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OFFICE OF THE CITY CLERK
OAKLAND
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AGENDA REPORT

TO: DEANNA J. SANTANA
CITY ADMINISTRATOR

FROM: Fred Blackwell

SUBJECT: Lake Merritt Station Area Plan Update

DATE: February 16, 2012

City Administrator

Approval

Date

2/29/12

COUNCIL DISTRICT: mostly 2, sliver in 3

RECOMMENDATION

Action on a Report on the Draft Preferred Plan for the Approximate Half Mile Area Surrounding the Lake Merritt BART Station, which Contains Concepts and Strategies for Land Use, Open Space, Affordable Housing, Historic Preservation, Circulation, Streetscape, and Building Heights; and Will Be the Basis for a Draft Station Area Plan, which Will Be Studied in an Environmental Impact Report (EIR).

EXECUTIVE SUMMARY

The City of Oakland is preparing a *Lake Merritt Station Area Plan (Station Area Plan)* and an *Environmental Impact Report (EIR)* for the area surrounding the Lake Merritt BART Station that will provide a roadmap for how the area develops over the next 25 years. See *Attachment A* for a map of the Planning Area that is generally bounded by 1-880 to the south, 14th Street to the north, Broadway to the west, and 5th Avenue to the east; and includes the Chinatown business and residential districts, the Laney College and Peralta Community College District facilities, Alameda County Courthouse and offices, the Oakland Public library, the Oakland Museum of California, the building currently occupied by the Association of Bay Area Governments (ABAC) and the Metropolitan Transportation Commission (MTC), and a portion of the East Lake district.

The Lake Merritt Station Area has various existing hubs of activity, such as the vibrant retail and residential core of Chinatown, Laney College, the Oakland Museum, Alameda County Offices, and the recreational amenities of the Estuary, Lake Merritt, and the Lake Merritt Channel. The community includes many diverse residents, students, employees and business owners.

The Station Area planning process offers an important opportunity for the community to engage in discussions about how the area should develop into the future. Building on the area's existing

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vibrancy and potential catalyst development projects, the *Station Area Plan* will establish a coordinated vision for new development, transportation and open space improvements over the next 25 years, and emphasize general quality of life gains that balance Citywide and neighborhood priorities.

This report presents concepts contained in the *Draft Preferred Plan* for the Lake Merritt Station Area. The *Draft Preferred Plan*, included as *Attachment B* to this report, begins to articulate the policies and projects which will become the basis for the more specific proposals that will be included in the future *Station Area Plan*, including land use and open space policies; affordable housing strategies; circulation and streetscape improvements; and building height and massing proposals. The *Draft Preferred Plan* is the result of an ongoing community planning process and comprehensive outreach effort that is being guided by community stakeholders representing a broad cross-section of the community.

Feedback received to date has been generally supportive of the goals and policies included in the *Draft Preferred Plan*. There is consensus on a majority of the proposals in the *Draft Preferred Plan*. However, stakeholders have made a number of suggestions for refinements, and there are different views on some key outstanding issues. Staff recommendations for how to resolve these outstanding issues are described in the Analysis section of this report.

OUTCOME

Staff is requesting preliminary input from the City Council on the *Draft Preferred Plan* to make sure the concepts to date are generally acceptable. Significant public process remains both during the upcoming *Environmental Impact Report (EIR)* phase and the *Draft Station Area Plan* preparation phase.

Upon completion of this “check-in” phase, staff and the consultant team will prepare a memo responding to all comments received and the resulting refinements to be incorporated into the *Draft Station Area Plan*. The *Draft Station Area Plan* and *Draft EIR* will be reviewed by the Lake Merritt Station Area Plan’s Technical Advisory Committee (TAC) and Community Stakeholder Group (CSG), and at a public workshop, followed by review by advisory boards and the Planning Commission. A *Final Station Area Plan* and *Final EIR* will then be presented at public hearings, and ultimately to the City Council for adoption, tentatively in December 2012.

BACKGROUND/LEGISLATIVE HISTORY

In July 2008, the City of Oakland received a \$720,000 grant from the Metropolitan Transportation Commission (MTC) to conduct a collaborative community planning process to establish the area surrounding the Lake Merritt BART Station as a hub of high density, mixed

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use development that promotes active, safe spaces and a sense of place and clear identity. The City's Central District and Central City East Redevelopment Project Areas contributed \$265,000 as a local match, and the Peralta Community College District and BART each agreed to contribute \$50,000 in local match funding towards this effort. After a competitive bidding process, the City of Oakland entered into a Professional Services Agreement with the firm of Dyett & Bhatia to work with the City to prepare the *Station Area Plan* and related *EIR*.

On a parallel track and within the framework of the Lake Merritt BART Station Area planning process, in January 2012, BART issued a "Request for Qualifications" (RFQ) in order to select a developer who would work jointly with the City of Oakland, the community and BART, and provide input on the feasibility of development of BART-owned property at the Lake Merritt BART Station.

The *Draft Preferred Plan* was published in November 2011, and builds on extensive community feedback, local and regional goals for Transit Oriented Development (TOD), and projects or planning processes completed over the past several years in the Planning Area, including the 2006 *Lake Merritt BART Station Final Summary Report*, the 2004 *Revive Chinatown Community Transportation Plan*, and the Measure DD-funded Lake Merritt and Lake Merritt Channel Improvements, among others.

Prior to this City Council meeting, the *Draft Preferred Plan* concepts were publicly discussed at the Lake Merritt Station Area Plan's Community Stakeholder Group (CSG) meeting; the Parks and Recreation Advisory Commission; the Bicycle and Pedestrian Advisory Committee; the Landmarks Preservation Advisory Board; and the January 18th Planning Commission meeting (meeting summaries are included in this report as *Attachments C, D, E, F and C*, respectively). On February 25th, 2012 (after publication of this agenda report), there will be an additional special Planning Commission meeting, held jointly with the Community Stakeholder Group, and a summary of that meeting will be made available to the Council in a supplemental report.

Staff received a great deal of valuable community feedback at the public meetings described above, as well as support for the general concepts in the *Draft Preferred Plan*. The Analysis section of this report describes staff's initial recommendations for what key changes will be incorporated into the *Draft Station Area Plan* (the next iteration of the *Draft Preferred Plan*) as a result of community feedback.

ANALYSIS

This report presents concepts contained in the *Draft Preferred Plan* for the Lake Merritt Station Area that is included as *Attachment B* to this report. It can also be viewed online at www.business2oakland.com/lakemerrittsap (under the section called 'Reports') and is also available for review at the Oakland Asian Cultural Center (388 9th Street), the Lincoln Square

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Recreation Center (250 10th Street) and the City of Oakland Planning Department (250 Frank Ogawa Plaza, Suite 3315).

The *Draft Preferred Plan* projects that between 3,700 and 5,600 new housing units, up to 5,755 new jobs, 412,000 square feet of additional retail space and 2.1 million square feet of additional office space will be created in the Planning Area by 2035. It also identifies near-term and long-term improvements related to public safety, recreational and open space opportunities, transportation, and lighting.

The *Draft Preferred Plan* proposes land use changes in the Lake Merritt Planning Area that will reduce the barriers to increased transit use from both the immediate area and surrounding neighborhoods. By encouraging residential and commercial development, this plan will seek to create a core of beneficial activity around a rejuvenated Lake Merritt BART station. Simultaneously, the Plan will seek to reinforce and integrate the cultural and recreational resources that make this transit station unique, including Laney College, the Oakland Museum, and the Lake Merritt and Channel Parks.

Here is an overview of the sections of the *Draft Preferred Plan*:

- **Plan Framework** (Chapter 1) – This chapter provides an overview of the *Draft Preferred Plan*, including the scope, a map, the Vision and Goals, key Preferred Plan concepts, and a detailed summary of the planning process and community participation.
- **Overall Vision by Study Area** (Chapter 2) – This chapter describes the Planning Area’s seven study areas, including each area’s distinct “big idea” and vision.
- **Summary of Development Potential** (Chapter 3) – This chapter provides an overview of development potential in the Planning Area, including a market demand analysis, development potential by opportunity sites, market feasibility, and a summary of architectural and site planning issues.
- **Land Use and Building Design** (Chapter 4) – This chapter outlines the land use strategy and a framework for building design, including building massing, that help establish a sense of place and neighborhood character.
- **Parks and Community Facilities** (Chapter 5) – 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.
- **Streetscape Character** (Chapter 6) – This chapter provides an overview of the streetscape vision and specific streetscape improvement recommendations for the Planning Area’s key streets.

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- **Circulation, Access, and Parking (Chapter 7)** – 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 Lake Merritt Station Area.
- **Community Resources (Chapter 8)** – This chapter highlights strategies for enhancing community resources, including cultural and historic resources, schools, health, and affordable housing, as key components to a vibrant and complete neighborhood.
- **Economic Development (Chapter 9)** – This chapter includes recommendations for policies and programs to promote economic development that would work in tandem with new building construction, improvements to streets, parks, and safety, to benefit existing and new businesses and residents.
- **Infrastructure Issues (Chapter 10)** – This chapter provides an assessment of existing utility systems, potential impacts to these systems to accommodate build-out, and identifies key infrastructure issues related to increased population and proposed retail and commercial development.

As stated earlier, there is general consensus on a majority of the proposals in the *Draft Preferred Plan*. However, stakeholders have made a number of suggestions for refinements, and there are differing views on some key outstanding issues.

All written comments received by staff since publication of the *Draft Preferred Plan* in November 2011 can be found in *Attachment H*. Additionally, as mentioned earlier in this report, the meeting notes or minutes from the previous public meetings discussing the *Draft Preferred Plan* are in *Attachments C, D, E, F and G*.

Below are initial staff recommendations for how to resolve the key outstanding issues, including refinements to be included in the *Draft Station Area Plan* (the next iteration of the *Draft Preferred Plan*), and clarification on what is beyond the scope of this Station Area Plan. The recommendations balance the needs and priorities of different stakeholders, market realities and long-term visions, neighborhood and citywide objectives. Additional recommendations may be included in the forthcoming supplemental report that summarizes the outcome of the February 25th, 2012 joint meeting of the Planning Commission and the Community Stakeholder Group.

Community Requests Recommended for Inclusion in the Draft Station Area Plan

The upcoming *Draft Station Area Plan* (the next iteration of the *Draft Preferred Plan*) will include detailed policies for each planning topic, more specific building and streetscape design standards and guidelines, any necessary updates to the Oakland Planning Code and General Plan, an infrastructure financing and phasing plan, and prioritization and implementation recommendations. Staff recommends that the following specific items be incorporated into the *Draft Station Area Plan*:

- Refinements to the proposed height map (*See forthcoming supplemental report for further discussion on Heights*).

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- More detail on the land use regulations that will promote an increase in ground-level commercial activities.
- Additional parking and loading strategies, including reducing parking requirements and/or considering a parking maximum.
- More detail on strategies for reducing the parking requirements and reducing parking demand through bundled transit passes and bicycle parking, shared parking, unbundled parking and carshare and parking cash-out for employees should also be examined.
- Recommendations for the creation of a Parking Management District.
- Description of the “Webster Green” initiative.
- More specifics on under-freeway pedestrian connections.
- Environmental clearance for the conversion of two blocks of Harrison Street from one-way to two-way traffic (See “Outstanding Issues” section of this report for further discussion on One- to Two-Way Conversion):
The Plan will also recommend a separate two-way conversion study of 7th, 8th, 9th, 10th, Webster and Franklin Streets after adoption of the Lake Merritt Station Area Plan.
- Specific traffic and air pollution mitigation strategies:
The Environmental Impact Report (EIR) will study traffic and air pollution, and include any required mitigation strategies. Mitigation measures will be incorporated into the Draft Plan itself-so that the Plan is ultimately self-mitigating.
- Identify pedestrian lighting as a high priority streetscape improvement:
While funds may not be immediately available to implement this, the Plan can identify possible funding mechanisms and prioritize this improvement when pursuing funding.
- More ideas on 14th Street as an important gateway street for the City.
- Total cost estimates for each streetscaping scenario and the various components so the public can compare.
- Identification of streetscape improvements to speed bus transit.
- Designation of transit preferential streets.
- Recommendation that the Lake Merritt BART station and new development on the BART blocks include wayfinding signs that create a connection with Chinatown and incorporate cultural markers and plaques with information on the area’s history.
- Guidance on the exiting and entering experience at the Lake Merritt BART station to ensure that connections to Laney College, Chinatown, and other destinations are defined.
- Identification of reuse options for Kaiser Auditorium.
- Design guidelines to address compatibility of new development.

- Stronger historic preservation language in the Goals and Vision Statements.
- Inclusion of the boundaries of all Areas of Primary Importance (APIs) and Areas of Secondary Importance (ASIs) on applicable Planning Area maps.
- “Affordable housing” defined in more detail.
- Specifics about the target number of affordable housing units in the Plan, as well as the potential amount of funding available.
- Anti-Displacement strategies (such as the potential expansion of the city’s condo conversion “primary impact” area).
- Consideration of effective mechanisms for attracting EB-5 visa investments.
- Further elaboration on strategies for achieving community benefits, such as the potential for establishing a Landscaping and Lighting District, Community Facilities District and/or Business Improvement District.

Community Requests that are Beyond the Scope of the Station Area Plan

The following requested items are beyond the scope and budget of the Station Area Plan. The *Draft Station Area Plan* can identify the additional studies necessary to determine feasibility and implementation, as well as identify grants or other resources that will help fund these studies and projects:

- Environmental clearance for the conversion of 7th, 8th, 9th, 10th, Webster and Franklin Streets from one-way to two-way traffic:
It is beyond the scope and budget of the Station Area Plan and EIR to include the traffic studies required to study the feasibility and provide environmental clearance for the potential conversion of 7th, 8th, 9th, 10th, Webster and Franklin Streets from one-way to two-way traffic. (For perspective, the City's Transportation Services Division received a cost estimate of \$200,000 for the traffic studies required to environmentally clear the conversion of just 10th Street from one-way to two-way travel).
- Nexus studies for Impact Fees:
The Draft Plan will likely recommend that a nexus study be undertaken as a subsequent implementation item after the Station Area Plan adoption.
- Adopt inclusionary zoning in Planning Area to require a specific amount of affordable housing.
Inclusionary zoning can be an effective regulatory means of increasing the supply of affordable housing. However, consideration of this mechanism requires complex economic studies and nexus studies to determine the appropriate regulatory requirement for new affordable construction and an appropriate phasing strategy. Furthermore, it would be most effective if applied to all of Downtown or the entire city, both due to the

cost of conducting the necessary studies, as well as the potential to put the Planning Area at a competitive disadvantage.

- Identification of circulation improvements for the area near the I-880 freeway and tube entrances:

The circulation issues near the I-880 freeway and Webster/Posey tube entrances are currently being studied separately as part of the Broadway/Jackson project led by Alameda County Transportation Commission. The Draft Preferred Plan has specifically avoided any overlap with the scope of this separate Alameda County Transportation Commission project to allow that process to continue on its own path.

Items for Further Consideration

- Feasibility of a more public use for the “Fire Alarm” building and site near Lake Merritt, including the possibility of rezoning the site as “Open Space”.
- Consideration of the Peralta Administration property as a potential opportunity site.
- Potential for new community and youth centers with dedicated programming and social services:

With Redevelopment funding now unavailable in Oakland, not all of the community’s desired improvements will be prove financially feasible. The Draft Plan will be establishing priorities for the limited funding that will be available, so if a community/youth center is determined to be a top priority, it will be studied further for funding feasibility.

- Designation of a full block for an additional active neighborhood-serving park:
The city can only designate a property as “park” if it is publicly owned. However, to address the concerns in the community that the Plan will not achieve either the necessary amount of open space to serve the expected population increase in the neighborhood, or the necessary minimum size of each open space to ensure usability, the Draft Station Area Plan will recommend that a nexus study for an in-lieu fee for open space be undertaken as a subsequent implementation item after the Station Area Plan adoption. This strategy of an in-lieu fee for open space instead of a requirement to provide on-site public open space would generate an open space fund that could be directed to either the purchase of property for additional neighborhood park space or the improvement of existing neighborhood parks, depending on community priorities.

Items Not Recommended for Inclusion in the Draft Station Area Plan

Based on City policies, unintended consequences or infeasibility, we recommend that the following requested items not be included in the next iteration of the proposals in the Draft Station Area Plan:

- Comment: *Set height limits by right to 45/55 feet, allowing increased height in exchange for neighborhood community benefits.*

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Response: Not recommended for inclusion in Draft Station Area Plan. This additional layer of development costs would likely put the Lake Merritt Station Area at a competitive disadvantage in the real estate market compared to the rest of the City, and could discourage developer investment in the Planning Area - particularly since no similar community benefit program would apply to other areas of Downtown or to the City as a whole. Also, applying such a tool would require the city to down-zone existing properties in the Planning Area and then establish a process for a developer to essentially “buy back” a property’s previously allowed height and density through the provision of one or more of a defined list of community benefits. The Station Area Plan will identify other types of programs that could provide community benefits while not putting the entire burden on new development, such as Landscaping and Lighting Districts, Community Facilities Districts and Business Improvement Districts.

- *Comment: The Madison Square Park should be redeveloped as underground parking with a park on top.*

Response: Not recommended for inclusion in Draft Station Area Plan - a clear majority of the community would prefer there be no development in Madison Square Park.

- *Comment: Do not include bicycle routes through the commercial center of Chinatown.*

Response: Not recommended for inclusion in Draft Station Area Plan – the City of Oakland has an adopted Bicycle Master Plan that includes bike routes on 8th and 9th Streets, and the Station Area Plan must conform to City policy.

PUBLIC OUTREACH/INTEREST

The Station Area planning process has included extensive community outreach. Community outreach began in 2008 through the *Lake Merritt BART Station Area Community Engagement Process*, conducted by Asian Health Services (AHS) and other community-based organizations, in partnership with the City of Oakland. Research, public meetings and a 1,400-person survey were conducted in order to analyze the needs of residents, workers, visitors, students, businesses and BART users in area surrounding the Lake Merritt Bart Station.

The outreach process has been guided by the Community Stakeholders Group (CSG) and Technical Advisory Group (TAG), composed of key stakeholders, including representatives from City of Oakland, BART, Laney College, Asian Health Services, Oakland Chinatown Chamber of Commerce, Asian Pacific Environmental Network, Transform, East Bay Asian Local Development Corporation, Association of Bay Area Governments, Oakland Heritage Alliance, Alameda County – General Services Agency, AC Transit, among others. Councilmember Kemighan (District 2) is also a member of the CSG; she and her staff have been actively engaged in the planning process. The CSG has met twelve times over the past two years to

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identify and review issues, vision and goals, as well as the concepts included in the *Draft Preferred Plan*.

In close collaboration with the CSG, the planning process also conducted four 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 determine community preferences for how the area should be developed and improved in the future. Attendees were also 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 *Draft Preferred Plan*.

Staff and consultants also made efforts to reach citizens who do not typically participate in large community workshops, by conducting focus group meetings for families, Laney College students and faculty, Chinatown merchants and youth. Staff also has been involved in dozens of other smaller meetings with grant managers, public agencies, property owners and other community stakeholders.

Focus group meetings and workshops, 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 improvement associations, community based organizations and developers, as well as traditionally underrepresented lower-income, renter, and non-English speaking communities.

A project website (www.business2oakland.com/lakemerrittsap) was also created to facilitate community participation. The website provides background information, as well as overall goals and schedule for the planning process. It also contains all reports and meeting materials produced as part of the planning process.

As described in more detail earlier in this report, prior to this City Council meeting, the Plan concepts were also publicly discussed at the Lake Merritt Station Area Plan's Community Stakeholders Group; the Parks and Recreation Advisory Commission; the Bicycle and Pedestrian Advisory Committee; the Landmarks and Preservation Advisory Board; the Planning Commission; and a special joint workshop of the Planning Commission and the Community Stakeholders Group.

COORDINATION

Planning staff has collaborated closely with other City Departments, most notably the Transportation Services Division, the Infrastructure Plans and Programs Division, the Parking Department, the Housing Division, and the Office of Parks and Recreation. City staff from these and other departments have participated in Technical Advisory Committee (TAC) meetings,

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including joint meetings with the Community Stakeholder Group, as well as supplemental meetings, to review conceptual proposals.

As an example of successful coordination, Planning staff has worked with Infrastructure Plans and Programs Division to ensure that short-term transportation improvements identified in the City's Bicycle Master Plan can be implemented as part of the City's Five-Year Paving Plan. Despite massive shortfalls in the City's paving budget, this coordination is ensuring that available funds are spent efficiently and that bikeways, along with short-term traffic calming benefits, are systematically implemented or improved when streets are paved.

COST SUMMARY/IMPLICATIONS

Since no final actions are taken through this report, no cost summary or implications are included. However, based on community comments on the *Draft Preferred Plan*, it is likely that the cost of the public's wish list of improvements will exceed the amount of identified funding. Staff therefore recommends that development of the Draft Station Area Plan include prioritization of desired improvements; and that every desired improvement include a planning-level cost estimate and identified possible funding source.

Following adoption of the final Station Area Plan by the City Council (tentatively at the end of 2012), the City Council may direct City resources towards implementing the Station Area Plan and/or direct staff to pursue grants and other funding opportunities. At that time, staff would prepare a funding authorization request for Council's formal consideration. In order to facilitate that future implementation process, the Station Area Plan will identify the estimated costs of improvements and possible funding sources. It is worth noting that completion of the Station Area Plan will increase the City's competitiveness for grant funding and enable additional funding mechanisms that are only available to areas with completed Station Area Plans.

POLICY ALIGNMENT

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's Land Use and Transportation Element (LUTE) designates the majority of the Lake Merritt Station Area as "Central Business District". The "Central Business District" (CBD) land use classification 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,

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entertainment, service, community facilities, and visitor uses. Parks in the area are designated as “Open Space”, while the Oakland Museum, Peralta Community College District property, the majority of Laney College, and the Kaiser Center are designated as “Institutional”. The area east of the Kaiser Convention Center is designated as “Urban Residential”.

Overall, the concepts included in the *Draft Preferred Plan* are intended to help implement the goals of the Oakland General Plan Elements, including the LUTE’s specific goal of promoting transit-oriented development. Below are additional examples of how the *Draft Preferred Plan* aligns with other Elements of the General Plan.

A major objective of the Open Space, Conservation, and Recreation (OSCAR) Element of the General Plan is to reduce deficiencies in parks acreage and recreational facilities in the most equitable, cost effective way possible. The general strategy described in the *Draft Preferred Plan* to implement that objective, is first to make the most out of existing spaces; secondly, partner with the Oakland Unified School district and other schools, and third, expand the amount of new parks acreage and recreation facilities via in-lieu fees and open space requirements for new development. The proposals for new open spaces in the *Draft Preferred Plan* also align with open space policies in the Estuary Policy Plan Element of the General Plan and the Lake Merritt Master 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”.

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 *Draft Preferred Plan* aims to protect the value of historic resources, by promoting preservation of resources via existing programs and regulations (such as the Mills Act, which allows property tax reductions in exchange for restoration and maintenance of the property), and by ensuring compatible development through design guidelines and massing regulations.

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

In addition to citywide policies and priorities, the concepts included in the *Draft Preferred Plan* are also based on the community’s vision and goals. The full list of Vision and Goal statements for the Lake Merritt Station Area Plan can be found in Chapter 1 of the Preferred Plan (*Attachment B*) and are summarized here:

- Create an active, vibrant and safe district;
- Encourage services and retail;
- Encourage equitable, sustainable and healthy development;

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- Encourage non-automobile transportation;
- Increase and diversify housing;
- Encourage job creation and access;
- Identify additional open space and recreation opportunities;
- Celebrate and enhance Chinatown as an asset and a destination;
- Model progressive innovations (i.e., economic, environmental, social).

SUSTAINABLE OPPORTUNITIES

Economic:

Improving transit stations and their neighborhoods can be a catalyst for economic development and urban revitalization. This revitalization can provide a positive economic benefit for the City of Oakland and its residents. The Planning Area has many vacant sites or surface parking lots that are not being used to their highest and best potential, nor are they providing any benefit to the community. Development of these properties with mix-used development would create new jobs and housing opportunities. New commercial spaces, from small retail sites to large offices, along with higher demand for services provided by existing businesses, can boost City revenues via business and sales taxes. New residential units would generate additional property tax revenues.

Transit-Oriented Development (TOD) can also provide cost savings to the City. More compact population growth reduces the per capita cost of infrastructure, simply because there is less area to cover.

Environmental:

Transit Oriented Development (TOD), a type of Smart Growth, supports high-quality, dense urban centers. Compared to sprawl, the compact development characteristic of TOD consumes less land for buildings and roadways, thereby reducing impacts on natural systems. Compact development also reduces impervious surface (on a per capita basis), which helps mitigate stormwater runoff and reduce the delivery of toxic chemicals to local water bodies. Fewer surface parking lots also means less runoff pollution. The most significant environmental benefit associated with TOD is per capita reductions in fossil fuel use and greenhouse gas emissions that result from less driving. TOD also has the potential to cut energy use and greenhouse gas emissions from buildings by capitalizing on the inherent efficiency of multifamily buildings.

Social Equity:

The Planning Area includes a mix of income and age groups. The existing conditions document includes extensive analysis of area demographics and potential pressures on existing renters and owners. Strategies for providing affordable housing and other community benefits, such as open space and recreational centers, are key components of the *Draft Preferred Plan*, and will be further refined in the *Draft Station Area Plan*.

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TODs encourage walking and biking instead of driving, thereby promoting routine exercise and healthy lifestyles for all residents, including those who may not be able to afford access to gyms and have less time for leisure activities. Compact, walkable communities reinforce a variety of factors that also help generate social capital and community coherence.

Residents directly benefit from improvements to the built environment. Proximity of services and access to convenient transit allows residents to reduce transportation expenses by taking fewer trips by car, or by choosing to not own a car. These savings allow residents to dedicate additional money to other needs, such as housing or day-to-day living expenses.

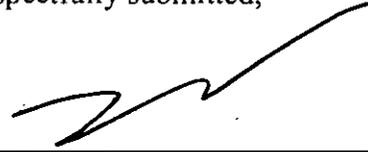
CEQA

The City of Oakland has determined that an Environmental Impact Report (EIR) will be prepared for the *Lake Merritt Station Area Plan*. Under the California Environmental Quality Act (CEQA), a Station Area Plan is considered a project, thus requiring that an EIR be completed in conjunction with the plan. An Environmental Impact Report is a detailed analysis of the environmental effects of a plan or development project. The *EIR* for the *Lake Merritt Station Area Plan* will identify alternatives to the proposed project and presents ways to reduce or avoid environmental damage. The *EIR* will serve both to inform the public and decision makers of potential environmental impacts and the mitigation measures associated with the Plan's implementation.

As noted earlier, significant public process remains for both the upcoming *EIR* phase and the *Draft Station Area Plan*. The preparation and review of the *Draft Station Area Plan* and the *EIR* will continue in parallel and will include input from the Technical Advisory Committee (TAC), the Community Stakeholder Group (CSG) and the public at large via a community workshop. The *Draft Station Area Plan* and *EIR* will then be presented to the meetings of advisory boards, the Planning Commission, and ultimately to the City Council for approval.

For questions regarding this report, please contact Christina Ferracane, Planner II, at (510) 238-3903.

Respectfully submitted,



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Assistant City Administrator

Reviewed by:

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EDWARD MANASSE, Strategic Planning Manager

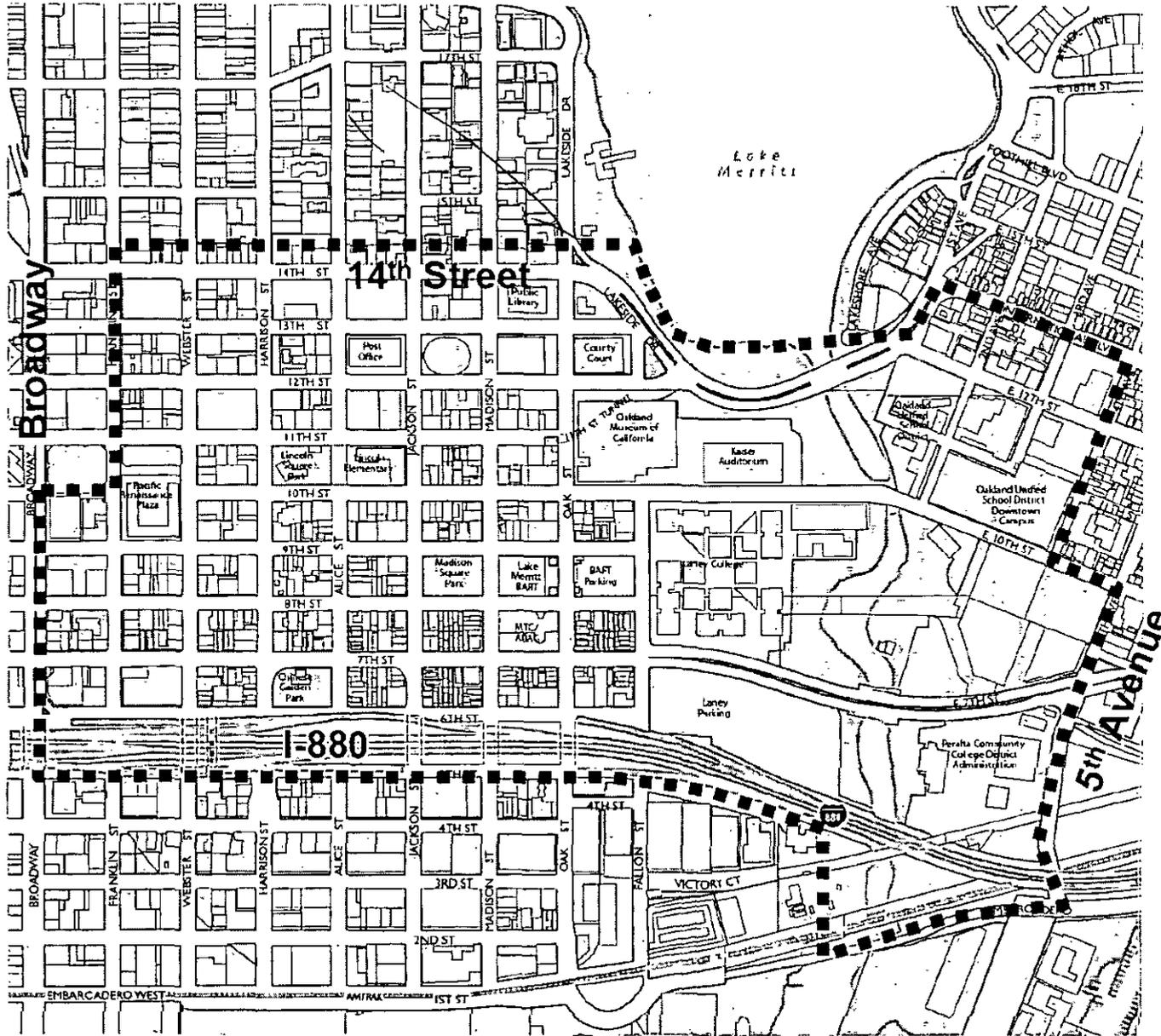
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ATTACHMENTS:

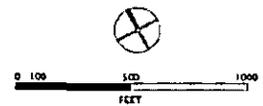
- A. Map of the Lake Merritt Station Area
- B. Lake Merritt Station Area Plan – Draft Preferred Plan
- C. Meeting Notes – Community Stakeholder Group
- D. Meeting Minutes – Park and Recreation Advisory Commission
- E. Meeting Minutes – Bicycle and Pedestrian Advisory Committee
- F. Meeting Minutes – Landmarks Preservation Advisory Board
- G. Meeting Minutes – Planning Commission
- H. All Written Comments Received to Date on Draft Preferred Plan

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Attachment A



Lake Merritt
Station Area





Lake Merritt Station Area Plan

Draft Preferred Plan

November 2011

Lake Merritt Station Area Plan

Draft Preferred Plan

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1 Preferred Plan Framework

This Chapter provides an introduction to the Lake Merritt Station Area Plan, the scope of the Plan, an overview of the Study Area, the Vision and Goals that guide the Preferred Plan, an overview of key Preferred Plan concepts, and a detailed summary of the planning process and community participation.

1.1 Introduction

The City of Oakland, community members, BART, and the Peralta Community College District have worked over the past year to develop an exciting plan framework for the Lake Merritt Planning Area. A series of community meetings have been held to sort through a wide range of suggestions, and put together the basic plan ideas. It is a 25-year plan, looking to add between 3,700 and 5,600 new housing units, up to 5,755 new jobs, and up to 412,000 square feet of additional retail; as well as make near-term improvements related to public safety and lighting. The next steps will include extensive public review, development of the plan specifics, and drafting of the full plan. The Preferred Plan has been developed in order to achieve the vision and goals outlined in section 1-2.

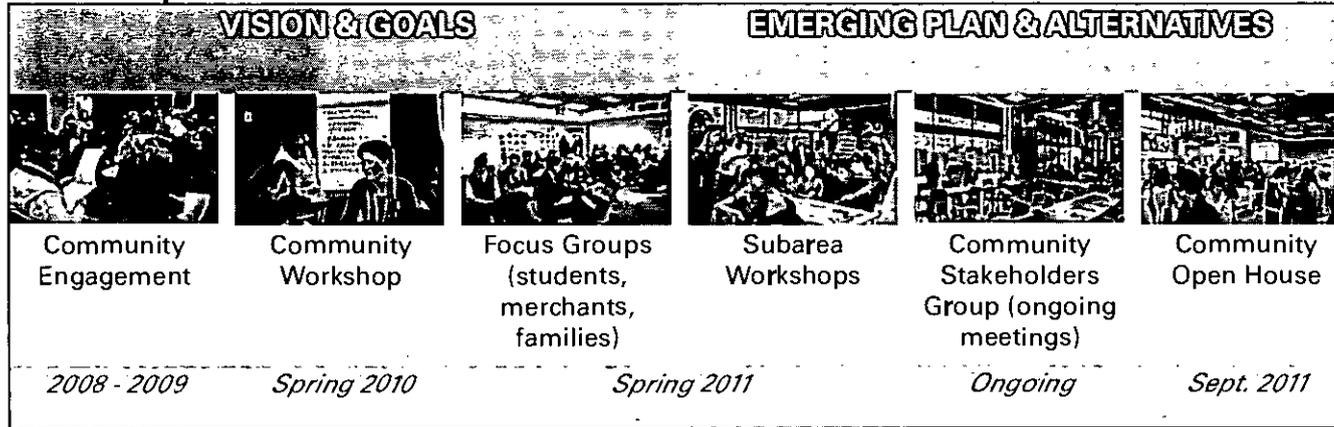
The Preferred Plan builds on community feedback, local and regional transit oriented development goals, and work completed over the past several years in the Planning Area, including the 2006 Lake Merritt BART Station Final Summary Report, the 2004 Revive Chinatown Community Transportation Plan, and the Measure DD funded Lake Merritt and Lake Merritt Channel Improvements, among others.

The next steps will include extensive public review of the Preferred Plan, followed by development of the Area Plan specifics based on feedback received during that review period, and drafting of the full Area Plan. Key elements that will be incorporated in the next planning stage include detailed policies for each topic, more specific building and streetscape design standards and guidelines, an infrastructure financing and phasing plan, and prioritization and implementation recommendations. In addition, a full Environmental Impact Report (EIR) will be completed for the Plan.

