

CITY OF OAKLAND

AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2007 AUG 30 PM 2:06

TO: Office of the City Administrator
ATTN: Deborah A. Edgerly
FROM: Community & Economic Development Agency
DATE: September 11, 2007

RE: **Action on a Report and Evaluation of Options for the Proposed Update of the Estuary Policy Plan and Creating a Public Planning Process to Adopt a Specific Estuary Plan between Interstate 880 and the Estuary from Approximately 19th Avenue to 54th Avenue Encompassing Industrial Sub-Areas 4, 4A, 11 and 11A**

SUMMARY

The Community and Economic Development Committee (CEDC), at their July 10, 2007 meeting, directed staff to evaluate a range of options for creating a Specific Plan for part of the Estuary Policy Plan (EPP) area. The area is identified in the EPP as the San Antonio/Fruitvale District, involving the central Estuary lands bounded by approximately 19th and 54th Avenues and between Interstate 880 and the water. This work would build on the existing EPP, adopted by the City Council and the Port of Oakland in 1998. Part of the EPP included an implementation program with the following Policy MF-3:

“Adopt and enforce development regulations which reflect the land use policies established by the Estuary Policy Plan. Eighteen unique land use classifications are recommended in the EPP. They should form the basis of future regulatory controls to be enforced to insure project consistency with the EPP and ultimately with the General Plan.”

The purpose of a Specific Plan under California Government Code 65451 is to provide an area specific set of development regulations and requirements including the distribution, extent and location of land uses, infrastructure requirements and development standards. Staff believes that a specific plan approach is desirable for this area given:

- the broad array of existing uses and the eight EPP land use designations in the area including recreational-water oriented uses, parks and open space, light industrial, commercial, mixed use and limited residential uses, with potential land use conflicts.
- the City's prior funding commitments to construct the Bay Trail, the East Bay Regional Park District's (EBRPD) commitment to a new waterfront park at the tip of the Tidewater area and the planning necessary to ensure adequate and safe access.
- that the area is presently underserved with regard to roadways, sewers, storm drainage and other essential infrastructure; and that it is important to scope out the public improvements required to serve the proposed new developments in the area under the new plan.
- that the scope of public improvements is beyond what any one developer would likely be required to do; it is important to have area-wide financing mechanisms to build the required infrastructure.

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The idea of a specific plan is not at issue. Rather, the CEDC and others had questions and concerns about the overall approach and the process that would be used to pursue the plan, who would manage the process and, if it were privately funded, how would such a public-private partnership work among the City, the private entity, the public, and the various stakeholders. The following report presents and evaluates the options requested by the CEDC.

FISCAL IMPACT

The degree of fiscal impact to the City depends on the option chosen. The options range from no direct fiscal impacts if a fully privately funded, public-private partnership option is selected, to a cost of approximately \$3,000,000 if an option is selected that requires the City of Oakland to fund the entire effort.

BACKGROUND

The City of Oakland was approached by Valued Places, LLC, a private firm interested in funding a public-private partnership to create a Specific Plan for the central waterfront area between approximately 19th and 54th Avenues and between Interstate 880 and the water. The issue of whether to pursue such an agreement was discussed at the July 10, 2007 CEDC meeting. The CEDC requested that staff evaluate several possible configurations of public and/or private involvement. The motion from the CEDC is included as Attachment A. All proposed options for creating a plan include the use of a Central Waterfront Task Force to serve as a steering committee and oversight body for the public planning process, should the City Council decide to move forward on one of the proposed option to prepare the plan.

KEY ISSUES AND IMPACTS

The CEDC requested the following four issues be examined:

1. *Provide an analysis of the merits of undertaking a Specific Plan for the Central Waterfront, how such a Plan would relate to the existing Estuary Policy Plan, and a discussion of any other planning efforts currently underway in the Central Waterfront area.*

Discussion: The current EPP map for the area is included as Attachment B. Approximately 40 percent of the land area in the proposed planning area allows residential use under the current EPP designations. A further 10 percent of the land area has the opportunity for future residential uses if the industry that currently occupies those areas moves or discontinues operation. If the current zoning of the area, which is primarily M-40, Heavy Industrial, was changed to bring it into conformance with the EPP, as set forth in the implementation section (Policy MF-3), almost half of the area would be permitted to transition to residential uses. This type of conversion alternative under the current EPP would potentially be in conflict with job creation and retention objectives.

A Specific Plan process could be used to re-examine the mix of allowable uses to reduce the overall percentage of land allowed for residential use. Staff, as a preliminary figure not intended to pre-judge or limit the planning process, believes that a figure of 30% of the land area devoted to residential uses could be achieved. This reduction of the percentage land in which residential use is allowed, in conjunction with creating development standards that would protect existing businesses from residential intrusion and reduce land use conflicts, would result in a recapture of business and commercial areas for job creation activities. As noted previously, the master mitigation and public improvement plan could also be adopted as part of the Specific Plan, allowing a fair share approach to the substantial reinvestment needed to accommodate redevelopment and revitalization of the area, along with park, Bay Trail and open space development.

As to how such a plan would relate to the existing EPP, the planning process would be initiated using the current eight land use designations within the area (please refer to Attachment C for a detailed description of the land use designations). In addition, there are current planning policies and objectives contained in the EPP (please refer to Attachment D) that would be used as a key base upon which to begin a reevaluation of goals, objectives and policies. Finally, there are a number of other planning and development efforts underway in this area. As noted, the Bay Trail plan runs along the Estuary shoreline, and waterfront trail design and development standards are nearly complete.

2. Please provide a recommendation on the structure and role of a new Central Waterfront Task Force to ensure active participation throughout any planning process. The Task Force shall be comprised of key stakeholders. Initial suggestions of key stakeholders include: the Mayor's Office, Council Members representing the waterfront, the Chair of the CED committee, property owners, the Mayor's Land Use Task Force, Oakland Commerce Corporation, EBASE, EBMUD, EtB RPD, OCO, Acorn, Urban Strategies Council, Oakland Chamber of Commerce, Waterfront Action, and the Port of Oakland, among others. This group will advise any planning process from start to finish. Staff shall meet with as many stakeholders as possible before September and incorporate their views into the recommendations for the Task Force structure and planning process.

Discussion: Staff is working on meeting with as many stakeholders as possible to discuss potential task force structure. This effort is hampered by the prevalence of vacations during the month of August. Several meetings are planned during the week this report is due for publication. Currently, the discussion is to generally follow a general plan congress model. Staff will be responsible for the day to day management of the process under policy guidance from the task force/steering committee. This body will be subject to all requirements of the Brown Act and the City's Sunshine Ordinance.

3. *Please provide an assessment of the advantages and disadvantages of a public-private partnership. It is imperative that the City not cede control of the planning process to any third-party group.*

Discussion: Public-private partnerships are a recognized tool for municipalities to leverage their resources.

Public sector entities benefit by:

- leveraging and maximizing public assets
- increasing their control over the development process
- creating a vibrant built-environment where public improvements are appropriately funded through cost sharing or other mechanisms

Private sector entities benefit by:

- providing greater access to land and infill sites
- receiving more support through the development process
- earning a market niche as a reliable partner with the public sector by being able to follow through on opportunities to create public goods

Drawbacks:

Critics view these partnerships as potentially messy, risky and/or too complex because they involve a number of different stakeholders with sometimes different or competing agendas, i.e., if positions are too far apart consensus may be impossible to achieve.

Staff has identified the following additional advantages and disadvantages of a public-private partnership specific to the City of Oakland.

Advantages:

- An opportunity to increase the percentage of land in the Central Waterfront Area devoted to job creation activities from that currently specified in the EPP.
- An opportunity to engage in a public planning process, environmental review process, public improvement design process and infrastructure funding process at little or no cost to the City of Oakland.
- An opportunity to engage a diverse stakeholder group in a focused effort to revitalize an important part of the City's waterfront.
- An opportunity to develop a specific plan two to four years before such an effort could be undertaken by City staff alone.
- If adopted, the Specific Plan would provide an orderly development framework for revitalization through a phased plan where major public infrastructure construction is commensurate with private projects.
- If adopted, the Specific Plan would provide developers with a set of pre-established development or performance standards, design requirements and procedures that would result in more certainty with the development process.

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Disadvantages:

- There may be a perception of various conflict of interest or bias given that the City would not use its own funds for the planning effort and the funding sources may be perceived to represent interests contrary to other stakeholder groups in the process.
- There may be distrust of outside involvement in the City's planning process.
- There may be concerns from members of other areas or neighborhoods that this Central Waterfront planning process is consuming time and funding resources at the expense of their own planning efforts.

Staff believes that planning approaches exist to minimize the potential disadvantages of a public-private partnership. The task force steering committee as set forth under key issue 2 is one method of ensuring that all stakeholder groups have a voice in the oversight of the planning process. Certain funding sources that may wish to partner with the City of Oakland have broader mandates for social, environmental and community benefits, in addition to a purely economic profit motive (double bottom line investing). These additional requirements for community benefits may help to decrease distrust in the motives and intentions of an external funding source. Staff is examining other mechanisms to mitigate or partially equalize some of the windfall-wipeout aspects of changing land use regulations. Such mechanisms may be incorporated into any final plan proposal.

4. Please provide more detail on at least the following options for action:

- a. Undertake the Specific Plan process with private funding but have the City or an independent entity conduct and manage it.*
- b. Prepare and circulate a Request for Proposal (RFP) for a public-private partnership to conduct a Specific Plan process for the Central Waterfront.*
- c. Prepare a proposal for City Council review to fund this Specific Plan process using City/Redevelopment funds; use an RFP process to solicit bids.*
- d. Prepare a proposal for the City Council to fund this Specific Plan process and conduct the effort using in-house resources and using funding from a variety of sources including redevelopment funds, General Funds, pay-go funds and General Plan Update funds.*
- e. Do nothing at this time – deem it to be not a priority. If this option were chosen, it is likely that general policies and objectives in the area would come up in a more incremental and possibly disjointed manner, in that recommendations would arise regarding industrial lands, the Bay Trail, EBRPD and other actual projects, but these would not occur within a comprehensively planned approach.*

Discussion:

Staff is applying two assumptions to the analysis of options a-d above. The first assumption is that there will be a steering committee or task force, as described in item 2, appointed to work with staff on the public planning process from start to finish. The second assumption is that any planning effort will require more than the average number of public meetings and staff has factored this into the analysis and cost estimates for options a-d.

Option A:

This option includes the proposal by Valued Places as well as any similarly proposed public/private partnership where the private funding source has identified firms they wish to have work on some or all of the planning effort. The City of Oakland would manage and control, in concert with the appointed steering committee/task force, the conduct of the planning process. All consultants or other entities would have to meet City of Oakland professional standards and qualifications. There is the potential of cost savings to the funding source by this arrangement, as they would not be paying the City overhead charge on work performed by entities not under direct contract to the City. Obviously, this arrangement can lead to distrust and questions about proper representation of certain stakeholders by outside interests. This mechanism is similar to that used on other development projects both in Oakland and many other cities. It can be used successfully to allow the City to complete projects at minimal cost to the City. The disadvantage is at least partially offset by the steering committee/task force controlling body which will be able to evaluate at each step whether the process is being conducted in an open and proper manner. Staff would conduct a due diligence investigation of the capabilities and any potential conflicts of interest with Valued Places, or any other independent entity, that would be chosen under this option, before returning to City Council with agreements and scopes of work for adoption.

Staff recommends this as a viable option for consideration.

Option B:

This option would have the City prepare a formal process to solicit other offers to conduct a planning process through a public/private partnership. All of the advantages and disadvantages discussed in Option A would still apply to the entity chosen by this process. The advantage to the City is that we could potentially evaluate multiple entities for a partnership arrangement.

The disadvantage in relation to Option A is the additional one year, or more, which staff estimates would be required before an entity was chosen and work could begin. This estimate is based, in part, on the most recent analogous RFP experience with the 9th Avenue Terminal Reuse proposal. This proposal took three months to issue (June to September) and six months (September to February) to receive responses. In the end only one response was received. This lack of response was, in large part, due to the explicit direction from the City Council that no other assistance or funding was available and the complexity of the project. Both of these factors would be operating with this Specific Plan.

