

Lake Merritt Station Area Plan

A Specific Plan for the Area Around the Lake Merritt BART Station

December 2014

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1 INTRODUCTION

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1.1 Introduction

The Lake Merritt Station Area Plan is a Specific Plan for the roughly one-half mile radius around the Lake Merritt BART Station in Downtown Oakland, as shown in Figure 1.1. The purpose of the Plan is to provide a roadmap to bring the community-based vision to reality: it establishes policies and improvements that support the vision, then outlines 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.

The Lake Merritt Station Area (referred to herein as the Planning Area) encompasses a diverse community of residents, students, employees, and commercial business owners in the heart of Downtown Oakland, including Chinatown, Laney College, the Oakland Museum of California, and Alameda County Courthouse and offices. The central context of the Planning Area is shown in Figure 1.2. 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 together 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.

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). Design Guidelines are provided under separate cover and Zoning and General Plan amendments will be adopted concurrently. Policies are developed to identify a range of 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 existing in the neighborhood 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, auto circulation network, and streetscape to ensure safe and efficient access within the Planning Area and improved connectivity to nearby destinations.

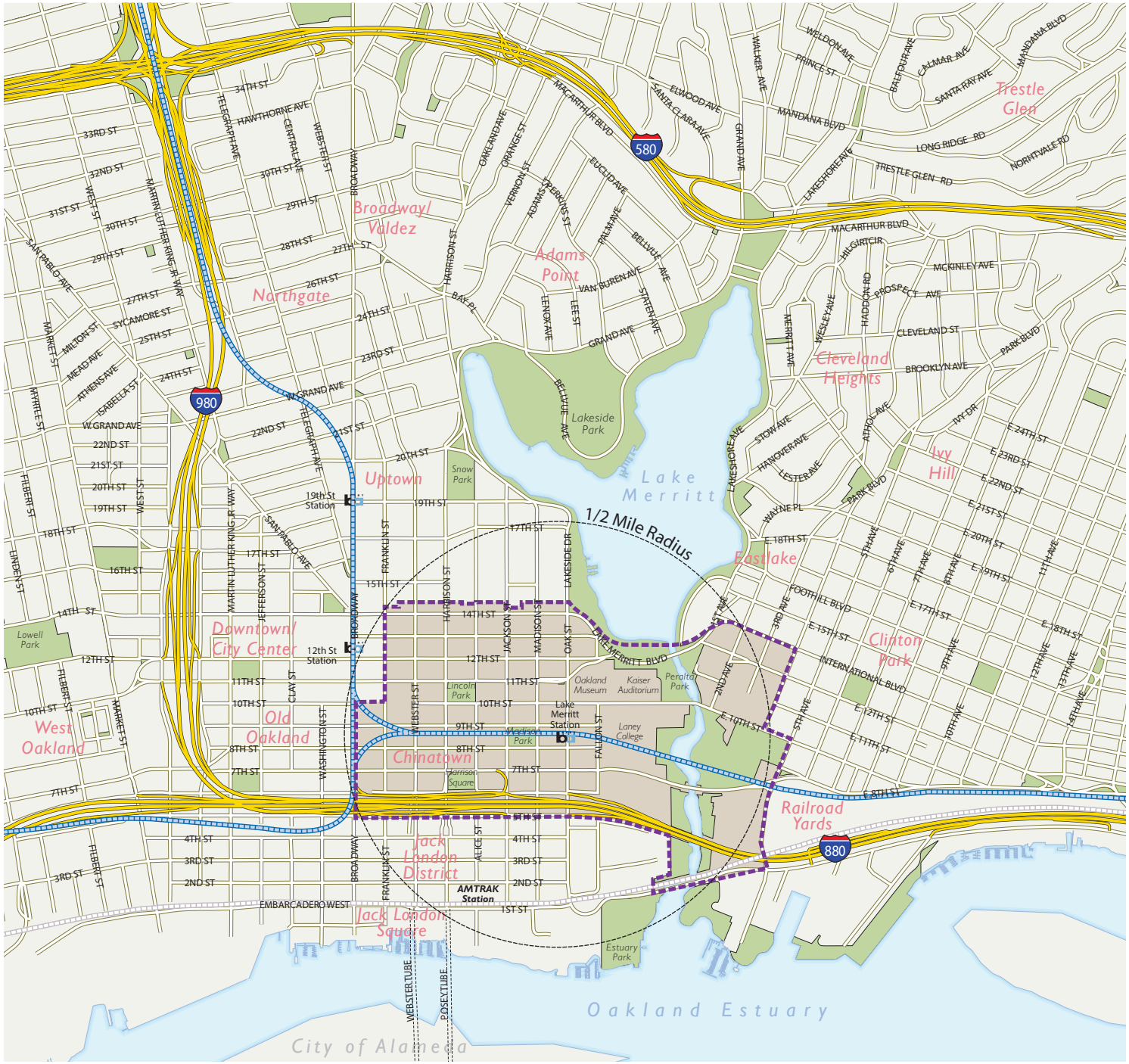


Figure 1.1:
LOCAL CONTEXT OF THE PLANNING AREA

- BART Station
- BART
- Parks
- Planning Area
- Railroad (Amtrak & Freight)

0 1/8 1/4 1/2
MILES

Figure 1.2:
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 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 will be adopted and approved concurrently with General Plan and Planning Code amendments, Design Guidelines, and any updates to the City's Standard Conditions of Approval. These documents include additional details on allowable land uses, and detailed standards for new development. Together, these documents establish the basis for development project review and other decision-making by policymakers, such as the Planning Commission and the City Council.

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 and related documents. 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."

Key existing assets include the Lake Merritt BART Station, the Chinatown Commercial core, and Laney College (numbers 7, 5, and 8 on Figure 1.3, respectively).

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 1.1, and a closer look at the Planning Area itself is shown in Figure 1.3

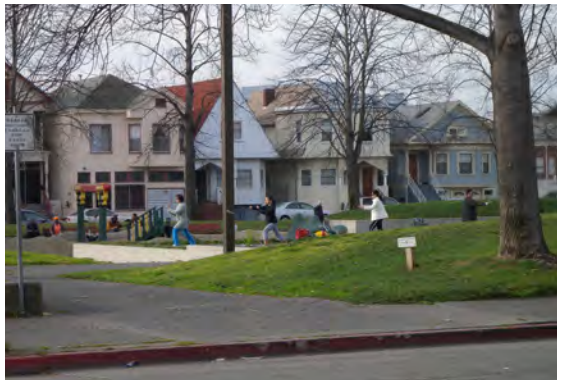
Building on Existing Assets

The Planning Area is located within a vibrant 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 also 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 performing 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

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 Wildlife Refuge under the California Wildlife Act in 1870 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. Lake Merritt is also listed in the National Register of Historic Places, and the Lake Merritt Wild Duck Refuge is a National Historic Landmark.
- **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.



Key assets include the Pacific Renaissance Center, Lincoln Square Recreation Center and Madison Square Park (numbers 1, 2, and 6 on Figure 1.3, respectively).

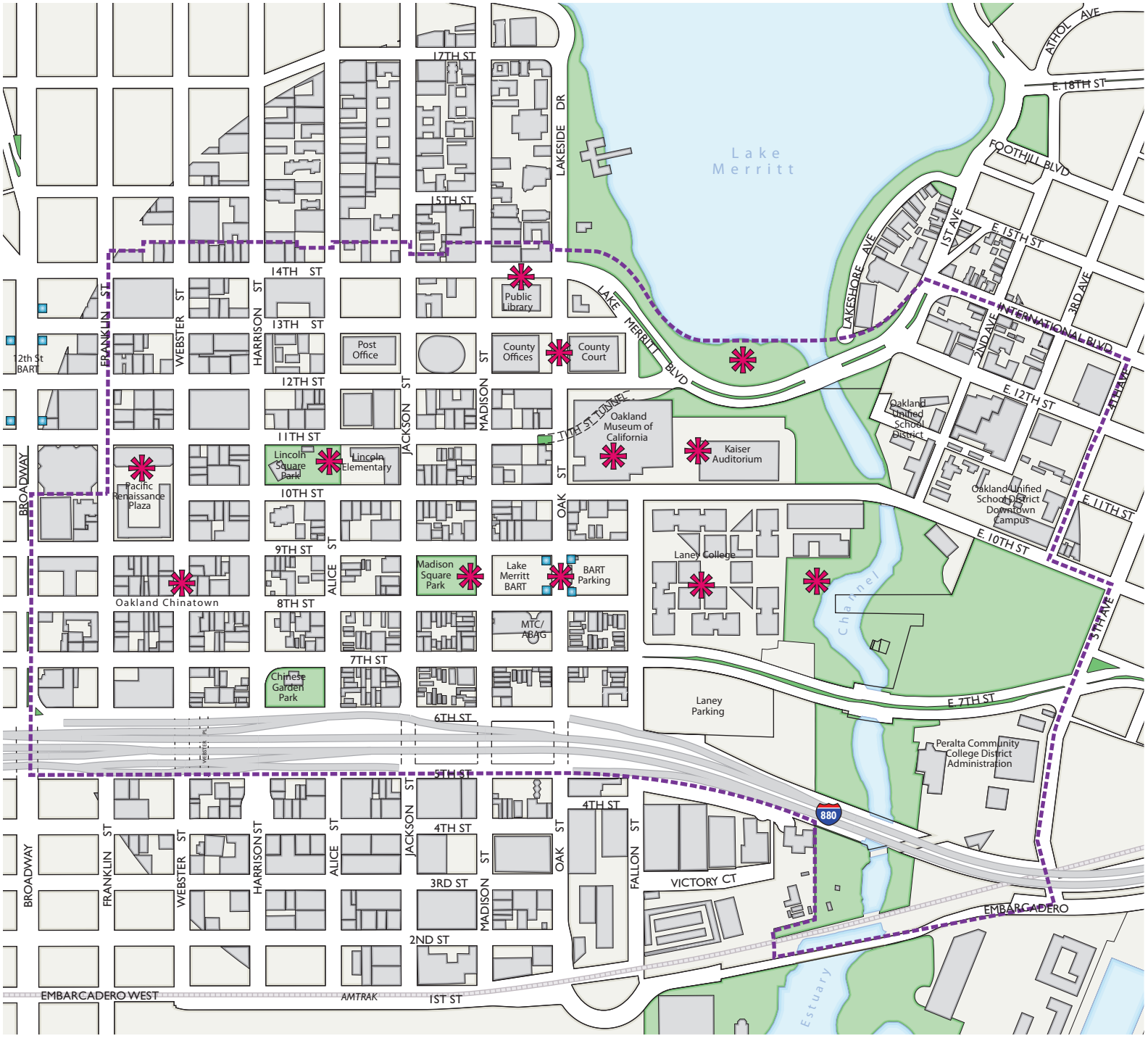


Figure 1.3:
PLANNING BOUNDARY

Planning Area

Key Assets

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

As a Specific Plan, the Plan has been developed to strategically implement the goals and policies of the General Plan, and must be consistent with the General Plan per State law.

The Plan will be adopted concurrently with General Plan and Planning Code amendments that are consistent with the Plan and include additional details on allowable land uses, and detailed standards for new development.

The following section outlines the Plan's consistency with the City of Oakland's General Plan elements and other relevant planning documents.

Oakland General Plan Consistency

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

Key assets include the Oakland Museum of California, the Kaiser Convention Center, and recreational assets along the Lake Merritt Channel (numbers 3, 4 and 9 on Figure 1.3, respectively).

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 Convention 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 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. Key objectives and policies include:

Objective OS-2: Urban Parks, Schoolyards, and Gardens

- OS 2.2: Schoolyard Enhancement. Enhance the availability and usefulness of Oakland's schoolyards and athletic fields as open space resources.
- OS 2.6: Street Closures for Parks, Plazas and Gardens. Where there is broad community and local support and where legally permissible, allow local street closures as a way of creating new parks, plazas, and garden sites in urban neighborhoods.

Objective OS-7: Shoreline Access

- OS 7.5: Lateral Access and Links to the Flatlands. Improve lateral access along the Oakland shoreline and linkages between the shoreline and nearby neighborhoods... [including] a connection between Estuary Park and the linear park along Lake Merritt Channel... The connection requires a bridge spanning two sets of railroad tracks between I-880 and the Embarcadero.

Objective OS-11: Civic Open Space

- OS 11.1: Access to Downtown Open Space. Provide better access to attractive, sunlit open spaces for persons working or living in downtown Oakland. The development of rooftop gardens is encouraged.
- OS 11.1.2: Downtown Open Space Requirements and Bonuses. Study the feasibility of (a) usable open space requirements for downtown commercial development (or an in-lieu fee for downtown open space); and (b) density bonuses for developers providing plazas, rooftop gardens, and other amenities within new development projects.
- OS 11.1.3: New Civic Open Space. Create new civic open spaces at BART Stations, in neighborhood commercial areas, on parking garages, and in other areas where high-intensity redevelopment is proposed.

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: Maintenance and Rehabilitation

- REC 4.3: Renovation and Rehabilitation Priorities. Where cost savings and equivalent benefits would be achieved, renovate and rehabilitate existing facilities before building new facilities.

Objective REC-5: 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.

Objective REC-6: Joint Use of Recreational Facilities

- REC 6.1: Joint Use Agreements. Promote joint use agreements between the City, the Oakland Unified School District, and other public agencies to maximize the use of school and other non-park recreational facilities during non-school hours.
- REC 6.2: Public-Private Partnerships. Encourage "public-private partnerships" as a means of providing new recreational facilities on privately-owned sites.

Objective REC-7: Recreational Programs

- REC 7.5: Multi-Culturalism. Design recreational services which respond to the many cultures, ethnic groups, and language groups represented in Oakland. Design recreational programs to reflect the specific needs of Oakland neighborhoods and the values and priorities of local residents.

Objective REC-10: Funding

- REC 10.2: Parkland Dedication and Impact Fee. To the extent permitted by law, require recreational needs created by future growth to be offset by resources contributed by that growth.

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. Historic Preservation is addressed in greater detail in Chapter 7. Key objectives and policies include:

Objective 2: Preservation Incentives and Regulations

- Policy 2.1: Preservation Incentives and Regulations for Designated Historic Properties. The City will use a combination of incentives and regulations to encourage preservation of significant older properties and areas which have been designated as Landmarks, Preservation Districts, or Heritage Properties.
- Policy 2.6: Preservation Incentives.
  - Landmarks and all properties contributing or potentially contributing to a Preservation District will be eligible for the following preservation incentives:
    - Mills Act contracts for reducing property tax assessments;
    - State Historical Building Code and other related alternative codes for older buildings;
    - Conservation easements to reduce property tax assessments and, for National Register properties, to obtain income tax deductions;
    - Broader range of permitted or conditionally permitted uses;
    - Transferable development rights;
    - Priority for economic development and community development project assistance and eligibility for possible historic preservation grants for low-income housing;
    - Eligibility for acquisition, rehabilitation, and other development assistance from a possible historic preservation revolving fund or possible Marks historical rehabilitation bond program; and
    - Fee waivers or reductions for City permits for demolition, new construction, or alterations.
  - Compatible new development on vacant noncontributing Preservation District parcels will be eligible for Incentives (iv), (v), (vi) and (vii).

Objective 3: Historic Preservation and Ongoing City Activities

- Policy 3.1: Avoid or Minimize Adverse Historic Preservation Impacts Related to Discretionary City Actions.
- Policy 3.5: Historic Preservation and Discretionary Permit Approvals. For additions or alteration to Heritage Properties or Potential Designated Historic Properties requiring discretionary City permits, the City will make a finding that (1) the design matches or is compatible with, but not necessarily identical to, the property's existing or historical design;

or (2) the proposed design comprehensively modifies and is at least equal in quality to the existing design and is compatible with the character of the neighborhood; or (3) the existing design is undistinguished and does not warrant retention and the proposed design is compatible with the character of the neighborhood.

- Policy 3.6: Historic Preservation and City-Sponsored or Assisted Projects. To the extent consistent with other Oakland General Plan provisions, City-sponsored or assisted projects involving an existing or Potential Designated Historic Property, except small-scale projects, will:
  - be selected and designed to avoid or minimize adverse effects;
  - incorporate preservation efforts based in part on the importance of each property; and
  - be considered to have no adverse effects on these properties if they conform with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- Policy 3.9: Consistency of Zoning with Existing or Eligible Preservation Districts.
  - Unless necessary to achieve some other Oakland General Plan goal or policy which is of greater significance, the base zone of existing or eligible Preservation Districts shall not encourage demolition or removal of a district's contributing or potentially contributing properties nor encourage new construction that is incompatible with these properties.
  - The City will always consider including a historic preservation component in areawide or specific plans.

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. Bicycle access is addressed in greater detail in Chapter 6.

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. Key objectives and policies include:

- 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.

The Lake Merritt Station Area Plan builds on existing plans that address bicycle access, historic resources, and community transportation.

- 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: Link the Estuary to Lake Merritt by enhancing the Lake Merritt Channel.
- OAK-3.1: Create a system of public open spaces that connects Lake Merritt Channel to the Estuary.
- OAK-3.2: Work with public agencies in the area to extend the open space system inland from the Channel.

  This applies to the new four-acre park being built as part of the 12th Street reconstruction. This also encourages the creation of public open spaces along the edges of the Channel itself, and describes the need to create a bicycle and pedestrian overpass between Estuary Park and the Channel shoreline to the north.

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.

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.

Community Stakeholder Group. The outreach process for the Station Area Plan has been guided by a Community Stakeholder Group (CSG), composed of key community-based organizations, merchant groups, advocacy groups, service providers, public agencies and other community members. The CSG met on an ongoing basis between 2009 and 2013 to identify and review issues, vision and goals, as well as the Draft Station Area Plan and zoning concepts. They also served 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.

Technical Advisory Committee. The CSG often met jointly with a Technical Advisory Committee (TAC), made up of City staff and representatives from other public agencies with technical knowledge about the Planning Area.

Community Outreach

Additional outreach strategies 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, Walk Oakland Bike Oakland, Bike East Bay, 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

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

about one hour.

Community Workshops. In close collaboration with the CSG, the City conducted five large community workshops, each attended by over 200 people and facilitated in English, Cantonese, Mandarin and Vietnamese. Attendees participated in hands-on, map-based activities to illustrate preferences for how the area should be developed and improved in the future and were able to directly engage with one another, and with key stakeholders and staff to discuss many of the concepts that are now included in the Station Area Plan. 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.

Focus Groups/Neighborhood Teas. A series of focus groups/neighborhood teas were held in an intimate and informal setting to assess goals and concerns of local stakeholders who may not typically attend large public meetings, including:

- Families (in partnership with Lincoln Elementary School).
- Laney College students and faculty
- Merchants (in collaboration with the Chinatown and Vietnamese Chambers of Commerce)
- Youth (in collaboration with Asian Health Services and Lincoln Recreation Center)
- Realtor and Brokers in Chinatown (in collaboration with the Chinatown Chamber of Commerce)

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

Focus group meetings, workshops, other public meetings, print and web materials have all utilized a multilingual presentation approach and have been organized in close partnership with community stakeholders to ensure authentic participation by both traditionally well-organized groups, such as local business associations, community based organizations and developers, as well as traditionally underrepresented lower-income, renter, and non-English speaking communities.

Over 50 public meetings and hearings were held, and public participation has been an important element at each point of the planning process (see the table on the following page).

Summary of Feedback

Feedback from many of 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

STEP IN PLANNING PROCESS	TIMING	OPPORTUNITIES FOR PUBLIC PARTICIPATION
Vision and Goals	Year 2008- 2010	• Engagement Meetings • Stakeholder Oral Surveys • Written Public Survey • Community Workshop • Community Stakeholder Group (CSG) Meetings • Technical Advisory Group (TAG) Meetings
Draft Emerging Plan and Alternatives	Year 2010-2011	• Focus Groups • Subarea Workshops • CSG /TAG Meetings • Community Open House • Public Hearings
Draft Preferred Plan	Year 2011-2012	• Focus Groups • Public Hearings • CSG /TAG Meetings
Draft Plan and DEIR	Year 2012-2013	• CSG /TAG Meetings • Community Open House • Public Hearings
Final Plan and FEIR	Year 2014	• Community Stakeholder Group Meetings • Public Hearings

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. The Final Station Area Plan was also

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

reviewed by the same set of boards and decision-making bodies, including:

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

The following public hearings/meetings were held before City Boards, Committees and Commissions:

- Parks and Recreation Advisory Committee – December 14, 2011 and November 13, 2013
- Bicycle & Pedestrian Advisory Committee – December 15, 2011 and November 21, 2013
- Landmarks Preservation Advisory Board – January 9 and March 3, 2012; January 30 and November 18, 2013; and August 11, 2014
- Planning Commission – full Commission on January 18, February 2 and March 21, 2012; January 30, November 20, and December 4, 2013; and September 3 and October 8, 2014; Design Review Committee on April 3, 2013; Zoning Update Committee on May 15, 2013; full Commission on September 3 and October 8, 2014
- City Council – full Council on April 3, 2012; and CED committee on March 13 and 27, 2012; CED Committee on October 28 and November 12, 2014, full Council on November 18 and December 9, 2014

Background Work Completed

In addition to community outreach, several background documents were completed as part of the process of drafting the Plan.

- *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.
- *Draft Station Area Plan (December 2013)*

Schedule

The overall project timeline is shown in Figure 1-4.

Figure 1.4:
PROJECT TIMELINE

1.5 Document Overview

The Lake Merritt Station Area Plan is organized into ten complementary chapters with one appendix and Design Guidelines under separate cover.

- **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 land use strategies that would ensure that new development will enhance the neighborhood character and sense of place.
- **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: Detailed Development Potential.** This appendix includes details related to the total development potential.
- **Design Guidelines.** This document includes detailed design guidelines to direct future development and ensure high quality design and neighborhood consistency.

2 EXISTING CONDITIONS

IN THIS CHAPTER

2.1 Community 2-2
2.2 Land Use Context 2-6
2.3 Plan Districts: Existing Context 2-13
2.4 Market Conditions 2-21
2.5 Circulation and Parking 2-25
2.6 Infrastructure 2-29

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 two-thirds of the local population is Asian/Pacific Islander, with the balance split almost evenly between African-American, White, and other races (and seven 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 eight 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 of 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).

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 Building 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 a 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 significant history for the Chinatown community. These blocks were once called the Madison Square area and were largely occupied by Chinese families 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.

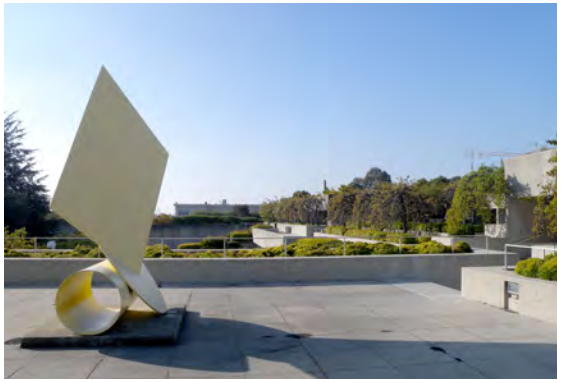
Meanwhile, the land where Laney College now stands had been cleared for redevelopment, first as wartime housing, later as the community college. The Oakland Museum of California was completed in 1969.

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.

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

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

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 percent) 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 6th 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 achieving 100 and 200 units per acre. Historic single family housing – most of which has been converted to multi-family housing – is located in the eight blocks bounded by 6th, 8th, Fallon, and Alice Streets.
- Mixed-use developments cover 19 acres (about seven 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 percent) 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 5.
- Light industrial and warehouse uses cover 24 acres, or about nine 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. Affordable housing is addressed at greater length in Chapter 4.

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.

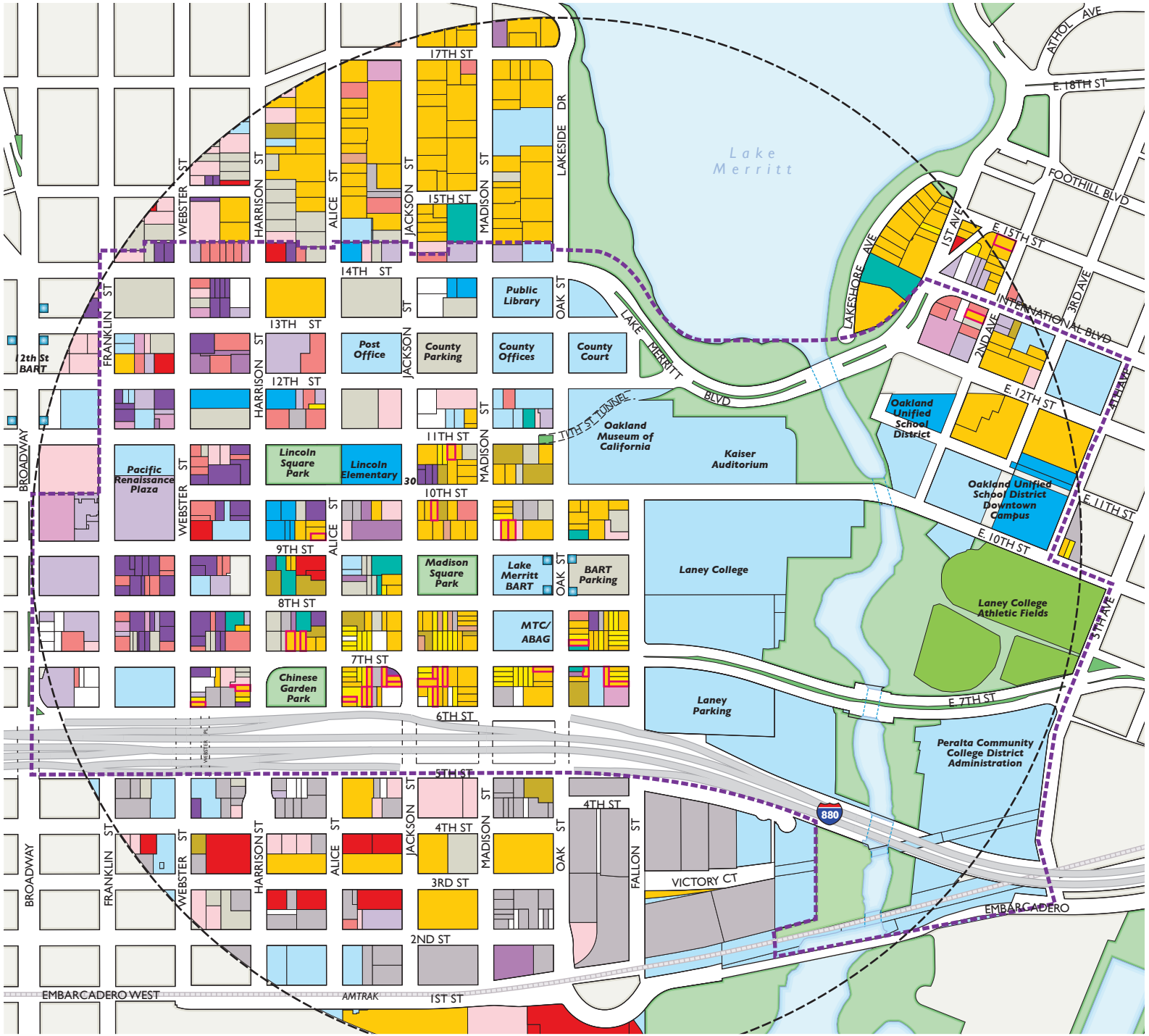


Figure 2.1: EXISTING LAND USE (2010)

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

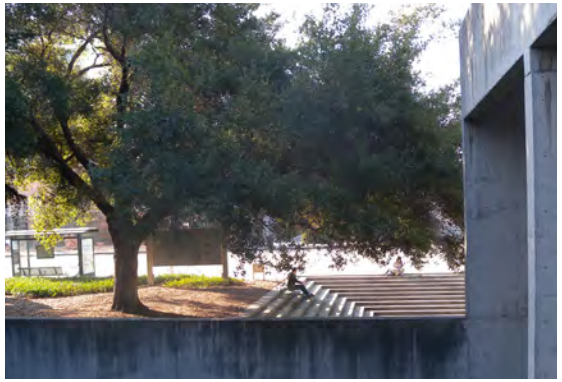
Open Space

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 amenities, including various recreational centers and a walking path around the lake. Measure DD improvements will create a new 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 improve pedestrian and bicycle connections, and open the connection between the lake and the channel.



New play equipment at Lincoln Square Park (top), Lake Merritt 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 facilities 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 Transportation Commission (ACTC) by Traffic Analysis Zone (TAZ).

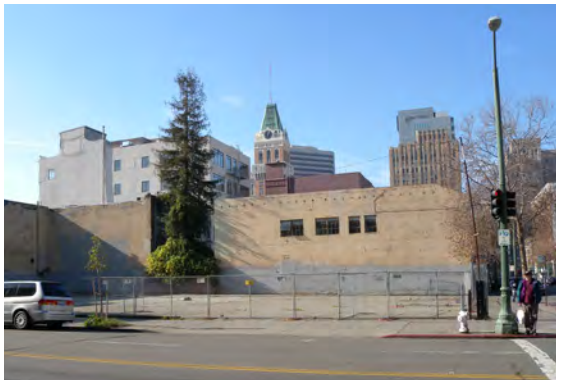
Opportunity Sites

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, understand the potential for future development, 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 current 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 their Real Estate Master Plan); and/or
- Are adjacent to opportunity sites.

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.

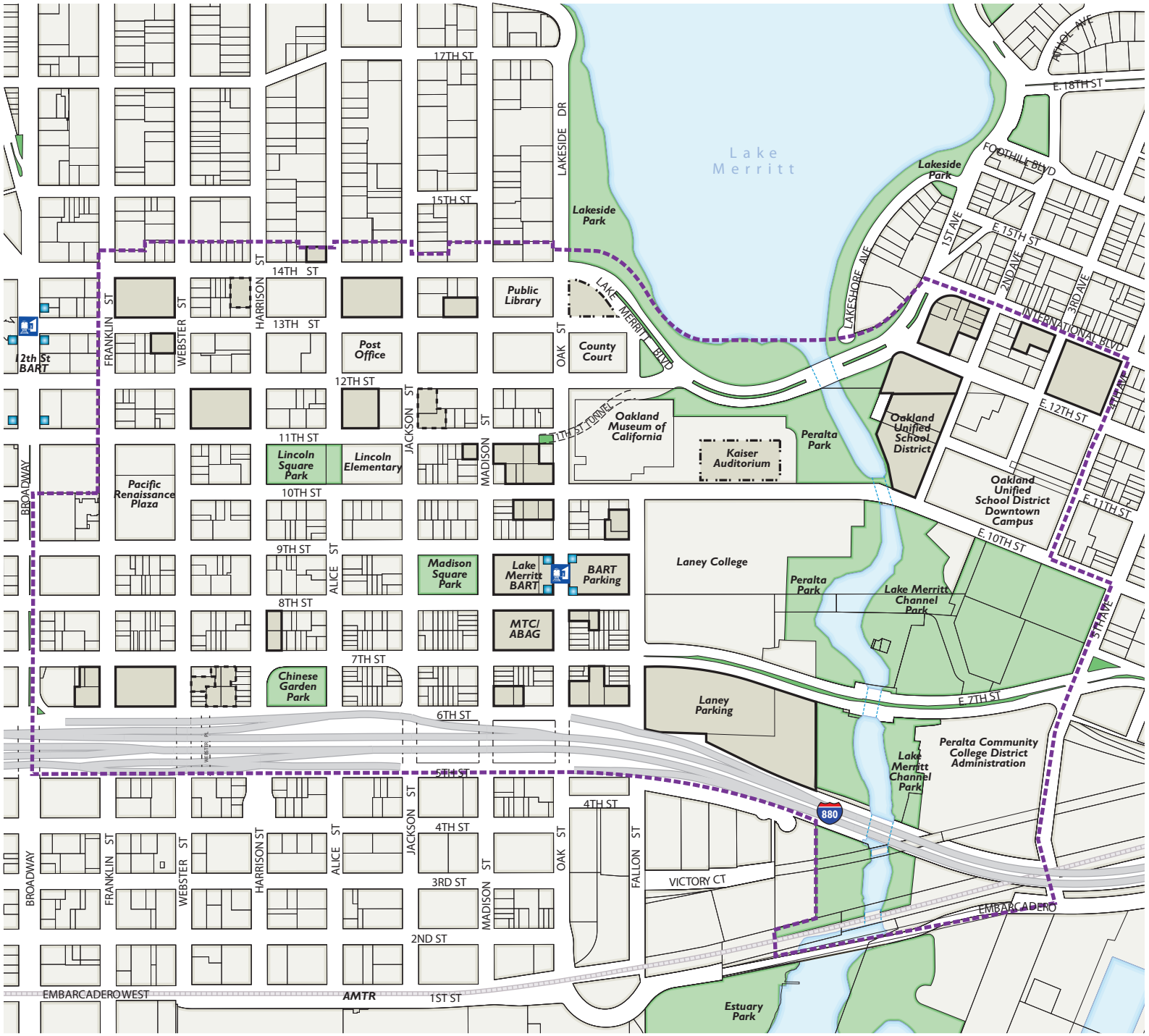


Figure 2.2:
OPPORTUNITY SITES (SITES MOST LIKELY TO REDEVELOP)

- Opportunity Sites with Community Agreement or Vacant Sites
- Opportunity Sites for Adaptive Reuse
- Approved Development (not yet under construction)
- Existing and Planned Parks
- BART Station Entrance
- Planning Area

2.3 Plan Districts: Existing Context

The Planning Area is divided into seven plan districts, shown on Figure 2.3. Chapter 3 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 two full blocks.

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

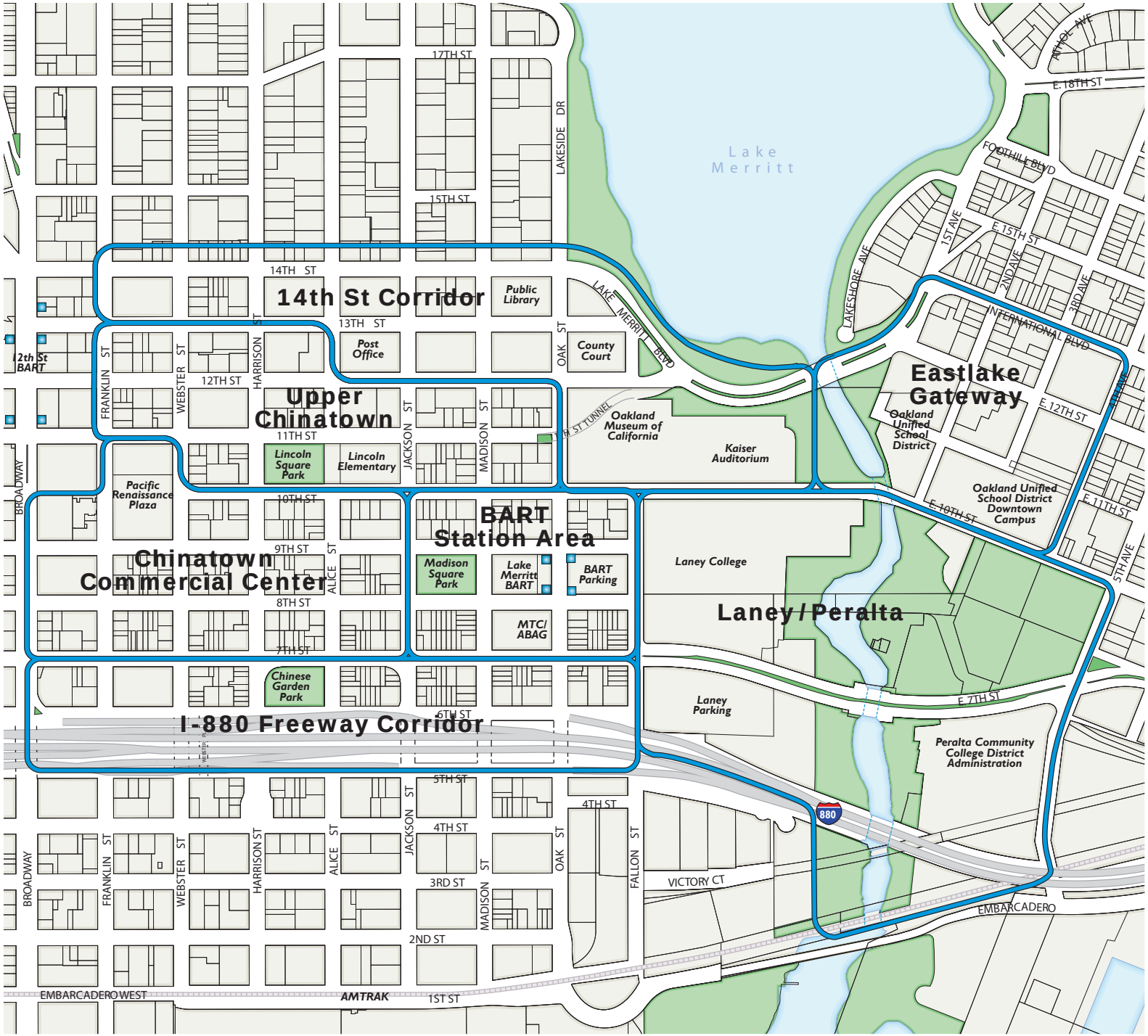


Figure 2.3:
PLAN DISTRICTS

Plan Districts

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, recreational space, 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.

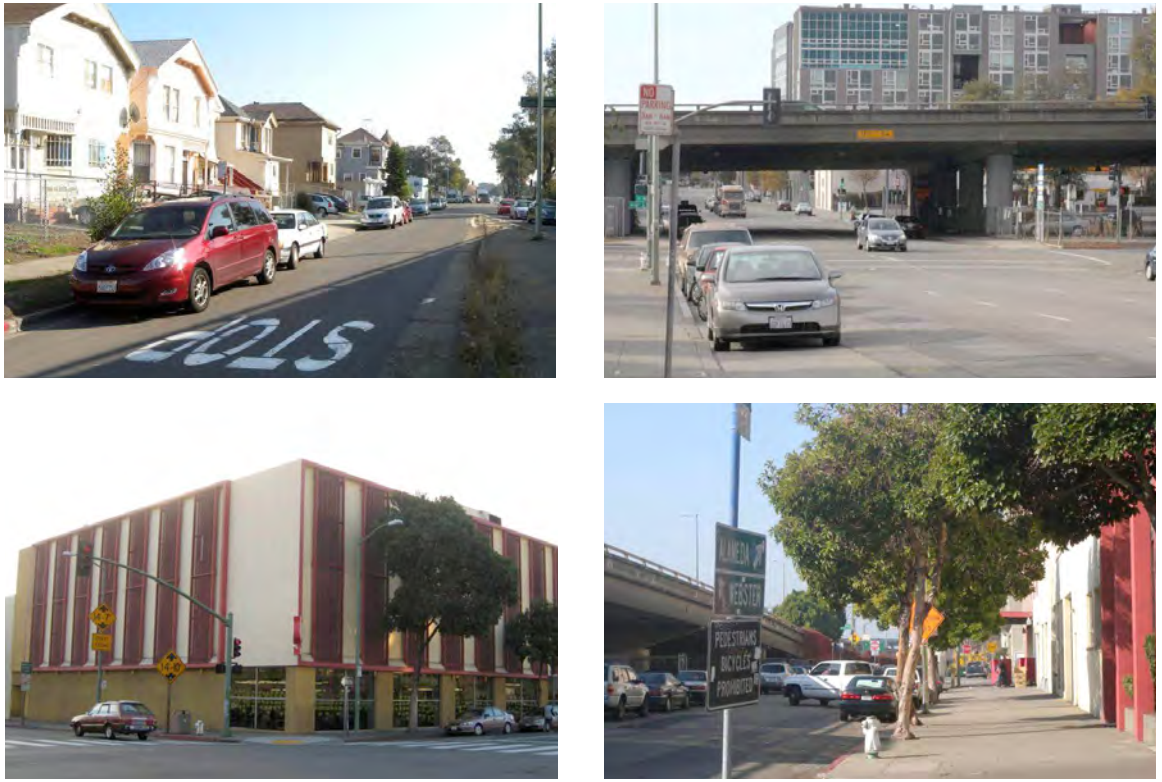
Blocks to the west and east of the MTC/ABAG building, also part of this district, include a mix of residential, retail, auto service, and office uses. The majority of these adjacent blocks are part of the 7th Street/Harrison Square Residential District, an Area of Primary Importance (API) as defined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

I-880 Freeway Corridor

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 Street 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 Freeway Corridor 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 recently completed 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 after school 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's 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 this Plan District offers several possibilities for improved connections and expanded community facilities.

2.4 Market Conditions

Market Opportunity Analysis

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. As of July 2014, there are signs of an emergent recovery with growth in the tech-dominated sector and the local housing market approaching values seen during the housing boom. The after-effects of the recession may be lingering in Oakland, as development activity has not yet accelerated at the pace of nearby cities nor at the pace experienced during the 10K housing initiative, when nearly 10,000 new residential units were built in Oakland. Oakland still has many projects in the development pipeline that are not yet moving foward with construction.

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 Street. 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 Asian residents from throughout the East Bay for cultural, social, 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 Jack London District where 1,350 new housing units and service retail have been developed. These nearby successes provide both inspiration and competition for 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 mem-

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.

bers 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 2008 taxable sales report showed retail sales in the Planning Area at $57 million, 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, such as the Ranch 99 Markets, and from the growing suburbanization of the East Bay Asian population. Therefore, 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 new office development in the Planning Area is for expansion the cluster of government and educational offices, and for professional services that support those uses. Alameda County has indicated that it plans to consolidate some of its functions from elsewhere in Oakland to 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.

Market Feasibility Assessment

An examination of the conceptual financial feasibility of selected development prototypes in the Planning Area was completed in the fall of 2011. However, more recent feasibility studies (including the *Downtown Oakland Development Feasibility Analysis*, completed in October 2013 and revisited in February 2014) generally reach the same conclusions described below.

The basic test of financial feasibility was to evaluate the ability to support the conceptual development costs for a given prototype with project-generated revenues, given market standard return requirements for both equity and debt. Four development prototypes were evaluated, all including market rate housing and ground floor retail.

Any feasibility assessment is a function of the assumed economic conditions which drive product type demand, potential revenue, construction costs, and cost of capital. For a plan that is meant to guide development over a long term 25-year period, there are obvious limitations to relying on current economic conditions to predict future development trends. However, instead of attempting to predict the economic future, the assessment is based on conditions as of fall 2011, and discusses the implications of possible future changes over the planning period.

Feasibility Findings

The feasibility assessment found that current rents support low rise construction with structured above-ground parking. However, in order to acquire development sites, higher rents will be required to generate higher residual land values to support land payments.

The higher density prototypes, including a 16-story high-rise tower with underground parking and an

Retail and office uses support jobs in the Planning Area.

eight-story mid-rise project with half of the parking underground, require substantial increases in rents or sales prices above current levels to be financially feasible.

Before providing for a land purchase payment, the per unit feasibility gap is in the range of $240,000 for the high-rise rental apartments, and just slightly less (at approximately $233,500) for high-rise for-sale units. It is important to recall that these feasibility gap estimates do not include the cost to buy sites, or to provide affordable housing or any other desired community amenities.

The eight-story mid-rise project would result in a smaller feasibility gap on a per unit basis (at approximately $46,500), but would still require an increase in rents to close the gap.

The assessment found that the addition of retail uses is generally a positive impact on project feasibility. However, we also note that retail rents currently vary throughout the Planning Area from a high of $5 per square foot per month in Chinatown's commercial core to about $2 per square foot on the edges of the core. Successful expansion of the commercial core in the future to enlarge the area that supports prime rents, by a achieving a careful blend of new tenants, pedestrian draws, and creation of a streetscape and pedestrian way that encourages shopper flow would improve these feasibility findings.

Plan Implications

While housing prices and rents have escalated dramatically as the Bay Area economy recovers, market rates in the Planning Area are still not comparable to locations where high density development is financially feasible, such as in San Francisco or in the Uptown area of Downtown Oakland. Thus, it is an assumption of this assessment that lower density housing solutions are most likely to be developed in the near term, and that the higher density developments will occur in the latter part of the Station Area planning period.

The amount of retail space in the Plan, at 404,000 square feet, is within the upper end of the range of demand for new space projected in the Market Opportunity Analysis. Retail is not a public amenity that needs to be subsidized, but rather a valuable element of a project, particularly in the commercial core area. Successful introduction of this amount of retail is dependent on creating strong retail streets that act as an extension of Chinatown's existing commercial strengths, encourage pedestrian flow, and provide for strong visibility and identity.

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. However, 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 Center.

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.