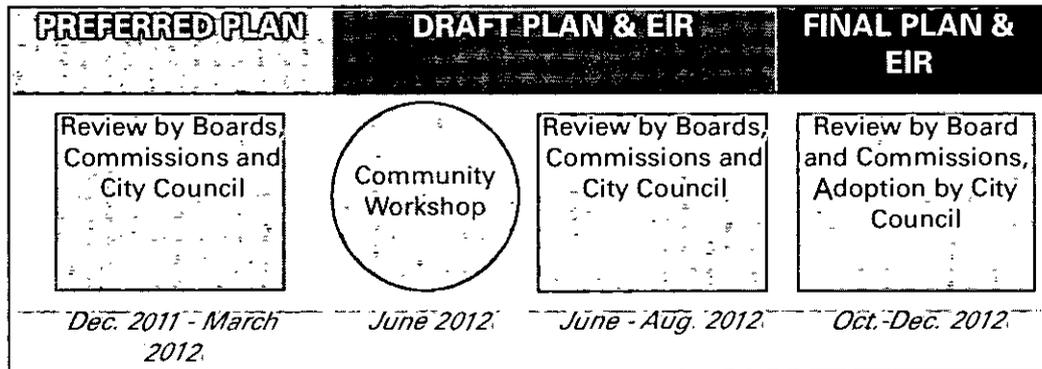
The overall project schedule is shown in Figure 1-1. There will be several opportunities for community input through the remaining planning process, as shown in Figure 1-1. Community participation to date is described in greater detail in section 1.3. Check the project website <http://www.business2oakland.com/lakemerrittsap> for updates regarding the dates and times of upcoming meetings.

Figure 1.1:
PROJECT SCHEDULE

Work Completed to Date



Current and Future Work



SCOPE OF THE LAKE MERRITT STATION AREA PLAN

A station area plan is a set of policies and programs about future development within one half mile of a transit station. The plan will address land use, buildings, housing, design, circulation, BART and AC Transit improvements, streetscape improvements, parks and public spaces. It will identify actions the City and the other public agencies should take to improve the area and increase transit ridership, and it will establish regulations for development projects on private property. It is a long-term document consisting of written text and diagrams that expresses how a community should develop, and is a key tool for influencing the quality of life. The plan is a basis for development project review and other decision-making by policymakers such as the Planning Commission and the City Council.

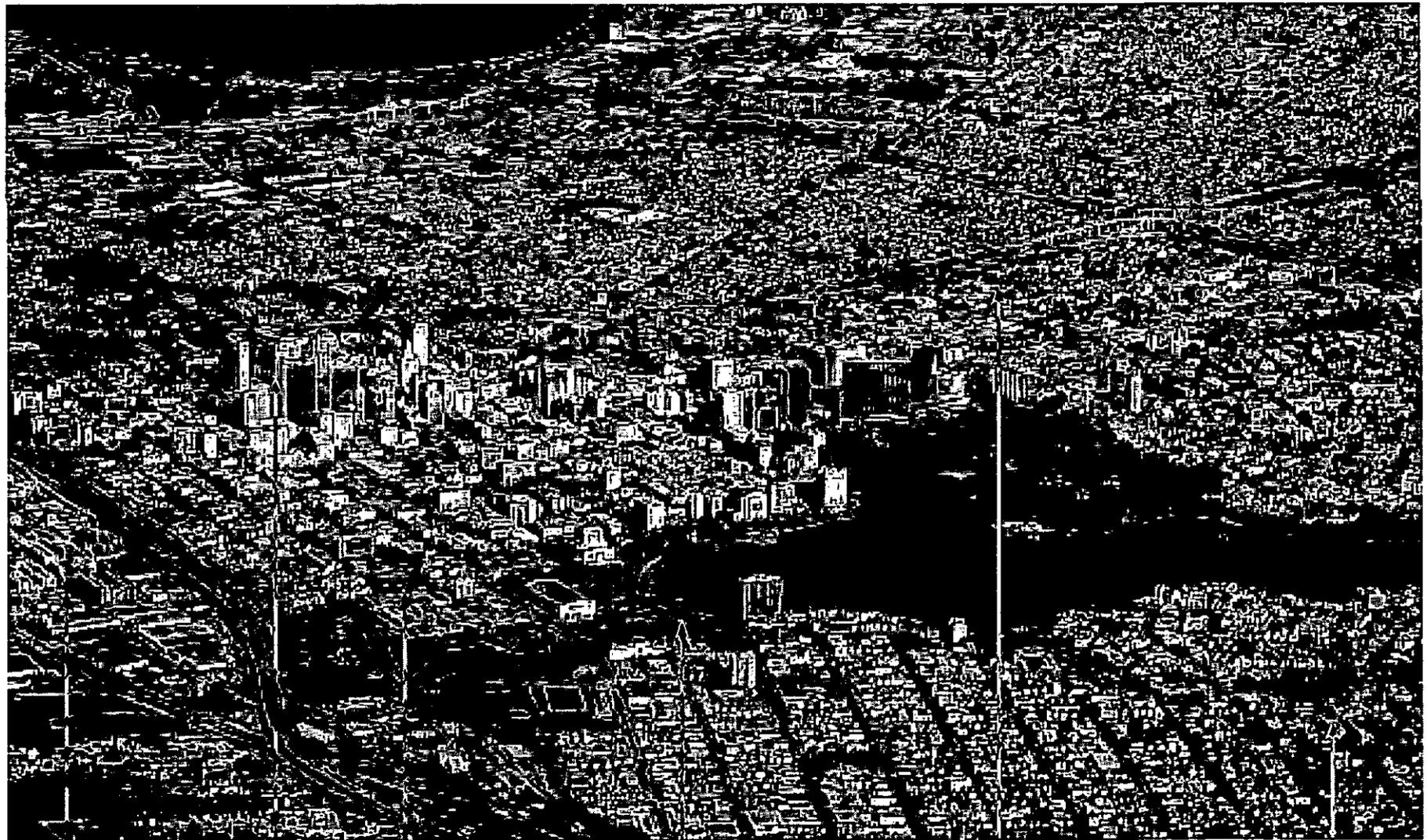
Specific plans cover land use, development density, circulation and infrastructure, and have legal authority as a regulatory document. The Lake Merritt Station Area Plan will combine a detailed specific plan approach for some areas with a more conceptual approach to others, depending on the key issues for each part of the Planning Area and community feedback. Specific Plans have certain requirements according to State law. California Government Code (Section 65450) states that planning agencies may prepare specific plans for the systematic implementation of the general plan for all or part of the area covered by the general plan. "A specific plan shall include a text and a diagram or diagrams which specify all of the following in detail:

- The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.
- 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.
- Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.
- A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3)."

STUDY AREA OVERVIEW

The Planning Area is located in the heart of Oakland, part of the urban center of the San Francisco Bay Area. The Planning Area includes the Lake Merritt BART Station, Oakland Chinatown, Laney College, the Oakland Museum of California, and the County of Alameda offices and courthouse. Adjacent neighborhoods and destinations include Downtown Oakland, Lake Merritt, the Jack London District, the Lakeside Apartment District, Old Oakland, and Uptown. The Planning Area's strategic location within this context is shown in Figure 1-2. Figures 1-3 and 1-4 provide overviews of the Planning Area.

Figure 1.2:
PLANNING AREA CONTEXT



Jack London District

Central Business District

Lake Merritt BART Station

Lake Merritt Open Space and Recreational Opportunities

Commercial and Residential Areas of East and Central Oakland

Figure 1.3:
EXISTING AREA VIEW
LOOKING EAST

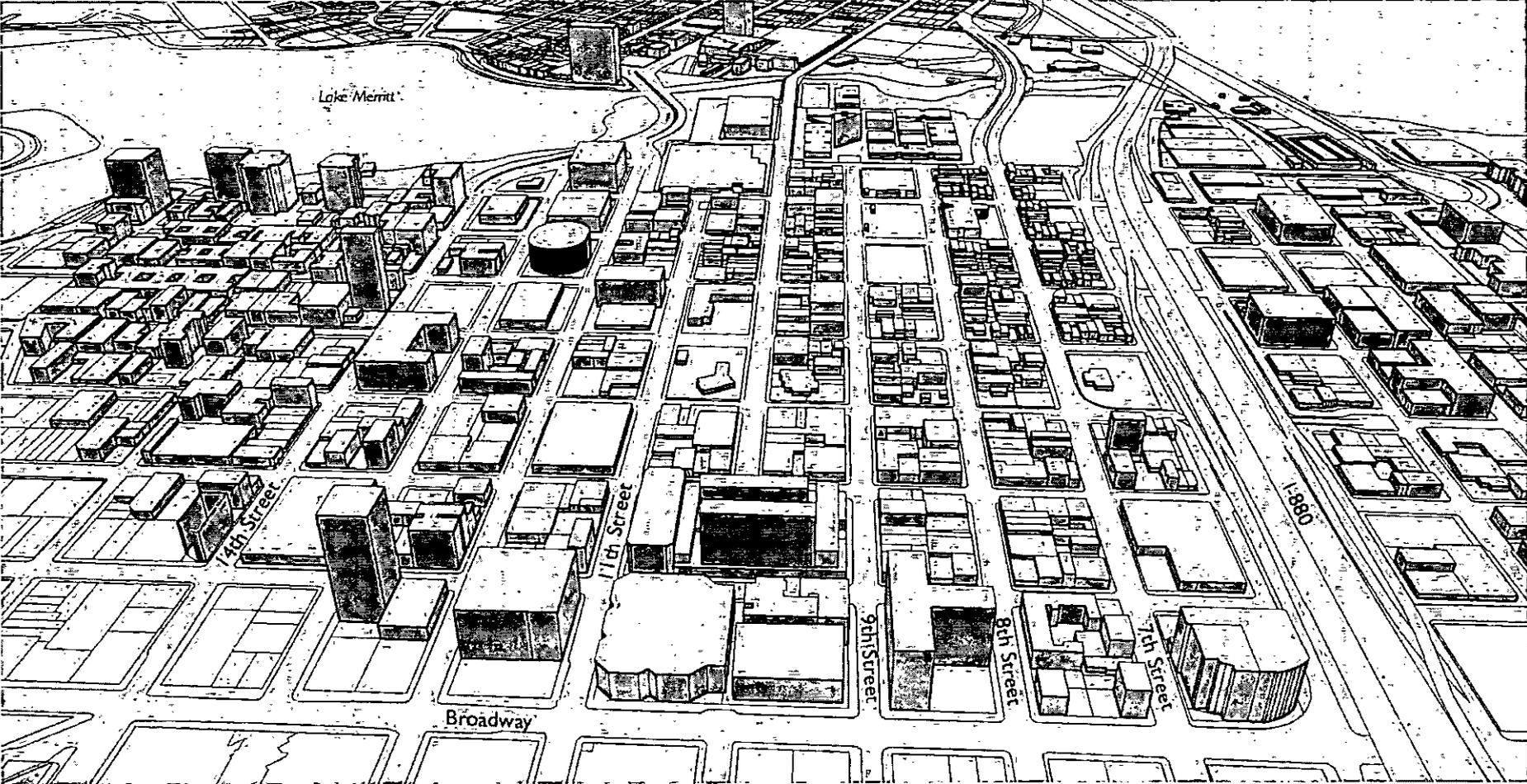
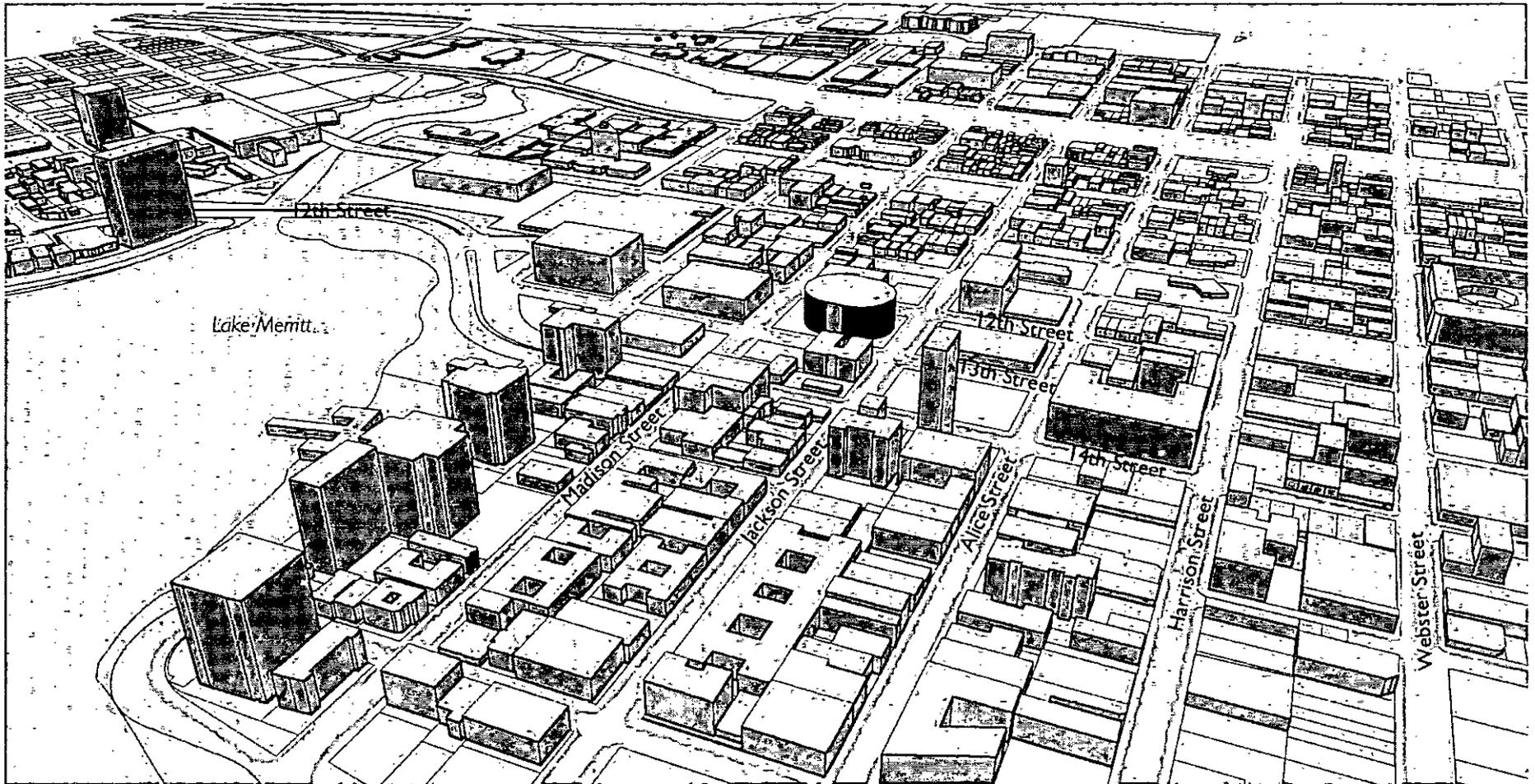


Figure 1.4:
EXISTING AREA VIEW
LOOKING SOUTHEAST



1.2 Vision and Goals

VISION

The shared vision is described below for the Lake Merritt Station Area. It is 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. The shared vision further incorporates refinements 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). These vision statements provide an important framework for guiding development of a plan for the future of the Lake Merritt Station 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 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.
- 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

The following goals for the Lake Merritt Station Area Plan include all the major goals within the Nine Guiding Principles identified in the 2009 Community Engagement process, which have in some cases been condensed, or expanded to include additional community comments. In addition, two major goals that came out of additional community input have been added.

1. Community Engagement

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

2. Public Safety

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

3. Business

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

4. Jobs

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

- Employ local and/or targeted hiring for contracting and construction jobs for implementation of the plan (i.e., construction of infrastructure).

5. Housing

- Accommodate and promote new rental and for sale housing within the project area for individuals and families of all sizes and all income levels (from extremely low to above moderate).
- Prevent involuntary displacement of residents.
- 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.

6. Community Facilities and Open Space

- Improve existing parks and recreation centers, including improving access to existing parks; and add new parks and recreation centers to serve higher housing density and increased number of jobs.
- Ensure all parks are safe, accessible to all age groups, clean, well maintained, and provide public restrooms and trash containers.
- Create a multi-use, multi-generational recreational facility, either in addition to or including a youth center.
- Provide space for community and cultural programs and activities, such as multi-use neighborhood parks, athletic fields, areas for cultural activities such as tai chi, community gardens, and expanded library programs for youth, families, and seniors.
- 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 undercrossings.

- Develop a parking strategy that includes shared parking and allows access to the area, and particularly to local retail, while also promoting non-auto modes of transportation and makes best use of available land.
- Increase walk and bike 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 BART Station, such as cafes, restaurants, music venues, retail stores, nightlife, etc., that activate the area as a lively and vibrant district.
- Encourage restoration of designated historic structures that would achieve priority Chinatown and/or City goals.
- Consider a cultural heritage district or related tools for preserving, enhancing, and strengthening Chinatown.
- Make connections to the Historic Jack London Warehouse District as a key asset in the Planning Area.

9. Health

- Establish the area as a healthier place to live and work, through a range of strategies including:
 - Promoting health awareness and education;
 - Improving environmental quality, including improving air quality as a public health measure;
 - Ensuring access to healthy food and housing;
 - Increasing health and medical services available to the community;
 - Cleaning up air, soil, and water contamination (including trash on the streets);
 - Reducing noise levels where permitted noise levels are exceeded;

- Providing clean and well-maintained public outdoor places that provide public restrooms and trash containers.

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 (i.e., 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 Street, which connects the planning area to the East Lake 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/>

1.3 Preferred Plan Concepts

OVERALL CONCEPT

The Lake Merritt Station Area Plan seeks to link the existing unique destinations located within the Plan Area into a series of distinct hubs of activity: the Chinatown hub, the BART Station/Laney College/Oakland Museum (educational/cultural/entertainment) hub and the East Lake Gateway hub. Future improvements will enhance both the existing destinations within each hub, as well as the connections between hubs. The hubs will be linked together and to adjacent neighborhoods and the rest of the city and region by east/west and north/south corridors and the Lake Merritt BART Station. This overall concept is illustrated in Figure 1-5.

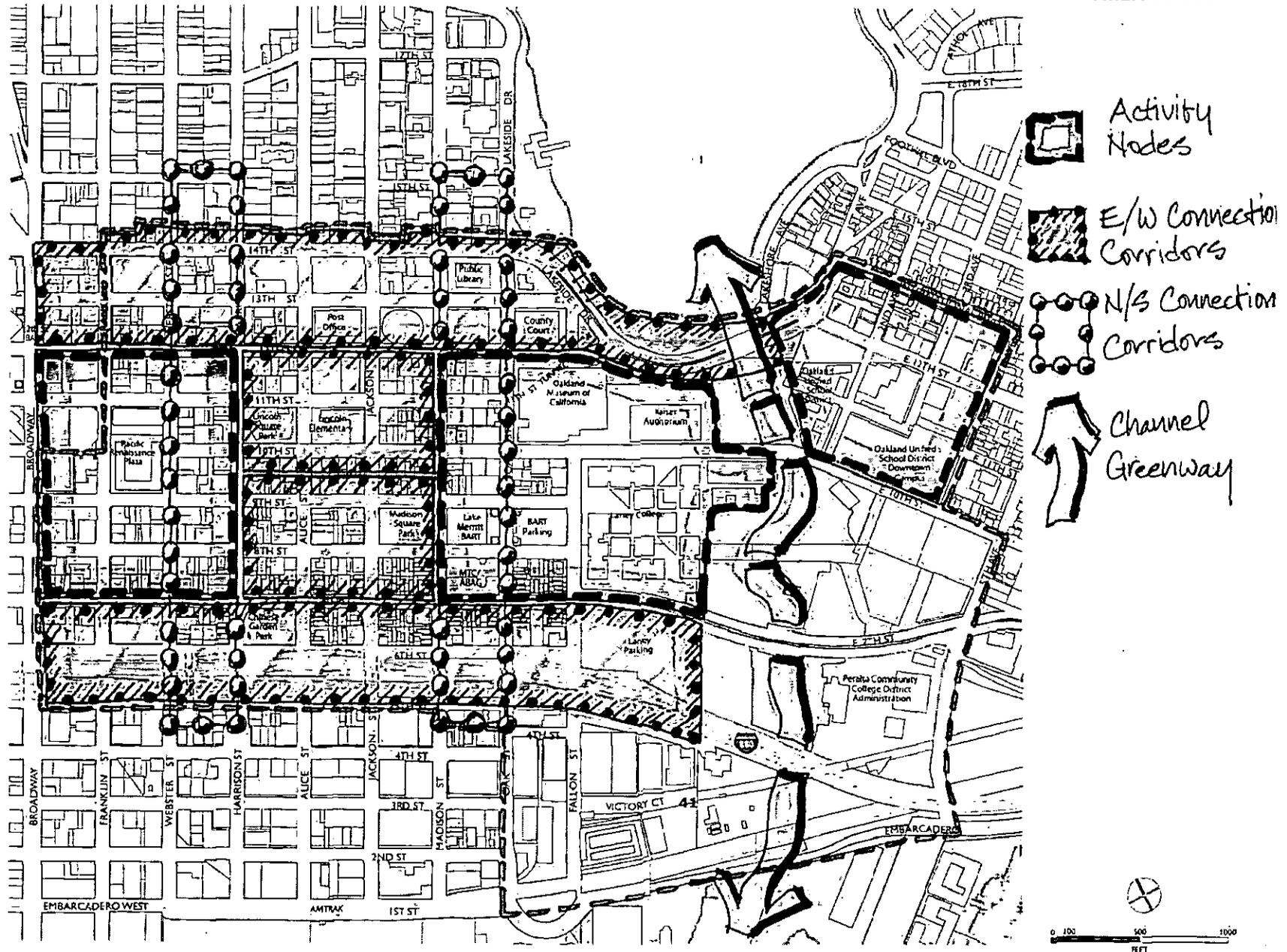
AREA-WIDE CONCEPTS

Three key area-wide concepts – land use character, active ground floor uses, and the circulation improvement strategies – reflect the vision and goals of the Lake Merritt Station Area Plan. These concepts are presented briefly here and then further elaborated in later chapters.

Land Use

The land use character concept includes a range of flexible mixed-use areas intended to encourage vibrant pedestrian corridors which are complemented by high-density housing and commercial uses that contribute to activating the area, and new public spaces that ensure a high quality urban space. Additional detail on land use character is included in Chapter 4.

Figure 1.5:
LAKE MERRITT STATION
AREA CONCEPT MAP



Active Ground Floor Uses

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, recreational spaces, health clinics, tourism offices, banks, personal services, libraries, museums, and galleries.

In order to expand the vibrancy and activity that already exists in some areas, like the core of the Chinatown commercial district, guidelines could be implemented that would *require* active uses in *new* buildings along key corridors. In areas where active uses would not be required, and the ground floor might include residential uses or offices that don't have walk-in visitors, guidelines could direct the design of new buildings to create welcoming frontages. Additional detail on active commercial ground floor uses is included in Chapter 4.

Circulation Improvement Strategies

The circulation improvement strategies focus on establishing interconnected and safe travel for people walking, riding bicycles or taking transit. Chapter 7 identifies key streets for improvements to promote access between activity hubs within the planning area, as well as access to the larger regional circulation network. Further detail on these strategies is included in Chapter 7.

STUDY AREAS

To best respond to the nuanced character differences throughout the Planning Area, it is divided into seven study areas, as shown in Figure 1-6. Each study area has a distinct existing character as well as a “big idea” and vision that defines future development in the area and that helps to support the overall vision statements and goals for the Planning Area. Chapter 2 describes each of the study areas in more detail.

OPPORTUNITY SITES

Opportunity sites are shown in Figure 1-7; these show sites that are vacant or underutilized, and may have potential for land use or intensity change over the long-term (25 years). Identification of potential opportunity sites is a way to advance and test the concepts put forth, to understand the potential for future development, to understand patterns of where new development may occur, and how new development could relate with areas less likely to change. An initial analysis of potential opportunity sites was conducted for the Existing Conditions report in 2010, and identified sites that meet one or more of the following criteria:

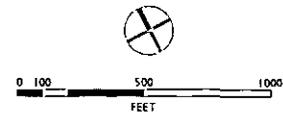
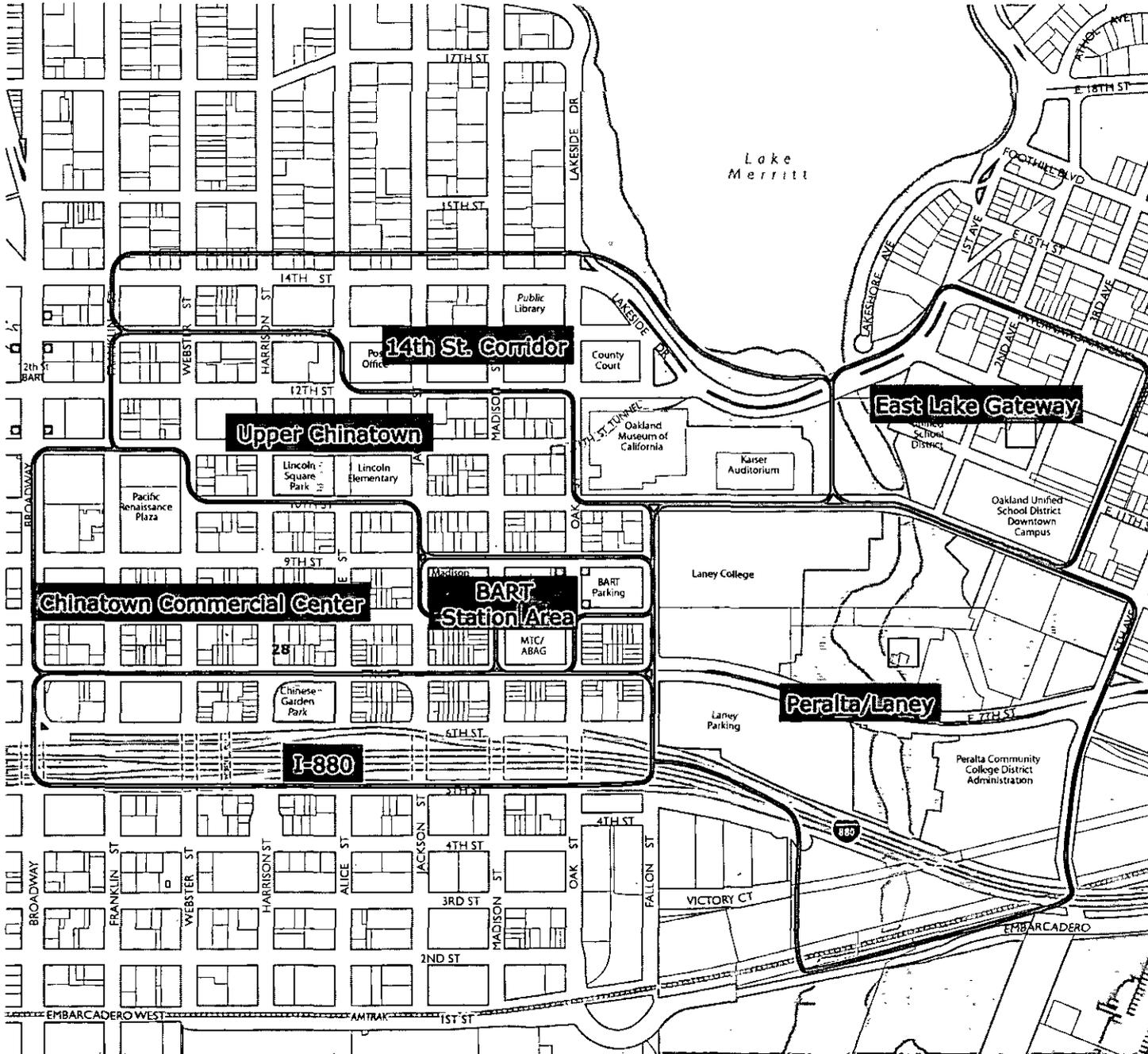
- Have a low value of improvements relative to land value;
- Have a very low existing building height (one or two stories) relative to allowable height under the zoning;
- Are currently vacant;
- Are currently parking lots;

- Have applications submitted with the City either under review or approved for development;
- Have otherwise been identified as sites for development (i.e. County offices per the Real Estate Master Plan); and/or
- Are adjacent to opportunity sites.

Sites with identified Historic Resources (see Chapter 8) are excluded.

Opportunity sites were further refined through community workshops and feedback from the Community Stakeholders Group, and are now primarily vacant sites or parking lots. While the identified opportunity sites are the best guess for sites that will change, 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.

Figure 1.6:
STUDY AREAS



Attachment B

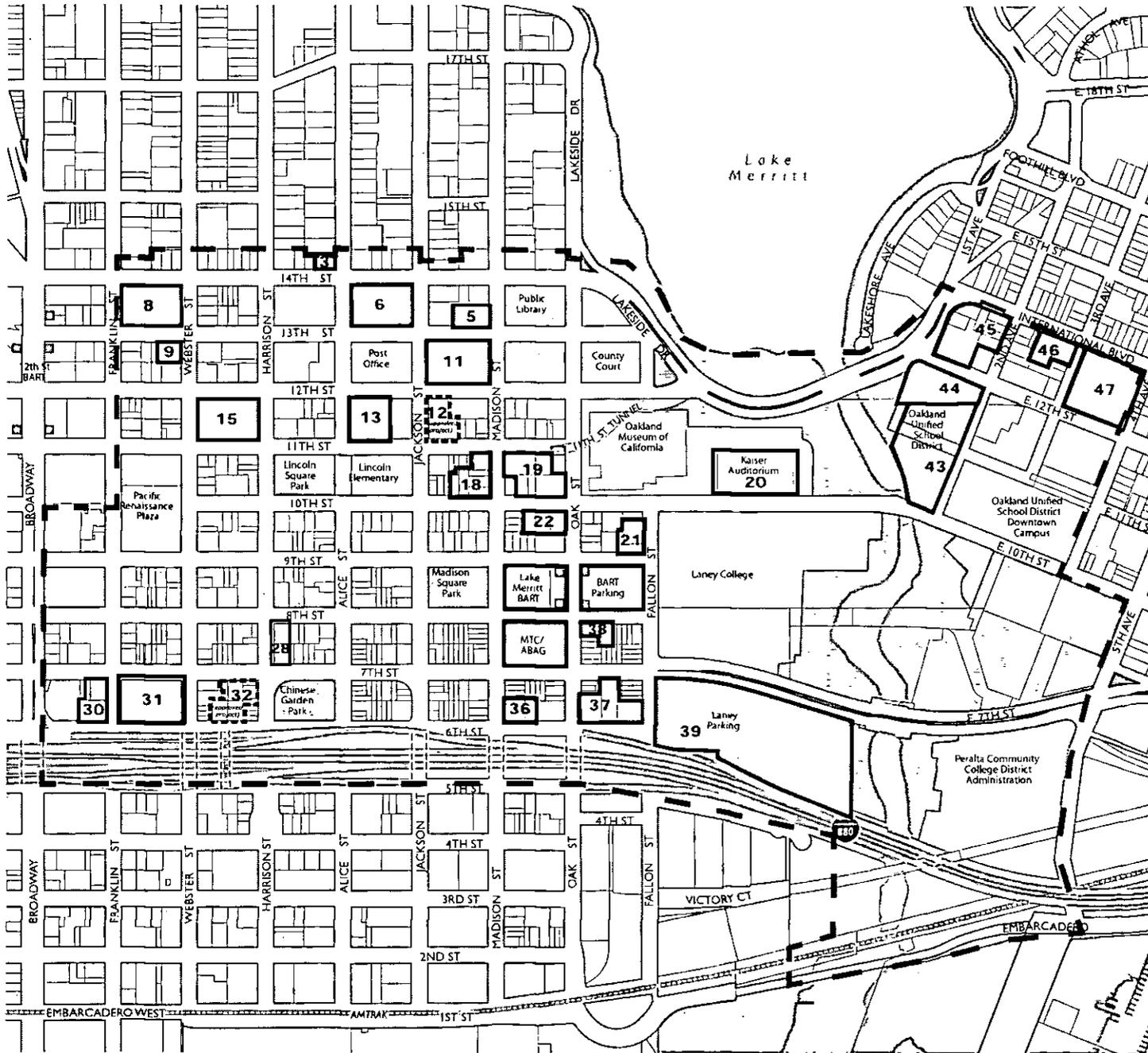
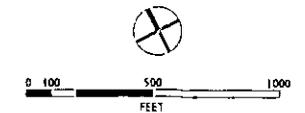


Figure 1.7:
POTENTIAL DEVELOPMENT SITES

- Focus Area
- 3 Opportunity Sites with Community Agreement or Vacant Sites
- 12 Approved Development (not yet under construction)



1.4 Planning Process

COMMUNITY PARTICIPATION

Many diverse residents, merchants, workers, and students make up the community of the Planning Area, and Chinatown functions as a citywide center for the Asian community. Feedback from the community is an essential component of the planning process and has been taken in variety of forms. Key elements of the community participation strategy are outlined in this section

Advisory Groups

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

Community Stakeholder Group. The Community Stakeholder Group (CSG) aims to represent all vested interests from within the ½ mile Planning Area, and is comprised of about 50 members. The forum is designed to focus on policy development and direction in response to community input. CSG members are expected to provide feedback on documents throughout the planning process. CSG members additionally serve as conduits to expand the role of public participation by providing advice regarding potential methods to effectively communicate and solicit general public input. They also serve as conduits to their respective constituencies: 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 involvement programs.

Ongoing participation by the Community Stakeholders Group (CSG) has been, and will continue to be, a crucial component of the development of the Plan. The CSG has driven the development of the Preferred Plan through participation in a series of working meetings, three hours each, over the summer of 2011. These meetings started with community feedback from public workshops and developed the framework for the Preferred Plan through an iterative process between CSG members, City staff, and consultant work. To date, eleven meetings of the CSG have been held.

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

Technical Advisory Committee. The Technical Advisory Committee (TAC) is made up of City staff and representatives from other agencies with technical knowledge about the Plan-

ning Area. Three TAC meetings have been held to date, and TAC members are invited to CSG meetings as appropriate.

Community Outreach

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

- An initial Community Engagement Process, 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 Lake Merritt Station Area 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.
- Establishing partnerships with local community-based organizations (including, but not limited to, Chinatown Chamber of Commerce, Asian Health Services, East Bay Asian Local Development Corporation, Transform, East Bay Housing Organizations, Walk Oakland Bike Oakland, East Bay Bicycle Coalition, Oakland Asian Cultural Center, Asian Pacific Environmental Network).
- Conducting Stakeholder interviews. A total of 50 stakeholders, including 18 City staff, were interviewed individually or in groups, in sessions generally lasting about one hour.
- Hosting four community workshops to solicit feedback on a variety of topics as the plan emerges. 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.
- Hosting a series of focus groups/neighborhood teas. These meetings sought to assess goals and concerns of local residents who typically do not attend large public meetings, small meetings will be held to assess goals and concerns in a more intimate and informal setting. These meetings specifically engaged brokers and property owners, merchants, families, Laney College students and faculty, and youth).
- Business surveys (administered to participants of Merchant's Tea).
- Other meetings to engage institutions and community groups, such as the Peralta Board meeting, Lake Merritt Station Area Plan Institutions meeting, Jack London District Association meeting, Mayor's Cantonese Town Hall meeting, and Oakland Bicycle and Pedestrian Advisory Committee meeting.

Summary of Feedback

Feedback from these meetings is summarized in the following documents, all of which can be accessed on the project website <http://www.business2oakland.com/lakeinerrittsap> in the Workshops and Meetings, and Report sections.

- *Lake Merritt BART Station Area Community Engagement Final Report*, completed by Asian Health Services, Oakland Chinatown Chamber of Commerce, and the City of Oakland in June 2009.
- *Stakeholder Interviews Report*, completed by Dyett & Bhatia and the City of Oakland in May, 2010.
- *Community Workshop #1 Report*, completed by Dyett & Bhatia and the City of Oakland in May, 2010.
- *Summary of Community Feedback*, completed by Dyett & Bhatia and the City of Oakland in April, 2011.

FORMAL PUBLIC REVIEW OF THE PREFERRED PLAN

This Preferred Plan will be reviewed by several advisory and decision-making bodies at public meetings. These meetings include:

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

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

2 Overall Vision by Study Area

As described earlier in Chapter 1, in order to expand on the overall vision, the Planning Area is divided into seven study areas, as shown in Figure 1.5. Each study area has a distinct “big idea” and vision that defines future development in the area and that helps support the overall vision statements and goals for the Planning Area.