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In general, a RFP procedure is to help the City make good use of public funds by getting competitive bids so that the City gets the most work for the least price. In the case of this Specific Plan option, as it was in the 9th Avenue Terminal case, the City is asking for a partnership with the private entity responsible for funding the entire project. The cost to the City with any bidder is zero, and the RFP response allows for the consideration of one or more partnership entities but will not result in any monetary savings since the cost to the City under this scenario is always zero.

Staff recommends this as a less viable option than A or C because of the delay.

Option C:

This option would require the City to use its own resources to fund the planning process. The advantage to the City is the reduction in potential distrust and conflict of interest charges relative to the inclusion of a private funding source. The disadvantage of Option C relative to Option A is that the City would have fewer resources to devote to other needs. It is likely that if this effort were funded at the level required, there would be negative impacts on other equally important planning efforts.

Staff recommends this as a viable option for consideration, with the caveat that an evaluation is necessary to ascertain whether other committed or competing projects would be negatively impacted.

Option D:

There is currently no excess staff capacity to undertake a project of this size and complexity. The Fiscal Year 2009-2011 budget cycle is the first potential opportunity for beginning a project of this size using in-house resources.

Staff does not recommend this as a viable option for consideration.

Option E:

This is the no specific plan alternative. The current Estuary Policy Plan recommendations would be used to modify zoning in the area where it does not currently conform to the EPP. The EPP defines seven sub-areas within the proposed Specific Plan area. Two of these areas have policy statements referencing the need to initiate more specific planning in those sub-areas (SAF 3.1, SAF 7.2). In addition, implementation policy MF-2 calls for an implementation guide to be written and developed for the EPP areas. The items called for in this document have significant overlaps with the items required in a Specific Plan including funding and financing mechanisms, development standards and work programs and priorities. The EPP clearly calls for significant additional work in the proposed planning area which a Specific Plan could accomplish.

Staff does not recommend this option. Staff recommends a Specific Plan process be undertaken using one of the previously discussed options.

SUSTAINABLE OPPORTUNITIES

Economic: No particular economic opportunities have been identified at this preliminary stage in the planning process. However, this type of effort, involving property and business owners, public agencies, community groups and others has often resulted in the identification of new business and development opportunities through increased knowledge of the area, planned public improvements, decreasing land use conflicts, etc.

Environmental: No particular environmental opportunities have been identified yet. However, if such a planning process were to be undertaken, completed and approved, the consequent environmental review information will likely inform future City actions concerning clean up of contaminated areas, green building, green business locations, etc.

Social Equity: No particular social equity opportunities have been identified due to the preliminary nature of this report. However, it is likely that land use and public improvement discussions during the Specific Plan process would include pertinent topics such as job creation potential from infrastructure improvements.

DISABILITY AND SENIOR CITIZEN ACCESS

No changes to access have been identified.

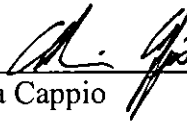
RECOMMENDATIONS AND RATIONALE

Staff recommends the City Council direct staff to begin a Specific Planning process using the procedures discussed in Option A or C. If Options A and C are not acceptable to the City Council then staff would recommend direction to proceed using Option B. Staff does not recommend Option D, due to a lack of staff resources, or Option E, because a Specific Plan would further the implementation of the Estuary Policy Plan.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends the City Council review and consider the information contained in this staff report and direct staff to pursue one of the options listed. Alternatively, the City Council may choose to not pursue this type of proposal at this time and no further action would be required.

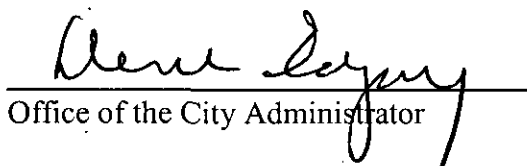
Respectfully submitted,



Claudia Cappio
Development Director
Community & Economic Development Agency

Prepared by:
Eric Angstadt
Strategic Planning Manager
Community & Economic Development Agency

APPROVED AND FORWARDED TO THE
COMMUNITY AND ECONOMIC
DEVELOPMENT COMMITTEE:



Office of the City Administrator

Attachment A Motion from July 10, 2007 CED Committee Meeting
Attachment B Estuary Policy Plan study area
Attachment C Estuary Policy Plan Land Use Designations
Attachment D Estuary Policy Plan San Antonio/Fruitvale District

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ATTACHMENT A

To: Chairperson Brunner and CED Committee Members

From: President De La Fuente

Date: July 10, 2007

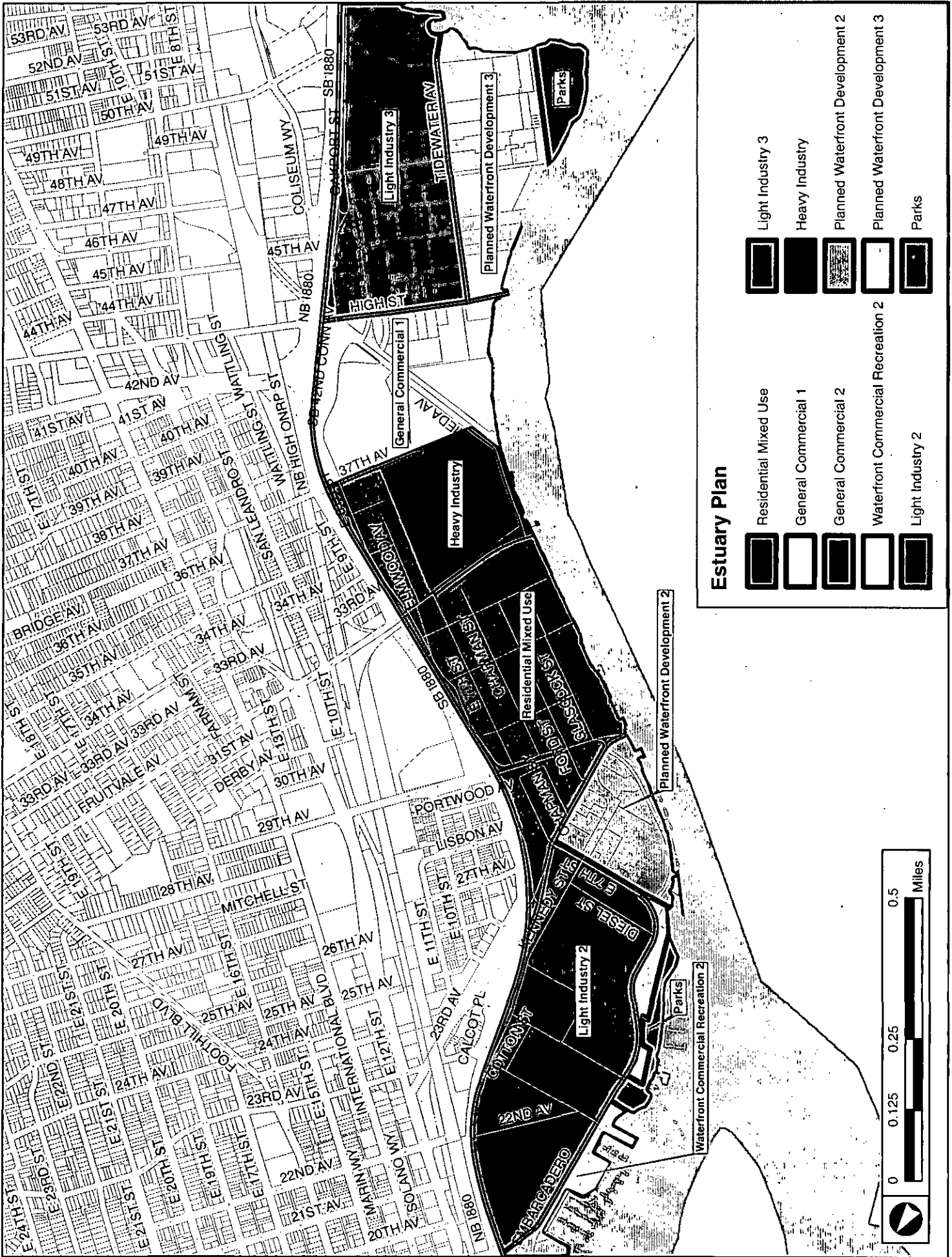
Re: Creating a Public Planning Process leading to the Adoption of a Specific Area Plan between I-880 and the Estuary from approximately 19th Avenue to 54th Avenue

After years of discussion, the time has come to evaluate alternatives for a public master planning effort for our Central Waterfront. Any planning effort must engage and unite all stakeholders behind a set of values and policies. The planning process would consider modern infrastructure, housing, jobs, open space and public access, and transportation options, the retention of industrial areas and the attraction of new industrial uses.

I propose the following actions today:

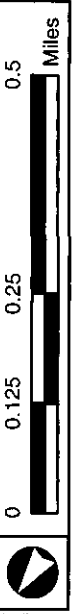
- 1) Staff shall return to the CED committee on September 11th with an analysis of the merits of undertaking a Specific Plan for the Central Waterfront, how such a Plan would relate to the existing Estuary Policy Plan, and a discussion of any other planning efforts currently underway in the Central Waterfront area.
- 2) Staff shall return to CED committee on September 11th with a recommendation on the structure and role of a new Central Waterfront Task Force to ensure active participation throughout any planning process. The Task Force shall be comprised of key stakeholders. Initial suggestions of key stakeholders include: the Mayor's Office, Council Members representing the waterfront, the Chair of the CED committee, property owners, the Mayor's Land Use Task Force, Oakland Commerce Corporation, EBASE, EBMUD, East Bay Regional Parks District, Bay Trail, OCO, Acorn, Urban Strategies Council, Oakland Chamber of Commerce, Waterfront Action, and the Port of Oakland, among others. This group will advise any planning process from start to finish. Staff shall meet with as many stakeholders as possible before September and incorporate their views into the recommendations for the Task Force structure and planning process.
- 3) Staff shall return to CED committee on September 11th with an assessment of the advantages and disadvantages of a public-private partnership. It is imperative that the City not cede control of the planning process to any third-party group.
- 4) Staff shall return to CED committee on September 11th with the following options for action:
 - a. to conduct the Specific Plan process with private funding but conducted by the City or an independent entity.
 - b. to do an RFP for a public-private partnership to conduct a Specific Plan process for the Central Waterfront
 - c. for the City to fund this Specific Plan process using City/ Redevelopment funds utilizing an RFP process
 - d. for the City to fund this Specific Plan process and conduct the planning process in-house..
- 5) All proposed planning processes shall include numerous public hearings.

ATTACHMENT B



Estuary Plan

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



ATTACHMENT C

Summary of Estuary Policy Plan Land Use Classifications

Land Use Classification	Intent	Desired Character	Maximum Intensity
LI-1: Light Industrial	Maintain light industrial and manufacturing uses that provide support to the adjacent maritime area and downtown, but are compatible with the adjacent West Oakland neighborhood.	Future development in this area should be primarily industrial and manufacturing in nature.	FAR of 2.0 per parcel. 30 units per gross acre.
ORD: Off Price Retail	Promote the expansion of off-price and home improvement retail stores that can further establish this area a retail destination complementary to the Jack London waterfront and downtown.	Future development in this area should be primarily commercial, with retail, restaurant, other public-oriented active uses.	FAR of 2.0 per parcel. 30 units per gross acre.
RD&E-1: Retail, Dining, Entertainment (Phase 1: JLS)	Intensify and enhance public-oriented uses and activities that strengthen the attractiveness of the area as an active and pedestrian-friendly waterfront destination.	Future development in this area should be primarily retail, restaurant, entertainment, marina support, cultural, hotel, upper level offices, parks, and open space with active uses on the ground level of principle streets. Water uses also included.	Average FAR over entire area of 3.5.
RD&E-2: Retail, Dining, Entertainment (Broadway)	Enhance and intensify Lower Broadway as an active pedestrian-oriented entertainment district that can help to create stronger activity and pedestrian linkages with downtown Oakland, Old Oakland, and Chinatown.	Future development in this area should be primarily retail, restaurant, entertainment, hotel, upper level office, cultural, parks, public open space, and any other use that is complementary to active public-oriented ground-level uses.	FAR of 7.0 per parcel. 125 units per gross acre.
WCR-1: Waterfront Commercial Recreation (Phase II)	Extend public-oriented waterfront activities west from Webster Street to Alice Street, in conjunction with enhanced public access, open space, and recreational opportunities.	Future development in this area should be primarily retail, restaurant, cultural, office, hotel, commercial-recreational, conference, exhibition, performances, shows, parks, and public open spaces, and recreational opportunities with active public-oriented uses on ground floors on streets and adjacent to open space areas. Water uses also included.	Average FAR over entire area of 3.0.