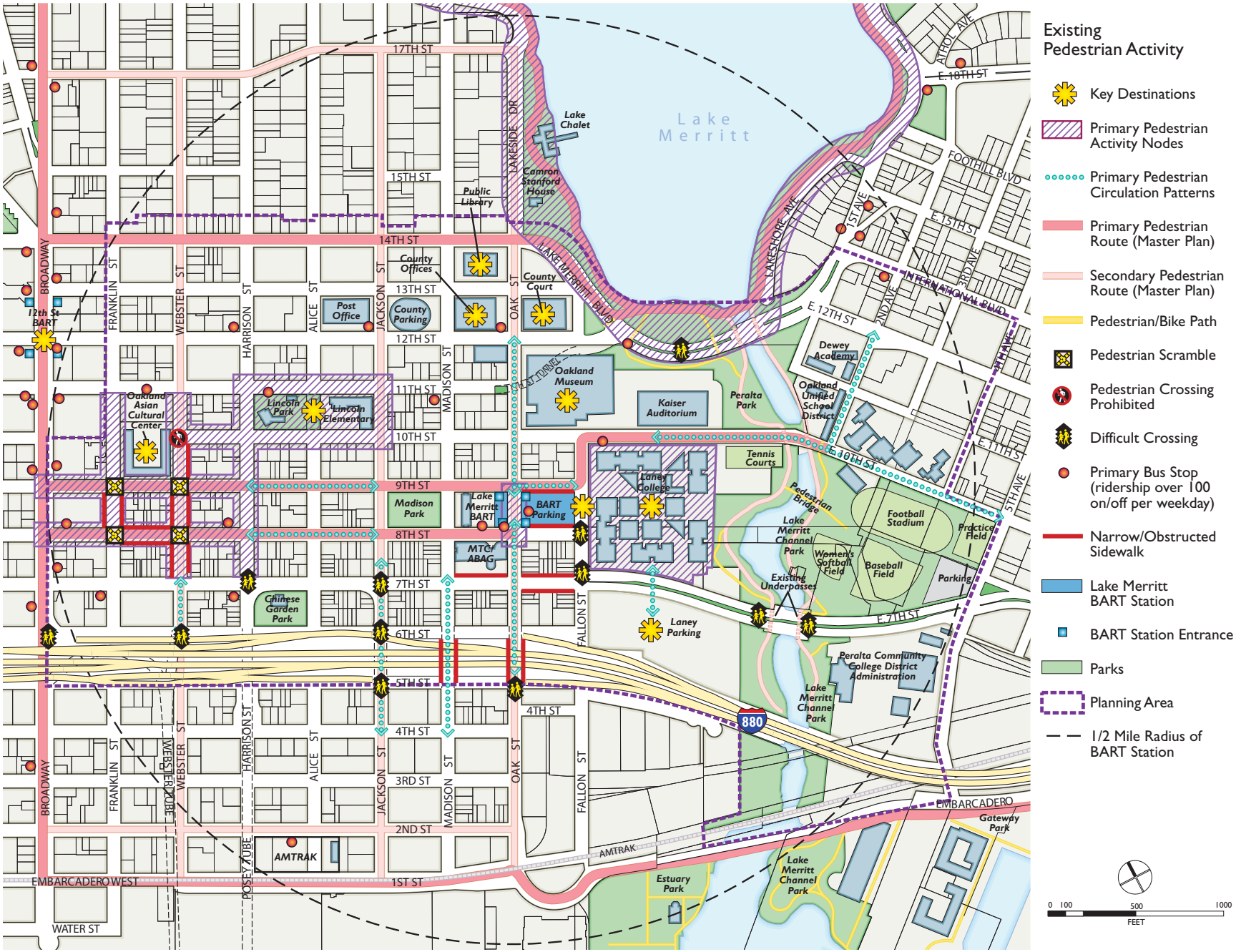
Transit Network

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

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

Figure 2.4: PEDESTRIAN ACTIVITY



Existing Pedestrian Activity

- Key Destinations
- Primary Pedestrian Activity Nodes
- Primary Pedestrian Circulation Patterns
- Primary Pedestrian Route (Master Plan)
- Secondary Pedestrian Route (Master Plan)
- Pedestrian/Bike Path
- 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
- Parks
- Planning Area
- 1/2 Mile Radius of BART Station

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provide direct service to Downtown and North Oakland, San Francisco, Berkeley, Fremont, and Dublin/Pleasanton from the Planning Area. As of 2008, the Lake Merritt BART Station had a pedestrian mode share of 45 percent of all home-based trips, the ninth highest pedestrian mode share out of BART's 43 stations. It also had a bicyclist mode share of 8.2 percent of all home-based trips, the sixth highest bicycle mode share out of BART's 43 stations.[3]

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. In addition, the City of Oakland coordinates with AC Transit to run the free B-shuttle along Broadway (and the westernmost edge of the Planning Area), connecting Jack London District and the waterfront to the Uptown District.

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 José 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 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 are opportunities to better 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 Center, especially on Sundays when the lack of parking enforcement leads to vehicles parking all day long in on-street spaces.[4]

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).

Streetscape Character

The term "streetscape" refers to the overall environment where all of the elements described above come together: 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 complete streets that encourage pedestrian activity, slower traffic, a contiguous bicycling network, and strong links to local destinations and adjacent districts. Participants in the 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.

3 "2008 BART Station Profile Study," BART Marketing and Research Department, Corey, Canapary & Galanis Research, 2008.

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

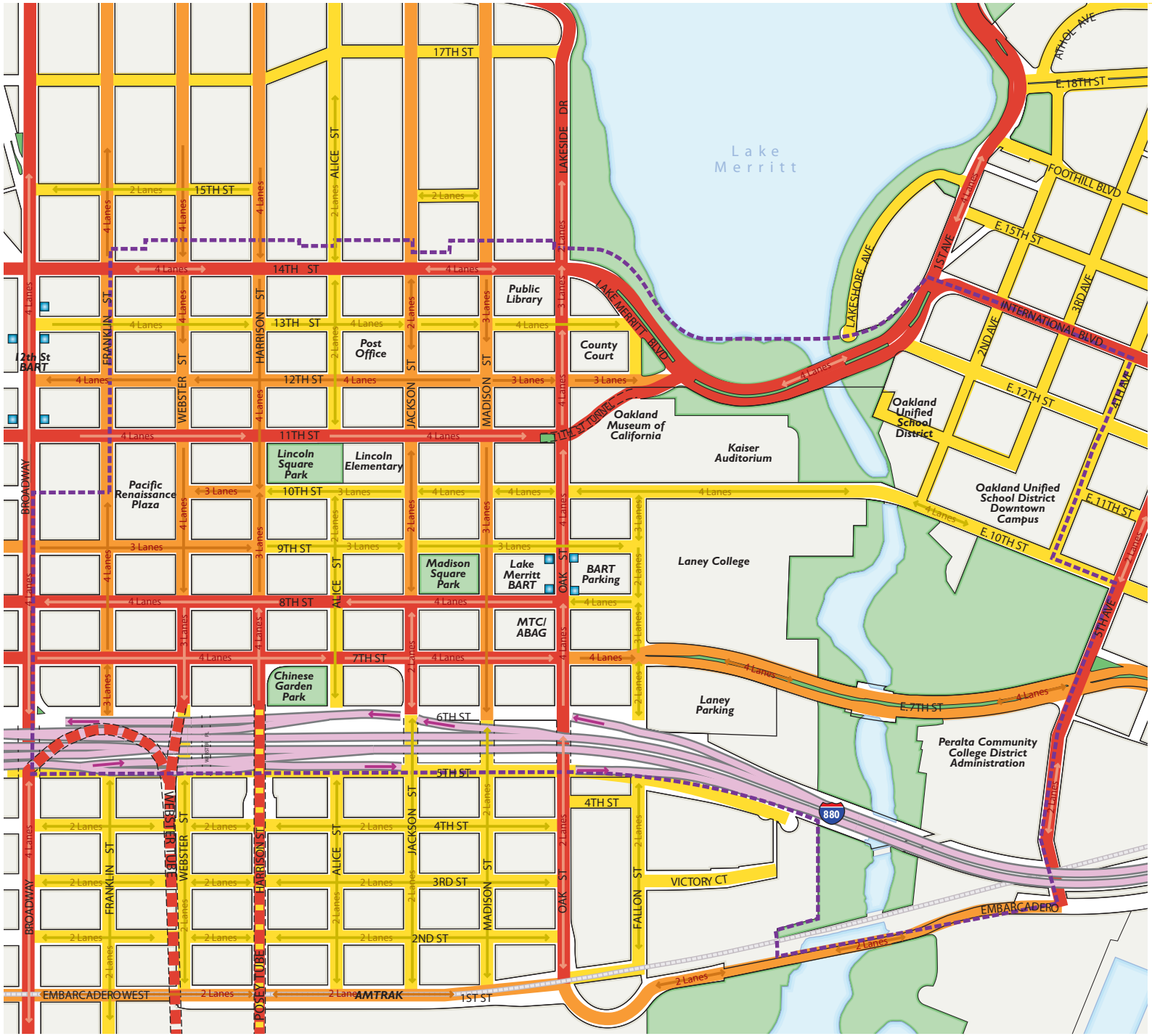

Figure 2.5:
EXISTING TRAFFIC VOLUMES

- 2400+ Peak-Hour Vehicles Per Hour
- 1200-2400 Peak-Hour Vehicles Per Hour
- <1200 Peak-Hour Vehicles Per Hour
- 3 Lanes — Number of Lanes & Travel Direction
- Freeway
- Planning Area

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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 four 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 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 eight 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 eight-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.

3 VISION

IN THIS CHAPTER

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3.2 Plan Concepts 3-6

3.3 Vision by Plan District 3-8

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 to 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, 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 neighborhood and regional destination. The Plan links the existing unique assets 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 for the 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 that could provide work for local residents.
- Support the provision of local training opportunities (including vocational English as a second language opportunities) for jobs being developed both in the Planning Area and the region, particularly those accessible via the transit network.
- Support 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 Freeway undercrossings.
- Develop a parking strategy that includes shared parking and allows access to the area, particularly to local retail, while also promoting non-auto modes of transportation and making 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.
- Build connections between the Planning Area and Jack London Square and the Oakland Waterfront.

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; and
- 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 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 a range of streetscape improvements that will enhance the public realm, and Planning Code amendments and Design Guidelines, which will be adopted concurrently, include standards and guidelines for new building development. 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 expanding the successful business environment of Oakland Chinatown.

The vision for the 14th Street Corridor seeks to activate the existing corridor as a major civic link, building on the existing assets such as 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 Chapter 2). 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, thereby activating 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, and distinctive street furniture.

Other key components of the vision include complementing existing cultural, institutional, and government uses – including the Oakland Museum of California, Kaiser Auditorium, County Courthouse, and 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, with some public open space that preserves views to Lake Merritt and creates a clear connection to the Lake and its trails.

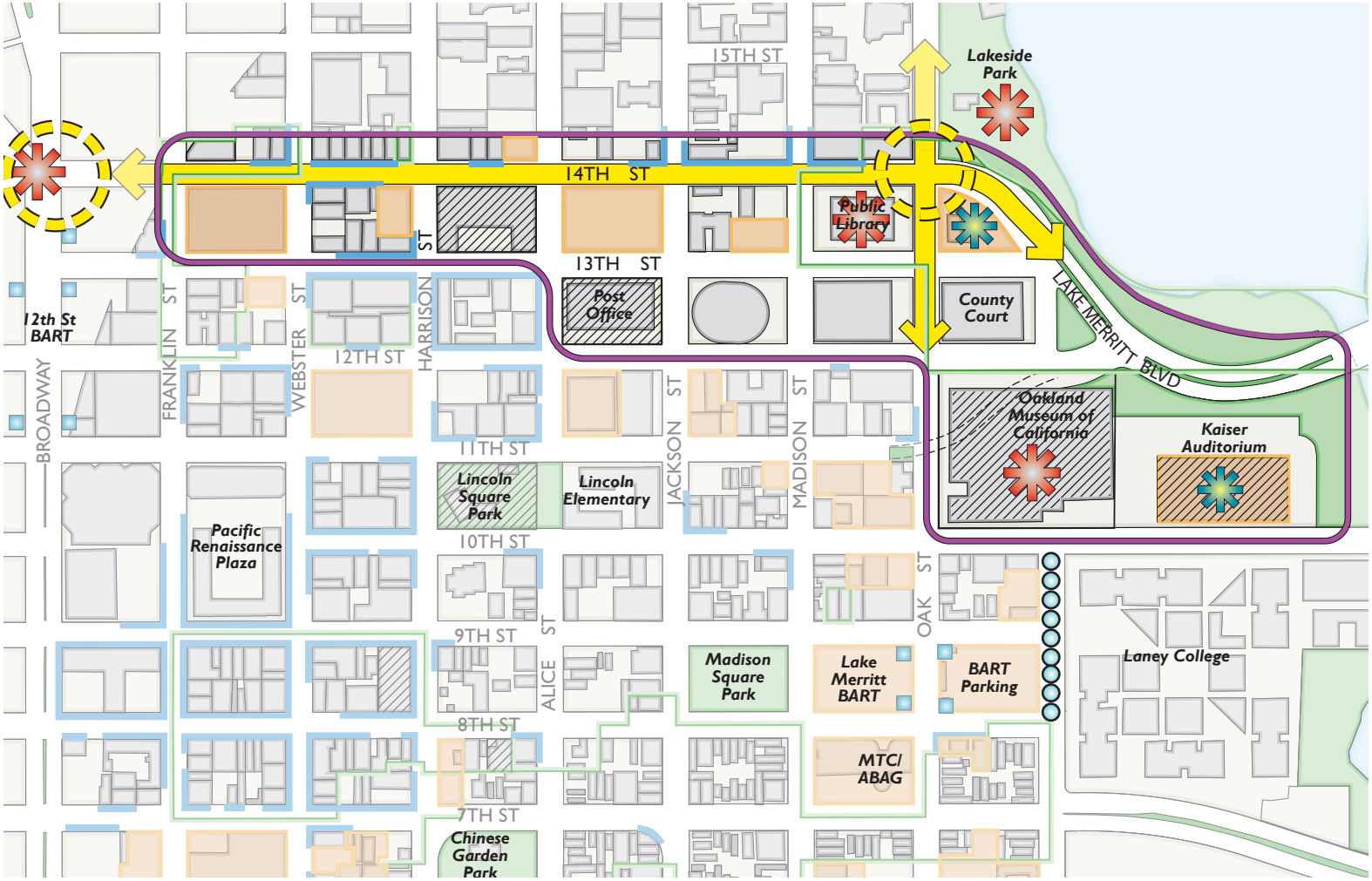

Figure 3.1:
14TH STREET CORRIDOR PLAN DISTRICT

- Plan District
- Opportunity Sites
- Historic District
- Major 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 buildings in need of renovations and improvements. Additional expansions of community facilities are recommended for the area, but could also occur in adjacent Plan Districts. There would also be new 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 Downtown 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.

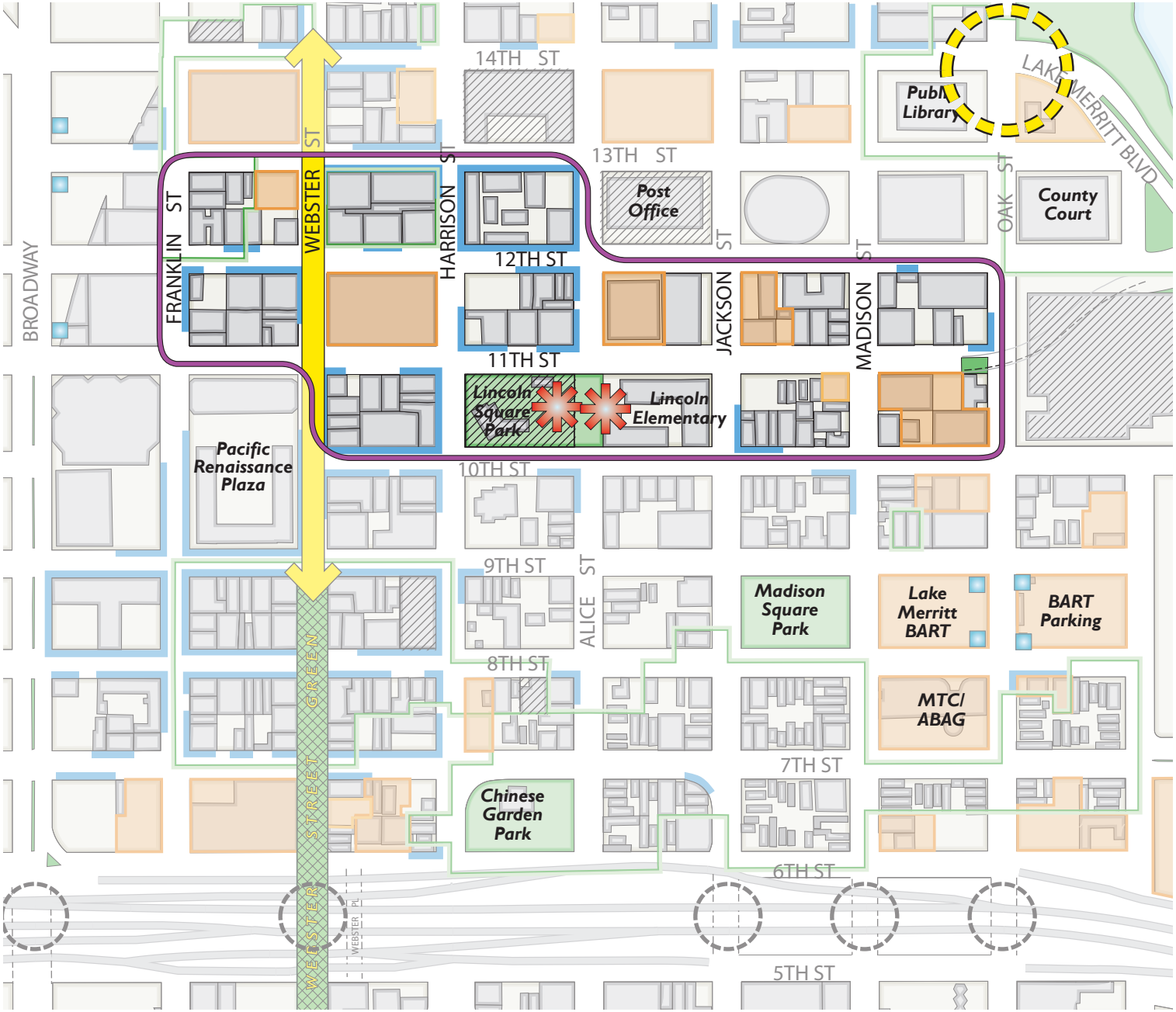

Figure 3.2:
UPPER CHINATOWN PLAN DISTRICT

- Plan District
- Opportunity Sites
- Historic District
- Major Connections
- Webster Green
- Existing Assets/ Destinations
- Designated Landmark
- Existing Building Footprints
- Existing Parks
- Existing Active Ground Floor Uses
- Improved Highway Undercrossings
- Primary Gateway

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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 a 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 Street and Broadway.

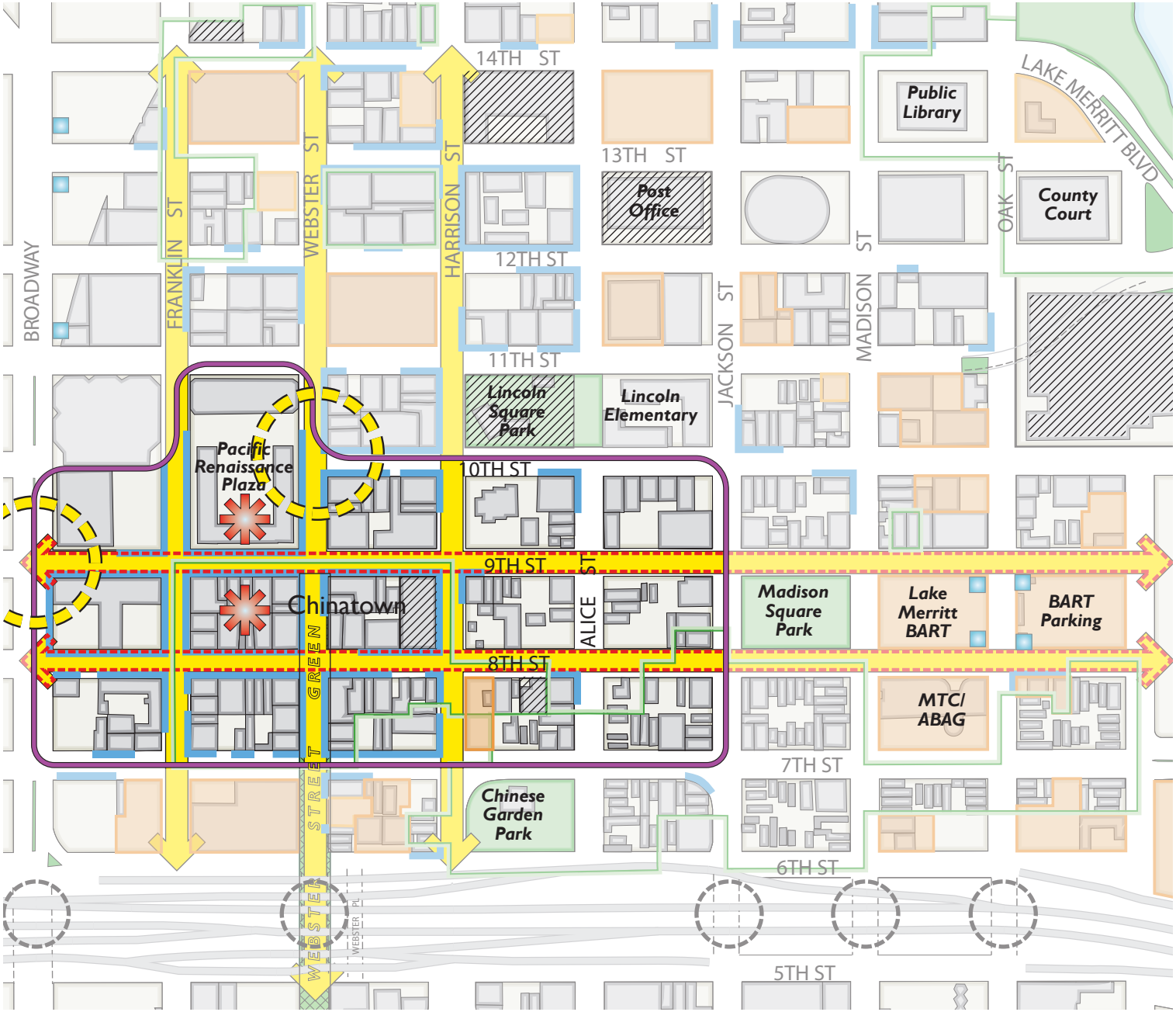

Figure 3.3:
CHINATOWN COMMERCIAL CENTER PLAN DISTRICT

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, taxi, and 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 considers 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.

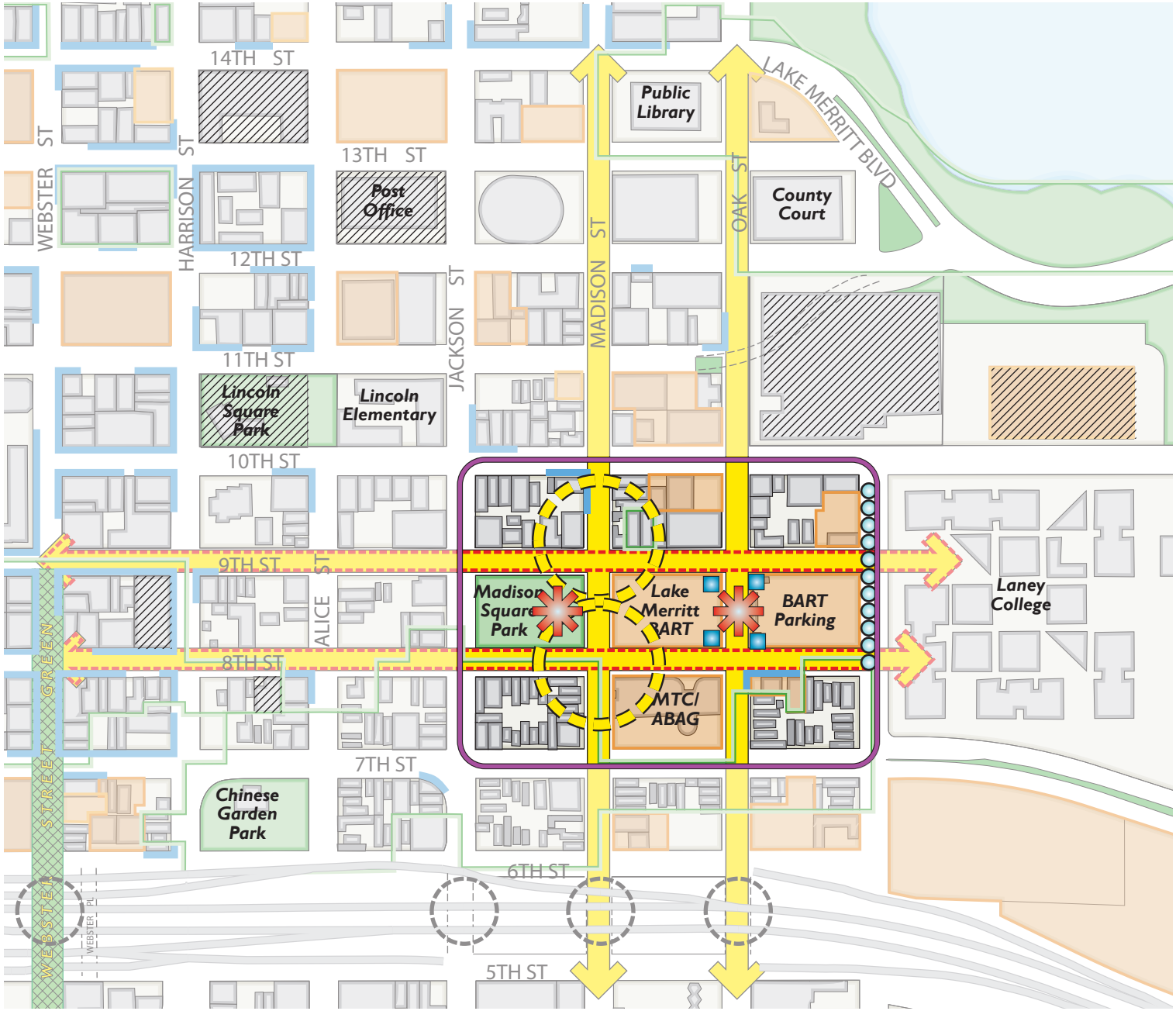

Figure 3.4:
BART STATION AREA DISTRICT

- Plan District
- Opportunity Sites
- Historic District
- Major Connections
- Potential Festival Street
- Critical Active Pedestrian Links
- Webster Greens
- Existing Assets/ Destinations
- Designated Landmark
- Existing Building Footprints
- Existing Parks
- Existing Active Ground Floor Uses
- Improved Highway Undercrossings
- Primary Gateway

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

I-880 Freeway Corridor

The Plan aims to transform the I-880 Freeway Corridor 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.

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 Corridor is illustrated in Figure 3.5.

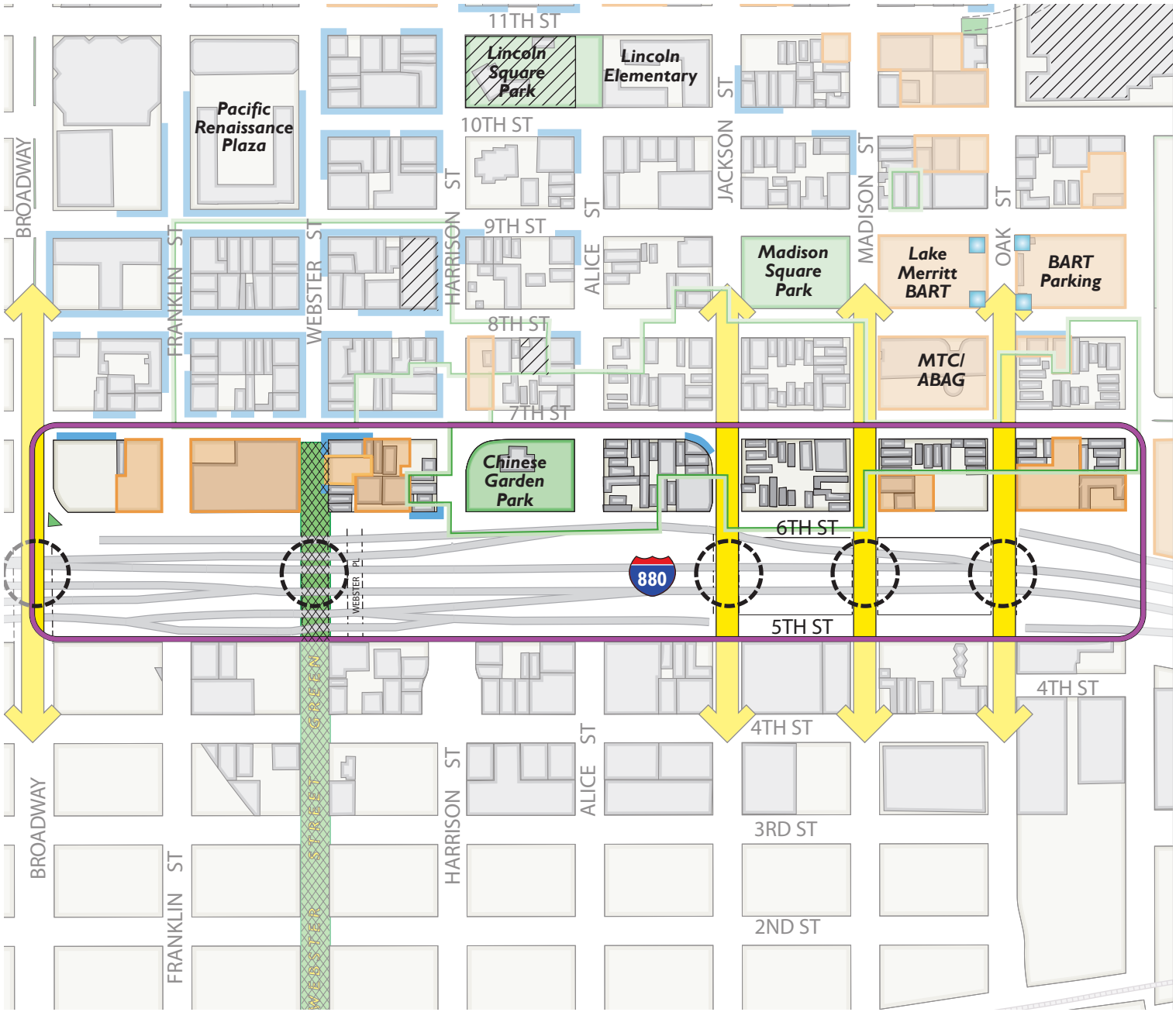

Figure 3.5:
I-880 FREEWAY CORRIDOR

- Planning District
- Opportunity Sites
- Historic District
- Major Connections
- Webster Green
- Designated Landmark
- Existing Building Footprints
- Existing Parks
- Existing Active Ground Floor Uses
- Improved Highway Undercrossings

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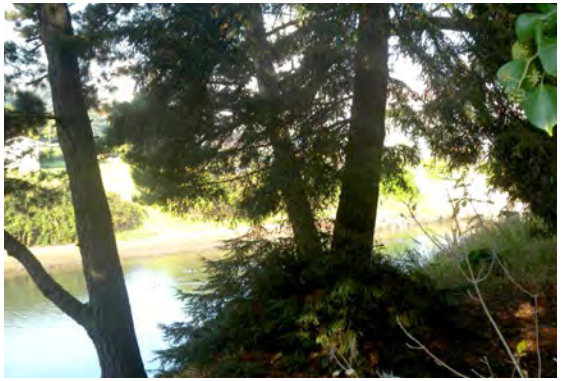


The vision for the Eastlake Gateway District is to create a distinctive, welcoming, and active gateway between the Planning Area and East and Central Oakland.

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 and 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.

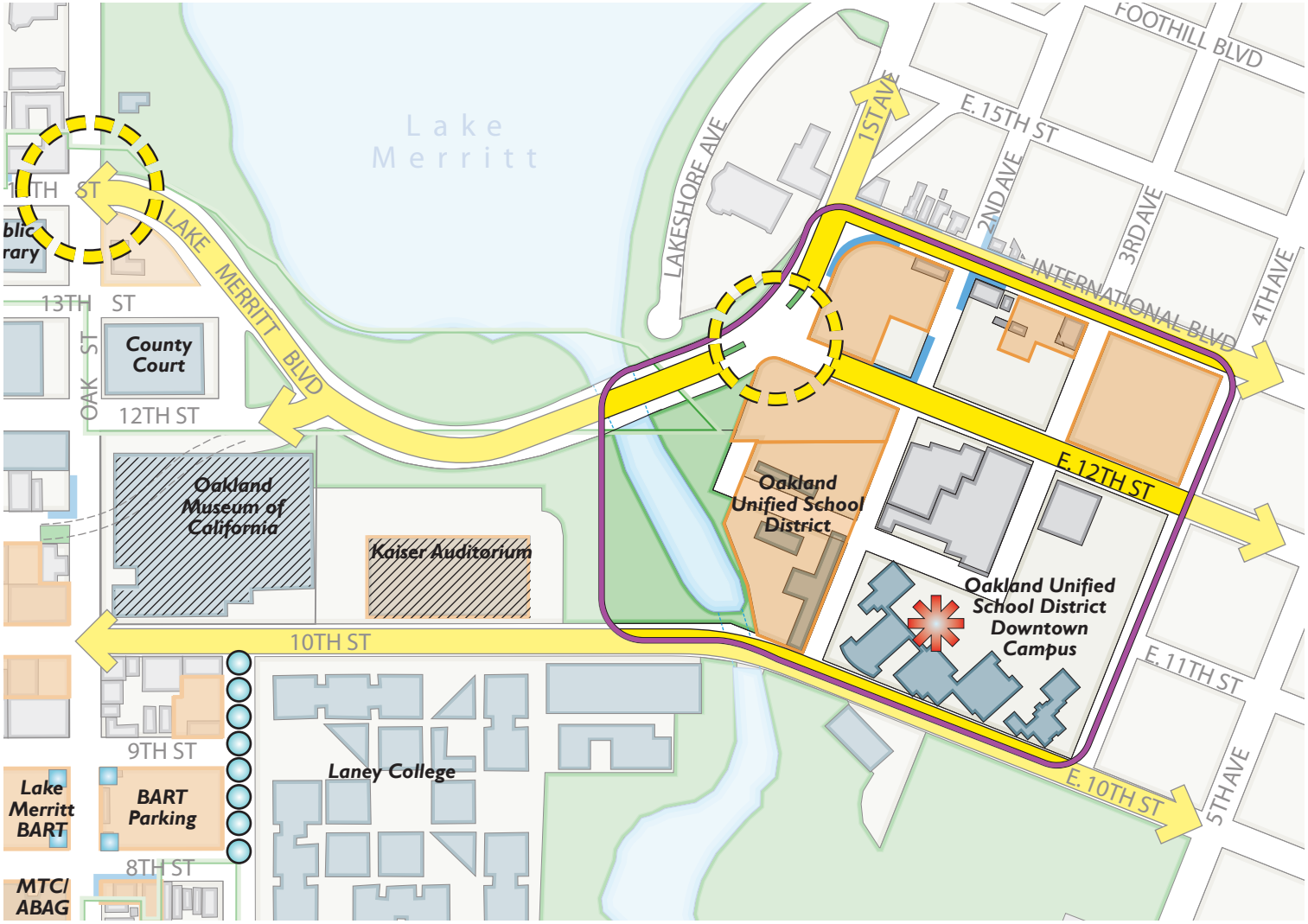
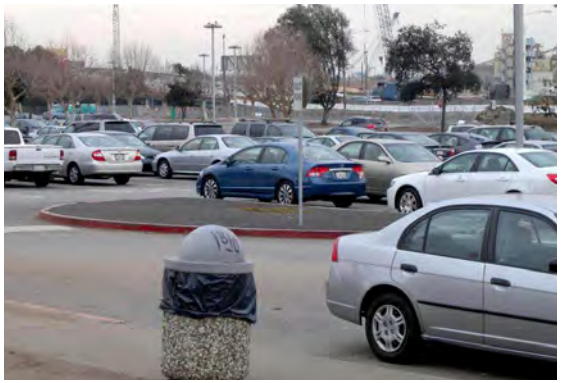


Figure 3.6:
EASTLAKE GATEWAY PLAN DISTRICT



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.

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.

- 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, 8th, 9th, 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.

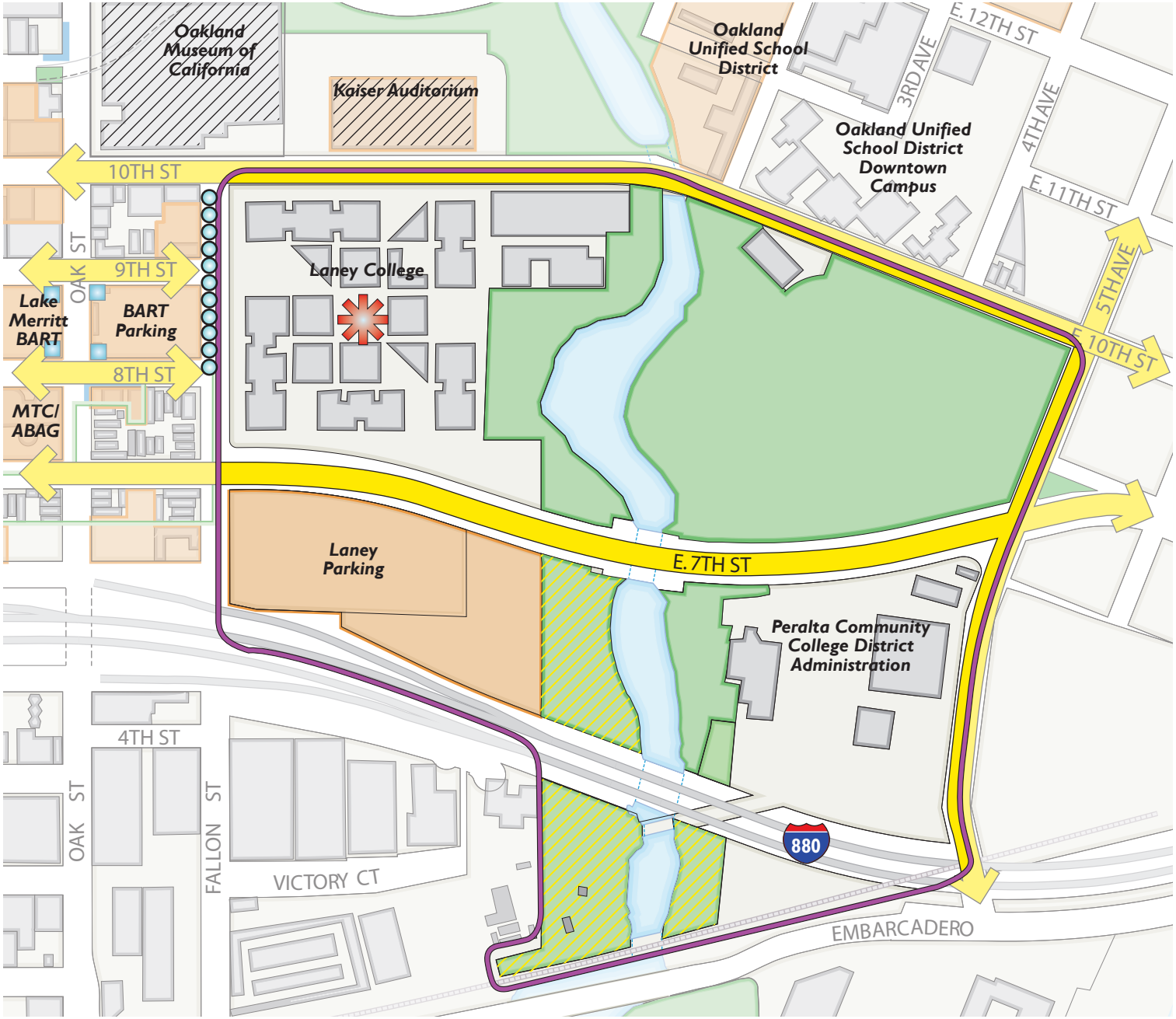


Figure 3.7:
LANEY/PERALTA PLAN DISTRICT

- Plan District
- Opportunity Sites
- Historic District
- Major Connections
- Potential Festival Street
- Existing Assets/ Destinations
- Designated Landmark
- Existing Building Footprints
- Existing Parks
- New Parks
- Existing Active Ground Floor Uses

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4 LAND USE

IN THIS CHAPTER

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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.

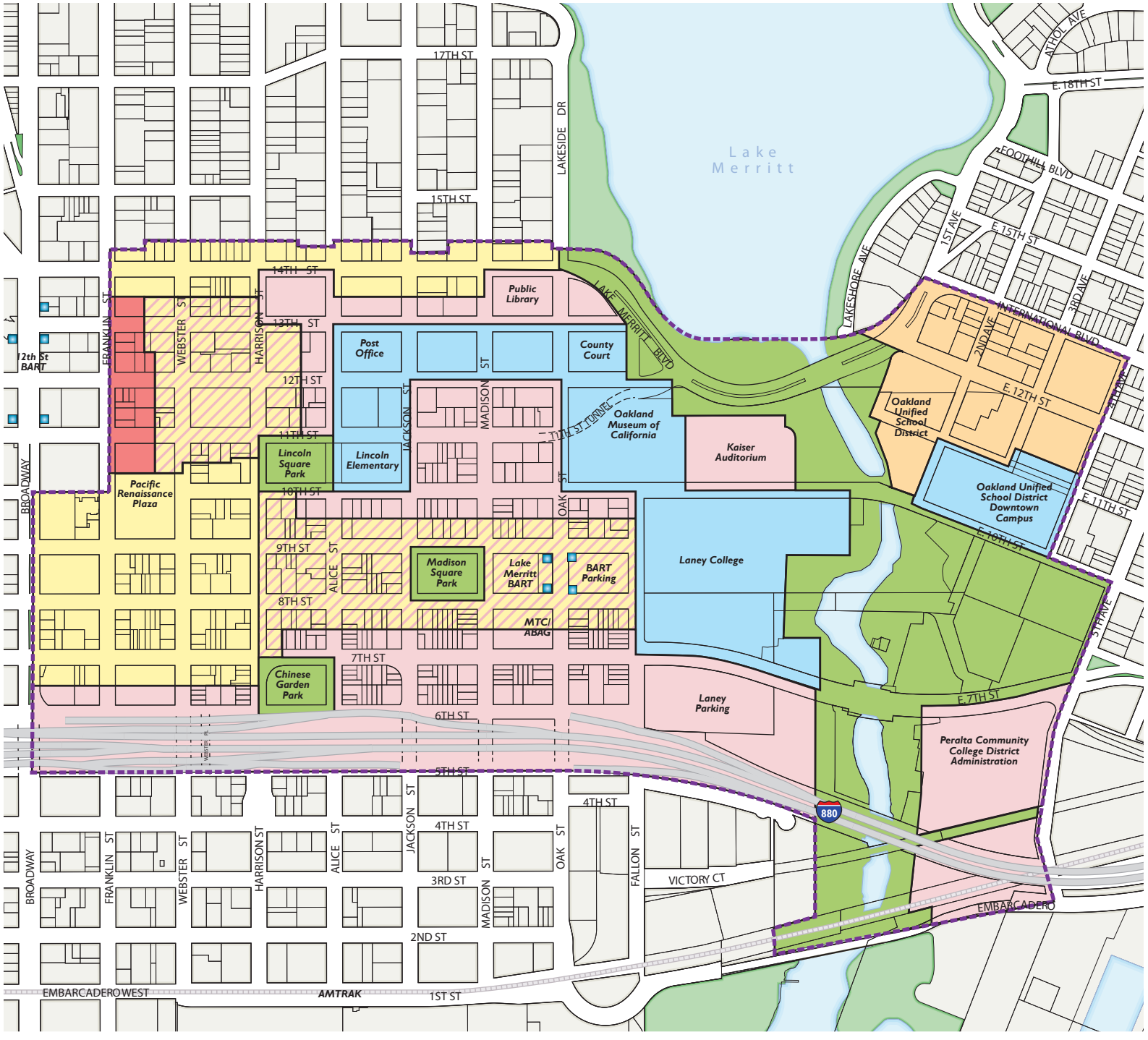
Land use character districts in the Planning Area include the following.

- **Pedestrian District.** 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 District.** 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 District.** An area allowing the maximum flexibility in uses, and permitting a variety of commercial, residential and light industrial uses.
- **Commercial District.** 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 District.** An area appropriate for educational facilities, cultural uses, health services, government agencies, and other uses of a similar character, such as Laney College, the Alameda County Courthouse, and the Oakland Museum.
- **Open Space District.** 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 District.** 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.

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.

Figure 4.1:
AREA CHARACTER



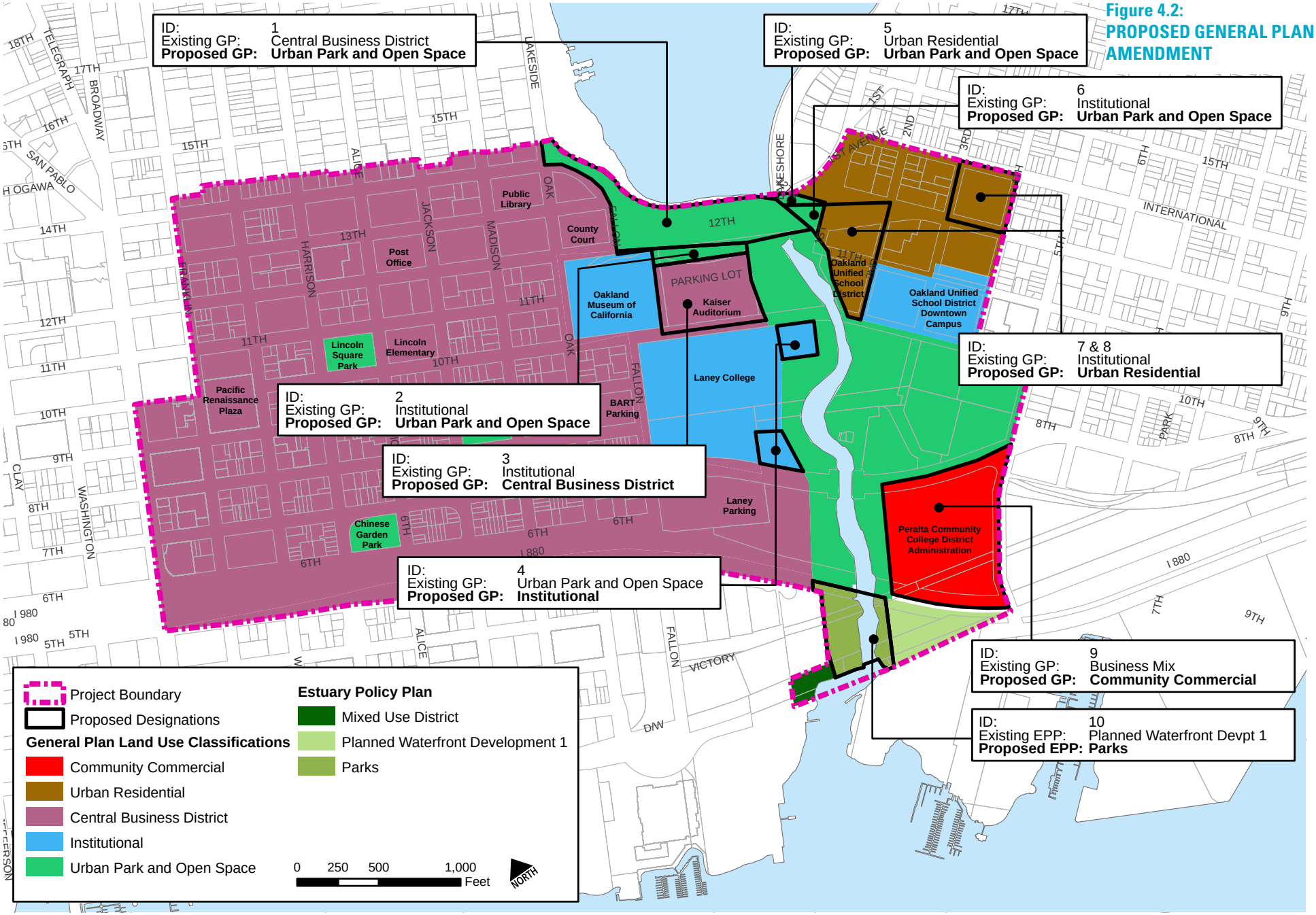
- Pedestrian District
- Pedestrian Transition District
- Flex District
- Commercial District
- Institutional District
- Open Space District
- Urban Residential District
- Open Space outside the Planning Area
- Planning Area

Proposed General Plan Amendments

The proposed General Plan amendments will update the current General Plan classifications to be consistent with the proposed Land Use Character map. Because the existing Central Business District Classification is consistent with a range of high-density mixed-use formats, this classification remains the predominant classification in the western portion of the Planning Area. The proposed changes are shown in Figure 4.2 and described as follows:

- **Lake Merritt Open Space.** The proposed General Plan amendment changes the area along Lake Merritt where Measure DD improvements are underway from Central Business District, Institutional, and Urban Residential to Urban Park and Open Space.
- **Kaiser Auditorium.** The proposed General Plan amendment changes the Kaiser Auditorium from Institutional to Central Business District.
- **Laney College.** The proposed General Plan amendment slightly expands the Institutional area, replacing some Urban Park and Open Space area.
- **Eastlake.** The proposed General Plan amendment change areas in Eastlake–including State and Oakland Unified School District sites, along with the newly created parcel from excess right of way– from Institutional to Urban Residential.
- **Peralta Community College District Administration.** The proposed General Plan amendment include changing the Peralta Community College District Administration parcels to Community Commercial.
- **Lake Merritt Channel.** The proposed General Plan amendment changes the southern edges of the Lake Merritt Channel from Planned Waterfront Development in the Estuary Policy Plan to Parks.