2.1 14th Street Corridor

EXISTING CONTEXT

The existing character of the 14th Street corridor includes a mix of uses and variety of building forms. 14th Street is a major east-west connector between Downtown and the neighborhoods east of Lake Merritt. It is a two-way, four-lane street characterized by intermittent retail, new mixed-use housing development, historic buildings, public resources such as the Public Library, the back of Hotel Oakland, and parking lots. Roughly two-thirds of buildings along 14th Street are one- to four-stories, with the remaining one-third eight-stories, and a few taller high-rises.

Other areas of the 14th Street Corridor Study Area include significant institutional uses, including office space for Alameda County, the County Courthouse, and key public resources including the Oakland Museum of California and the Kaiser Auditorium, both of which are historic landmarks. The Oakland Museum of California was recently renovated with the main entrance now oriented toward Oak Street. The Kaiser Auditorium currently remains out of use.

Several opportunity sites (see Figure 1-6) exist in this study area, including three full block sites (opportunity sites 6, 8, and 11).

VISION AND BIG IDEA

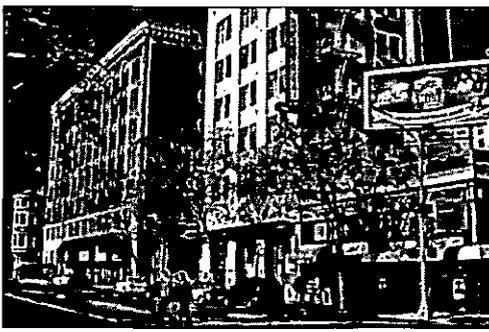
Looking forward, the importance and gateway quality of this corridor will be greatly enhanced by the Measure DD improvements currently underway at the south end of Lake Merritt, and the Emerging Plan seeks to build on these improvements.

The vision for 14th Street is to enhance citywide connectivity and activate the northern edge of the Planning Area. 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 uses and more active ground floor uses will make the area more

Attachment B
Lake Merritt Station Area Plan
Draft Preferred Plan

inviting, and the increased activity and additional lighting will add to the safety of the public realm.

Land use and streetscape changes are included to enhance this vibrant center for educational, public services and cultural uses; and to highlight new activity on 14th Street, linking Lake Merritt to Downtown. Key components of the vision include complementing existing government and institutional uses – including the Oakland Museum, Kaiser Auditorium, County Courthouse, Main Public Library – with new residential uses. In addition, active ground floor commercial uses will be promoted in new development (including new County or other office buildings). Detailed streetscape improvements are included in Chapter 6.



Photos:
14TH STREET CORRIDOR

Attachment B

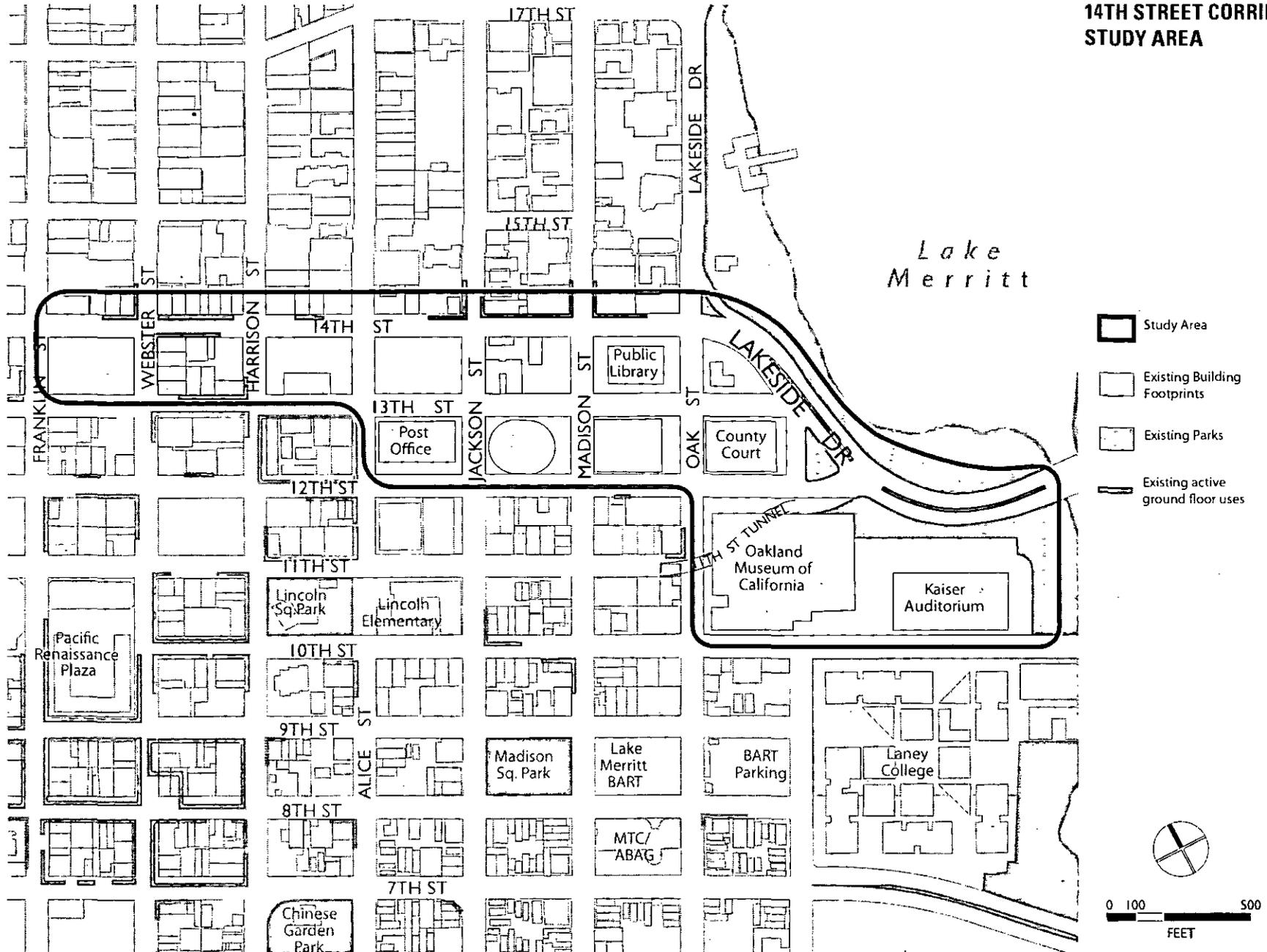


Figure 2.1:
14TH STREET CORRIDOR
STUDY AREA

2.2 East Lake Gateway

EXISTING CONTEXT

The East Lake Gateway district includes East 12th Street and International Boulevard. It has important linkages to Central and East Oakland neighborhoods and commercial districts, to Lake Merritt, and Downtown, and beyond. East 12th Street is also an important bus route that will carry the future AC Transit Bus Rapid Transit (BRT) service through the area. The East Lake Gateway also connects neighborhoods to Laney College and the Oakland Unified School District (OUSD) Downtown Educational Complex.

The existing character of the East Lake Gateway study area 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 OUSD sites. The planned OUSD Downtown Educational Complex Project is located between 2nd and 4th avenues on East 10th Street, and will host La Escuelita Elementary, MetWest High School, and Yuk Yau and Centro Infantil Childhood Development Centers (which provide preschool programming for children ages three through five and an afterschool program for children in kindergarten through third grade) in a state-of-the-art, multi-use structure.

VISION AND BIG IDEA

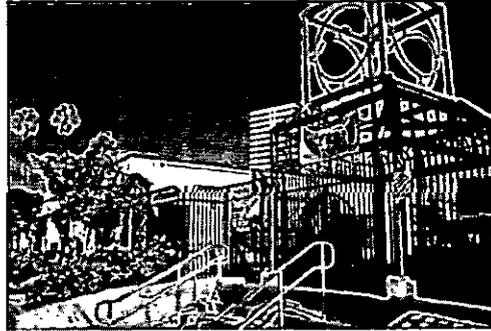
The vision for the East Lake Gateway seeks to balance increased vitality and safety resulting from new residential and retail development with new public benefits such as more open space and improved access and linkages to existing and planned community resources and open spaces.

This study area is envisioned as a residential district with active retail uses as well as civic and commercial uses, linking Central and East Oakland to downtown through the new 12th Street improvements currently underway at the south end of Lake Merritt. Land use and streetscape changes will leverage and further Measure DD improvements to the Channel and East 10th Street. They will link the area to Lake Merritt and adjacent cultural/educational uses, like Laney, the Kaiser Auditorium, the Oakland Museum of California, and the new OUSD Downtown Educational Complex.

Improvements will seek to create distinctive/landmark quality design to create a gateway design of buildings along East 12th Street at 1st Avenue. In particular, design will be required to establish a welcoming gateway between the assets of the Channel and new park spaces, and the burgeoning retail areas along East 12th Street and International Boulevard.

Another key component is the establishment of public access along the eastern edge of the Channel. New buildings will be required to ensure public access to the Channel and be set back from the Channel edge and conform to design guidelines such as those outlined in Chapter 5.

Attachment B



Photos:
EAST LAKE GATEWAY

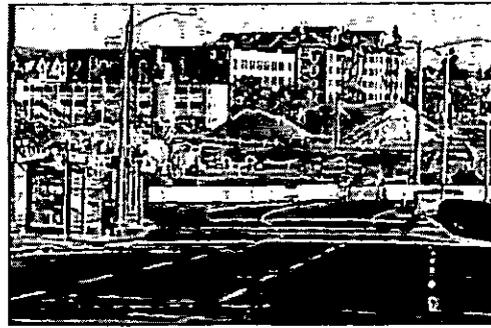
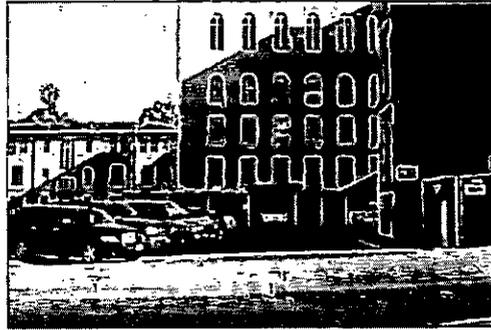
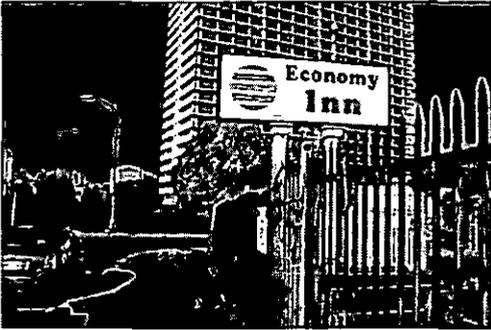
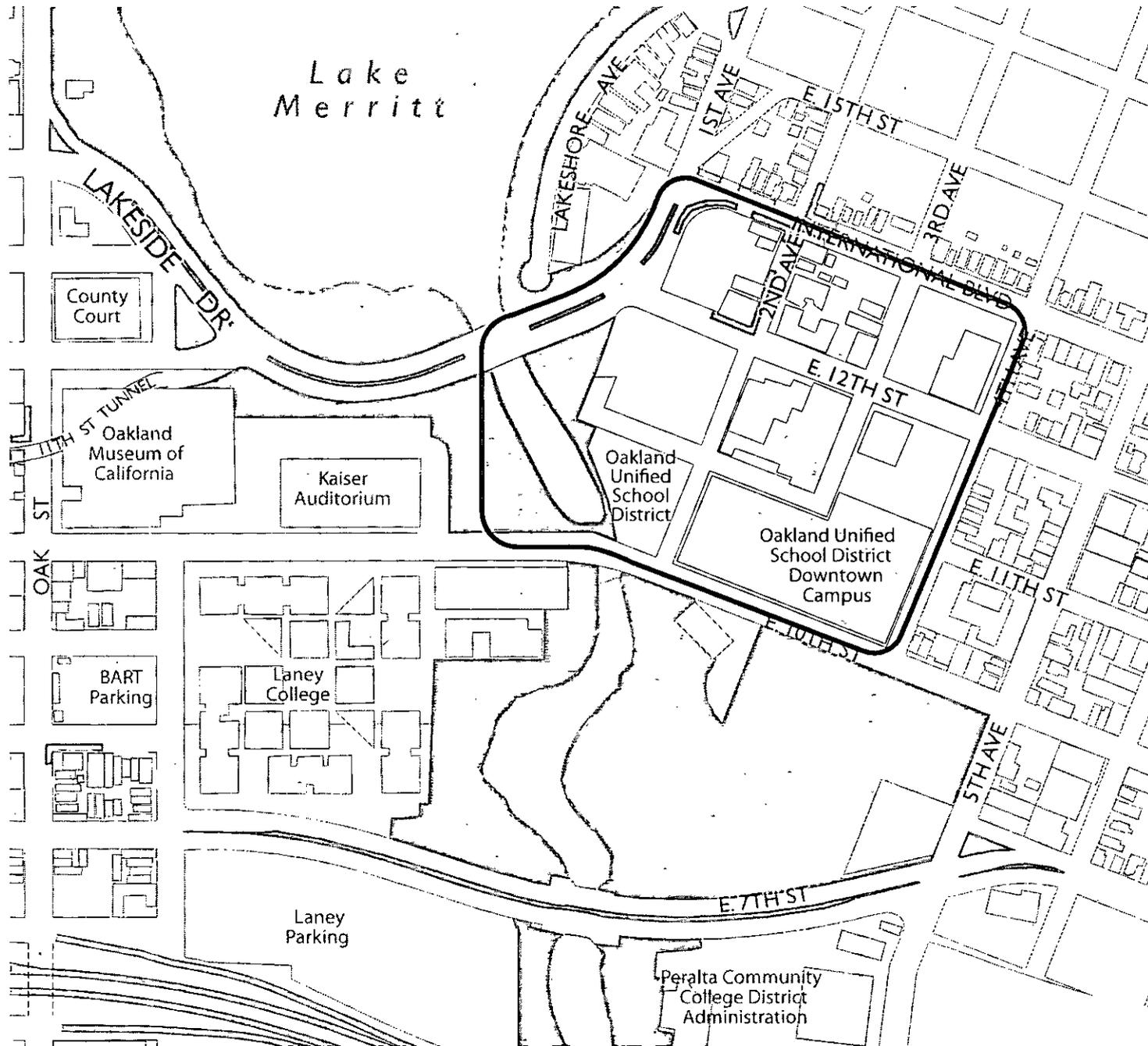
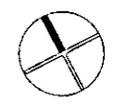


Figure 2.2:
EAST LAKE GATEWAY STUDY
AREA



-  Study Area
-  Existing Building Footprints
-  Existing Parks
-  Existing active ground floor uses



2.3 Laney/Peralta

EXISTING CONTEXT

The Laney/Peralta study area includes Laney College campus, athletic fields, and parking lot, and the Peralta College District Administration buildings, with the Lake Merritt Channel creating a north-south pedestrian and bicycle connection and 7th and 10th streets connecting east-west through the study area. The Lake Merritt Channel and some land along its edge is State Tidelands Trust land, indicating that residential and some commercial uses would be prohibited along the Channel edge¹. In general, the college is made up of two to three story buildings, with one tower reaching eight stories.

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 Master Plan is guided by the following principles:

- Maintain the integrity of the existing campus core buildings, open space, and athletic fields.
- Identify sites within or at the perimeter of the campus for development to respond to projected growth and programmatic demands.
- Preserve the natural environment along the Estuary and enhance the campus's connection to it.
- Over time, in response to projected growth and creation of potential future development opportunities, replace surface parking with structured parking.
- Strengthen both of the campus's recognized "front doors" and accessible pedestrian access; separate pedestrian from vehicular circulation where possible.
- Prioritize re-use of existing buildings and approach renovation and development through the incorporation of sustainable strategies and practices.

VISION AND BIG IDEA

Land use and streetscape changes are included to enhance the role of the Laney College campus/Peralta District property as a community asset and lively hub of activity. This study area will act synergistically with the BART Station Area blocks to create a core activity node, in particular through establishment of a "festival street" on Fallon 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 special events). The potential "festival street" treatment of Fallon 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, and include a decorative surface to also function as a plaza during periodic closures for community events. The Plan also seeks to enhance connections between Laney College to the BART Station with retail, cultural assets, and entertainment.

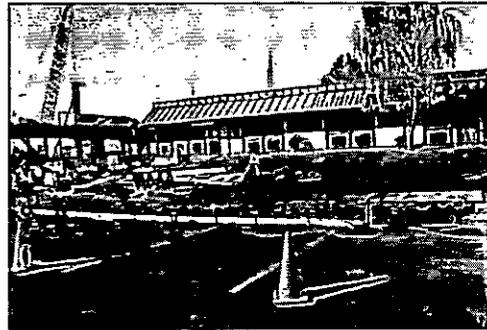
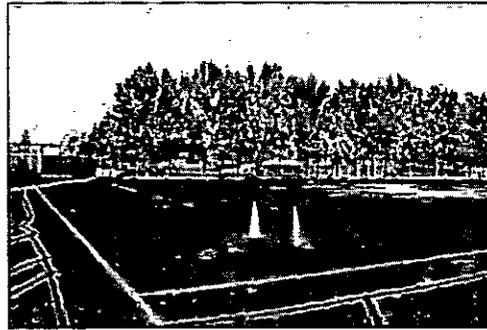
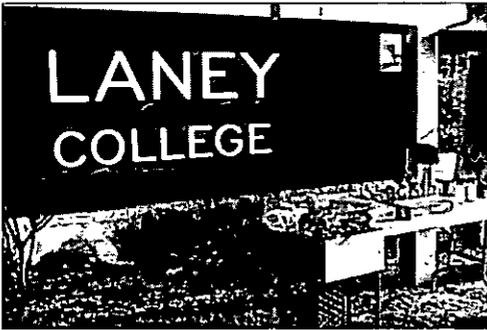
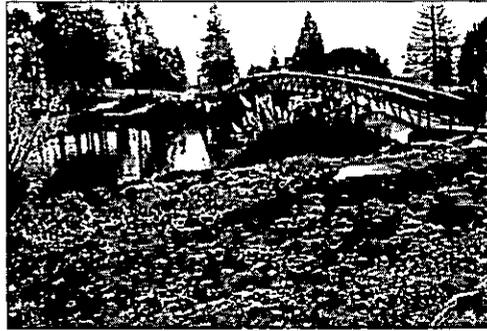
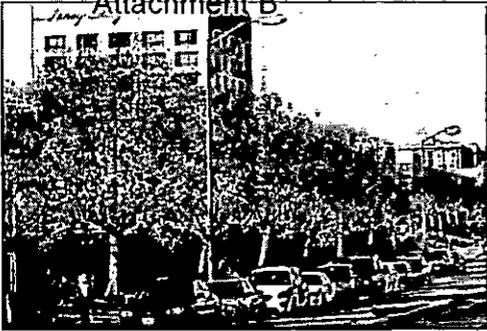
¹ Port of Oakland, Land Records Management Tidelands Grants Land, November 9, 2001.

The Plan will further establish 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.

Crucial to the success of this area, the Plan will seek to promote movement through and throughout the campus, connecting the neighborhood to the Lake Merritt Channel, OUSD's Downtown Educational Complex, Oak to 9th development, BART, East Lake commercial, Lake Merritt open space, and the Bay Trail. Access will be facilitated by adding signage and improving streets and intersections to be more pedestrian friendly.

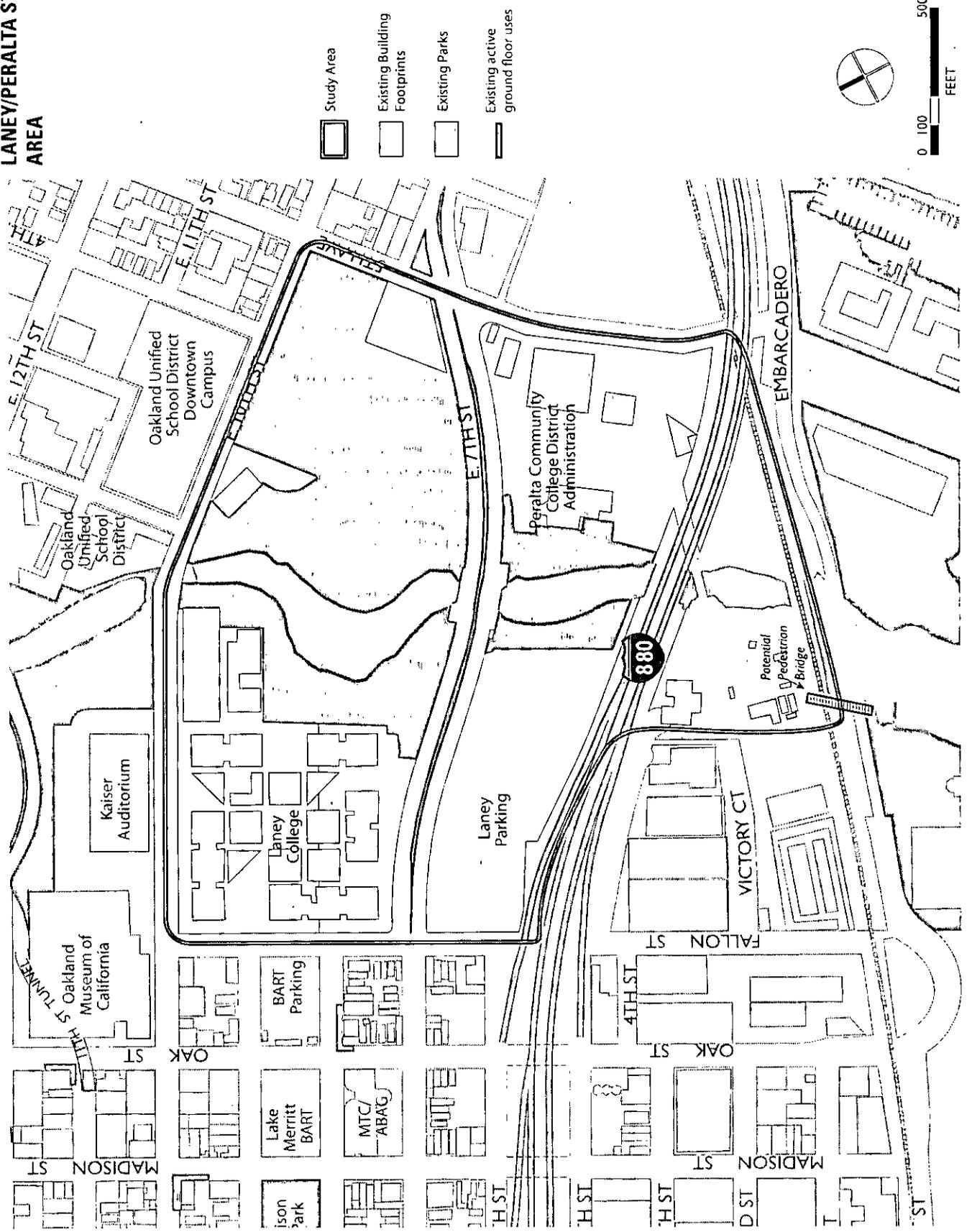
Open space improvements will focus on establishing the Lake Merritt Channel as a regional open space asset linking the public parks and trails around Lake Merritt to the public parks and trails along the Estuary Channel waterfront. Street improvements will focus on enhancing the east-west connections provided by 7th and 10th Streets. Streetscape improvements for 7th, 10th, and Fallon streets are shown in detail in Chapter 6.

Attachment B



Photos:
LANEY/PERALTA

Figure 2.3:
LANEY/PERALTA STUDY
AREA



2.4 I-880

EXISTING CONTEXT

The I-880 study area includes sites along the freeway edge with high noise and air quality issues, freeway access points, and the areas beneath the freeway. The existing character of the area includes a variety of land uses, such as a new high-rise residential project on 7th and Broadway; and the historic 7th Street/Harrison Square residential district, which is comprised primarily of one- or two-story Victorian and early 20th century cottages. Various opportunity sites include the Salvation Army block and underutilized sites along 6th Street between Madison and Fallon streets. Chinese Garden Park (formerly Harrison Square Park) is located between Harrison, 7th, Alice, and 6th streets.

A critical component of the I-880 study area is the area beneath the freeway, which includes six (6) street under-crossings and several parking lots (primarily managed by Caltrans).

VISION AND BIG IDEA

The Plan aims to improve connections between the Jack London District and areas north of the I-880 freeway (Chinatown, BART, Laney College, County offices, Oakland Museum, etc) by improving the freeway under-crossings for pedestrian safety and comfort, including pedestrian-oriented lighting, and improving and/or activating the areas under the freeway. Conceptual streetscape improvements are included in Chapter 6.

In addition, identifying pedestrian safety improvements related to traffic accessing I-880 and the Alameda tubes will be essential for this study area, including improving access to Chinese Garden Park. Broadway, Webster, Jackson, Madison, and Oak Streets from 7th Street to 5th Street (including the freeway undercrossing) should have pedestrian-oriented improvements, including directional signage, to improve access to the Jack London District. Note that traffic patterns related to the Alameda tubes are outside the scope of this project.

Importantly, the Emerging Plan seeks to improve the comfort and usability of Chinese Garden Park and ensure the health and safety of both existing residents and residents in new development by adding landscaping and/or sound wall buffers to the highway edge. The Plan will include policies such as:

- Locate taller buildings to buffer the neighborhood from I-880. Face buildings toward 7th Street, with parking located closer to the freeway, wherever possible.
- Ensure new development incorporates air quality and noise controls.
- Maintain clean indoor air quality (mechanical ventilation, building interiors under positive pressure, particulate filtration and carbon filtration as needed, air intakes away from pollution sources).
- Require HVAC system with filtration for sensitive use sites within 500 feet of a high traffic road if warranted by exposure analysis.
- Locate courtyards, balconies and opening windows away from the freeway.

- Consider installation of sound walls or additional landscaping.

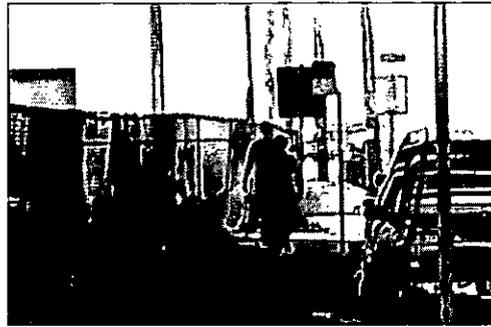
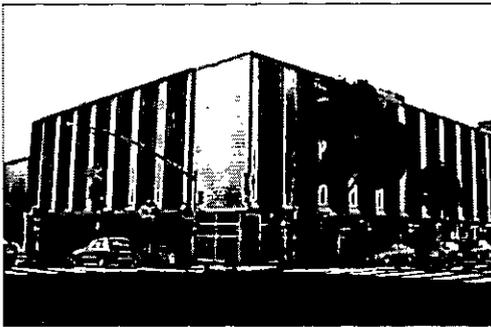
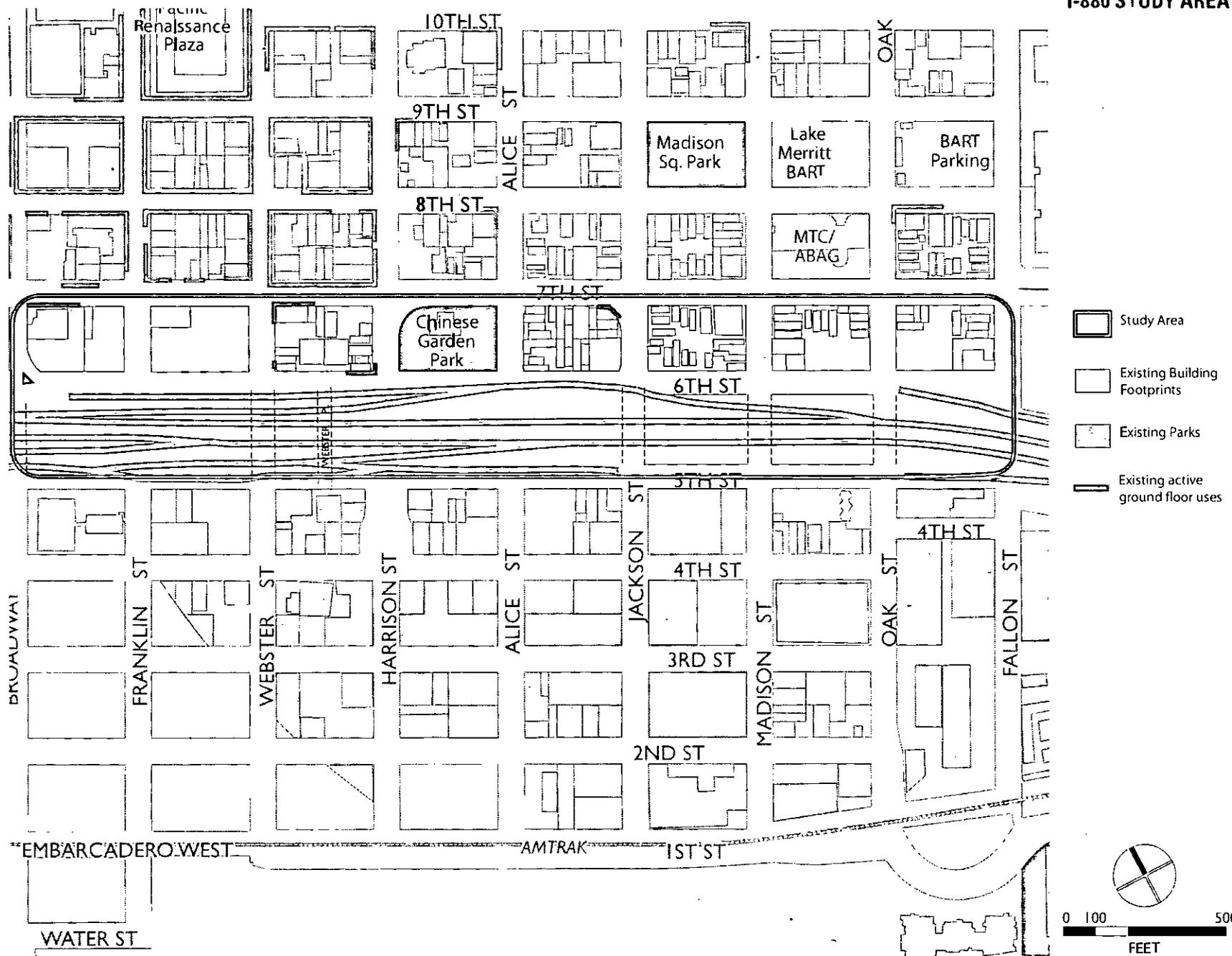


Figure 2.4:
I-880 STUDY AREA



2.5 BART Station Area

EXISTING CONTEXT

The BART Station Area is located at the center of the Planning Area and includes the Lake Merritt BART station, which is accessible at Oak and 8th and 9th streets; the underground portion of the station runs beneath the two BART blocks bound by Madison, Fallon, 8th and 9th Streets. Aboveground, the two BART blocks include a parking lot (between Fallon and Oak) and plaza space with small ancillary facilities either in existence or under construction (between Oak and Madison). The only block in this study area that is developed is the MTC/ABAG block which includes a four-story office building. The fourth block in this study area is Madison Square Park, which is a full-block park widely used by the Tai-Chi community.

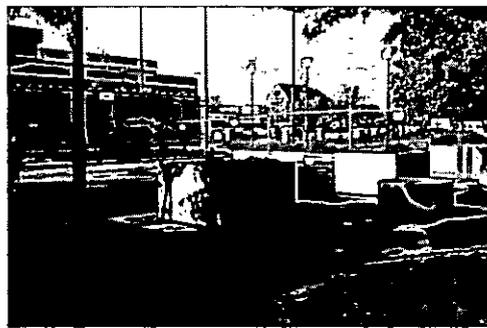
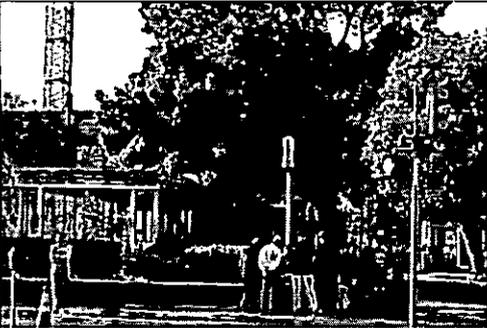
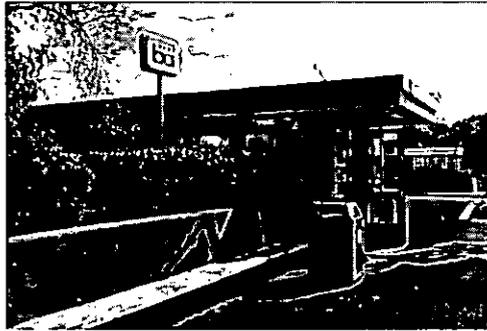
VISION AND BIG IDEA

The Plan envisions development of the BART blocks, in coordination with the MTC/ABAG block if it becomes available, as a catalyst project that creates an active neighborhood hub and serves as part of an activated spine along 8th and 9th Streets connecting Laney College, the BART station, and the heart of Chinatown. Madison Square Park is a key community asset and open space, and the Plan will consider improvements that have been suggested by the community, including additional programming and amenities, while maintaining the full block of open space, to complement a major catalyst development adjacent to the Lake Merritt BART station.

Redevelopment of the BART blocks, as well as potentially the MTC/ABAG block, is envisioned to include high-density uses, such as office, residential, retail, and entertainment uses, to promote activity near the BART station, as well as provide community services, public uses, and amenities throughout the area. The BART blocks should act as a hub of vibrant businesses, possibly with some at-grade public open space and/or rooftop gardens to activate the area.

Station access should be coordinated and improved, including shuttle service stops, kiss and ride drop-off areas, and bus bays. Improving access around the station is discussed at greater length in Chapters 6 and 7. Street improvement concepts for Madison, Oak, 8th, and 9th streets, as described in detail in Chapter 6.