Definition of Terms:

Intent: the purpose of the classification

Desired Character of the Area: a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is descriptive and not an exclusive definition of use or activity.

Intensity: the maximum intensity of building form, or density in terms of housing units per gross acre. Gross acreage includes all land in the neighborhood, including streets and parks. To calculate permitted density on any given lot, refer to the Ordinance No. 12054 C.M.S.: *Guidelines for Determining General Plan Conformity 100-31*.

Land Use Classification	Intent	Desired Character	Maximum Intensity
PM: Produce Market (Franklin Street b/w 2 nd & 4 th Streets)	Retain the historic architectural character and integrity of the Produce Market District, and promote uses that maintain the viability, life, and activity of the area.	Future development in this area should be primarily wholesale food, retail, restaurants, office, work/live lofts, cultural, outdoor markets, parks, and public open spaces and light industrial, warehousing, and other uses that are complementary.	FAR of 1.0 per parcel. 30 units per gross acre.
WWD: Waterfront Warehouse District	Encourage the preservation and adaptive reuse of existing buildings and new infill development that preserve and respect the area's unique character and historic flavor, within a context of commercial and light industrial/manufacturing uses.	Future development in this area should be primarily joint living and working quarters, residential, light industrial, warehousing, wholesale, office, artist/artisans studios, neighborhood serving commercial uses, including local small scale restaurants with manufacturing, assembly, and other uses that are compatible with adjacent uses.	FAR of 5.0 per parcel 100 units per gross acre
MUD: Mixed Use District	Encourage the development of nontraditional higher density housing (work/live, lofts, artist studios) within a context of commercial and light industrial/manufacturing uses.	Future development in this area should be primarily light industrial, warehousing, wholesale, retail, restaurant, office, residential, work/live, lofts units, parks, and public open spaces with manufacturing, assembly, and other uses that are compatible with adjacent uses.	FAR of 5.0 per parcel. 125 units per gross acre.
WMU: Waterfront Mixed Use (Site B, Lincoln Properties, KTVU, Portobello)	Allow for a mixture of uses that complement the waterfront setting, and maintains and enhances views and public access to the waterfront.	Future development in this area should be primarily residential, office, retail, and restaurants, parks, and public open spaces. Water uses also included.	FAR of 2.0 per parcel. 40 units per gross acre.




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Land Use Classification	Intent	Desired Character	Maximum Intensity
PWD-1: Planned Waterfront Development (Estuary Park to 9 th Ave)	Provide for the transformation of maritime and marine industrial uses into a public-oriented waterfront district that encourages significant public access and open space opportunities. Encourage a unique mix of light industrial, manufacturing, artist lofts and workshops, hotel, commercial-recreation, cultural uses, and water-oriented uses that complement the recreational and open space character of the waterfront.	Future development in this area should be primarily public recreational uses including boating clubs, community and cultural uses, parks, and public open spaces; with primary uses including light industrial, manufacturing, assembly, artist workshops, cultural, work/live studios, offices, neighborhood commercial, and restaurants; and including hotel, conference, restaurant, commercial-recreational, and cultural. Water uses also included.	FAR of 1.0 and 30 units per gross acre for privately owned parcels. Average FAR over entire area of 1.0. Average 30 units per gross acre.

 WCR-2: Waterfront Commercial Recreation (Embarcadero Cove/Union Point)	Encourage a mix of hotel, commercial-recreational and water-oriented uses that complement the recreational and open space character of the waterfront, enhance public access, and take advantage of highway visibility.	Future development in this area should be primarily hotel, restaurant, retail, marine services and boat repair, boat sales, upper level office, parks, and public open spaces with water uses.	Average FAR over entire area of 1.0.
 LI-2: Light Industrial (Brooklyn Basin)	Maintain light industrial, food processing and manufacturing uses, allowing a limited amount of office, residential, institutional or commercial uses.	Future development in this area should be primarily light industrial, food processing, wholesale, distribution, work/live, residential, parks, and public open spaces.	FAR of 2.0 per parcel. 30 units per gross acre.
 PWD-2: Planned Waterfront Development (Con-Agra/Lone Star/Ready Mix)	Provide for the continuation of existing industrial uses, allowing for their future transition to a higher density mix of urban uses if the existing uses prove to be no longer viable in this area.	Future development in this area should be primarily industrial, manufacturing in nature, and other uses that support the existing industrial uses.	FAR of 2.0 per parcel. 40 units per gross acre.

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Land Use Classification	Intent	Desired Character	Maximum Intensity
RMU: Residential Mixed Use (Kennedy Tract Waterfront)	Enhance and strengthen the viability and attractiveness of the Kennedy Tract as a mixed-use residential neighborhood of low to medium-density housing within a fine-grained fabric of commercial and light industrial uses.	Future development in this area should be primarily residential, work/live, light industrial, neighborhood-serving retail, offices, public parks, and open spaces.	FAR of 1.0 per parcel. 40 units per gross acre.
HI: Heavy Industrial (Owens-Brockway)	Retain the existing glass recycling and manufacturing functions within this area, and promote an enhanced relationship with the adjoining Kennedy Tract neighborhood, Fruitvale Avenue, and the waterfront.	Future development in this area should be primarily heavy industrial uses.	FAR of 0.75 per parcel.
GC-1: General Commercial (42 nd /High Street/ Super K-Mart)	Provide for the expansion of regional-serving retail and commercial uses that can benefit from freeway accessibility.	Future development in this area should be primarily retail, office, general commercial, hotel, light industrial, parks, and public open spaces.	FAR of 1.0 per parcel.
LI-3: Light Industrial (East of High Street/ North of Tidewater)	Maintain light industrial, wholesale/retail, manufacturing, and public utility uses while providing for enhancement of the waterfront environment.	Future development in this area should be primarily industrial, manufacturing, commercial, and a variety of other uses.	FAR of 0.5 per parcel.
PWD-3: Planned Waterfront District (East of High Street/ South of Tidewater)	Provide for the continuation of existing industrial uses on properties south of Tidewater Avenue, allowing for their transition to light industrial, research and development, and office uses in a waterfront business park setting.	Future development in this area should be primarily industrial, manufacturing, commercial, office, research and development, public parks, and open spaces.	FAR of 0.5 per parcel.
GC-2: General Commercial (from Oakport site to 66 th Ave)	Provide for commercial or light industrial uses that sensitive to the area's proximity to the Martin Luther King Jr. Shoreline Park, the I-880, 66 th Avenue, sports field, and adjacent industrial facilities.	Future development should be primarily light industrial, commercial, public utilities, park, or open space.	FAR of 1.0 per parcel.

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Desired Character of the Area: a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is descriptive and not an exclusive definition of use or activity.

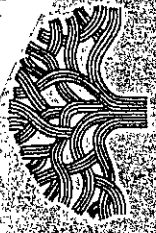
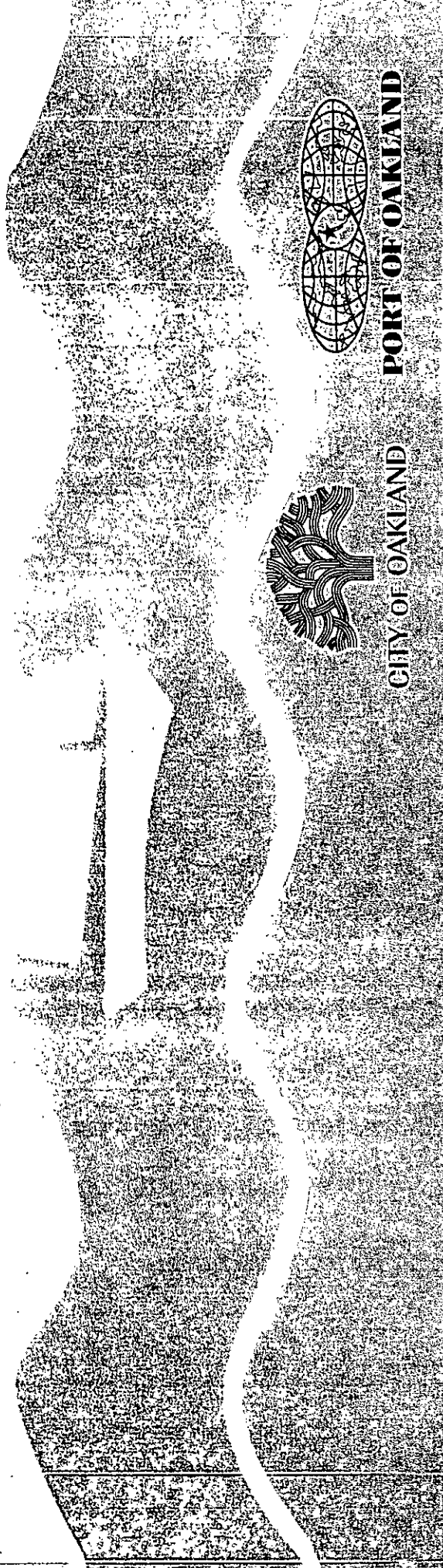
Intensity: the maximum intensity of building form, or density in terms of housing units per gross acre. Gross acreage includes all land in the neighborhood, including streets and parks. To calculate permitted density on any given lot, refer to the Ordinance No. 12054 C.M.S.: *Guidelines for Determining General Plan Conformity 100-31.*

ATTACHMENT D

ESTUARINE POLICY PLAN

Oakland, California

June 1999



CITY OF OAKLAND



PORT OF OAKLAND

San Antonio/Fruitvale District

This reach of the shoreline is closely associated with inland residential neighborhoods. The San Antonio and Fruitvale neighborhoods lie immediately adjacent to the waterfront, extending back into the heart of the city. Nearby neighborhoods also include Central East Oakland and the Coliseum area across I-880.

In many ways, the study area in this reach represents the window to the Estuary from these and other inland neighborhoods. It also forms an important part of the larger identity of the city. The Estuary is visible from the Oakland hills and from the freeway. Thousands of motorists traverse I-880 on a daily basis, and many cross the bridges between Alameda and Oakland.

Connections between this portion of the waterfront and surrounding neighborhoods can

be improved through infrastructure improvements to and along the shoreline. As the area redevelops, the Embarcadero Parkway should be extended to create a continuous system of movement within East Oakland and the waterfront. New parks can be developed that add to the amenities of the area and serve neighborhood needs. However, to accomplish this, land uses within specific subareas of the shoreline should be more clearly delineated, and conflicts between uses resolved.

LAND USE

The land use policies for the San Antonio/Fruitvale District are intended to establish a more compatible pattern of land uses that supports economic development, and at the same

time enhance neighborhood amenities. The waterfront is a feature which binds disparate activities, and provides a needed destination within these neighborhoods. Land use policies reinforce access to the waterfront, while promoting opportunities for neighborhood preservation and enhancement. Emphasis should be put on the reuse of existing structures of historic value and architectural significance.