Figure 4.2: PROPOSED GENERAL PLAN AMENDMENT



City of Oakland, Department of Planning and Building
July 3, 2014

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, cafés, bars, and food to go. With the multiple hubs of activity planned in the area – including 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 4.3). 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.

Regardless of the use, the design of new development is essential for ensuring a vibrant district. For all areas, design guidelines will ensure that new buildings, with a variety of ground floor uses, will enhance the public realm and have interesting facades that engage pedestrians. See the Design Guidelines for the Lake Merritt Station Area Plan for more detail.

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.

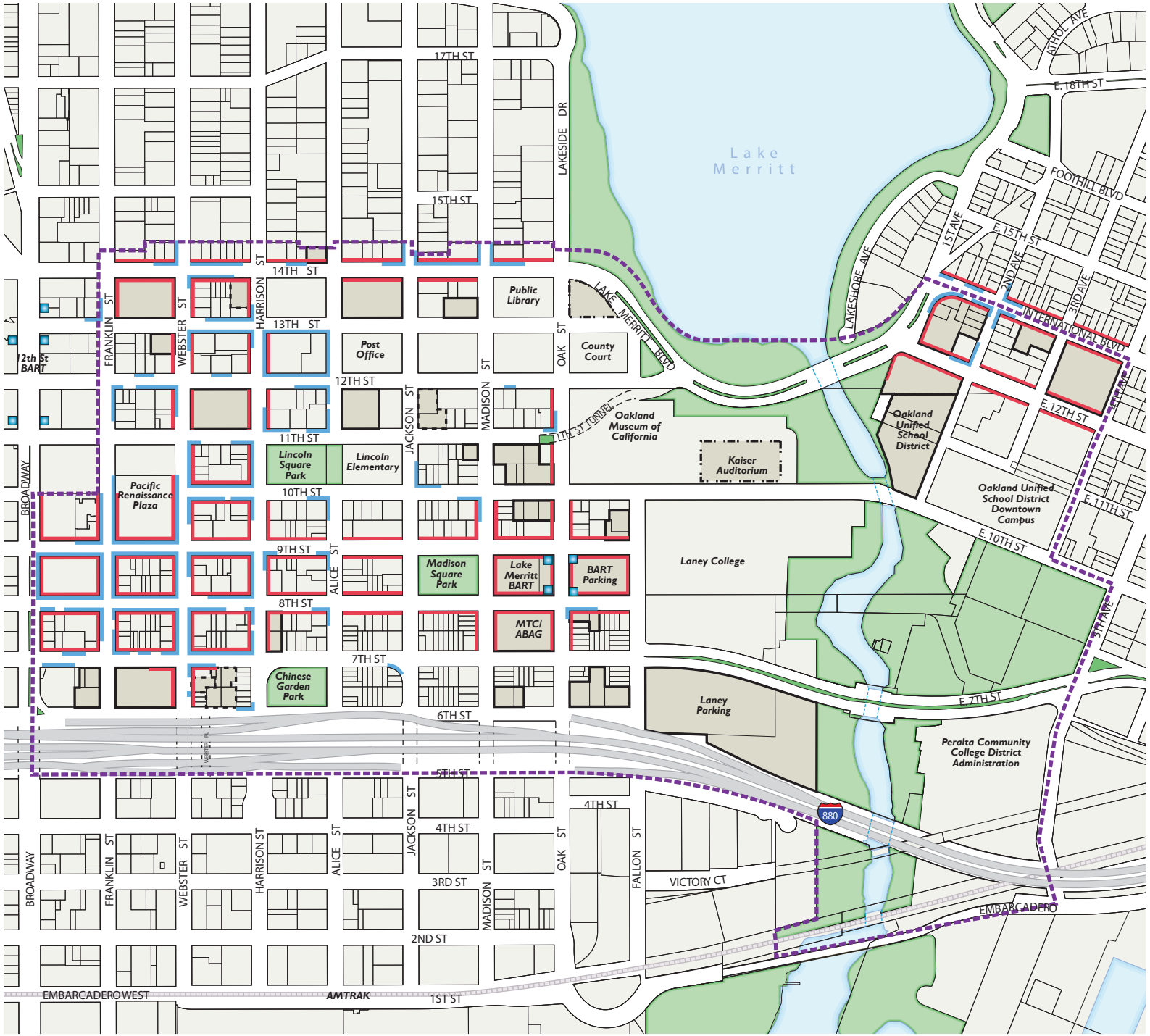


Figure 4.3:
ACTIVE GROUND FLOOR USES

- Proposed Active Ground-Floor Uses
- Existing Active Ground-Floor Uses
- Opportunity Sites with Community Agreement or Vacant Sites
- Opportunity Sites for Adaptive Reuse
- Approved Development (not yet under construction)
- Planning Area

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 detailed in zoning, 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 complement the existing context, and ensure that a consistent character is maintained from the pedestrian perspective. These heights should be consistent with breaking points in cost of construction for different construction types.
- **Total Tower height:** Total tower height would be an additional amount of height above the base height. In order to ensure slender towers, tower portions of a building would be subject to massing regulations, such as setbacks, percent lot coverage above the base and tower length limits.
- **Additional Tower Height:** Additional tower height could be conditionally permitted for a limited number of buildings (up to a specific maximum height). The Conditional Use Permit process would include findings for design compatibility and consistency with the goals and policies of the Station Area Plan.

A 45 foot height limit would be consistent with Type V construction (wood frame, with the lowest construction costs). An 85-foot height limit would allow 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). Over 85 feet, Type I construction requires additional fire safety measures, including an electronic fire alarm signalization system, making it the most expensive construction type and representing the greatest jump in construction cost.

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.

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

- Base and tower heights consider:
  - Block and lot sizes.
  - Location relative to Downtown (generally taller buildings).
  - Existing height of buildings in Historic Areas, if height is a character-defining feature (such as in the 7th Street/ Harrison Square Residential District of Primary Importance).
  - 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.

Tower Massing Regulations

Tower massing is desirable in order to limit the impact of towers on neighborhood livability and ensure towers are well integrated into the existing neighborhood context. Key objectives of tower massing include:

- Allow sunlight, air and views between towers.
- Minimize the casting of large shadows, particularly on public open spaces.
- Reduce apparent bulk at lower floors.

- Establish visual consistency with adjacent buildings (i.e. through set-backs or use of horizontal features).
- Enhance the City skyline.

Detailed tower massing regulations will be included in the zoning and additional guidance can be found in the Design Guidelines for the Plan.

Draft Height Map

The Draft Height Map for the Plan is shown in Figure 4.4. The proposed Height Areas, which are described below, are conceptual; the zoning regulations will be based on these concepts, but will be further refined and provide more specifics, including density, bulk and tower regulations. Furthermore, all buildings in each of the Height Areas would be subject to the design guidelines outlined in the accompanying document, Design Guidelines for the Lake Merritt Station Area Plan, which provide guidance on ensuring neighborhood compatibility.

The proposed base height, which is important for establishing the way pedestrians experience the urban environment, is 45 feet throughout the Planning Area with some possibilities for higher bases with a Conditional Use Permit.

Transit-Oriented Development Height Area (High)

The Transit-Oriented Development Height Area would have a height limit of 275 feet, the highest in the Planning Area, to accommodate high density, transit-oriented development around the Lake Merritt BART Station and along the Broadway corridor near the core of Downtown Oakland. This Height Area would also be located along portions of the I-880 Freeway in order to provide a buffer to reduce noise and air quality impacts.

Downtown Height Area (Mid-High)

The Downtown Height Area, near the Downtown core, would have a height limit of 175 feet to accommodate high density, transit-oriented development closest to the 12th Street BART Station (on Broadway between 12th and 14th Streets), and along the civic/office corridors of 11th, 12th and 13th Streets. This height limit reflects the existing context of larger buildings and larger parcel sizes that exist on the northern end of the Planning Areas. A limited number of buildings could be conditionally permitted for an additional tower height (up to 275 feet).

Mixed Use Height Area (Mid-Low)

The Mixed Use Height Area would have height limit of 85 feet. It is the largest Height Area, covering the majority of the Planning Area. It would accommodate dense development appropriate to areas near transit while also reflecting the relatively lower-rise character of surrounding neighborhoods and historic mid-rise buildings. This Height Area is proposed for the Eastlake residential mixed-use neighborhood, the core of Chinatown, and blocks containing important historic districts or landmarks, such as the King Block, Hotel Oakland, Kaiser Auditorium, County Courthouse, and other historic landmarks. This Height Area also provides a transition between the adjacent open spaces surrounding the Lake Merritt Channel and the Downtown and Transit Oriented Development Height Areas.

Historic Height Area (Low)

The Historic Height Area would be consistent with the lower heights of existing historic buildings, with a total height limit of 45 feet. It is proposed along 7th Street in the most intact portions of the 7th Street/Harrison Square Residential Historic District Area of Primary Importance, where height is a character-defining feature. This Height Area is also proposed for the Fire Alarm Building site given its height as a character-defining feature.

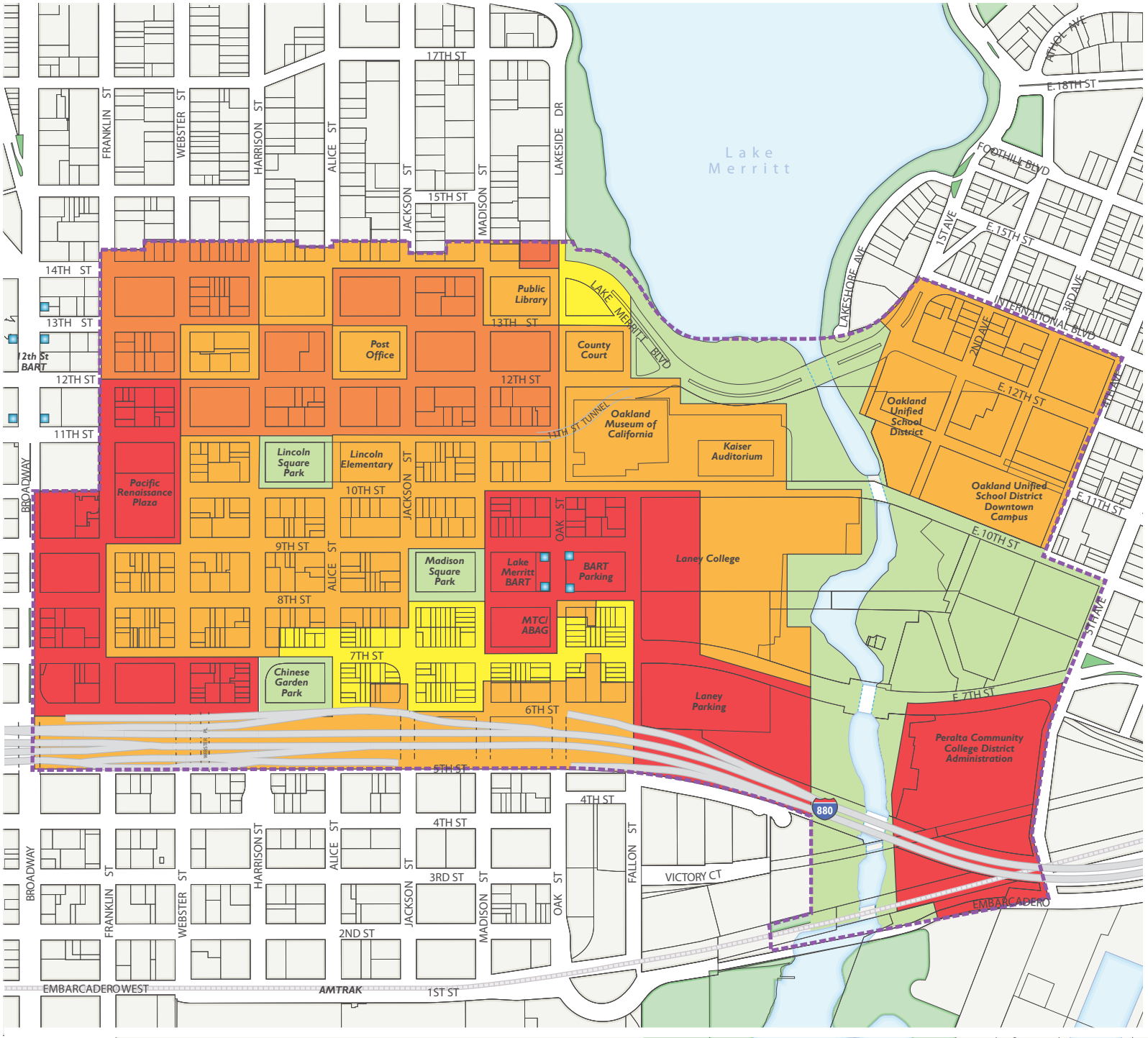


Figure 4.4: DRAFT HEIGHT MAP, TO BE FINALIZED IN ZONING

Zone	Height Limit*
High	275 ft
Mid-High	175 ft
Mid-Low	85 ft
Low	45 ft
Open Space	
Planning Area	

* Additional height (up to 275 feet) could be allowed for a limited number of buildings upon the granting of a Conditional Use Permit

The final height areas adopted in zoning may be different, and supercede height areas on this map.

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4.3 Developer Incentive Program

The Plan recommends exploring the feasibility of a Developer Incentive Program, which would allow a developer to receive additional development rights (via height, FAR, density bonus, or relaxation of other requirements) in exchange for the voluntary provision of certain amenities, such as affordable housing, public open space, community centers, or childcare centers. A Developer Incentive Program would be one of a menu of different tools for achieving community-identified benefits or amenities. This entire menu of tools is described in greater detail in Chapter 10.

The City of Oakland's zoning regulations already include small relaxations in development requirements in exchange for the provision of amenities. For instance, in exchange for providing additional bicycle parking beyond the minimum requirement, auto parking requirements are reduced. In the Central Business District (CBD), provision of a public plaza allows a development to have reduced private open space requirements.

In addition to keeping existing incentives, proposed zoning regulations that accompany the Plan could also further incentivize benefits such as, affordable housing or adaptive reuse of historic resources by relaxing development requirements such as, parking and private open space.

The Development Incentive Program, as conceptualized during the planning process, would be broader than those described above to include some more costly public benefits. In order to ensure that these community benefits are attainable, the program must make economic sense. 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. Additionally, the benefits must clearly be reflective of the community's needs and desires.

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 are included in **Appendix A.**

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. The financial feasibility analysis indicates that in the short term more low- and mid-rise development will likely occur, with high-rise development in the latter part of the planning period. A summary of the financial feasibility analysis is also included in Chapter 2.

Figures 4.5 and 4.6 provide illustrative views of potential development in 2035. Note that these drawings are conceptual massing diagrams only, and do not represent actual design; they also illustrate only one of many possible outcomes of new development. Existing buildings are shown in grey, with new buildings shown in orange. The massing diagrams may not reflect proposed massing regulations exactly, but do illustrate where redevelopment is most likely to occur in the future.

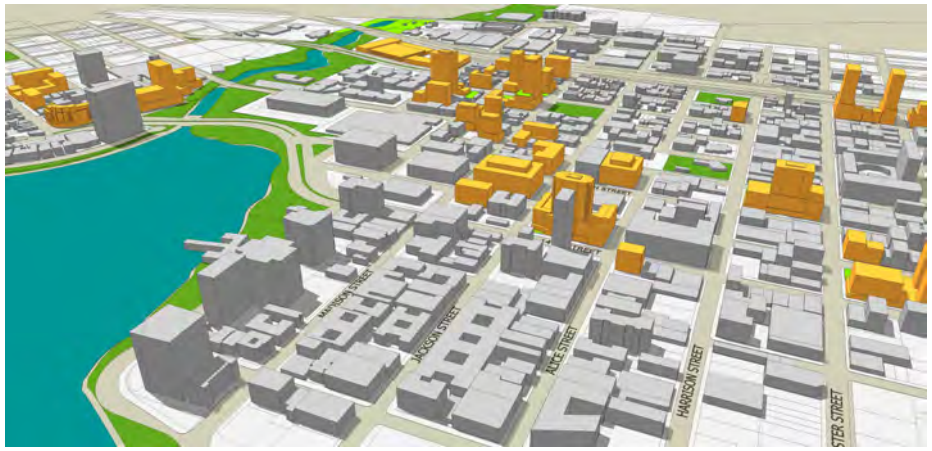
Table 4.1: PLANNING AREA DEVELOPMENT POTENTIAL

	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	**108,000**	3,575,000	3%
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.

Figure 4.5:
EXISTING AND FUTURE AREA VIEW LOOKING SOUTHEAST

Existing



Future

Figure 4.6:
EXISTING AND FUTURE AREA VIEW LOOKING EAST

Existing

Future

4.5 Affordable Housing Strategy

This section of the Plan is based on research done primarily between 2010 and 2012, when the City, along with the entire nation was in a deep economic recession Since then, as of July 2014 the City's economy, including its housing market, have begun to rebound. The most significant change has been the increase in the cost of housing, including both home sale pries and market rental rates, as noted below.

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 (AMI) of $49,481.[1] The HUD defined area median income for a two person household (for Alameda and Contra Costa Counties) was $71,400 in 2013, 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.[2] 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 and the recent dissolution of the City's Redevelopment Agency (which produced tax increment, the most important local source of affordable housing funding), 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; and
- Affordable Housing Implementation Strategies.

Assessment of Existing Conditions

Demographic and Housing Market Trends

This section provides a snapshot of the characteristics of the typical resident living within one-half mile radius of the Lake Merritt BART Station, 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

1 Source: Conley Consulting Group, Claritas, Inc.; December 2009. More recent data form the American Community Survey 2007-2011 shows the city wide median income has only risen slight to $51,144.

2 It is likely that the percentage of cost-burdened residents has increased given recent trends in rising housing costs..

units occupied by owners. In contrast, for the City of Oakland 59 percent are renter occupied housing units and 41 percent are owner occupied.

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 2013 was $390,000. While prices have not yet reached levels from 2007, when the average sales price was $511,146, the 2013 average sales price (which appears to be continuing to rise) represents an increase of nearly 56 percent from the average home sales price in 2009, which was $250,000.

In 2006, selected new multifamily developments in Oakland's Central District which includes the Planning Area, one bedroom units between 650 and 750 square feet were priced between $324,000 and $499,000, from $499 to $830 per square foot. Larger two bedroom units between 1,100 and 1,350 square feet were priced between $619,000 and $899,000, from $476 to $692 per square foot. While condominium units that resold in late 2009 typically sold for 50 percent to 60 percent below their peak levels in 2006, recent data show sales prices approaching 2006 levels, with the average sales prices close to $500 per square foot as of October 2013, according to the recently completed *Downtown Oakland Development Feasibility Study (November 2013).*

The average market rate monthly rent in Oakland in 2009 according to Realfacts was $1,550. However, more recent reports from Realfacts show the market monthly rate to be $2,124. It should be noted that RealFacts data only looks at *advertised* rents for a select number of market rate buildings, and does not look at occupied units. Existing residents typically pay lower rents, on average, than new occupants of rental units, because of rent control. Regardless, it is an indicator of an alarming trend of increased rental costs.

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. The market will continue producing 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 five or more rental units are proposed for

Figure 4.7:
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.

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 4.7). Replacement rental units ensure the balance of rental and ownership units is maintained, which is critical in Oakland, where most households are renters (59 percent) and even more important in the Lake Merritt Station Area Planning Area where the overwhelming majority of residents are renters.

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 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 in 2012 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. As noted earlier, given rising market rental rates and home sale prices, the number of cost-burdened households is likely increasing.

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 1,764 affordable housing units, which represents about 28 percent of the existing 6,270 units in the half mile radius. As of July 2014, an additional 503 units were in the development pipeline all of which were fully entitled (68 affordable units[5]). The existing afford-

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

5 These units are entitled at 1110 Jackson Street.

able 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 General Plan's 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 2014-2022, the City of Oakland must plan for 14,765 new housing units (28 percent of these units are designated to be affordable to very low- and low-income households, 19 percent affordable to moderate income and 53 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 Chapter 2, Section 2.2). Applying the income distribution from the 2014-2022 RHNA to the Planning Area's build-out horizon (2035) would result in a need for 28 percent of new housing units to be affordable to very-low and low-income households, a total of 1,372 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

Affordable Housing

The income limits for affordable housing for a four person household in 2013 are as follows:

- Extremely Low Income (30% AMI) $26,750
- Very Low Income (50% AMI) $44,600
- Lower Income (80% AMI) $64,400
- Median Income (100% AMI) $89,200
- Moderate Income (120% AMI) $107,050

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

	OAKLAND RHNA	INFERRED PLANNING AREA HOUSING NEED ALLOCATION
AFFORDABILITY LEVEL	HOUSING NEED (UNITS)	HOUSING NEED (UNITS)
Extremely Low Income	1,029 (7%)	343 (7%)
Very Low Income	1,030 (7%)	343 (7%)
Low Income	2,075 (14%)	686 (14%)
Moderate Income	2,815 (19%)	931 (19%)
Above Moderate Income	7,816 (53%)	2,597 (53%)
Total Need	**14,765**	**4,900**

(six to eight stories) and 392 units per acre for high-rise development (nine 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.

Target Number of Affordable Units in the 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 effect 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 28 percent (the RHNA distribution of new affordable housing units needed for very low- and low-income households), 1,372 affordable units would be produced. However, with the dissolution of the Oakland Redevelopment Agency, there is currently limited local funding mechanisms in place dedicated to the production of affordable housing. Without additional 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 28 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 income levels (from affordable to market rate housing).
- Prevent involuntary displacement of residents and strengthen tenant rights.
- Maintain, preserve, and improve existing housing 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, HUD funds and "boomerang funds" (a small portion of City property taxes that used to be allocated to Redevelopment tax increment financing). 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 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). In the years prior to the Redevelopment Agency dissolution, up to approximately $23 million was available for affordable housing development annually. With the loss of redevelopment and cuts to Federal funds, there is now only $7 to 10 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 Redevelopment Agency 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 very limited funds 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

The City is committed to equitable development in Specific Plan Areas, Priority Development Areas (PDAs) and large development projects that provides housing for a range of economic levels to ensure the development of thriving, vibrant, complete communities. 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

Incentive 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. It would be important to have a phased approval for incentives that can capture changes in the market.

One way to incentivize the provision of affordable housing is to relax development standards for developers who include affordable units in housing construction projects. Examples of relaxed standards include reduction in parking and open space requirements. A developer would receive additional development rights (via height or density bonus or relaxation of requirements, such as parking or open space) in exchange for provision of amenities, such as affordable housing.

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

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

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 one bedrooms for single individuals, seniors and persons with special needs, as well as families requiring two and three 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 citywide. Family-sized units will be incentivized through the area's incentive program described above.

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 each affordable unit, additional funding sources must be identified.

Grant Funding

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 that encourages inclusive Transit-Oriented Development. These funds can be used to finance the development of affordable housing, as well as critical services, such as child-

care 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 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 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.

Citywide Impact Fee

Among other actions, the City will conduct a nexus study and an economic feasibility study to evaluate impact fees for affordable housing, transportation, and capital improvements which will apply citywide, including in the Lake Merritt Station Area Plan Area. It is the intent of the City to complete the required studies by October 2015, and bring related actions forward to a public vote by December 2015.

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. Possible impacts of extending the Area of Primary Impact would be studied prior to adopting an extension.

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 a greater mix of uses more residences, and a larger 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, schools, daycare centers, parks, nursing homes, medical facilities). 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. Figure 4.8 illustrates potential sources of toxic air contaminants in the Planning Area. Impacts from these sources are addressed through existing City Standard Conditions of approval, which require a health impact assessment for new sensitive uses within 1,000 feet of sources of particulate matter, including freeways and high-volume roadways.

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.

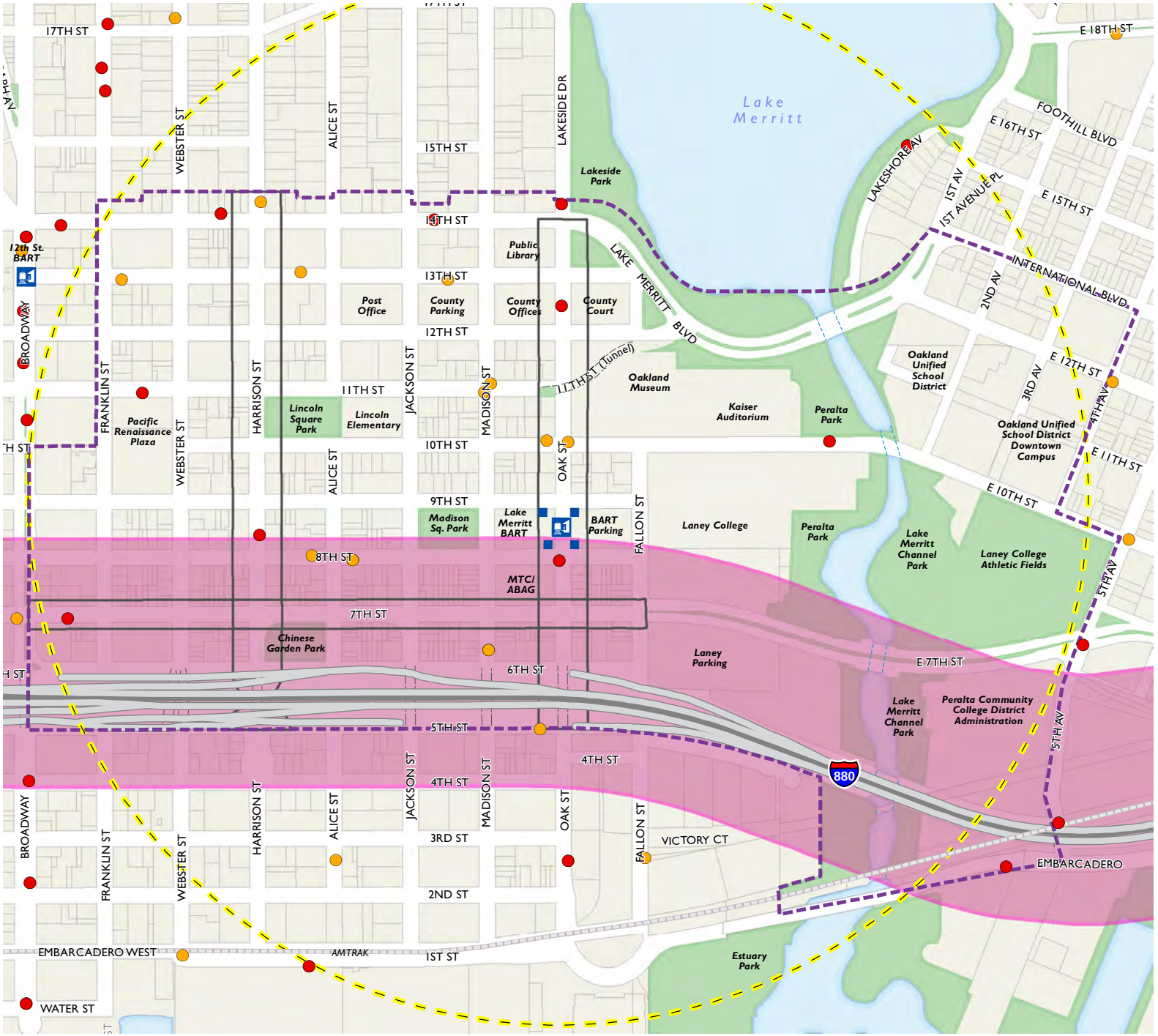


Figure 4.8: TOXIC AIR CONTAMINANTS IN THE PLANNING AREA

- BART Station Entrance
- BART Station
- Toxic Air Contaminant Stationary Source that exceeds Risk Threshold*
- Toxic Air Contaminant Stationary Source
- TAC Roadway Overlay Zone
- PM 2.5 Risk (within Planning Area)
- Water
- Existing and Planned City Parks
- Planning Area
- 1/2 Mile Radius

* Exceeds increased cancer risk of 10 in a million OR - exceeds ambient PM 2.5 increase of 0.3 ug/m annual average.

Note: TAC Locations are approximate.

Source: City of Oakland, 2009; BAAQMD, 2010; Dyett and Bhatia, 2012.

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 that could provide work for local residents.
- Support the provision of local job training opportunities (including vocational English as a second language opportunities) for jobs being developed both in the Planning Area and the region, particularly those accessible via the transit network.
- Support 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 two 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, activate key streets, and achieve the vision for each of the Plan Districts.

Area-Wide Land Use Policies

LU-1 **Land use character districts.** Implement the land use character districts 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.

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.

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

LU-8 **New uses and facilities within regional open spaces.** Allow uses and facilities within the open space district 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 as 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 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 sites.** Contribute to the entertainment, educational and cultural activity hub and activate the southern edge of Lake Merritt Boulevard by reusing 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 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.** Encourage redevelopment of the King Block alley as an active use 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 the Design Guidelines for the Lake Merritt Station Area Plan, under separate cover).

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 activated spines along 8th, 9th, and Oak 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.

LU-31 **New Lake Merritt BART Station name.** Work with BART to consider options for renaming the Lake Merritt BART Station to better reflect the identity of the surrounding neighborhoods. A new name could include references to Oakland Chinatown, Laney College, Oakland Museum of California, and/or Alameda County Services.

Land Use Policies for the I-880 Freeway Corridor 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 density 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, Oakland Museum of California, 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 and the Oakland Museum of California to program community events in the Festival Street on Fallon to promote neighborhood familiarity and use of these important community resources.

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 4.4.

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.** Explore a bonus and incentive program to attract new businesses and desirable development to the Planning Area, incorporating clear measurable criteria that ensure community benefits are delivered to the City. The program would 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 benefits for developers 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 tracking.** Track the progress and utilization of development incentives program.

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.** Study the feasibility of an incentive program that would allow project proponents to relax development standards or to increase project height and/or density in exchange for affordable housing, including family and senior affordable housing.

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 in the Planning Area.

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

5 OPEN SPACE

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5.3 Proposed Park Improvements and New Open Spaces..... 5-7

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Policies..... 5-18

5.1 Existing Open Space

Existing Public Parks

The Planning Area has 35 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 Park (Harrison Square), 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 facilities at 4th Street 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 south 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 are 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.

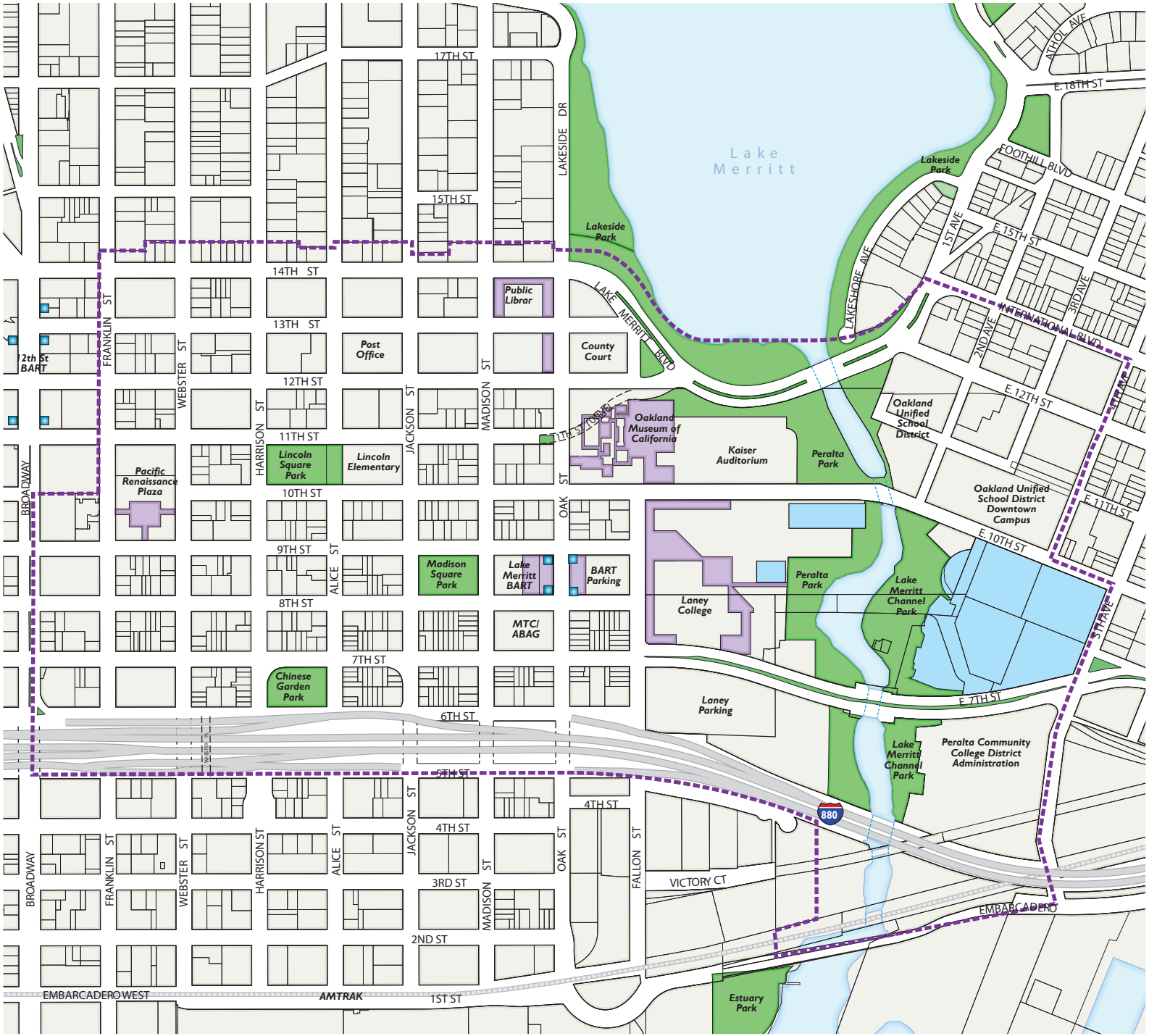


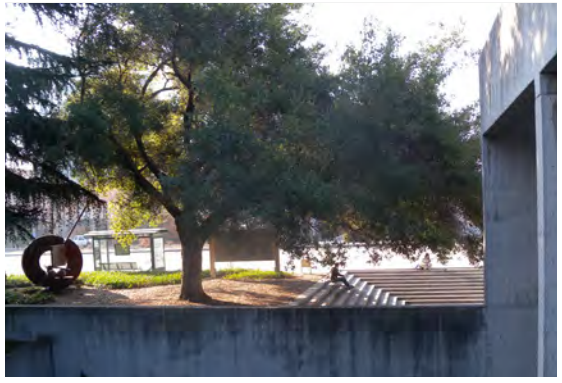
Figure 5.1: PUBLIC PARKS AND OTHER PUBLICLY ACCESSIBLE OPEN SPACES

- Existing Parks
- Laney Recreational Area
- Other Publicly Accessible Open Space
- Planning Area

Open Space 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 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 the public's strong desire 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 area's "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. Key points include:

- 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 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. 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.

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 and 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 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 middle) 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.

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. Stakeholders would like to see it accommodate even more varied programming for a wider demographic. Recent improvements include 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 and other traffic calming devices, 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 should enhance pedestrian safety.

Consideration should also be given to the installation of a sound wall to reduce the impacts of freeway noise in the Park.

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.

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 either in the park or 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 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.

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.

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.

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 also a priority of the 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.[7] 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 enhancing the Lake Merritt Channel.[8] 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.

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

8 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."

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.

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 Planning 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 large new development provide on-site, publicly accessible open space. 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 the Lake Merritt Channel, 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 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 Contributions by New Development

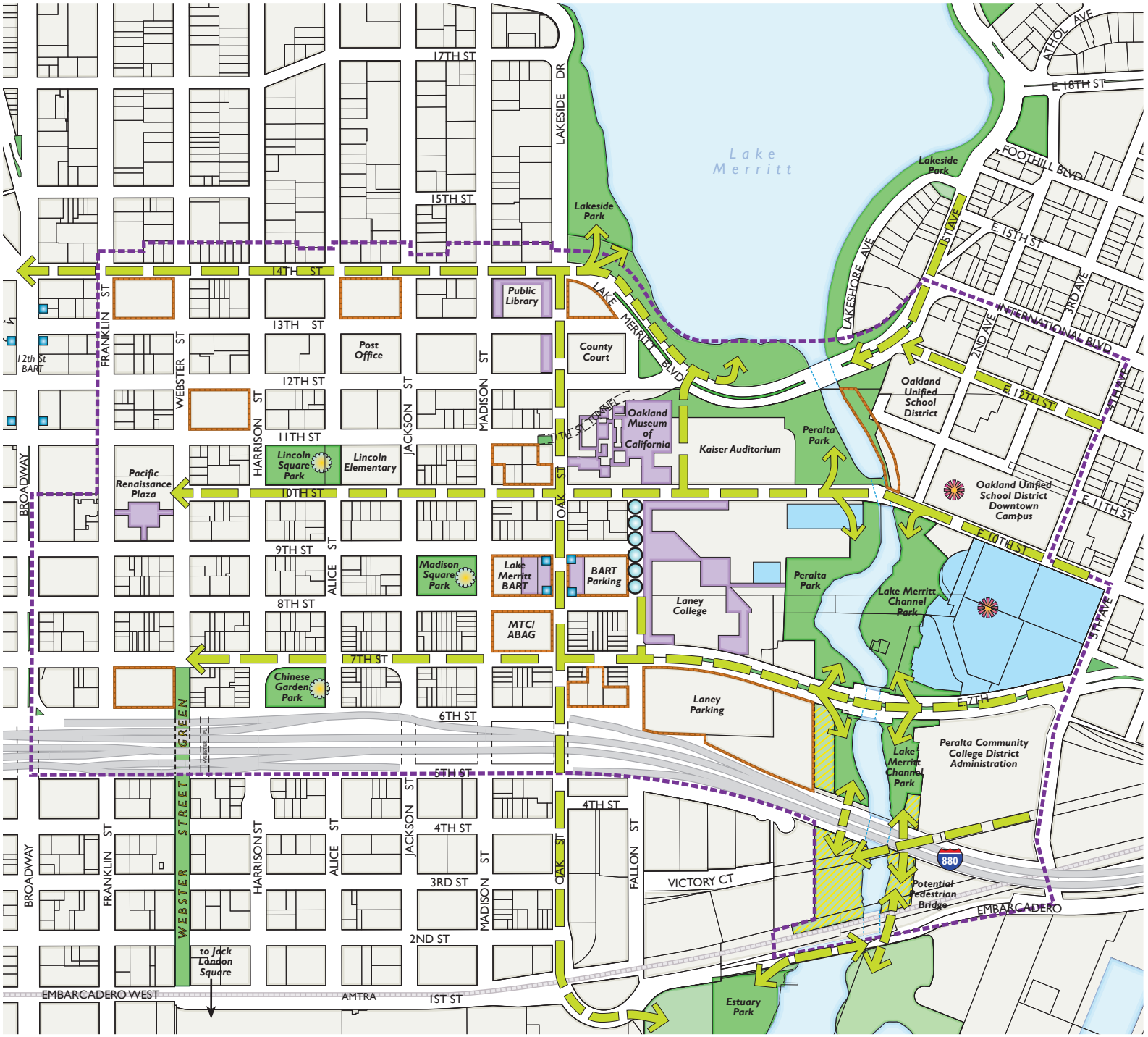
Under existing zoning regulations in the Planning Area, new residential development is required to provide private open space, intended for use only by residents of the site. Private open space must be provided in an amount that equals to 75 square feet per regular unit. This private open space can be either accessible to all residents or individually portioned off for each unit. Rooftop open space may be counted towards a portion of the requirement of private usable open space. However, meeting rooms, gyms or other indoor recreational space cannot be counted towards required private usable open space. New zoning should consider expanding the types of spaces that count towards required open space, in order to allow greater flexibility in satisfying this requirement, while still providing a useful and pleasant space for residents.

Current zoning does not have requirements for public open space, intended to be used and accessible to the general public. However, current regulations do allow a residential development to provide a publicly accessible ground-floor plaza to satisfy the private usable open space requirement. This possibility should remain in new zoning and may result in the creation of some new, publicly accessible open space in the Planning Area. In addition, the City should study the feasibility of providing the option for developers to pay in-lieu fees equivalent to having provided required open space.

The Station Area Plan recommends that all new development over half a block in size provide on-site, publicly accessible open space amounting to 10 percent of the total site area. These sites are shown in Figure 5.2. This could apply to all types of development, not only residential. These new publicly accessible open spaces would follow the design principles described on page 5-17. This would help 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."

New development could provide this public open space voluntarily. However, establishment of a public open space requirement may require a nexus study, which is beyond the scope of this Plan. This is discussed further in Chapter 10 Implementation.

Figure 5.2: PUBLIC OPEN SPACE OPPORTUNITIES



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 Master 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 south 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 contribute some publicly-accessible open space. 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. If the site is redeveloped, a potential open space contribution should preserve views to the Lake and establish 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. Other low-traffic blocks may 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 cafés, bocce ball courts or other games, or a sculpture garden.

The Webster Green project envisions a ribbon of public spaces adjacent to Webster Street between the I-880 freeway 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 four 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 Lincoln Square Park and the Lake Merritt Channel and its surrounding open spaces. This link supports the Plan goal of strengthening the relationships between these districts.
- 7th Street connects the Laney College athletic facilities and Lake Merritt Channel with the 7th Street/Harrison Square residential district, Chinese Garden Park (Harrison Square), and the Webster Street Green.

One way to emphasize these "green street" corridors is to enhance existing plazas, such as at the Library and the Alameda County building on Oak Street, 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 enhanced plantings, wide sidewalks, additional seating, and streetscaping interventions that highlight the link to regional open spaces and create a distinct "green street" identity. Detailed recommendation are included in the Design Guidelines.

Funding Mechanisms

Funding mechanisms and estimated costs for improvements are covered in more detail in Chapter 10. 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

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

and improvements to neighborhood parks may come from a variety of sources including open space in-lieu fees, grant funding, the City's Capital Improvement Program, implementation of developer impact fees or a Community Facilities District.

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 stakeholders, 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.

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. 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 Oakland Estuary Policy Plan (1999). Specific objectives and policies from OSCAR and the Estuary Policy Plan are included in Chapter 1, Section 1.3.

The Station Area Plan also incorporates relevant policies from the Lake Merritt Master Plan (2002) and the Oakland Waterfront Trail – Bay Trail Feasibility and Design Guidelines, described below.

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 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

Key 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;
- Provide safe access;
- 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; and
- Make rooftop public spaces clearly accessible.

These design concepts are more fully described as policies in the Design Guidelines for the Lake Merritt Station Area Plan.

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.** Encourage the creation of 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; and
- Other improvements as prioritized by the community.

OS-9 **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, widening sidewalks, adding curb extensions for pedestrians, and adding clear and highly visible pedestrian signage for drivers.

OS-10 **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;
- Removal of contaminated soils, as planned; and
- Restrooms may be provided at the park or in a future community facility on an adjacent block.

OS-11 **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; and
- Coordinating programming with other local parks.

Open Space Contributions by New Development

OS-12 **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 percent 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.

OS-13 **Implement in-lieu open space fees.** Enable developers to pay voluntary in-lieu fees equivalent to having provided the private open space required by zoning regulations for residential units.

OS-14 **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-15 **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-16 **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-17 **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:

- Complete the expansion of Lake Merritt and Peralta Parks in the Planning Area;
- Extend the linear park along the Lake Merritt Channel to make the link across the I-880 freeway and to the Bay Trail and Estuary Park; and
- Provide a pedestrian bridge over the railroad adjacent to Lake Merritt Channel, linking the Estuary waterfront with the proposed Lake Merritt Channel trail system, Lake Merritt, and Downtown.

New open spaces should complement existing community resources and destinations (top and middle). Improvement and expansion of the Lake Merritt Channel Park is an important regional open space improvement (bottom).

OS-18 **Minimize disturbance to wildlife.** Small boat use of Lake Merritt Channel is restricted to the non-wintering period of April–September, when water bird abundance is low. During the closure period, booms shall be placed across the outlet to the Channel from Lake Merritt and at the 7th Street dam to prevent boat access and signs shall be posted indicating that the Channel is closed to recreational boaters. Channel closure on the south end should be extended southward from the 7th Street Bridge to the Embarcadero Bridge in tandem with future park land improvements.

Other Publicly Accessible Open Spaces

OS-19 **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-20 **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-21 **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-22 **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-23 **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. Fallon Street is planned as a festival street, and other low-traffic locations may also be suitable for consideration.

OS-24 **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 to facilitate festivals or regular events.

OS-25 **King Block alley.** Work with the owners and adjoining properties of the King 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 or other games, and a sculpture garden.

Connections to Regional Open Space

OS-26 **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 Green project by designating Webster Street from 5th to 7th Streets as part of the Webster Green.

OS-27 **Regional open spaces linkage.** Prioritize Oak, 14th, 10th, and 7th Streets for streetscaping improvements that highlight the link to regional open spaces.

