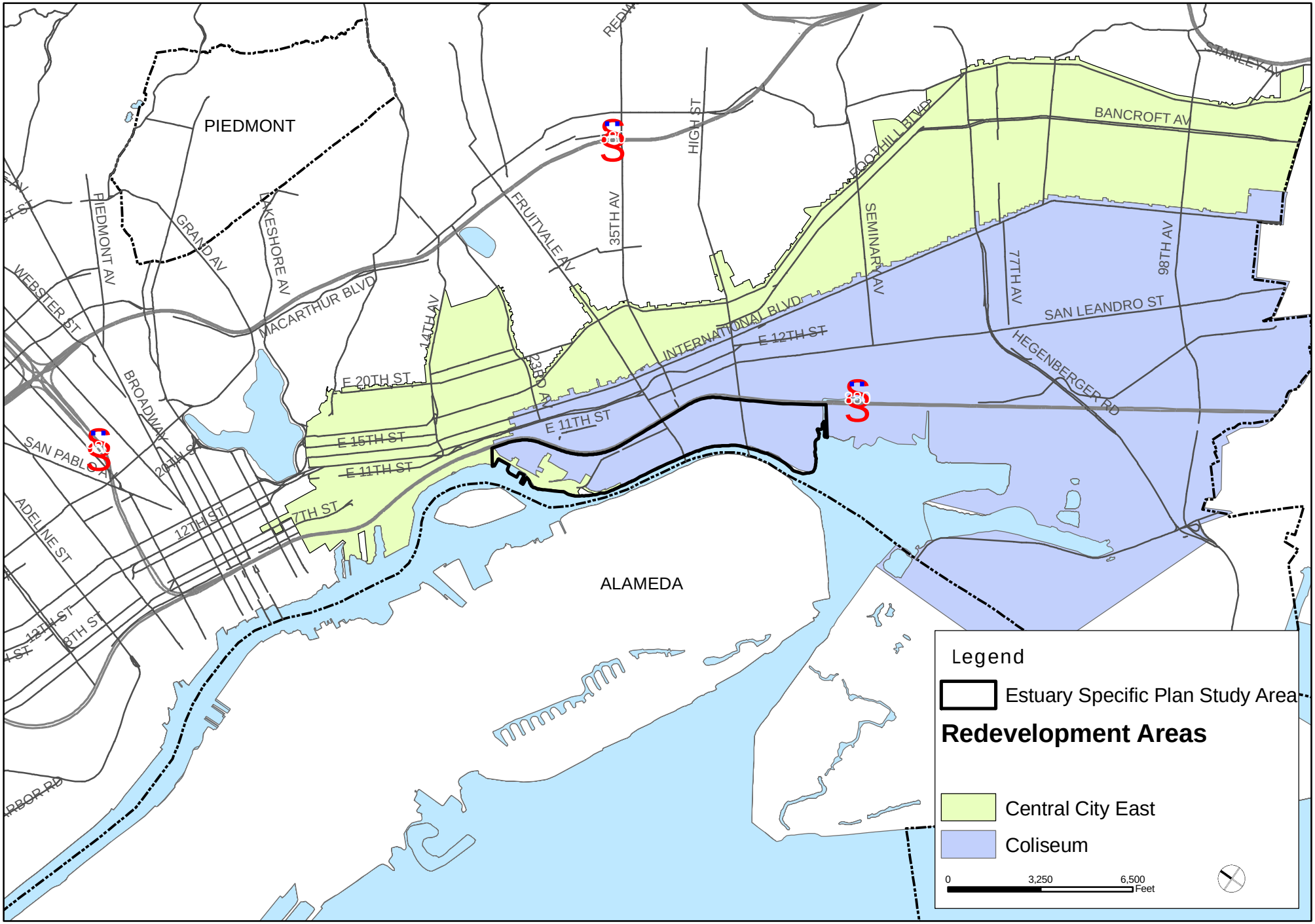
ATTACHMENTS:

A. Plan Area and Subareas Map
B. Redevelopment Areas
C. Estuary Policy Plan Land Use Designations
D. Existing Zoning
E. Preferred Alternative Map
F. Potential for Change Assessment
G. Draft Alternatives Maps