Attachment B



Photos:
BART STATION AREA

DRAFT PREFERRED PLAN

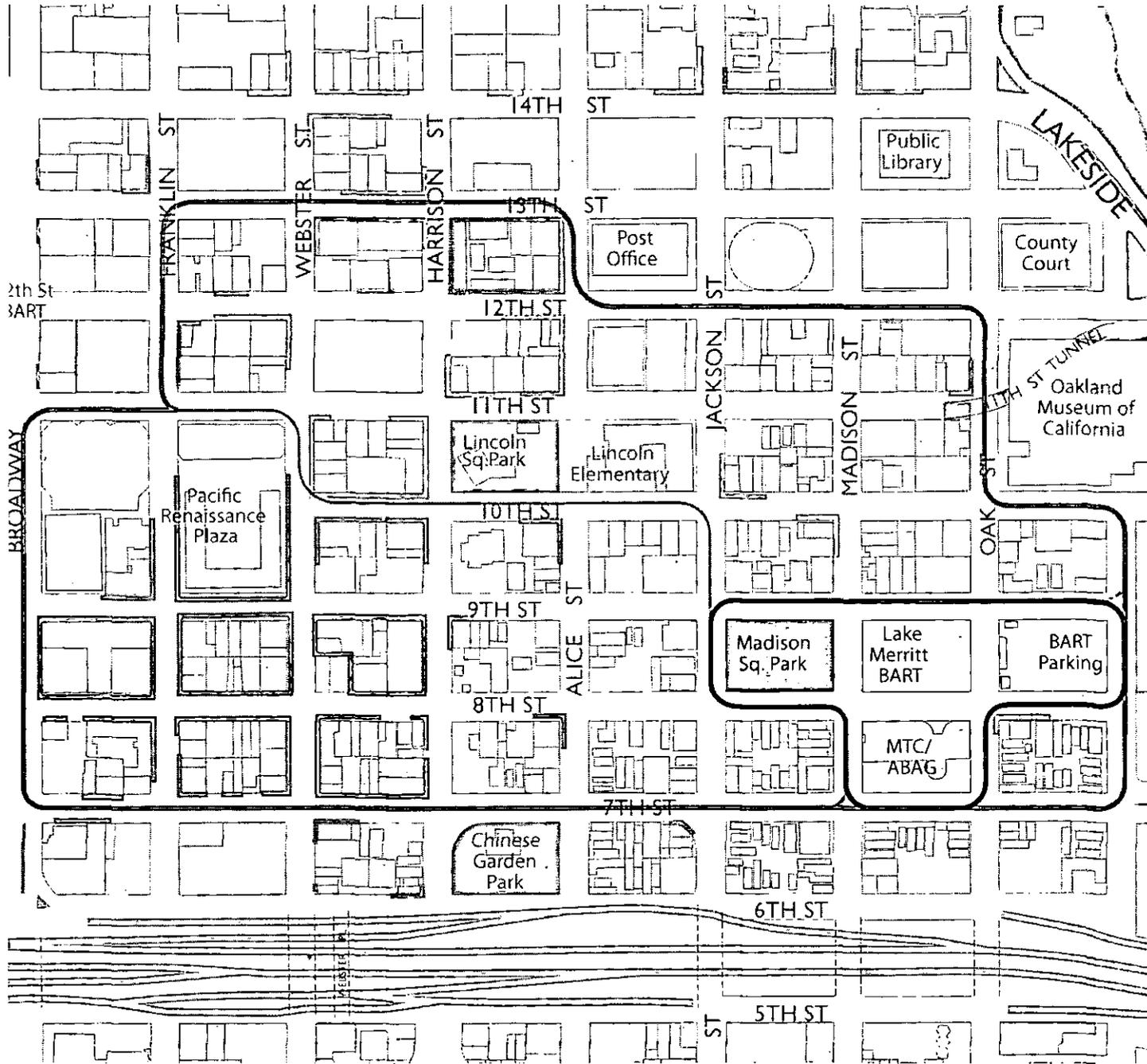
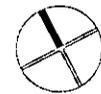


Figure 2.5:
BART STATION AREA STUDY
AREA

-  Study Area
-  Existing Building Footprints
-  Existing Parks
-  Existing active ground floor uses



2.6 Chinatown Commercial Center

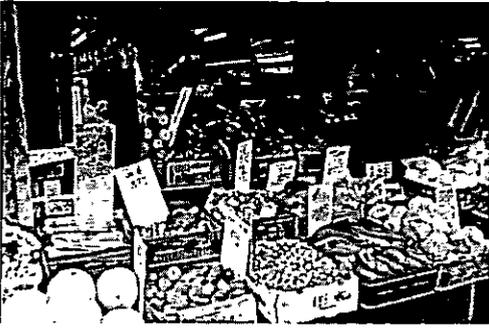
EXISTING CONTEXT

The Chinatown Commercial Center is a vibrant and active center for shopping, eating, and cultural services, as well as a historic district dating back to the middle/late 1800's. It acts as an important regional draw, particularly for the Asian community, drawing people in for shopping, festivals, services, and visiting family. Existing buildings house a range of diverse uses from retail shops and restaurants, groceries, community services, housing in a range of formats, banks, offices, churches, and cultural institutions. Buildings in this study area are typically one- to four-stories, with most of the historic buildings no more than two stories. However, newer development in the area includes several high-rise buildings between Broadway and Webster.

VISION AND BIG IDEA

The Emerging Plan will further enhance this existing community hub and regional destination with high-density commercial and residential uses. The Emerging Plan will ensure that new development is sensitive to the historic context of the neighborhood, and will seek to improve façades of existing buildings and streetscapes, improve access by all modes to the commercial core, improve the pedestrian experience, and improve business quality of life. Targeted improvements include improving loading regulations to reduce double parking and congestion, 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 that aim to improve the quality of the commercial district. Enhancements will seek to address local needs and enhance the vibrancy of one of the most successful retail districts in Oakland.

A key component of the vision for the Chinatown Commercial Center is to enhance the street network to improve pedestrian access and amenities. Streetscape improvements are recommended for all the streets in the Chinatown core, with detailed streetscape recommendations for several streets in this study area, including 8th, 9th, 10th, Alice, Webster, and Harrison streets, described in greater detail in Chapter 6.



Photos:
CHINATOWN COMMERCIAL CENTER PHOTOS

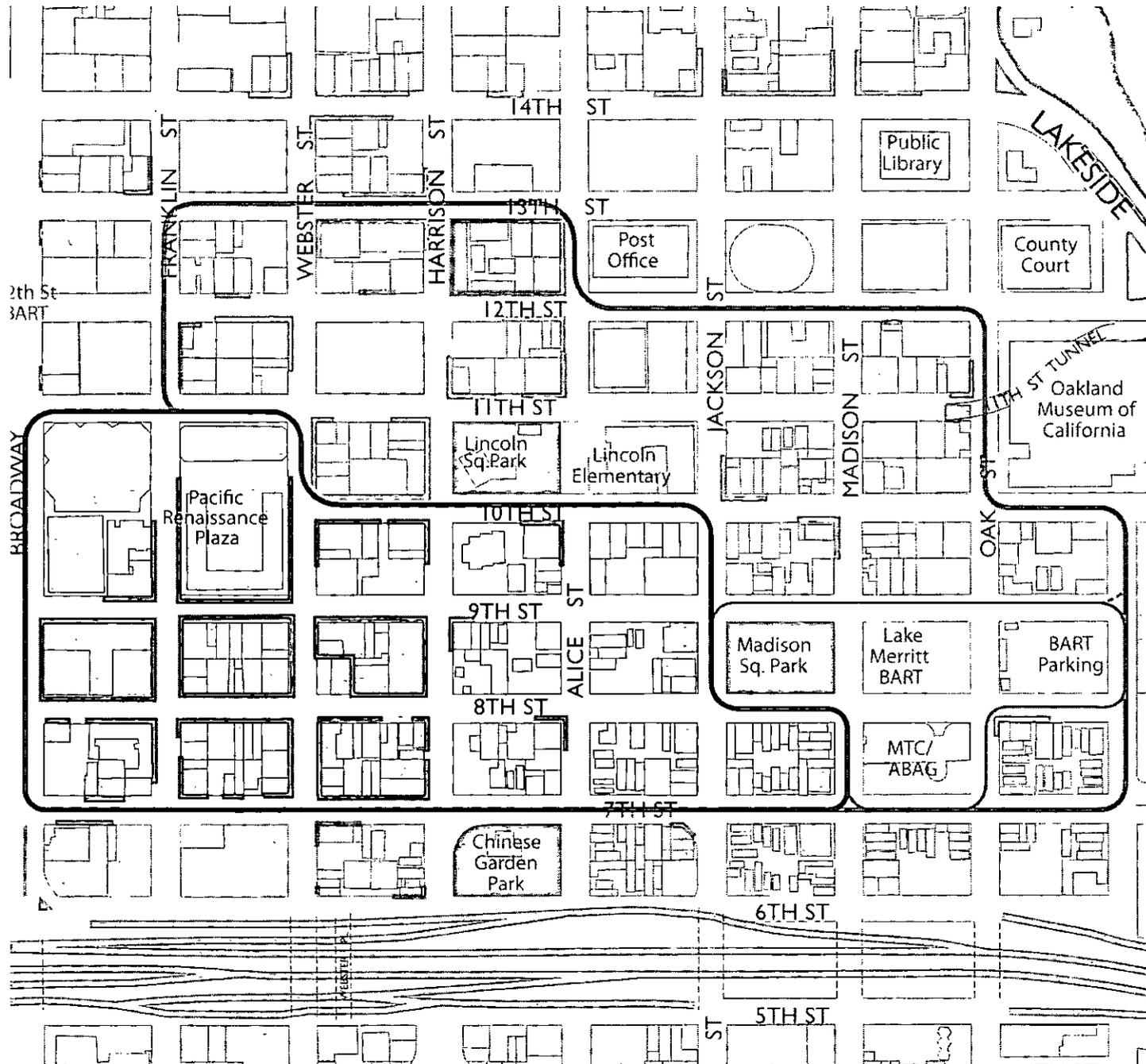


Figure 2.6:
CHINATOWN COMMERCIAL
CENTER STUDY AREA

-  Study Area
-  Existing Building Footprints
-  Existing Parks
-  Existing active ground floor uses



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FEET

2.7 Upper Chinatown

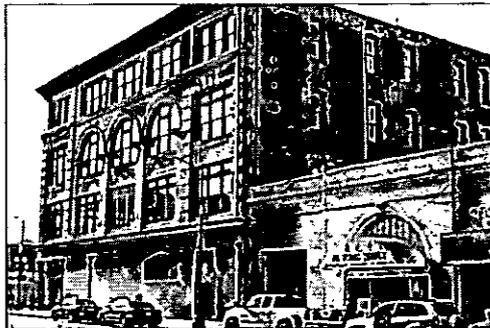
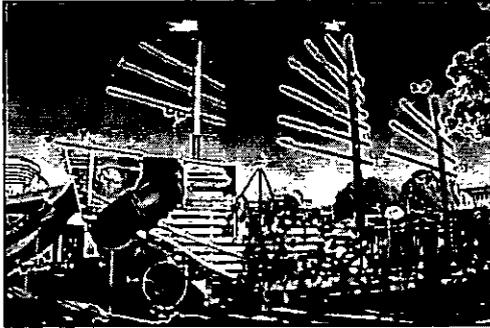
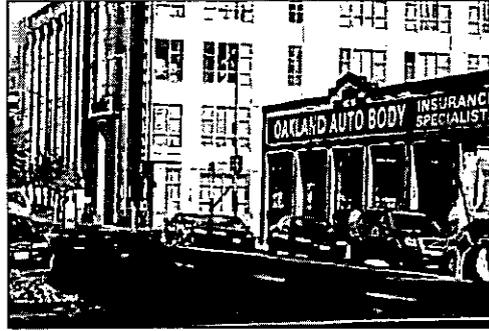
EXISTING CONTEXT

The existing character of the Upper Chinatown study area is that of an active urban neighborhood. There are a wide range of uses currently in the area, including residential, office, schools, and recreational space, with retail and restaurants on the ground floor in some places. Lincoln Square Park is a major asset and community destination, adjacent to Lincoln Elementary, an award-winning school and another key asset of the Planning Area. 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 study area also includes several opportunity sites.

VISION AND BIG IDEA

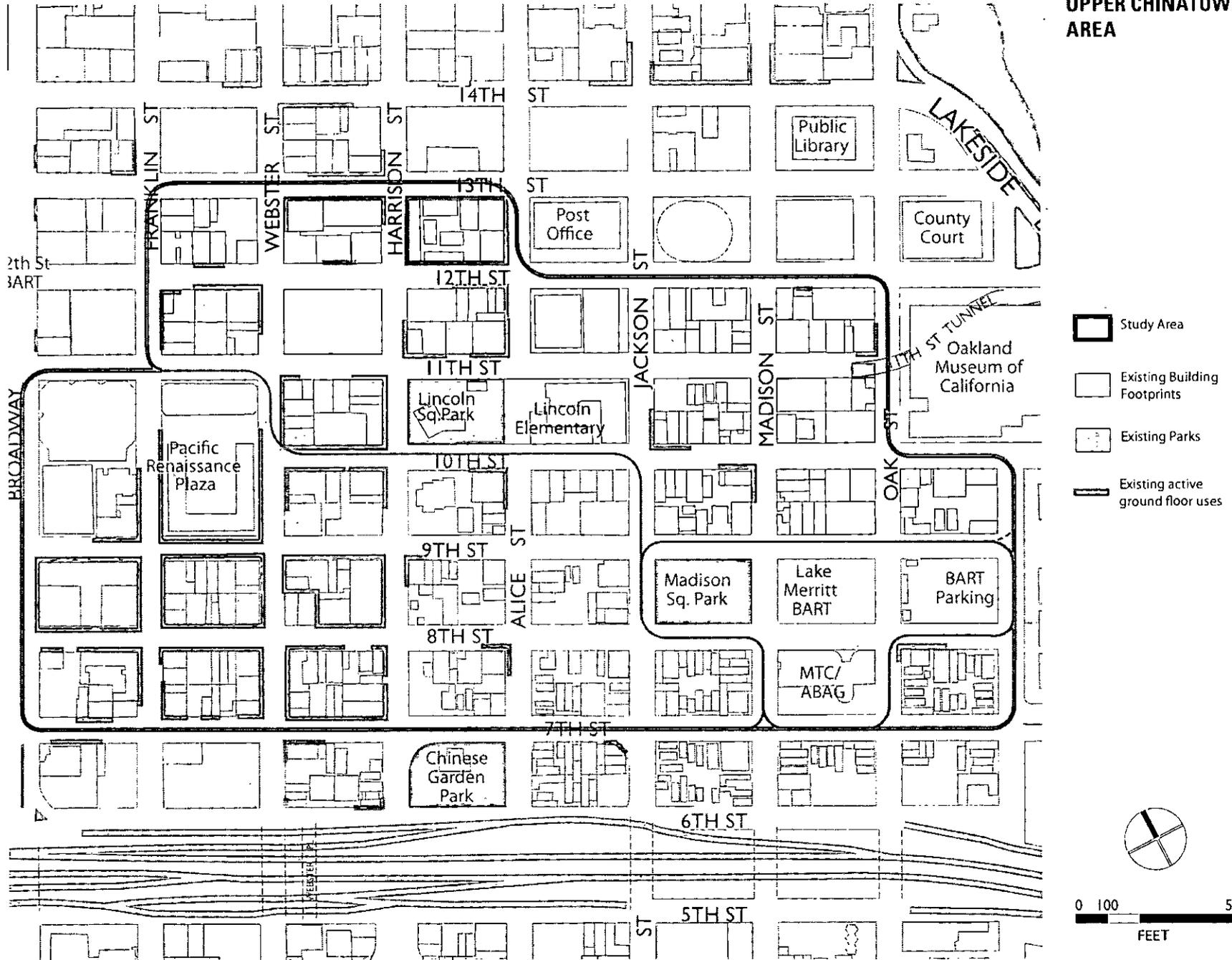
The Upper Chinatown area is envisioned as becoming an intensified urban area for living with new high-density housing and accompanying retail, restaurants, commercial uses, and publically accessible open spaces to complement Lincoln Square Park and Recreation Center. Active uses at the ground floor and more day-time uses and residences will help to activate the area at all hours, making a safer and more vibrant neighborhood. Buildings on one-half to full-size blocks are likely to include at least one high-rise. Buildings on smaller sites are likely to be mid-rises.

Attachment B



Photos:
UPPER CHINATOWN PHOTOS

Figure 2.7:
UPPER CHINATOWN STUDY
AREA



3 Summary of Development Potential

This chapter provides an overview of development potential in the Planning Area, including a summary of market demand, development potential by opportunity sites, potential job generation, market feasibility, and summary of architectural and site planning issues.

3.1 Summary of Market Demand Analysis

The following summary of Market Demand Analysis is based on the *Market Opportunity Analysis* report completed by Conley Consulting Group (CCG) in June 2010. The report addresses the market forces that impact future development in the Station Area. The Lake Merritt Station Area Plan is intended to govern changes in the Planning Area between 2010 and 2035, many of which will be incremental and gradual. This market study references the Bay Area growth projections prepared by the Association of Bay Area Governments (ABAG), in the context of the specific market forces affecting this portion of Oakland. The Station Area Plan will consider the environmental, including socioeconomic, impacts of changes in the Planning Area.

Economic Context

The *Market Opportunity Analysis* was written in the winter of 2009-2010, when the U.S. and local economies remained in the grip of a deep and protracted global recession. While there are some indicators that the recession, which started in late 2007, may be abating, the collapse of demand across many economic sectors persists into 2011. The recession has impacted the availability of capital (both equity and debt) to fund development, and depressed property values have rendered new development of most land uses infeasible in the near term. In the absence of some currently unforeseen factor that emerges and accelerates the projected slow recovery, it is CCG's judgment that the after-effects of the recession will linger, depressing development activity for several years. For many economic sectors, the recession has brought activity back down to levels that were originally achieved and passed in the beginning of the 21st Century.

Regional policy favoring growth in the urban core areas, rather than continued suburban and exurban outward expansion, suggests that Oakland should receive a larger share of the East Bay's future growth than has historically been the case. ABAG's projected population growth through 2035¹ would require more new development than was captured during the recent

¹ Association of Bay Area Governments (ABAG), Projections 2007.

housing boom for both the city as well as the Planning Area. By the end of the planning period, projected employment growth for the city would require a future total inventory of 31.5 million square feet (SF) of office space, compared to a current Oakland inventory of less than 14 million SF.

It will be a challenge to achieve these projected growth levels, as delayed development activity in the near term may impact the ability to achieve the robust development projections over the longer term.

Chinatown

The Planning Area includes Chinatown, which is a unique and rich environment, with a wealth of cultural, social, medical, residential, retail and social resources. Chinatown's commercial uses are concentrated in the four city blocks bounded by 7th, 9th, Franklin and Harrison streets. In a less concentrated manner Chinatown's commercial district influences a wider area from I - 880 to 11th Street, and from Broadway to Harrison. Chinatown remains one of the city's most vibrant neighborhood retail districts, and over the last three decades, Asian-oriented retail has spread eastward in Oakland along 12th Street and International Boulevard. In addition to the commercial concentration, Chinatown is a strong residential neighborhood which spans from Harrison to Fallon Streets and from I - 880 to 11th Street.

As described in the project's Existing Conditions Report (2010), Chinatown's rich historical and consistent cultural context attracts residents and visitors, including the many churchgoers and regular patrons of the district's social and health resources. In addition, Chinatown attracts Asian residents from throughout the East Bay for cultural, health and educational services, as well as banking institutions catering to Asian customers.

Demographics and Population Projections

As of 2009, the Planning Area has an estimated population of 12,500 persons in 6,159 households, compared to the estimated 412,000 population and 157,000 households for the city as a whole. The Planning Area population is nearly 70% Asian, of which 84% are Chinese.²

Compared to the city as a whole, the Planning Area has relatively smaller households; more seniors; a larger proportion of renters; lower household incomes; and heavier reliance on public transportation.

The initial Market Opportunity Analysis conducted in 2010 considered the Alameda County Transportation Commission (ACTC) projections that were based on ABAG Projections 2007. This set of projections indicated that that by 2035, the ½ mile area around the Lake Merritt Station would grow by roughly 10,500 households and 7,300 jobs. For the city as a whole, ABAG projects an additional 54,000 households and 93,000 jobs in that period.³ More recent-

² Claritas Inc., 2009.

³ ACTC, ABAG, Projections 2007.

ly, ACTC projections have been updated to reflect ABAG 2009 projections, which are used in the comparative tables in Section 3.2.

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% of new housing unit development. Given excellent access afforded by many Oakland locations, including the Planning Area, there is a strong opportunity to develop housing in a Transit Oriented Development (TOD) format.

TOD housing appeals to members of the “Baby Boom” generation (born between 1945-1964, now predominantly empty nesters) who are attracted to amenity-rich urban locations as well as to members of “generation X” (born between 1965 and 1978) and “generation Y” (born 1979 to 1999), who 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.

When development of new housing in Oakland’s Central District resumes, we conclude:

- The Planning Area will face competition from more established neighborhoods, where enough units have already been planned or granted approvals to accommodate likely levels of new housing demand for the next 10 years or more.
- Initial developments in the Planning Area are likely to be low- to mid-rise buildings (below eight stories). High-rise housing development is unlikely for the next three to five years, due to financial feasibility and investment risk issues.

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.
- 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.

Accommodating projected household growth in the Planning Area will require intense development of sites beyond Chinatown, including sites above 11th Street and along the improved Estuary. These areas currently lack the neighborhood amenities, active streets and the character required to attract significant levels of development.

Creating a lively neighborhood character with active, pedestrian-friendly streets is a requirement for achieving significant growth in the housing stock outside of Chinatown in the next decade or so.

Retail

The Planning Area includes Chinatown, one of Oakland's strongest neighborhood retail districts. The most recent taxable sales report showed retail sales in the Focus Area, which is a subset of the Planning Area, at \$57 million (2008), representing the city's fifth largest neighborhood retail district in terms of sales. Since 1994, retail sales in Chinatown have grown at a much faster pace (84%) than for the city as a whole (1.74%). Chinatown is unique among Oakland's retail districts in that it regularly draws shoppers to Oakland from outside of the city. However, Chinatown faces increased competition from suburban stores targeting this customer base and from the growing suburbanization of the East Bay Asian population, thus maintaining the district's vitality should be 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. Attracting Downtown office workers and non-Asian Oakland residents to this successful commercial district should be a major goal of the Station Area Plan, and for the city.

Outside of Chinatown, the current lack of pedestrian activity and active street retail in the Planning Area is a constraint to attracting potential development to accommodate population or employment growth in the Planning Area.

Untapped sources of support for retail in the Planning Area include:

- Projected growth of up to 38,400 residents by 2035, who could support an additional 414,000 SF of new retail.
- Projected growth of up to 7,300 new employees by 2035, who could support additional eating and drinking, service, and specialty retail.
- The 15,000 commuting students and 400 faculty and staff members of Laney college, which may be augmented by the addition of residential facilities for the growing enrollment of foreign and out-of-Bay Area students. The college-related demand is for casual dining, cafes, bars, and food to go.

With the possible addition of an entertainment anchor related to the college, there would be an enhanced nighttime draw of city residents to the area, further enhancing the Planning Area opportunities for restaurants and night clubs.

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 (See Figure 1.1), and the emerging center at Jack London Square. Although office workers currently patronize Chinatown food establishments, the Planning Area lacks the employee-oriented shopping, dining, lodging, and infrastructure amenities necessary to attract Class A office development.

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

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

Hotel

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. The city's hotels have certainly been impacted by the recent recession. Given the hotel sector's small size, each new property represents a major change in the city's inventory, thus increasing the market risk. The Planning Area includes one first-class hotel, the Marriott Courtyard located on Broadway at 8th Street.

The most probable opportunity to expand the city's hotel sector is from increased corporate demand from an expanded employment base. There are currently four proposed future hotel developments in Oakland which would add 760 rooms to the city's existing inventory of 3,800 first class rooms. Thus, this opportunity will follow recovery and expansion of the city's economy, and is likely after 2020.

Sites in the Planning Area with water views overlooking Lake Merritt or the Estuary would be excellent hotel development opportunities, and would be competitive with other Oakland locations for new first-class hotel development. Given the proposed competition, it is likely that only the strongest potential site(s) would be developed for hotel use.

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.

Planning Area Market Opportunity

The amount of new development supported by market dynamics in the Planning Area over the planning period is summarized in Table 3.1 below.

Table 3.1 Planning Area Development Opportunity (2010-2035)

<i>Product Type</i>	<i>Next Decade (2010-2020)</i>	<i>Remaining Period (2020-2035)</i>	<i>Total New Demand</i>
Residential (Units)	900-2,500	3,450-8,000	4,350-10,500
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

3.2 High and Low Development Potential

As described in Chapter 1, opportunity sites for development were identified in order to make an assessment of the type and amount of development potential in the Station Area. The potential development identified for each opportunity site (shown in Figure 3-1) under the Preferred Plan was determined based on a variety of factors, including market dynamics, building feasibility and conceptual Plan policies (as discussed and refined by the Community Stakeholder Group). These numbers are compared with regional growth projections and the market opportunity assessment, which help guide the development potential, though actual numbers are based on opportunity site capacity.

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. Use of opportunity sites allows a 'best guess' analysis of what the potential development will be in the planning area.

Assumptions used in calculating development potential include:

- **Public Open Space** is included throughout the Planning Area, and is estimated in acres. A 10% park contribution is assumed for all sites over a half-block (0.7 acres) in size, with a few exceptions:
 - o Scenario 1 for the BART blocks includes additional open space, including a half-block plaza on the BART Station Block, and smaller public open spaces on the BART Parking lot (15% of the site), and the MTC/ABAG block (25% of the block).
 - o Four large block sites are identified as including 15% park space as a community benefit (sites 6, 8, 11, and 15, for illustrative purposes).
 - o Finally, new regional park space is shown along the Lake Merritt Channel, with higher park area reflecting set-backs and open space along the channel. See Chapter 5 for more detail on the strategy for Parks and Open Space.
- **Percent of Lot Built** identifies the portion of the lot assumed for development. This includes an assumption of setback above a base height. In most cases, this is assumed to be 70 percent. This coverage is less for sites along I-880 (60 percent) in order to account for increased setbacks away from the highway. On full blocks, coverage is assumed to be 65 percent.
- **Housing Density** is assumed to range from 130 to 160 housing units per acre for mid-rise development, and from 300 to 484 housing units per acre for high-rise development. These assumed densities are used to determine the low and high housing unit estimates.
- **Office** numbers are developed based on an assumed footprint and the number of stories.

- **Retail** is assumed to be at the ground floor only for the majority of sites, focused along key retail streets; the average assumption for ground floor retail is 35% of a site. Some sites have slightly higher or lower retail assumptions based on the portion of the site that fronts onto retail streets. The exception to the ground floor rule is on the BART blocks where two stories of retail are included in Scenario 2 on the BART Station block.⁴
- **Net New Development** includes the subtraction of any existing uses on sites that are not vacant or parking lots.
- **Development potential compared to regional projections** includes only the Traffic Analysis Zones that correspond to the focus area. The larger 1/2 mile study area corresponds to a larger projected population and job increase per ABAG and ACTC.

A comparative summary of net new projected development is shown in Table 3-2. The following findings are shown in Table 3-2:

- The low estimate for residential units is very close to the low end of the Market Opportunity Analysis.
- Due to the continuing collapse of demand across many economic sectors persisting into 2011, the high estimate for residential units in the Preferred Plan is only about half the high estimate contained in the 2009-2010 Market Opportunity Analysis.
- The high and low Preferred Plan unit potential straddles the ACTC growth projections.
- Non-residential development under the Preferred Plan would exceed the Market Opportunity Analysis for retail and for office, except in the high retail Market Opportunity projection.
- The Preferred Plan would exceed ACTC jobs projections.

Depending on actual market demand, less non-residential and more residential development could occur. Currently, no hotel uses are identified, though demand was identified in the Market Opportunity Report. This use could be further considered during the Draft Plan stage.

Detailed development potential by Site is shown in Table 3-3, and Figures 3-2 through 3-7 provide illustrative views of potential development. Note that these drawings are conceptual massing diagrams only, and do not represent actual design.

⁴ Scenario 2 was not analyzed in Chapter 7: Circulation, Access, and Parking; analysis will be conducted for the Draft Plan.

Table 3-2: Comparative Summary of Projected Development and Preferred Plan Potential Development, 2035

	<i>Housing Units</i>		<i>Square Feet Non-Residential¹</i>				<i>Jobs</i>	
	<i>Low</i>	<i>High</i>	<i>Office Low</i>	<i>Office High</i>	<i>Retail Low</i>	<i>Retail High¹</i>	<i>Low</i>	<i>High</i>
Preferred Plan (Net New)								
Central BART Blocks	439	949	324,000	744,000	62,000	141,000	987	2,263
Other Sites	3,183	4,612	1,289,277	1,289,277	251,790	251,790	3,492	3,492
TOTAL	3,621	5,560	1,613,277	2,033,277	313,790	392,790	4,479	5,755
Market Opportunity Analysis ²	4,350	10,500	1,160,000	1,264,000	207,000	414,000	3,518	4,295
Preferred Plan % of Market Analysis ⁴	83%	53%	139%	161%	152%	95%	127%	134%
ACTC Projections ³	4,933	4,933	n/a	n/a	n/a	n/a	4,169	4,169
Preferred Plan % of ACTC Projection	73%	113%	n/a	n/a	n/a	n/a	107%	137%

¹ The high estimate for Retail and Office are based on Scenario 2 for the BART sites, which includes high rise development on all three blocks and up to 2 stories of retail on the BART Station. The high retail and high office scenarios were not analyzed in Chapter 7: Circulation, Access, and Parking.

² The office number combines general office and local serving office.

³ ACTC Projections are based on ABAG Projections are 2009, Focus Area only (less than the ½ mile radius).

⁴ Note that the low Market Opportunity Analysis numbers are compared with low Preferred Plan totals and high Market Opportunity Analysis numbers are compared with high Preferred Plan totals.

Attachment B

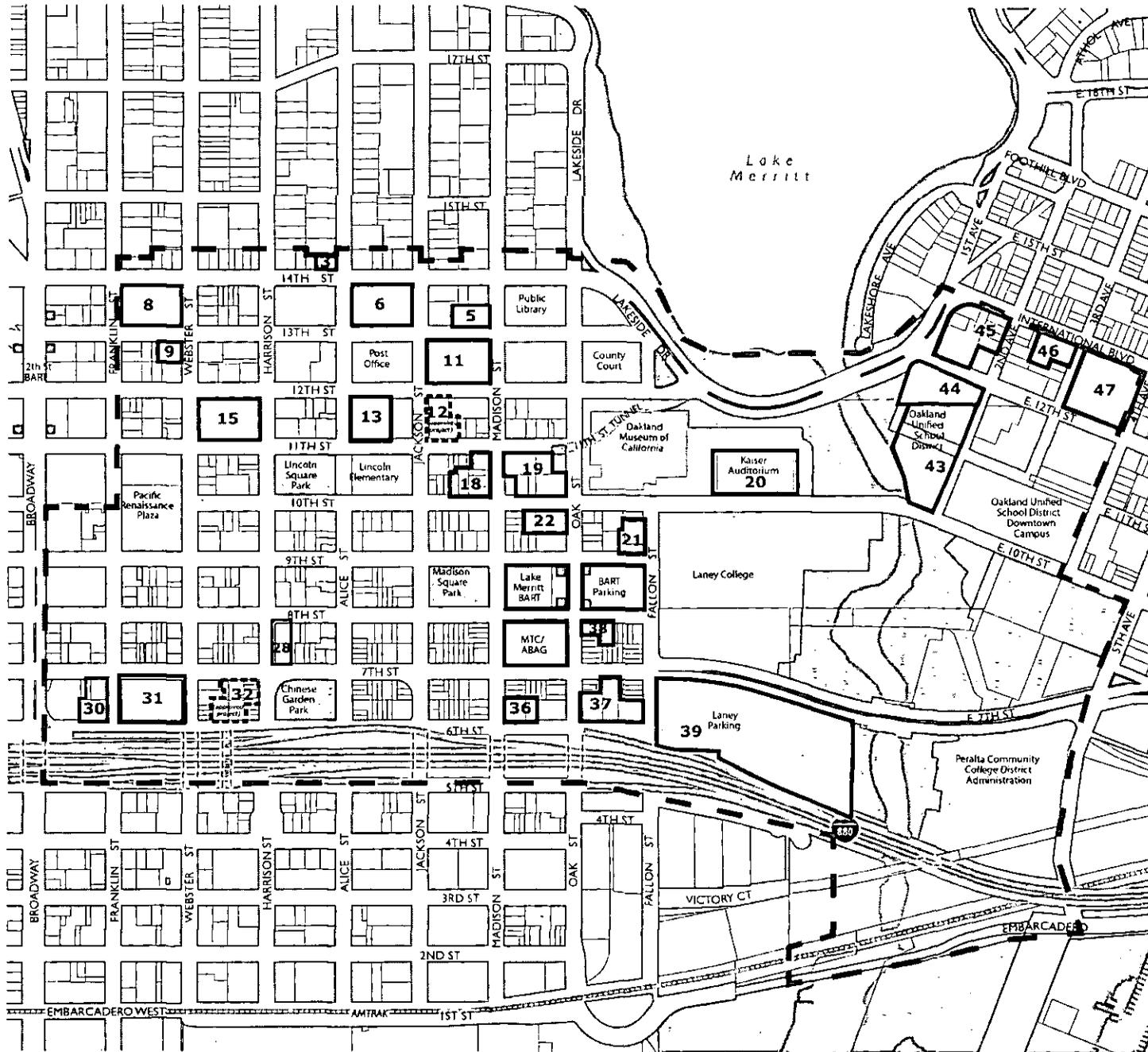
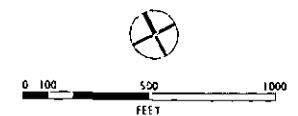


Figure 3.1:
POTENTIAL DEVELOPMENT SITES

- Focus Area
- 3 Opportunity Sites with Community Agreement or Vacant Sites
- 12 Approved Development (not yet under construction)



**Table 3.3-1:
PREFERRED PLAN
DEVELOPMENT POTENTIAL**

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	%COPT BUILT	BUILT ACRES	USES: Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUN. FACILITIES	EXISTING UNITS/SP	NETNEW UNITS (LOW)	NETNEW UNITS (HIGH)	NETNEW OFFICE	NETNEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AUTO SERVICES			
CENTRAL BART BLOCKS SCENARIO 1																								
BART Station	1.4	BART Admin	Mid-rise: 6-8 stories; Assume 8 stories, development on 1/2 of block	45%	0.6	Housing	82	101						82	101									
				35%	0.5	Retail/ Entertainment					21,000									21,000				
				50%	0.7	Park/Plaza							0.70											
BART Parking	1.4	BART Parking	High-rise: 9+ stories; Assume one 20 story tower	60%	0.8	Housing	252	407						252	407									
				35%	0.5	Retail					21,000								21,000					
				15%	0.2	Public Plaza							0.21											
MTC/AB AG	1.4	MTC/ABAG Offices	High-rise: 9+ stories; Assume two 20 story towers	25%	0.4	Housing	105	169						105	169									
				35%	0.5	Office (20 stories)				430,000				106,000			324,000							
				25%	0.35	Park						0.35												
				33%	0.5	Retail						20,000								20,000				
Subtotal Central BART Blocks Version 1							439	677	430,000	62,000	1.26		106,000	439	677	324,000	62,000							
CENTRAL BART BLOCKS SCENARIO 2																								
BART Station	1.4	BART Admin	High-rise: 9+ stories; Assume two 23 story towers	66%	0.9	Office (21 stories)			850,000							850,000								
				56%	0.9	Retail/ Entertainment (two stories)					80,000								80,000					
				10%	0.1	Park/Plaza							0.14											
BART Parking	1.4	BART Parking	High-rise: 9+ stories; Assume one 20 story tower	70%	1.0	Housing	294	474						294	474									
				65%	0.9	Retail					40,000								40,000					
				10%	0.1	Public Plaza							0.14											
MTC/AB AG	1.4	MTC/ABAG Offices	High-rise: 9+ stories; Assume two 20 story towers	70%	1.0	Housing	294	474						294	474									
				10%	0.14	Park						0.14		106,000				(106,000)						
				35%	0.5	Retail						21,000								21,000				
Subtotal Central BART Blocks Version 2							588	949	850,000	141,000	0.42		106,000	588	949	744,000	141,000							

Table 3.3-2:
PREFERRED PLAN DEVELOPMENT
POTENTIAL CONTINUED

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	% LOT BUILT	BUILT ACRES	USES Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (Acres)	COMMUN. IN FACILITIES	EXISTING UNITS/SP	NET NEW UNITS (LOW)	NET NEW UNITS (HIGH)	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AUTO SERVICES			
OTHER SITES WITH COMMUNITY FEEDBACK AGREEMENT OR VACANT SITES																								
3	0.2	Parking Lot	Mid-rise: 6-8 stories	70%	0.1	Housing	15	19						15	19									
				35%	0.1	Retail					3,000									3,000				
5	0.4	Parking Lot	Mid-rise: 6-8 stories	70%	0.3	Housing	35	43						35	43									
				20%	0.1	Retail					3,000									3,000				
6	1.4	Parking lot	High-rise: 9+ stories; Assume 20 stories	65%	0.9	Housing	273	440						273	440									
				35%	0.5	Retail					21,000									21,000				
				15%	0.2	Park							0.21											
8	1.4	Structured parking lot	High-rise: 9+ stories; Assume 20 stories	65%	0.9	Housing	273	440						273	440									
				35%	0.5	Retail					21,000									21,000				
				15%	0.2	Park							0.21											
						Public parking (8 stories)																		
9	0.3	Parking Lot	Mid-rise: 6-8 stories	70%	0.2	Housing	25	31						25	31									
				20%	0.1	Retail					2,000									2,000				
11	1.4	Structured parking lot	High-rise: 9+ stories; Assume one 20 story tower	33%	0.5	Office (20,000 sf/floor in one tower)			400,000							400,000								
				20%	0.3	Retail					12,000									12,000				
				15%	0.2	Park							0.21											
				33%		Public parking																		
12	0.5	Vacant (planned housing)	Mid-rise: APPROVED AFFORDABLE HOUSING PROJECT	n/a	n/a	Approved Affordable Housing Project	68	68					68	68										
13	0.8	Developed one story parking	Mid-rise: 6-8 stories; Assume 12 stories with CUP	70%	0.56	Office			290,000							290,000								
				20%	0.16	Retail					7,000									7,000				
				10%	0.1	Park							0.08											
15	1.4	Developed one story: charter school and parking	High-rise: 9+ stories; Assume one 20 story tower above mid-rise base	65%	0.9	Housing	273	440						273	440									
				35%	0.5	Retail					21,000									21,000		(23,998)		
				15%	0.2	Park							0.21											