OS-28 **"Green street" corridors.** Ensure that new publicly accessible open spaces created as part of new development along Oak, 14th, 10th and 7th Streets in the Planning Area reinforce the "green street" identity of these corridors.

OS-29 **Fallon Street corridor.** Undertake streetscape improvements to Fallon Street between 7th and 10th streets and along the right-of-way between the Oakland Museum of California (OMCA) and the Kaiser Convention Center, to create a clear and direct linkage between the publicly- accessible open spaces at the Lake Merritt BART Station, Laney College, the OMCA, and Lake Merritt.

OS-30 **Fire Alarm Building.** Facilitate redevelopment or reuse of the Fire Alarm Building site that involves a potential open space contribution that preserves views to Lake Merritt and a clear connection to the Lake and its trails.

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6 STREETSCAPE AND CIRCULATION

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6.1 Vision and Phasing

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 and within 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 for a pedestrian and bicycle network, connecting the Lake Merritt BART Station to the area's many destinations, including 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.

Background

Safe and attractive streets that encourage pedestrian activity and strong links to local destinations and adjacent districts are the basic objectives of the Streetscape and Circulation recommendations. Participants in the planning workshops and the Community Stakeholders Group were clear in establishing these objectives as essential for enhancing livability and encouraging investment in the Planning Area.

The existing grid of small blocks provides an ideal network of pedestrian- and bicycle-scale streets, connecting the Lake Merritt BART station to the area's amenities, including Oakland Chinatown, Laney College, and government office buildings. The circulation system within the Planning Area should 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* (2002) 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, 9th, and 8th 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. 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. Additionally, in 2013 the City of Oakland adopted a Complete Streets Policy to further ensure that the City's streets provide safe and convenient travel options for all users.

Streetscape Vision

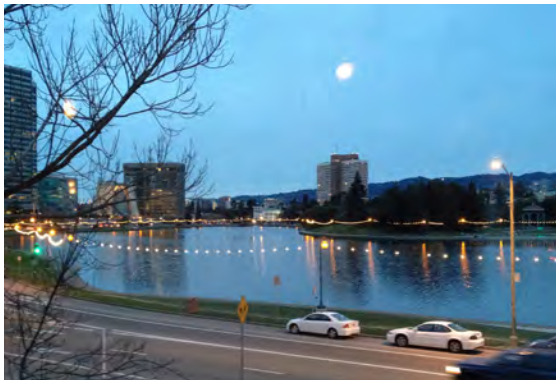
The Lake Merritt Station Area Plan will guide development and capital improvements for the next 25 years, and streetscape improvements are fundamental to the Plan's strategy to support commercial revitalization and transit-oriented infill development in the area. Though individual improvements are important 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 is easily walkable, using streetscape improvements to enhance links to destinations within and adjacent to the Planning Area is fundamental.

The following concepts describe the major ideas that underlie the proposed streetscape and circulation improvements, and Figure 6.1 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 (middle), and improve connections under the highway with active uses (bottom).

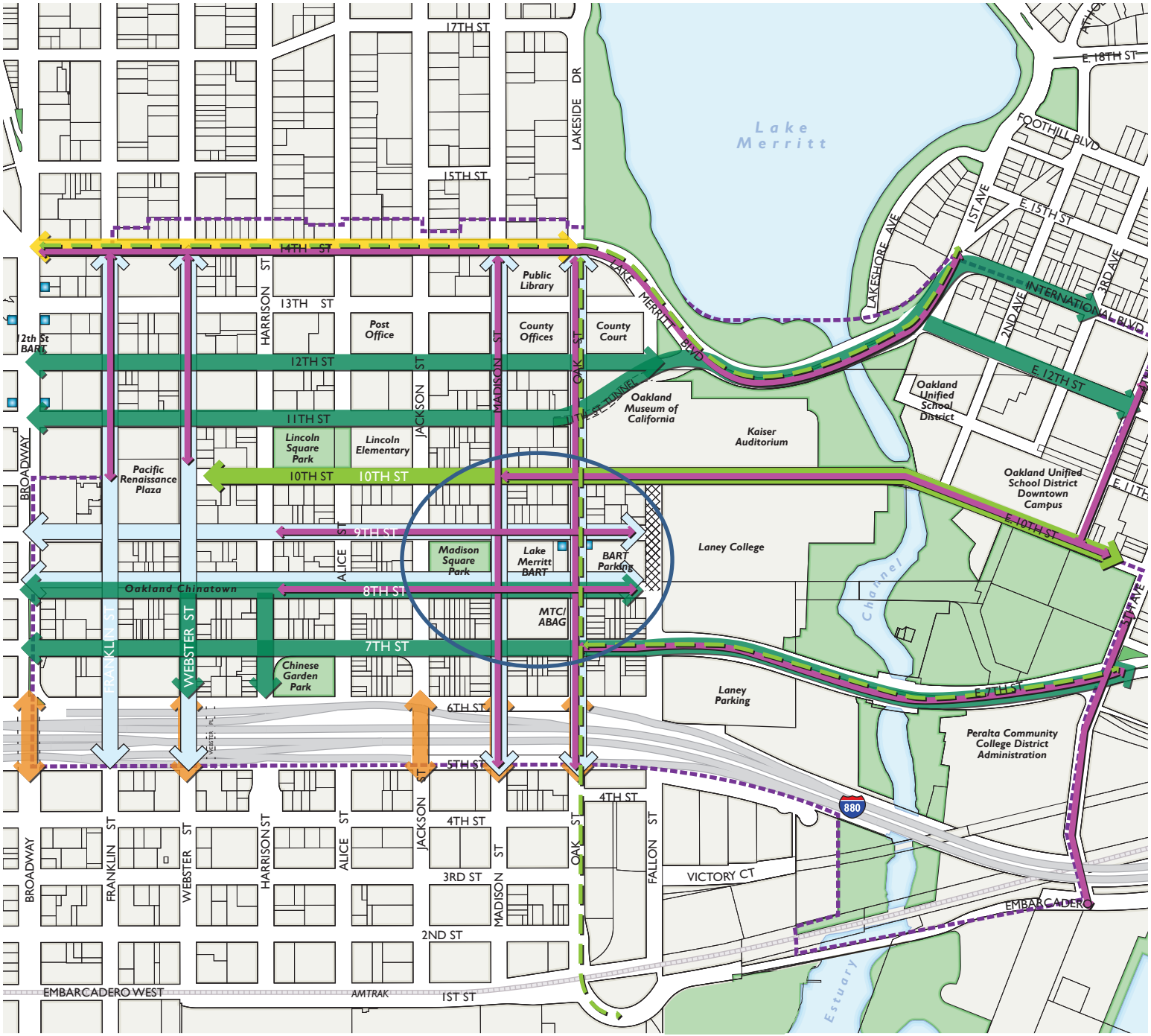
Multimodal access will be improved by providing pedestrian-oriented and distinctive street lighting (top), bike lanes (middle), and improved pedestrian crossings (bottom).



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 the Lake Merritt BART Station and 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 Merritt BART Station.** Surround the Lake Merritt BART Station blocks with pedestrian-oriented street and sidewalk improvements, bicycle routes, enhanced bus transfer, taxi, 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, especially on streets with primarily residential and institutional uses. In commercial areas, displays, awnings, lighting, and loading zones may take priority over street trees.
- **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.** Connect regional and cultural destinations (the Oakland Museum of California, the Chinatown commercial core, the Main Public Library, among others) with a system of wayfinding signage and support pedestrian movement to and from the Lake Merritt BART Station and throughout the neighborhood. Signage should be multilingual to meet the needs of the local population and designed to build upon and be consistent with existing wayfinding signage in the Chinatown core.
- **Reflect local character and the neighborhood.** Incorporate streetscaping elements (plantings, pavement designs, public art, historical markers, wayfinding signage, etc.) that 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 celebrate 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/Ceremonial Link to Lake Merritt
- Transit Preferential Street
- Pedestrian Connection to High Intensity Destination
- Bicycle Connection
- Festival Street
- Freeway Undercrossing (Pedestrian Link to Jack London District)
- Primary Green Connection Street
- Secondary Green Connection Street
- Planning Area
- Multimodal Hub

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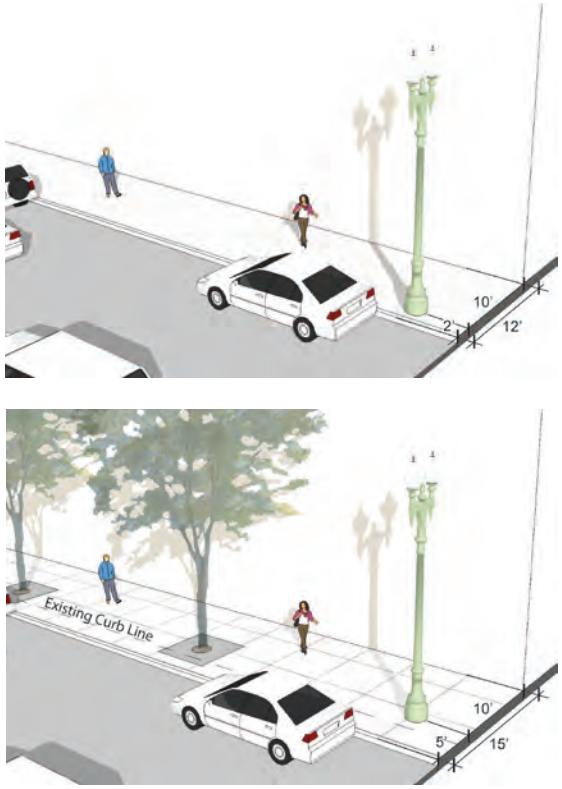

Pedestrian-oriented lighting improvements can be completed in advance of sidewalk widening (top); subsequent widening could leave the lights in place (bottom).

Phasing Concept

Given the studies and construction costs associated with streetscape and circulation improvement projects, it is desirable for improvements to proceed in phases to allow 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 beyond the scope of this Plan.

In order to identify the appropriate Phase II improvements, transportation studies will be completed between Phase I and Phase II to evaluate the desirability and feasibility of converting one-way streets to two-way traffic and/or of improving the safety and functionality of one-way streets. Phase I improvements would not preclude, complicate, or increase the cost of potential Phase II improvements.

Phasing Process

- Initial Step: Apply for grants to implement Phase I improvements and to study potential Phase II improvements to circulation.
- Phase I improvements: Implement short-term circulation and streetscape improvements that would not preclude Phase II improvements. These may include:
  - Streetscape improvements such as pedestrian-oriented lighting and bulbouts.
  - 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.
  - Install improved pedestrian features (upgraded traffic signals with pedestrian countdown timers and pedestrian-oriented lighting) that would work with future two-way conversion and/or sidewalk widening.
- Interim Step: Complete transportation studies (and CEQA review) to determine the feasibility of two-way street conversion and/or lane reductions on key streets. Specific lane configuration would be determined at this time, based on factors including consideration that research shows that 3-lane streets have fewer collisions than undivided 4-lane streets. Bike lanes added during Phase I would be retained in Phase II.
- Phase II improvements: Based on the outcome of studies and community input, pursue either:
  - Option 1: two-way conversion with new traffic signals.
  - 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.

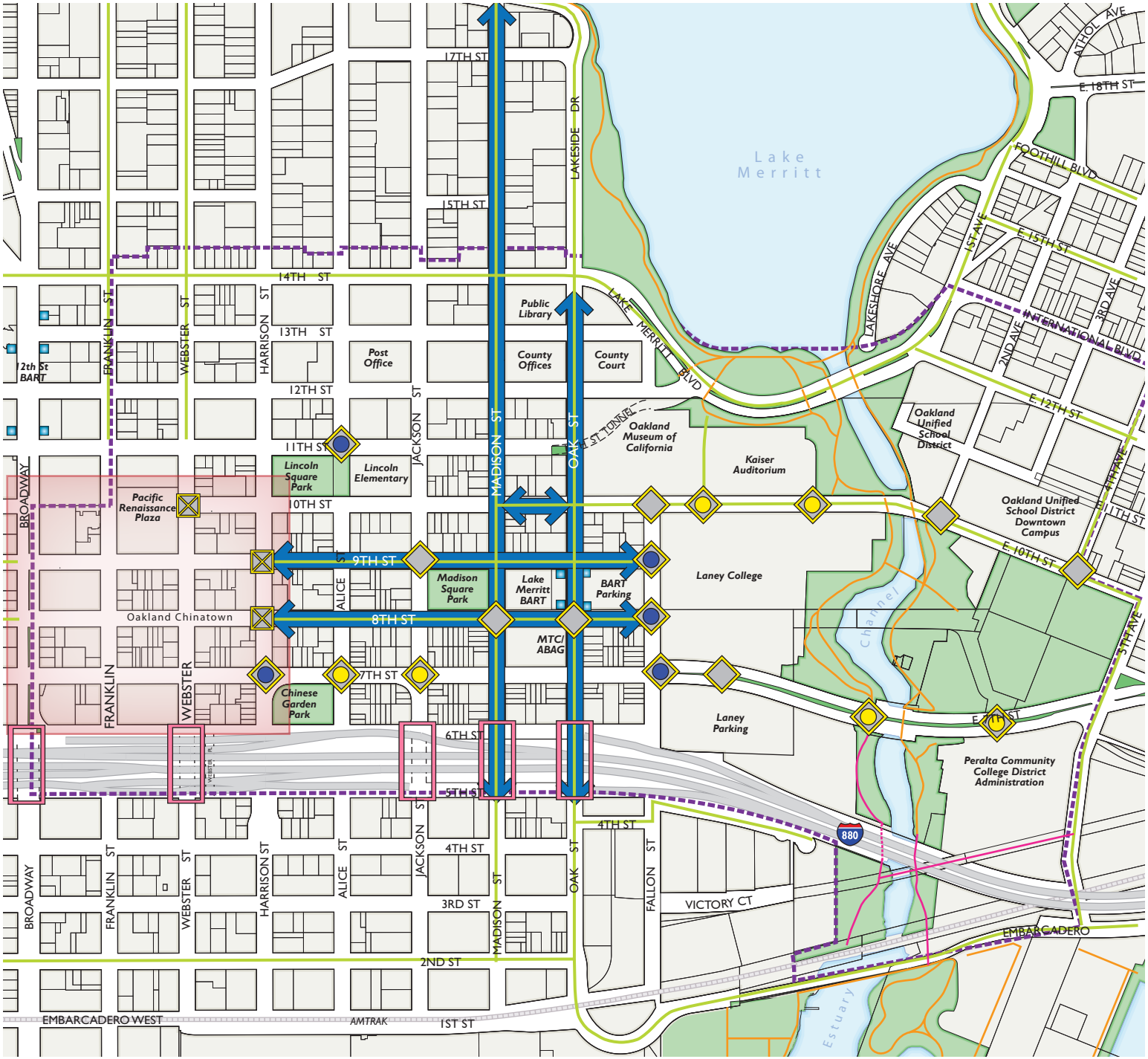

Figure 6.2: PHASE I CIRCULATION IMPROVEMENT STRATEGY

- Planned Lane Reduction/ Bike Lanes
- Existing or Planned On-Street Bicycle Connection

Priority Pedestrian Crossing Improvements

- Bulbouts
- Bulbouts, Flashing Pedestrian Signs
- Bulbouts, Lane Changes, or Sidewalk Widening
- Phase I Bulbouts, Phase II Pedestrian Scrambles
- Improved Freeway Undercrossing
- Existing and Under Construction Paths
- Potential Additional Paths
- Chinatown Commercial Core Area
- BART Station Entrance
- Planning Area

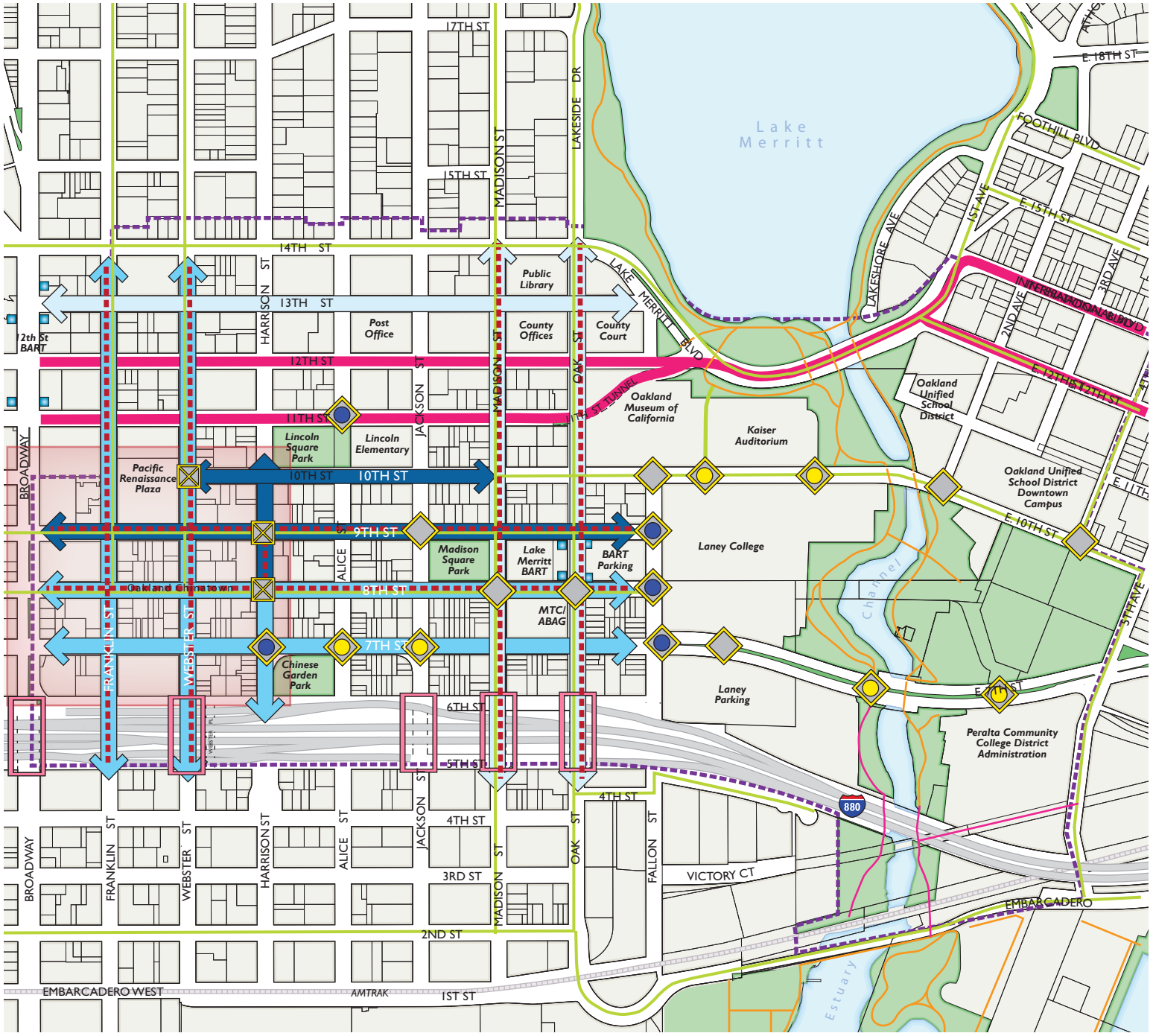

Figure 6.3: PHASE II CIRCULATION IMPROVEMENT STRATEGY

Phase II Long Term Improvements

Two-Way Street Conversion

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

Other Phase II 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 Pedestrian Crossing Improvements

- Bulbouts
- Bulbouts, Flashing Pedestrian Signs
- Bulbouts, Lane Changes, or Sidewalk Widening
- Phase I Bulbouts, Phase II Pedestrian Scrambles
- Improved Freeway Undercrossing
- Existing and Under Construction Paths
- Potential Additional Paths
- Chinatown Commercial Core Area
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- Planning Area

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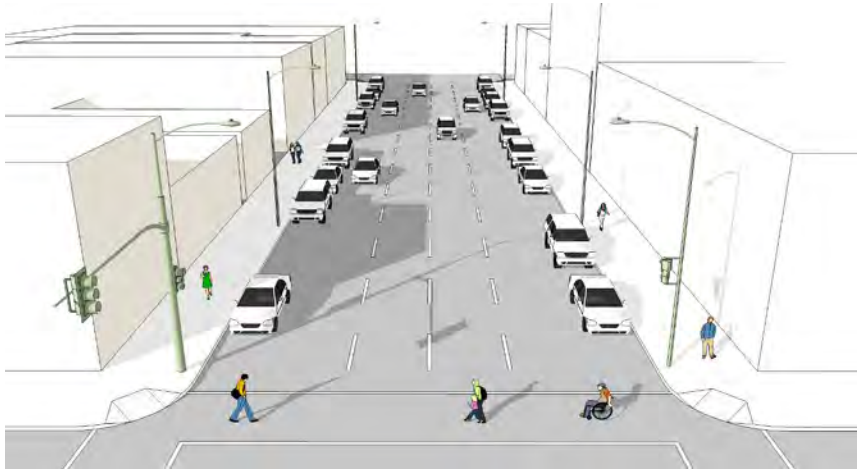
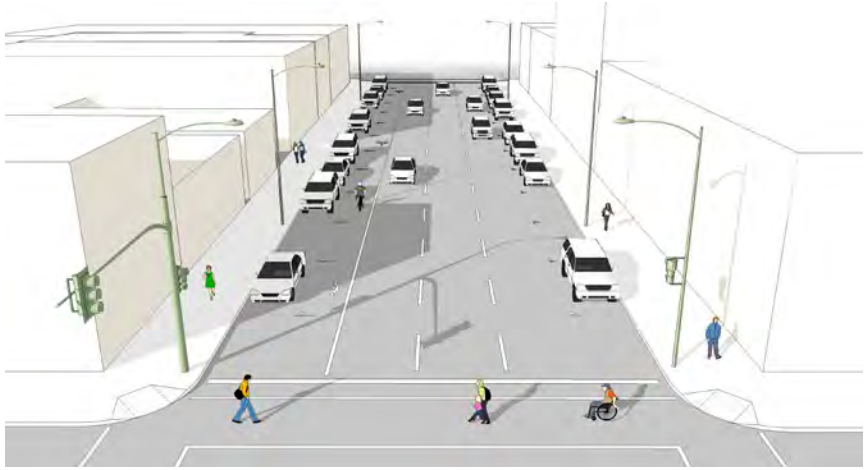
Figure 6.4:
STREET IMPROVEMENT PHASING: EXISTING

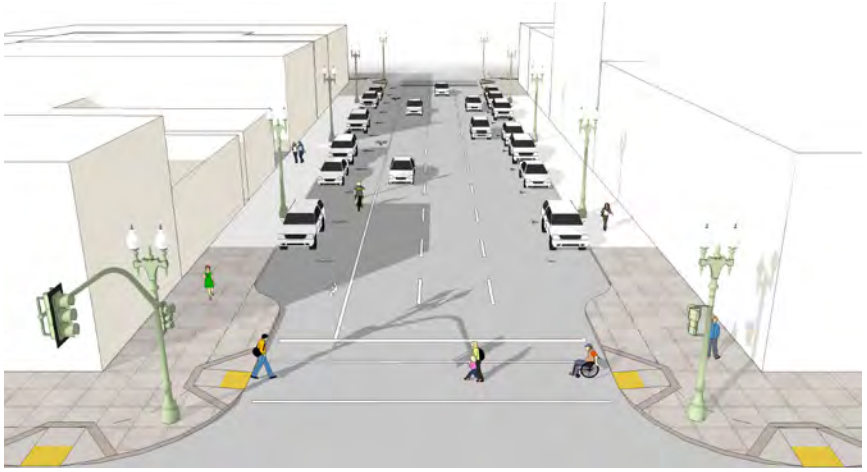


Existing Condition

Figure 6.4 Continued:
STREET IMPROVEMENT PHASING: PHASE I

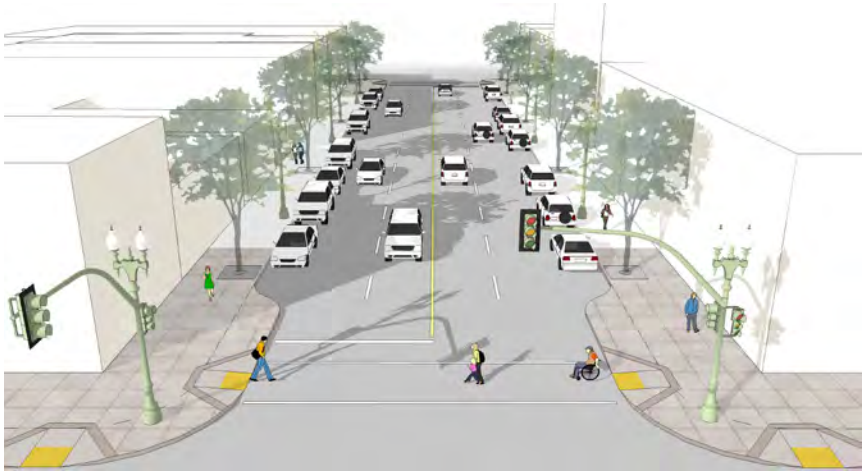


Phase I: Striping lane reductions on portions of 8th, 9th, 10th, Oak, and Madison Streets.



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).

* Note that 3-lane streets (whether one-way or two-way streets with a center turn lane) may be a preferable configuration compared to 4-lane streets that are undivided by a median. They have fewer collisions, and two-way streets with 3 lanes (including a center turn lane) are safer to cross for pedestrians and provide similar motor vehicle capacity with less congestion by segregating cars waiting to make a left turn from active travel lanes.

* Bicycle lane additions during Phase I (i.e. portions of 8th, 9th, 10th, Oak, and Madison Streets) would be expected to be retained during Phase II improvements.

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. While 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 improvements can also improve access and safety for motor vehicle drivers. The improvements identified in this Plan 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 bulbouts and set back "stop" lines. The Plan also calls for adjustments to traffic and crosswalk signals and turn controls, including pedestrian countdown timers and signal timing to reduce traffic speeds. 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.

Twenty-one intersections pedestrian crossings have been identified by the community through the planning process as priority locations for pedestrian improvements. These locations are shown on Figures 6.2, 6.3, and 6.6. Note that these are initial recommendations for traffic calming and improved pedestrian access, but improvements for each intersection will be further reviewed and refined ahead of any construction. Any needed sidewalk repairs, including repair of broken utility vaults, and addition or improvement of ADA-compliant curb ramps should be completed as each intersection is improved.

The following intersections are priority locations for improvements:

- Madison Street and 8th Street. Also install pedestrian signal heads.
- Oak and 8th Streets. Also consider a bus bulbout on the northeast corner.
- Jackson and 9th Streets.
- 10th Street at 2nd and 4th Avenues (near the new OUSD downtown campus).
- 10th Street at Fallon Street.
- Improve the existing mid-block pedestrian crossing on 7th Street at Laney College by adding bulbouts.
- Alice and 7th Streets—bulbouts and addition of flashing pedestrian signs, or traffic signal if warranted.
- Jackson Street at 7th Street—bulbouts on the northern corners and flashing beacon for pedestrians crossing the right turn island.
- Two 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 pedestrian signs.
- Two locations along 10th Street east of Fallon Street between Laney College and Kaiser Auditorium—mid-block crosswalk striping, could be accompanied by flashing pedestrian signs.
- Harrison and 7th Streets—bulbouts in the short-term and widening sidewalks and removing the free right-turn around Chinese Garden Park in the long-term.
- Fallon and 7th Streets—reduced turn lane and lane width, and widened median. Also consider a pedestrian phase for crossing Fallon Street on the north side of the intersection, restripe crosswalks so they are more clearly defined, and add curb ramps. Consider dynamic turn restriction signs for the westbound right turn traffic and the eastbound left turn traffic on 7th Street.

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, special paving, high visibility pedestrian crosswalks, and ADA compliant curb-ramps. Consider extending the current island at Fallon and 8th Streets to provide pedestrian refuges and adding curb bulbouts.
- Alice and 11th Streets – sidewalk widening to accommodate ADA access, bus shelter, and tree wells.

Proposed Pedestrian Scrambles

New scramble intersections are proposed at the following locations to complement the existing scramble network. Note that Phase I improvements will be limited to bulbouts, and the full scramble treatment will be part of Phase II improvements following any required traffic studies.

- Webster and 10th Streets.
- Harrison at 8th and 9th Streets.

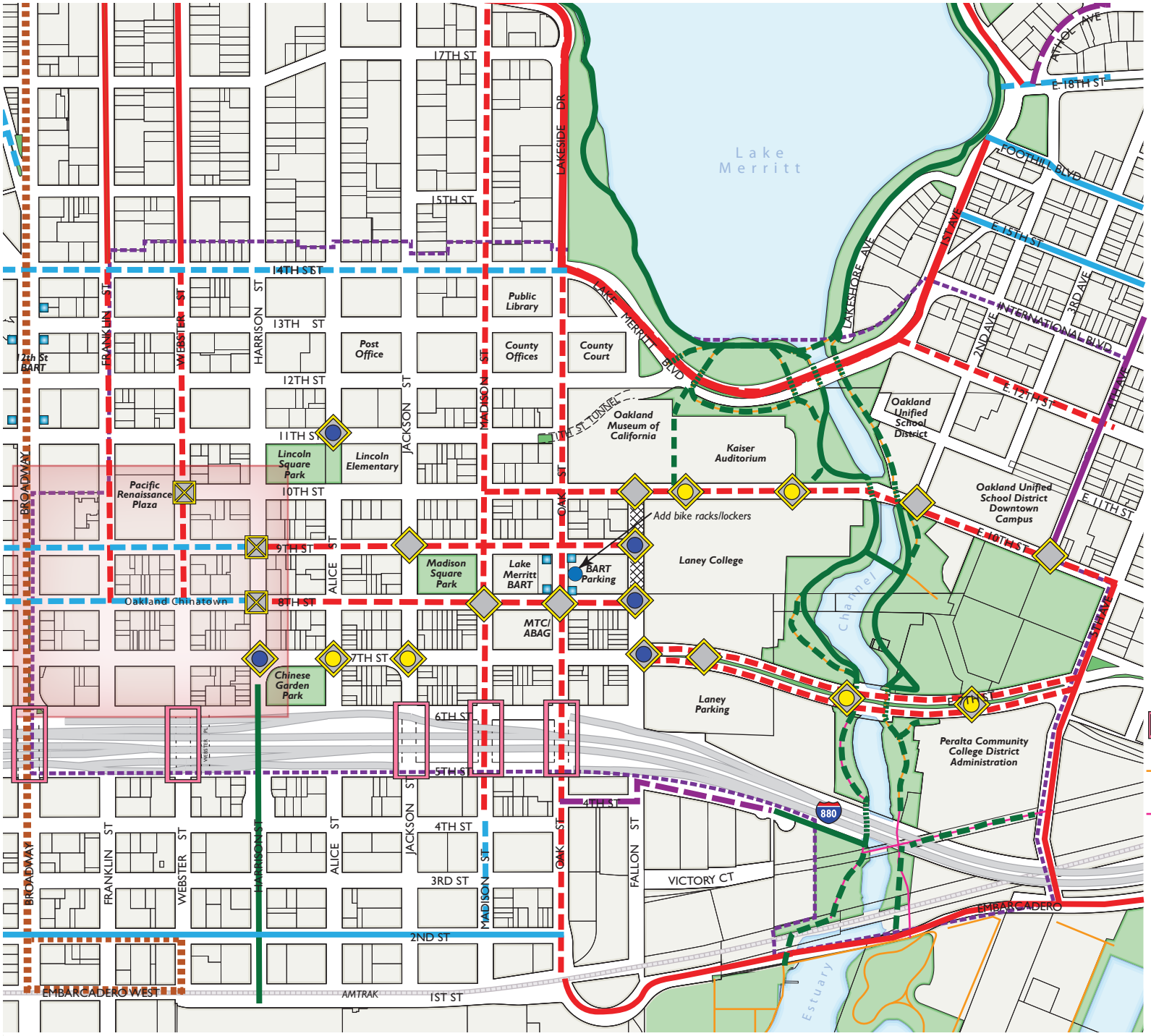
Other Intersection Improvements

In addition to the intersections listed above, a Pedestrian Safety Assessment was conducted in September 2012[1] that identified additional improvements to the following intersections:

- Oak Street at 7th Street (upgrading curb ramps, bulbouts, countdown timers).
- Oak Street at 6th Street (consider closing access to 6th Street with addition of bikeway,

1 City of Oakland, University of California, Berkeley, Institute of Transportation Studies, Technology Transfer Program. Pedestrian Safety Assessment: Issues, Opportunities, and Enhancement Strategies. September 2012.

Figure 6.6:
PRIORITY PEDESTRIAN AND BICYCLE IMPROVEMENTS



Bike Path (Class 1)
Existing
Proposed

Bike Lane (Class 2)
Existing
Proposed

Arterial Bike Route (Class 3A)
Existing
Proposed

Bike Boulevard (Class 3B)
Existing
Proposed

Bike racks/lockers

Modify Street (festival street)

Existing Broadway Shuttle Bus

Priority Pedestrian Crossing Improvements

Bulbouts

Bulbouts, Flashing Pedestrian Signs

Bulbouts, Lane Changes, or Sidewalk Widening

Phase I Bulbouts, Phase II Pedestrian Scrambles

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 6.7:
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.

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

landscaping, realignment of the freeway off-ramp, bulbouts, curb ramps, and countdown timers; or upgrading curb ramps, bulbout in the northwest corner, implementing no right turn on red, restriping lanes, and countdown timers).

- Oak Street at 5th Street/freeway undercrossing (improved lighting, artwork, fencing).
- Jackson Street at 5th Street (bulbouts on the northwest and southwest corners, improved curb ramps).
- Jackson Street at 6th Street (install pedestrian signals where missing, countdown timers, improved curb ramps, pedestrian cut throughs to raised curbs, consider pedestrian phase).
- Madison Street at 7th Street (improved curb ramps, bulbouts, sidewalk widening).
- Madison Street at 9th Street (upgrade or add new bulbouts and improved curb ramps, add pedestrian signal heads).

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 Community Transportation Plan.* 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 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.[2]

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.

2 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.

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 the Lake Merritt 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.
- 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. However, at the time of the writing of this Plan, the City is not pursuing implementation of bikeways in the core of Chinatown, because of community concerns, including the safety of bikeways in areas with high traffic volumes and double parking. The City will need to examine these issues carefully and, in consultation with Chinatown stakeholders and bicycle advocates, review options for how to move forward. In the meantime, implementation of bikeways outside of the core of Chinatown will be prioritized.

The Plan calls for restriping of the following streets to add bike lanes (and in some cases, reduce the number of motor vehicle travel lanes from 4 to 3):

- 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 improved 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 Streets

The Land Use and Transportation Element (LUTE) of the General Plan identifies 7th, 8th, 11th and 12th Streets and International Boulevard as "Transit Streets," described as "those parts of the transportation system where a continuing high level of transit services is to be provided." Transit Streets have priority for service and transit preferential treatments (capital and operating projects that enhance transit service) based on their high levels of service, ridership and the presence or plan for a supportive plan of land uses.

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, 12th Streets, East 12th Street and International Boulevard are designated to be part

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 (bottom).

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 (bottom).

of a planned Bus Rapid Transit (BRT) route. Transit Preferential streets would be priority streets for transit supportive treatments, as decribed below.

Location-Specific Improvements

- 11th and 12th Streets connecting to International Boulevard and East 12th Street as the principal east-west transit corridors connecting Downtown Oakland, the Planning Area, East Oakland, and San Leandro with BRT service (including plans for dedicated bus lanes).
- Broadway as the primary north-south transit spine (just outside the Planning Area).
- 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.

General Improvements

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

The LUTE identifies a goal of having a bus every seven minutes and continued nighttime service on regional Transit Streets.

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 at the Lake Merritt BART Station 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. Kiss-and-ride and taxi pick-up and drop-off areas are important access components for many people with mobility constraints or that live outside of walking distance to the station. Taxi areas in particular are important for ensuring that the station becomes a dependable location for finding a taxi in the Downtown area on the Dublin and Fremont BART lines. In terms of shuttle access, currently shuttles are loading in shared AC Transit stops or in the Lake Merritt BART parking lot, and separate zones would be preferred.

To compensate for removing any parking meters in the vicinity of the Lake Merritt BART Station (to accommodate other uses on the curb), additional metered parking could be achieved in other locations where on-street parking demand is high, but meters have not been installed.

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.

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 portions of 8th, 9th, 10th, Webster, Franklin, Oak, and Madison Streets. Additional bicycle parking is also needed at the station, including 140 new spaces to meet current and future demand.

Transit Hub

The Lake Merritt BART Station is envisioned as a Transit Hub with improvements to 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;
- Provision of newly redesigned attractive and functional station entrances;
- Clear connections to surrounding areas (Chinatown, Laney, OMCA) through design or lines of sight;
- Kiss-and-Ride and taxi pick-up and drop-off areas; and
- Multilingual wayfinding signage.

Figure 6.8 depicts one illustration of Transit Hub character, with improvements to plaza areas on adjacent redevelopment 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 east BART station entrances. More open, corner café-oriented spaces are depicted adjacent to the proposed retail corners at 8th and 9th Streets. It is noted that the primary function of the existing planters on the BART plaza is to serve as a security barrier, and any proposed designs and locations of these planters must preserve this critical function.

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 and taxi hub 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.

Another consideration may be connections to a joint parking structure that could serve Laney College as well as BART patrons.

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 1950s and 60s to improve automobile traffic flow and reduce conflicts at intersections. In Oakland, the 7th/8th Streets and the 5th/6th Streets couplets were converted to one-way travel in 1949, to facilitate traffic flow in conjunction with the completion of a new section of the Eastshore

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.

(I-880) Freeway. In the 1950s, additional streets were converted to one-way travel, including Webster, Franklin, Oak, 9th, 10th and 11th and Madison Streets.

Today, many urban areas across the nation are converting some of their one-way streets back to two-way streets. The implications of such conversions for collision frequency and pedesrian safety will need to be considered. It is a high priority for the community to complete future studies on the feasibility and desirability of converting a number of streets in the Planning Area to two-way traffic Table 6.1 describes the technical advantages and disadvantages of both one-way and two-way street systems.

Not all two-way conversions may prove technically possible. Some may negatively impact traffic performance beyond the City's level of service standards. In addition, improved design of one-way streets may be more desirable in some cases for enhancing pedestrian, bicycle, and transit service. A separate traffic impact study (outside the scope of this Plan) will need to be undertaken before any two-way conversions can occur. The traffic studies will help determine the best roadway configuration. For example, 3-lane streets (whether one-way streets or two-way streets with a center turn lane) have 30% fewer collisions than 4-lane streets that are undivided by a median. 3-lane streets are also safer to cross for pedestrians and, in the case of two-way conversions, provide similar motor vehicle capacity with less congestion by segregating cars waiting to make a left turn from active travel lanes. and preventing double parking conflicts.

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 due to cars making left turns from active travel lanes.
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 maneuvers, 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 intersections.
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.	Narrower two-way streets may be difficult for bicyclists (e.g. Harrison Street north of 10th Street)
Two-way streets improve bus access.	

TABLE 6-1 (*CONTINUED*): OVERVIEW OF ADVANTAGES AND DISADVANTAGES OF TWO-WAY VERSUS ONE-WAY STREETS

(Table continues next page)

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.
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 traffic patterns that can affect emergency response routes, truck routes, and fuel consumption and emissions.
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.
One-way streets can accomodate more room for bicycle lanes (including wider bicycle lanes) and wider sidewalks.	Encourages unsafe bicycle travel against traffic or on sidewalks.
One-way streets improve bus operations.	One-way streets have the potential for wrong way, head-on collisions.

A phasing plan for improvements to the these streets is described on Page 6-6 to ensure that any near-term improvements will not preclude the possibility of two-way conversion or other one-way street improvements in the future, before feasibility studies are completed. Given that converting roadways to two-way traffic is expensive endeavor, it will be important to have community input regarding prioritization.

6.3 Parking and Loading

The Complete Streets vision for the Plan must incorporate demand for parking and commercial loading. Parking is a critical component of mixed-use and transit-oriented development. Parking demand may increase with new development and activity in the area. Despite the wealth of transit and walking options, many residents, shoppers, and visitors may 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. Smart managment of parking and loading areas is an important element of the overall redevelopment of the area.

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 and Harrison Streets adjacent to Lincoln Square Park and East 10th Street between 2nd and 4th Avenues, which provide 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. The fee to park is $1 per day, with other options including single day reserved permits and extended weekend parking. 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 can be purchased for $40 for spring or fall sessions, and for $20 for the summer session. Students paying for

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).

parking on a daily basis must have a student decal and pay $1 per day. 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 multiple parking lots available to the public. The parking area under the freeway near the Lake Merritt BART Station is currently reserved for government staff and not generally 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 and 13th Streets. 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 triggered for any new development. The City's parking requirements are based on the proposed land uses and the zoning district 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, described below.

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 residential uses.
- 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).

Additional considerations may include provisions for further reducing parking ratios for affordable housing to 0.25 or for projects that incorporate preservation of a historic resource.

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 demand for residential uses would be reduced as residents may opt to not own a car or park in other locations.

Transportation Demand Management 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. Most of the double or triple parking problems are during the weekends, indicating that enforcement is required during weekends as well. 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 devel-

On-street bicycle corral on Oak Street at the Oakland Museum of California (top), work with local institutions to make use of parking lots during evenings and weekends (middle), and consider back-in angled parking where appropriate to reduce possibility of collisions with other road users (bottom).

opments 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. Sufficient bicycle parking availability to match demand would encourage more people to travel 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.

A key opportunity for shared parking is to open institutional parking lots that are underused on weekends and evenings for use by the general public. These spaces could be considered regional destination parking and serve a range of uses. For instance, new parking structures (such as structures serving Alameda County offices) would be managed for the greater benefit of the neighborhood.

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 would 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 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.

It is important when setting pricing to balance the cost of parking with the cost of goods in the area, noting that affordable parking is key to ensuring people can continue to access the neighborhood.

Parking Benefit District

"Parking Benefit Districts" enable net revenues collected from on-street parking pricing and permit revenues to be dedicated to funding public improvements within designated parking benefit districts, ensuring that revenue is used to benefit the blocks where the money is collected. Parking benefit districts can be designed to support economic development goals and viability of business districts as the primary goal. In this way, the community manages parking as well as the revenue, which can be used to the benefit of local merchants and the vibrancy of the neighborhood.

For example, any additional increment above the $2 per hour flat city parking rate could be used to support locally identified improvements, such as improving pedestrian access, streetscape improvements, and promoting cultural activities. In this sense, the parking strategy is not only be useful for managing traffic and parking access, but also as a tool for economic development.

Having a clear understanding of parking demand is essential for implementing the right management system, and a future study should include a demand study by peak hour and recommendations for where additional street meters could be added and where parking should remain free.

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 consider conversion of parallel parking to angled parking along 10th Street between Alice and Madison Streets. Consider back-in design for new angled parking spaces to reduce possibility of collisions with other road users. Back-in angled parking is currently (temporarily) located on 10th Street in front of the Downtown Educational Complex.

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

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, as well as current City of Oakland policies, study recommendations, and input from community and CSG members.

Two phases of improvements are identified in this Plan, as described on page 6-6 and 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 bulbouts, enhanced crosswalks, pedestrian-oriented lighting, and street trees where they do not already exist are proposed for all streets. Street trees are prioritized on streets where uses are primarily residential and institutional. On commercial streets, space for displays, awnings, lighting, and loading zones may take priority over street trees. Improvements are 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, dedicated Bus Rapid Transit lanes along 11th and 12th Streets, and re-allocation of curb space to allow for expanded and more efficient locations for bus and shuttle loading and layovers.
- Planters, rain gardens, and other "green" treatments would be applied along 10th Street to highlight its role linking Chinatown to the Lake Merritt Channel.
- 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 to allow for easy, temporary closure for special events. Treatments may include extra-wide sidewalks, 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. These improvements aim to improve the safety and ease of pedestrian crossings.

Phase II

Phase II includes improvements that are dependent on the findings of future studies regarding various circulation changes, such as lane reductions and/or conversion from one-way to two-way traffic. 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 is also part of Phase II, to be implemented as feasible, based on 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 Streets, 9th Street, and 10th Street west of Madison Street.
- 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.