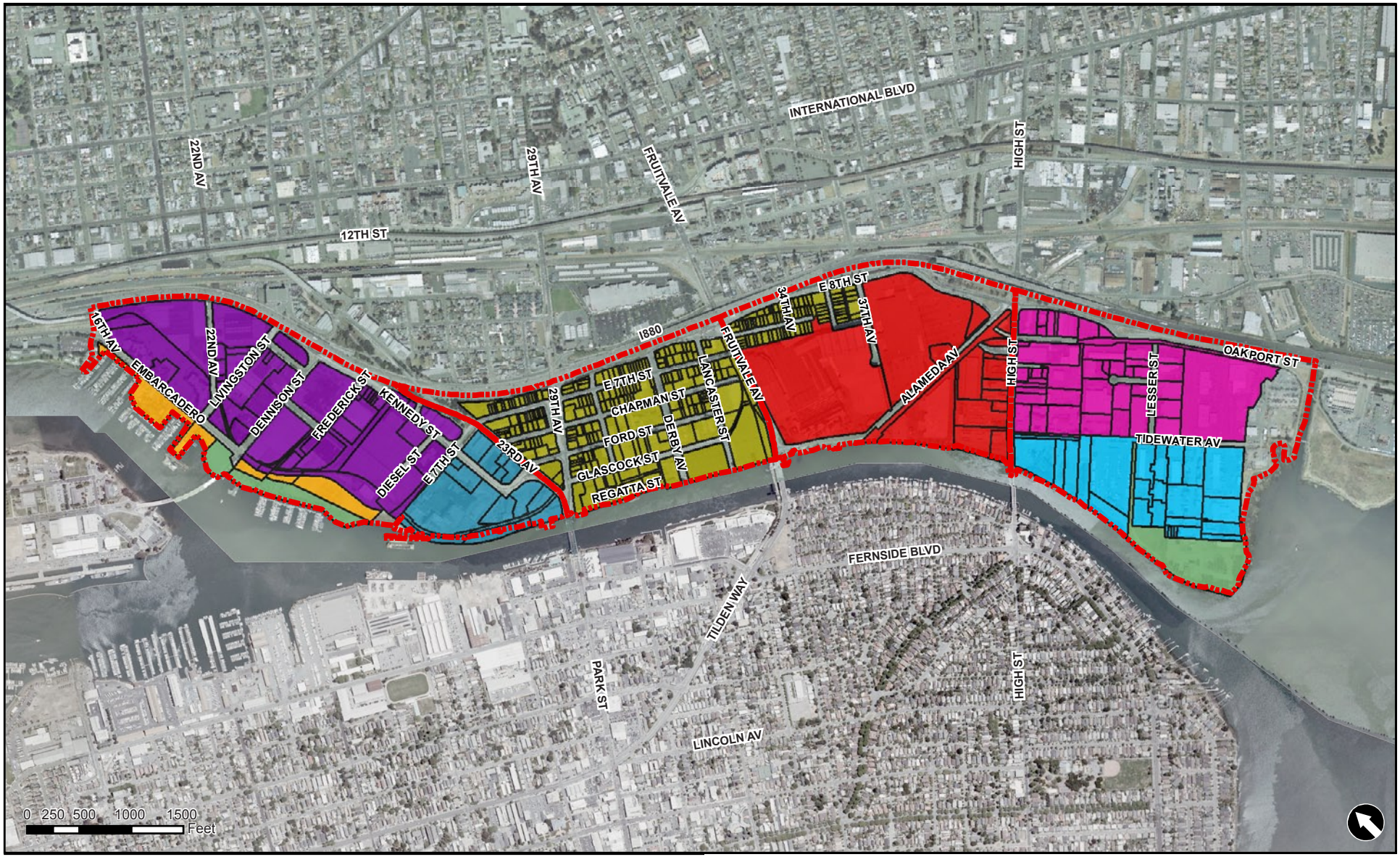


Attachment A. Subarea Map

Attachment B. Redevelopment Areas



Community and Economic Development Agency



Source: City of Oakland Estuary Policy Plan 1999

Estuary Policy Plan Land Use Designation

June 10, 2009

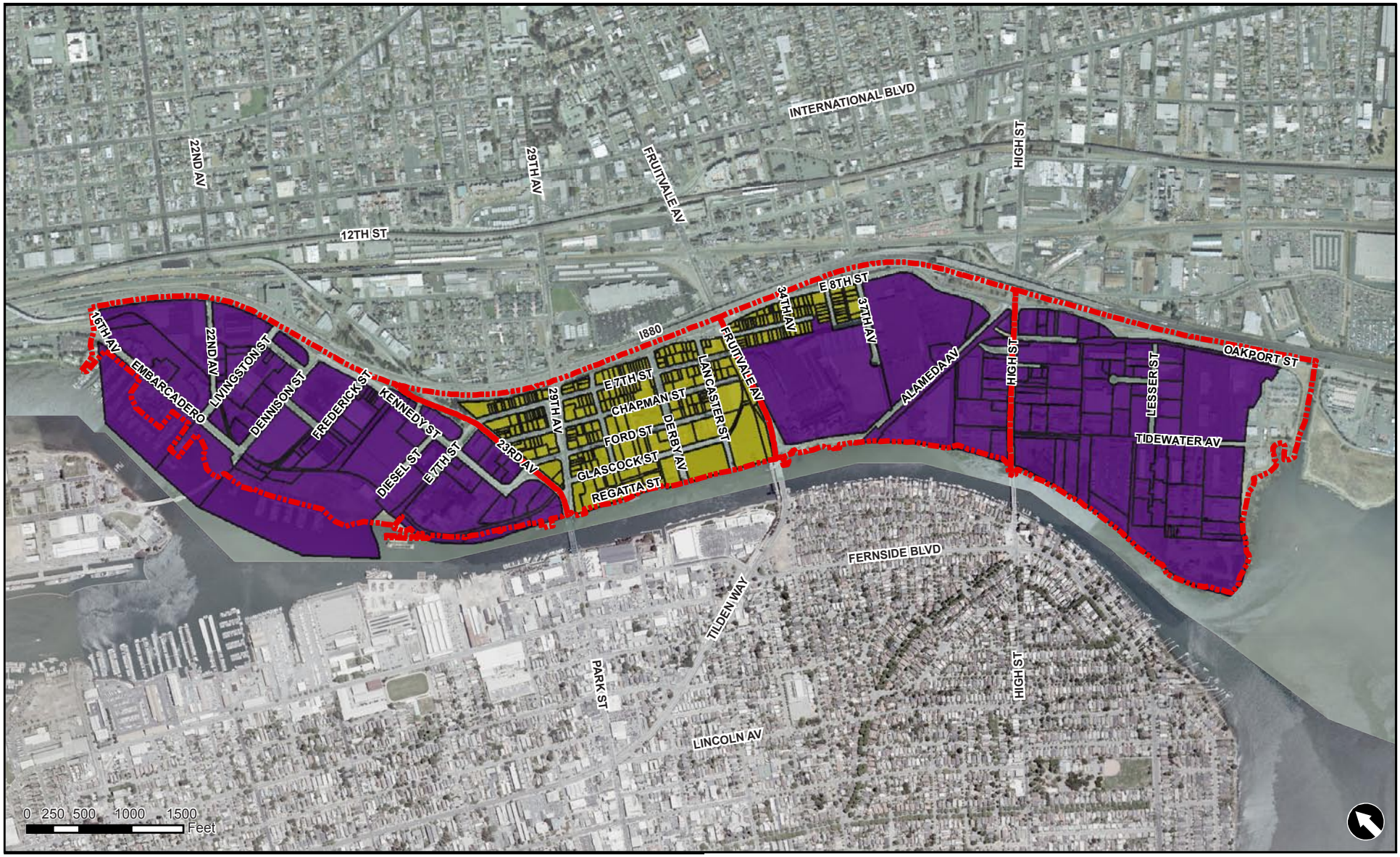
- Subarea Boundaries

Estuary Policy Plan

- Waterfront Commercial Recreation 2
- Residential Mixed Use
- Planned Waterfront Development 2
- Planned Waterfront Development 3
- General Commercial 1
- Light Industry 2
- Light Industry 3
- Parks

CITY OF OAKLAND

CENTRAL ESTUARY PLAN
A Vision for Oakland's Waterfront
COMMUNITY DESIGN + ARCHITECTURE
REGION • CITY • NEIGHBORHOOD • BUILDING