For ease of discussion, the Fruitvale-San Antonio District has been subdivided into 8 sub-districts. Land use policies for each are presented as follows:

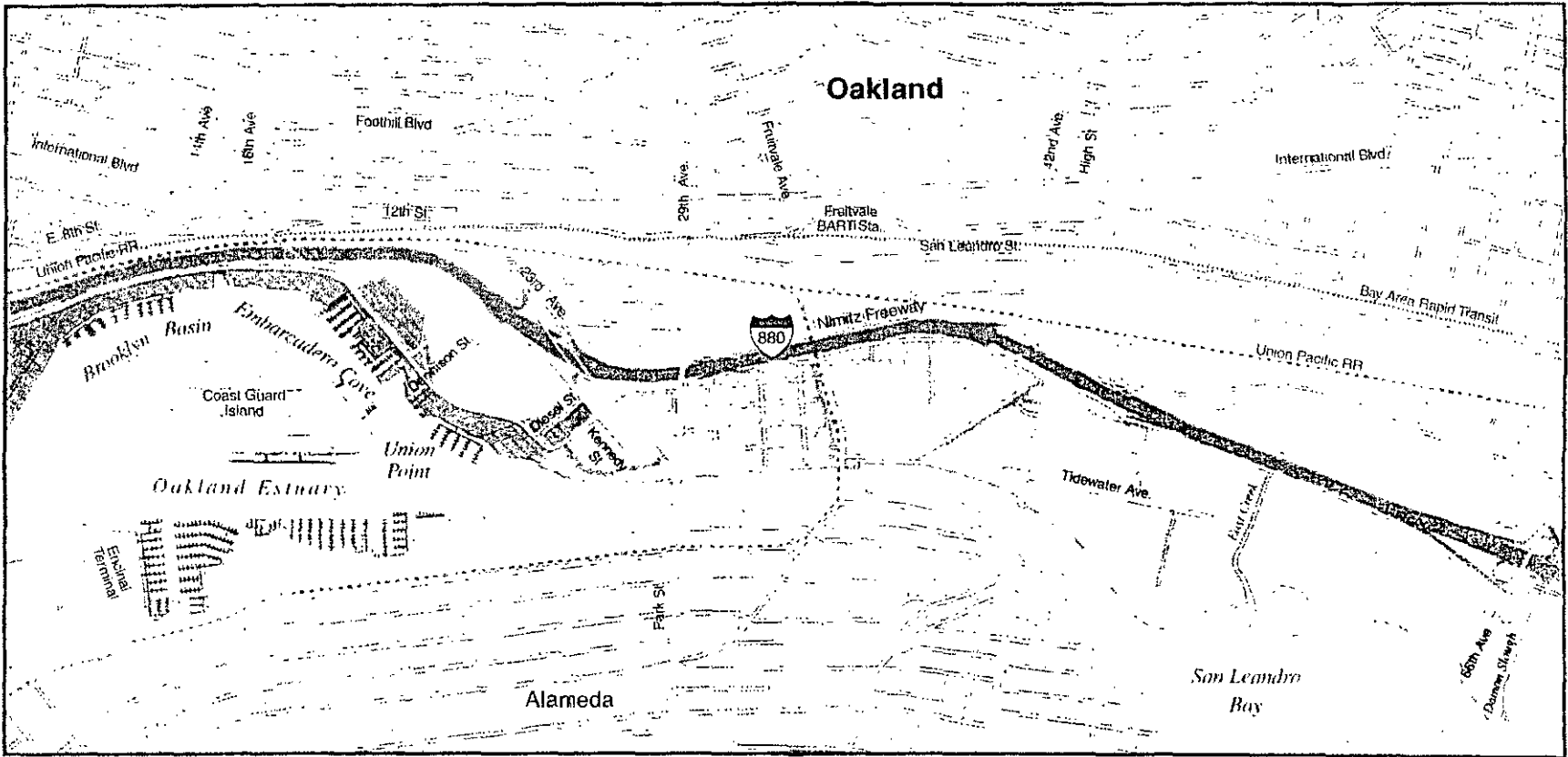
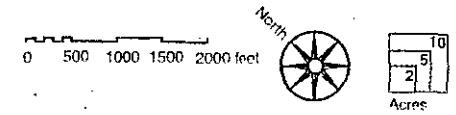
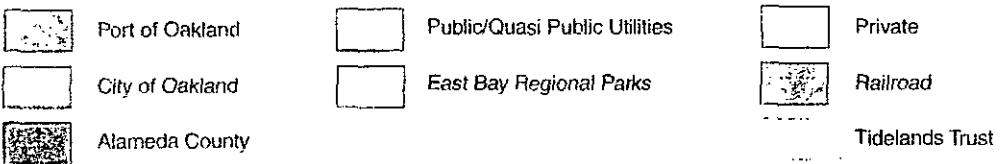


FIGURE III-15: San Antonio/Fruitvale District Current Ownership



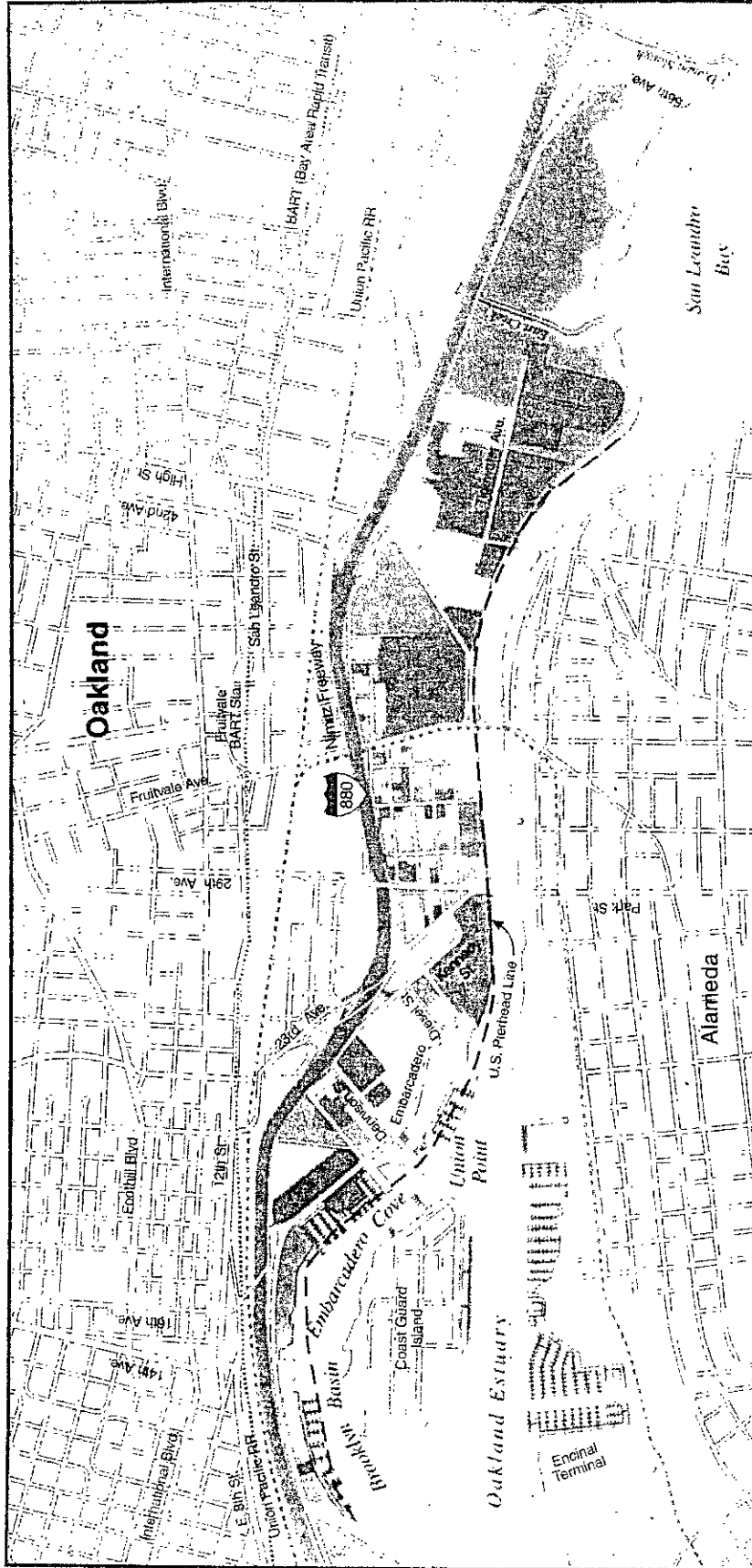
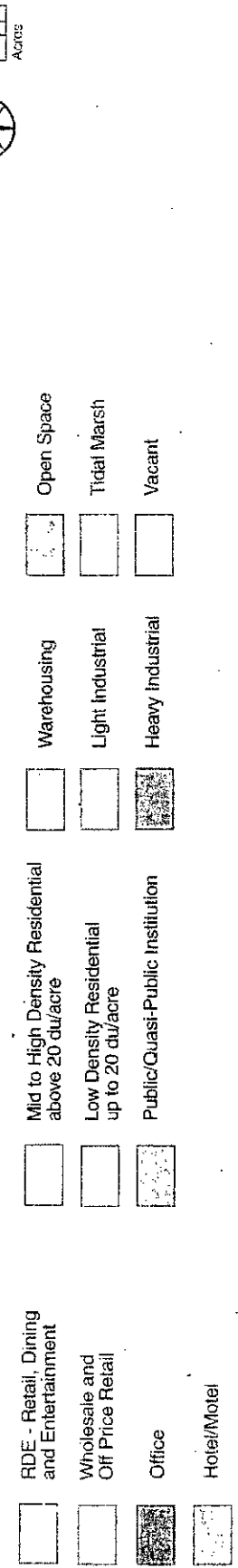


FIGURE III-16: San Antonio/Fruitvale District Existing Land Use



Embarcadero Cove

POLICY SAF-1: ENCOURAGE THE DEVELOPMENT OF WATER-ORIENTED COMMERCIAL USES WITHIN EMBARCADERO COVE.

Embarcadero Cove is bounded by the Ninth Avenue Terminal on the west, Con-Agra on the east, and the freeway. It is defined by the unique geography of a small bay, with an indented shoreline tracing a broad arc which surrounds Coast Guard Island. The combination of its distinctive shape and proximity to the freeway results in a very narrow and constricted shoreline, which averages about 200 feet in width to the Embarcadero. The narrow shoreline provides an opportunity for views to the water; this is the only area along the Estuary where the water can be seen from the freeway.

This is a highly visible portion of the waterfront, but it is narrow and constrained by the close proximity of the I-880 freeway. The waterfront orientation and constrained parcel depth make this area well suited for continued commercial-recreational and water-dependent uses.

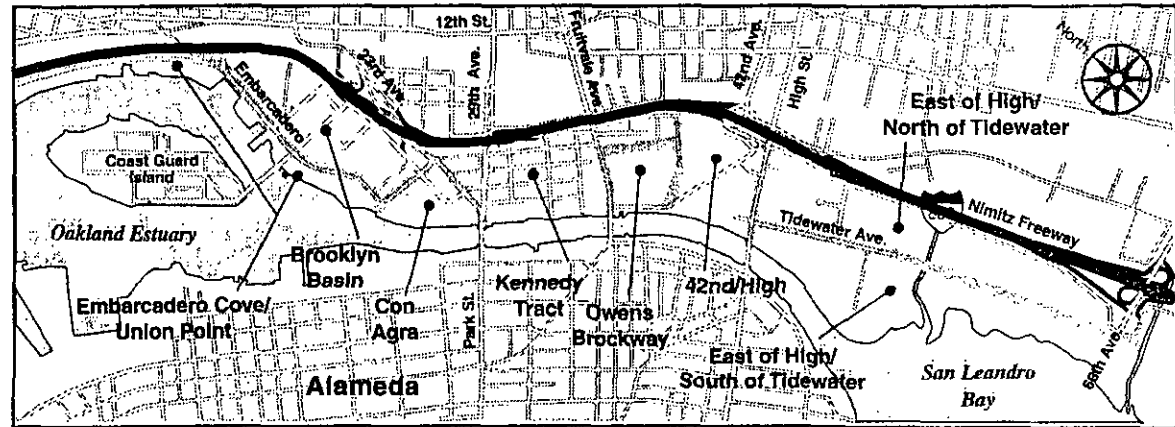


Figure III-17: San Antonio/Fruitvale Sub-District Map

New commercial uses within this subarea should build upon the existing character and create connections to the water's edge. Improvements that maximize accessibility and visibility of the shoreline should be incorporated into new development through boardwalks, walkways, and points of public access.

Brooklyn Basin

POLICY SAF-2: MAINTAIN THE INDUSTRIAL CHARACTER AND ROLE OF BROOKLYN BASIN AS A PLACE FOR FOOD PROCESSING AND MANUFACTURING, AND RETAIN LIGHT INDUSTRIAL USES.