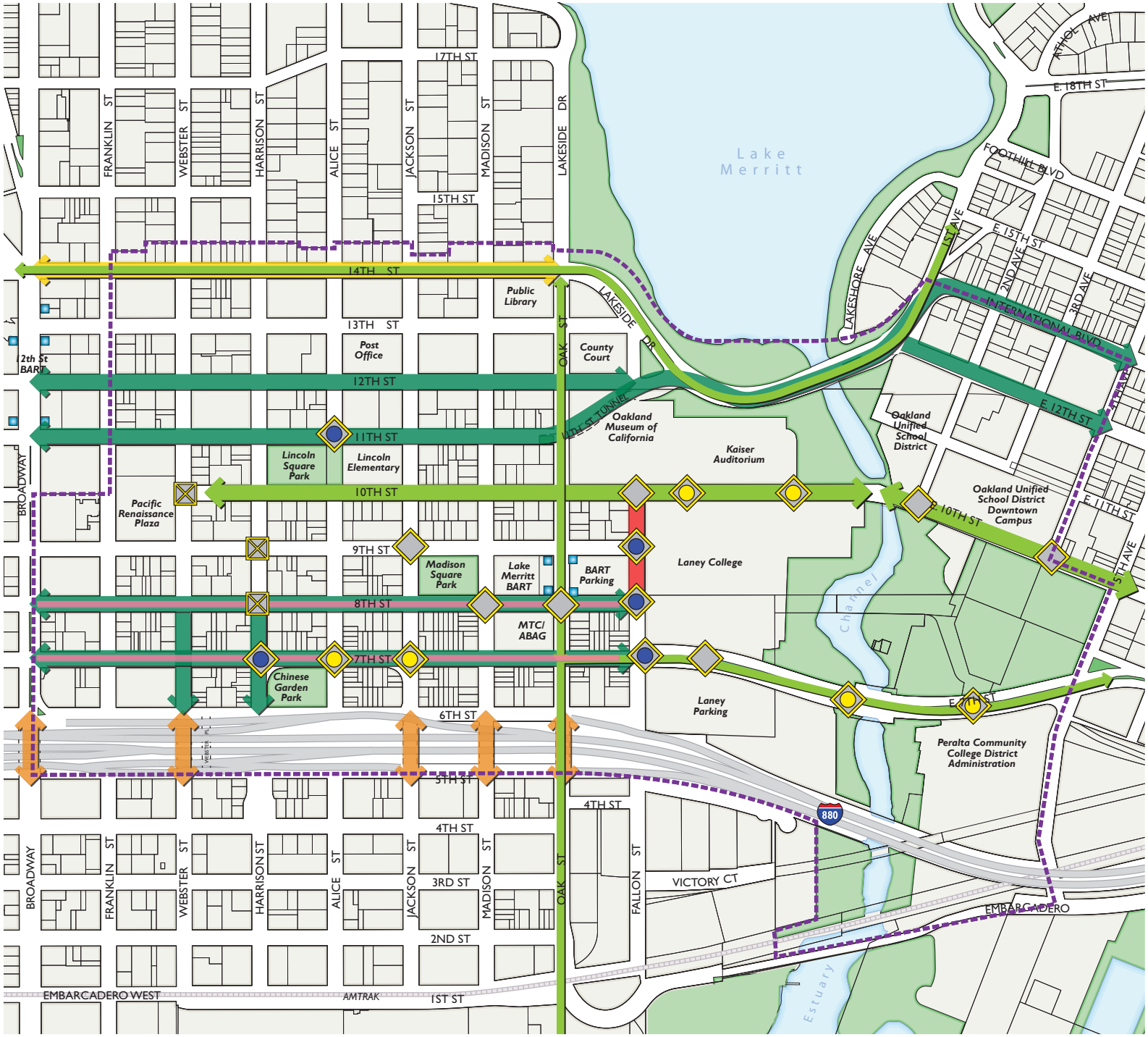


Figure 6.9: STREETSCAPE IMPROVEMENTS (PHASE I)

- Ceremonial Street: Special Lighting to Connect to Lake Merritt
- Transit Improvements: Bus Bulbouts, Shelters, Pedestrian Improvements
- "Green Street" Identity: Planters, Rain Gardens Sustainability Features
- Festival Street: Special Paving, Pedestrian Amenities
- Undercrossings: Lighting, Safety Improvements, Active Uses
- Cultural Corridor: Pedestrian Improvements to Reflect Chinatown Herritage

Priority Pedestrian Crossing Improvements

- Bulbouts
- Bulbouts, Flashing Pedestrian Signs
- Bulbouts, Lane Changes, or Sidewalk Widening
- Phase I Bulbouts, Phase II Pedestrian Scrambles

Planning Area

The entire Planning Area supports active pedestrian use. Improved pedestrian-oriented lighting, improved pedestrian crossings, trees, and wayfinding is a priority for all streets.

0 100 500 1000
FEET

14th Street

14th Street is an east-west connector with two travel lanes in each direction. 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 bulbouts, a sharrow bikeway, sidewalk amenities including pedestrian-oriented lighting, and street trees where subterranean basements and utility vaults allow. Where subterranean conditions constrain in-ground planting, consider above-grade planter(s) with small trees or underground tree vaults. Special lighting will be installed to highlight the link between the Downtown civic center and Lake Merritt, complementing Lake Merritt's "necklace of lights." 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.

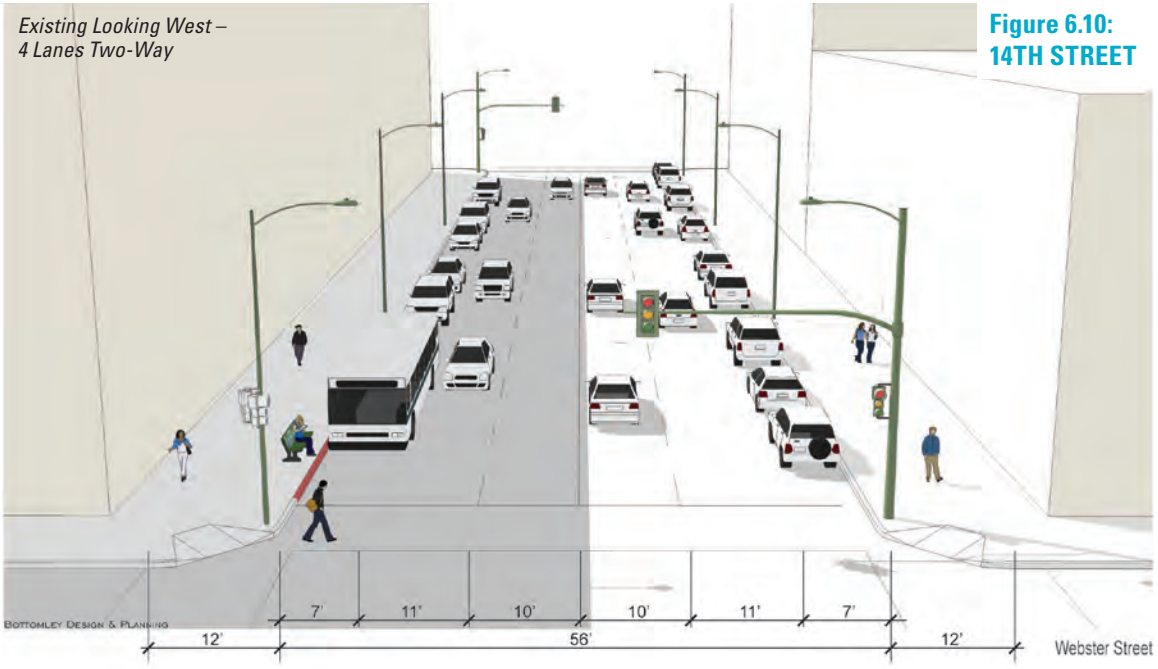
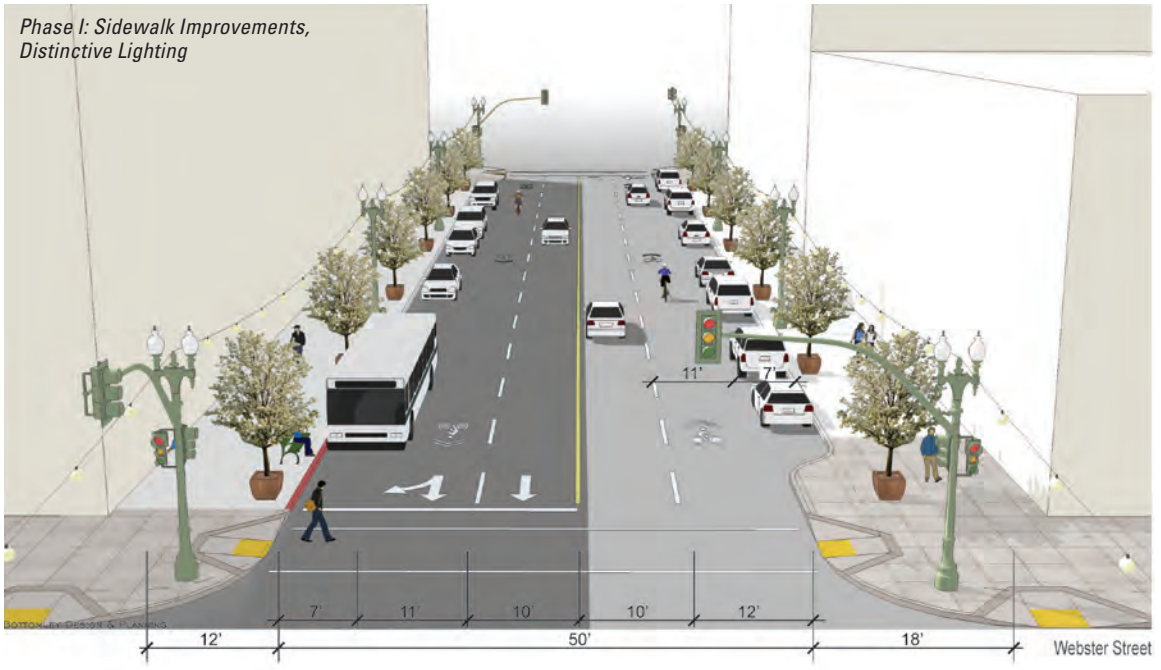


Figure 6.10: 14TH STREET



12th Street

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

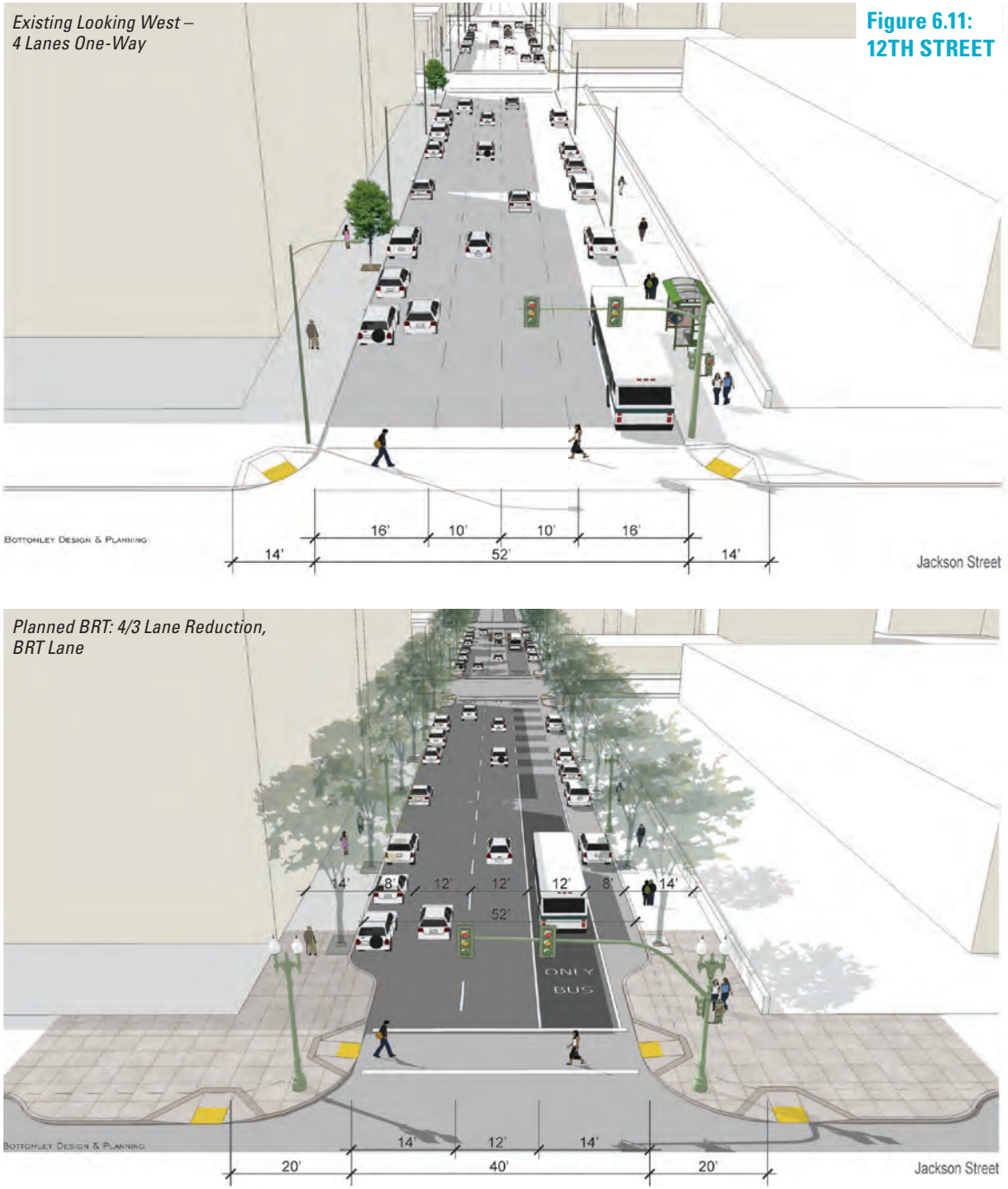


Figure 6.11: 12TH STREET

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 and Madison Streets. 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, to the Oakland Museum of California and Kaiser Auditorium, and 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 neighborhoods.

Phase I

Phase I improvements include pedestrian-scaled lighting, bulbouts, green street amenities such as rain gardens, restriping from four to three lanes from Madison to Alice Streets, 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 (one lane in each direction); angle parking, sidewalk widening, and "green street" rain gardens and other features along north side; widened sidewalks, corner bulbouts, 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 bulbouts, sidewalk amenities including pedestrian-oriented lighting and street trees.

What are Rain Gardens?

Rain gardens are planted, depressed beds designed to absorb stormwater runoff, thereby reducing the load on the storm sewer system, preventing erosion along surface waters, and filtering pollutants.

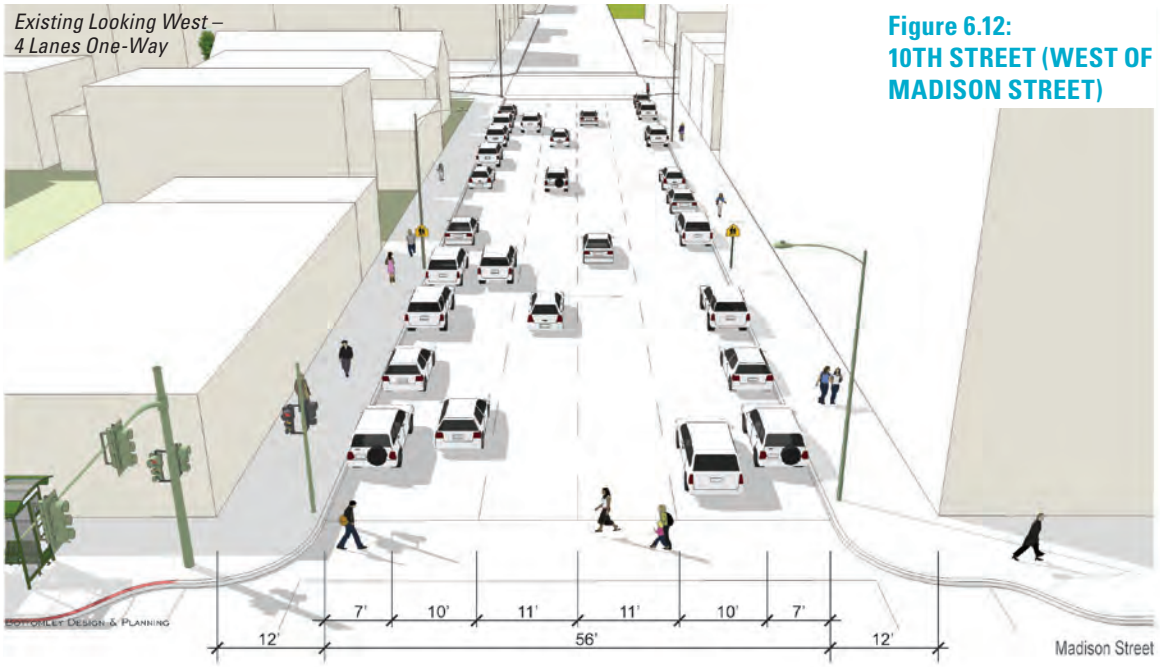
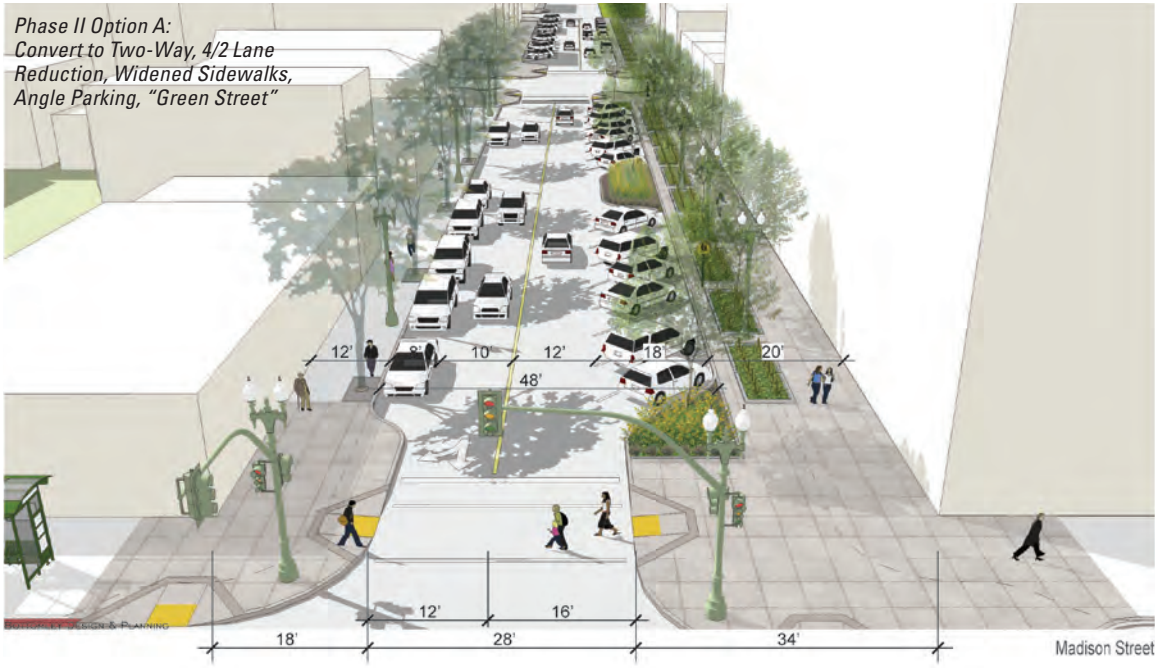
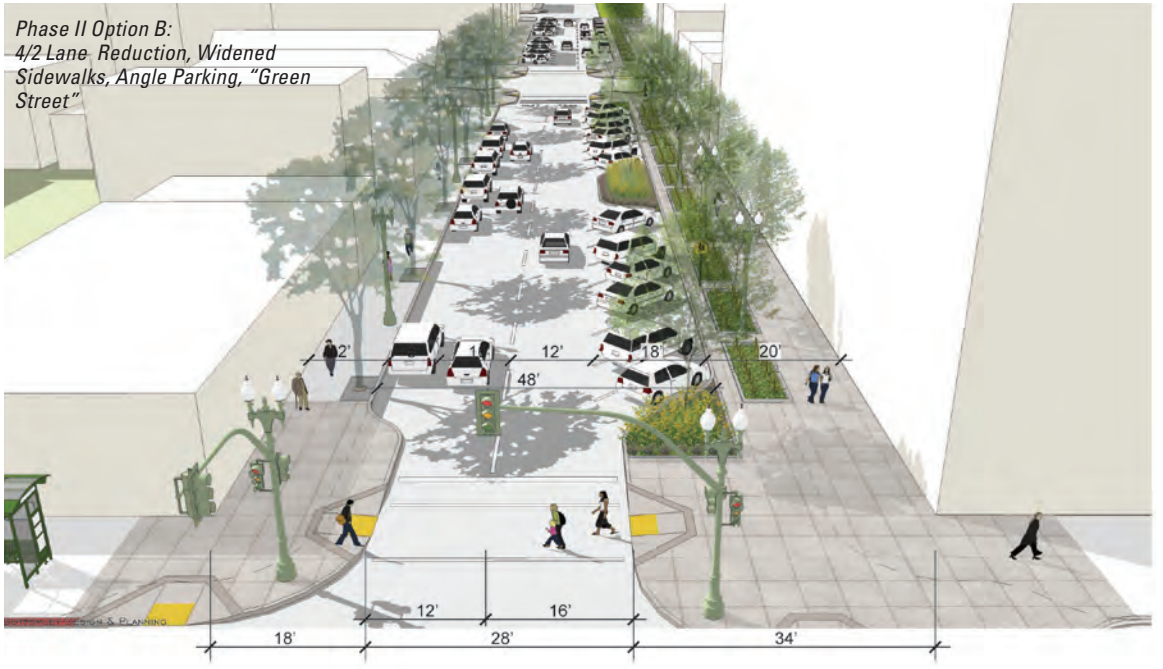


Figure 6.12:
10TH STREET (WEST OF MADISON STREET)

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 is also proposed 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; corner bulbouts, and 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 Street in its current configuration and after proposed improvements.

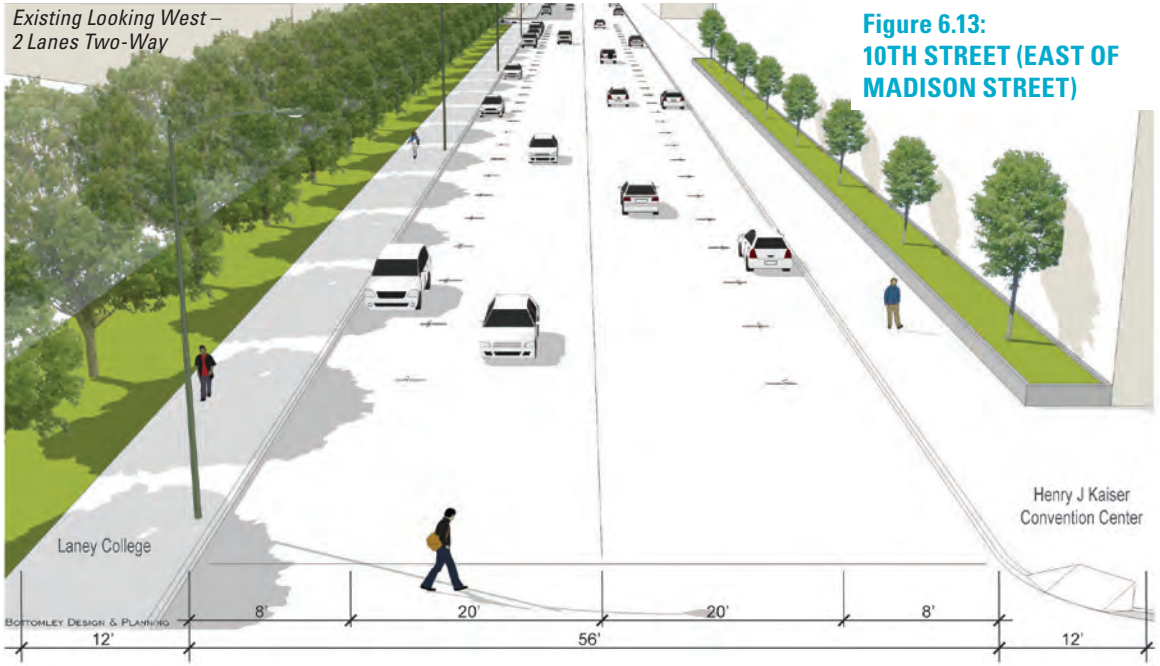
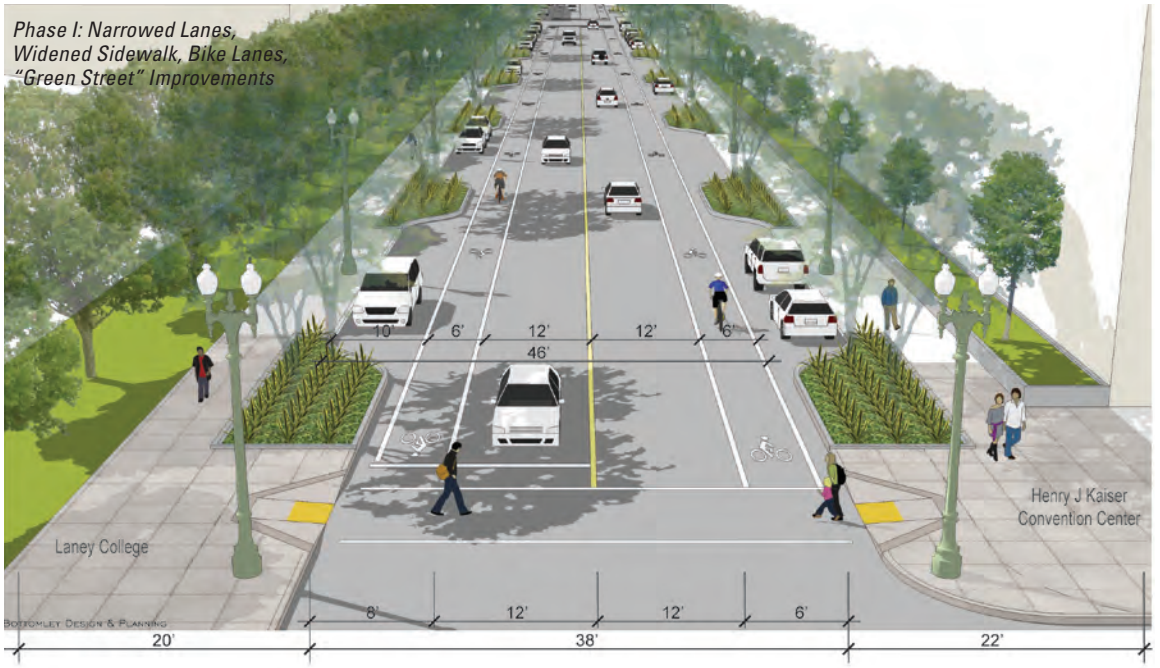


Figure 6.13:
10TH STREET (EAST OF MADISON STREET)



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).[3] In addition, this street has been identified as a priority lighting corridor. Improvements described here seek to meet the goals of a shared street where all modes of travel are accommodated, including 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 bulbouts, enhanced pedestrian crosswalks, a bicycle sharrow, and sidewalk amenities including pedestrian-oriented lighting and street additional trees where they do not conflict with awnings, displays, lighting, and loading zones. 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 8th, 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.

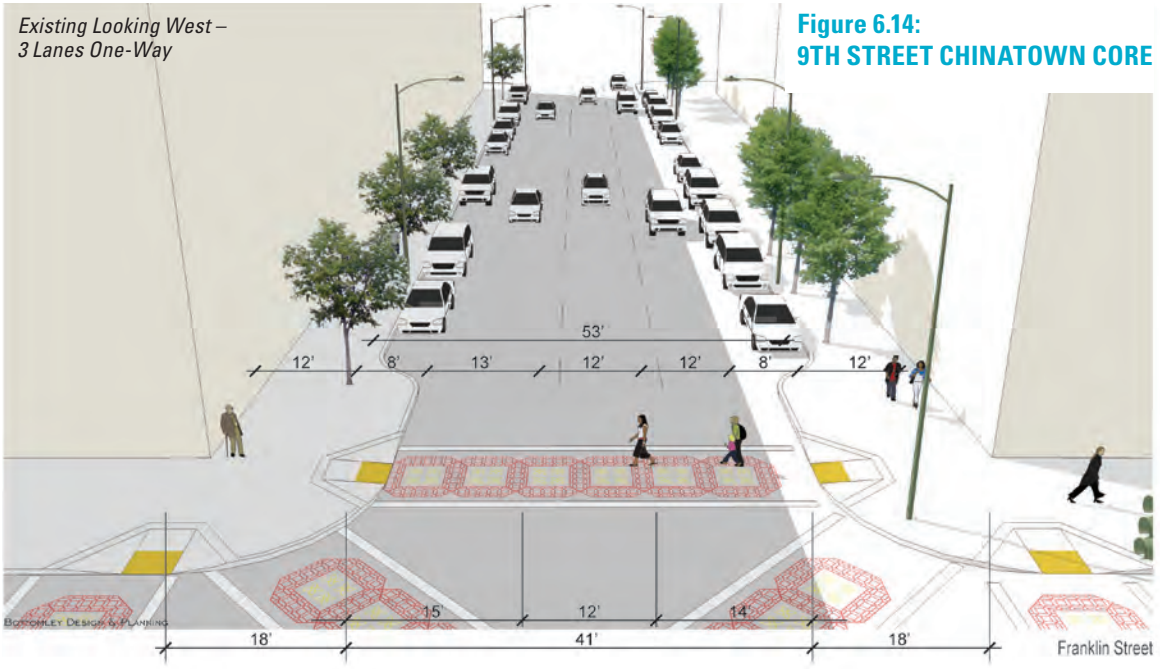
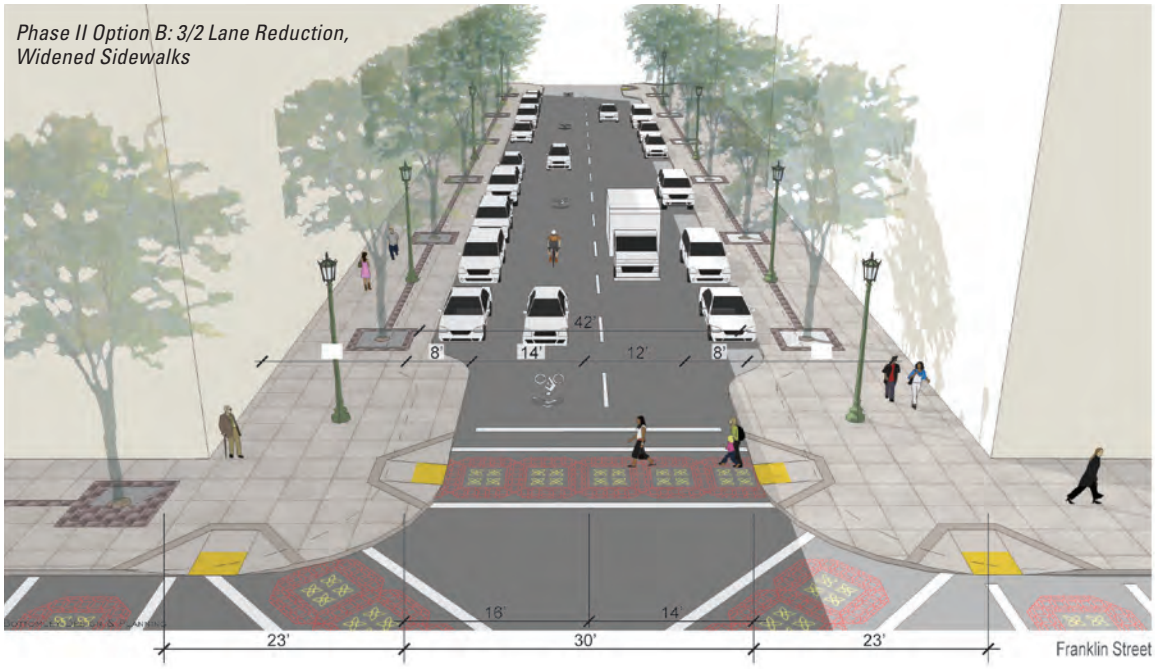


Figure 6.14: 9TH STREET CHINATOWN CORE

3 At the time of the writing of this Plan, the City is not pursuing implementation of bikeways in the core of Chinatown, because of community concerns, including the safety of bikeways in areas with high traffic volumes and double parking. The City will need to examine these issues carefully and, in consultation with Chinatown stakeholders and bicycle advocates, review options for how to move forward. In the meantime, implementation of bikeways outside of the core of Chinatown will be prioritized.

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. This segment will also include striped 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 bulbouts, 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

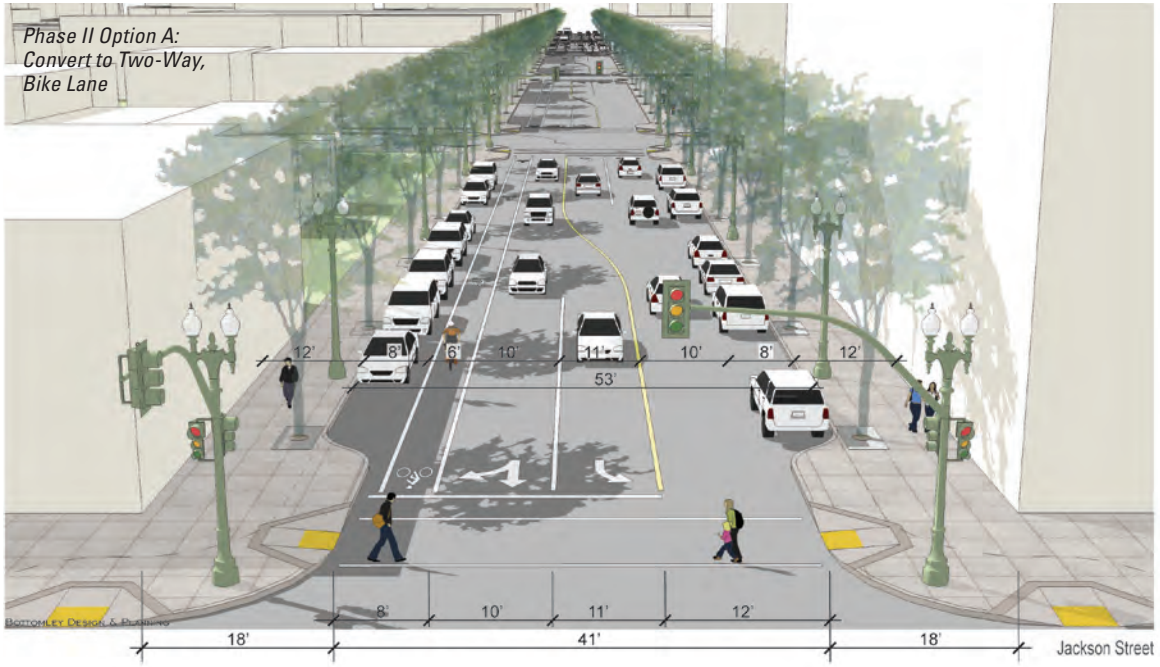
Phase II improvements include possible two-way conversion or lane reduction and sidewalk widening. Preliminary future traffic volumes demonstrate that this segment has the potential for a lane reduction or a conversion to two-way with one travel lane in each direction and a two-way left turn lane. After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

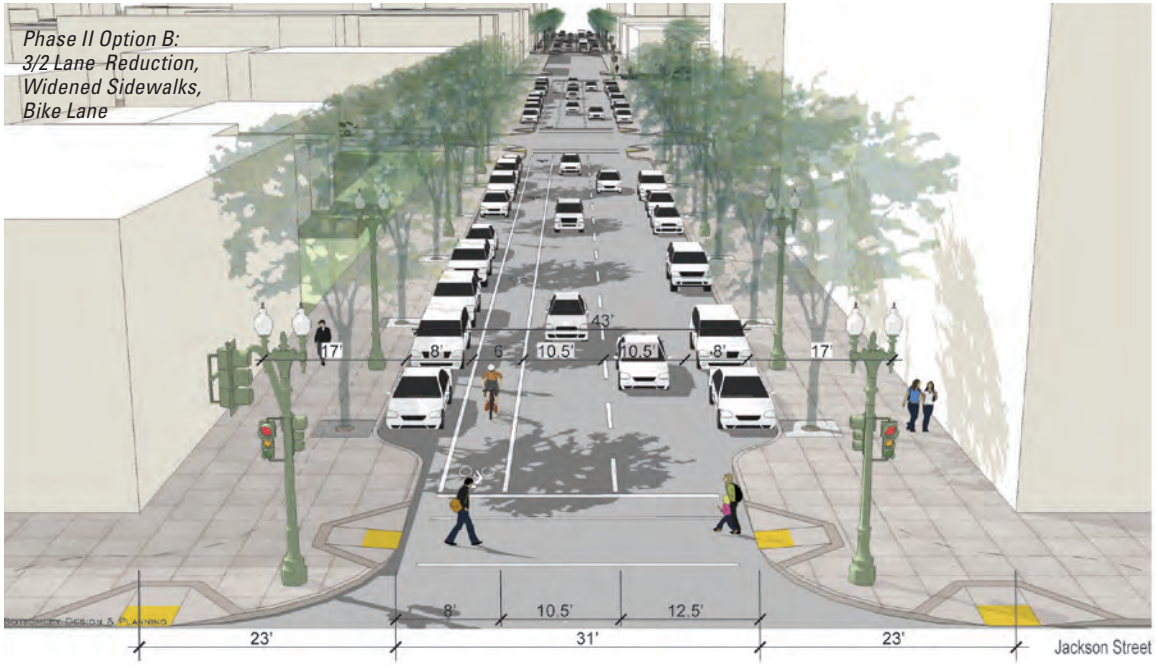
Figure 6.15: 9TH STREET EAST OF CHINATOWN CORE

trian 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.





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, Lake Merritt BART Station and Laney College, and was identified as priority pedestrian connection by the community. 8th Street has also been identified for bike routes (using a sharrow west of Harrison).[4] In addition, this street has been identified as a priority lighting corridor. 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, including improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

Phase I

Phase I improvements include corner bulbouts, enhanced pedestrian crosswalks, a bicycle sharrow, and sidewalk amenities including pedestrian-oriented lighting and street trees where they do not conflict with awnings, displays, lighting, and loading zones. 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.

4 At the time of the writing of this Plan, the City is not pursuing implementation of bikeways in the core of Chinatown, because of community concerns, including the safety of bikeways in areas with high traffic volumes and double parking. The City will need to examine these issues carefully and, in consultation with Chinatown stakeholders and bicycle advocates, review options for how to move forward. In the meantime, implementation of bikeways outside of the core of Chinatown will be prioritized.

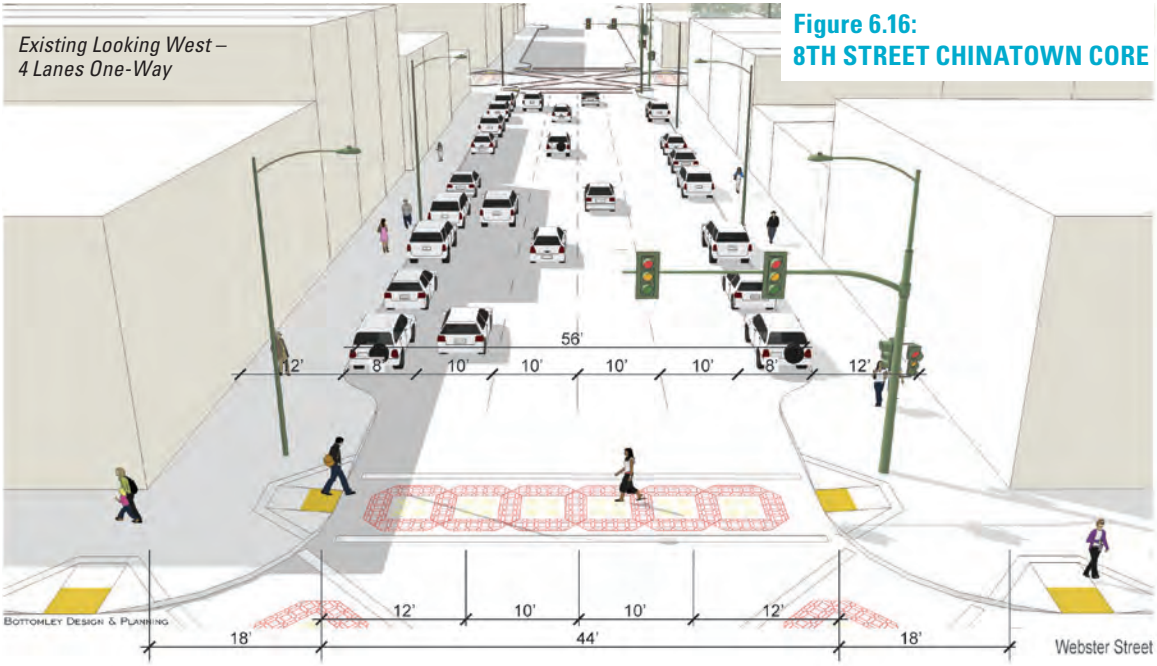


Figure 6.16:
8TH STREET CHINATOWN CORE

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. This segment will stripe bike lanes on the street right-of-way. In addition, this street has been identified as a priority lighting corridor. 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

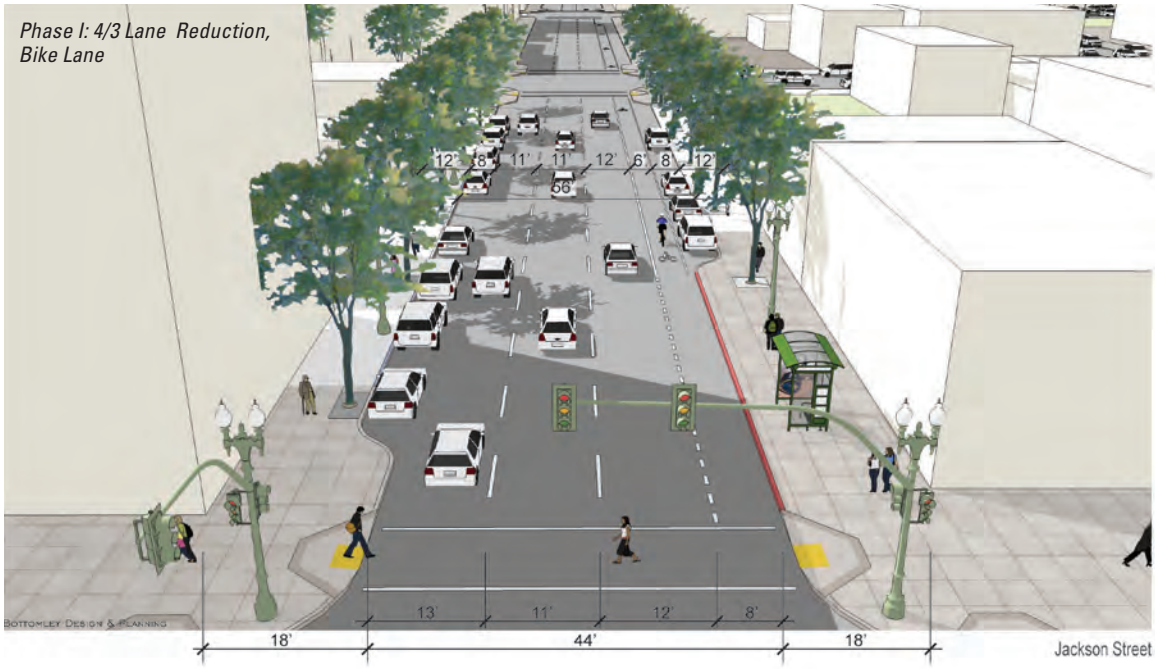
Phase I improvements for 8th Street east of Harrison Street includes a lane reduction from four lanes one-way to three lanes one-way, Class 2 bike lanes, corner bulbouts, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. The existing configuration 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: Lane Reduction and 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.

As a designated truck route, roadway design and turning movements (bulbouts) will need to accommodate these vehicles.

Phase I

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

Phase II

Many members of the community would also like this segment of 7th Street to be studied for possible future conversion to two-way traffic or sidewalk widening. 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.

As a designated truck route, roadway design and turning movements (bulbouts) will need to accommodate these vehicles.

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 bulbouts; 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.

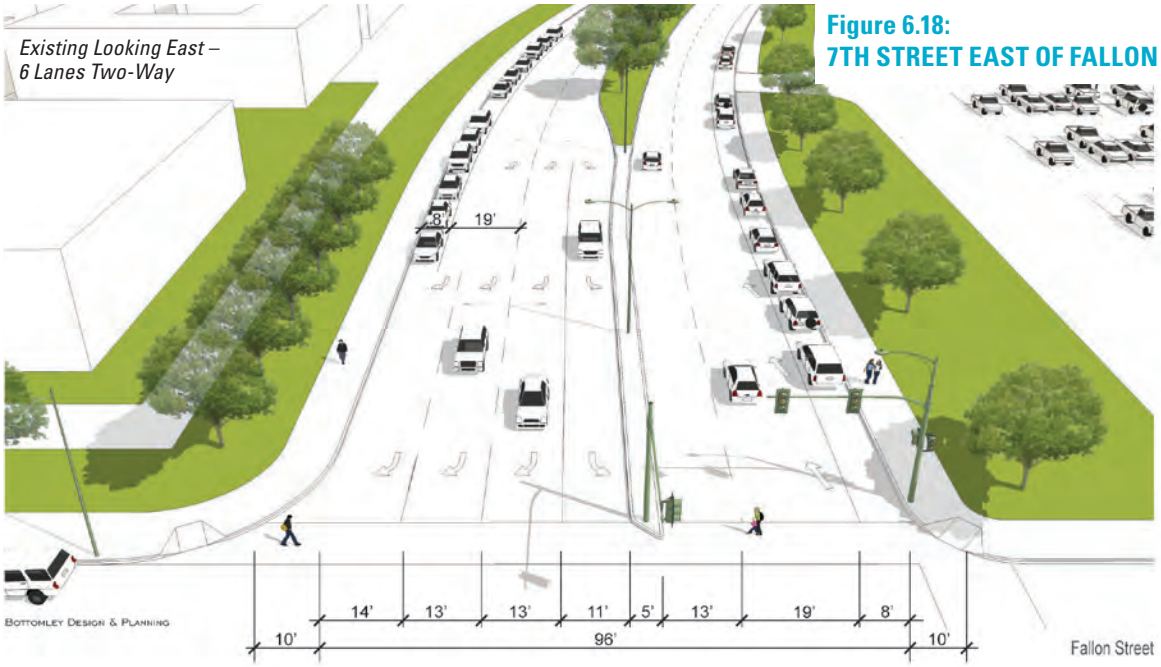
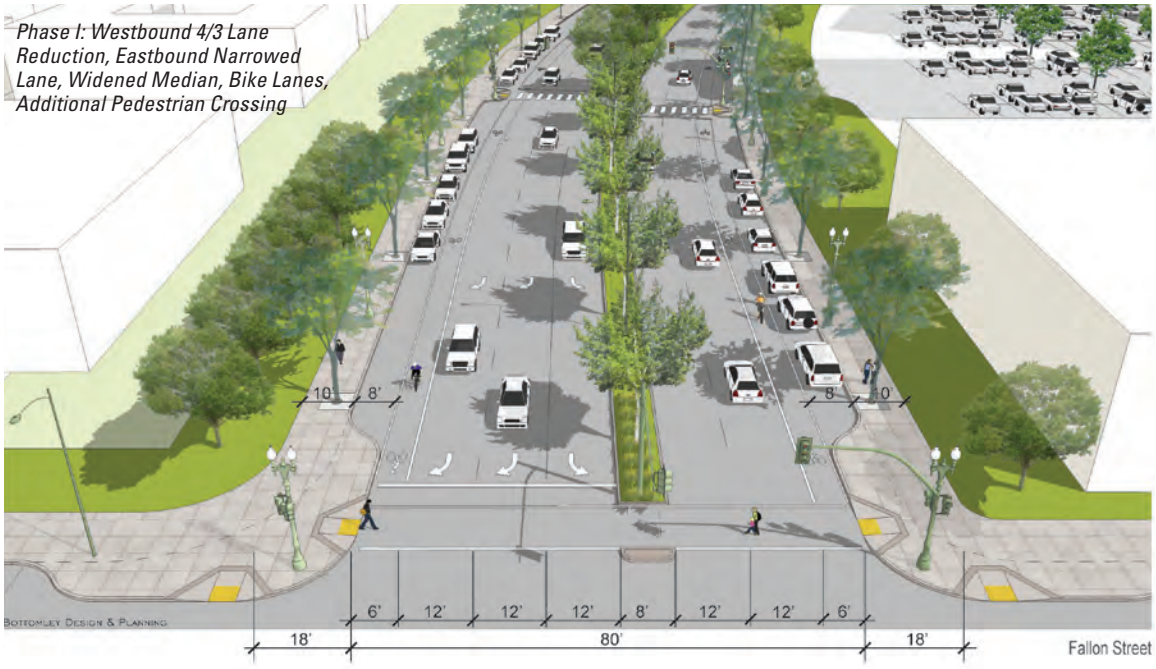


Figure 6.18:
7TH STREET EAST OF FALLON



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 recommends sharrows from 8th to 11th Streets, with painted Class 2 bike lanes north of 11th Street outside of the congested Chinatown core.[5] 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, including improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

Phase I

Phase I improvements include corner bulbouts, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting, and street trees where they do not conflict with awnings, displays, lighting, and loading zones.