Table 3.3-3:
PREFERRED PLAN DEVELOPMENT
POTENTIAL CONTINUED

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	LOT BUILT	BUILT ACRES	USES Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUNITY FACILITIES	EXISTING UNITS/SP	NET NEW UNITS (LOW)	NET NEW UNITS (HIGH)	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AMND SERVICES		
18	0.7	Parking + developed one story	Mid-rise: 6-8 stories	70%	0.5	Housing	64	78					30	34	48								
				65%	0.5	Retail					20,000								20,000				(4,000)
				10%	0.1	Park							0.07										
19	1.1	Developed one story	Mid-rise: 6-8 stories	70%	0.8	Housing	100	123					4	96	119								
				50%	0.6	Retail					24,000							24,000					(24,000)
				10%	0.1	Park							0.11										
21	0.4	Parking + developed one story	High-rise: 9+ stories; Assume 12 stories	70%	0.3	Housing	87	140						87	140								
				35%	0.1	Retail					6,000							(2,723)	6,000				
22	0.5	Developed one story	Mid-rise: 6-8 stories	70%	0.4	Housing	46	56						46	56								
				35%	0.2	Retail					8,000							8,000					(14,500)
28	0.5	Parking	Mid-rise: 6-8 stories	50%	0.2	Housing	30	37						30	37								
				20%	0.1	Office					30,000							30,000					
				35%	0.2	Retail					7,000							7,000					
30	0.5	Vacant	High-rise: 9+ stories; Assume 12 stories	60%	0.3	Housing	94	151						94	151								
				35%	0.2	Retail					8,000						8,000						
				50%	0.3	Parking																	
31	1.4	Developed two story building	High-rise: 9+ stories; Assume two high rise 25 stories	60%	0.8	Housing	252	407						252	407								
				35%	0.5	Retail					21,000						21,000					(83,725)	
				10%	0.1	Park							0.14										
32			High-rise: APPROVED PROJECT				380	380		9,110			0	380	380		9,110						
36	0.5	Vacant +one story	High-rise: 9+ stories; Assume 12 stories	70%	0.3	Office			160,000						160,000					(15,040)			
37	0.9	BART Maintenance, Auto Services, motel	Low and Mid-rise: 3 stories facing 7th and 6-8 stories facing 6th	50%	0.5	Office (8 stories facing			160,000							160,000			(33)		(1,019)		
				20%	0.2	Office (3 stories facing 7th Street)			20,000							20,000							
				10%	0.09	Park							0.09										

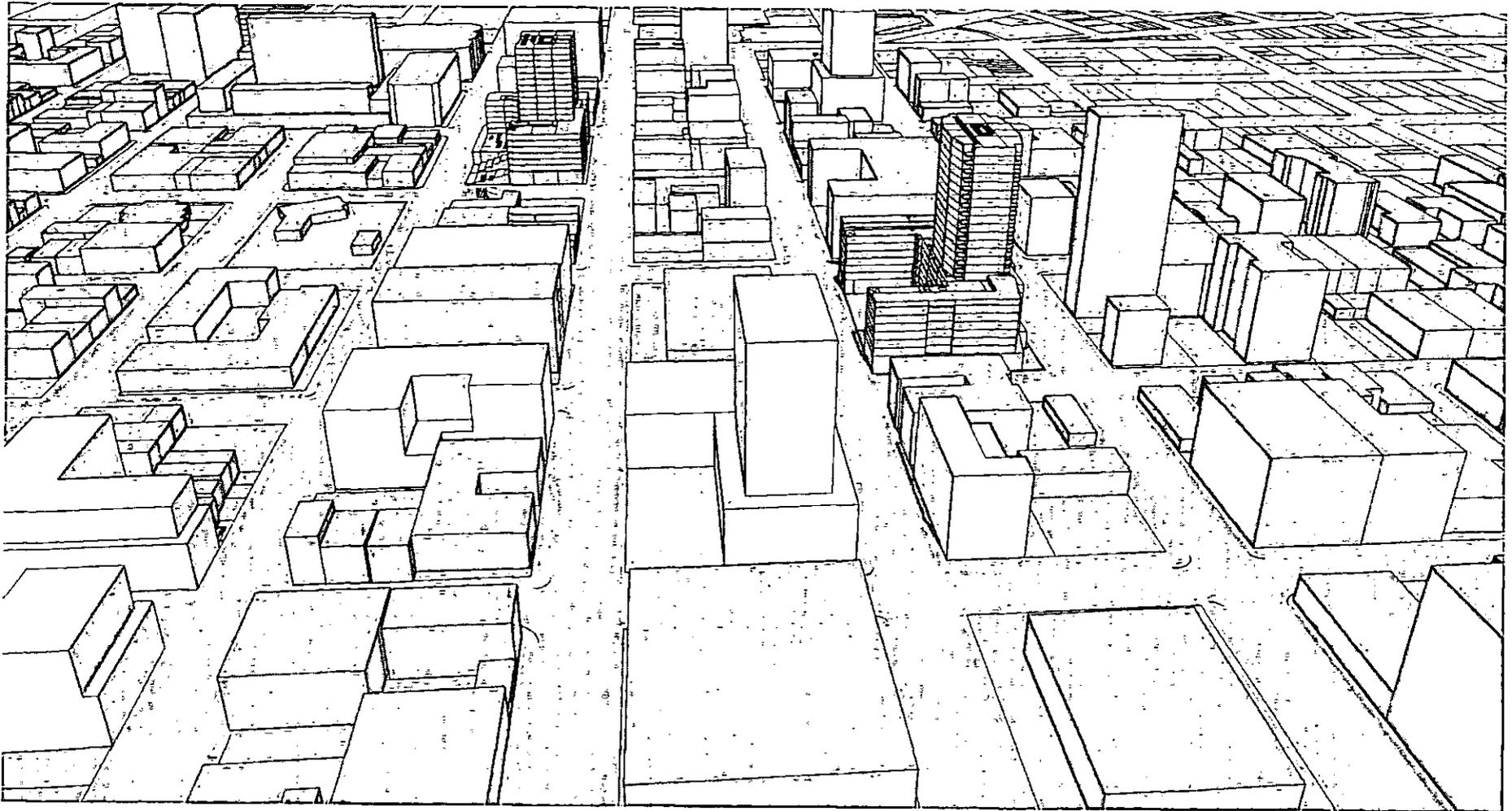
Table 3.3-4:
PREFERRED PLAN DEVELOPMENT
POTENTIAL CONTINUED

SITE	SITE ACRES	EXISTING USE	HEIGHT ASSUMPTION	%LOT BUILT	BUILT ACRES	USES: Emerging Plan	UNITS (LOW)	UNITS (HIGH)	SQUARE FEET OFFICE	SQUARE FEET RETAIL	PUBLIC SPACE (acres)	COMMUN. FACILITIES	EXISTING UNITS/SF	NET NEW UNITS (LOW)	NET NEW UNITS (HIGH)	NET NEW OFFICE	NET NEW RETAIL	LESS HOTEL ROOMS	LESS INSTITUTIONAL	LESS INDUSTRIAL	LESS AUTO SERVICES		
38	0.3	Developed 1-2 stories	Mid-rise: 6-8 stories	70%	0.2	Housing	27	34						27	34								
				35%	0.1	Retail					5,000				10,555			(3,000)	(5,555)				
39a	4.6	Parking lot	High-rise: 9+ stories	60%	2.8	Classrooms/ Office			240,000							240,000							
				5%	0.2	Retail/Community Apparatus					10,000							10,000					
				33%	1.5	Structured Parking																	
39b	4	Parking lot	Park (assumes all the parkland for the Laney site 39 along the channel)	65%	2.6	Park					2.6												
				35%	1.4	Public Use TBD							61,000										
43	3	Developed 4 story and 1 story	High-rise: 9+ stories; Assume 12 stories; park space along channel	60%	1.8	Housing	540	871							540	871						(112,410)	
				4%	0.1	Retail					5,000							5,000					
				30%	0.9	Park							0.9										
44	1.3	Vacant	High-rise: 9+ stories; Assume 20 stories	70%	0.9	Housing	273	440							273	440							
				35%	0.5	Retail					20,000							20,000					
				10%	0.13	Park							0.13										
45	1.5	Developed 1-3 stories	Mid-rise: 6-8 stories	70%	1.1	Housing	137	168					7	135	166						(75)		
				35%	0.5	Retail					23,000			8,765				14,235					
				10%	0.15	Park							0.15										
46	0.5	Parking and 1 story	Mid-rise: 6-8 stories	70%	0.4	Housing	46	56						46	56						(3,878)		
				25%	0.1	Retail	0	0			5,000							5,000					
47	2	Parking and 1 story	Mid-rise: 6-8 stories	70%	1.4	Housing	182	224							182	224					(26,202)		
				12%	0.2	Retail	0	0			10,000							10,000					
				10%	0.20	Park							0.20										
n/a	Varied	Channel Parks South of I-880, NE of I-880; 4 acre ON Park	n/a	n/a	Parkland					9													
Subtotal:							3,219	4,648	1,300,000	171,110	14.4	61,000		3,183	4,617	1,289,177	251,790	(108)	(250,213)	(29,540)	(29,019)		
TOTAL (BART Blocks Scenario 1)							3,657	5,325	1,730,000	331,110	15.6	61,000		3,621	5,289	1,613,177	313,790	(108)	(250,213)	(29,540)	(29,019)		
New Population (assuming 2 pp/unit)							7,315	10,649						7,243	10,577								
Future Population (including 12,052 existing residents)							19,367	22,701						19,295	22,629								
TOTAL (BART Blocks Scenario 2)							3,807	5,596	2,150,000	412,110	14.8			3,771	5,560	2,033,277	392,790	(108)	(250,213)	(29,540)	(29,019)		
New Population (assuming 2 pp/unit)							7,613	11,193						7,541	11,121								
Future Population (including 12,052 existing residents)							19,565	23,245						19,593	23,173								

Notes: - Existing Units/SF shows existing units and existing square feet of any uses that are also proposed on that site. For uses that are not proposed for the site, the reduction is shown in the corresponding column as negative square feet.

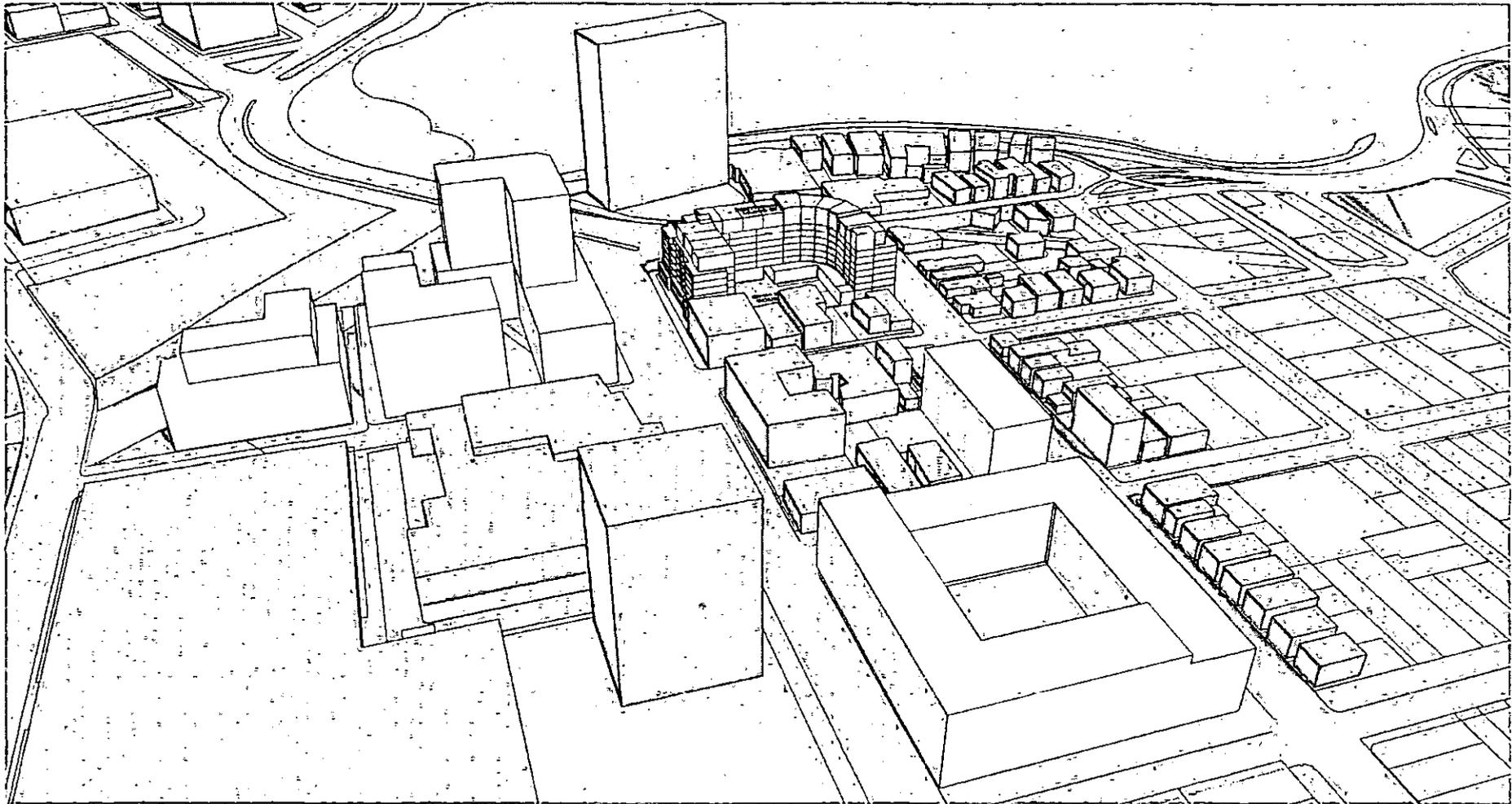
- Only Scenario 1 for the BART blocks was included in the transportation analysis in Chapter 7; further analysis will be conducted for the Draft Plan.

Figure 3.2:
**ILLUSTRATIVE VIEW OF
POTENTIAL DEVELOPMENT:
14TH STREET CORRIDOR**



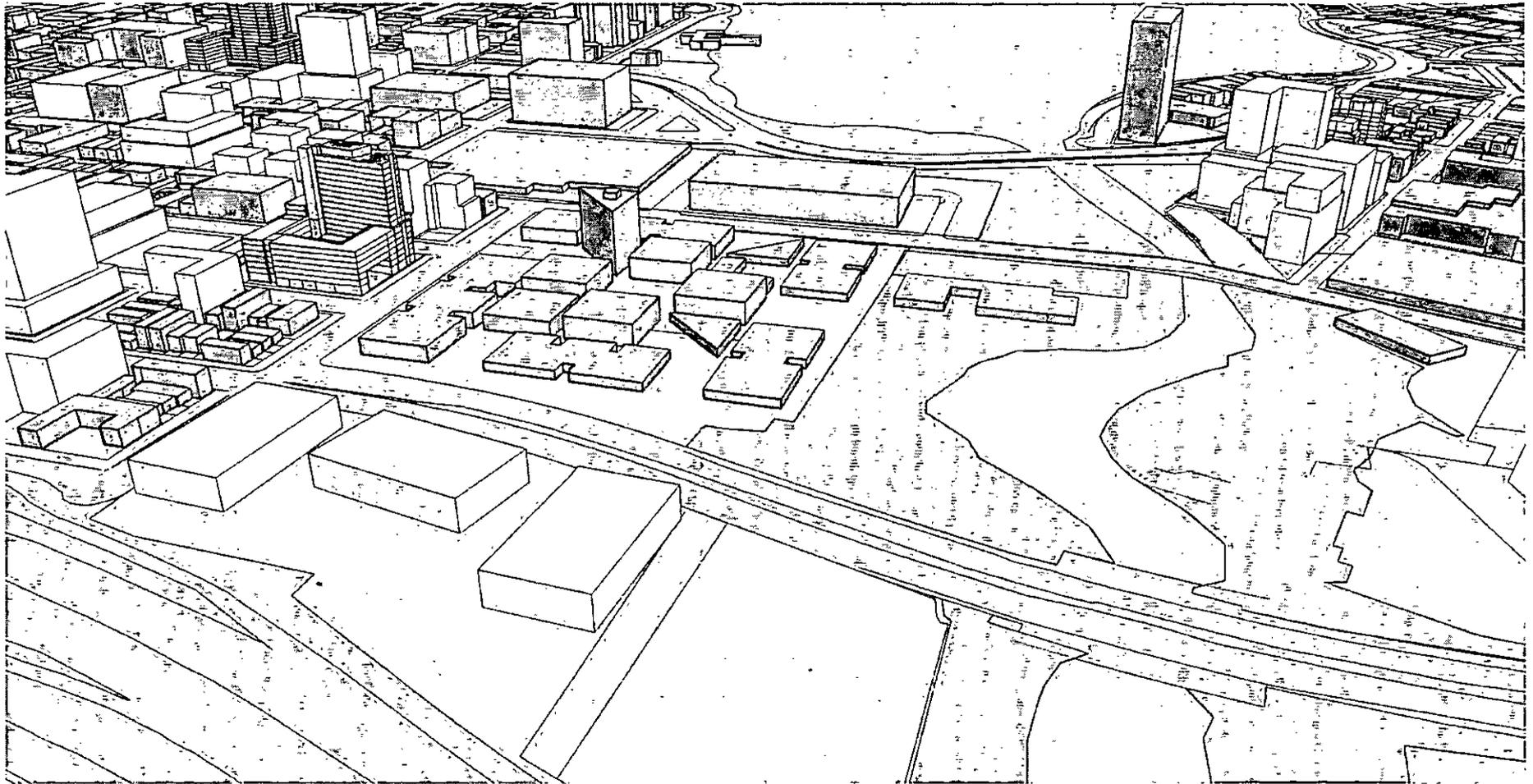
Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail. The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

**Figure 3.3:
ILLUSTRATIVE VIEW OF
POTENTIAL DEVELOPMENT:
EAST LAKE GATEWAY**



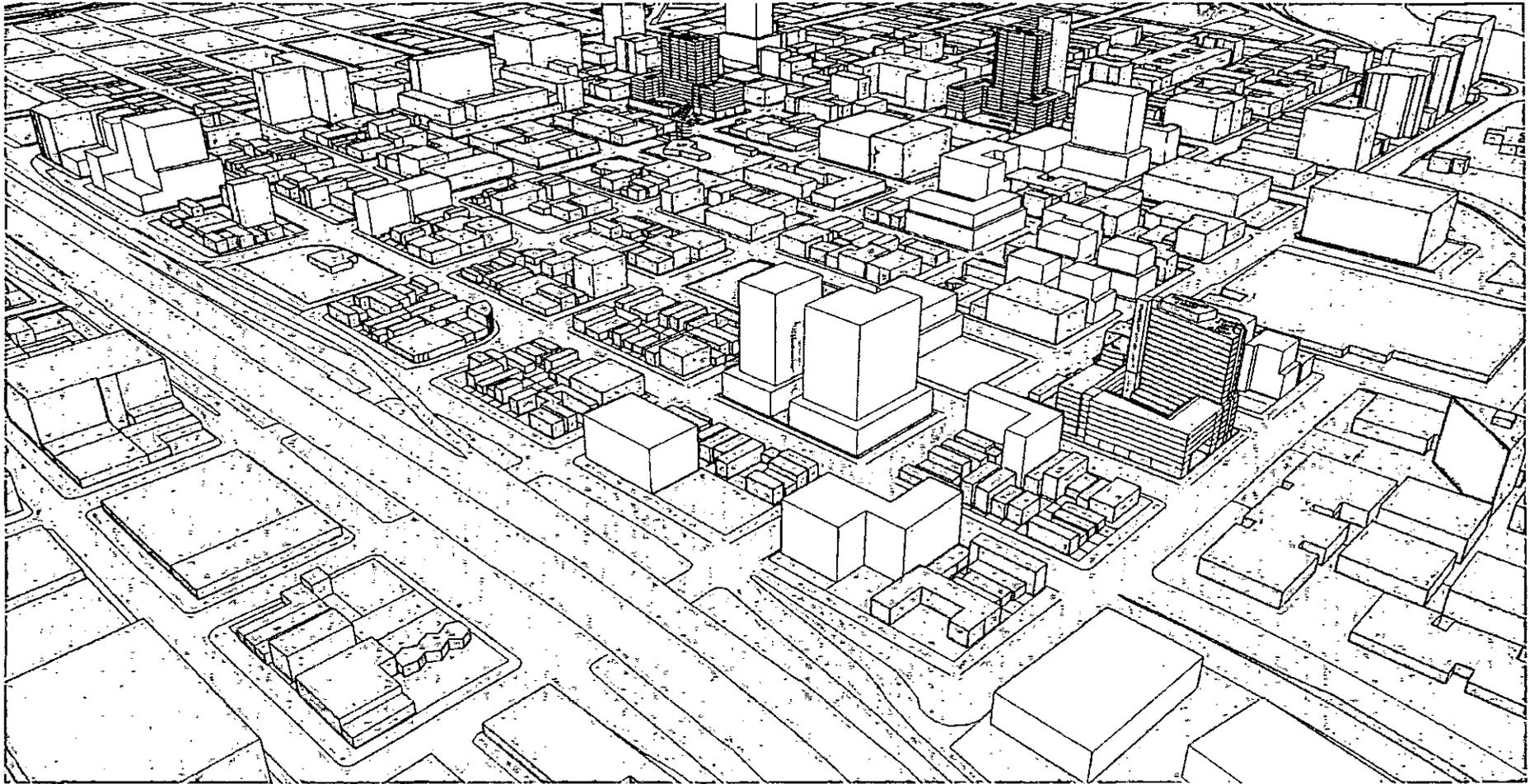
Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail. The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

**Figure 3.4:
ILLUSTRATIVE VIEW OF
POTENTIAL DEVELOPMENT:
LANEY/PERALTA**



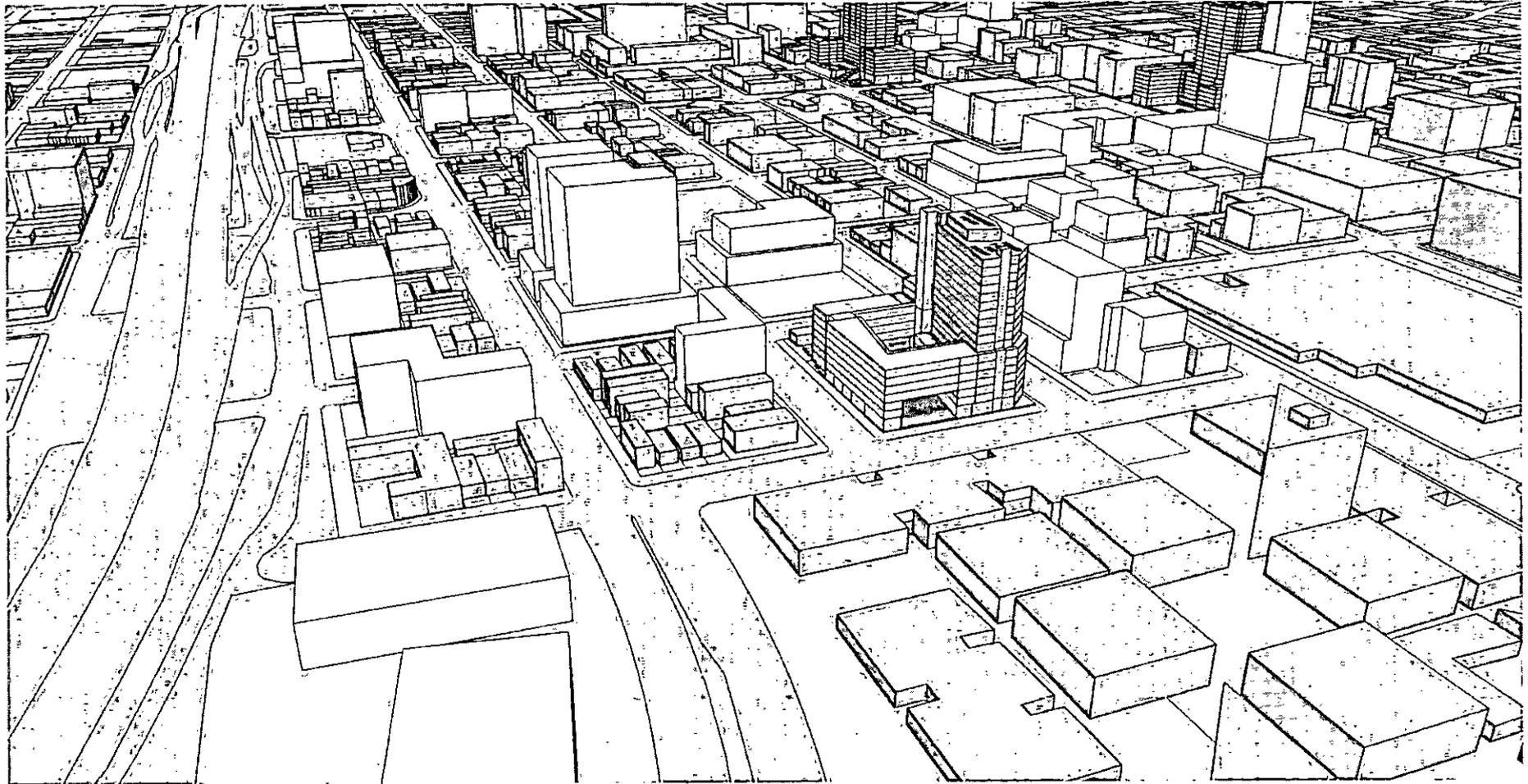
Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail. The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.5:
**ILLUSTRATIVE VIEW OF
POTENTIAL DEVELOPMENT:
I-880**



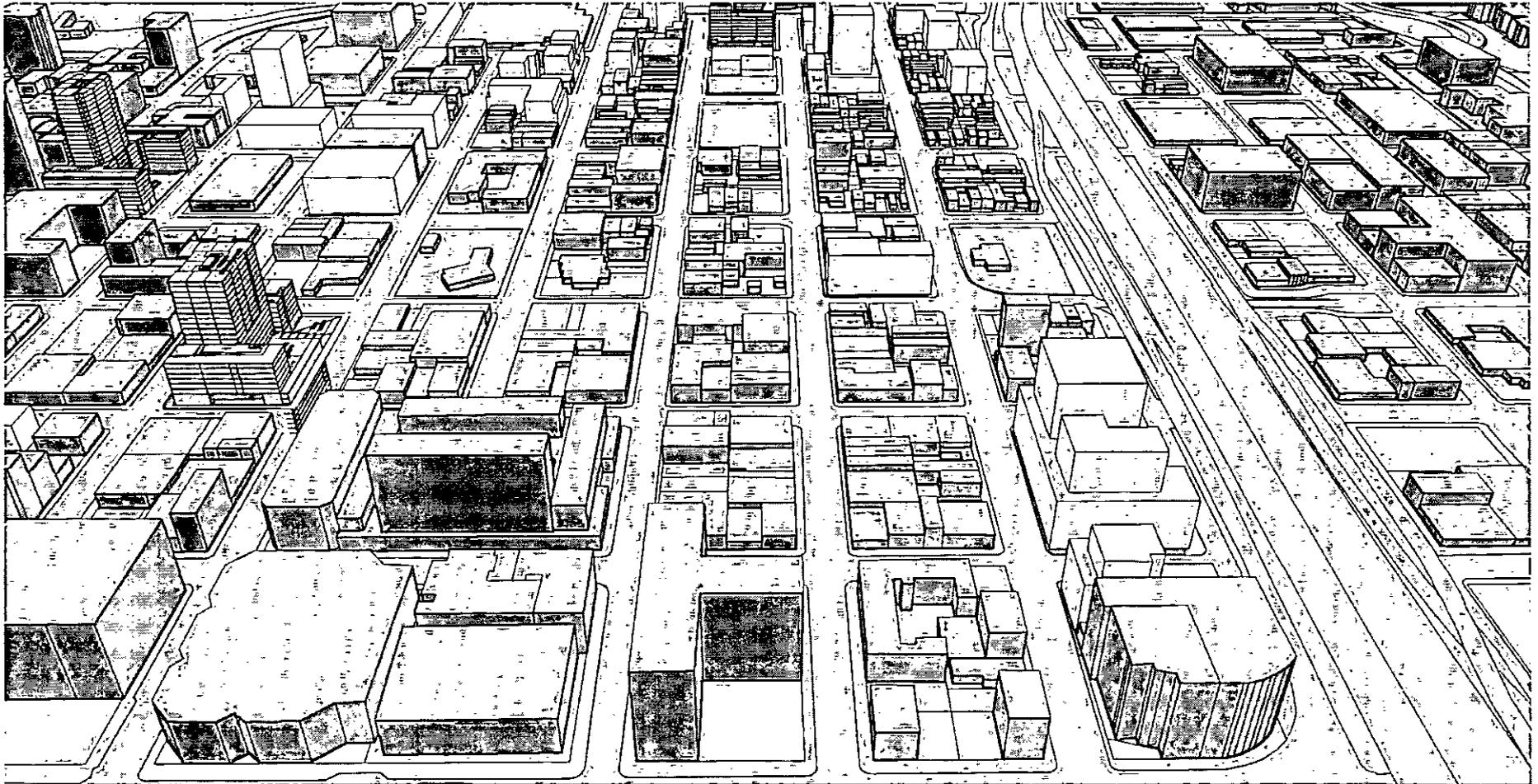
Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white, and colored buildings are full-block concepts studied in greater detail. The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.6:
**ILLUSTRATIVE VIEW OF
POTENTIAL DEVELOPMENT:
BART STATION AREA**



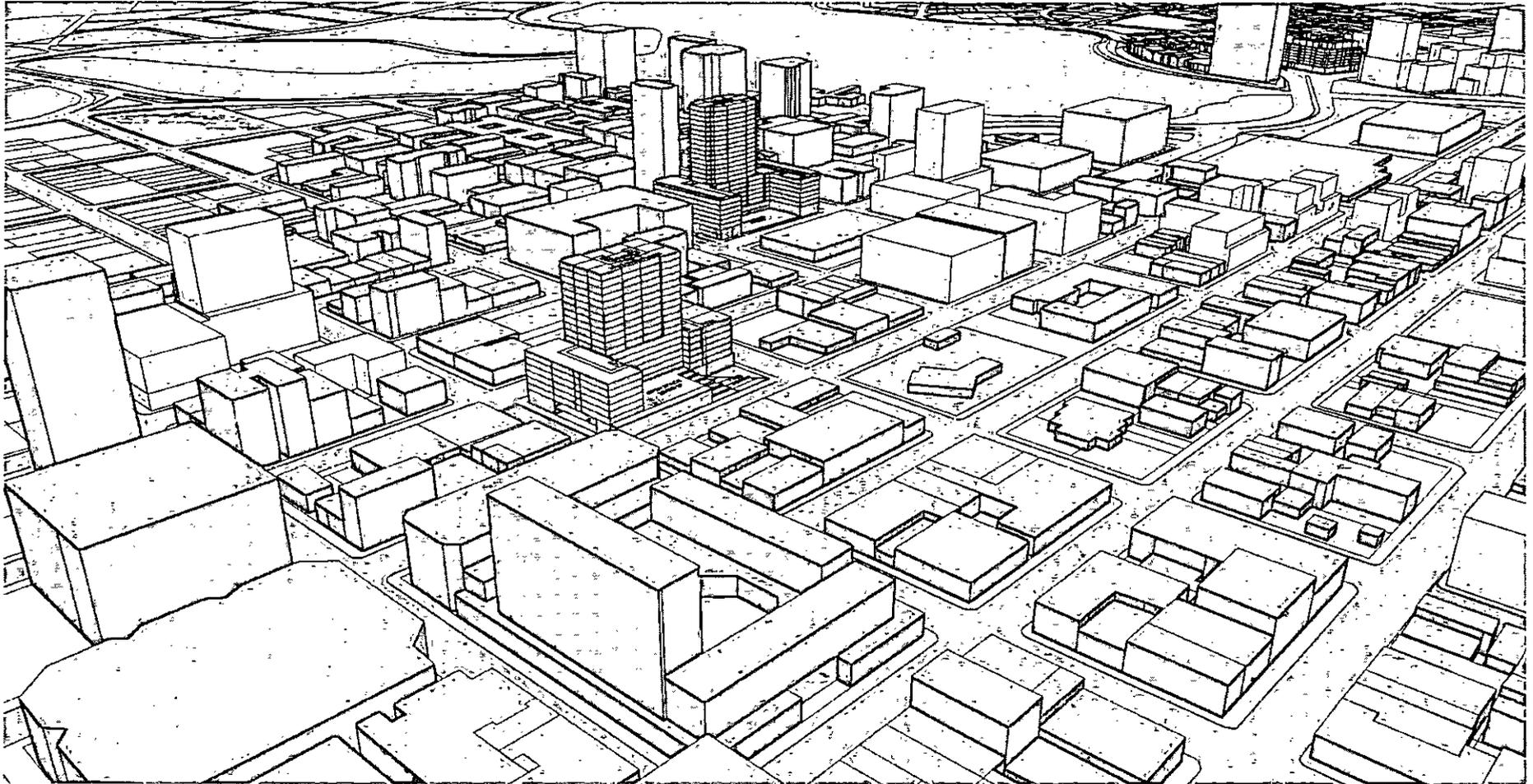
Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail. The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

**Figure 3.7:
ILLUSTRATIVE VIEW OF
POTENTIAL DEVELOPMENT:
CHINATOWN COMMERCIAL
CENTER**



Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail. The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

Figure 3.8:
**ILLUSTRATIVE VIEW OF
POTENTIAL DEVELOPMENT:
UPPER CHINATOWN**



Note: This illustrative view is of building massing only (not design), as originally developed in August 2011. Existing buildings are shown in grey, new buildings are shown in white; and colored buildings are full-block concepts studied in greater detail. The view illustrates only one possible outcome of new development. All drawings will be updated in the Draft Plan based on feedback received to date as well as through the formal review process.

3.3 Job Generation and Types of Jobs

The Station Area Plan could add an estimated 4,423 new jobs to the Planning Area, as shown in Table 3-4, slightly more than what is projected by ABAG. Note that this section considers the projected development and the number of jobs that new development could accommodate; it is not a plan for how to develop those jobs. Based on the identified development potential, the Plan would result primarily in the addition of new retail and office jobs, and at the expense of some existing auto and industrial jobs. While the job estimates shown in Table 3-4 reflect a decline in institutional jobs, it should be noted that these job estimates only reflect new jobs on opportunity sites and do not include jobs associated with Laney College or new jobs that may be associated with the proposed OUSD Downtown Educational Complex. 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.

Table 3-4: Preferred Plan Jobs by Type

<i>Type of Job¹</i>	<i>Low Development Potential</i>	<i>High Development Potential</i>
Office	4,033	5,083
Retail	897	1,122
Hotel	-54	-54
Institutional ²	-250	-250
Light Industrial	-74	-74
Auto Service	-73	-73
Total New Jobs	4,479	5,755

¹ Jobs are calculated based on the following assumptions: 1,000 square feet per institutional job, 400 square feet per light industrial, office, and auto services jobs, and 350 square feet per retail job. All estimates are "net new" potential.

² Institutional jobs only reflect changes on opportunity sites and do not include jobs associated with Laney College or new jobs that may be associated with the proposed OUSD Downtown Educational Complex.

Source: Conley, 2011; Dyett & Bhatia, 2011.