Source: City of Oakland Zoning Data January 2009

Zoning Districts

June 10, 2009

Subarea Boundaries

Zoning

- Housing & Business Mix 3
- Heavy Industrial

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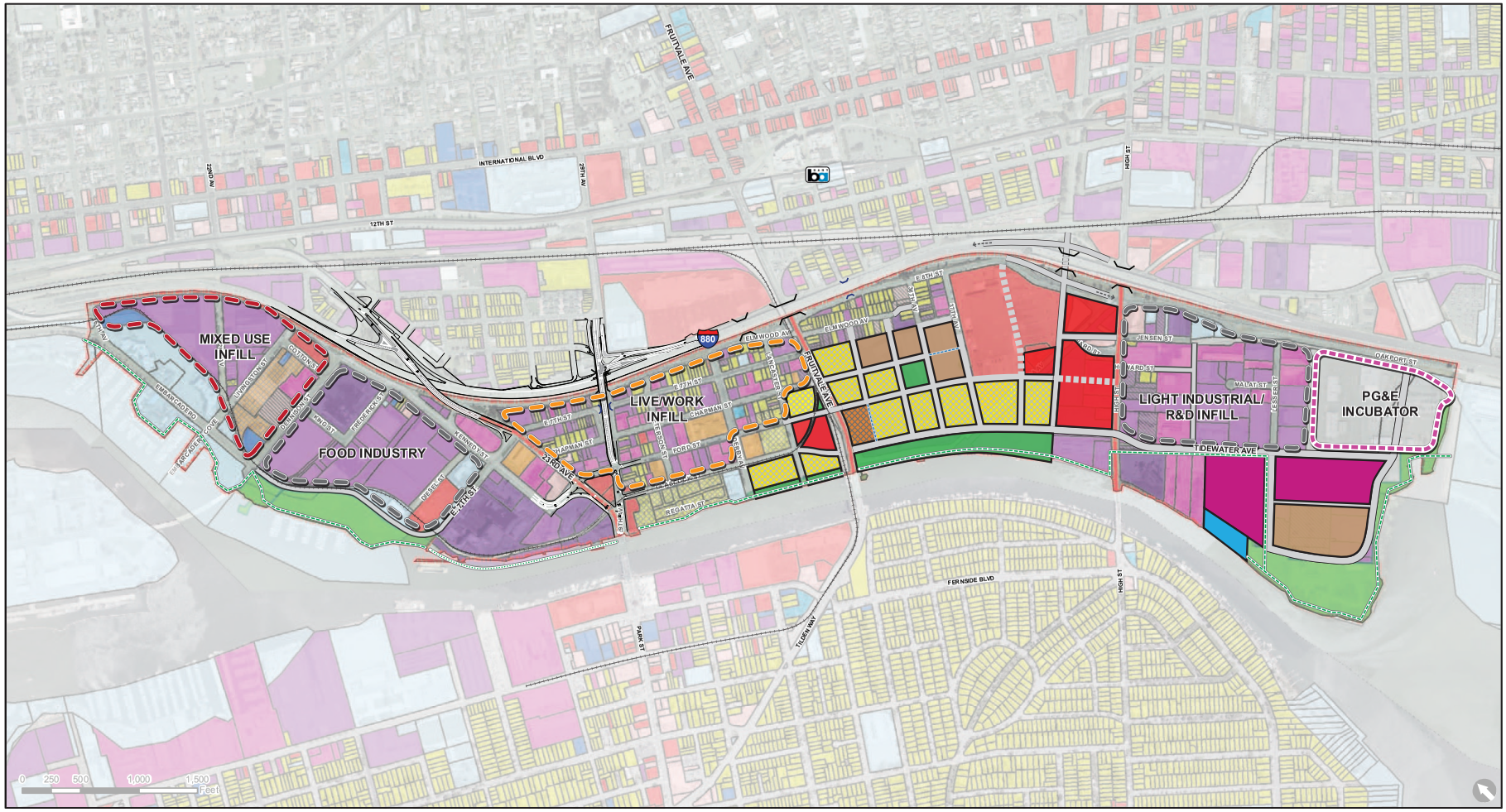