Phase II

Phase II improvements include an interim restriping option, and subsequently possible two-way conversion or lane reduction and 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:

- 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.[5] Improvements described here seek to meet the goals of a shared street where all modes of travel are accommodated, including 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 bulbouts, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees where they do not conflict with awnings, displays, lighting, and loading zones.

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. 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

5 At the time of the writing of this Plan, the City is not pursuing implementation of bikeways in the core of Chinatown, because of community concerns, including the safety of bikeways in areas with high traffic volumes and double parking. The City will need to examine these issues carefully and, in consultation with Chinatown stakeholders and bicycle advocates, review options for how to move forward. In the meantime, implementation of bikeways outside of the core of Chinatown will be prioritized.

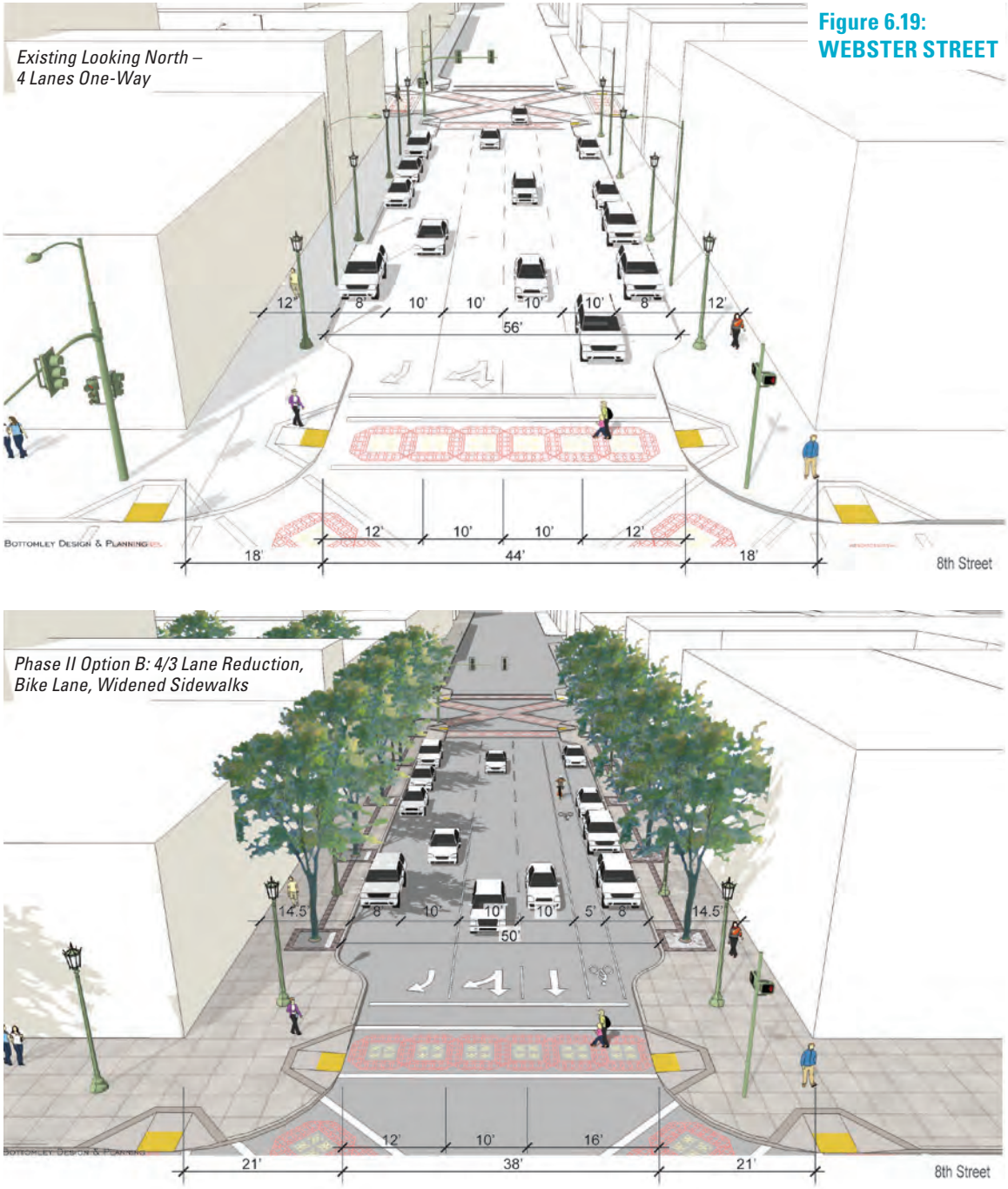


Figure 6.19:
WEBSTER STREET

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.

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 and 10th Streets, 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 bulbouts, 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 and 10th Streets 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. Although not illustrated, a conversion to two-way traffic could also be configured as one lane in each direction with a center turn lane. 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.

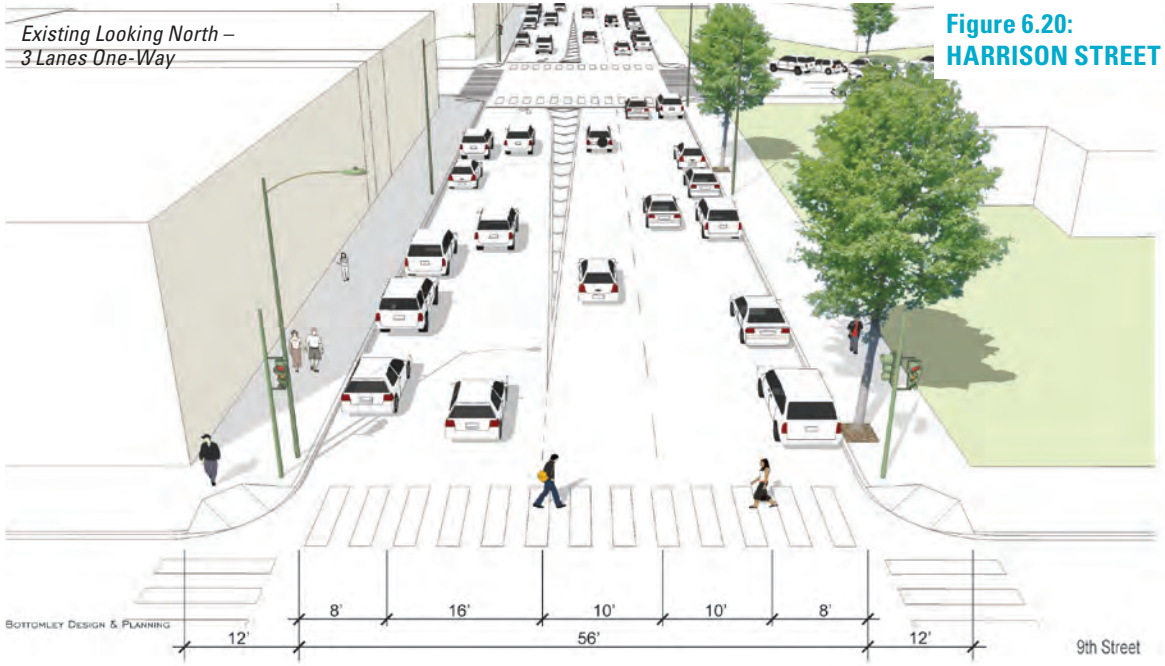
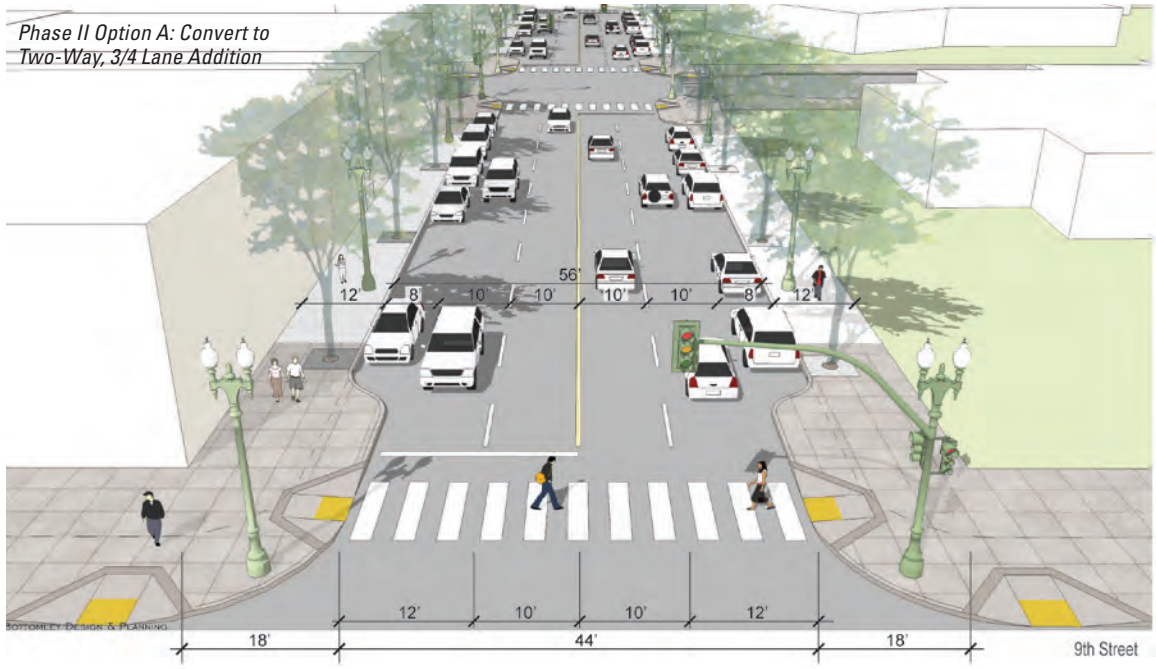


Figure 6.20:
HARRISON STREET



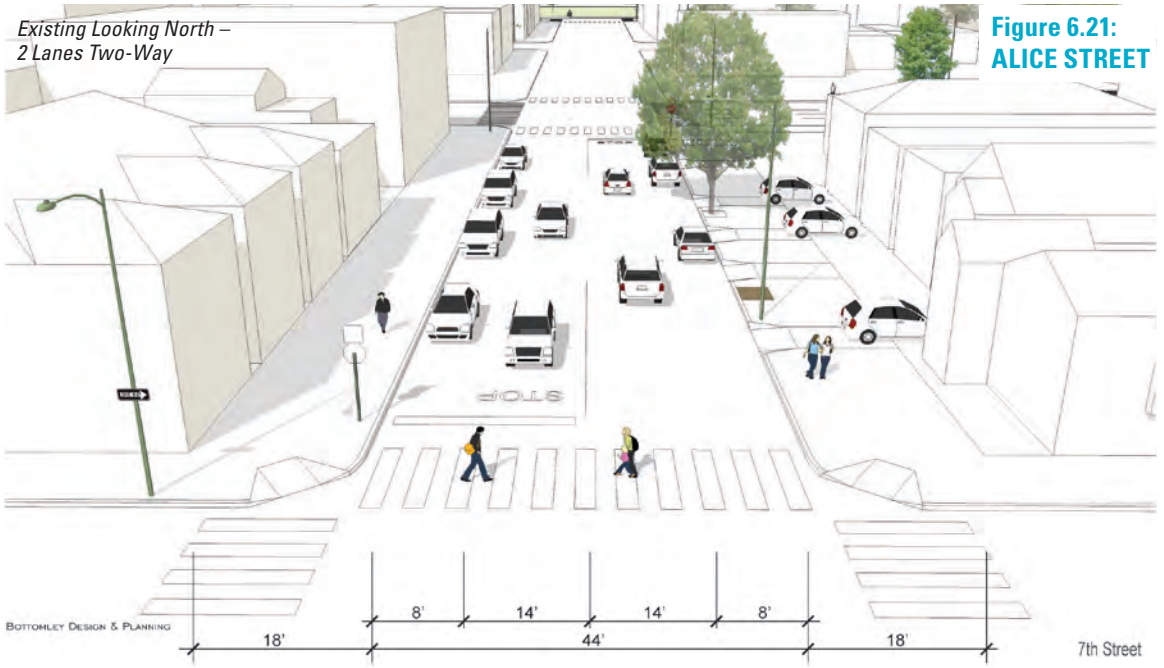
Note: Although not illustrated, a conversion to two-way traffic could also be configured as one lane in each direction with a center turn lane.

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 bulbouts, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. These improvements are shown on Figure 6.21.

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.



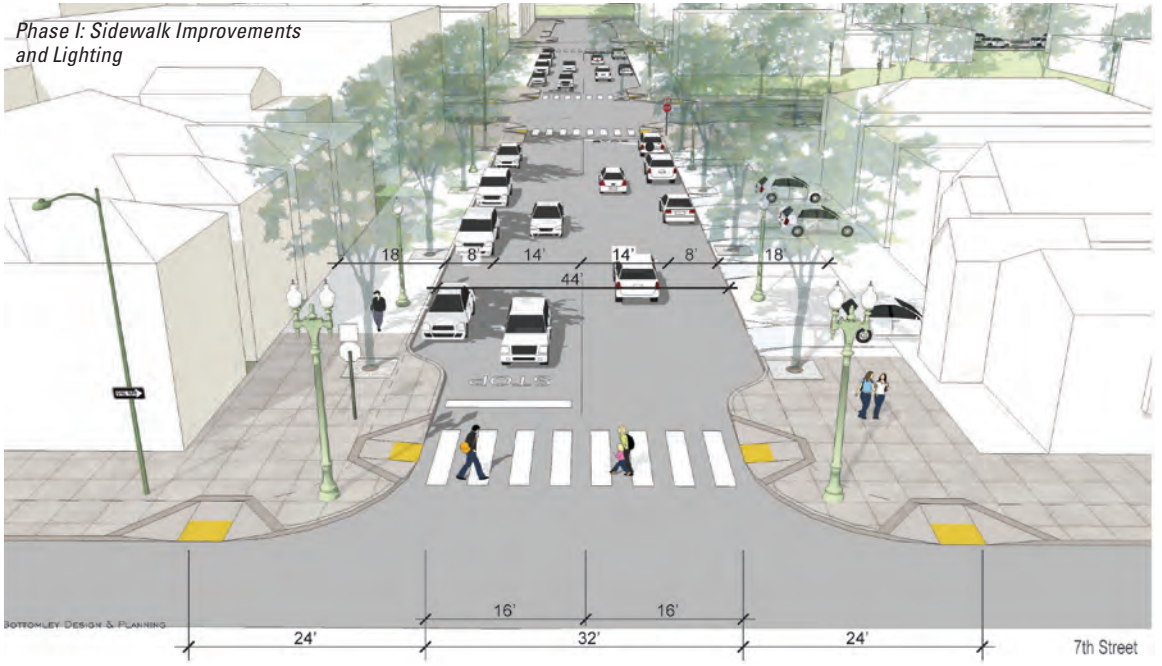


Figure 6.21: ALICE STREET

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 the south-bound couplet to Oak Street, thus supporting its connecting role 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 and 9th Streets to improve the connections between the Lake Merritt BART Station and Madison Square Park.

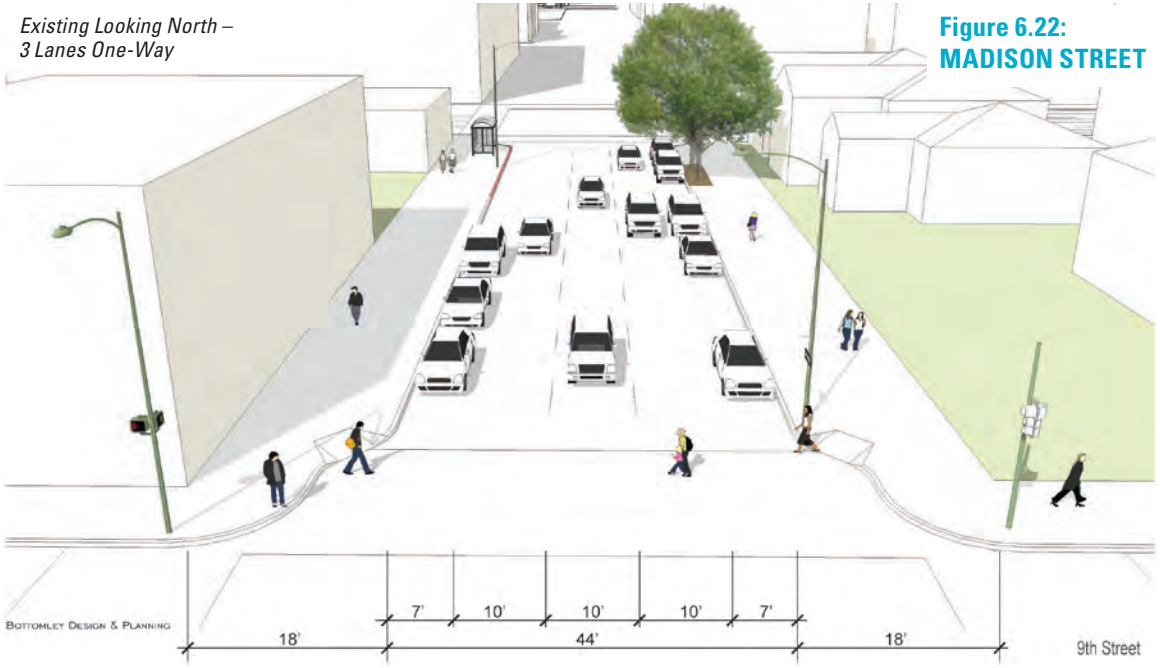
Phase I

Phase I improvements include striping a 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 bulbouts, 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).



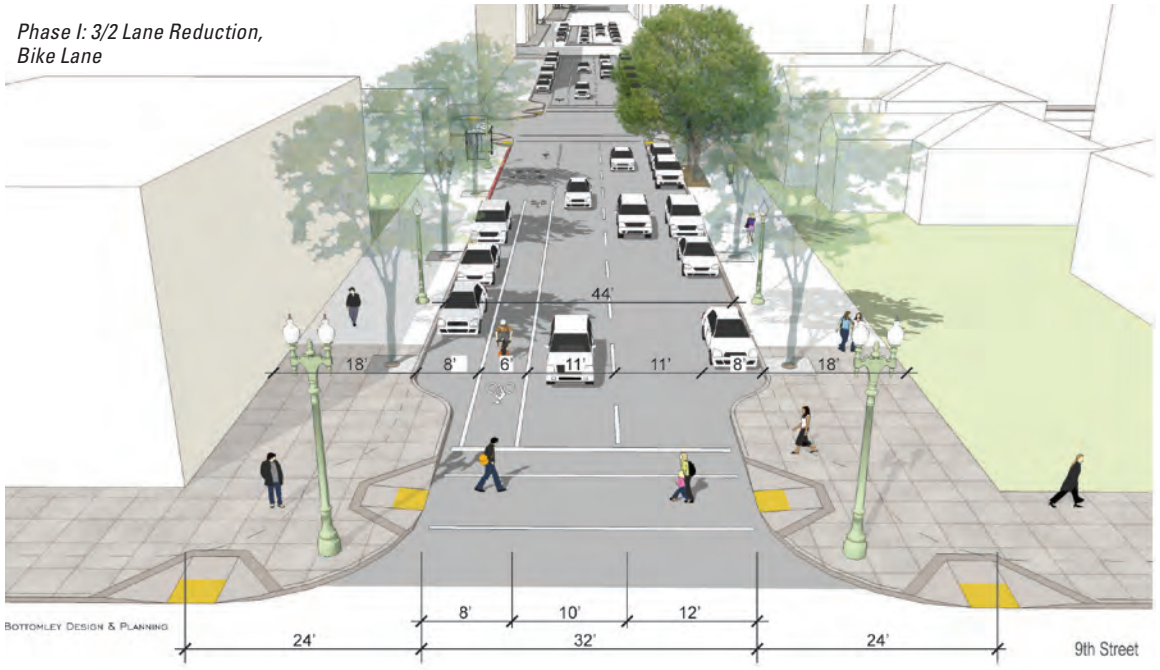


Figure 6.22: MADISON STREET

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 north of the I-880 Freeway, 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, the Jack London District and the Waterfront will be enhanced through the consistent improvement of walking and bicycling connections between Lake Merritt, Waterfront recreation, and commercial destinations with lighting, widened sidewalks, street trees, a striped bikeway, and improved street crossings.

Phase I

Phase I improvements include striping a lane reduction from four lanes to three lanes one-way with the addition of a Class 2 bike lane. The street will receive corner bulbouts, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting, street trees, and way-finding – particularly at the Lake Merritt BART Station. Additional Transit Hub improvements would 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.

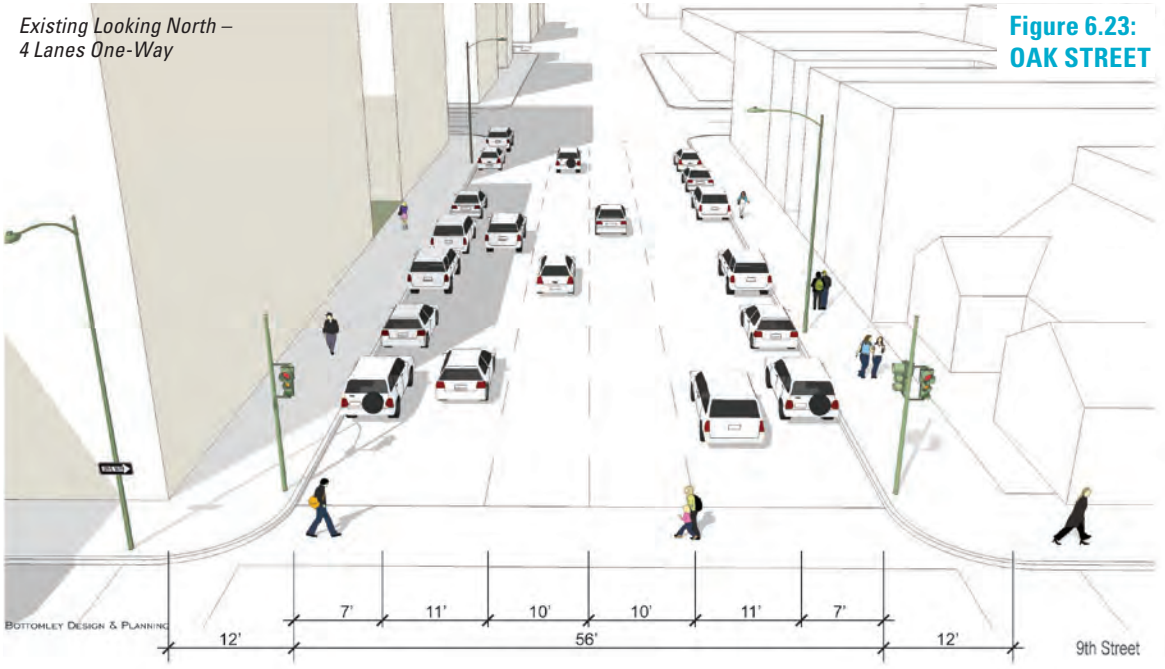
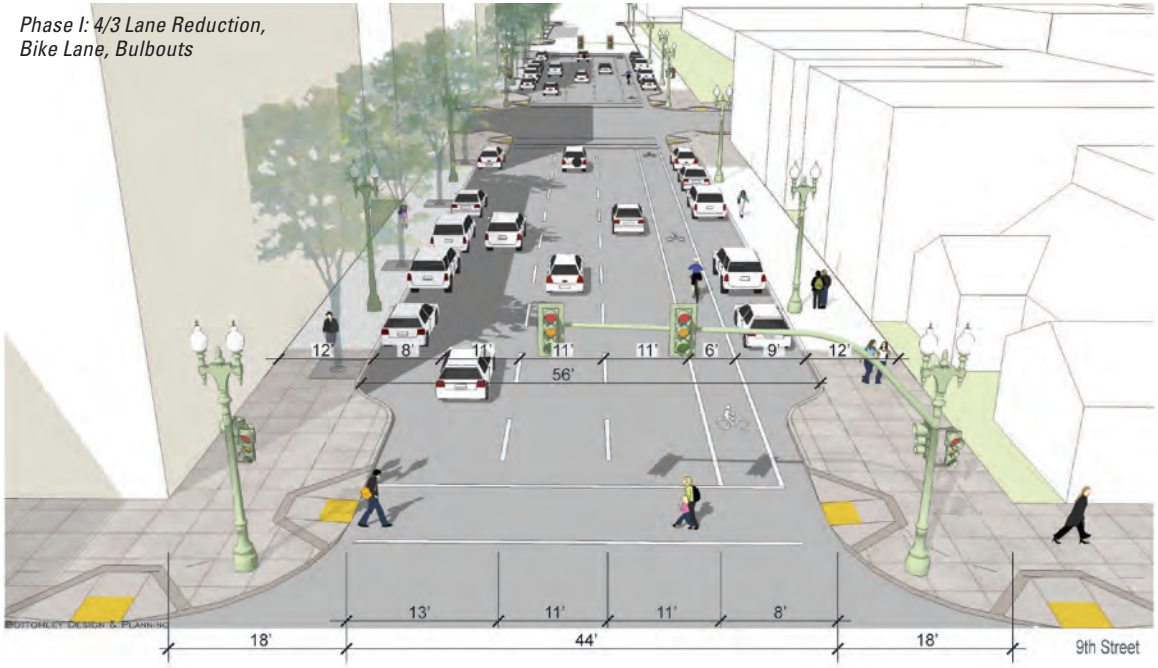
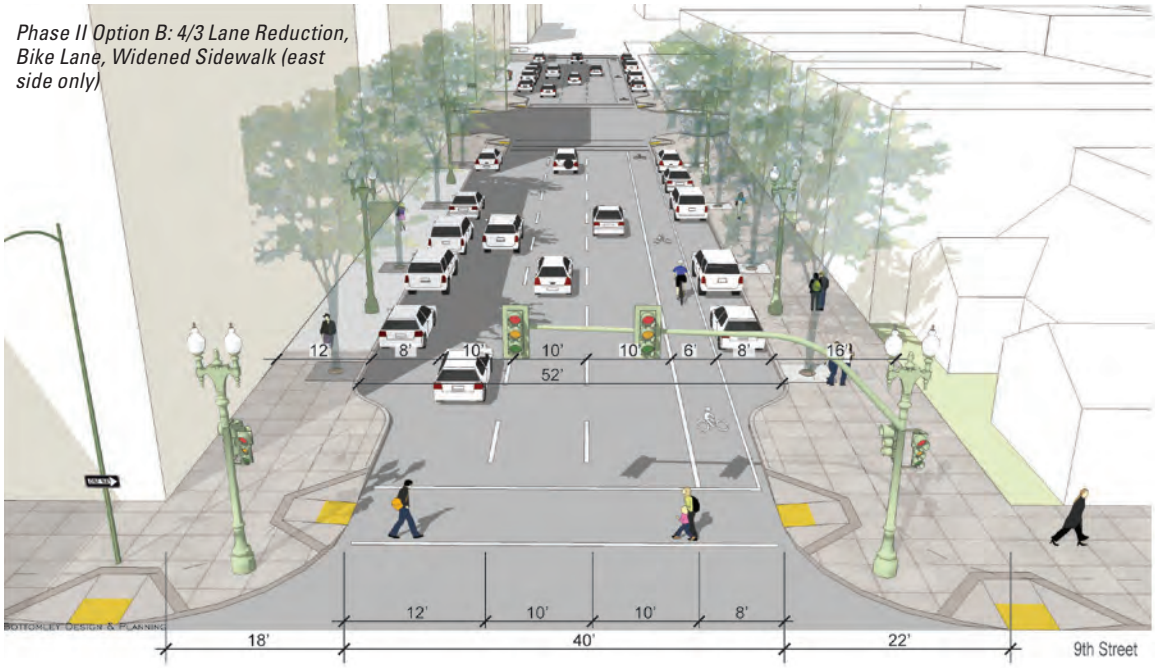


Figure 6.23: OAK STREET

Phase I: 4/3 Lane Reduction, Bike Lane, Bulbouts



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 and 8th Streets where it is one-way with three northbound travel lanes.

Phase I

Phase I improvements for Fallon Street include a street width reduction and a "festival street" treatment between 8th and 10th Streets. Festival streets have special paving and a reduced roadway width with extra-wide sidewalks, allowing for easy, temporary closure of those blocks for special events. A festival street treatment would link the Laney College main entrance and BART with traffic calming and unique streetscape features to enable the street to function as a plaza for public use on weekends or for other community events.

The street will also receive corner bulbouts, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. Existing conditions and proposed improvements to Fallon Street are shown in Figure 6.24.

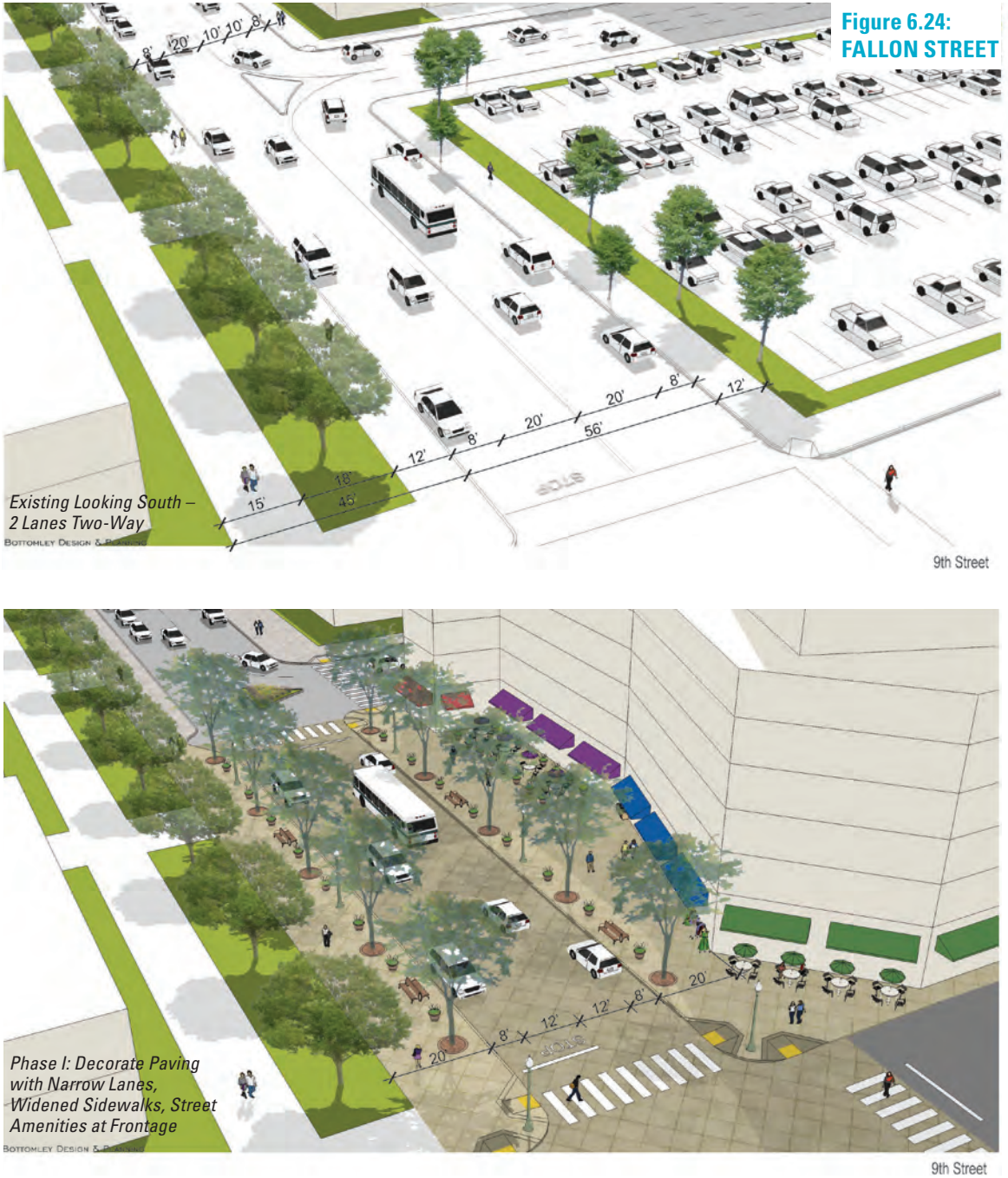


Figure 6.24: FALLON STREET

Webster Green

The Webster Green could significantly improve the link between Chinatown and the Jack London District. Webster Street from 7th to 5th Streets (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 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 could be narrowed to one southbound lane with one lane of parallel parking, with 40 to 50 feet of roadway converted to the Green.

This Plan also 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.

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 Streets 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 bulbouts, 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 number of vehicle lanes or the width of individual 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, bulbouts, 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 can increase pedestrian convenience, but should be 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	**BIKEWAYS**	**LANE REDUCTION**	**BULBOUTS, LIGHTING, SPECIAL PAVING, WAY-FINDING, TREES**	**INTERIM PHASE: BIKE-WAYS**	**TWO-WAY CONVERSION AND /OR SIDEWALK WIDENING**
5th Ave	Existing		x		**x**
7th west of Fallon	Existing		x		**x**
7th east of Fallon			x		**x**
8th Broadway to Harrison	Sharrow[2]		**x**	Pending	**x**
8th Harrison to Fallon	Lane	x	**x**		**x**
9th Broadway to Harrison	Sharrow		**x**	Pending	x
9th Harrison to Fallon	Lane		**x**		**x**
10th west of Madison[1]	Lane		x		**x**
10th Madison to Oak	Lane		x		**x**
10th Oak to Fallon	Lane	x	x		**x**
10th east of Fallon	Lane	x	x		**x**
11th			x		x
12th			x		x
13th			x		
14th	Sharrow		x		
Franklin			x	Lane	
Webster			**x**	Lane	
Harrison I-880 to 8th			**x**		
Harrison 8th to 10th			**x**		
Harrison 10th to 14th			**x**		
Alice			**x**		
Jackson			**x**		
Madison	Lane	x	**x**		
Oak	Lane	x	**x**		
Fallon			x		
I-880 Undercrossings			**x**		

1. Potential addition of diagonal parking (no additional study needed)

2. A sharrow is a traffic lane marked for shared bicycle access.

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, particularly to local retail, while also promoting non-auto modes of transportation and making 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, the Oakland Museum of California, Alameda County offices, Lake Merritt, and other regional destinations. 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.

C-8 **Festival Streets.** 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. Other streets may also be suitable for frestival street treatment.

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 and the Oakland Museum of California 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:

Phase I improvements may include key transit access improvements, special paving on Fallon Street as a festival street, and enchancments to the I-880 Freeway undercrossings.

- 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 Street at two locations on either side of the Kaiser Auditorium.
- Priority intersection improvement at 10th and Fallon Streets.
- Mid-block crossings with other traffic calming devices, such as flashing pedestrian signs.

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 and desirabilty 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 Street between 8th and 10th Streets.
- Streets that are high community priority, more difficult to implement:
  - 7th and 8th Streets couplet.
  - Franklin and Webster Streets couplet.[6]
- 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 Streets.** Implement interim Phase II striping improvements on Franklin and Webster Streets 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.

6 Note that traffic volumes and capacity on Franklin Street do not make conversion difficult. However, because Franklin is coupled with Webster Street, which does have traffic volume and capacity concerns, Franklin is also considered more difficult for conversion to two-way traffic.

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 establish 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 multilingual 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 "bulbouts."** Provide corner "bulbouts" and curb extensions. Prioritize bulbouts at key intersections identified in Figure 6.9. Ensure incorporation of ADA-accessible curb ramps at each corner.

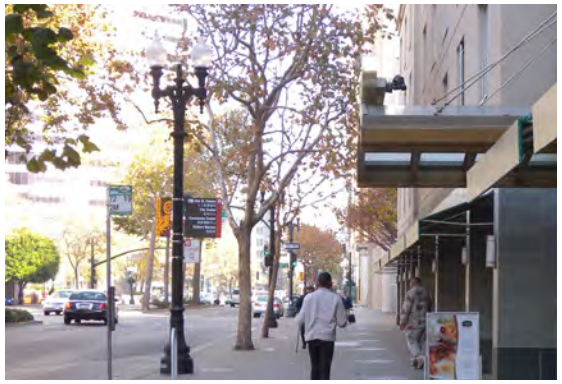
C-20 **Pedestrian crosswalk lines.** Paint/re-paint crosswalk lines as needed to ensure visibility. Consider incorporation of textured pavers for areas with high volumes of pedestrian traffic.

C-21 **Sidewalk repairs.** Institute sidewalk repairs in order to ensure safe pedestrian access.

C-22 **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.

C-23 **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.



Improved pedestrian comforts includes calmed traffic, improved street crossings, and street trees for shade (top). Street lighting should build on the existing scheme used in Chinatown (middle) with new compatible features incorporated as desired (bottom).

Wide sidewalks should allow space for sidewalk vending and outdoor seating, street amenities, and a six-foot clear pedestrian walkway.

- 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.
- Consider right-on-red restrictions where needed.

C-24 **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-25 **Traffic signal at 7th and Alice Streets.** 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, consider installation of additional traffic calming devices to encourage safe pedestrian crossing.

C-26 **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 pedestrian signs, that can be activated by pedestrians waiting to cross; or
- Full traffic lights requiring traffic to stop.

Sidewalks and Street Vending

C-27 **Pedestrian-scaled lighting.** Add or enhance pedestrian-scaled lighting, as shown on Figure 6.9 at the following locations:

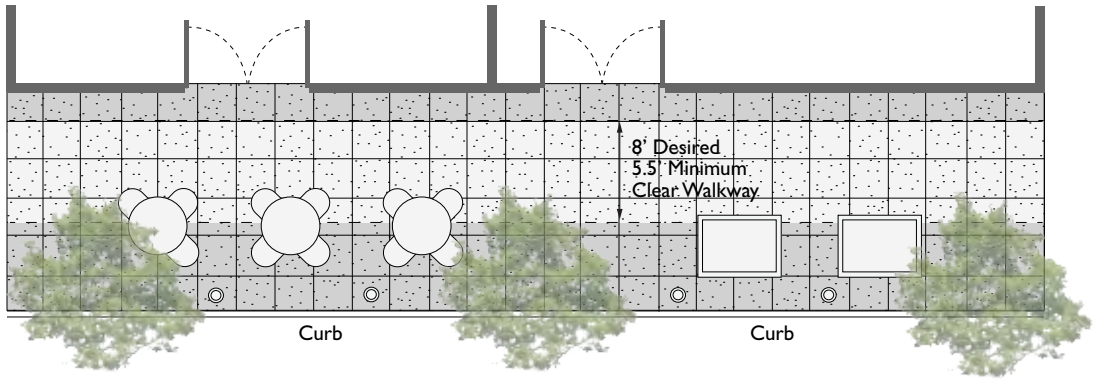
- On priority lighting corridors, as shown in Figure 6.9, covering segments of 14th, 9th, 8th, Webster, Harrison, Alice, Jackson, Madison, and Oak Streets.
- Around the BART Station.
- Under the I-880 Freeway along pedestrian under-crossings.

C-28 **Clear pedestrian access.** Ensure sidewalks include clear pedestrian access, as shown in Figure 6.25. The minimum width required is 5.5 feet, though the desired width is eight feet. Generally the total sidewalk width should be twelve feet. The clear path 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.

Note that a building setback can be required as a condition of approval for new development in order to widen the sidewalk.

C-29 **Sidewalk vending.** Consider amending 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.

Figure 6.25: CLEAR PEDESTRIAN ACCESS



C-30 **Parking pay station and newsstand consolidation.** Consider replacement of parking meters with central pay booths and consolidation of newsstands in order to increase the effective sidewalk width within the Chinatown core.

C-31 **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-32 **Bike lanes and routes.** Implement the policies and improvements of the City's Bicycle Master Plan in the Planning Area. New bike lane and route 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.

At the time of the writing of this Plan, the City is not pursuing implementation of bikeways in the core of Chinatown because of community concerns. The City will need to examine these issues carefully and, in consultation with Chinatown stakeholders and bicycle advocates, review options for how to move forward. In the meantime, implementation of bikeways outside of the core of Chinatown will be prioritized.

C-33 **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

Transit Streets

C-34 **Transit streets.** Designate 7th, 8th, 11th, and 12th Streets, Broadway, and the Alameda tube entrance and exit as transit preferential streets.

C-35 **Transit service improvements.** Work with AC Transit to improve transit service on transit streets through restricted bus lanes on 11th and 12th Streets, and transit priority signals and signal timing improvements on all transit streets. Also ensure design of bulbouts do not interfere with bus service; where bulbouts are installed on transit streets design them so that they serve the buses by aiding boarding and exiting.

C-36 **Parallel on-street parking.** Maintain parallel on-street parking along transit streets and do not convert it to diagonal parking.

Curb Management

C-37 **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. Signs should be multilingual to meet the needs of the surrounding community.

C-38 **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-39 **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-40 **Enforcement.** Enforce no parking and restricted parking zones.

C-41 **Electric vehicle facilities.** Create electric vehicle parking/recharging stations adjacent to the Lake Merritt BART Station.

C-42 **Motorcycle/moped parking area.** Designate a motorcycle/moped parking area.

Pedestrian Access

C-43 **Multilingual wayfinding signage.** Provide multilingual wayfinding signage to guide travelers to the Lake Merritt BART Station.

C-44 **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.

C-45 **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

C-46 **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

C-47 **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 bulbouts, 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-48 **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 multi-lingual instructional signs for BART ticket and change machines.

Parking

C-49 **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-50 **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.

However, a joint parking lot that could serve Laney and BART patrons may be considered.

C-51 **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-52 **New public parking.** Encourage new structured parking garages to be wrapped at the ground level with active land uses that positively contribute to the pedestrian's experience on the sidewalk and provide useful services to the neighborhood.

C-53 **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-54 **Unbundled parking cost.** Unbundle the cost of parking from housing cost as part of new residential development.

C-55 **Enforcement.** Increase enforcement of time limits for on-street parking in the Chinatown core.

C-56 **Parking management.** Study pricing, marketing and other strategies to make the most efficient use of both existing high-demand and underutilized parking areas. Implement a marketing program to educate the public about available parking areas and varied costs.

C-56A **Parking Benefit Districts.** Explore the creation of Parking Benefit Districts, for example in the Chinatown Commercial District.

C-57 **Parking requirements.** Reduce parking minimum requirements in the entire Planning Area, particularly for affordable housing units and conversion of historic buildings.

C-57A **In-lieu fees.** Enact in-lieu fees that would allow further reductions in parking associated with new development in exchange for funding to support improvements in the Plan Area.

C-58 **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-59 **Shared Parking.** Work with local institutions such as Alameda County to manage existing and new institutional parking lots and garages as regional destination parking. This shared parking would serve a variety of uses and make use of currently underused weekend and evening hours.

C-60 **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, property owners, property managers, and developers 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-61 **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 and Harrison Streets;
- The south side of 8th Street between Franklin and Webster Streets;
- The south side of 10th Street between Webster and Harrison Streets;
- The east side of Webster Street between 9th and 10th Streets.

C-62 **Enforcement.** Increase the effectiveness of parking enforcement by using walking enforcement to give violations and give multiple tickets for vehicles parked in the same space for long periods.

7 COMMUNITY RESOURCES

IN THIS CHAPTER

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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 the 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 (OCHS) 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 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.

Properties that may be considered significant under the California Environmental Quality Act (CEQA), as defined by Oakland's CEQA Thresholds of Significance, are shown in 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 Potentially Designated Historic Properties within Areas of Primary Importance;
- Resources identified as significant (rated 1 through 5) on the State's historic resources inventory; 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 Oakland Cultural Heritage Survey 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

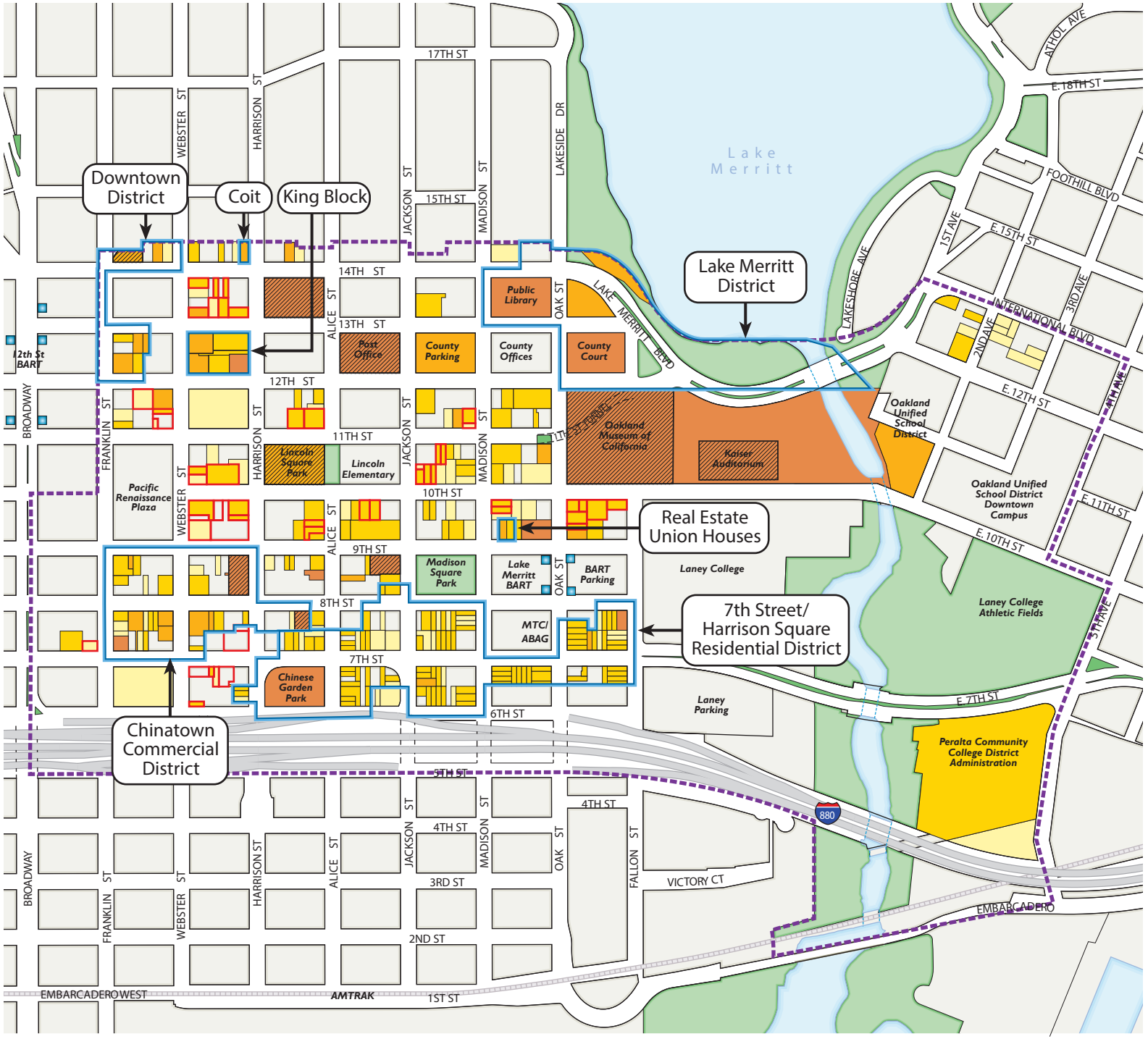

Figure 7.1: HISTORIC RESOURCES

- Areas of Primary Importance
- Areas of Secondary Importance
- Designated Landmark

Rating

- A - Highest
- B - Major
- C - Secondary
- D - Minor

- Planning Area

This map shows properties and districts recognized by the City of Oakland Local Register of Historical Resources, including those rated by the Oakland Cultural Heritage Survey.