3.4 Market Feasibility Assessment

APPROACH

This section examines the conceptual financial feasibility of selected development prototypes evaluated in the Station Area Plan. The basic test of financial feasibility used in this assessment is 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, this assessment is based on current conditions and discusses the implications of possible future changes over the planning period.

RECESSION IMPACT

At the time this assessment was performed, the U.S. economy was still struggling to show definitive signs of recovery from the protracted effects of the deep recession which started with a rapid loss of economic vitality and a collapse of demand across most sectors in 2008. Unlike other downturns, the California economy has shown unusual susceptibility to the national economic malaise, with a higher unemployment rate and a steeper rate of home price collapse than the national norm. Although there are signs of emergent recovery and even growth in the tech-dominated Silicon Valley, for the most part by Fall 2011, the Bay Area remains in the depths of a deep recession, with the housing sector being the most severely impacted sector of both the national and Bay Area economy.

Housing values have declined sharply since the start of the recession, with 2011 sales prices in some parts of the plan area falling to only 35% of peak 2006 sales prices. With few exceptions, most housing developed since 2001 has been for-sale housing (although some distressed for-sale properties have been restructured financially and converted to rentals). A near-term return to housing prices that supported the mid-decade housing boom is not expected by most industry sources. Many analysts now predict that the first wave of housing construction post the current recession conditions will be designed to fill the rental housing demand from young adults entering the labor force and for aging Baby Boomers. The rate of future price and rent increases is dependent on complex demographic and economic factors and cannot be accurately predicted.

Since the start of the recession, the collapse in demand for new construction has led to a steep decline in contractor's construction cost bids, fueled largely by subcontractors bidding aggressively to capture low-end jobs to keep their doors open. Industry experts have recently suggested that the downward pressure on construction costs has abated, since there are now fewer active firms competing for business. Construction costs are no longer declining, but it cannot be known how contractors will respond to an increase in demand in the future when

the economy recovers and demand for new construction increases again. It is likely that construction costs and revenues will rise at different rates, which will impact the feasibility assumption below.

SCENARIOS REVIEWED

The development prototypes are summarized in Scenarios A through D, which are shown in Table 3-5. Scenarios A and B are full-block developments with a base of 6-story residential units over retail. These scenarios also include a 16-story high-rise tower. An underground parking garage is needed to accommodate the project's combined parking need of 380 spaces, and extends for most of the site. Thus, at this conceptual level, it can't be assumed that the buildings are built as independent developments. Although these scenarios include both mid- and high-rise structures, it is likely that both will be built with uniform high-rise construction costs. This project was originally tested at Site 6, which is east of Lake Merritt at the block bounded by 13th, Jackson, 14th and Alice Streets. As such the ground floor retail is located outside of Chinatown's prime commercial core area, which is generally concentrated along 7th to 11th Streets and between Franklin and Harrison Streets.

Scenario C is a conceptual eight-story mid-rise project with slightly larger unit sizes than assumed for the high-rise scenario. We assumed a 0.65 acre site on the outer edge of the existing commercial core area with 50% of the parking located in an underground garage and the remaining 50% located in an above ground structure.

Scenario D is a conceptual low-rise multifamily development on a half-acre site, with the parking located in an above-ground structure.

In each scenario the majority of the parking is provided for residents at a Transit Oriented Development (TOD) ratio of 1 per unit. The remaining parking serves the retail uses, assuming that an appropriate design solution is adopted to protect residents' safety and privacy in a shared parking structure.

Table 3-5: Scenario Descriptions

Scenario A: High/Mid Rise Condo						
Select Site: Site 6	1.40 Ac					
	Load			Average	# of	Density
	GSF	Factor	NSF	SF/Unit	Units	Units/Acre
Residential - Hi-Rise	150,000	25%	120,000	750	160	226
Residential - Mid-Rise	213,120	20%	177,600	1,138	156	
Retail	21,300	0%	21,300	21,300	1	
Housing Amenities	3,000	0%	3,000	3,000	1	
Open Space	15,000	0%	15,000	15,000	1	
Parking Underground	120,000				340	
Parking Structure	16,000				40	
Scenario B: High/Mid Rise Apartments						
Select Site: Site 6	1.40 Ac					
	Load			Average	# of	Density
	GSF	Factor	NSF	SF/Unit	Units	Units/Acre
Residential - Hi-Rise	150,000	25%	120,000	750	160	226
Residential - Mid-Rise	213,120	20%	177,600	1,138	156	
Retail	21,300	0%	21,300	21,300	1	
Housing Amenities	3,000	0%	3,000	3,000	1	
Open Space	15,000	0%	15,000	15,000	1	
Parking Underground	120,000				340	
Parking Structure	16,000				40	

Table 3-5: Scenario Descriptions

Scenario C: Mid Rise Apartments						
Select Site: Conceptual Site			0.65 Ac			
	Load		Average		# of	Density
	GSF	Factor	NSF	SF/Unit	Units	Units/Acre
Residential - Mid Rise	102,762	20%	85,635	865	99	152
Retail	15,000	0%	15,000	0	0	
Housing Amenities	3,671	0%	3,671	0	0	
Parking Underground	25,879				61	
Parking Structure	23,300				61	
Open Space	522	0%	522	NA	0	
Scenario D: Low Rise Apartments						
Select Site: Conceptual Low-Rise			0.50 Ac			
	Load		Average		# of	Density
	GSF	Factor	NSF	SF/Unit	Units	Units/Acre
Residential - Low Rise	57,600	20%	48,000	800	60	120
Retail	15,000	0%	15,000	3,000	5	
Commercial		0%	0			
Parking Structure					90	

Source: Conley Consulting Group, September, 2011

Revenue Assumptions

Project revenue for Scenario A is generated by residential condominium sales, retail leasing and parking fees. Revenue for Scenarios B-D is generated from leasing of both residential and retail space and fees for commercial parking. Based on recent home sales in the Plan Area, CCG has estimated current condo sales prices at \$350,000 per unit for the high-rise units and \$325,000 for mid-rise units.

Conley Consulting Group (CCG) estimated current residential rental rates at a monthly average of \$2.50 per square foot (SF) for high-rise units, \$2.25/SF for mid-rise units and \$2.00/SF for low-rise units. For the retail space, the monthly rent was estimated at \$2.50/SF, based on current asking rents at projects on the periphery of the Chinatown core retail area. These rents represent a significant decrease from core Chinatown rents, where current rents as high as \$5.00 can be captured. CCG has estimated monthly parking revenue for commercial spaces to be approximately \$250 per space.

Feasibility Findings

As demonstrated in Table 3-6, current rents support low rise construction costs in Scenario D. 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 solutions (Scenarios A,B, and C) require substantial increases in rents or sales prices above current levels to be financially feasible, as shown in Exhibits A-D. The required increase in residential sales prices ranges from \$225,000-249,000. A residential lease rate increase of \$1.80/SF was required for the high-rise units and \$1.87/SF for the mid-rise units. Before providing for a land purchase payment, the per unit feasibility gap is in the range of \$240,000 for the high density rental apartments, and just slightly less (at approximately \$233,500) for high density for-sale units. It is important to recall that these feasibility gap estimates do not yet include the cost to buy sites, or to provide affordable housing or any other desired community amenities.

Scenario C, the conceptual mid-rise development prototype, would result in a smaller feasibility gap on a per unit basis (at approximately \$46,500), but still required a significant increase in rents to close the gap. A minor \$0.29 and \$0.50 residential and retail rent increase were required to help close the feasibility gap for this mid-rise development.

CCG estimated a need for a minor \$0.25 increase in retail rents for Scenario A and B to a total of \$2.75/ SF to close the feasibility gap. We note 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 Station Area from a high of \$5/SF per month in Chinatown's commercial core to about \$2/SF on the edges of the core. Successful expansion of the commercial core in the future to enlarge the area that supports prime rents, by 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.

Table 3-6: Summary Of Findings

Scenario A	
<i>Product Type</i>	<i>High/Mid Rise Condos</i>
Density	226 Du/Ac
# of du	316
SF of Retail	21,300
Parking Spaces	380
Value at Completion	\$117,753,516
Development Cost	(\$163,909,845)
Residual Value/(Gap)	(\$73,819,143)
Value (Gap)/du	(\$233,605)
Scenario B	
<i>Product Type</i>	<i>High/Mid Rise Apartments</i>
Density	226 Du/Ac
# of du	316
SF of Retail	21,300
Parking Spaces	380
Value at Completion	\$115,591,847
Development Cost	(\$163,909,845)
Residual Value/(Gap)	(\$75,851,327)
Value (Gap)/du	(\$240,036)
Scenario C	
<i>Product Type</i>	<i>Mid Rise Apartments</i>
Density	152 Du/Ac
# of du	99
SF of Retail	15,000
Parking Spaces	122
Value at Completion	\$36,376,374
Development Cost	(\$34,919,708)
Residual Value/(Gap)	(\$4,615,141)
Value (Gap)/du	(\$46,618)

Table 3-6: Summary Of Findings

Scenario D	
<i>Product Type</i>	<i>Low Rise Apartments</i>
Density	120 Du/Ac
# of du	60
SF of Retail	15,000
Parking Spaces	90
Value at Completion	\$21,206,959
Development Cost	(\$17,423,100)
Residual Value/(Gap)	\$734,839
Value (Gap)/du	\$12,247
Note: SF= Square Feet; du = Dwelling Unit.	
Source: Conley Consulting Group, September, 2011	

Exhibits A through D provide detailed information on the feasibility findings.

PLAN IMPLICATIONS

While it is not possible to accurately predict the rate at which housing prices and rents will escalate once the market begins to recover, most industry experts do not predict that a return to values and rents captured during the housing boom will occur in the near term. 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.

Currently, making housing units affordable in Oakland requires a local subsidy of approximately \$123,000 per unit, after application of all non-local courses of affordable housing subsidies. As described above, CCG's analysis of current market conditions in the Plan Area indicate that adding additional housing units through a density bonus would not incentivize private developers to provide additional affordable housing units. After the housing price and value increases described above, feasible market rate developments would provide revenues to support land purchase price plus other desired amenities, including affordable housing. At a hypothetical land value of \$25,000 per unit, it would take an additional six market-rate units to support a single affordable housing unit, assuming these units could be added without moving the development as a whole to a higher density, higher cost development product type. A preliminary affordable housing strategy for the Planning Area is provided in Chapter 8 that outlines options for ensuring adequate affordable housing is included in the Planning Area in order to support a sustainable and diverse neighborhood.

The amount of retail space in the Preferred Plan, at 315,000 SF, is within the upper end of the range of demand for new space projected in the Existing Conditions report. 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, encourages pedestrian flow, and provides for strong visibility and identity.

Attachment B

DEVELOPMENT PROGRAM	Development program per Field Paoli		226 Du/Ac	
	GSF	NSF	Avg SF/Unit	No. of Units
Hi-Rise Residential	150,000	120,000	750	160
Mid-Rise Residential	213,120	177,600	1,138	156
Retail	21,300	21,300	21,300	1
Housing Amenities	3,000	3,000	3,000	1
Open Space	15,000	15,000	15,000	1
Parking Undgrnd				340
Parking Structure				40

DEVELOPMENT COSTS	CURRENT MARKET		BREAK-EVEN SCENARIO	
		Estimate		Estimate
Hard Costs				
Hi-Rise Residential	\$285 /SF	42,750,000	\$285 /SF	42,750,000
Mid-Rise Residential	\$285 /SF	60,739,200	\$285 /SF	60,739,200
Retail/Commercial	\$285 /SF	6,925,500	\$285 /SF	6,925,500
Housing Amenities	\$310 /SF	0	\$310 /SF	0
Parking Undgrnd	\$30,000 /Sp	10,200,000	\$30,000 /Sp	10,200,000
Parking Struc.	\$20,000 /Sp	800,000	\$20,000 /Sp	800,000
Open Space				
Total Hard Costs		\$121,414,700		\$121,414,700
Soft Costs	25% Hards	\$30,353,675	25% Hards	\$30,353,675
Financing Costs	10% Hards	\$12,141,470	10% Hards	\$12,141,470
Total (excl. Land)		\$163,909,845		\$163,909,845

REVENUE AND PROJECT VALUATION		Per Unit		Total	
Hi Rise Residential Sales	160 units	\$350,000	56,000,000	\$699,000	95,840,000
Cost of Sale	5.0%	(17,500)	(2,800,000)	(29,950)	(4,792,000)
Net Proceeds		\$332,500	\$53,200,000	\$569,050	\$91,048,000
Mid Rise Residential Sales	156 units	\$325,000	50,700,000	\$550,000	85,600,000
Cost of Sale	5.0%	(16,250)	(2,535,000)	(27,500)	(4,290,000)
Net Proceeds		\$308,750	\$48,165,000	\$522,500	\$81,510,000
Gross Income - Retail	\$2.50 NNN	53,250	639,000	\$2.75 NNN	702,900
Vacancy	5%	(2,663)	(31,950)	5%	(35,145)
Expenses	0%			0%	
Net Income - Retail		\$50,588	\$607,050		\$567,755
Value at Completion	6.5% Cap		\$9,339,231		\$10,273,154
Net Income - Parking	40 spaces	\$250 /sp/mo	\$120,000	\$250 /sp/mo	\$120,000
Value at Completion	7% Cap		\$1,714,286		\$1,714,286
Value at Completion (excl Cost of Sale)			\$117,753,516		\$193,627,440

RESIDUAL LAND VALUE	Value at Completion	
Value at Completion	\$117,753,516	\$193,627,440
Less: Development Costs (excl Land)	(\$163,909,845)	(\$163,909,845)
Less: Cost of Sale - Residential	(\$2,800,000)	(\$4,792,000)
Less: Cost of Sale - Retail/Pking	(\$276,338)	(\$299,686)
Less: Developer Profit (Return on Cost)	15.0%	(\$24,586,477)
Subtotal	(\$191,572,660)	(\$193,588,008)
Residual Land Value/Feasibility Gap	(\$73,819,143)	\$39,432
Value (Gap)/DU	(\$233,605)	\$125
Land Value/SF	(\$1,210)	\$0.65

Source: Conley Consulting Group, September, 2011

**Exhibit A:
SCENARIO A - HIGH/MID RISE
CONDOMINIUMS**

Notes:

SF: Square Feet

Load Factor: accounts for non-leaseable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

Attachment B

DEVELOPMENT PROGRAM	Sales Price		226 Du/Ac		Avg SF/Unit	No. of Units
	GSF	NSF	GSF	NSF		
Development program per Field Paoli						
Hi-Rise Residential	150,000	120,000			750	160
Mid-Rise Residential	213,120	177,600			1,138	156
Retail	21,300	21,300			21,300	1
Housing Amenities	3,000	3,000			3,000	1
Open Space	15,000	15,000			15,000	1
Parking Undgrnd						340
Parking Structure						40

DEVELOPMENT COSTS	CURRENT MARKET		BREAK-EVEN SCENARIO	
		Estimate		Estimate
Hard Costs				
Hi-Rise Residential	\$285 /SF	42,750,000	\$285 /SF	42,750,000
Mid-Rise Residential	\$285 /SF	60,739,200	\$215 /SF	45,820,800
Retail/Commercial	\$285 /SF	6,925,500	\$285 /SF	6,925,500
Housing Amenities	incl. \$310 /SF	0	\$310 /SF	0
Parking Undgrnd	\$30,000 /Sp	10,200,000	\$30,000 /Sp	10,200,000
Parking Struc.	\$20,000 /Sp	800,000	\$20,000 /Sp	800,000
Open Space				
Total Hard Costs		\$121,414,700		\$106,496,300
Soft Costs	25% Hards	\$30,353,675	25% Hards	\$30,353,675
Financing Costs	10% Hards	\$12,141,470	10% Hards	\$12,141,470
Total (excl. Land)		\$163,909,845		\$163,909,845

REVENUE AND PROJECT VALUATION	Per Unit		Total		Per Unit		Total	
Hi-Rise Residential Income	\$2.50 /Unit/Mo	\$1,875	3,600,000	\$4.30 /Unit/Mo	\$3,225	5,192,000		
Mid-Rise Residential	\$2.25 /Unit/Mo	\$1,688	4,795,200	\$4.12 /Unit/Mo	\$4,690	8,780,544		
Residential Parking Income	\$75 /sp/mo	\$75	306,000	\$100 /sp/mo	\$100	111,600		
Less: Vacancy	5.0%		(435,060)	5%		(754,207)		
Less: Operating Expenses	30%		(2,479,842)	30%		(4,298,981)		
Net Operating Income			\$5,786,298			\$10,030,956		
Value at Completion	5.5% Cap		\$105,205,418	5.5% Cap		\$182,381,014		
Gross Income - Retail	\$2.50 NNN	Monthly 53,250	Annual 639,000	\$2.75 NNN	Monthly 58,575	Annual 702,900		
Vacancy	5%	(2,663)	(31,950)	5%	(17,573)	(35,145)		
Expenses	0%			0%				
Net Income - Retail		\$50,588	\$607,050	\$41,003	\$667,755			
Value at Completion	7.0% Cap		\$8,672,143		\$9,539,357			
Net Income - Parking	40 spaces	\$250 /sp/mo	\$120,000	\$250 /sp/mo	\$120,000			
Value at Completion	7% Cap		\$1,714,286		\$1,714,286			
Value at Completion (excl Cost of Sale)			\$115,591,847		\$193,634,657			

RESIDUAL LAND VALUE	Value at Completion	
Residual Land Value		\$115,591,847
Value at Completion		\$193,634,657
Less: Development Costs (excl Land)		(\$163,909,845)
Less: Cost of Sale - Residential		(\$2,914,902)
Less: Cost of Sale - Retail/Pking	2.5%	(\$31,950)
Less: Developer Profit (Return on Cost)	15.0%	(\$24,586,477)
Subtotal		(\$191,443,174)
Residual Land Value/ (Feasibility Gap)		\$50,002
Value (Gap)/DU		\$158
Land Value/SF		\$0.82

Source: Conkey Consulting Group, September, 2011

**Exhibit B:
SCENARIO B - HIGH/MID RISE
APARTMENTS**

Notes:

SF: Square Feet

Load Factor: accounts for non-leasable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

Attachment B

Site and General Development Site

DEVELOPMENT PROGRAM	152 Du/Ac	CURRENT MARKET		BREAK-EVEN SCENARIO	
		GSF	NSF	Avg SF/Unit	No. of Units
Mid-Rise Residential		102,762	85,535	865	99
Retail	incl.	15,000	15,000	0	0
Housing Amenities	incl.	3,671	3,671	0	0
Open Space		522	522	0	0
Parking Undgrnd		25,879			61
Parking Structure		23,300			61

DEVELOPMENT COSTS	CURRENT MARKET		BREAK-EVEN SCENARIO	
	Estimate	Estimate	Estimate	Estimate
Hard Costs				
Mid-Rise Residential	\$225 /SF	23,121,450	\$225 /SF	23,121,450
Retail/Commercial	incl. \$150 /SF		\$150 /SF	
Housing Amenities	incl. \$165 /SF		\$165 /SF	
Parking Undgrnd	\$25,000 /Sp	1,525,000	\$25,000 /Sp	1,525,000
Parking Struc.	\$20,000 /Sp	1,220,000	\$20,000 /Sp	1,220,000
Open Space				
Total Hard Costs		\$25,866,450		\$25,866,450
Soft Costs	25% Hards	\$6,466,613	25% Hards	\$6,466,613
Financing Costs	10% Hards	\$2,586,645	10% Hards	\$2,586,645
Total (excl. Land)		\$34,919,708		\$34,919,708

REVENUE AND PROJECT VALUATION	CURRENT MARKET		BREAK-EVEN SCENARIO			
	Per Unit	Total	Per Unit	Total		
Mid-Rise Residential	\$2.25 /Unit/Mo	\$1,946	2,312,145	\$2.54 /Unit/Mo	\$2,197	2,610,155
Residential Parking Income	\$75 /sp/mo	\$75	109,800	\$75 /sp/mo	\$75	109,600
Less: Vacancy	5.0%		(121,097)	5%		(135,998)
Less: Operating Expenses	30%		(690,254)	30%		(775,187)
Net Operating Income		\$1,610,593			\$1,808,770	
Value at Completion	5.5% Cap	\$29,283,517		5.5% Cap	\$32,885,726	
Gross Income - Retail	\$2.50 NNN	Monthly 37,500	Annual 450,000	\$3.00 NNN	Monthly 2,595	Annual 540,000
Vacancy	5%	(1,875)	(22,500)	5%		(27,000)
Expenses	0%			0%		
Net Income - Retail		\$35,625	\$427,500			\$513,000
Value at Completion	7.0% Cap		\$6,107,143			\$7,328,571
Net Income - Parking	23 spaces	\$250 /sp/mo	\$69,000	\$250 /sp/mo		\$69,000
Value at Completion	7% Cap		\$985,714			\$985,714
Value at Completion (excl Cost of Sale)			\$36,376,374			\$41,201,012

RESIDUAL LAND VALUE	CURRENT MARKET		BREAK-EVEN SCENARIO	
Residual Land Value				
Value at Completion		\$36,376,374		\$41,201,012
Less: Development Costs (excl Land)		(\$34,919,708)		(\$34,919,708)
Less: Cost of Sale - Residential		(\$811,352)		(\$911,185)
Less: Cost of Sale - Retail/Pking		(\$22,500)		(\$27,000)
Less: Developer Profit (Return on Cost)	15.0%	(\$5,237,956)		(\$5,237,956)
Subtotal		(\$40,991,515)		(\$41,095,848)
Residual Land Value		(\$4,615,141)		\$105,163
Value (Gap)/DU		(\$46,618)		\$1,062
Land Value/SF		(\$163)		\$4

Source: Conley Consulting Group, September, 2011

**Exhibit C:
SCENARIO C - MID RISE
APARTMENTS**

Notes:

SF: Square Feet

Load Factor: accounts for non-leasable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

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DEVELOPMENT PROGRAM	Site: Conceptual Low-Rise Residential Density		120 Du/Ac		No. of Units	
	GSF	NSF	Avg SF/Unit			
Residential	57,600	48,000	800			60
Retail	15,000	15,000	3,000			5
Commercial	0	0	0			0
Parking (Podium)						90

DEVELOPMENT COSTS	CURRENT MARKET		BREAK-EVEN SCENARIO	
		Estimate		Estimate
Hard Costs				
Low-Rise Residential (incl. Parking)	\$185 /SF	10,656,000	\$185 /SF	10,656,000
Retail/Commercial	\$150 /SF	2,250,000	\$150 /SF	2,250,000
Open Space				
Total Hard Costs		12,906,000		12,906,000
Soft Costs	25% Hards	\$3,226,500	25% Hards	\$3,226,500
Financing Costs	10% Hards	\$1,290,600	10% Hards	\$1,290,600
Total (excl. Land)		\$17,423,100		\$17,423,100

REVENUE AND PROJECT VALUATION	CURRENT MARKET		BREAK-EVEN SCENARIO	
	Per Unit	Total	Per Unit	Total
Residential Income	\$2.00 /Unit/Mo	\$1,600	\$2.00 /Unit/Mo	\$1,600
Residential Parking Income	\$75 /sp/mo	\$75	\$75 /sp/mo	\$75
Less: Vacancy	5.0%	(61,650)	5%	(60,300)
Less: Operating Expenses	30%	(351,405)	30%	(343,710)
Net Operating Income		\$819,945		\$801,990
Value at Completion	6.0% Cap	\$13,665,750	6.0% Cap	\$13,366,500
Gross Income - Retail	\$2.50 NNN	37,500	\$2.34 NNN	35,100
Vacancy	5%	(1,875)	5%	(1,755)
Expenses	0%		0%	
Net Income - Retail		\$35,625		\$33,345
Value at Completion	6.5% Cap	\$6,576,923	6.5% Cap	\$6,156,000
Net Income - Parking	23 spaces	\$250 /sp/mo	\$250 /sp/mo	\$67,500
Value at Completion	7% Cap	\$964,286	7% Cap	\$964,286
Value at Completion (excl Cost of Sale)		\$21,206,959		\$20,486,786

RESIDUAL LAND VALUE	CURRENT MARKET		BREAK-EVEN SCENARIO	
Residual Land Value				
Value at Completion		\$21,206,959		\$20,486,786
Less: Development Costs (excl Land)		(\$17,423,100)		(\$17,423,100)
Less: Cost of Sale - Residential		(\$413,055)		(\$404,010)
Less: Cost of Sale - Retail/Pking	2.5%	(\$22,500)		(\$21,060)
Less: Developer Profit (Return on Cost)	15.0%	(\$2,613,465)		(\$2,613,465)
Subtotal		(\$20,472,120)		(\$20,461,635)
Residual Land Value		\$734,839		\$25,151
Value (Gap)/DU		\$12,247		\$419
Land Value/SF		\$34		\$1

Source: Copley Consulting Group, September, 2011

**Exhibit D:
SCENARIO D - LOW RISE
APARTMENTS**

Notes:

SF: Square Feet

Load Factor: accounts for non-leasable or non-livable space

GSF: Gross Square Feet

NSF: Net Square Feet (GSF minus load factor)

NNN: A triple net lease. A lease agreement on a property where the tenant or lessee agrees to pay all real estate taxes, building insurance, and maintenance on the property. In such a lease, the tenant or lessee is responsible for all costs associated with the repair and maintenance of any common area.

% Cap: capitalization rate (ratio between the net operating income produced by an asset and its capital cost)

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4 Land Use and Building Design

Land use and building design interact with the streetscape and public realm to establish a sense of place and neighborhood character. This section outlines the land use strategy for the Planning Area and provides a framework for building design, which will be further developed during the next planning stage.

4.1 Land Use Character

LAND USE CHARACTER

The Station Area Plan will promote 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 character differences within the mixed-use context throughout the Planning Area. The land use character concept includes a range of flexible mixed use areas intended to encourage vibrant pedestrian corridors. These are complemented by high-density housing and commercial uses, and new public spaces.

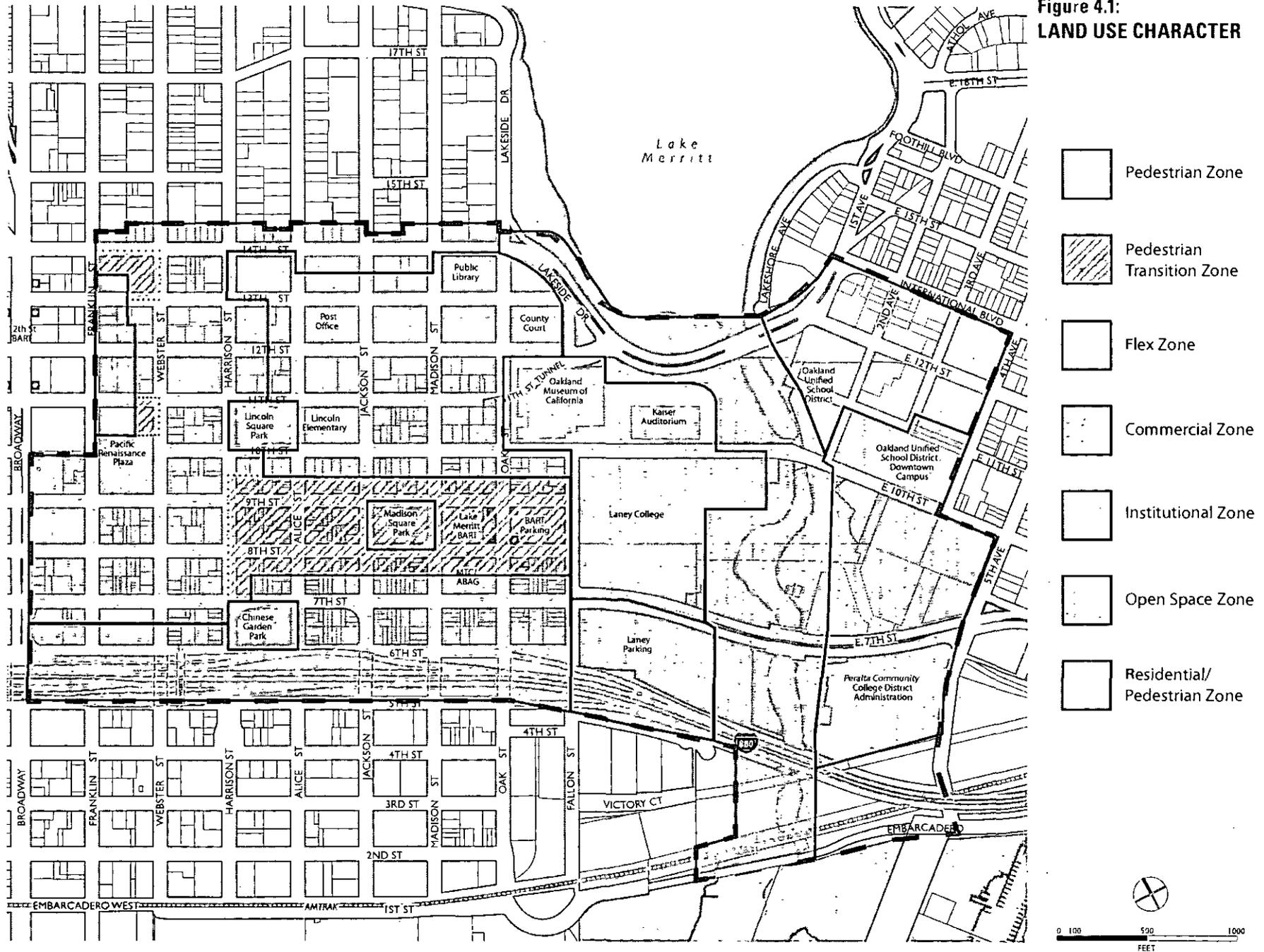
Desired land use character will be achieved through a range of regulatory mechanisms, such as land use regulations, development standards, street improvements, and design guidelines.

- ***Pedestrian Zone.*** An area of mixed-use, pedestrian-oriented continuous storefront uses with a mix of retail, restaurants, and business and social services. Upper story spaces are intended to be available for a wide range of residential and commercial activities.
- ***Pedestrian Transition Zone.*** An area that is currently mostly housing or commercial uses, but allows for the gradual transition to a Pedestrian Area by requiring ground floor storefront uses in new buildings.
- ***Flex Zone.*** An area allowing the maximum flexibility in uses, and permitting a variety of commercial, residential and even some light industrial uses.
- ***Commercial Zone.*** An area allowing a wide range of ground floor office and other commercial activities, with primarily office uses on upper floors.
- ***Institutional Zone.*** An area appropriate for educational facilities, cultural uses, health services, and other uses of a similar character, such as Laney College, Peraha College District, Oakland Museum, and Kaiser Auditorium.

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- ***Open Space Zone.*** An area intended to meet the active and passive recreational needs of Oakland residents. An Open Space designation along the Lake Merritt Estuary channel would allow uses and facilities that enhance this regional asset.
- ***Pedestrian/Residential Zone.*** An area appropriate for multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services. A residentially focused area would also allow a variety of ground floor uses that are compatible with a residential area.

Figure 4.1:
LAND USE CHARACTER



4.2 Active Ground Floor Uses

EXISTING RETAIL CONTEXT

The Planning Area includes Chinatown, which is a unique and rich environment, with a wealth of cultural, social, medical, residential, retail and social resources. The Chinatown commercial core is one of the city's most vibrant neighborhood retail districts. Over the last three decades, Asian-oriented retail has also spread eastward in Oakland along 12th Street and International Boulevard.

The Planning Area (extending from 5th Avenue to Broadway and 5th Street to International Boulevard and 14th Street) had reported sales of \$57 million in 2008, making it the city's fifth largest neighborhood retail district in terms of sales. Of this area, historic Chinatown is the most concentrated retail area in the Planning Area, located between 7th, 11th, Franklin, and Harrison Streets. Since 1994, retail sales in Chinatown have grown at a much faster pace (84%) than for the city as a whole (1.74%). Chinatown is unique among Oakland's retail districts in that it regularly draws shoppers to Oakland from outside of the city.

According to area brokers, ground floor retail uses support the highest rents in the Planning Area. In the heart of Chinatown, rents can reach as high as \$6.00 per square foot, with rents more typically peaking at \$5.00 per square foot in the area bounded by 8th, 10th, Harrison and Franklin Streets. Brokers noted that there is little to no long term vacancy in the core area; rather, there is a shortage of available retail space in Chinatown and suggested that new retail east of the core area would be readily absorbed by the Chinatown-oriented market.

Chinatown serves as an East Bay landmark for Asian culture, social services, cuisine, and shopping. The neighborhood attracts Asian residents from throughout the East Bay for shopping, cultural, health and educational services, as well as banking institutions catering to Asian customers. 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. 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 Preferred Plan.

Outside of Chinatown, the current lack of pedestrian activity and active street retail in the Planning Area is a constraint to attracting potential development to accommodate population or employment growth in the Planning Area.

RETAIL OPPORTUNITY

Untapped sources of support for retail in the Planning Area include:

- Projected growth of up to 38,400 residents by 2035. These residents could support an additional 414,000 SF of new retail.
- Projected growth of up to 7,300 new employees by 2035. New employees could support additional eating and drinking, service and specialty retail.
- The 15,000 commuting students and 400 faculty and staff members of Laney College, a number that may be augmented by the addition of residential facilities for the growing enrollment of foreign and out-of-Bay Area students. The college-related demand is for casual dining, cafes, bars, and food to go.

With the possible addition of an entertainment anchor, perhaps related to the College, there would be an enhanced nighttime draw of city residents to the area, further enhancing the Planning Area opportunities for restaurants and night clubs.

Retail Enhancement and Expansion

The Preferred Plan identifies the strategic expansion of 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, expanding Chinatown businesses, and diversifying retail options as an expansion of Oakland's Central Business District.

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.

In order to expand the vibrancy and activity that already exists in some areas, like the core of the Chinatown commercial district, guidelines could be implemented that would *require* active uses in *new* buildings along key corridors, as shown in Figure 4-2. 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. Final zoning regulations will be developed in a later phase of this Plan.

In addition to the requirement of active ground floor uses, other economic development strategies for retail enhancement and expansion are described in Chapter 9.