Brooklyn Basin comprises the area inland of Embarcadero Cove, extending to Diesel Street

on the east. This area is characterized by a mix of uses: offices housed in both mid-size 1970s buildings and remodeled Victorian-style houses, restaurants, a school, artist studios, light industrial and service uses, and larger scale food processing and food warehousing/distribution operations.

Food processing is a major source of employment in this portion of the waterfront, with some 400 individuals, many in skilled positions. Within Oakland, relatively few sectors, particularly in new small to mid-sized companies, have generated a comparable level of employment. Significant activity is continuing within this sector of the economy, particularly in the area of niche/specialty markets.

Brooklyn Basin is a place where manufacturing and food processing/distribution should be encouraged, both for incubator businesses as well as for established and growing concerns. While food processing and manufacturing/distribution continue to dominate uses within the area, existing light industrial uses should be maintained as well.

SAF-2.1: Encourage development of compatible office, support commercial and institutional uses. Brooklyn Basin also includes educational, office and commercial uses. North of Dennison and along the waterfront, the pattern of land uses is relatively fine-grained, with some older structures and smaller increments of development oriented to the street. Additional educational, office and commercial uses should be encouraged, as well as the possibility for residential and work/live units, where these uses would result in the rehabilitation of existing structures and where they would not create land use conflicts with existing industrial activities.



Above: The Brooklyn Basin subarea is an important manufacturing and food processing center within the City of Oakland. Below: This sub-area includes older office and industrial buildings that contribute to its diverse character.

Con Agra

POLICY SAF-3: ENCOURAGE HEAVY INDUSTRY IN THE VICINITY OF THE CON-AGRA PLANT TO CONTINUE, WHILE PROVIDING FOR THE TRANSITION TO A MIX OF NEW USES.

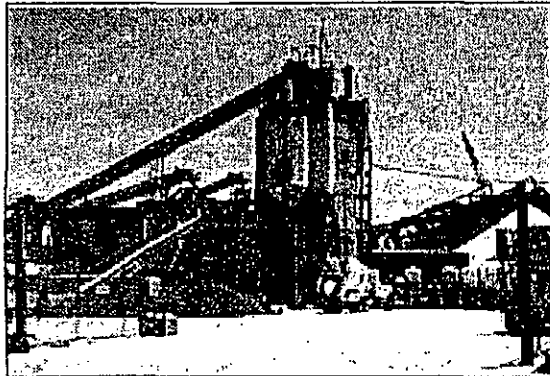
A portion of the Fruitvale neighborhood located between Diesel and the Park Street Bridge and south of 29th Street, is an area that is primarily in heavy industrial use.

It is dominated by the 11-acre Con-Agra facility, which mills grain for flour that is distrib-

uted throughout the Bay Area and Northern California.

Right Away Ready-Mix and Lone Star, Inc., sand and gravel operations, are two other large operators immediately adjacent to the Con-Agra facility.

While the area historically attracted construction-related uses because of barge access via the Estuary, these business operations remain in the area today largely because of its central location and good freeway accessibility, and because of investments in existing facilities. Nevertheless, Con-Agra has its own pier, and other companies maintain direct water access that could be used again if economic and market conditions change.



The Con-Agra mill is a prominent landmark along the Estuary.

It is recognized, however, that market forces may go in a different direction as well, making these sites functionally obsolete and difficult to maintain. If this comes about, the City should be prepared to promote new uses for these valuable waterfront sites.

The area surrounding and including Con-Agra has long been in heavy industrial use related to the agricultural/food and construction/transportation sectors of the economy. It is not the intention of the Estuary Policy Plan to suggest displacement of these activities. Above all, this policy is intended to convey the importance of maintaining these labor-intensive industrial operations for as long as it is feasible for them to stay.

However, it is also recognized that some of these companies may wish to relocate on their own accord. In that event, new uses should be encouraged that build on the unique qualities of the waterfront location and promote public access to the Estuary shore.

SAF-3.1: Initiate more specific planning of the entire Con-Agra area, if and when industrial uses phase out of the area. The Con-Agra reach of the waterfront, although

composed of different businesses and ownerships, should be planned as an integral unit to create the most positive effect and the optimal relationship with the Estuary. A Specific Plan should be prepared prior to development. Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.

Planning should be based on the need to gradually transform the uses and intensities from heavy industrial to a mixture of commercial, light industrial and residential uses. It should account for the need to maintain the operations of these businesses while planning and redevelopment activities are underway. Redevelopment-oriented planning should incorporate the following principles:

SAF-3.2: Redevelop the area with a mixture of waterfront-oriented residential and/or commercial activities, which are compatible with the scale and character of surrounding areas. New uses that are compatible with the public nature of the waterfront and with the adjacent Kennedy Tract residential neighborhood should be encouraged in this area, if and when industrial uses phase out.

Specific land uses which should be encouraged include residential, retail, restaurant, office, research and development, and light industrial uses that are configured to complement the waterfront orientation of the site.

New uses should be developed in a manner consistent with the surrounding character and scale of the area. Building mass, height, and all other design aspects should be subject to standards developed in conjunction with the preparation of a more specific development plan. Parking should be screened from view or contained within new buildings.

SAF-3.3: Provide for strong links to surrounding areas, and orient new development to the water. Development should be configured to provide at least two points of public access to the shoreline, and view corridors from Kennedy Street to the Estuary.

A publicly accessible and continuous waterfront open space should be developed along the shoreline. This open space should also be visible and accessible from Kennedy Street.



The Kennedy Tract includes a mix of residential, work/live, industrial and warehousing uses.

Kennedy Tract

POLICY SAF-4: ENCOURAGE PRESERVATION AND EXPANSION OF THE AFFORDABLE RESIDENTIAL NEIGHBORHOOD IN THE KENNEDY TRACT.

The Kennedy Tract is a unique subarea within the San Antonio/Fruitvale District. It is a remnant of a once-more-cohesive urban neighborhood extending from Oakland into Alameda. Today, the area is predominantly occupied by a mix of residential, warehousing and service-oriented uses that have little relationship with the Estuary.

Because large, old industrial structures line the waterfront, access and visibility to the Estuary is limited to the ends of two streets, Derby and Lancaster. Several of these structures appear to be only marginally used for storage, warehousing and repair. Several are vacant or underutilized, and in disrepair.

Currently, there are several hundred housing units within the Kennedy Tract, including work/live spaces in renovated warehouses as well as single-family bungalows and houses. In addition to this residential development, there are a number of smaller scale industrial and commercial uses, creating a one-of-a-kind neighborhood.



Within the Kennedy Tract, access to the Estuary is limited to the ends of Lancaster and Derby Streets.

The housing that exists in this area should be maintained, reinforced and promoted, despite the preponderance of non-residential uses. Special efforts should be undertaken to reinforce the integrity of the residential history of the district.

SAF-4.1: Provide for a mixture of compatible uses with emphasis on a variety of affordable housing types, while maintaining the area's character of small scale buildings. A mixture of residential, work/live, light industrial and neighborhood-serving uses should be maintained in the future, with an emphasis on affordability, livability, and an enhanced relationship with the Estuary.

To maintain the attractive, small-scale character of the area, buildings should be constructed to complement existing scale and massing of existing sites. Parcel size should not exceed the predominant pattern of existing parcels.

Owens-Brockway

POLICY SAF-5: RETAIN THE EXISTING INDUSTRIAL USE OF THE OWENS-BROCKWAY SITE..

The Owens-Brockway site consists of approximately 28 acres of land devoted entirely to the business of glass recycling and manufacturing. Owens-Brockway is one of the largest private employers in Oakland, currently supporting almost 800 jobs. These operations are expected to remain viable in the future.

The company should be supported and encouraged to remain and expand.

SAF-5.1: Improve the compatibility between industrial and residential uses, and enhance the relationship of the plant with the waterfront. Improvements along the edges of the Owens-Brockway plant should be undertaken to establish a more positive relationship with surrounding uses, including the neighborhood and the waterfront.

More specifically, a landscaped street edge on Fruitvale Avenue and the proposed Estuary Parkway should be developed to create a more attractive public environment around the plant. Measures such as landscaped sound barriers should be investigated to reduce noise and visual conflicts with single-family homes along Elmwood Avenue.



Owens Brockway is one of the largest private employers in Oakland, supporting almost 800 jobs.

42nd Street & High Street

POLICY SAF-6: ENCOURAGE THE REUSE OF EXISTING WAREHOUSE PROPERTIES SOUTH OF ALAMEDA AVENUE AND WEST OF HIGH STREET FOR HIGH-QUALITY RETAIL USES THAT COMPLEMENT ADJACENT COMMERCIAL USES.

The Super K-Mart, on a former cannery site, is a major presence within this subarea, benefiting from its proximity to and visibility from the freeway and accessibility to the nearby populations in Oakland and Alameda.

On the east side of Alameda Avenue, the Brinks warehouse and a cluster of small-scale light industrial uses and warehouses are located

along the Estuary, impeding public access opportunities.

SAF-6.1: Provide for new commercial activities adjacent to the 42nd Street interchange. At the 42nd Street interchange, there is the opportunity for the expansion and development of new commercial activities that are oriented to both regional and local markets. Commercial development and intensification of this area should be pursued.

Specific uses that should be encouraged in this area include retail, office, general commercial, and light industrial. Generous landscaped setbacks should be incorporated around all new development.

East of High Street

POLICY SAF-7: EAST OF HIGH STREET, MAINTAIN EXISTING VIABLE INDUSTRIAL AND SERVICE-ORIENTED USES, AND ENCOURAGE THE INTENSIFICATION OF UNDERUTILIZED AND VACANT PROPERTIES

This portion of the San Antonio/Fruitvale District functions as a service support area, with links to the adjacent Coliseum area. It supports

a number of different types of uses, including wholesale and retail businesses, container storage, and smaller industrial uses. In addition, Pacific Gas & Electric and EBMUD have service facilities within this area. EBMUD is planning to expand its operations toward the 66th Avenue interchange.

In areas both north and south of Tidewater Avenue, current uses and activities should be maintained and encouraged. However, there are opportunities to intensify underutilized sites, now occupied by rail spurs or used for equipment and container storage. These sites should be targeted for redevelopment as industrial and service-oriented uses, which would contribute to the overall viability of the area.

SAF-7.1 South of Tidewater Avenue, provide for continued industrial use, but also encourage new research and development and light industrial activities which are compatible with the adjacent EBMUD Oakport Facility and EBRPD's Martin Luther King Jr. Regional Shoreline Park. Economic development objectives for this can be realized by deemphasizing service, storage and heavy industry and focusing more on employment-



The portion of the waterfront adjacent to High Street and 42nd Avenue could intensify with a mixture of general commercial uses.

intensive uses that are more complementary with the public nature of the waterfront.

This area is unique in that it adjoins Martin Luther King Jr. Regional Shoreline, one of the larger assemblies of waterfront open space within the Estuary. The East Bay Regional Parks District (EBRPD) plans to continue to

develop the MLK Regional Shoreline adjacent to and along both sides off East Creek. EBRPD's parks and open spaces represent a valuable resource for the city—one that should be reinforced appropriately by adjacent development.

At the same time, EBMUD has expansion plans. The Oakport Facility is EBMUD's primary infrastructure support base and maintenance center, serving the Estuary area and the city as a whole.

Successful development will require an effort to balance competing objectives brought about by the proximity of the sites to regional park and utility facilities. (See Policy SAF-7.2)

SAF-7.2: Initiate more specific planning of the area south of Tidewater Avenue. The area East of High Street and South of Tidewater Avenue should be comprehensively planned to insure that all objectives are met. A plan should be prepared prior to development. Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.

Planning should be based on the need to infuse the area with a livelier and more intense mix of office, R&D, commercial, and light industrial uses. It should account for EBMUD's expansion needs, take special consideration of EBRPD's plans for MLK Regional Shoreline Park, and BCDC's 100' shoreline band, which will require that the

shoreline be used exclusively for recreational purposes.

As this area redevelops, publicly accessible open space should be created with an emphasis on educational and interpretive experiences, including wildlife habitat in lowland or marshy areas and the development of active sport and recreation fields in the uplands.