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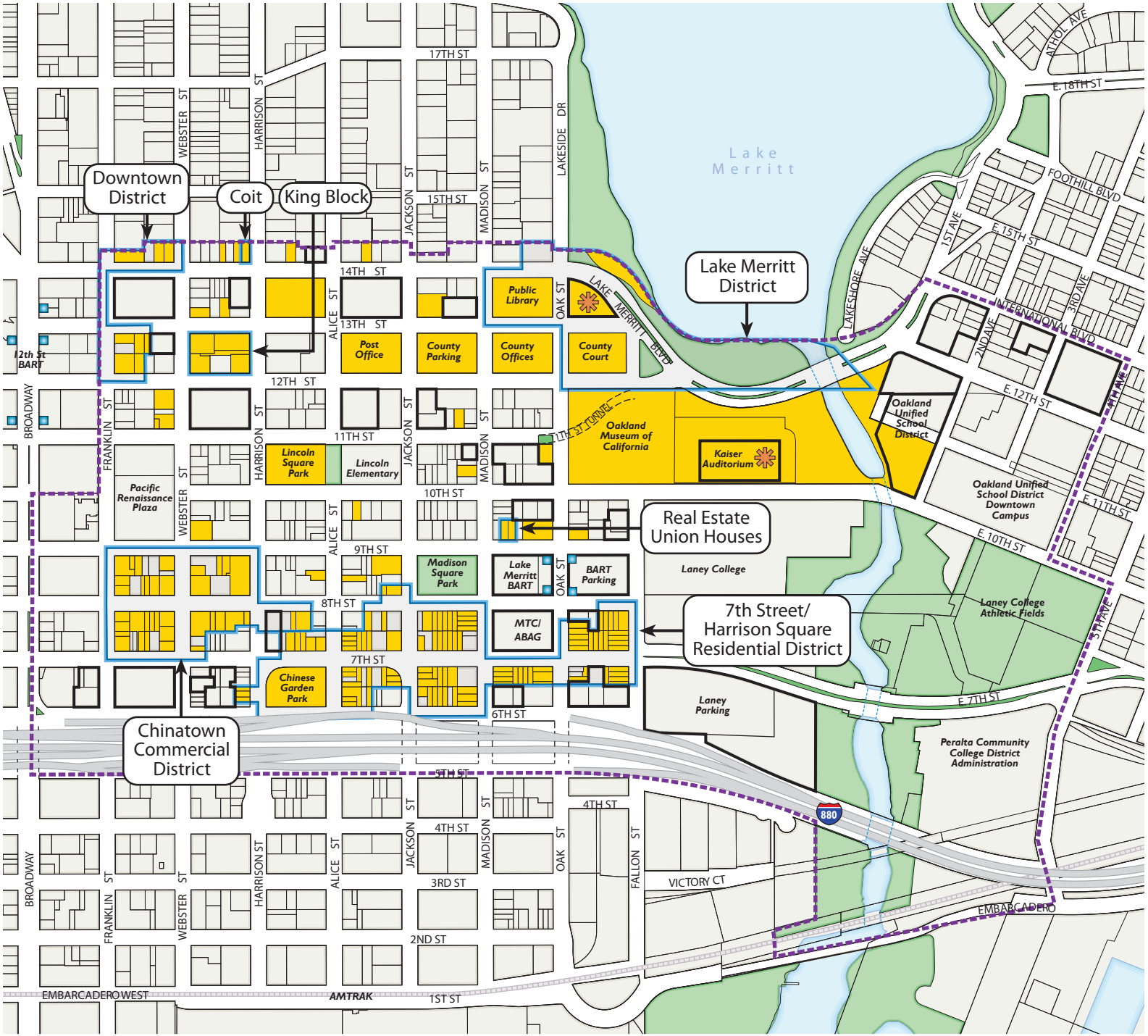

Figure 7.2: CEQA HISTORIC RESOURCES AND OPPORTUNITY SITES

- Opportunity Sites
- Opportunity Sites for Adaptive Reuse
- Areas of Primary Importance
- Properties considered significant under CEQA

These include:
- Sites listed on the National Register of Historic Places and California Register of Historical Resources
- Sites in Oakland's Local Register of Historic Resources, including: Designated Historic Properties, properties rated A or B by the Cultural Heritage Survey, and Potential Designated Historic Properties in Areas of Primary Importance (APIs) as identified by the Cultural Heritage Survey
- Resources identified as significant (rate 1-5) in the California Historical Resources Inventory

- Planning Area

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Areas of Primary Importance include the Real Estate Union Houses (top), the 7th Street/Harrison Square Residential District (middle), and the Chinatown Commercial District (bottom).

- Resources that listed on the National Register of Historic Places and thus meet the criteria for listing on the State Register.

Four buildings with CEQA historic resources are within three opportunity sites in the Plan:

- Kaiser Auditorium (Kaiser Convention Center);
- Fire Alarm Building (corner of Oak and 13th Streets);
- Oakland Unified School District properties (between East 10th and 11th Streets, the Channel and 2nd Avenue), including: 125 2nd Avenue (OUSD Administration Building); and 121 East 11th Street (Ethel Moore Building).

The Fire Alarm Building and Kaiser Auditorium are identified as sites for adaptive reuse within the existing buildings. The vision for the OUSD sites includes high density development that could incorporate (or allow for the relocation of) the existing buildings. As property owner, OUSD would make the final decisions regarding how their properties would be reused.

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:

- **Historic Preservation Element.** The City of Oakland's Historic Preservation Element contains numerous additional policies and actions to support preservation. Policies especially relevant to the Lake Merritt Station Area Plan are summarized in Chapter 1.
- **Standard Conditions of Approval.** The City requires that any project that proposes to demolish a historic resource as defined by CEQA, or a potentially designated historic property (PDHP) by City of Oakland criteria, seek property relocation rather than demolition. Any project *adjacent* to an historic resource or PDHP must determine the threshold of vibration that would be likely to damage the resource, and use construction methods that would not exceed that threshold.
- **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 transported 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

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 re-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.

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 City's 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.

Hotel Oakland, a designated City of Oakland Landmark (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

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 also a goal for the Planning Area. Previous ideas have included the building becoming the Main Library; a world trade center; an entertainment center; a facility for Laney College; or a hotel.

Conversion of historic structures and incorporation of historic structures into new development can be facilitated by providing flexibility in 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 also exploring changes to the Fire Code, such as 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 further 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. The Design Guidelines for the Lake Merritt Station Area Plan includes guidance related to transitions between existing historic resources and new development, including height, building form, roof pitch, scale of parcelization, character reinterpretation and façade articulation with respect to scale and proportions.

Streetscape Design Standards

Streetscape design standards, also found in the Design Guidelines for the Lake Merritt Station Area Plan, ensure that street improvements will complement historic buildings and districts as part of a pedestrian-oriented environment. Streetscape improvements to 7th Street, for example, could greatly enhance the quality of the 7th Street/Harrison Square Residential District, an Area of Primary Importance.

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 of the Chinatown Commercial District, as described in the Existing Conditions Report for the Lake Merritt Station Area Plan.

Height Limits

The 7th Street/Harrison Square Residential District API is characterized by a collection of two- to three-story Victorian and early 20th Century residential buildings. Building height has been established as a character-defining feature.[1] That is, the buildings in this District share a similar height and that height is a distinguishing physical aspect that contributes to the District's overall character. The typical height in the 7th Street/Harrison Square District includes a wall height of 30 feet and a roof peak of 45 feet. In this API, where height has been established as a character-defining feature, new development should respect this context. To ensure compatibility of new development, height limits should be established that correspond to this existing height, as outlined in Chapter 4.

Many historic landmark buildings or districts that occupy a full block area, such as the King Block, Hotel Oakland and County Courthouse, have been designated with an 85-foot height limit to maintain heights consistent with existing buildings.

In the other Historic Districts in the Planning Area, where height is not a character- defining feature, and historic buildings vary in height, new development should not be restricted to existing building heights. Other criteria, as described in the Height and Massing Concepts section of Chapter 4, should be used to determine height limits. In addition, Design Guidelines for the Lake Merritt Station Area Plan provide a tool for ensuring that the character-defining features in these other Historic Districts, such as the building massing, proportion, scale, style of ornamentation, materials, fenestration patterns and space organization, are examined in order to ensure design compatibility.

Adaptive Reuse Sites

The Plan identifies two City-owned historic resources as important sites for adaptive reuse:

- Fire Alarm Building
- Kaiser Auditorium

The City is actively pursuing potential adaptive reuse of Kaiser Auditorium, considering a broad range of potential uses (such as a community workshop space, food court and/or auditorium) that would make it a community amenity and gathering space. The Fire Alarm Building could benefit from a feasibility study to determine the cost of reuse, including the cost of environmental remediation.

Both the Kaiser Auditorium and the Fire Alarm Building sites include outdoor parking areas that could be creatively repurposed to complement the uses inside the buildings.

1 During the rezoning of the Central Business District in 2009, all Areas of Primary Importance were evaluated to determine if height was a character-defining feature. The 7th Street/Harrison Square District was the only API in the Planning Area where building height was determined to be a character-defining feature.

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 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 and the City of Oakland. 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.

More details regarding streetscape improvements and the design of the public realm are found in Chapter 6 of this Plan.

Wayfinding and Signage

Additional multilingual 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 multilingual 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 and in the Design Guidelines.

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.[2] 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.

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,

2 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
62	Chinatown Youth Center Initiative/The Spot
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
63	Dewey Academy High School
*	Westlake Middle School
*	Oakland High School
*	Oakland Technical 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 Commerce
49	Tai Land Lim's Family 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.

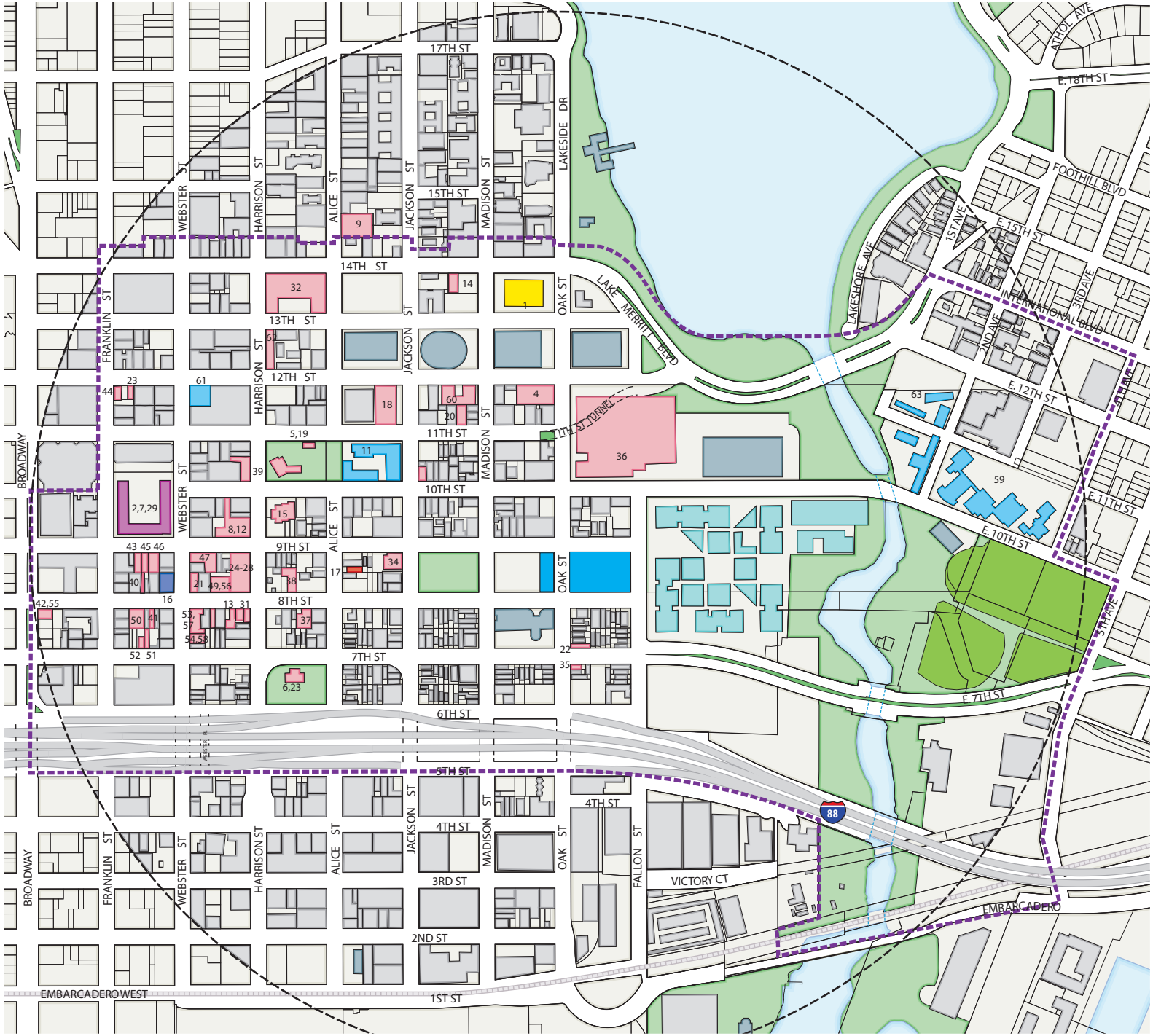

Figure 7.3:
COMMUNITY FACILITIES

- Cultural Resource & Service Locations
- Laney College
- Fire Station
- Police Station
- Schools
- 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

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including the Lunar New Year celebration, Black History events, and Day of the Dead Community Celebration. In addition, every Friday, the Oakland Museum stays open late and hosts and event with music, arts and crafts activities for kids and food trucks at its 10th Street entrance, which spills out onto the street itself.

Transportation and open space improvements, such as lighting, signage, sidewalk widening, transit and bike access, should enhance these popular events.

As discussed in Chapter 6 of the Plan, key blocks 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 Fallon Street between 10th and 8th Streets at the Lake Merritt BART Station or 10th Street near the OMCA entrance and at the Chinatown commercial core at Webster Street. 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.

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.[3]

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.

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.

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

Lake Merritt BART Station

Community members have expressed interest in renaming the BART station to better reflect the identify of the surrounding neighborhoods. A new name could include references to Oakland Chinatown, Laney College, Oakland Museum of California, and/or Alameda County Services.

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 4,700 additional households (in 4,900 new units) 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 both youth and seniors 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, recreational centers, administrative office space, medium to large meeting spaces, and a commercial kitchen, computer lab, recording studio, and permanent site for The Spot Youth Center. In addition, community members have expressed a need for small business support services and social services, both with dedicated multilingual programming to support the growing neighborhood and immigrant community. Chapter 8 Economic Development contains additional proposals for supporting local business development.

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 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 indicated 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 discusses implementation mechanisms. Additional community resources, such as publicly accessible open spaces and recreational facilities are described in Chapter 5.

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) and the new Downtown Education Complex including La Escuelita Elementary (middle and bottom).

7.4 Educational Facilities

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. 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

Both OUSD and State-regulated charter schools have a physical presence in the Planning Area. OUSD operates two elementary schools and two small high schools, and there are also four charter schools in the Planning Area, serving elementary, middle and high school students. Due to open enrollment practices, described in more detail below, students from all over the City of Oakland (not just those students living within the schools' neighborhood boundaries) attend these schools. Students living in the Planning Area may also attend schools throughout the City of Oakland, including those outside the Planning Area. In particular, one OUSD middle school and two additional OUSD high schools are located outside the Planning Area, but are within the neighborhood school boundaries for students living in the Planning Area. These schools, along with their capacity and enrollment, are shown in Table 7.3 and are further 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 Vietnamese.

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 serve 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

The open enrollment system allows for students all over the City to attend schools in the Planning Area. For example, Lincoln Elementary serves as a magnet school, attracting students from many parts of Oakland.

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 educational 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, currently located near Mills College (in Oakland) has expressed interest in relocating to Downtown near Lake Merritt in a few years. The school serves kindergarten through 8th grade and is projecting a student population of 750 students by 2017-2018.

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

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[1]	360	250	69%
Westlake Middle School[2]	606	644	106%
MetWest High School[1]	180	151	84%
Dewey Academy High School[3]	NA	NA	NA
Oakland High School[1]	1,404	1,777	127%
Oakland Technical High School[2]	2,000	2,050	103%
Subtotal	**5,126**	**5,507**	**107%**
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%
Subtotal	**2,005**	**784**	**39%**
Total (OUSD and Charter)	**7,131**	**6,291**	**88%**

1 Planned capacity is for Downtown Education Complex.

2 Outside Planning Area boundary.

3 As a special high school program serving the entire district, enrollment and capacity for this school are not counted for this analysis. The school had 273 students in 2010-11.

Source: City of Oakland, Measure DD Implementation Project EIR, G: Cultural Resources, July, 2007; Gail Greely, 2012.

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 population by 2035.[4] 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.

4 Association of Bay Area Governments, Projections 2009. Population by Age for Alameda County. The Lake Merritt Station Area Plan Existing Conditions and Key Issues Report 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.

Finally, continuing historic trends, it is likely that the projected population growth will include new immigrants. Schools in the area should be culturally attuned to meet the needs of these immigrant communities.

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 College 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 expanded 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 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.

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 cafés, restaurants, music venues, retail stores, nightlife, etc., that activate the area as a lively and vibrant district.
- Preserve existing historic resources and encourage restoration 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 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. Require that adaptive reuse of historic resources that meet the City of Oakland's CEQA thresholds to follow Secretary of the Interior standards.

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 buildings and historic districts in the Planning Area.

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 the Jack London District 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.

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

8.1 Economic Development Objectives 8-2

8.2 Components of the Economic Development Strategy 8-4

Policies 8-11

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.

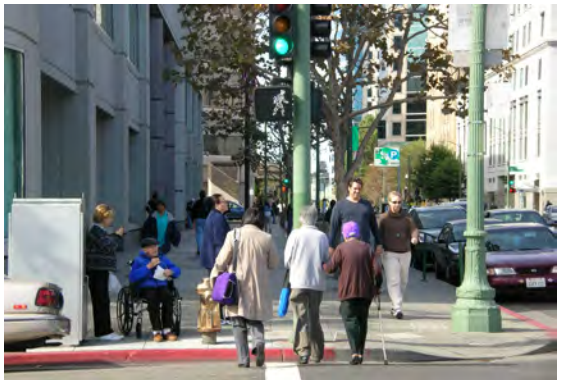
8.1 Economic Development Objectives

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. Marketing and branding of Chinatown as a unique regional shopping destination will be important in achieving this objective.
- **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 improving the public realm accessibility, including pedestrian and transit access.

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 such as increased competition from Asian markets in other East Bay cities. 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 which lack the same mix of offerings and cultural vibrancy. 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, partnerships between the local Chinatown Chamber of Commerce and/or the East Bay Economic Development Alliance, the City, and other business service organizations 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).

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.

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. Design Guidelines for the Lake Merritt Station Area Plan build on the ideas of Crime Prevention through Environmental Design (CPTED). Key strategies include promoting 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 businesses/properties located within the district. Ten CBDs/BIDs are currently in place in various parts of Oakland, including the Downtown Oakland Association in downtown. Chapter 10 includes more discussion of CBDs/BIDs.

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. 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 could 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 a small business center.

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 CBD or BID. Successful partnerships between the City and organized groups will require bridging language barriers with marketing, business outreach and attraction, and targeting.

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 could 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) 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 MTC/ABAG office building, which may be vacated; the City-owned Fire Alarm Building site, which could be reused as 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 could provide on-site publicly accessible open space (as described in Chapter 5), adjacent to the street. Design Guidelines for new development (under separate cover) 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). A cohesive signage program as discussed in Chapters 6 and 7 should be consistent with and build on existing signage in the Chinatown core.

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, including the creation of a CBD 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 busi-

Façade improvements and support for small businesses are essential components of the economic development strategy.

nesses 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 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).

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. Effective economic development and business support will require cultural understanding and language capacity. 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 businesses are aware of and have access to start-up and business support services, including services in Cantonese, Mandarin, and Vietnamese.

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, other financial support, business development assistance, and support services for start-up firms, and help entrepreneurs get businesses off the ground. New services could be delivered through existing organizations and programs or as part of a new program. It is critical that all services are multilingual and can effectively support Mandarin, Cantonese, and Vietnamese speakers.

Local Hiring, Job Training and Placement

The City has local hiring goals that apply to City-funded activities, including definition of what constitutes a local hire and target numbers of local hires. Local hiring in the Planning Area should be encouraged as part of the City's overarching economic development goals.

A local hiring-related service could support expansion of local businesses and be connected to workforce development programs including those administered by the City. In addition to job placement, these 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 and other state-approved apprenticeship programs.

While workforce development programs are currently in effect, there may be challenges related to language. Services must be expanded to meet the needs of Mandarin, Cantonese, and Vietnamese speakers and further publicized 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/or in-lieu fee may be important in funding access improvements. These mechanisms are described in Chapter 10.

Undertake a Local Economic Development Strategy

During the implementation phase of this Plan, a detailed 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;
- Reaching out to existing, successful Asian/Pacific Islander-owned businesses in the region, to promote establishment of locations in the Planning Area;
- 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 that could provide work for local residents.
- Support the provision of local job training opportunities (including vocational English as a second language opportunities) for jobs being developed both in the planning area and the region, particularly those accessible via the transit network.
- Support local and/or targeted hiring for 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. Various stakeholders, including local merchants, developers, and the City could lead the efforts described below.

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; and
- 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 **Developer incentives program.** Craft a program of developer 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.** Continue to support local hiring goals and encourage the creation of a local hiring related service with opportunities that also include matching youth in the area to apprenticeship programs.

ED-25 **Workforce development.** Continue to support job training and readiness services through the Workforce Investment Board, and ensure that these services are publicized and accessible to Planning Area residents, including ensuring Cantonese, Mandarin, and Vietnamese 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, other financial support, business development assistance, and other 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, Mandarin, and Vietnamese. See Chapter 10 for more detail on how such a program could be implemented.

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9 INFRASTRUCTURE AND UTILITIES

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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 natural 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 natural 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: subsidewalk 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, subsidewalk 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 eight 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 citywide 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 pipe. 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; and
- Local regulatory requirements for sustainable design.

The Planning Area is located in five sub-basins of the City's wastewater 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 wastewater 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.

The City is in the process of preparing a Nexus Study and Implementation Strategy for various impact fees, including one that could help finance capital improvements, such as sewer upgrades.

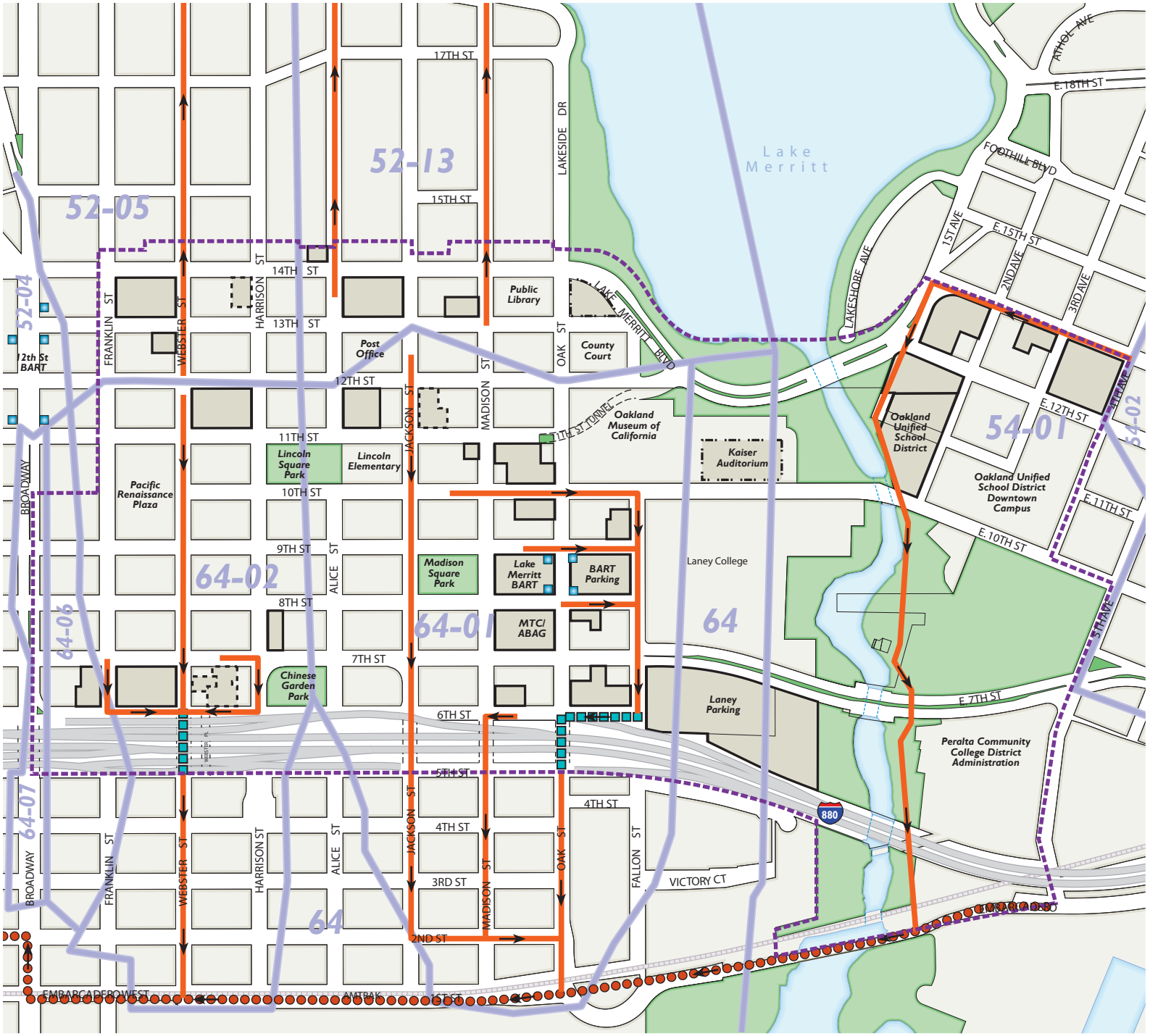

Figure 9.1:
SANITARY SEWER SYSTEM

- Impacted Sanitary Sewer Lines
- Upgrade Existing Sanitary Sewer
- Existing Sanitary Sewer Intercepter
- 54-02 Sanitary Sewer Basin/Sub-basin
- Opportunity Sites with Community Agreement or Vacant Sites
- Opportunity Sites for Adaptive Reuse
- Approved Development (not yet under construction)
- Existing and Planned Parks
- BART Station Entrance
- Planning Area

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 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 2010 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.

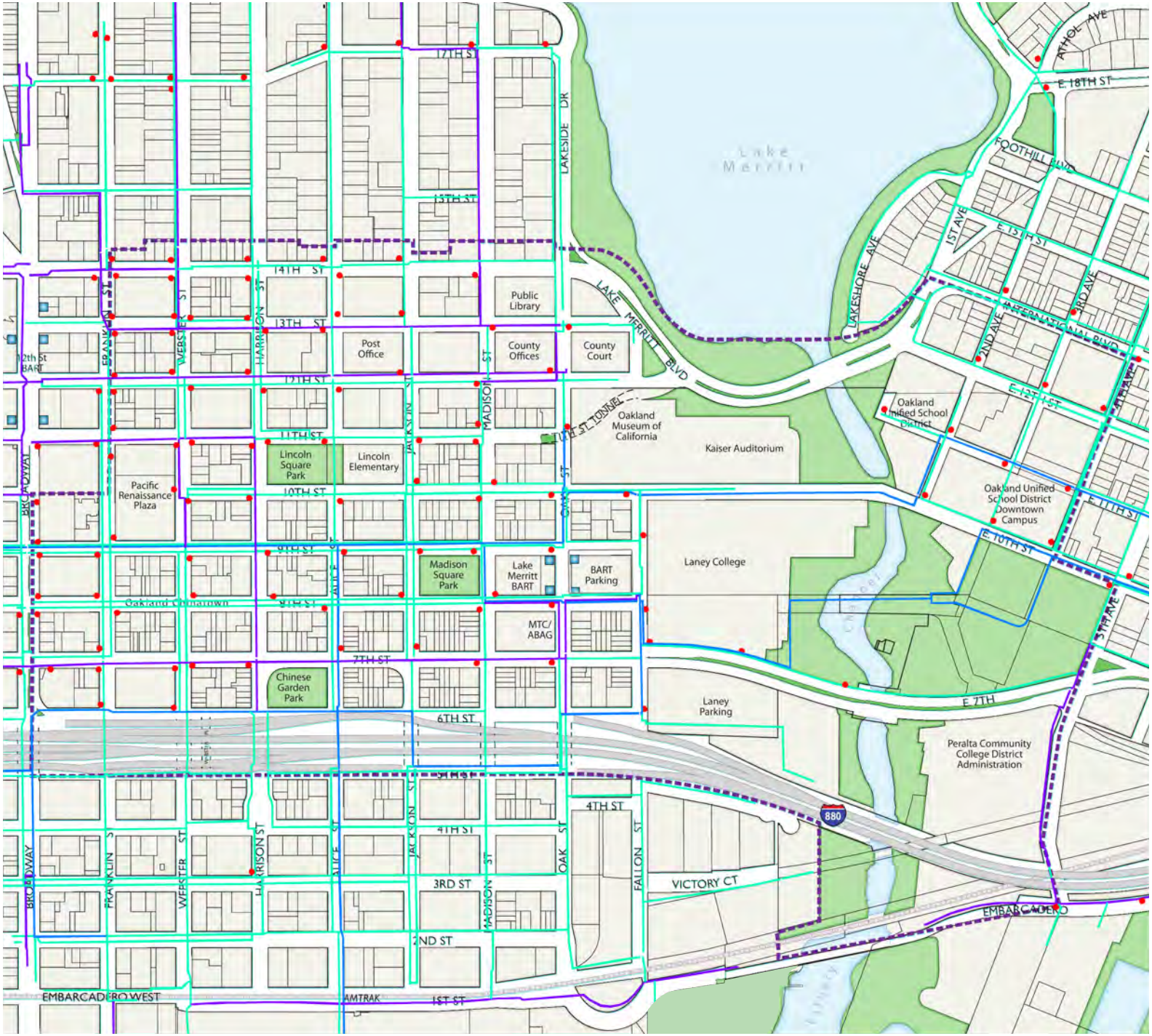

Figure 9.2:
POTABLE WATER SYSTEM

- 4"-10" Water Main
- 12" Water Main
- 16" or Greater Water Main
- Fire Hydrant (Approximate)
- Planning Area

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 demand 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.

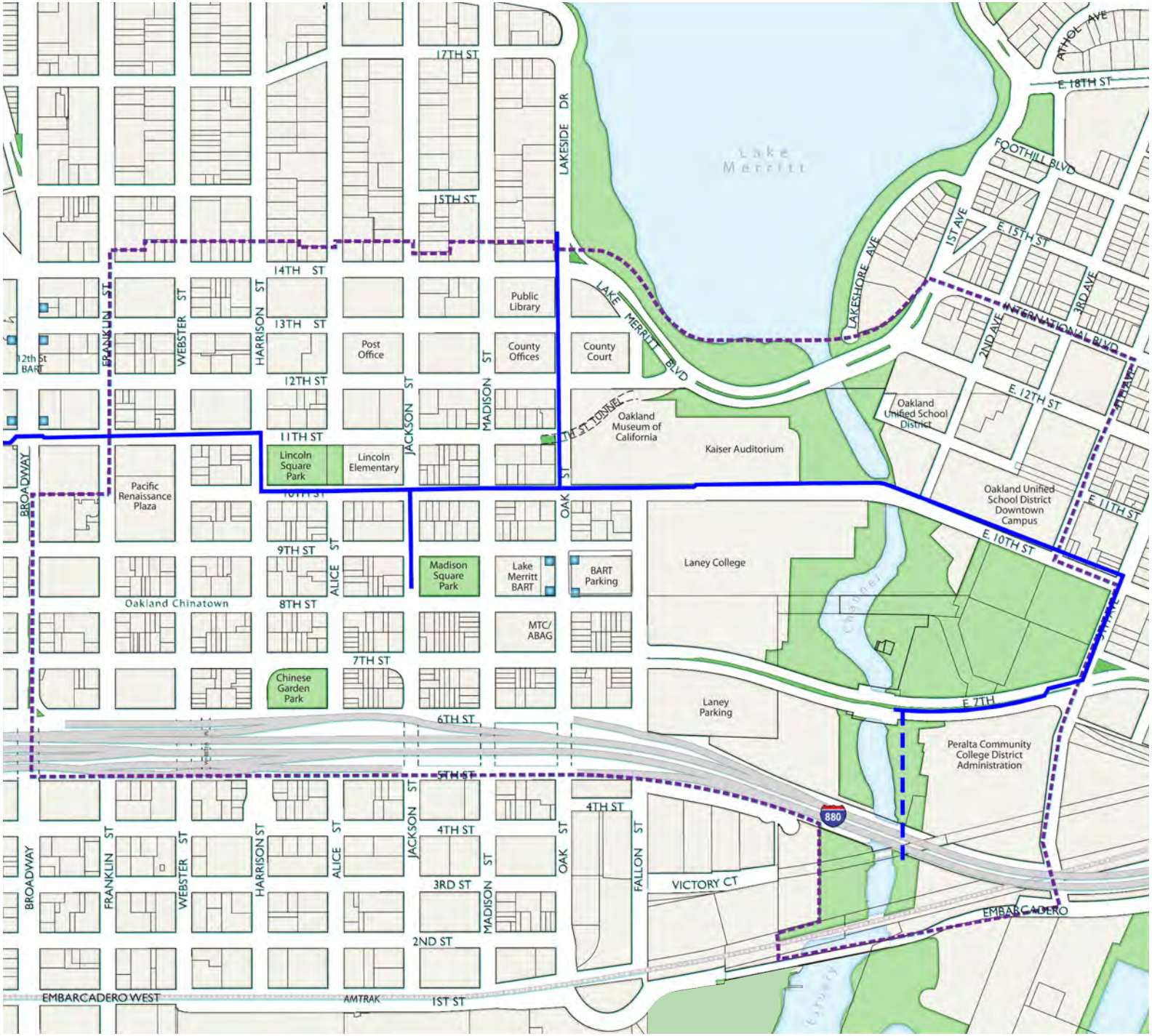

Figure 9.3:
RECYCLED WATER SYSTEM

- Existing Reclaimed Water
- Proposed Reclaimed Water
- Planning Area

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 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 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. As of December 1, 2012, in accordance with provision C.3 of the City of Oakland's NPDES permit, new development that creates or replaces 2,500 square feet or more of impervious surface is required to implement storm water treatment or retention measures.

Development will also be required to comply with new storm water regulations stated in the Municipal Regional Permit (MRP), such as providing 100 percent 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.

Street widening and bulbouts will require modification to the drainage system along the street curb in those locations. This could include modification and/or relocation of the existing catch basins. 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.

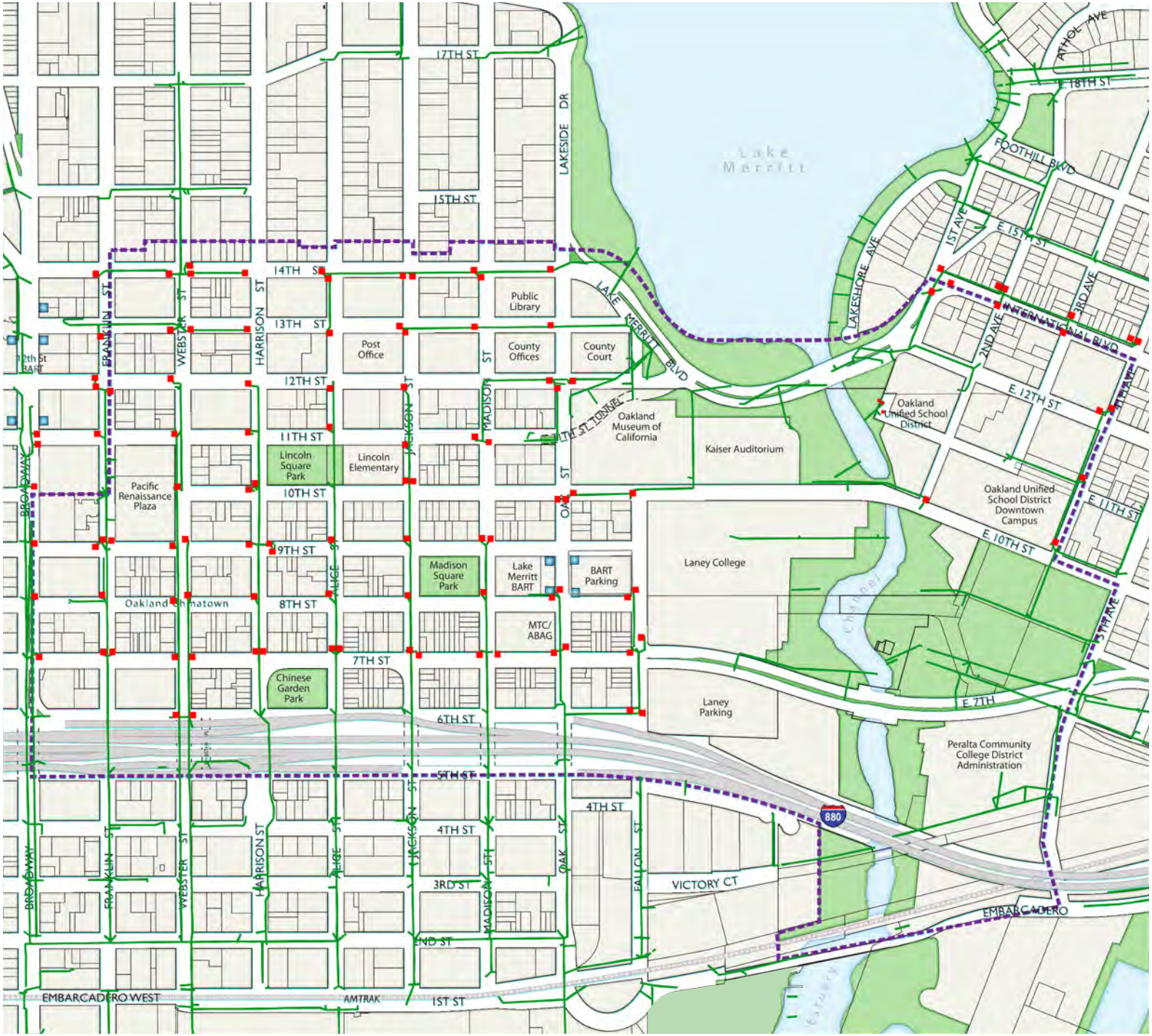

Figure 9.4: STORM DRAIN SYSTEM

- Existing Storm Drain
- Existing Catch Basin to be Modified
- Planning Area

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 per 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.

The community has identified trash and litter as an ongoing issue within the Planning Area. Litter and overflowing trash can harm the environment by ending up in the water systems, effecting the health of the community, and by damaging the appearance of a neighborhood.

In 2006, the City of Oakland instituted an Excess Litter Fee Program that assesses a fee on businesses know to generate particularly high levels of trash. The fee goes back into the communities to help pay for trash pickups and litter prevention. The Program often hires community based and youth job training organizations to do the work.

A Business Improvement or Community Benefit District (BID or CBD), which are described in more detail in Chapter 10, are possible sources of funds for additional litter removal services.

Policies

The infrastructure and utilities policies outlined in this section identify actions to ensure adequate infrastructure and utilities are provided within the Planning Area.

IU-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.

IU-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.

IU-3 **Water Efficiency and Conservation.** Promote water conservation and efficiency in new and existing buildings and infrastructure, by encouraging installation of water efficient fixtures and plumbing, along with rainwater and graywater systems where appropriate.

IU-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.

IU-5 **Stormwater 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.

IU-6 **Streetscape design and stormwater runoff.** Design bulb-outs, sidewalk widening, and other streetscape improvements to adequately handle projected storm water runoff.

IU-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

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10.2 Principles for Implementation Strategy 10-4

10.3 Funding Mechanisms..... 10-22

10.4 Overview of Community Benefits 10-29

10.5 Detailed Infrastructure and Improvement Costs 10-32

10.1 Concurrent Plan Components

Some specific implementation measures, described below, will occur concurrently with Plan adoption. These concurrent Plan components will be adopted and certified by the City of Oakland's Planning Commission and City Council at the same time as the Plan is considered.

General Plan and Planning Code Amendments

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.

The Station Area Plan will be consistent with and further advance the Oakland General Plan, as described in earlier Chapters of this Plan. The Station Area Plan will involve Station Area-specific refinements to the General Plan's policy framework.

The Planning Code—also known as zoning regulations—prescribes standards, rules, and procedures for development. The Lake Merritt Station Area Plan provides direction for new and modified land use districts, use and development standards, and density and intensity limits. The Planning Code translates Plan policies into specific land use regulations, development standards, and performance criteria that govern development on individual properties. The Planning Code will include new Station-Area specific zoning districts that would replace the existing zoning, and provide more detailed regulations included, but not limited to, the following:

- Permitted and Conditionally Permitted Land Use Activities and Facilities;
  - Ground Floor Restrictions;
  - Size Limitations
  - Prohibited Activities and Facilities
  - Other Limitation on Activities and Facilities
- Building Height and Tower Massing;
  - Height Limits and Exceptions
  - Findings for Achieving Exceptions
  - Floor Area Ratios
  - Setback Requirements
  - Tower Length Limitations
- Parking Requirements;
  - Minimum Spaces Required
  - Possible Reductions
  - Enabling In-Lieu Fees for Parking
- Other development standards:
  - Minimum Lot Sizes
  - Residential Private Open Space Standards and Requirements
  - Enabling In-Lieu Fees for Open Space Requirements

Design Guidelines

The Lake Merritt Design Guidelines will also Provide additional guidance for new development and public space improvements.

Environmental Review

This Plan is being accompanied by an Environmental Impact Report (EIR), which analyzes and discloses any potential physical impacts attributable to the Station Area Plan.

The Station Area Plan does not propose specific private developments, but for the purposes of environmental review, establishes the Lake Merritt Station Area Development Program, which represents the maximum feasible development that the City has projected can reasonably be expected to occur in the Plan Area over a 25 year planning period. In total, the Lake Merritt Station Area Development Program includes approximately 4,900 new housing units expected to accommodate 4,700 households, 4,100 new jobs, 404,000 square feet of additional retail, and about 1,230,000 square feet of office uses.

The City intends to use the streamlining/tiering provisions of the California Environmental Quality Act (CEQA) to the maximum feasible extent, so that future environmental review of specific projects are expeditiously undertaken without the need for repetition and redundancy, as provided in CEQA Guidelines section 15152 and elsewhere. When a specific public improvement project or

development application comes before the City, the proposal will be subject to its own, project-specific, environmental determination by the city that either: 1) the action's environmental effects were fully disclosed, analyzed, and as needed, mitigated within the LMSAP EIR; 2) the action is exempt from CEQA; 3) the action warrants preparation of a (Mitigated) Negative Declaration; or 4) the action warrants preparation of a supplemental or subsequent focused EIR limited to certain site-specific issues. Again, the above are merely examples of possible streamlining/tiering mechanisms that the City may pursue and in no way limit future environmental review of specific projects.

Other Actions

Some Phase I transportation improvements (described in more detail in Chapter 6) on portions of Oak, Madison, 8th, and 10th Streets will reconfigure the roadway, reducing the number of travel lanes and adding a bicycle lane. These actions have been studied for feasibility and evaluated for environmental impacts. When bicycle projects require the reduction of travel lanes on a roadway, these actions also require City Council approval.

Implementation Strategies

This Implementation Chapter describes the future actions and tools that will help realize the goals and objectives of the Lake Merritt Station Area Plan. Implementation of the vision for the Station Area will have some challenges, some related to global issues (such as the economy recovering from the recent recession, or the elimination of the Redevelopment Agency and resultant lack of funding) and some challenges that are specific to the Station Area (such as complex circulation patterns, many different public agency jurisdictions over land and roadways, and limited land control by the City). Therefore, the City and other stakeholders must be creative in leveraging existing resources, while collaborating on a focused approach towards implementation.

This Chapter provides additional guidance regarding the implementation strategy and potential funding sources for many of the desired improvements described in more detail in the previous Chapters of this Plan. Implementation of the Plan will require action by many different stakeholders, including City government, other public agencies such as BART, AC Transit, Oakland Unified School District, Caltrans, Alameda County and others, community groups and merchant associations, as well as developers from the private sector. Table 10.1 provides a summary of implementing actions, timeframe and entity responsible for carrying out the action.