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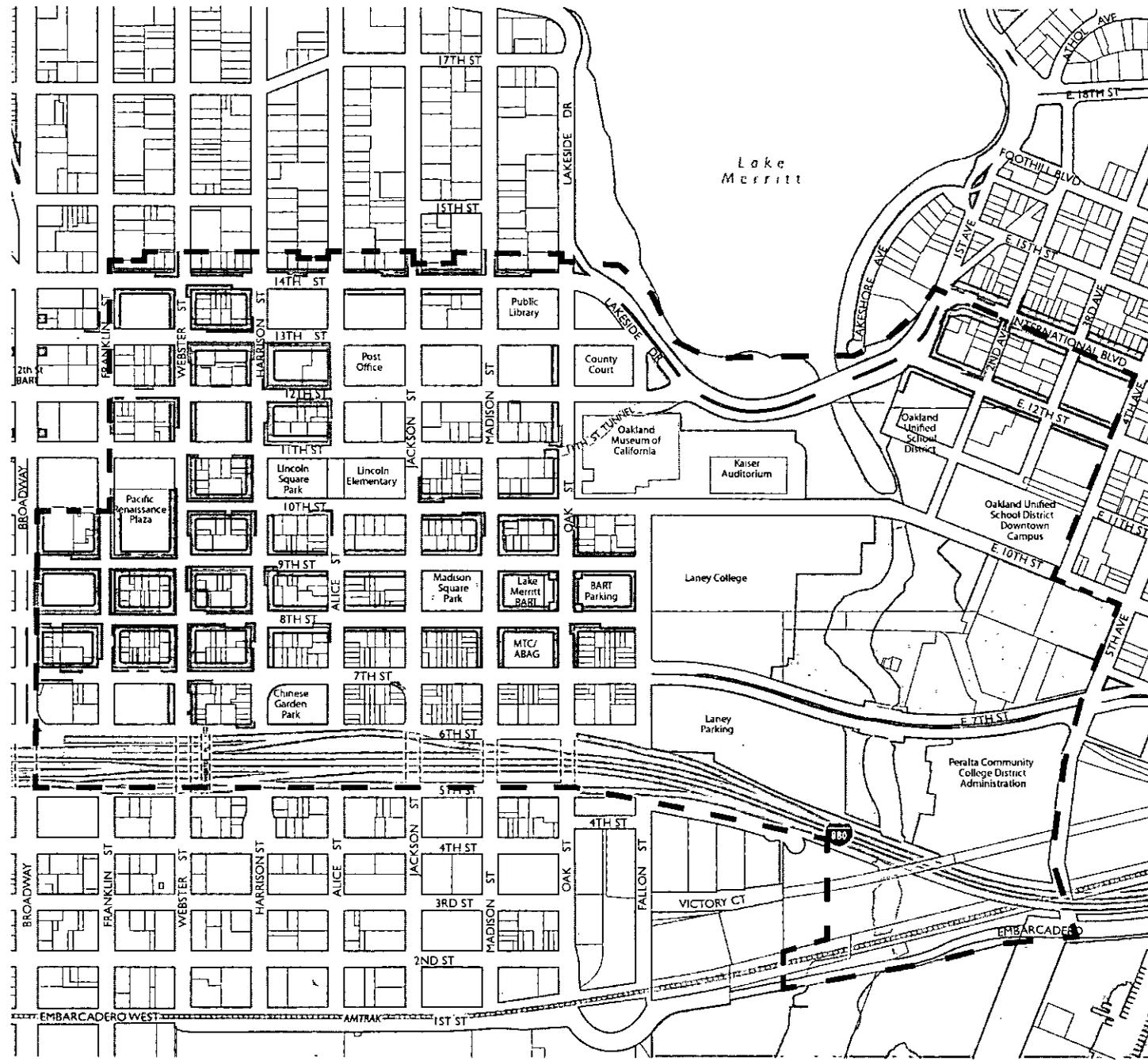


Figure 4.2:
ACTIVE GROUND FLOOR USES

-  Proposed active ground floor uses required
-  Existing active ground floor uses

4.3 Massing and Building Design Concepts

In 2009, the Central Business District Rezoning process established height limits for the majority of the Planning Area, with Height, Density, Bulk and Tower Regulations adopted by the City on April 14, 2011. Allowable height areas under the existing Planning Code are shown in Figure 4-3. The height limits in the Lake Merritt Station Area were considered a placeholder with the understanding that the planning process would revisit and refine the initial height recommendations made as part of the 2009 process.

The planning process for revisiting heights in the the Lake Merritt Station Area has involved feedback from the CSG and TAC, as well as some initial feedback on heights and massing at the September 2011 Community Open House.

The height and massing concepts described below seek to balance the varied goals and preferences of the community and make trade-offs. Key themes related to height and massing include community character, compatibility with historic and natural resources, and accommodating high-density Transit Oriented Development.

HEIGHT AND MASSING CONCEPT

Massing regulations will 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 will be regulated at two levels, as shown in Figure 4-4:

- **Base height:** Base heights will be established that complement the existing context, and setbacks will be required above that base height to ensure the street perspective maintains a consistent character. Base heights will be specified as either 45 feet or 85 feet.
- **Total Tower height:** A tower height above the base height will be allowed with massing regulations such as setbacks and tower length limits to ensure that a consistent character is maintained from the pedestrian perspective. This height is the maximum height allowed by right. Towers will be regulated by various guidelines and standards, outlined below.

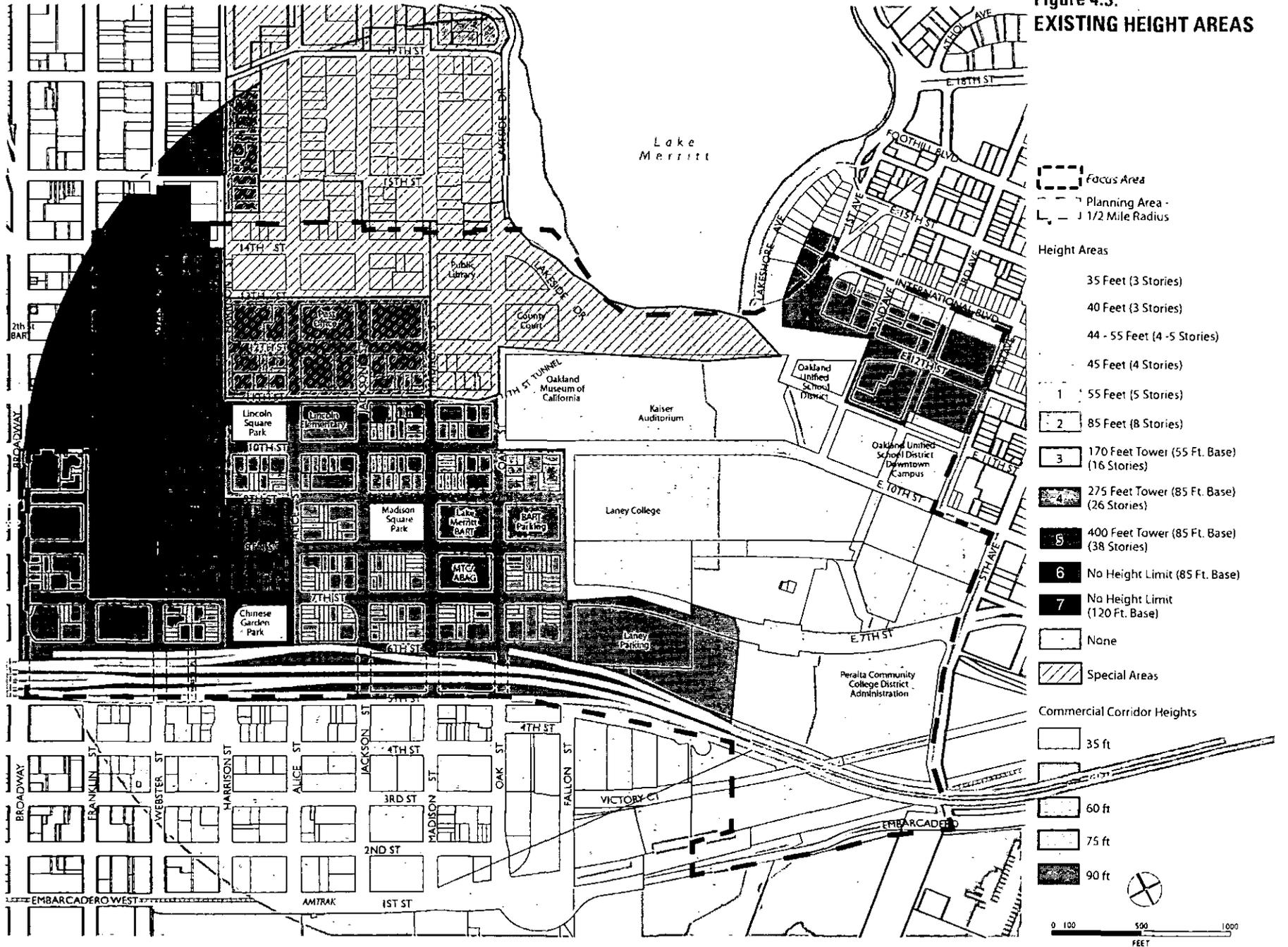
Base heights are consistent with breaking points in cost of construction for different construction types. The 45-foot height limit is consistent with Type V construction (wood frame, with the lowest construction costs), and the 85-foot height limit allows for Type III modified, and Type I without life safety. The shift to Type I construction represents the greatest jump in construction costs. Above 85 feet, construction must be Type I with life safety, which is the most expensive construction type.

It is important to note that the initial massing strategy in the Emerging Plan (the predecessor to this Preferred Plan) included a third category for added height related to a Conditional Use Permit and provision of community benefits. However, the market feasibility analysis revealed that (at least in the short term) development is not likely to achieve heights sufficient

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to effectively achieve community benefits. A revised strategy for achieving community benefits is addressed in Chapters 8 and 9.

Figure 4.3:
EXISTING HEIGHT AREAS



Focus Area
Planning Area - 1/2 Mile Radius

Height Areas

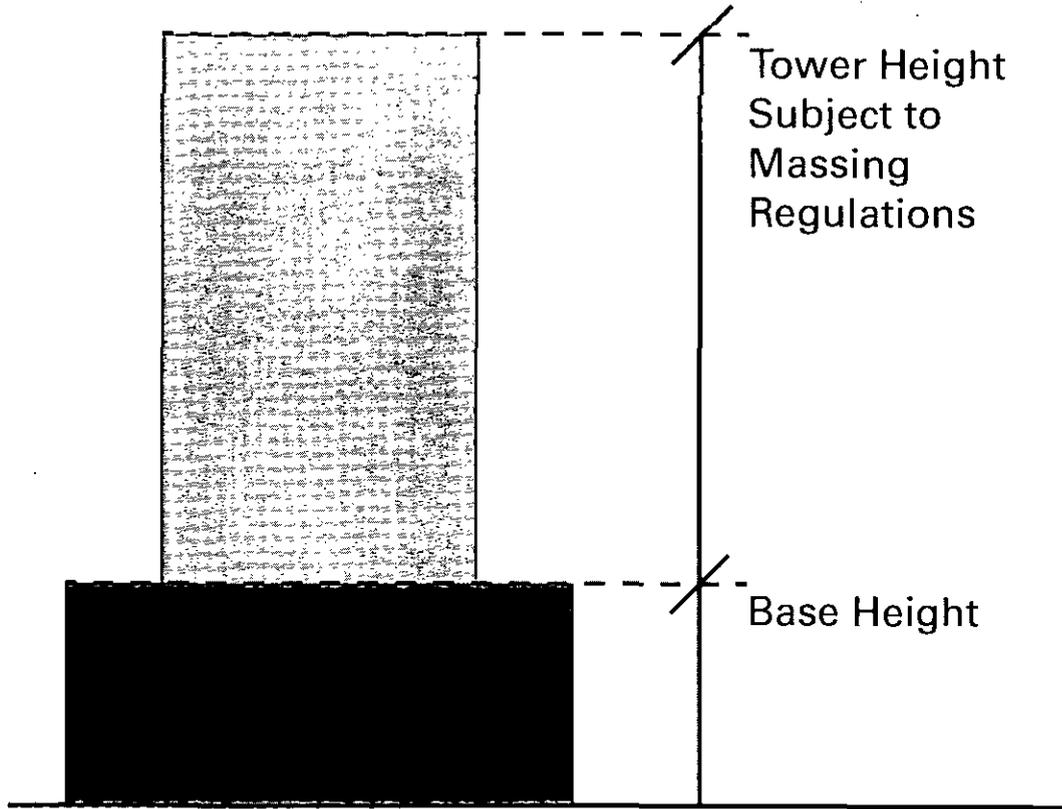
- 35 Feet (3 Stories)
- 40 Feet (3 Stories)
- 44 - 55 Feet (4 - 5 Stories)
- 45 Feet (4 Stories)
- 55 Feet (5 Stories)
- 85 Feet (8 Stories)
- 170 Feet Tower (55 Ft. Base) (16 Stories)
- 275 Feet Tower (85 Ft. Base) (26 Stories)
- 400 Feet Tower (85 Ft. Base) (38 Stories)
- No Height Limit (85 Ft. Base)
- No Height Limit (120 Ft. Base)
- None
- Special Areas

Commercial Corridor Heights

- 35 ft
- 60 ft
- 75 ft
- 90 ft

0 100 500 1000
FEET

Figure 4.4:
MASSING CONCEPT



Height Considerations

Height limitations for each level (base and tower), are defined based on several considerations related to the existing context and the goals and vision of the project. Various factors considered in determining the area height limits are balanced to establish a vibrant, high density, transit oriented district. Key considerations include:

- Existing Height, Density, Bulk and Tower Regulations, as adopted by the City of Oakland April 14, 2011. Allowable height areas under the existing Planning Code are shown in Figure 4-3.
- Base heights in particular will consider:
 - Pedestrian experience.
 - Prevalent height of surrounding buildings which are not likely to change.
 - Community character and consistency with historic building heights and historic districts.
- Base and tower heights consider:
 - Block and lot sizes.
 - Location relative to Downtown (generally taller buildings).
 - Proximity to transit.
 - Location relative to Lake Merritt and the Lake Merritt Channel (generally lower buildings).
 - 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 I-880, where taller buildings might act as a buffer between the neighborhood and the highway.

Draft Heights Map

The draft height map for the Plan is shown in Figure 4-5. Base heights are either 45 feet or 85 feet, depending on the proximity to downtown and the existing context. 85-foot base heights are located closer to downtown and along Broadway (areas 2, 4, 6, 7, 7), and on the BART blocks. 45-foot base heights are located throughout the remaining area. Height Area 9, which encompasses educational and institutional uses, is the only area that allows towers and does not have a base height.

The proposed Height Areas are as follows.

Height Area 1

This Height Area has a total height limit of 45 feet. This area is located along 7th Street in order to preserve the most intact portions of the historic 7th Street/Harrison Square Residential District Area of Primary Importance (API). While pitched roofs are typical of the historic district, they are not required of new development. New buildings will have a compatible height of 45 feet, and will be subject to design guidelines that ensure compatible design.

This Height Area is also recommended for the area including the Fire Alarm Building adjacent to Lake Merritt, given its historic status, waterfront setting, and proximity to the County Courthouse, though Area 2 may also be considered for this site.

Height Area 2

This Height Area has a total height limit of 85 feet. This Height Area is located along the northern edge of 14th Street and is consistent with the existing Central Business District height map, which reflects the 2009 proposal vetted by the Gold Coast neighborhood to the north.

This Height Area is also recommended for the half block immediately south of Madison Square Park and the half block immediately south of the BART parking lot, though Height Area 1 may also be considered for these areas. This Height Area includes some fairly intact portions of the 7th Street API, but also acts as a transition between the API and the higher density development envisioned on the BART blocks and the MTC/ABAG block.

Height Area 3

This Height Area has a base height of 45 feet to reflect the existing neighborhood scale, and a total height limit of 175 feet. This Height Area steps down from Height Area 4 to transition to the smaller scaled East Lake neighborhood to the east.

Height Area 4

This Height Area has a base height of 45 feet to reflect the existing neighborhood scale, and a total height limit of 275 feet to accommodate high density and Transit Oriented Development. This Height Area is located throughout much of the Planning Area, including the Chinatown core, the area under the freeway, and the area just east of the Lake Merritt Channel which is envisioned as a gateway to the East Lake neighborhood.

Height Area 5

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

Height Area 6

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

Height Area 7

This Height Area has a base height of 85 feet and a total height limit of 275 feet. This Height Area is located as a transitional height area between the Chinatown Core and Broadway and I-880, and between 14th Street and Area 8 which transitions into the Downtown core.

Height Area 8

This Height Area has a base height of 85 feet and a total height limit of 400 feet. This Height Area is located on the BART/MTC/ABAG blocks and in the area bound by 11th, Webster, 13th, and Madison Streets. These Height Areas have substantial opportunities for high Density Transit Oriented Development.

While some CSG members indicated that a 45-foot base would be desirable along 11th Street, an 85-foot base is recommended to provide a better transition to the Downtown core. Design guidelines will also help to ensure that the buildings north of Lincoln Square Park are designed to complement the park.

Height Area 9

This Height Area accommodates the tallest buildings as the area nears on the core of Downtown Oakland. The base height in this area is 85 feet, with no total height limit.

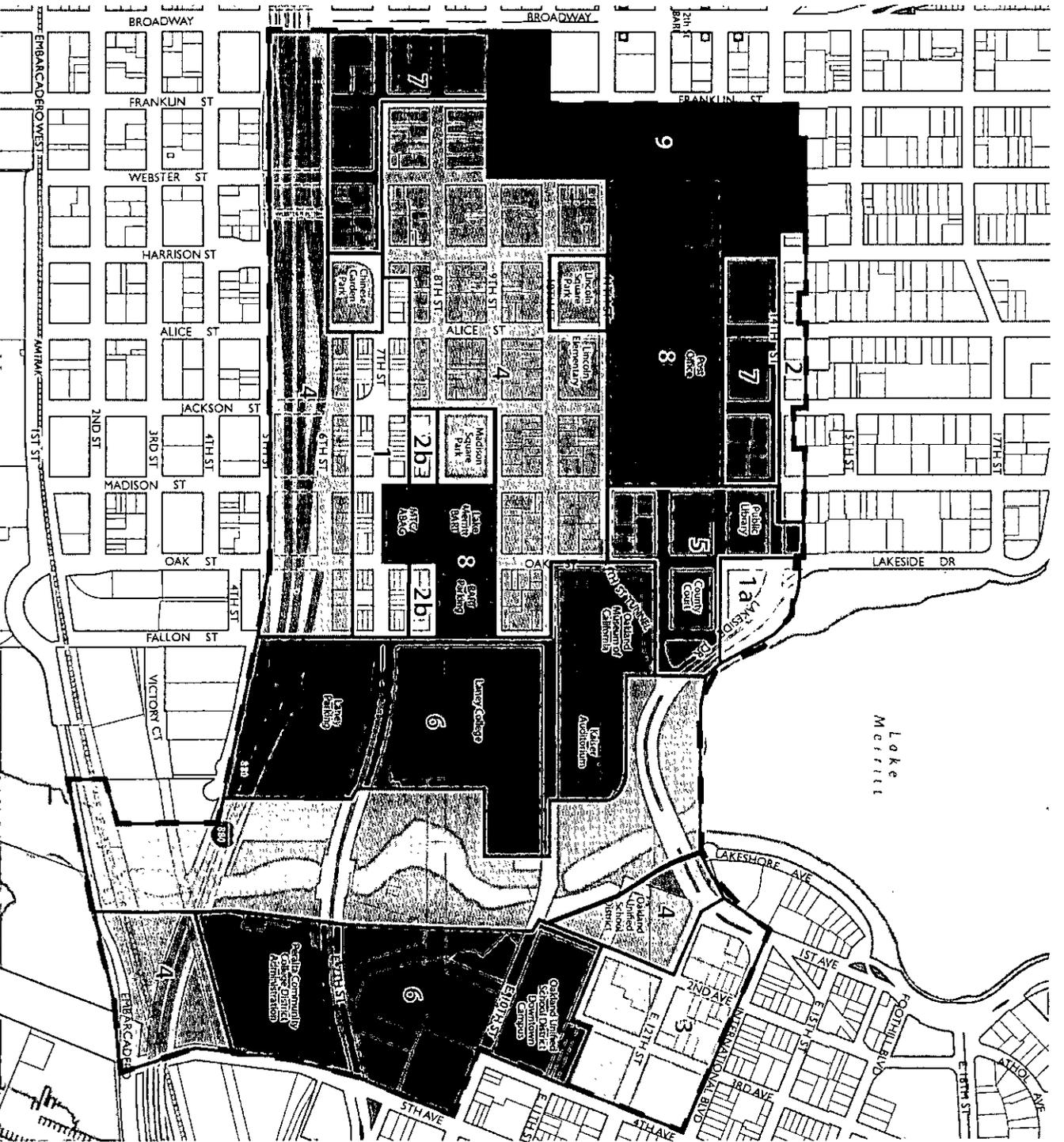


Figure 4.5:
PROPOSED HEIGHT AREAS

- 1 45 Ft Total
- 2 85 Ft Total
- 3 45 Ft Base
175 Ft Total
- 4 45 Ft Base
275 Ft Total
- 5 85 Ft Base
175 Ft Total
- 6 275 Ft Total
- 7 85 Ft Base
275 Ft Total
- 8 85 Ft Base
400 Ft Total
- 9 85 Ft Base
No height limit
- Open Space



INITIAL BUILDING STANDARDS AND GUIDELINES

The Draft Plan will include detailed policies, development standards, and design guidelines. These are regulations that ensure development contributes to an active, comfortable, safe, and an aesthetically pleasing public realm. Streetscape concepts are presented in Chapter 6. Development standards and design guidelines will provide specific guidance on achieving the following concepts in the built environment:

Tower Massing

These concepts aim to limit the impact of towers and ensure towers are well integrated into the existing neighborhood context.

- High-rise office, residential, and other towers should be set back from the base in order to minimize the casting of large shadows and reducing apparent bulk at lower floors. Where large floorplates are necessary on lower floors, middle and upper floors should taper, step back, or otherwise employ a substantial reduction in massing. Towers should generally follow guiding widths and coverage as outlined in the Existing Height, Density, Bulk and Tower Regulations, Table 17.58.04. These regulations may be refined in the Draft Plan as appropriate.
- Towers should be separated from each other to provide sunlight, air and views between them.
- High-rise massing should be divided to reduce overall bulk and step down towards lower adjacent structures.
- Cornice lines should be consistent where new buildings meet existing structures.
- Towers should be designed to minimize shadows on public parks and ensure access to sunlight at high-use times of day.
- Towers should enhance the City skyline without blocking significant views from other buildings.

Ground Floor Design

These concepts aim to ensure a high-quality pedestrian realm and vibrant and active streets.

- Large blank walls should be avoided.
- Design should include articulation in building facades.
- Primary building entrances should be clearly marked and face onto public streets.
- Corner buildings should have distinct architectural features and defined building entrances at the corner to animate the intersection and facilitate pedestrian flow.
- Building mass and surfaces should be articulated with three-dimensional elements that create a visual play of light and shadow and reduce the apparent bulk of buildings.
- Frequent entries and windows with visible activity should occur on all publicly exposed façades of commercial buildings. Entries should be designed so that they are

clearly defined and distinguishable as seen from the street by incorporating entry plazas, vertical massing, and architectural elements, such as awnings, or porticos.

- The ground floor of buildings identified for ground floor active uses should have visually permeable shop frontages with large windows.
- Commercial establishments should be designed to complement the pedestrian oriented nature of the neighborhood centers and the scale of the neighborhood.
- Ground floor height should be a minimum of 15 feet to ensure useful and consistent commercial storefronts.
- Parking should be designed so it does not impact building continuity. Parking should be located behind or in the interior of buildings, and curb cuts for accessing parking should be limited.

Design Compatibility

Design compatibility standards seek to ensure integration of new buildings into the existing character of the area, while allowing for more intense development and taller building heights. The initial standards focus both historic buildings and context, and cultural markers.

- New buildings should respond to the scale and placement of design features (such as cornice lines, colonnades, fenestration, materials) of earlier buildings adjacent to them.
- Ensure smooth transitions in building height. Smooth transitions can be achieved through various approaches depending on the specific location and context of development. Examples include:
 - Tall buildings stepping down adjacent to historic development.
 - Tall buildings stepping back adjacent to existing low-scale development such that the base building height is in the same range as adjacent development.
 - Use of cornice lines where new buildings meet existing structures to highlight the historic heights of the neighborhood.
- Retain and integrate historic and architecturally significant structures into larger projects, wherever feasible, with adaptive reuse.
- New development should be sensitive to the existing context of height, scale and use, particularly in terms of the pedestrian perspective and in terms of horizontal articulation (see policies on ground floor design).
- New buildings developed within historic districts should seek to contribute to the existing historic character.

Green Building

Green building focuses on a whole systems and environmentally beneficial approach to the siting, orientation, design, construction, operation, and demolition of buildings and landscapes. Benefits of green building include natural resource conservation, energy efficiency, improved health of employees and residents, and increased economic vitality. Green building techniques include:

- Siting buildings near transit.
- Avoiding development near sensitive habitats.
- Siting buildings to take advantage of passive heating and cooling methods.
- Reusing and/or remodeling existing buildings.
- Using recycled or sustainable products (such as renewable products) that preserve natural resources.
- Installing high efficiency building systems to reduce energy and water consumption.
- Using low Volatile Organic Compound (VOC) paints, adhesives, and sealants and formaldehyde free products to improve indoor air quality.

In 2005, the City adopted a civic green building ordinance requiring green performance in major civic projects, and in 2010, the City adopted a comprehensive green building ordinance for private development projects. In addition to Oakland's local green building ordinance, the State of California recently adopted the new Green Building Code known as CALGreen. Both the City's local ordinance and CALGreen are now in effect, and will apply to new development in the Planning Area. Detailed information on green building in the City of Oakland can be found at <http://www2.oaklandnet.com/GreenBuilding/index.htm>. Guidance related to CALGreen can be found at <http://www.bsc.ca.gov/CALGreen/default.htm>.

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5 Open Space and Recreational Facilities

Parks, public spaces and natural areas are important community assets for both social cohesion and interaction, and for 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.

5.1 Existing Open Space and Recreational Facilities

The Planning Area has 34 acres of public spaces that are designated as open space, including Lincoln Square Park, Madison Square Park, Harrison Square Park (Chinese Garden), 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 below (see Figure 5.1 for a map). They are also described in more detail in the *Lake Merritt Station Area Existing Conditions Report*. The open space and recreational facilities in these parks are key assets in the Planning Area and 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, because of high quality programming, Chinatown's role as a center for Asian culture, and their linkage to regional open space systems.

Table 5.1 does not include the other public spaces that are not specifically zoned as open space, including the BART plaza and courtyards at Laney College; additional public spaces that have some access limitations include the playing fields of Laney College and the gardens in the Oakland Museum of California. These are also 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 ½ 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.

Table 5-1: Existing Land Zoned as Open Space in the Planning Area¹

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
Lakeside Park (Lake Merritt) ³	Region-Serving Park	Large recreation areas with diverse natural and man-made features	6.5
Estuary Channel Park	Region-Serving Park	Large recreation areas with diverse natural and man-made features	5.1
Peralta Park ⁴	Linear Park	Provides linear access to a natural feature such as a creek or shoreline	2.9
Channel Park ⁵	Linear Park	Provides linear access to a natural feature such as a creek or shoreline	8.6
	Resource Conservation Areas	Purpose is to protect the natural environment; Resource Conservation Areas are areas zoned OS (RCA) within existing Peralta and Channel Parks, along the east bank of the channel.	7.4
Total Existing Acreage			34.6

1. Open Space Conservation and Recreation Element (OSCAR) of Oakland General Plan, pg. 4-5.
2. Only includes land specifically zoned as open space.
3. Acreage only includes land within the Planning Area and excludes the water body.
4. Acreage does not include water, or land zoned as "resource conservation area"
5. Channel Park is from East 10th Street east, to 1-880. Acreage does not include water, or land zoned as "resource conservation area."

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

Attachment B

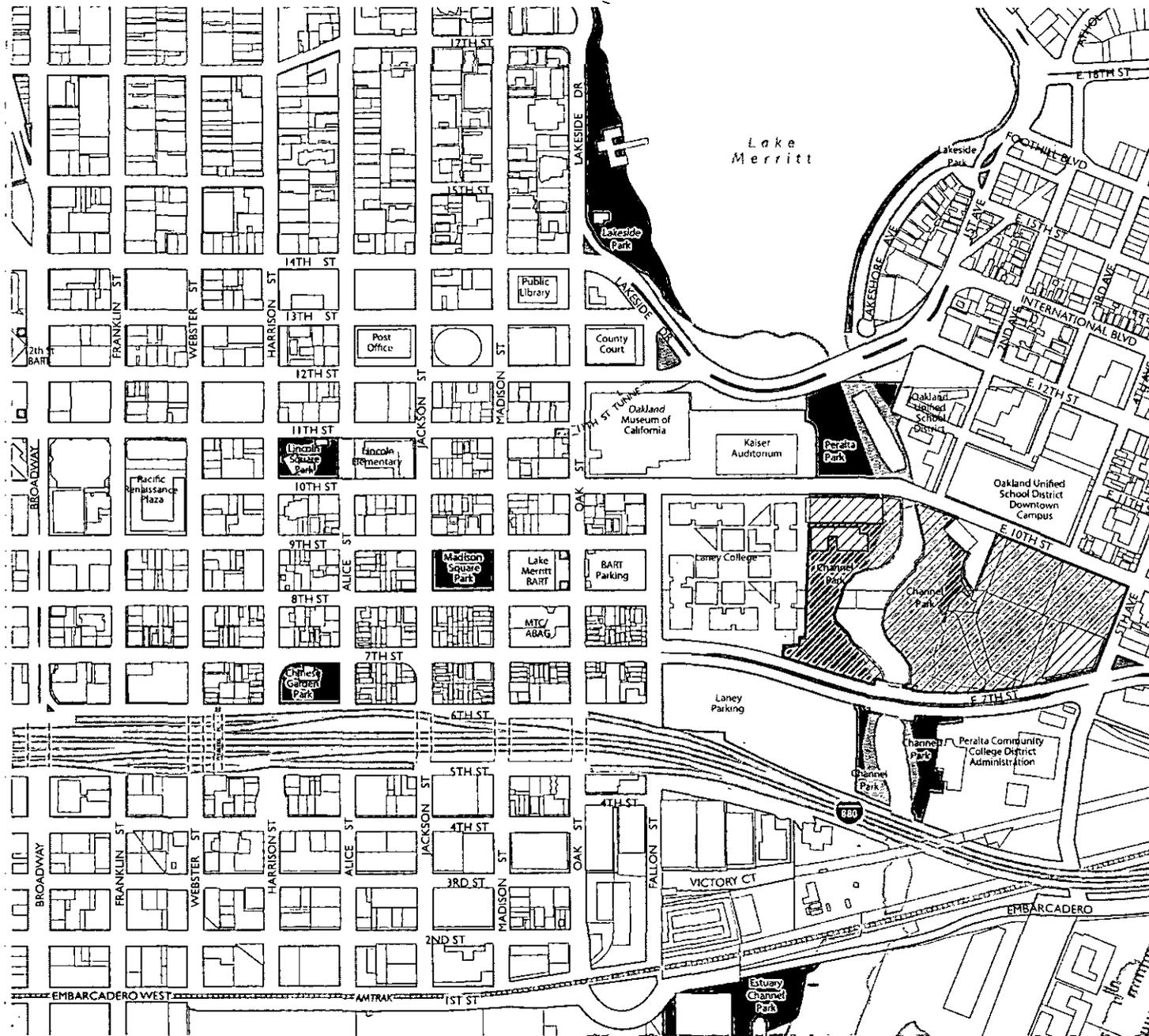
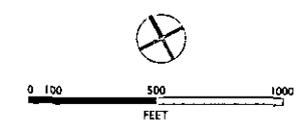


Figure 5.1:
PUBLIC PARKS AND PUBLIC
OPEN SPACES

-  Existing Parks
-  Future Parks
-  Resource Conservation Areas
-  Laney Recreational Area
-  Public Open Space Owned by Peralta



5.2 Community Needs Assessment

There have been a number of opportunities for the public to convey its suggestions for open space and recreation improvements as part of the Area Plan 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 Station Area.

COMMUNITY ENGAGEMENT PROCESS SURVEY

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

A summary of the results shows that:

- Those who live in the study area, children¹, and seniors² 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 4 (out of sixteen other criteria) for the aspect that makes the area an unhealthy place to live, work and do business.
- "Access to parks and open space" was ranked number three (of ten criteria) by visitors and children; and all respondents (residents, business owners, employees, Laney Students and BART patrons) ranked it in the top five of the areas "urgent needs."
- When asked what the most urgent needs were for parks and open space, residents, business owners and visitors ranked "athletic fields/tai chi areas" as the number one need, while employees in the area, and BART patrons said "neighborhood parks (trees, meadows, surfaced creeks)" was the number one urgent need.

LAKE MERRITT STATION AREA PLAN PROCESS

Public input during Lake Merritt Station Area Planning process (including at workshops and open houses, and also at community stakeholder group meetings) has indicated that community members would like to have improved park and open space access. However, feedback did not produce a consensus about community desires for improving open spaces in the Plan Area, nor for the method by which new parks land can be acquired. Of the community comments, some asserted:

¹ Children were defined as those under 17 years old.

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

- Madison Square Park should remain primarily as open space, without a new community center
- The Plan should include creative strategies for improving current recreation opportunities and creating new parks and open spaces.
- In Chinatown, service providers are constrained for recreational facilities.
- There is an unmet need for youth recreation.

LEVEL OF SERVICE STANDARDS FOR PARKS AND OPEN SPACE

The City of Oakland has a citywide level of service standard of four (4) acres of local-serving parks per 1,000 residents.³ The *Station Area Plan* considers this target, and will attempt to address the open space and recreation needs of current residents, and the expected new residents in the years to come.

However, the Plan Area must share limited resources with other neighborhoods in City of Oakland, with their own parks deficiencies. For example, the OSCAR 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 Plan Area: many users of the Recreation Center are from Central and East Oakland/Fruitvale, as the City learned during the focus group and stakeholder interviews, so residents of those neighborhoods, if they were better-served in local facilities, might not need to travel to the Plan Area for recreational purposes alone.

5.3 Implementation Strategies

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

A main objective of the OSCAR, which still remains City policy, is reducing deficiencies in parks acreage and recreational facilities in the most equitable, cost effective way possible.⁵ The general strategy of the Area Plan is to continue to implement that 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 parks acreage and recreation facilities.

OPEN SPACE ZONING

Parks, open space, and land used for recreation are regulated by the Oakland Planning Code, specifically, the Open Space Zone. The Planning Code regulates activities which take place in

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

⁴ OSCAR, page 4-10.

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

parcs, and some activities require a permit process, with review by the Parks and Recreation Advisory Commission (PRAC) before they operate in an area zoned for Open Space. For example, to put a new community garden, or a new tot lot in a park requires a Conditional Use Permit (CUP); a full service restaurant in a park also requires a CUP. This means that some activities to improve parks may require a CUP application --payment of the fees, presentations at public hearings, and the time needed for staff review of the proposal. Also, some activities are outright prohibited, depending on the type of open space zoning.

MAINTAIN AND ENHANCE EXISTING SPACES

These sections describes Plan recommendations for how to make the most out of existing open space and recreational facilities in the Planning Area, including ideas for improved access, expanded programming or physical improvements.

Lake Merritt and Lake Merritt Channel

Lake Merritt, the Estuary Waterfront, Peralta Park and Lake Merritt Channel Park provide additional open space and recreation opportunities in the Plan area. Completing improvements along the channel to the Estuary is a priority of the *Lake Merritt Master Plan*, and the *Estuary Policy Plan*. Access to these parks is currently constrained from the Planning Area due to visual and physical obstacles, as well as perceived distance from the current center of commercial and residential activity. An important strategy in the *Station Area Plan* will be to improve the accessibility of these resources, through targeted streetscape improvements, (as outlined in Chapter 6), thereby improving walkability and visibility of these areas. This will implement the *Estuary Policy Plan*, which calls for linking the Estuary to Lake Merritt by enhancing the Lake Merritt Channel.⁶ The *Station Area Plan's* recommendations for new land use development (outlined in Chapter 4) will help to extend the commercial and residential activity closer to the parks. In addition, Measure DD improvements currently underway will improve access to these assets.⁷

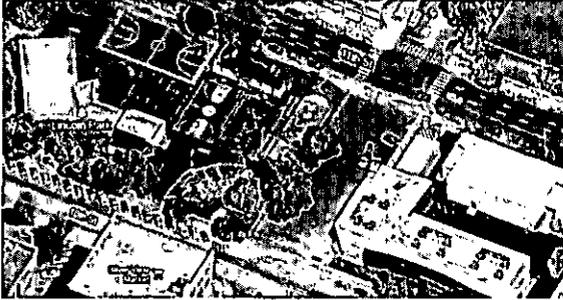
Measure DD improvements include:

- 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 waterflow).
- 7th Street Flood Control Pump Station.
- Lake Merritt water quality improvements and amenities renovations.

⁶ See, specifically, 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."

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.

Lincoln Square Park



Lincoln Square Park is heavily used by hundreds of people during the day and evening. Community members want to maintain the uses and activities at this location and ensure continued maintenance as the neighborhood continues to grow. The OSCAR states: "This urban space is the most popular park in Chinatown and receives very heavy use." 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."

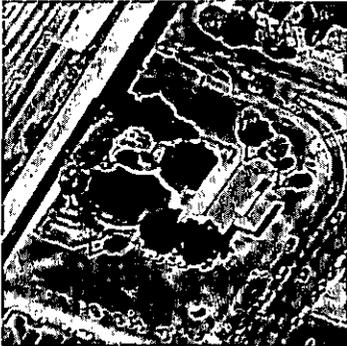
Since the publication of the *Lake Merritt Station Area Plan Existing Conditions Report*, some improvements have been made to Lincoln Recreation Center to expand the amount of land dedicated to recreational use. This summer (2011), construction was completed on the transformation of a surface parking 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.