SAF-7.3 At the 66th Avenue interchange, encourage development of commercial uses that can benefit from proximity to freeway interchanges and serve both regional and local markets. New commercial uses should be encouraged at the 66th Avenue interchange of I-880, where there is the opportunity to capitalize upon the freeway as well as adjacent developments. New uses should be sited and designed in a manner that is sensitive to the near-by natural marshlands that form part of the MLK Regional Shoreline, and developed so as not to preclude potential expansion needs of EBMUD.

Broad landscaped setbacks and a parking/staging area should be established to provide convenient access to the Bay Trail and regional shoreline.

SHORELINE ACCESS & PUBLIC SPACES

Compared to other areas of the Estuary, the San Antonio/Fruitvale District appears to have a relatively large supply of open space. Although there are several opportunities to approach and enjoy the shoreline, much of the existing open space is not highly utilized, relates poorly to its surroundings, and is generally fragmented and discontinuous.

The Martin Luther King, Jr. Regional Shoreline, which occupies approximately 22 acres north of Damon Slough, is a regional facility which is the primary waterfront recreational asset in the area. The Bay Trail, which is



Sites along Tidewater Avenue currently use for container storage should be intensified to industrial and service-oriented uses.

planned to ultimately connect around the entire bay shoreline, enters the study area at 66th Avenue, but abruptly ends approximately 7,000 feet westward. At the western end of the San Antonio/Fruitvale District, within Embarcadero Cove, there is a series of small public access improvements that were built as part of development projects, but these are also very limited in extent.

The access and open space policies for this district emphasize the continuation of a cohesive and interrelated waterfront system advocated by the previous chapters of this plan.

POLICY SAF-8: DEVELOP A CONTINUOUSLY ACCESSIBLE SHORELINE, EXTENDING FROM NINTH AVENUE TO DAMON SLOUGH.

A continuous system of public open space and connecting networks to inland areas should be completed within this reach of the Estuary, extending from Ninth Avenue to Damon Slough. The system should link the Martin Luther King Jr. Regional Shoreline with the other elements of the waterfront system of open spaces proposed by this plan.

SAF-8.1: Extend the Bay Trail from Embarcadero Cove. The Bay Trail should be incorporated as part of the continuous open space system along the water's edge. Gaps in the trail should be filled in, so as to achieve the continuity of the trail and provide better bicycle/pedestrian access to the expanded MLK Shoreline (See Policy SAF-8.3).

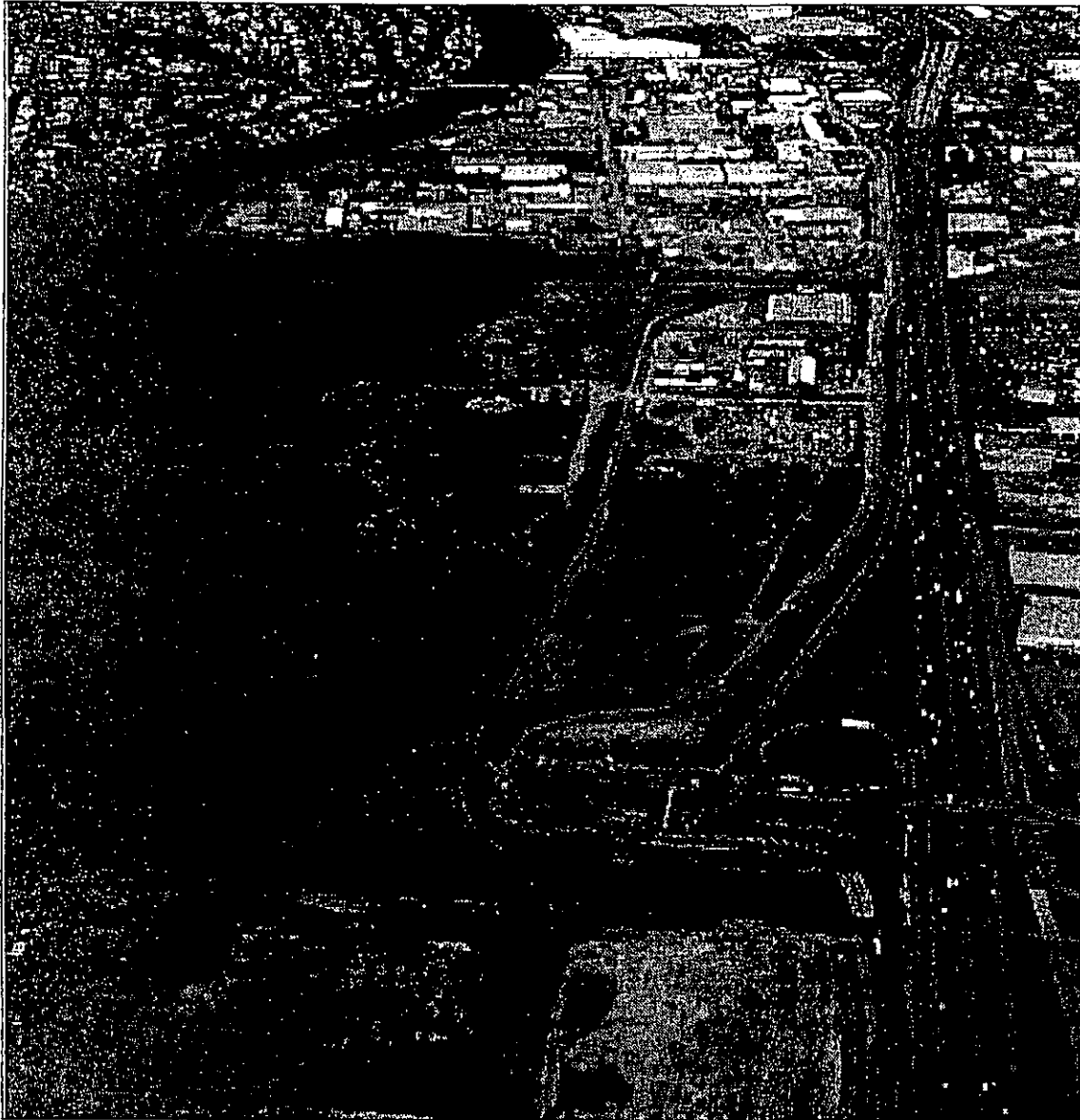
While the developed portion of the Bay Trail currently combines both pedestrian and bicycle movement, it is recommended that separate bicycle and pedestrian paths be developed in other areas, with the pedestrian movement adjacent to the shoreline edge and the bicycle lane on the inland side of the open space. At each of the bridges, special provisions should be made to ensure continuity along the shoreline.

SAF-8.2: Develop a major new public park at Union Point. A new park should be developed between Dennison Street and the existing Con-Agra facility, south of the Embarcadero at Union Point. The park is intended to serve the adjacent San Antonio and Fruitvale neighborhoods, as well as provide an important citywide amenity along the Estuary.

The design of the park should provide for flexible use, including passive recreational activities as well as field sports and activities that take advantage of the water. A site of approximately two acres should be reserved for the Cal Crew boathouse on the eastern portion of the park. A continuous pedestrian promenade should be provided along the shoreline edge. A Class I or II bicycle path should be incorporated within the park, where it can be separated from the Embarcadero. (See Policy SAF-9)

It should be noted that early planning for this park is already underway, under the auspices of the Spanish Speaking Unity Council, the University of California, the Trust for Public Lands, the Port of Oakland, and the Oakland Parks and Recreation Division.

SAF-8.3: Extend the Martin Luther King, Jr. Regional Shoreline. The MLK Regional Shoreline should be extended from High Street to Damon Slough. Within this area, the existing public open space between the East Creek and Damon sloughs should be expanded westward to include existing industrial properties owned by the EBRPD.



The eastern reach of the planning area is characterized by the protected waters of San Leandro Bay and the wetlands and open space of the Martin Luther King Regional Shoreline.

EBRPD's planning objectives identify this portion of the Estuary as an important component of the regional shoreline park system, as well as a potential open space resource for the adjacent Central East Oakland and Coliseum neighborhoods. It should be designed to preserve the significant wetlands between the Damon and East Creek sloughs. In addition, extending Tidewater Avenue across the East Creek Slough to the 66th Avenue interchange would significantly improve visibility and accessibility to the park.

Areas on the shoreline side of the railroad tracks should be subject to a planning effort, coordinated among the City of Oakland, EBMUD, and the EBRPD, to address EBMUD expansion needs and the extension of the shoreline park. (See Policy SAF-7.2)

REGIONAL CIRCULATION & LOCAL STREET IMPROVEMENTS

A key objective of the Estuary Policy Plan is to enhance the continuity of movement along the shoreline in order to enhance public access and the public perception of the waterfront as a citywide resource. To accomplish this objective in the San Antonio-Fruitvale District, the circulation policies recommend a basic restructuring of the modes of circulation.

POLICY SAF-9: PROVIDE A CONTINUOUS EMBARCADERO PARKWAY FROM NINTH AVENUE TO DAMON SLOUGH.

Consistent with recommendations of the Estuary Policy Plan in other subdistricts, the Embarcadero Parkway should be a continuous parkway, developed to parallel the entire shoreline; ultimately extending from Broadway to 66th Avenue. In the San Antonio-Fruitvale District, it should be upgraded between Ninth Avenue and Kennedy Street, and extended via a new right-of-way between Kennedy Street and High Street, to connect directly into Tidewater Avenue.

The alignment of the proposed parkway (see Figure 19) is illustrative only. Specific alignments (and their potential impacts on adjacent property owners) should be evaluated through a coordinated planning effort involving property owners, the City of Oakland, and the Port.

The Embarcadero Parkway should be developed as a recreational street, providing access to the diverse waterfront experiences that exist in the San Antonio-Fruitvale District. It should be designed to promote slow-moving vehicular access to the waterfront; limited to two traffic lanes and one-sided parking (in bays). It should not be designed as a through-movement traffic carrier, or frontage-road reliever for I-880.

In addition, traffic management programs that prohibit through movement of trucks between 23rd and Fruitvale Avenues should be developed to protect the Kennedy Tract neighborhood against unnecessary truck traffic.

SAF-9.1: In conjunction with the extension and enhancement of the Embarcadero Parkway, provide a continuous bikeway from Ninth Avenue to Damon Slough. The Bay

Trail should be extended and completed in this reach. In developing the Embarcadero Parkway, provisions should be made to accommodate a continuous pedestrian trail and bikeway paralleling the parkway.