There are five sections to this chapter.

- Section 10.1 outlines Concurrent Plan Components
- Section 10.2 outlines the principles for the implementation strategy elements, and includes a summary table with all the actions required to implement the Plan, the estimated costs for each action, and identification of the various possible sources of funding.
- Section 10.3 provides a discussion of funding mechanisms
- Section 10.4 includes an overview of community benefits, discussion of how the costs of providing benefits can be shared, and detailed information on some of the largest improvements.
- Section 10.5 includes detailed estimates for infrastructure improvement costs.

10.2 Principles for Implementation Strategy

This section outlines the principles that should get any implementation actions.

Community Participation

The Station Area Plan was developed over a multi-year planning process, with input from an engaged community. Feedback from the community has been an essential component of the planning process, and the community should remain involved during the implementation phase, following Plan adoption. Members of the advisory groups that were involved during Plan development, including the Community Stakeholders Group (CSG) and the Technical Advisory Committee (TAC), can continue to guide the actions that will help achieve the shared vision for the Station Area.

Phasing of Implementation Measures

The Implementation Strategy includes a broad range of mechanism for implementing the Plan vision over the next 25 years. Some mechanisms can be undertaken directly, such as developer incentives, are described as Phase I mechanisms. 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 timing of the Phase I mechanisms is dependent only upon securing funds or related development activities that are associated with their completion. The timing of Phase II mechanisms is dependent upon completion of necessary pre-conditions, such as a nexus study or voter approval of an assessment district. Detailed descriptions of all mechanisms are included in Section 10.3.

Phase I

Examples of Phase I Implementation strategy mechanisms, which have no pre-conditional requirements, include, but are not limited to, the following:

- Developer Incentives
  - Developer Incentives allow 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, public open space or preservation of historic resources. These incentives can be incorporated in Planning Code changes.
  - The incentive must be entirely *voluntary*. Any *requirements* would trigger a legal pre-condition for a nexus study, and thus could not be implemented immediately.
- Development Agreements
  - Section 17.138 of the Planning Code establishes a framework for Development Agreements. Development Agreements allow the City to negotiate with developers for public amenities through a contractual process and reach a recorded agreement.
  - The Planning Code currently limits Development Agreements to projects involving at least 4 acres of land or 500,000 sq. ft. of proposed floor area, which would limit applicability in the Planning Area.
- Grants and Loans
- In-Lieu Fees for Parking or Open Space Requirements (economic studies have recently been completed)

Phase II

Examples of Phase II Implementation strategy mechanisms, which require pre-conditions, include, but are not limited to, the following:

- Developer exactions (e.g. requirements for on-site *public* amenities or payment of in-lieu fees for those public amenities) would require a nexus study to identify the purpose of the fee, identify the use to which the fee is to be put, and 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).
- Assessment districts would assess fees on property owners or businesses in the study area to finance improvements. In addition to economic studies, assessment districts require voter approval and City Council adoption.

Phasing for Plan Projects

Similar to the Implementation Strategy mechanisms, the implementation of some *specific public improvement projects* would be phased based on

whether or not they require a study. As outlined in Chapter 6, several streetscape and circulation improvements will require studies to determine feasibility, provide environmental review and refine the exact configuration of improvements. Streetscape and circulation improvements that don't require additional detailed studies are identified as Phase I – including bulbouts, specific lane reduction stripings (on portions of Oak, Madison, 8th and 10th Streets), and street lighting. While other improvements that require additional studies are identified as Phase II – including changes to roadway configurations involving lane reductions (beyond the streets already identified) or converting one-way streets to two-way travel.

Some open space improvements can be pursued upon Plan adoption, including enhancements to existing open spaces, such as Lincoln Square Park or Madison Park. The provision of open space as a required part of new development on large sites will require a nexus study, and should be considered a Phase II action.

Most other proposed actions, including actions related to jobs and businesses, historic preservation, BART access improvements, and programming may be pursued as resources are available.

Shared Responsibilities

A shared responsibility approach, including City actions, developer contributions and community initiative will be necessary to achieve community improvements and amenities, given the costs and current fiscal environment.

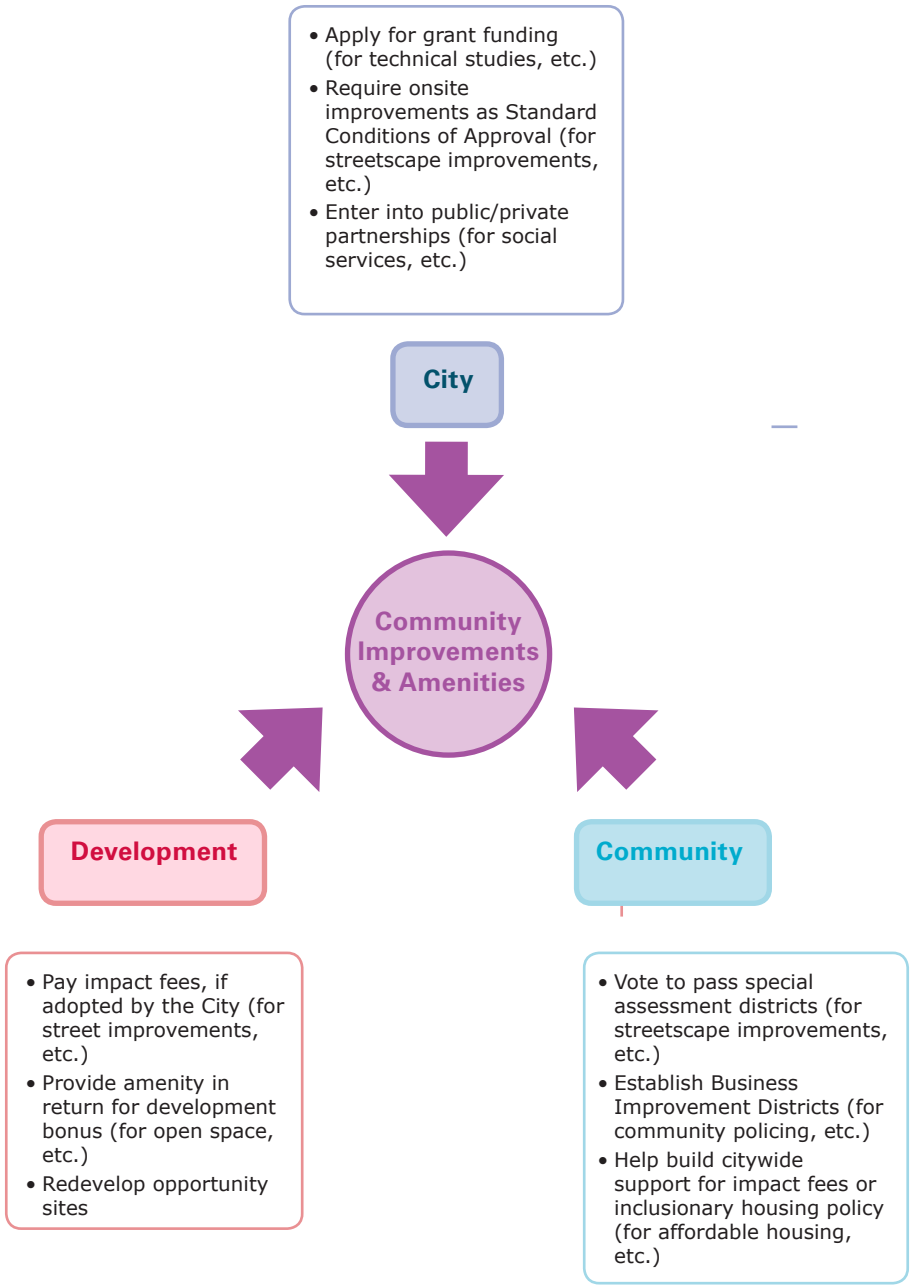

Table 10.1: IMPLEMENTATION COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
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 have recently ranged from $101,000-$141,000 per unit for rentals; $74,000-$234,000 per unit for ownership units.	Very Large: Goal of 15-28 percent units affordable (735 to 1372 units) 735 new affordable units . Cost would range from $48 million to $152 million.	Unlikely, other than units currently in construction.	Implement development incentives for affordable housing.
Community Facilities				
Community and Youth Recreation and Wellness Center and accompanying outdoor space.	$1,000 per sq. ft. for new construction; $500/sq. ft. to renovate existing building.	Very Large: $3,000,000 to $7,500,000.		Mid-to Long-term implementation.
Public Recreational Center (similar to Lincoln Recreation Center) with large multi-purpose room with stage.	$1,000 per sq. ft. for new construction; $500/sq. ft. to renovate existing building.	Very Large: $3,000,000 to $7,500,000.		Mid-to Long-term implementation.
Improvements to Lincoln Recreation Center.	$7.5 million for CIP identified improvements.	Very Large: $7,500,000.	Small Minor Improvements in short-term.	Mid-to Long-term implementation, cost of $7,500,000.
Revive Kaiser Convention Center.	Rehab and Reuse : Feasibility Study at $150,000-250,000.	Very Large: $3,000,000 to $10,000,000. Rehabilitation costs unknown, subsidy need currently estimated at $8-10 million per City staff initial estimate.	Feasibility Study at $150,000 - $250,000.	Rehabilitation – very large cost over long term.
Fire Alarm Building reuse and open space.	Feasibility Study at $100,000-200,000.	Very Large: Cost to be determined by feasibility study at $100,000-200,000.	Feasibility Study to determine rehabilitation cost at $100,000-200,000.	Rehabilitation – very large cost over long term.

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS/OTHER MECHANISMS
	STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
		X (requires nexus study)	X			X	X	Statewide funding sources for affordable housing have not yet been identified in the absence of Redevelopment. Existing funds including City "boomerang funds" and others
		X (requires nexus study)	X			X		.
		X (requires nexus study)	X			X		
		X (requires nexus study)	X			X		Potential CIP project.
			X	X		X	X	
			X	X		X		

Table 10.1: IMPLEMENTATION COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
Open Space				
Improvements to Madison Square Park.	Hardscape costs estimated at $50 per sq. ft. $2,959,000 for CIP identified improvements.	Capital improvements list identifies Madison Square improvements at $2,959,000.	Short-term implementation, cost of $101,250 for minor hardscape improvements.	Mid-to Long-term implementation cost of $2,959,000 or greater.
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.	$30 per sq. ft. plus ongoing maintenance and operations	Small Cost: $6,000 for a 200-sq. ft. open space, plus operating costs.		
Community Gardens.	$10 per sq. ft. plus ongoing maintenance and operations.	Small Cost: $20,000 for a 2,000-sq. ft. community garden, plus operating costs.		
Jobs and Businesses				
Job training to meet local hire requirements of construction – apprenticeship training programs.	St Vincent DePaul Culinary program cost $4,000 per trainee, for a six-week session or $440,000 annual cost.	Large Cost: $300,000 to $1,000,000.		
Local hire/recruitment and outreach (a percentage).	Not Available	Large Cost: $300,000 to $1,000,000.		
Ensure a percentage of permanent jobs go to Oakland residents.	Not Available. Cost is for tracking mechanism.	Small Cost: Less than $100,000.		
Long-term job training program in partnership with local institutions – Laney, OUSD, etc.	St Vincent DePaul Culinary program cost $4,000 per trainee, for a six-week session or $440,000 annual cost.	Large Cost: $300,000 to $1,000,000.		

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS/OTHER MECHANISMS
	STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
		X (requires nexus study)		X	X	X	X	Identified CIP project.
				X	X	X		CFD's could be used for maintenance of parklets.
			X	X		X		
		X (requires nexus study)	X			X		
		X (requires nexus study)	X			X		CFD's could be used for maintenance of parklets.
		X (requires nexus study)		X			X	May be eligible for CDBG Grant funding.
		X (requires nexus study)		X			X	
			X					
		X (requires nexus study)	X	X			X	

Table 10.1: IMPLEMENTATION COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
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.	$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.
Public art around the Lake Merritt BART Station.	Not Available.	Medium Cost: $100,000 to $300,000.		
Public art at 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/OTHER MECHANISMS
	STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
							X	May be eligible for CDBG Grant funding.
							X	May be eligible for CDBG Grant funding.
			X					Mills Act, Façade Program.
			X					
			X	X				
			X					City Art Funds, Collaborate at Oakland Museum of California
								Requires Council Action
			X	X		X	X	

Table 10.1: IMPLEMENTATION COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
Lake Merritt BART 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 one.	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.	$500 to $1,200 per sign.	Small Cost: $7,500 to $18,000 for 15 signs.		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.	$81 to 121 for employers or residential communities with 100 to 500 participants; lower costs for higher number. $71 to $92 for college with 5,001 to 10,000 participants. Costs are higher for fewer participants, lower for more participants. Range depends on level of transit service included.	Depends on number of participants.		

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS/OTHER MECHANISMS
	STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
			X			X	X	Could be required as part of a Transportation Demand Management (TDM) program.
			X			X	X	Could be required as part ofTDM.
			X			X	X	Could be required as part ofTDM.
						X	X	
						X	X	Could be required as part ofTDM.
						X	X	Could be required as part ofTDM.
							X	Potential youth programming for Safe Routes to School grant.
								Could be required as part ofTDM.

Table 10.1: IMPLEMENTATION COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
Circulation Projects [2]				
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.
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.	12 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 feet 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.	FIve Blocks: $1,350,000;	10 Blocks: $2,700,000;

2 The cost of all the projects has been calculated in a separate 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/OTHER MECHANISMS
	STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
						X	X	Potential CIP project.
	X	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 CDBG Grant funding.
				X		X	X	Safe Routes to School, One Bay Area Grant, Measure B.
						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.

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ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
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 feet 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.	Six blocks: $243,000.	12 Blocks: $486,000.
Sidewalk Widening (to 15 feet).	Per linear block (both sides: $225,000 east/west; $150,000 north/south; plus 35% for construction.	Not Available.		
Expanded median island (pedestrian refuge).	$100,000. Includes demolition of existing median, restriping, etc.	Medium Cost: $100,000.		
Street furniture.	Bench – $3,000 each; Table – $1,800 each; Trash Can – $1,500 each; plus 35% for construction.	Not Available.		
Rain Gardens.	Per linear block (both sides: $45,000 east/west; $30,000 north/south; plus 35% for construction.	Not Available.		
Festival Streets.	$72,000-$96,000 (Fallon); plus 35% for construction.	Medium Cost for Fallon Street Only: $259,200.	Fallon Street (two blocks): $259,200.	

	FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS/OTHER MECHANISMS
	STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
	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 CDBG.
	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.
						X	X	
				X		X	X	

Table 10.1: IMPLEMENTATION COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
Under crossing special lighting and/or screen walls.	$5,000/panel; plus 35% for construction.	Two Blocks Built out of five – 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 per intersection per 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 five years.	
Reclaimed water system extension to park south of I-880.	$90 per foot.	$67,500		Mid-term project.
New Lake Merritt Channel Park.	Soft costs at $25 per sq. ft., plus channel engineering costs.	Very Large 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.	Very Large Cost: $1,000,000 to $10,000,000.		Long-term project.
Estuary Park/ Lake Merritt Channel overhead pedestrian bridge crossing.	Not Available.	Very Large Cost: $1,000,000 to $10,000,000.		Mid-term project.
Reuse King Block alley.	Not Available.	Small to Medium Cost: $50,000 to $300,000.		Mid-term project.

FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS/OTHER MECHANISMS
STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
			X		X	X	City Art Funds
					X	X	
					X	X	One Bay Area Grant, Measure B.
					X	X	One Bay Area Grant, Measure B.
X	X				X		Sewer lateral replacement done by new property owner or upon major remodels
					X		
					X	X	
					X	X	May qualify for pedestrian traffic improvement grants.
					X	X	Measure WW is another potential funding source.

Table 10.1: IMPLEMENTATION COSTS, TIMING, AND FUNDING MECHANISMS

ACTION STEP	COSTS AND TIMING			
	INCREMENTAL COSTS	TOTAL COSTS; PRIORITIES IDENTIFIED WHERE NEEDED	SHORT-TERM 0-5 YEARS PRIORITY PROJECTS	LONG-TERM 6-25 YEARS PROJECTS
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.

FUNDING MECHANISMS AND ELIGIBILITY							ISSUES/RECOMMENDATIONS/OTHER MECHANISMS
STANDARD CONDITIONS OF APPROVAL (SCA)	IMPACT FEE DEVELOPER CONTRIBUTIONS (REQUIRED)	DEVELOPER CONTRIBUTIONS (INCENTIVES)	SPECIAL ASSESSMENT DISTRICTS	INFRASTRUCTURE FINANCE DISTRICT	LOANS	GRANTS	
			X				
			X				
			X				
			X				
						X	This study could be broken into three studies based on feasibility and priorities.
						X	
						X	
						X	

10.3 Funding Mechanisms

In this section, possible funding mechanisms for the above identified Implementation Plan action steps are described.

Standard Conditions of Approval

The City requires that developers provide certain improvements as Standard Conditions of Approval (SCA). These SCA fall into three basic categories: General Conditions of Approval for All Projects, Additional General Conditions of Approval for Major Projects, and Uniformly Applied Development Standards Imposed as Standard Conditions of Approval. The first category includes requirements for conformance to approved plans and other requirements, and administrative requirements. The third category includes detailed standards to ensure that potential environmental impacts are minimized.

The second category applies to projects that require Planning Commission approval, and includes requirements for undergrounding utilities, making improvements to public right-of-way, and establishing parking and transportation demand management programs. Some Station Area Plan streetscape-related improvements may be created through this mechanism.

Developer Contributions

Impact Fees

Impact fees are fees charged to new development to cover the costs of capital facilities or other services 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; general government facilities, such as city halls and corporate yards; and the cost of providing affordable housing. 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 or services that are attributable to the 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 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.

As of July 2014, the City of Oakland has just issued a Request for Proposal for consultant help preparing an Impact Fees Nexus Study and Implementation Strategy to study and possibly adopt a Nexus Study for various Impact Fees: 1) Transportation, 2) Capital Improvements, and 3) Affordable Housing.

Developer Incentive Program

A 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. The incentive program must be voluntary to be implemented immediately, without need for a 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, as discussed in Section 10.4.

Public-Private Partnerships

Public-private partnerships involve a contract between a public agency and a private entity to

jointly develop or manage a project. The contract must specify the financial risks, costs, and returns each party is responsible for, and the community benefits that are expected. Public-private partnerships are negotiated between parties, and can provide more flexibility than some other funding mechanisms. They are most typical of development involving publicly-owned land or facilities. Development of the BART and/or MTC/ABAG blocks are candidates for development through public-private partnerships.

Infrastructure Financing Districts (IFDs)

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 two 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 is roughly 28 percent. 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.

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 Area.[1] 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.

Special Assessment Districts

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. 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 two-thirds 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 agencies' interests may be represented through a Joint Powers Agreement (JPA). 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 CFD 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.

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 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 Fiscal Year 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

1 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 City of San Francisco waterfront.

lighting program would likely not be funded from the LLAD in the near term. Instead, this should be considered an incremental, long-term funding source for maintenance of existing facilities.

Business Improvement Districts (BIDs) and 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 community. These uses include marketing and promotion, security, 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 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 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. In addition to economic studies (roughly $60,000 to 70,000, assessment districts require voter (either business owners or property owners) approval and City Council adoption.

Parking Benefit District

Parking benefit districts, or parking assessment districts, enable net revenues collected from on-street parking and permits to be dedicated to funding public improvements within designated Parking Benefit Districts, ensuring that revenue is used to benefit the blocks where the money is collected. Parking Benefit Districts can be designed to support economic development goals and viability of business districts as the primary goal. In this way, the community manages parking as well as the revenue, which can be used to the benefit of local merchants and the vibrancy of the neighborhood.

A detailed study of parking demand would be needed to determine feasibility, pricing, and management systems.

Grant Programs

These grant programs are potential sources of external (non Oakland) funds to finance improvements to the Planning Area. Note that this list is not exhaustive. Furthermore, the structure and naming of grants is continually changing, and new grant sources may become available over time. It is therefore imperative that the City and community stakeholders monitor grant funding sources on a regular basis. Many grants are focused on capital project implementation, but some grant sources could also fund feasibility and economic analysis studies that are needed for Phase I improvements.

One Bay Area Grant

In May 2012, the Metropolitan Transportation Commission (MTC) adopted the One Bay Area Grant Program, a framework to distribute funds for regional transportation improvements in a way that will be supportive to the production of housing.

The formula used to distribute One Bay Area Grant funding to each county takes into consideration the following factors: population, past housing production, future housing commitments as determined by the Association of Bay Area Governments (ABAG) Regional Housing Needs Assessment (RHNA) and added weighting to acknowledge very low and low income housing. The objective of this formula is to support transportation investments that will lead to focused development of housing, complementing the region's Sustainable Communities Strategy (SCS) and Priority Development Area (PDA) focused investment strategy.

Funds will be administered by County Congestion Management Agencies (CMA). In Alameda County, One Bay Area Grant funds will be administered through the Alameda County Transportation Commission (ACTC). As of 2012, ACTC is expected to have approximately $60 million in federal transportation funding to program for a variety of transportation uses throughout Alameda County. ACTC may distribute these funds to projects that meet the eligibility requirements for any of the following transportation improvement types: Local Streets and Roads Preservation, Bicycle and Pedestrian Improvements, Transportation for Livable Communities, Safe Routes To School/ Transit, Priority Conservation Area, Planning and Outreach Activities.

In Alameda County (and other counties with a population over one million), the minimum grant is $500,000. Each grant requires an 11.47 percent local match.

Infrastructure Bonds

Statewide bonds approved by the voters can provide valuable funds for local governments to make improvements to infrastructure and public facilities. In recent years, several bond measures have been approved, with monies distributed to local governments.

Transportation Infrastructure Bond

Of particular relevance to the Station Area Plan, Proposition 1B, passed in 2006, provided $19.9 billion in bond funds for a variety of transportation priorities, including public transportation and local streets and roads. As of Fiscal Year 2010/11, MTC was eligible for $532 million in allocations for public transportation, modernization, improvement, and service enhancement, approximately half of which was slated for AC Transit, BART, and San Francisco.

Public Edcuation Facilities Bond

The Kindergarten-University Public Education Facilities Bond Act of 2006 (Prop 1D) provided $7.3 billion for the construction of new schools, modernization of existing schools, and creation of new charter, joint-use, and small high school facilities.

Housing and Emergency Shelter Bond

State Proposition 1C, the Housing and Emergency Shelter Trust Fund Act of 2006, allocates $1.35 billion to fund three new programs aimed at increasing development projects in existing urban areas and near public transportation. The programs provide loans and grants for a wide variety of projects, such as parks, water, sewerage, transportation and housing.

State Transportation Improvement Program (STIP)

The STIP is a multi-year capital improvement program of transportation projects, funded with revenues from the State Highway Account and other funding sources. The STIP is composed of two sub-elements: the Regional Transportation Improvement Program (RTIP) and the Interregional Transportation Improvement Program (ITIP).

MTC develops regional project priorities for the RTIP covering the Bay Area. The 2012 RTIP provides about $143 million in new project capacity in the nine-county region. Alameda County's share of total STIP funding is $69 million in 2012, to be used to pay for planning, programming and monitoring by various transit and congestion management agencies, as well as certain specific projects.

Community Development Block Grant (CDBG)

The Community Development Block Grant (CDBG) 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 percent 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 CDBG funding for several of the proposed community and economic development programs.

Federal Transportation Funding

In June 2012, the new federal surface transportation bill was signed into law: "Moving Ahead for Progress in the 21st Century Act" (MAP–21). The law provides $105 billion in funding for essential highway and public transportation programs, most of which are in the form of formula-based allocations that direct money automatically to states and metropolitan areas. (Approximately 80 percent of funds are allocated to highways/roads and 20 percent to transit.)

Funds also exist for projects that support TOD through the "Transportation Alternatives" program, which could provide funding for a variety of improvements including bike and pedestrian facilities, traffic calming, lighting and other safety infrastructure.

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.

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 MTC and several other community financial institutions, resulting in a fund of nearly $50 million. It is available for experienced nonprofit and for-profit developers, municipal agencies and joint ventures of these entities. The Fund is available to borrowers with established track records of developing affordable rental housing, including supportive housing, and who meet the Fund's underwriting requirements. The TOAH Fund seeks high-quality TOD projects that maximize the availability of affordable housing units and/or level of catalytic neighborhood change. General uses include affordable rental housing located near or within a half-mile of transportation centers and fall within PDAs defined by the regional FOCUS program. Other permissible uses associated with TOD housing development 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.

Federal Loan Programs

Federal loan programs, such as the U.S. Small Business Administration (SBA), assist small businesses with a range of short- and long-term capital needs and could help Planning Area businesses purchase and improve properties.

Community-Based Lenders

There are a number of non-bank sources of micro-loans and small business loans in Oakland, including the following:

- Oakland Business Development Corporation (OBDC) uses a variety of City and non-City loan funds, providing up to $250,000 in flexible capital to borrowers who cannot qualify for traditional SBA loans.
- Youth Business America (YBA), based in Oakland, offers small loans up to $25,000 and is able to work with borrowers who have severely impacted credit.
- Opportunity Fund is a micro-lender that operates in Oakland and provides loans of up to $50,000 to low-to-moderate income entrepreneurs.
- Working Solutions is a micro-lender active in Oakland specializing in SBA microloans of up the $50,000.
- One Pacific Coast Bank is a community-based bank in Oakland, and offers business loans of up to $25,000.
- Grameen America Bank provides micro-financing to low-income entrepreneurs that fall below the federal poverty line.
- Pacific Community Ventures offers business advisory services. Clients may be eligible for business loans.

Other Funding Mechanisms

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. Citywide priorities are evaluated and a portion of those priorities are included in the CIP in the adopted Citywide budget. In the two year budget adopted in Fiscal Year 2009/2010, the approved CIP included $123.9 million of capital improvements, including $82.6 million for Fiscal Year 2010 and $41.3 million for Fiscal Year 2011. Funded projects range from $50 thousand 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.

It is reasonable to assume that the Planning Area will receive some CIP-funded improvements over the life of the Plan. 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.

Transportation Demand Management Program

Transportation Demand Management (TDM) strategies aim to reduce automobile use by shifting vehicle trips to non-auto travel modes. TDM programs are made up of a number of different initiatives that are meant to increase the attractiveness of modes other than the car. These include but are not limited to:

- Carpool/vanpool preferential parking;
- Ride-share matching services;
- Bicycle parking/lockers (short and long term);
- Shower facilities;
- Free or deeply discounted employee or resident transit passes;

- Dedicated spaces for car-sharing vehicles;
- Flexible work schedules and telecommuting options; and
- "Guaranteed Ride Home" programs, which allows transit users and car/vanpoolers access to free or reduced taxi service to get home in case of an emergency.

City ordinance would then incorporate one or more of the following mechanisms:

- Allow reductions in the amount of parking provided, in exchange for participation in an approved TDM program under a developer incentive program;
- Require certain amenities, such as a minimum number of bicycle spaces or bicycle lockers and bicycle showers, or a certain number of spaces dedicated to carsharing, carpooling or vanpooling; and
- Allow other adjustments to parking requirements in exchange for participation in a TDM program. For example, allow the developer to provide a certain number of carshare spaces instead of standard spaces in exchange for TDM program participation.

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 reauthorized 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 paratransit and bicycle/pedestrian safety. In November 2012, voters failed to pass an increase in the transportation tax by a half percentage point, which would have resulted in $7.8 billion in funds over a 30-year period.

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. See Section 7.1, Historic Resources, for additional discussion of the Mills Act.

Cap and Trade

The Global Warming Solutions Act of 2006 (AB 32) established the goal of reducing greenhouse gas (GHG) emissions statewide to 1990 levels by 2020. In order to help achieve this goal, the California Air Resources Board (ARB) established a program that places a "cap" on aggregate GHG emissions from entities responsible for roughly 80 percent of the state's GHG emissions. The ARB will issue carbon allowances that these entities will, in turn, be able to "trade" (buy and sell) on the open market, at quarterly auctions the first cap-and-trade auction was held in November 2012.

AB 1532, passed in January 2012, created a greenhouse gas reduction account within the Air Pollution Control Fund. The bill requires that monies collected be awarded to fund measures and programs that reduce GHG emissions, including sustainable infrastructure development, including transportation and housing.

Of the $1 billion estimated to be raised by the program in 2012-13, the Governor's budget assumes that $500 million will be used to offset the costs of current GHG mitigation activities, and the remaining revenues will be used on new or expanded programs intended to reduce GHG emissions.

Residual Redevelopment Funds

As noted in this document, the majority of the Planning Area is either in the Central City East or the Central District Redevelopment Areas. Although Redevelopment Agencies have been dissolved, some funding was allocated to improvements, such as streetscape improvements or improvements to public facilities that may be within the Planning Area.

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 categories of desired benefits and improvements that community stakeholders would like to see implemented in the Planning Area during the 25-year build out of the Plan. More detailed information about the benefits can be found in the previous Plan chapters.

Development Incentive Program

Providing an incentive or "bonus" program, as described in section 10.3, 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 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 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.

Key Community Benefits

This section provides detail on some of the key and/or larger community benefits identified.

Affordable Housing

As noted earlier in this Plan, 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 Affordable Housing Strategy section of Chapter 4 Land Use includes detailed information regarding implementation strategies and funding sources for achieving affordable housing goals (see pages 4-23 and 4-25). The principles for Implementation Strategy described in this Chapter (e.g. phasing, shared approach, community involvement) will also help inform how these strategies are put into action.

Parks and Recreation Centers

Various funding mechanisms exist for park and recreation center 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); and
- A development incentive program that allows an increase in development intensity for the inclusion of additional public open space. See Chapter 4, for a more in-depth discussion of this strategy.

As noted earlier, the City of Oakland has just issued a Request for Proposal for consultant help preparing an Impact Fees Nexus Study and Implementation Strategy to study and possibly adopt a Nexus Study for various Impact Fees: 1) Transpor-

tation, 2) Capital Improvements, and 3) Affordable Housing. Capital Improvements could include improvements to existing public facilities (such as Lincoln Recreation Center or Madison Square Park). Improvements must be linked to the impact of new development on those facilities.

Circulation and Streetscape Improvements

Improvements to the circulation system and in particular to the street environment are fundamental to the Plan's strategy to support commercial revitalization and transit-oriented infill development, and improve pedestrian and bicycle access.

- Some improvements envisioned by the Plan are likely to be achieved in connection with new development, as Standard Conditions of Approval. These include pedestrian-oriented street lights, street trees, and street furniture.
- Many circulation improvements may be eligible for grant funding through the One Bay Area Grant, Community Development Block Grant (CDBG), or Measure B. Improvements focused on pedestrian and bicycle safety and access may be eligible for Safe Routes to School grants.
- A special assessment district such as a new BID, or an Infrastructure Finance District, could fund intersection improvements including curb bulbouts, storm drain and fire hydrant realignment, pedestrian scrambles and additional pedestrian crossing signals, as well as wayfinding signage.
- Street restriping and intersection reconfiguration may be included in the Capital Improvement Program, with potential support from grant and loan sources or through creation of a special assessment district.

Circulation and streetscape funding priorities are summarized in Table 10.2, and include:

- Street lighting on 8th, 9th, 10th, Webster, Harrison, Alice, Jackson, Madison, and Oak streets, and in the I-880 undercrossings;
- Street trees on specified blocks;
- Prioritized (not all) intersection improvements, as specified in Chapter 6;
- Festival streets on two blocks of Fallon Street;
- Pedestrian scramble intersections at 8th and Harrison Streets, 9th and Harrison Streets, and 10th and Webster Streets;
- Additional mid-block pedestrian crossings on 10th and 7th Streets;
- Bike lane and lane reduction restriping on 9th Street between Harrison and Fallon Streets and on 10th Street between Madison and Oak Streets.
- As of July 2014, the City of Oakland has secured grant funding for the following studies:
  - Downtown Circulation Plan to comprehensively study transportation improvements in Downtown Oakland, including potential conversion of one-way streets to two-way travel.
  - Access Improvements to Lake Merritt Station Area Plan to refine the design of conceptual improvements, such as lighting and corner sidewalk extensions (bulbouts) for the blocks surrounding the Lake Merritt BART Station into 35% construction diagrams, and implementation of potential temporary, low-cost improvements as an interim measure.

Kaiser Convention Center and Fire Alarm Building

Rehabilitation 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 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 historically sensitive rehabilitation would help protect the Planning Area's 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 ABx1 26, the Henry J. Kaiser Convention Center is 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 mostly vacant with-

out 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 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 at 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; and
- 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 rehabilitation 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 of California redevelopment agencies. The City is currently evaluating different funding options, but has not settled on a specific approach, or on a viable rehabilitation 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 reached $300,000.

10.5 Detailed Infrastructure and Improvement Costs

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 million in costs will be significantly reduced. Other potential funding sources are shown in Table 10.1.

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 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 Phase I and Phase II improvements. 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.

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	$0	$0		$320,000		
7th West of Fallon	$0	$0		$640,000	$160,000	$0
7th East of Fallon	$0	$0		$160,000	$320,000	
8th Broadway to Harrison	$0	$0		$160,000	$80,000	$383
8th Harrison to Fallon	$0	$0		$400,000	$240,000	
9th Broadway to Harrison	$0	$0		$160,000	$80,000	$387
9th Harrison to Fallon	*$16,200*	$0		$400,000	$160,000	
10th West of Madison*	$0	$0		$320,000	$80,000	$0
10th Madison to Oak	*$3,000*	$0		$80,000		$0
10th Oak to Fallon	$0	$285,000		$80,000		$0
10th East Fallon	$0	$1,605,000		$160,000	$400,000	$6,420
11th	$0	$0		$640,000	$80,000	$0
12th	$0	$0		$640,000		$0
13th	$0	$0		$640,000		$0
14th	$0	$0		$560,000		$760
Franklin	$0	$0		$400,000		$467
Webster	$0	$0		$480,000	$80,000	$743
Harrison I-880 to 8th	$0	$0		$160,000	$160,000	$0
Harrison 8th to 10th	$0	$0		$160,000	$80,000	$0
Harrison 10th to 14th	$0	$0		$320,000		$0
Alice	$0	$0	$72,000	$640,000	$160,000	$0
Jackson	$0	$0		$640,000	$80,000	$0
Madison	*$9,400*	$0		$640,000	$80,000	$0
Oak	*$14,500*	$0		$480,000	$80,000	$0
Fallon	$0	$1,035,000	$192,000	$320,000	$320,000	$0
I-880 Undercrossings	$0	$0		$720,000		$0
Total	**$43,100**	**$2,925,000**	**$264,000**	**$10,320,000**	**$2,640,000**	**$9,160**
TOTAL WITH 35% SOFT COSTS	**$58,185**	**$3,948,750**	**$356,400**	**$13,932,000**	**$3,564,000**	**$12,366**
Priorities Subtotals		**n/a**	**$192,000**	**n/a**	**$2,640,000**	**$9,160**
PRIORITIES WITH 35% SOFT COSTS		**N/A**	**$259,200**	**N/A**	**$3,564,000**	**$12,366**
Final prioritized cost		**n/a**	**$259,200**	**n/a**	**$3,564,000**	**$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	$0	$0	$-	$15,909			
$0	$50,000	$1,600,000	$0	$0	$240,000		$700,000	n/a
$0	$100,000	$1,506,667	$0	$0	$226,000		n/a	n/a
$0	$0	$600,000	$0	$4,500	$90,000		$400,000	$675,000
$25,000	$0	$1,000,000	$0	$7,500	$150,000		$300,000	$1,125,000
$0	$0	$600,000	$0	$4,500	$90,000		$400,000	$675,000
$25,000	$0	$1,000,000	$0	$7,500	$150,000		$300,000	$1,125,000
$25,000	$0	$800,000	$0	$0	$120,000		$400,000	$900,000
$0	$0	$200,000	$0	$0	$30,000		n/a	$225,000
$0	$0	$200,000	$0	$0	$30,000		n/a	n/a
$0	$100,000	$1,426,667	$0	$0	$214,000		n/a	n/a
$0	$0	$1,400,000	$0	$0	$210,000		$0	n/a
$0	$0	$1,600,000	$0	$0	$240,000		$0	n/a
$0	$0	$1,600,000	$0	$0	$240,000		$900,000	$1,800,000
$0	$0	$1,400,000	$0	$10,500	$210,000		n/a	n/a
$0	$0	$1,600,000	$0	$12,000	$240,000	$13,258	$800,000	n/a
$25,000	$0	$1,600,000	$55,000	$12,000	$240,000	$21,117	$800,000	$1,800,000
$25,000	$0	$400,000	$0	$3,000	$60,000		$100,000	n/a
$25,000	$0	$400,000	$0	$3,000	$60,000		$300,000	$450,000
$0	$0	$800,000	$0	$6,000	$120,000		n/a	$900,000
$0	$0	$1,600,000	$0	$0	$160,000		n/a	n/a
$0	$0	$1,600,000	$0	$0	$160,000		n/a	n/a
$0	$0	$1,600,000	$0	$12,000	$240,000		$900,000	$1,800,000
$0	$0	$1,600,000	$39,000	$12,000	$240,000		$800,000	$1,800,000
$0	$0	$800,000	$72,000	$0	$80,000		n/a	n/a
$0	$0	$1,000,000	$0	$0	$-		$0	$0
$150,000	**$250,000**	**$28,933,333**	**$166,000**	**$94,500**	**$3,840,000**	**$50,284**	**$7,100,000**	**$13,275,000**
$202,500	**$337,500**	**$39,060,000**	**$224,100**	**$127,575**	**$5,184,000**	**$67,884**	**$9,585,000**	**$17,921,250**
$150,000	**$250,000**	**$14,600,000**	**$166,000**	**$94,500**	**$1,380,000**	**$50,284**	**$4,500,000**	**$11,250,000**
$202,500	**$337,500**	**$19,710,000**	**$224,100**	**$127,575**	**$1,863,000**	**$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 DEVELOPMENT POTENTIAL

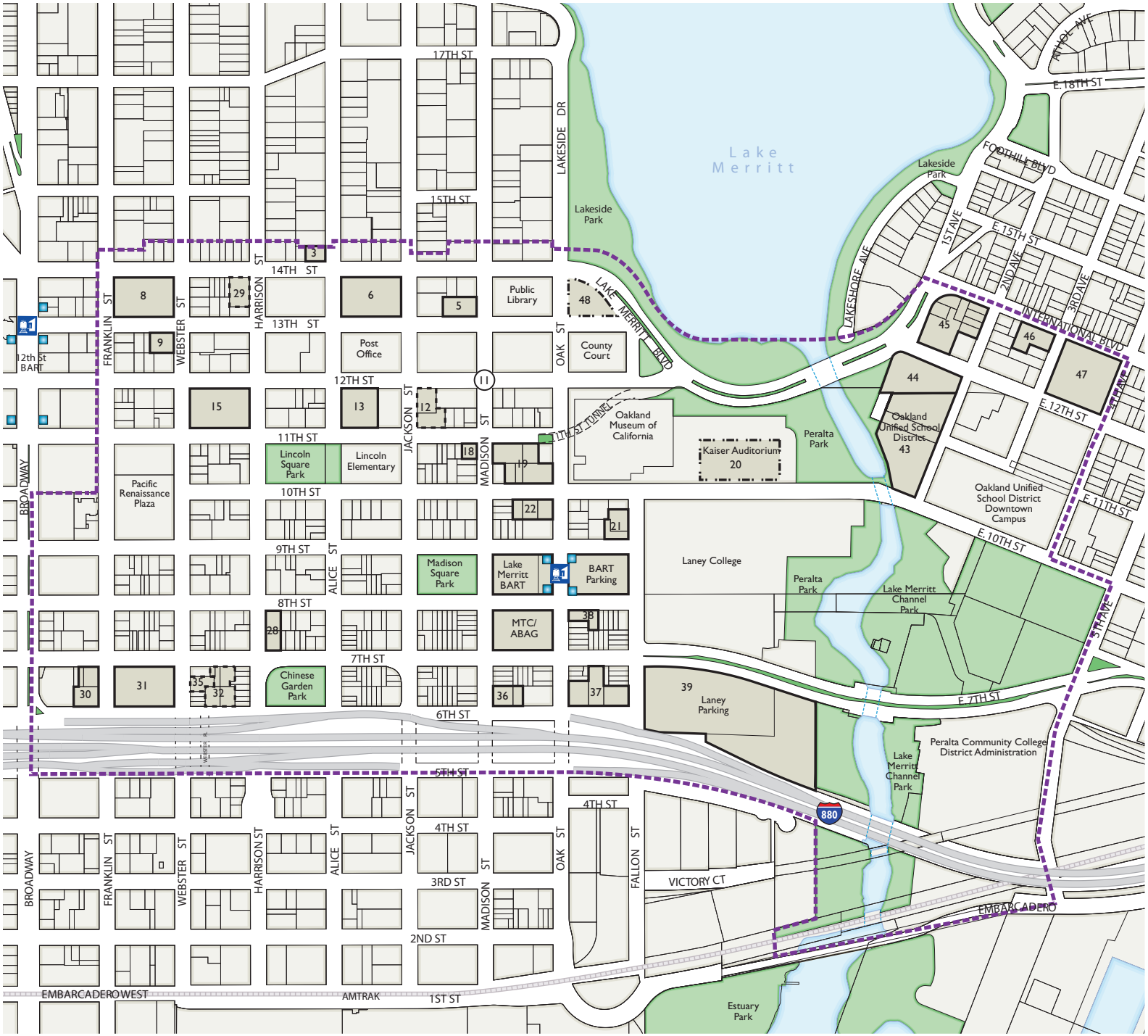
SITE #	SIZE	ACRES	EXISTING USE	ASSUMED HEIGHT	% LOT BUILT	BUILT ACRES	PLANNED USES	NEW UNITS	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES/ INSTITUTIONAL	EXISTING UNITS/SF*	NET NEW UNITS	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	NET NEW INSTITUTIONAL	LESS INDUSTRIAL/AUTO SERVICES
CENTRAL BART BLOCKS																			
BART Station	Full Block	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	Full Block	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 the site	70%	0.98	Housing	384					-	384					
					50%	0.70	Retail/ Entertainment			30,000			-			30,000			
					15%	0.21	Plaza				0.21		-						
MTC/ABAG	Full Block	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 residential tower.	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	Small Site	0.17	Parking Lot	Mid-rise: 6-8 stories	70%	0.12	Housing	17					-	17					
					35%	0.06	Retail			3,000			-			3,000			
5	1/4 Block +	0.38	Parking Lot	Mid-rise (est): Potential Development Based on Application	70%	0.27	Housing	72					-	72					
6	Full Block	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	Full Block	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	1/4 Block	0.28	Parking Lot	Mid-rise: 6-8 stories	70%	0.20	Housing	28					-	28					
					20%	0.06	Retail			2,000			-			2,000			
13	Half Block	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)												
11		1.40	Alameda County properties	High-rise: 9+ stories	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 (304 spaces)						-						

SITE #	SIZE	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
15	Full Block	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		-	
					15%	0.21	Open Space				0.21		-						
18	Half Block	0.13	Parking + developed one story	Mid-rise: 6-8 stories	70%	0.09	Housing	13						13					
					65%	0.08	Retail			20,000			-			20,000			(4,000)
					10%	0.01	Open Space						-						
19	Half Block +	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	1/2 Block	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	Half Block	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	1/4 Block (just along Harrison)	0.34	Parking	Mid-rise: 6-8 stories; Assume 3 stories office above one story retail; residential 4 stories above base	60%	0.20	Housing	30					-	30					
					70%	0.24	Office		30,000				-		30,000				
					35%	0.12	Retail			5,000			-			5,000			
30	Half Block	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	Full Block	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	Quarter Block	0.45	Vacant +one story	High-rise: 9+ stories; Assume 12 stories	60%	0.27	Office		140,000				-		140,000				(15,040)
37	Half Block	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					-	27	-				
					10%	0.09	Open Space				0.09		-						
38	1/4 Block	0.30	Developed 1-2 stories	Mid-rise: 6-8 stories	70%	0.21	Housing	30					-	30					
					35%	0.11	Retail			5,000			10,555		(8,000)	2,445			
39	Multiple	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	2 Blocks	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				(86,295)	
					4%	0.12	Retail			5,000			-			5,000			
					30%	0.90	Open Space				0.9		-						

SITE #	SIZE	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
44	1/2 Block	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 Acre Block	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	1/3 Block	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	Full Block	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		-						
48	Full Block	0.71	Fire Alarm Building	Reuse of existing space (four levels including a	n/a	n/a	Reuse of existing space				0.71	5,236	5,236					-	
n/a	Multiple along Channel	9.07	Channel Parks South of I-880, NE of I-880; 4 acre DD Park	n/a	9.07	9.07	Open Space				9.07		-			-			
Subtotal								***3,604***	***1,096,000***	***258,000***	***14.9***	***533,236***		***3,598***	***1,085,277***	***246,680***	***(108)***	***99,900***	***(58,559)***
PIPELINE AND UNDER CONSTRUCTION																			
12	Half Block	0.50	Vacant (planned housing)	Mid-rise: APPROVED AFFORDABLE HOUSING PROJECT	n/a	0.50	Approved Affordable Housing Project	68		5,000				68	-	5,000			
32		0.81		High-rise: 325 7th Street: APPROVED PROJECT		0.81		380		9,110				380		9,110			
29		0.34		High-rise: 1331 Harrison Street: APPROVED PROJECT		0.34		98		9,000				98		9,000			
35		0.18		Mid-rise: 630 Webster Street: APPROVED PROJECT (note ground floor is an estimate)		0.18		27		2,000				27		2,000			
Subtotal								***573***	-	***25,110***	-	-	-	***573***	-	***25,110***	-	-	
TOTAL Future Development								**4,922**	**1,346,000**	**415,110**	**15.49**	**541,236**		**4,916**	**1,229,277**	**403,790**	**(108)**	**107,900**	**(58,559)**
												With 5% vacancy for households		**4,671**				**Total Future Jobs**	**4,134**
Jobs															*3,073*	*1,154*	*(54)*	*108*	*(146)*
													%ACTC	*100%*					

Note: Madison Lofts (76 units) and Jackson Courtyard (45 units) were also developed in the Planning Area since 2005, but are outside of the TAZs analyzed for the project, and so are not included here.

Figure A.1:
OPPORTUNITY SITES (SITES MOST LIKELY TO REDEVELOP)



- Opportunity Sites with Community Agreement or Vacant Sites
- Opportunity Sites for Adaptive Reuse
- Approved Development (not yet under construction)
- Existing and Planned Parks
- BART Station Entrance
- Planning Area

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