DRAFT Preferred Alternative

November 19, 2009

Land Use

- Industrial (Heavy)
- Industrial (Light)
- Industrial (Warehouse)
- Utilities
- Automotive
- Single-Family Res
- Medium-Density Res
- High-Density Res
- Live/Work
- Mixed Use
- Retail/Commercial
- Office
- Institutional
- Industrial Lot
- Commercial Lot
- Vacant Lot
- Parking Lot
- Publicly Owned
- Parks
- Over-water Bay Trail
- Bay Trail
- Drive Aisle
- Public Street
- Subarea Boundaries
- Rail (non-BART)
- Underpass
- Ped/Bike Underpass
- Live/Work Infill
- Mixed Use Infill
- Light Industrial/R&D Infill
- PG&E Light Industrial/ Business Incubator

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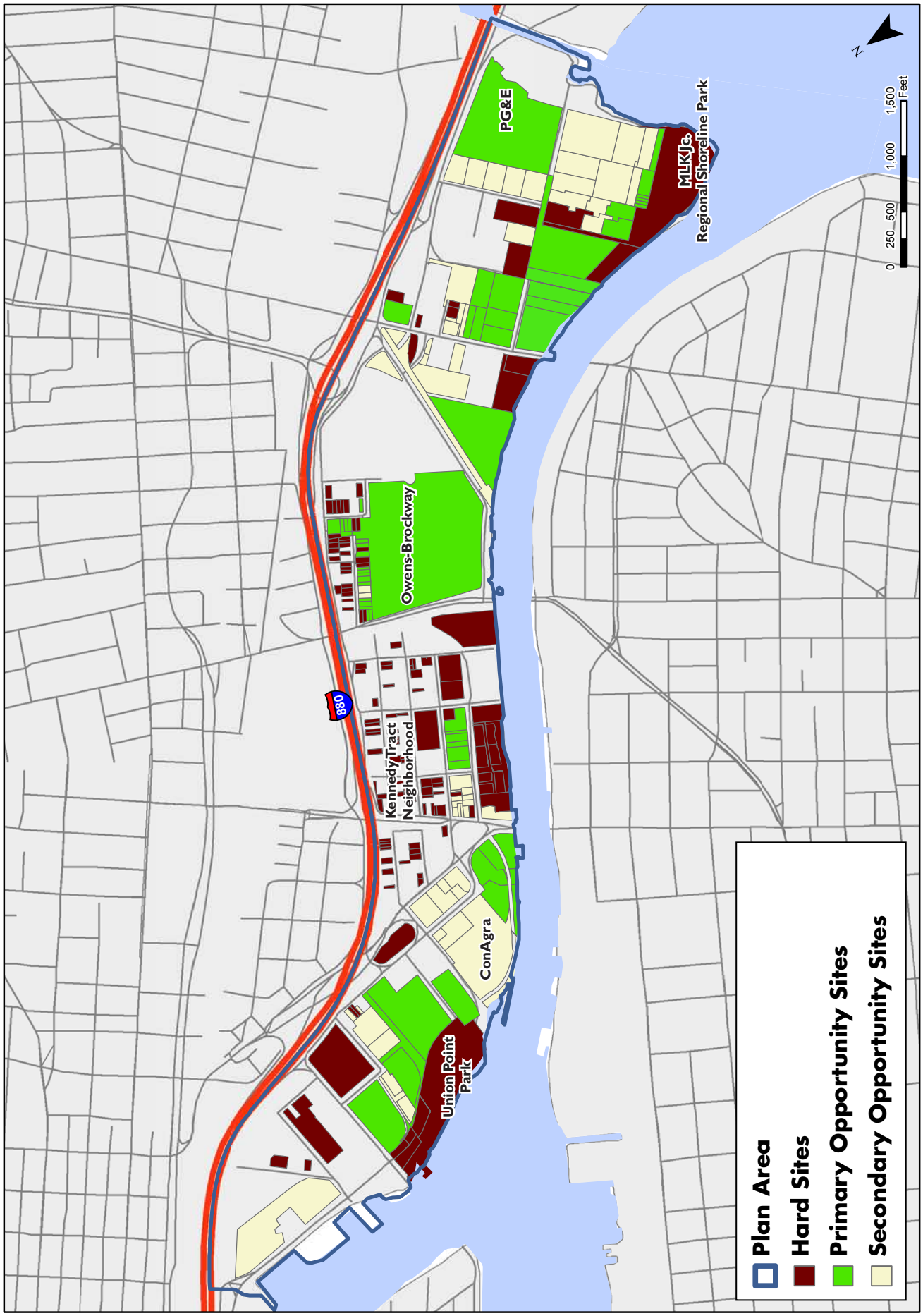
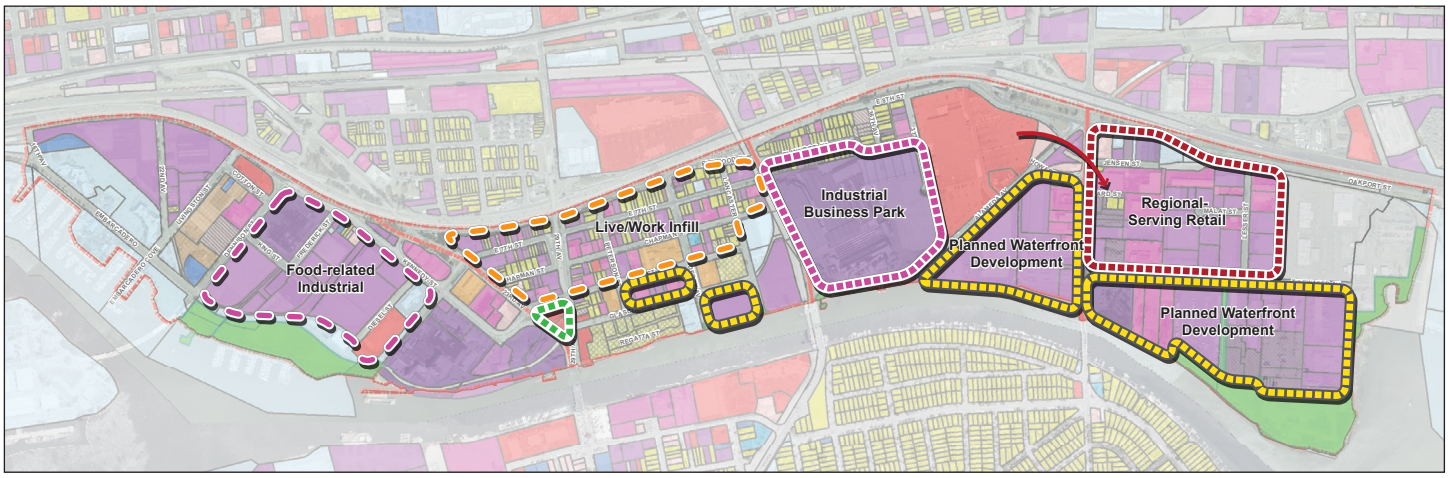
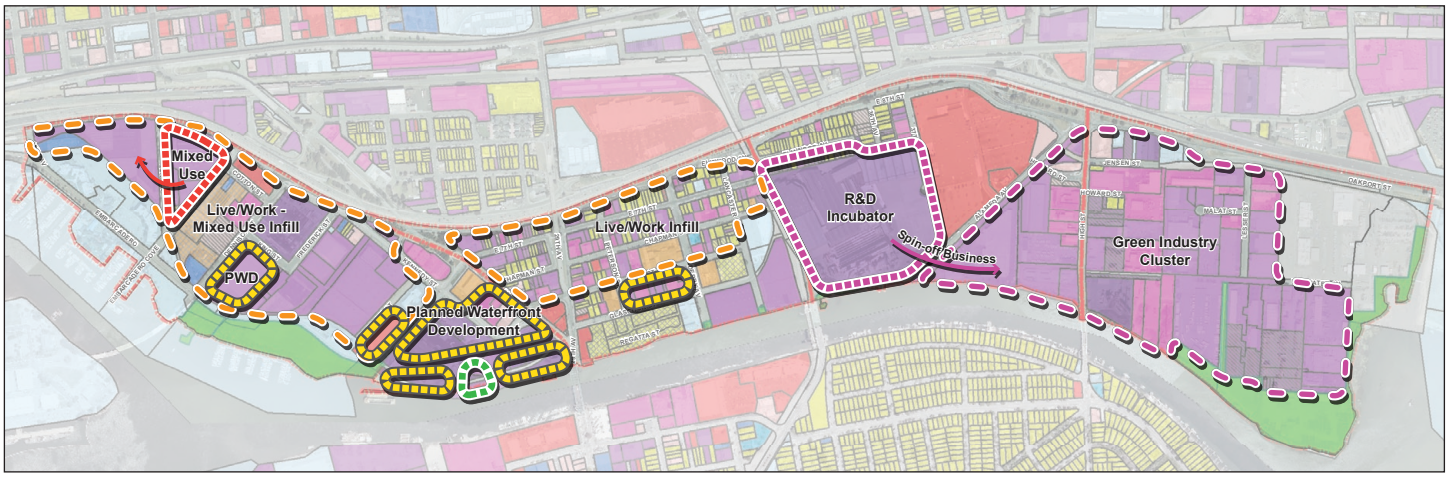
Attachment E. Preferred Alternative Map