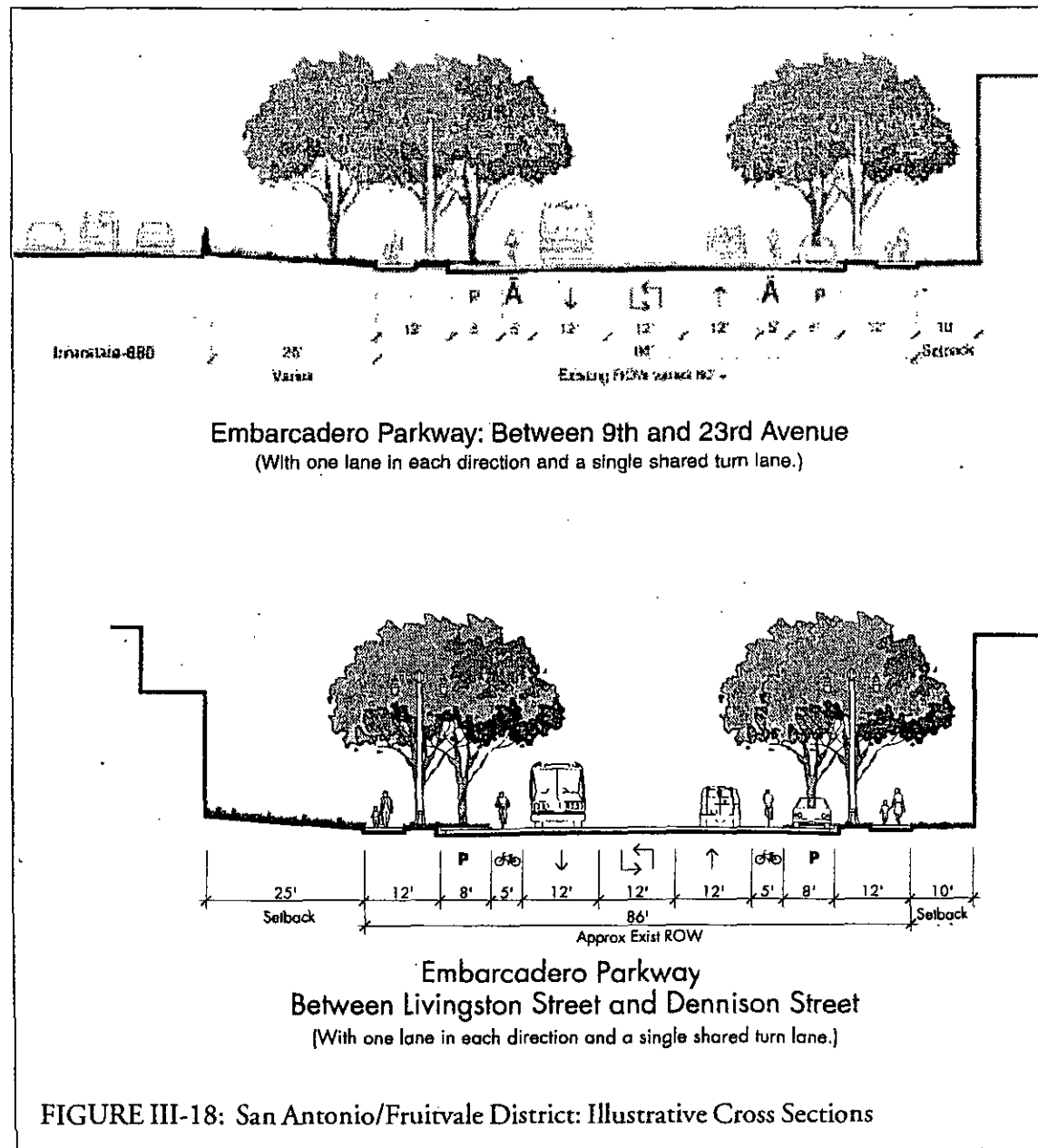
It should be extended along the shoreline adjacent to the Con-Agra site, and follow the new Embarcadero Parkway, providing a separated bike path along the shoreline. East of High Street, it should follow the shoreline, ultimately connecting to the existing trail system in the MLK Regional Shoreline.

POLICY SAF-10: WORK WITH CALTRANS, BART, AND OTHER TRANSPORTATION AGENCIES TO UPGRADE CONNECTING ROUTES BETWEEN INLAND NEIGHBORHOODS, I-880, AND LOCAL STREETS, TO ENHANCE EAST OAKLAND ACCESS TO THE WATERFRONT.

This segment of the I-880 freeway, between 66th Avenue and Oak Street, is substandard, with partial interchanges spaced at random intervals. Freeway on and off-ramps are difficult to find, and have no strong relationship with arterial roadways.

As part of the seismic upgrades to the I-880 freeway being undertaken by Caltrans, the freeway ramps should be reconfigured in a manner that complements and reinforces the land use and open space objectives for the area and provides a more legible circulation system. All should be investigated with Caltrans, to test the feasibility of redesigning the interchanges, and to insure that local access needs are also being addressed in Caltrans' upgrade efforts.

SAF-10.1: If feasible, construct a new full-movement interchange at 23rd Avenue, with direct linkages to the Park Avenue Bridge. The 23rd Avenue Bridge should be reconstructed to create a full-movement interchange, which could include retention of the existing eastbound off-ramp to Kennedy Street, reconstruction of the westbound on and off-ramps at 23rd Avenue, and a new eastbound on-ramp at 23rd Avenue and the Embarcadero. Traffic circulating between Alameda's Park Street Bridge and I-880 would utilize 23rd Avenue and Kennedy Street, providing more direct access and reducing regional traffic on adjacent local streets, including 29th Avenue.



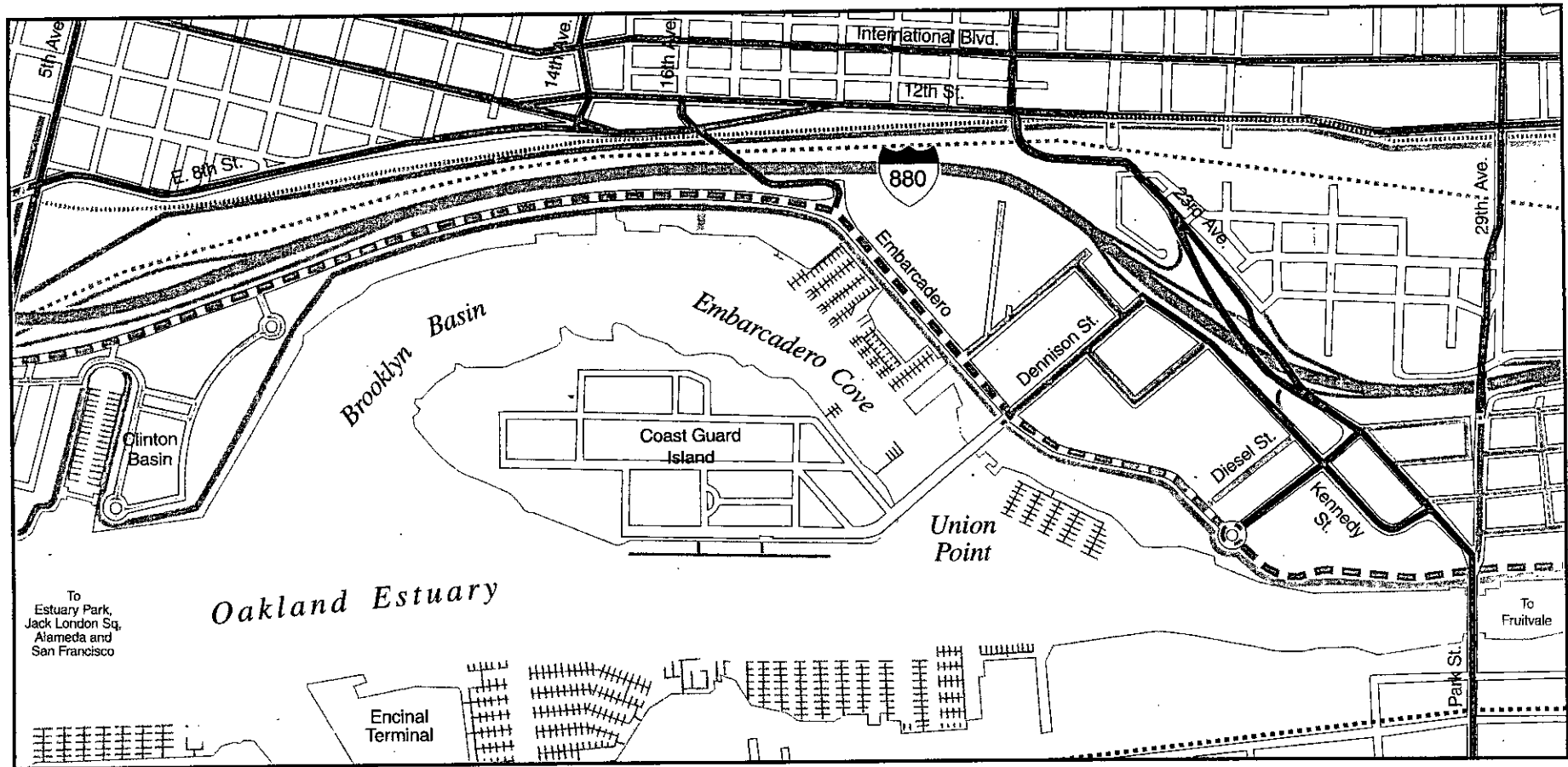
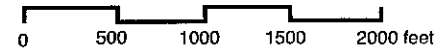











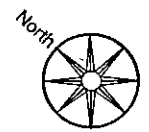
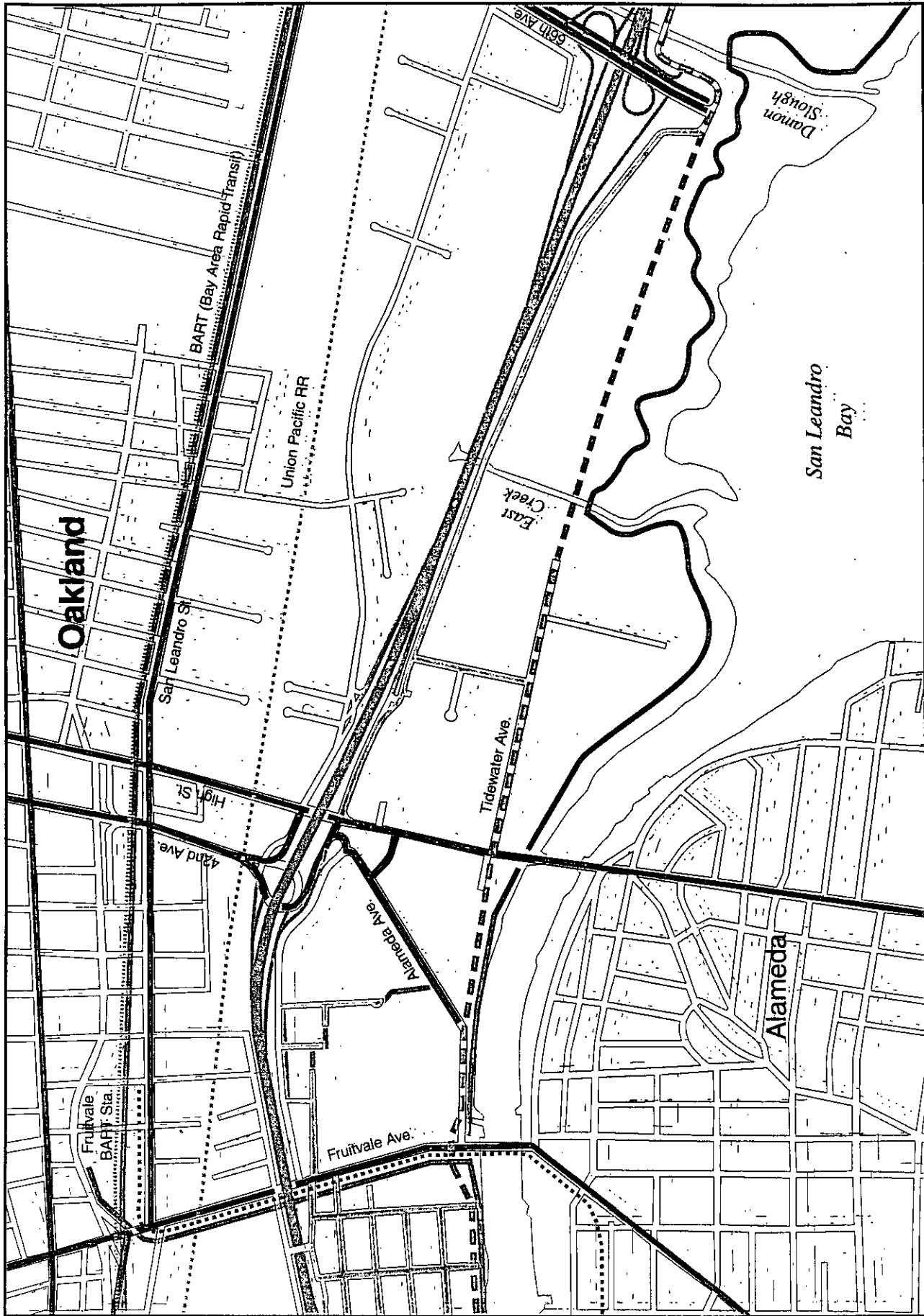


FIGURE III-19: **San Antonio/Fruitvale District Illustrative Circulation Plan**



- | | | | |
|---|------------------------------|---|--|
|  | Interstate Highways/Freeways |  | BART – Bay Area Rapid Transit |
|  | Arterial Roadways |  | Waterborne Transit (Ferry, Water Taxi) |
|  | Waterfront Parkway |  | Passenger/Freight Rail |
|  | Local Streets |  | Light Rail |
|  | Class I Bikeways/Pathways |  | Class II Bikeways/Pathways |
| | |  | Class III Bikeways/Pathways |