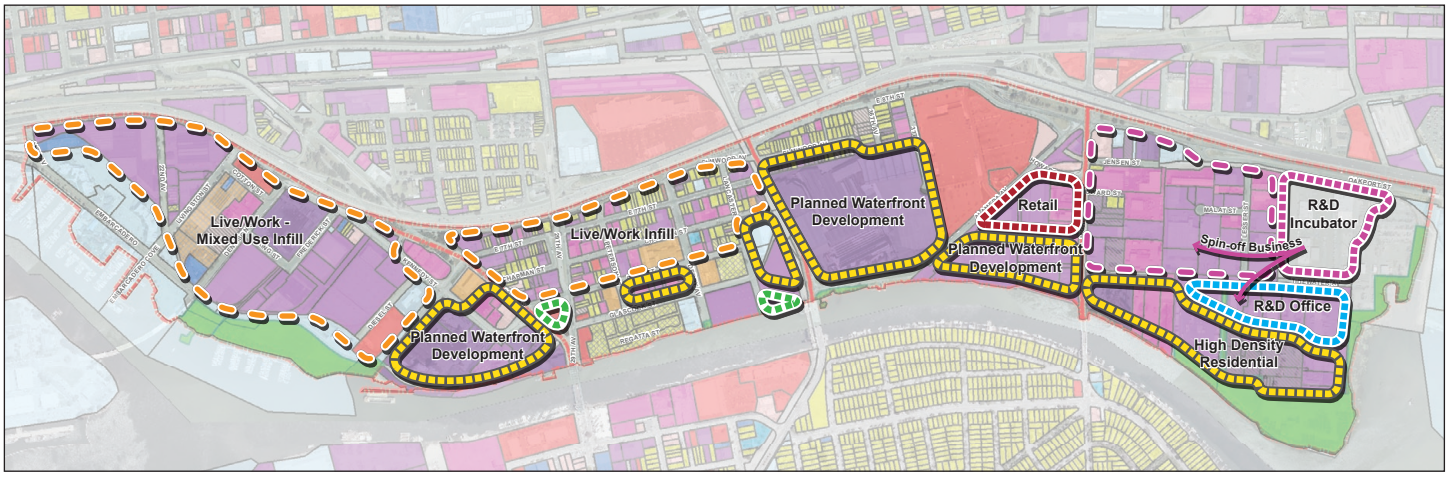

PG&E
MLK Jr. Regional Shoreline Park
Owens-Brockway
Kennedy Tract Neighborhood
880
ConAgra
Union Point Park
N
0
250
500
1,000
1,500
Feet
Plan Area
Hard Sites
Primary Opportunity Sites
Secondary Opportunity Sites



Alternative 1



Alternative 2



Alternative 3

Legend

Source: Community Design + Architecture, 2009

- Subarea Boundaries
- **Land Use**
  - Industrial (Heavy)
  - Industrial (Light)
  - Industrial (Warehouse)
  - Utilities
  - Automotive
  - Residential
  - Condominium
  - Live/Work
  - Mixed Use
  - Retail/Commercial
  - Office
  - Institutional
  - Publicly Owned
  - Industrial Lot
  - Commercial Lot
  - Vacant Lot
  - Parking Lot
  - Parks - Exist & Under Const
- Residential
- Park
- Retail
- Industrial
- Office
- Live/Work Infill
- Industrial Infill