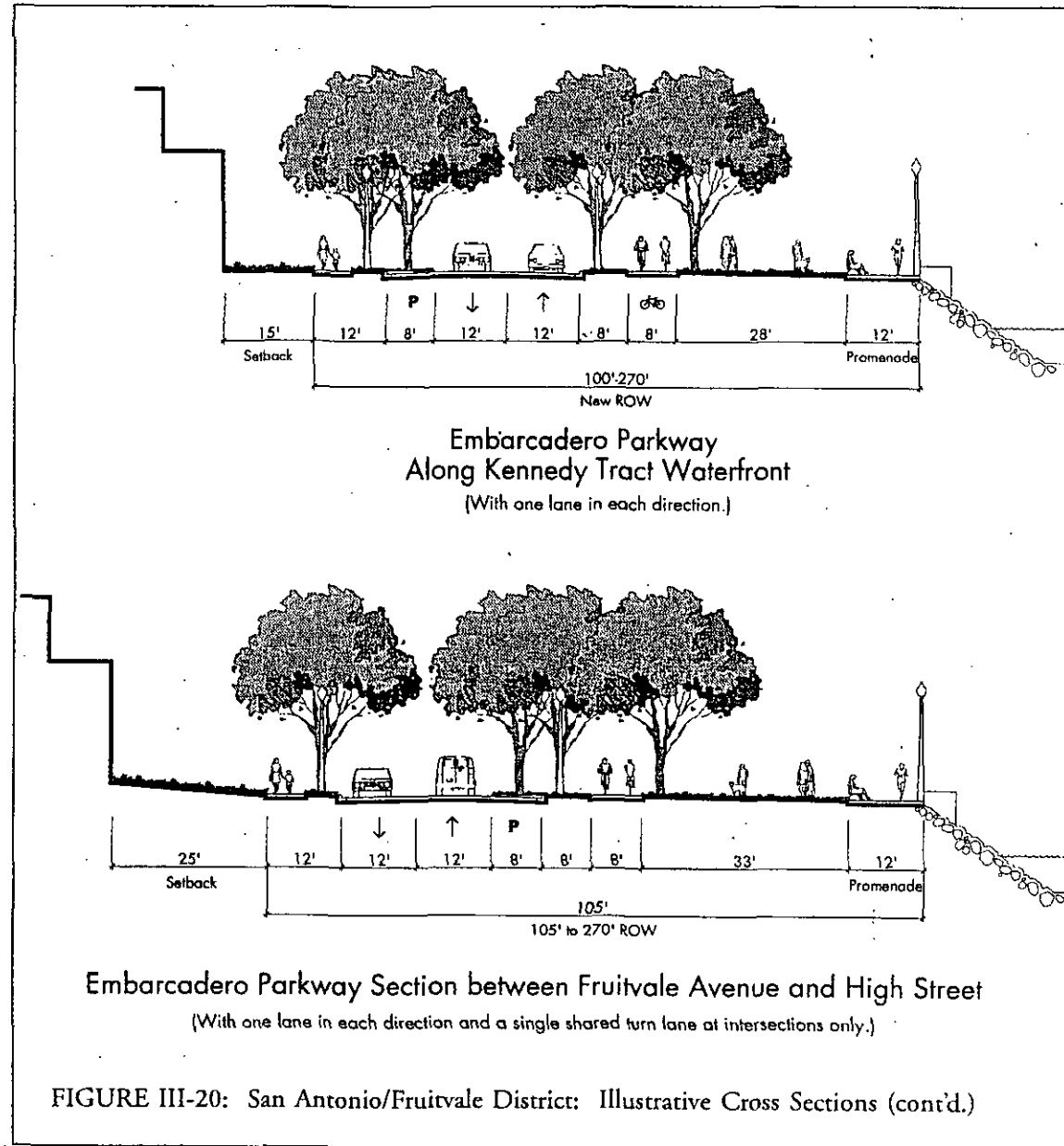


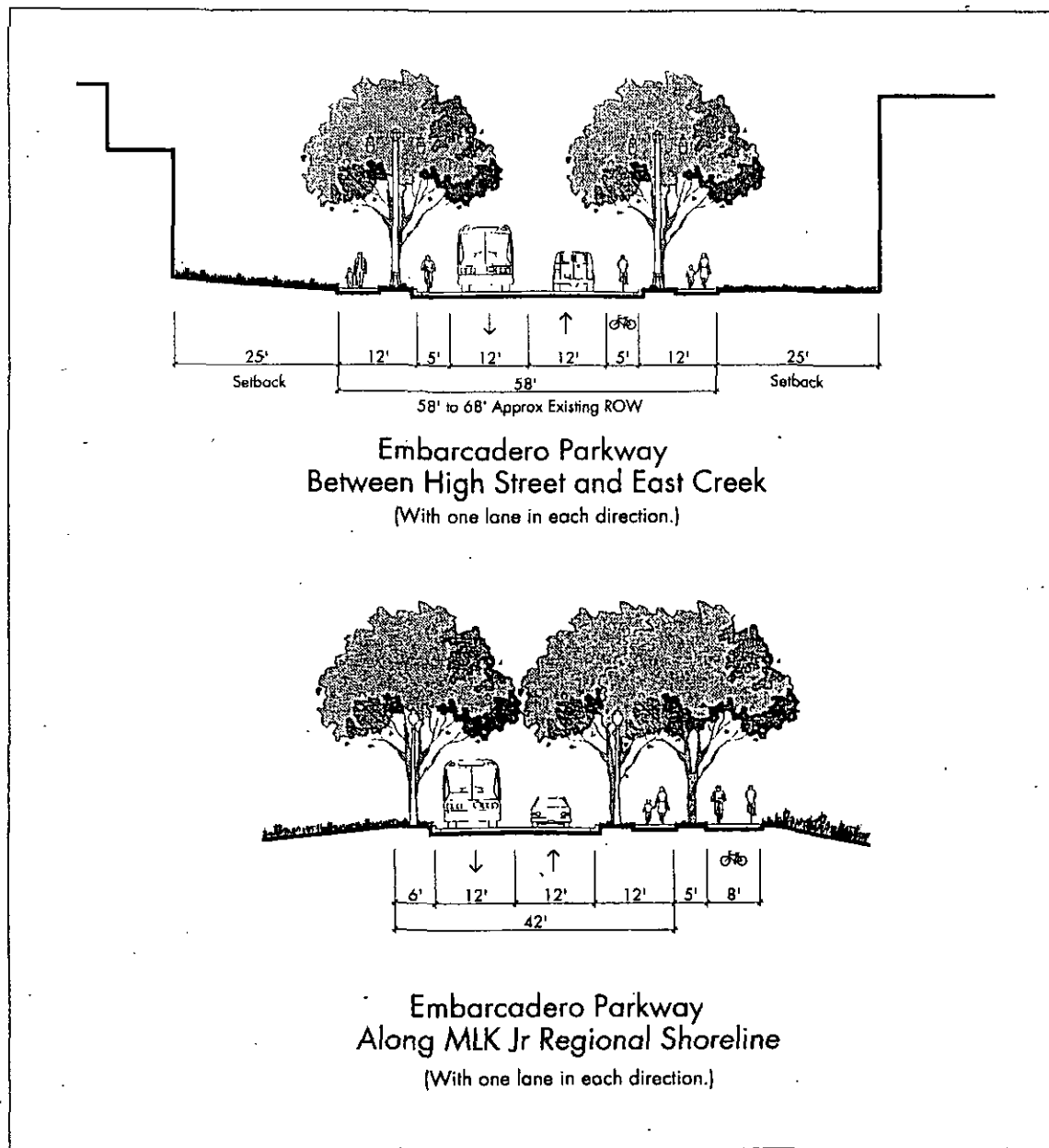


SAF-10.2: *If feasible, construct an urban diamond interchange at 42nd Avenue, with frontage road connections to Fruitvale.* In order to provide efficient regional circulation to the freeway from Oakland and Alameda, a diamond interchange should be investigated at 42nd Avenue, connected by frontage roads parallel with the freeway corridor to Fruitvale Avenue. The existing ramps at Fruitvale Avenue and at High Street should be replaced with these improvements.

High Street south of I-880 should be realigned to connect directly to the 42nd Avenue interchange, with the segment north of the freeway serving as a local roadway connection to the waterfront area.

SAF-10.3: *Enhance 29th Avenue as a local connecting street.* With regional traffic between the Park Avenue Bridge and the I-880 freeway diverted to the Kennedy and 23rd Avenue corridors, 29th Avenue should be converted to a local street connecting the San Antonio, Fruitvale, Jingtowntown and Kennedy Tract neighborhoods. The street should be improved to provide enhanced bicycle and pedestrian access across the freeway.





SAF-10.4: Improve the Fruitvale Avenue corridor as a pedestrian and transit link between the waterfront and the BART transit village. As industries that require rail spur access relocate or convert entirely to trucking, the existing rail corridor along Fruitvale Avenue can be converted to provide stronger pedestrian, transit or bicycle links between the planned BART transit village at the Fruitvale station and the waterfront. In addition, the existing rail bridge parallel with the Fruitvale Avenue Bridge to Alameda should be investigated for transit and pedestrian/bicycle use.

The Fruitvale Avenue corridor should be improved to accommodate and enhance pedestrian circulation along both sides of the street. Class II bicycle lanes should be provided along Fruitvale Ave. to the waterfront and BART. The potential of rail transit service connecting Alameda and the Estuary with BART service should also be considered.

SAF-10.5: Enhance High Street as a local connecting street. With regional traffic diverted to 42nd Avenue north of I-880, High Street should be enhanced with improved pedestrian and bicycle facilities. As part of

redevelopment of the area south of I-880, pedestrian and bicycle facilities should also be extended along High Street to the shoreline trail and bridge to Alameda.

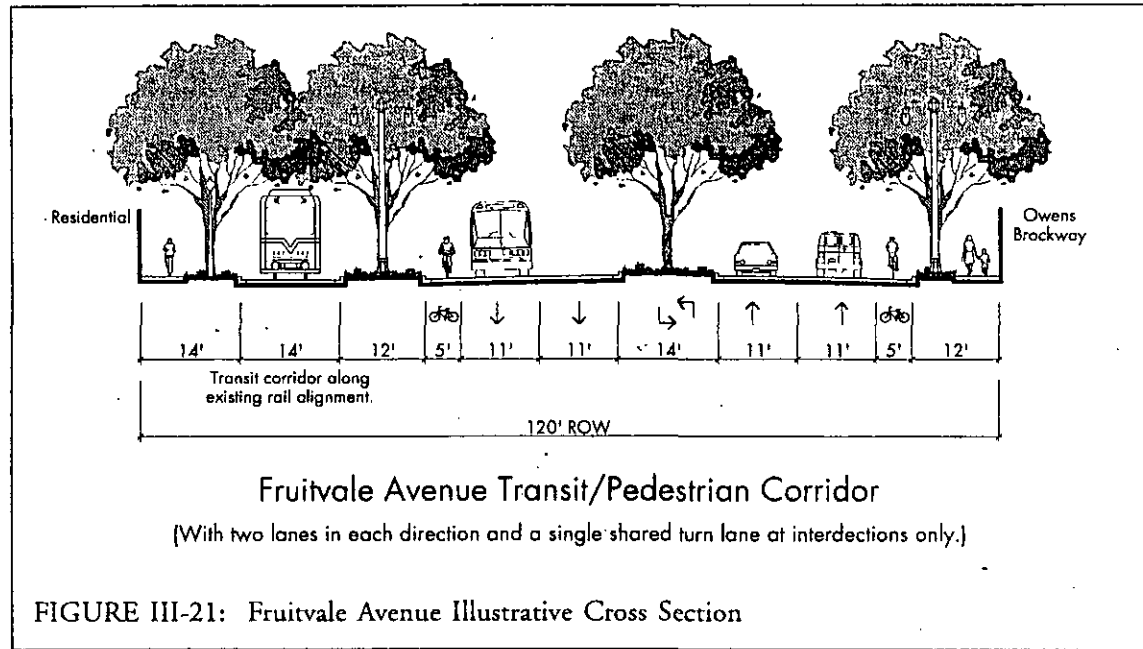


FIGURE III-21: Fruitvale Avenue Illustrative Cross Section