Additionally, the City has placed the expansion of the Lincoln Square Recreation Center, and improvements to the Park on the 2009-2011 Capital Improvement Projects list. The City has also applied for California State Proposition 84 funds for the same Park improvements and the on-site expansion of the Lincoln Square Recreation Center; decisions on Prop. 84 are expected from the state in spring, 2012.⁸

Making improvements to the Planning Area's other parks will provide alternative recreation resources and relieve overcrowding.

⁸ The proposed expansion will add an approximately 6400 s. f. new two-story addition to the recreation center, to serve the community of Chinatown and nearby residents. In addition, the park improvements will create additional greenery spaces, outdoor deck area, enhance lighting for evening activities, improve pedestrian pathway and access, and address storm-water treatment using bio-swale filtration and landscaped retention area.

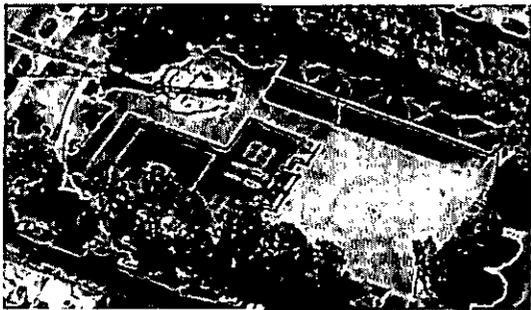
Harrison Square Park (Chinese Garden)



Chinese Garden Park provides important cultural amenities, senior center programming⁹, and a community garden that is well used by residents in the Planning Area. However, access is constrained and safety a concern given the high volumes of traffic and vehicle speeds on surrounding streets, especially 7th Street. The OSCAR notes, “a Chinese Community Center was recently constructed in this historic park, dramatically changing its character. Access improvements across 7th Street are now needed to ensure pedestrian safety and the usefulness of the Park.” The current route from Alameda to I-880 utilizes the portion of 7th Street bordering this park, along with other

city streets, as a part of the highway approach.

Madison Square Park



Madison Square Park has been identified by the community as a key asset that is vital to the physical and mental health of the community, particularly for the Tai Chi community. It has also been identified as a public space that could use significant improvements. Issues currently limiting use of the park include inadequate lighting and feeling unsafe.

As part of the Lake Merritt Station Area Plan process, community members have suggested improvements that would increase use of the park, and potentially bring more people in to use the park at all times of the day:

- New exercise equipment for adults, play structures for kids, community garden, gaming tables; memorial or cultural structures.
- Additional amenities: seating, public restrooms, trash cans, shade and shelter.
- Provide new programming: multipurpose, multigenerational, multicultural; festivals, exercise classes.
- Regulate use and open hours: encourage people to clean up after pets by posting ordinance and fine information. Deter homeless by instituting and posting hours of operation.
- “Activate” the park: vendors, food services, music and performance; day and evening activities;

- Improve linkages: Connect to Lincoln Square Park and other parks in the planning area through physical routes and shared programming to create a network of open spaces.
- To improve visibility into the park (and thus improve safety), remove visual barriers, such as the landscape berms along 8th and 9th Streets and the perimeter wall along Jackson Street.

During initial stages of the planning process, some stakeholders had also expressed the desire to see a community center or senior center here, but since then, community feedback has been overwhelmingly in favor of preserving as much open space (free of permanent structures) as possible in the park.

JOINT USE AGREEMENTS

The OSCAR recognizes that schoolyards are an underutilized open space resource and it directs the City to work collaboratively with Oakland Unified School District (OUSD) to make schoolyards more accessible and attractive.¹⁰ 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 making existing schoolyard facilities more accessible to the larger community.

The following are potential additional opportunities for joint use agreements with other public entities that have recreational facilities in the Plan Area:

- The Oakland Unified School District "La Escuelita Education Complex" at Second Avenue and East 10th Street, on the southeast corner of Lake Merritt. This 5.5 acre development, under construction in 2011, will add new schools, a public playing field and basketball courts.
- Laney College's sports fields at Third Avenue and East 10th Street include baseball, football and track and field facilities, along with a swimming pool. 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 somewhat limited to Laney students.

NEW OPEN SPACES AND RECREATIONAL FACILITIES

The Preferred Plan also includes recommendations for new parks and open spaces.

Required as Part of New Development

The Preferred Plan recommends that all new development over half a block in size be required to either provide on-site open space or pay in-lieu fees equivalent to having provided that space. However, this requirement would not apply to individual, smaller parcels. The Preferred Plan is recommending that larger new development provide ten (10) percent of lot

¹⁰ OSCAR Policy OS 2.2

area to publically-accessible open space¹¹. Sites that are over half a block (around 0.7 acres) are identified in Figure 5-2. To meet community benefit obligations (see Chapters 8 and 9), there will be an additional contribution of either: five (5) percent of the lot area for publically-accessible open space, or a contribution to an in-lieu fee. There will be design guidelines written for the Station Area Plan which will address the location, placement and usability of this new open space.

The Station Area Plan acknowledges that different types of open space and recreational facilities are needed to meet the various needs of present and future residents, workers and visitors. Therefore, different types of development that serve different types of users may have different requirements. For example, new office buildings could be required to provide on-site pocket-parks with landscaping while new residential development might be required to provide in lieu fees for an off-site athletic facility, based on the different needs of office workers compared to residents. Requirements may also be different for private landowners, compared to public landowners that are in the business of providing services to the public.

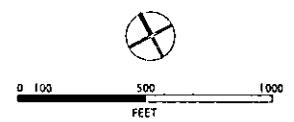
¹¹ Earlier iterations of this plan had a higher percentage of publically accessible open space.

Attachment B



Figure 5.2:
**POTENTIAL SITES FOR 10%
 - 15% PUBLIC OPEN SPACE
 CONTRIBUTION**

-  Existing Parks
-  Future Parks
-  Resource Conservation Areas
-  Laney Recreational Area
-  Public Open Space Owned by Peralta
-  Potential Site for 10-15% Open Space Contribution (site over 1/2 block or 0.7 acres)



Innovative Park Typologies

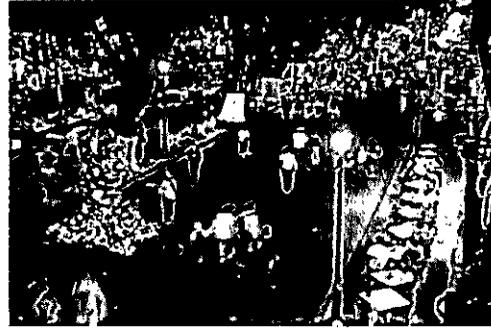
In addition, the Preferred Plan also encourages innovative and lower-cost ideas to expand open space availability:

- Parklets – These are 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. 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.



San Francisco parklet

- Temporary street closures – Festivals or regular events like farmers markets or night markets can convert street space into a recreational space. Fallon Street (with the potential improvements described in Chapter 6) and some of the low-traffic side-street blocks in the heart of Chinatown would be good locations for these types of activity.

*Night market*

Street Fair

Lake Merritt Improvements

The Preferred Plan recommends a new greenway or linear park along the east side of the Lake Merritt Channel. Measure DD improvements will already create a pedestrian and bicycle pathway between Lake Merritt, the Estuary waterfront, and the Bay Trail along the east side, but the Preferred Plan recommends creating new open space if the public properties along this edge redevelop.

As noted on page 5 of this chapter, Measure DD is creating a new four-acre park along the northern edge of the Planning Area, along with other significant open space improvements.

5.4 Park Guidelines

Along with the amount of parkland, the quality and accessibility of park and open spaces are important elements to ensuring a healthy community and a network of open spaces. Public spaces should be distributed throughout the Planning Area so that they are accessible to all users. As will be described further in *Chapter 6: Streetscape Character* and *Chapter 7: Circulation, Access, and Parking*, overall walkability and pedestrian safety in the Planning Area are expected to improve through implementation of the Station Area Plan. Adequate sidewalks, safe crossings, and active streetscapes aim to encourage walking to parks and other public spaces. The City has a number of objectives, policies and actions in place to govern the creation of new parks (see “Existing Policies” below); in addition there are a number of best practices which the Lake Merritt Station Area Plan can promote for the construction of new parks.

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 *Open Space Conservation and Recreation Element (OSCAR, 1996)*, and the *Estuary Plan (1999)*. Selections of these are:

OSCAR 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 minimized 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 (applicable to Lincoln Square): “Respect historic park features when designing park improvements or programming new park activities.”

Oakland Estuary Policy Plan

- Objective SA-2: Punctuate the shoreline promenade with a series of parks and larger open spaces: “Expand Estuary Park.”
- Objective SA-5: Enhance natural areas along the shoreline: “There are significant opportunities along the Estuary shoreline and Lake Merritt Channel to enhance remnant tidal marshes and other natural areas.” Some of this is part of the current Measure DD projects, such as a new tidal wetland being created between 10th and 12th Street on the west side of the Channel.
- OAK-2.1: Expand Estuary Park. Encourage aquatic sports within the mouth of Lake Merritt Channel.
- OAK-2.2: Create a major new park on the east side of the mouth of the Lake Merritt Channel, at the Estuary.
- POLICY 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. (Such as the new four acre park being built as part of the 12th Street reconstruction).

PARK REQUIREMENTS AND GUIDELINES

As part of the Station Area Plan process, the Oakland Planning Code will be amended to write new zoning designations for the Plan Area. This will be an opportunity to include updated park standards to apply to parks and open space in the Planning Area. For example, to meet the goals of the Preferred Plan, revised parks zoning in the Plan Area could relax the current requirement of a Conditional Use Permit for improvements, such as community gardens or tot lots. In addition, policies will be developed that reflect the following best practices and shoreline guidelines.

Best Practices

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

- ***Site parks to maximize sun access and minimize wind and shadows.*** Locate open space along the east, west, or south side of blocks to maximize exposure to the sun, especially from the southeast, while protecting from wind. Tall buildings should be slender in order to minimize the casting of large shadows; middle and upper stories should taper or step back, as outlined in Chapter 4.
- ***Maximize visibility from the street.*** Design open space to be physically and visually accessible from the street and designed for public use (e.g. highlight views of the park, install signage, etc.). Design open space that fronts the sidewalk to be primarily open and free of walls or other obstructions (not including trees, lights, and steps). Use landscaping strategically to identify pedestrian entrances and articulate edges for plazas and courtyards.
- ***Facilitate maintenance and maximize sustainability.*** Facilities in the Plan Area are well-used, and require regular maintenance. “Sustainability” includes low-maintenance landscape materials that are climate appropriate, drought-resistant, and require minimal irrigation (See Alameda County’s [Bay-Friendly Landscaping guidelines](#)). Use of high-quality, durable materials are cost-effective in the long-term. To the extent feasible, standardize park amenities (e.g. benches and trash cans), and incorporate technology (e.g. solar trash compactors, moisture-sensing sprinklers) to minimize costs and make maintenance and repairs more efficient.
- ***Design culturally appropriate amenities and programs.*** Provide public art, and programming that reflect the culture of the community (e.g. inter-generational and multi-cultural activities). Provide amenities and programs for a variety of users (e.g. seniors, children, and teenagers) at different times of day and evening.
- ***Maximize comfort.*** Ensure that parks are clean and well-maintained. Provide ample seating, which can be comprised of benches, seating walls, and moveable seating. Provide trees, landscaping, shaded and sheltered areas, in addition to areas with full sun access.
- ***Design for active and passive use.*** Encourage a variety of activities, programs, and events in open spaces to promote active uses, such as kiosks for private businesses and food vendors. Also, provide opportunities for quiet passive recreation.

Shoreline guidelines

The following shoreline design guidelines will help ensure that new open spaces along the Lake Merritt Channel are publicly accessible:¹²

- Ensure safety and security.
- Design for a wide range of users and relate to adjacent uses.
- Design, build, and maintain in a manner that indicates the public character of the space.
- Provide public amenities, such as trails, benches, play opportunities, trash containers, drinking fountains, lighting and restrooms that are designed for different ages, interests and physical abilities.
- Maintain and enhance the visual quality of the shoreline and adjacent developments by providing visual interest and architectural variety in massing and height to new buildings along the shoreline.
- Ensure that new public access areas are clearly connected to public rights-of-way, such as streets and sidewalks, are served by public transit, and are connected to adjacent public access or recreation areas.
- Employ appropriate siting, design and management strategies (such as buffers or use restrictions) to reduce or prevent adverse human and wildlife interactions.
- Balance the needs of wildlife and people on an area wide scale, where possible.

¹² San Francisco Bay Conservation and Development Commission, "Shoreline Spaces: Public Access Design Guidelines for the San Francisco Bay, April 2005.

6 Streetscape Character

The Streetscape Character chapter provides an overview of the public process and policy background for streetscape improvement recommendations, an outline of the streetscape vision for the Plan Area, and streetscape improvement recommendations for the Plan Area's key streets.

6.1 Background

Safe and attractive sidewalks that encourage pedestrian activity, slower traffic, a contiguous bicycling network, and strong links to local destinations and adjacent districts are the basic objectives of the Streetscape Character recommendations. Participants in the Subarea Planning Workshops and in Community Stakeholders Group (CSG) meetings have been clear in establishing these objectives as essential for enhancing livability and encouraging investment in the Plan Area. Recent studies, including the *Revive Chinatown Community Transportation Plan* (2004) and the *Lake Merritt BART Station Plan* (2006) focused on the same issues, and this Streetscape Character chapter incorporates many recommendations from these previous efforts; these include sidewalk widening and pedestrian amenities, lane reductions, and possible conversion of streets from one-way to two-way travel.

The City of Oakland *Pedestrian Master Plan* (2004) and *Bicycle Master Plan* (2009) designate specific streets and portions of streets within the Plan Area for improvements, as part of the city's overall multimodal travel network. Franklin, Webster 14th, 9th, and 8th Streets are designated for Class II (striped lane) and/or Class Iia (shared lane) bicycle routes. Webster, Jackson, Oak, 14th, 8th, and 9th Streets are designated "Primary Pedestrian Routes," a high priority for streetscape improvements.

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

6.2 Vision Framework

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 promote a vision for the growth and evolution of the district. In a district that could be easily walkable end-to-end in 10 minutes, using streetscape improvements to link destinations within and adjacent to the Plan Area is a fundamental ingredient. Figure 6.1, the "Streetscape Vision" diagram illustrates the major concepts that underlie streetscape improvement recommendations. These concepts dovetail with the Plan's land use and development policies and circulation improvement strategies:

- **Improve and Expand the Core of Chinatown.** Support the pedestrian-oriented commercial focus of Webster, 8th, and 9th Streets with sidewalk widening, streetscape amenities, lighting, and street crossing improvements, and extend Chinatown's character east along 8th and 9th to BART and Laney College.
- **Connect Chinatown to the BART Station and Laney College.** Establish an active, pedestrian-oriented, well-lit connection between Chinatown and the Lake Merritt BART Station/Laney College.
- **Connect Chinatown to Jack London Square and the Jack London District.** Eliminate the dark, unsafe character of streets and sidewalks that extend beneath I-880 with new lighting, enhanced pedestrian crossings, and attractive parking area screen walls.
- **Concentrate Multimodal Access at the BART Station.** Surround the Lake Merritt BART station blocks with pedestrian-oriented street and sidewalk improvements, bicycle routes, and enhanced bus transfer and kiss-and-ride areas.
- **Improve Lighting, Pedestrian Crossings, and Street Trees Incrementally on All Streets.** Sidewalk lighting and street crossing safety are the highest community priorities; shade trees add to property values and reduce urban heat island effects.
- **Upgrade Oak Street as a Spine between Lake Merritt and the Waterfront.** Improve walking and bicycling connections between Lake and Waterfront recreation and commercial destinations with lighting, widened sidewalks, street trees, a striped bikeway, and improved street crossings.
- **Establish 10th Street as a "Green" connection to the Lake Merritt Channel Linear Park and Trail.** 10th Street links the center of the Plan Area, including Pacific Renaissance Plaza, Lincoln Recreation Center, and Lincoln Elementary School, plus the Oakland Museum and Kaiser Auditorium to the Lake Merritt Channel park and trail improvements currently underway as part of Measure DD. Rain gardens and other sustainable development features should be used to extend a green corridor into the heart of the neighborhood.
- **Highlight 14th Street as the Civic Link to Lake Merritt.** Special lighting should be installed to highlight the link between the Downtown civic center and newly

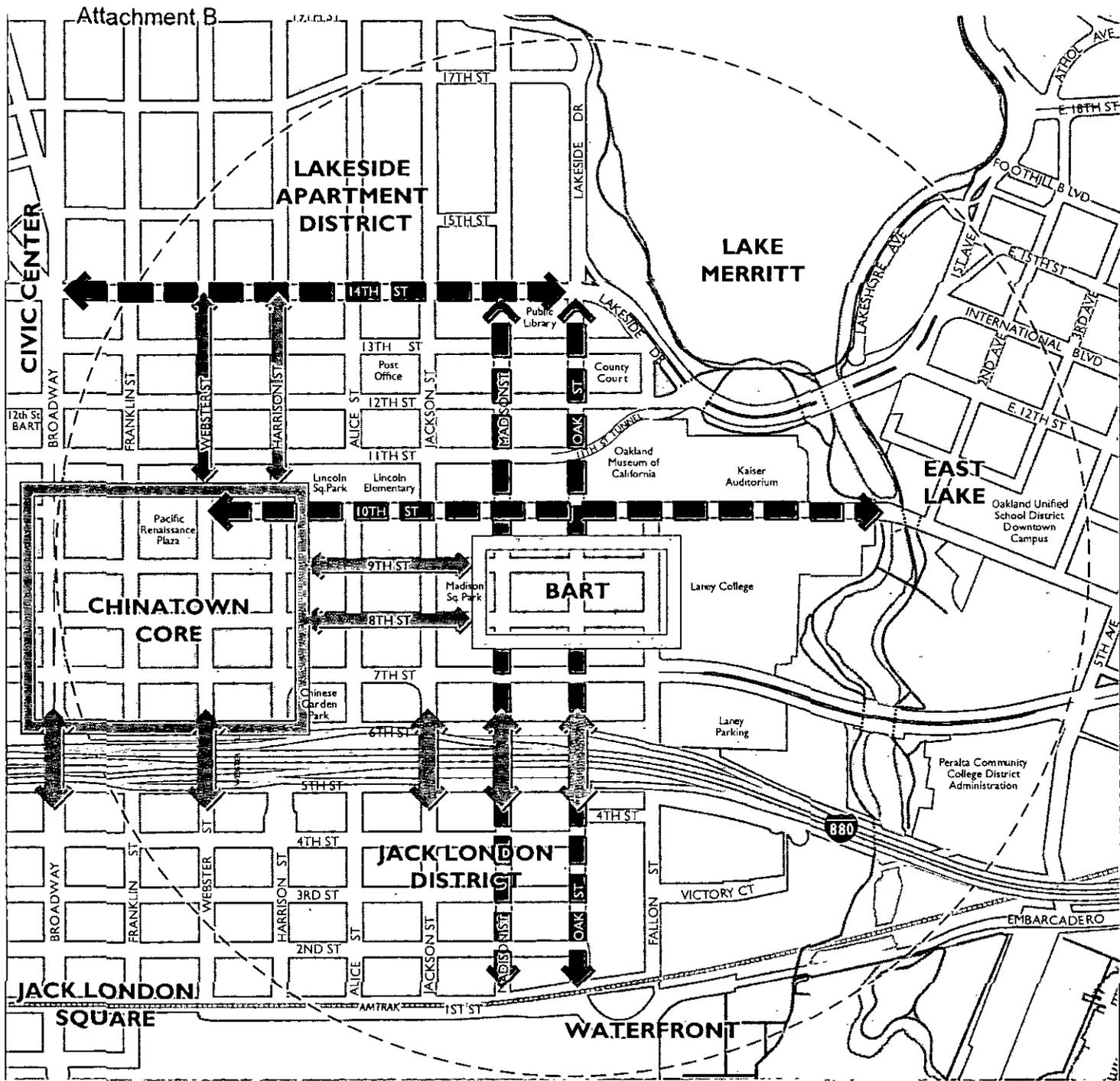
reconfigured Lakeside Drive, the new 12th Street Bridge, and the Lakeview District; continuing the Lake's "necklace of lights" between new fixtures along 14th Street is one option that should be considered. Street crossing improvements and infill street trees are also recommended.

- ***Add Unique Wayfinding Signage.*** A system of wayfinding signage should be designed and installed to highlight regional destinations (the Oakland Museum, the Chinatown commercial core, the Main Public Library, among others) and support pedestrian movement between from the Lake Merritt BART station and throughout the neighborhood. Signage should be consistent with existing signs and be fully bilingual.

Many of the improvements needed to pursue these concepts would be difficult to implement without roadway lane reductions, which are discussed in more detail in Chapter 7, "Circulation, Access, and Parking." As the Circulation discussion makes clear, existing roadways in the Plan Area have significant excess traffic capacity, so much so that practically every street in the Plan Area can have a lane removed and still accommodate projected build-out traffic levels; some streets could have two lanes removed.

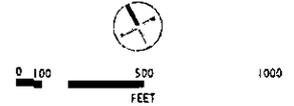
In addition to lane reductions, previous planning studies have recommended that some or all one-way streets within the Plan Area be considered for conversion to two-way streets. Two-way street conversions were also recommended by a number of Community Workshop participants and by some of the members of the CSG. In the description of recommendations for Key Streets below, those streets deemed not to have likely impacts on surrounding area—i.e., those not part of a traffic couplet—are recommended for possible conversion from one-way to two-way; these streets are Harrison, 9th, and 10th streets.

Couplet streets include Franklin, Webster, 7th and 8th streets, and an analysis of the effects of converting these and other network streets to two-way traffic is not within the scope of this Area Plan and the accompanying EIR. However, conversion of more streets to two-way traffic in the future is a distinct possibility, and it is important that Streetscape Character improvement recommendations, if implemented, not eliminate this potential.



**Figure 6.1:
STREETScape VISION**

-  14th Street - Civic Link to Lake Merritt
-  10th Street - Green Connection to Estuary Trail
-  Connect Chinatown to Jack London Square and the Left District
-  Chinatown Core - Improve Pedestrian-Oriented Commercial Streets
-  Key Pedestrian-Oriented Commercial Street Connections
-  Lake Merritt BART - Improve Multimodal Access
-  Oak Street - Spine between Lake Merritt and the Waterfront
-  Improve Lighting, Pedestrian Crossings, and Street Trees
-  Planning Area - 1/2 mile radius

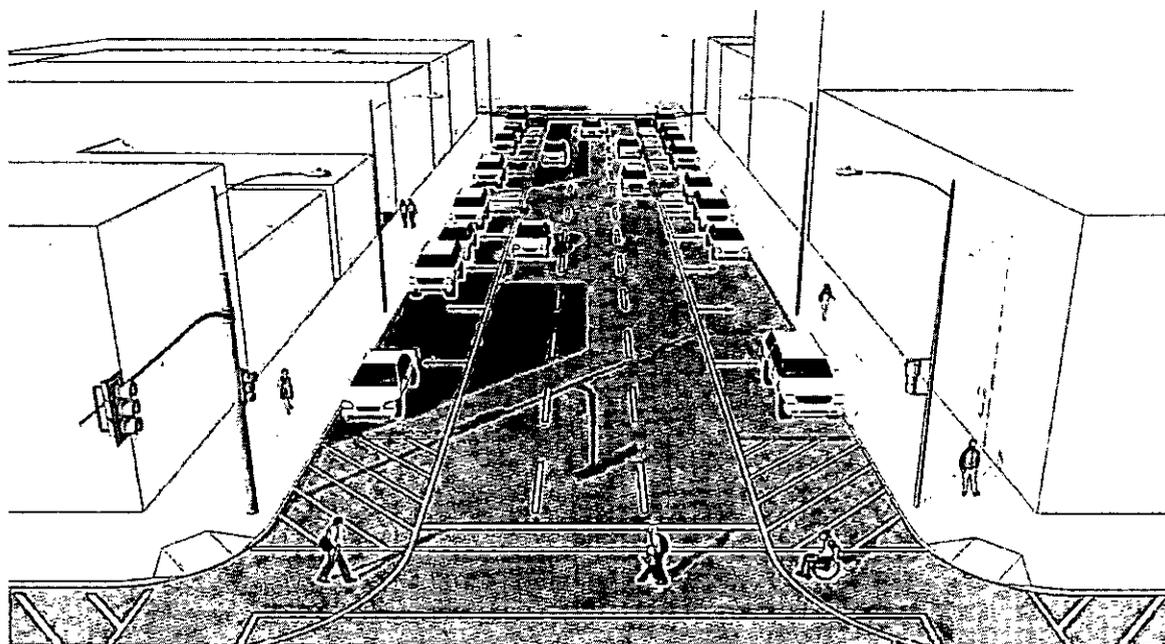


6.3 Streetscape Phasing Concept

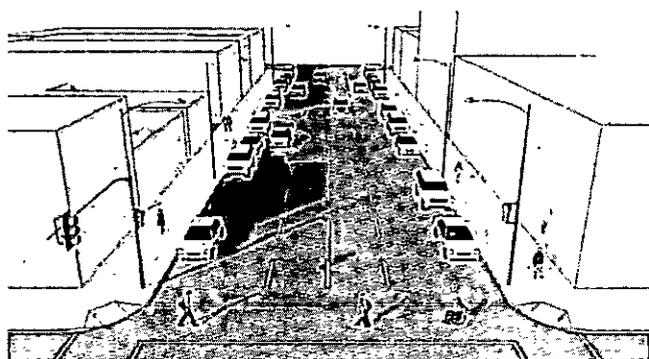
Given the studies and construction costs associated with streetscape improvement projects, it is desirable for improvements to proceed in a phased manner that allows less expensive traffic calming and pedestrian safety improvements to proceed in the near term, with more costly lighting and sidewalk widening efforts proceeding later. The “Street Improvements Phasing” sketches (Figure 6.2) on the following pages depict a scenario in which lane reductions and interim streetscape improvements can occur, while accommodating an ultimate configuration that has either one-way or two-way traffic.

1. Existing Condition – A typical four-lane one-way street is shown.
2. Lane Reduction with Striping Only – Paint striping is used to reduce the street from four lanes to three, with the extra space allocated to a wider curbside parking zone and painted corner bulb-out areas.
3. Improved Pedestrian Crossings – Corner bulb-outs, shortened crosswalks, upgraded traffic signals, and pedestrian-oriented lighting are installed as funding becomes available.
- 4a. Sidewalk Widening and Amenities/One-Way – Sidewalk widening, street trees, pedestrian-oriented lighting, and other mid-block streetscape amenities installed as funding becomes available.
- 4b. Sidewalk Widening and Amenities/Two-Way – The street is converted from one-way to two-way, with new traffic signals, sidewalk widening, street trees, pedestrian-oriented lighting, and other mid-block streetscape amenities installed as funding becomes available.

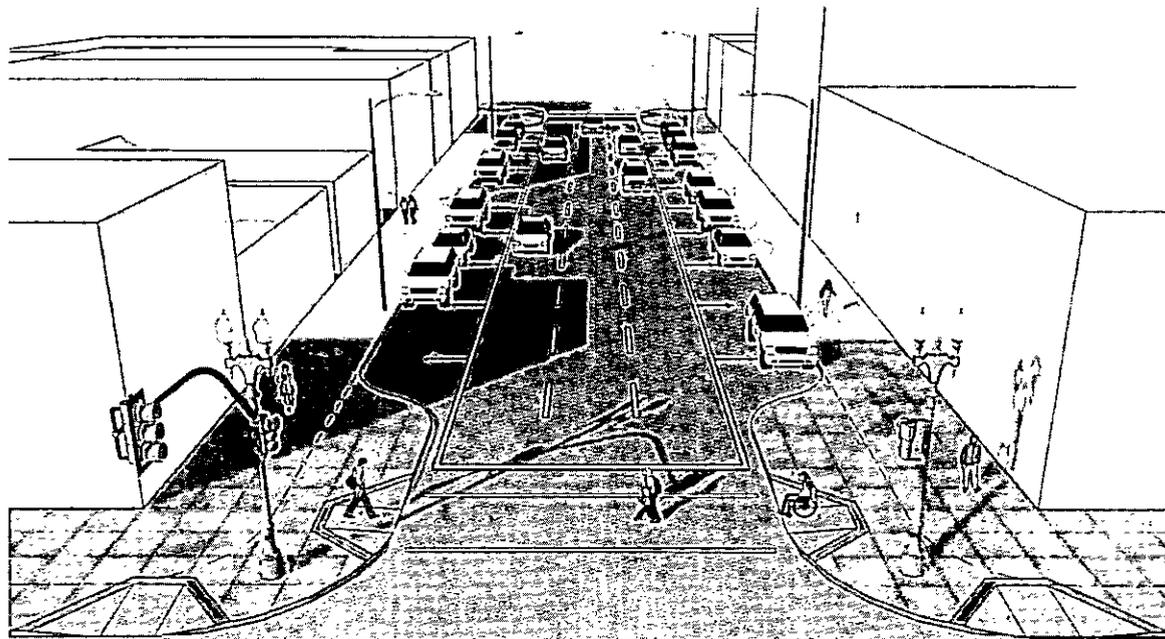
Attachment B
Figure 6.2:
STREETSCAPE PHASING



Phase I: Striping Lane Reduction

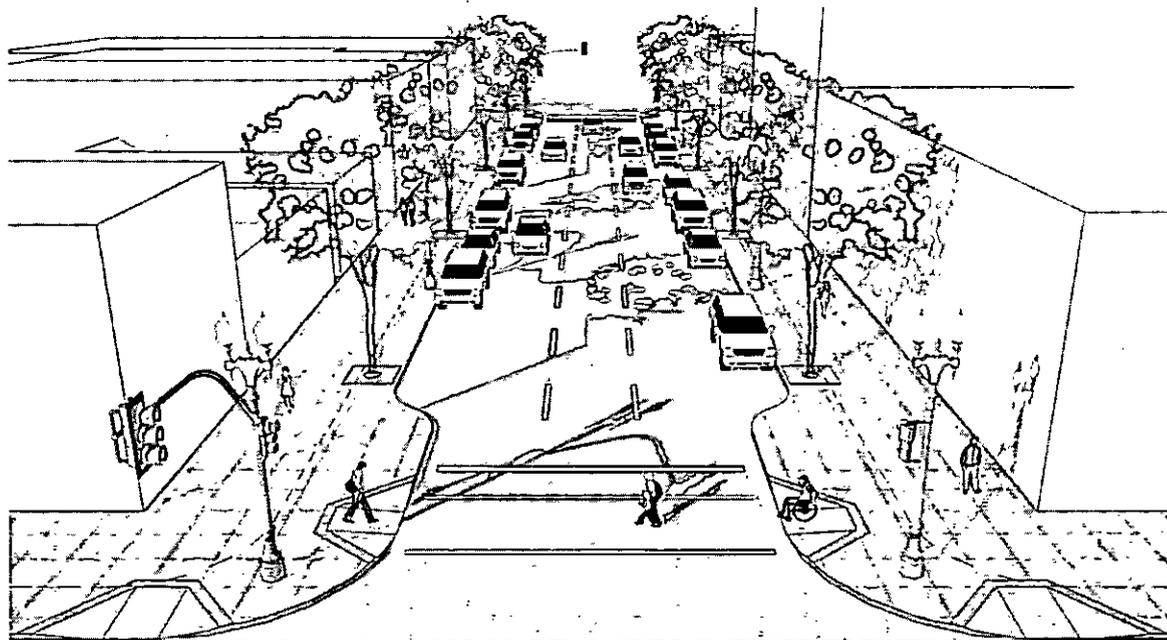


Existing Condition

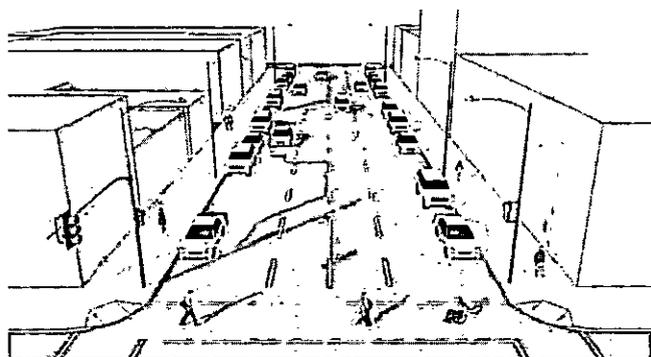


Phase 2: Bulb-Outs

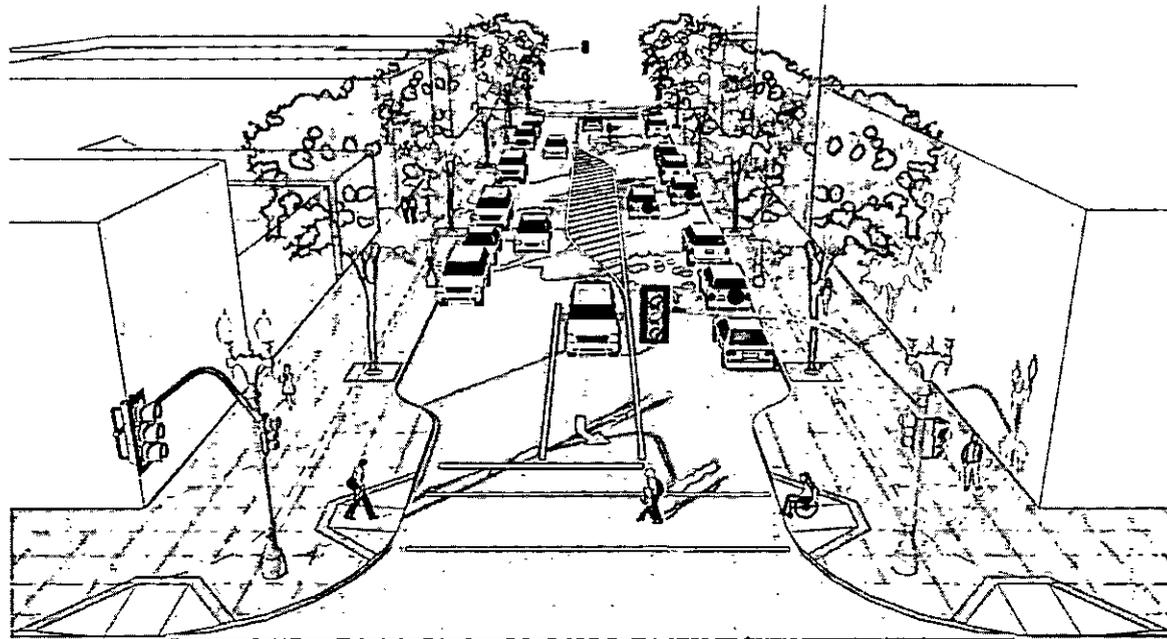
Attachment B
Figure 6.2 Continued:
STREETSCAPE PHASING



Phase 3 (Option A): Sidewalk Widening with Lane Reduction



Existing Condition



Phase 3 (Option B): Two-Way Conversion

6.4 Recommendations for Key Streets

Streetscape improvement recommendations for key streets reflect the basic vision framework for the district described above, as well as current City of Oakland policies, recent study recommendations, and specific input from community members and CSG participants. Multiple improvement options are identified for a number of streets, generally those where excess roadway capacity allows for removal of more than one travel lane and/or conversion from one-way to two-way traffic without affecting adjacent streets in the roadway network.

Improvements are described first for key east/west streets, proceeding from north to south, then for north/south streets, proceeding from west to east. Recommended improvements reflect the “Circulation Improvement Strategies” map in Chapter 7, and are illustrated with existing and proposed conditions sketches on following pages (Figure 6.3).

EAST / WEST STREETS

14th Street

14th Street is an east-west connector, linking Downtown to East Lake, and beyond. The initial concept for 14th Street includes corner bulb-outs, 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. Consider distinctive lighting feature(s), such as the “necklace of lights”, to create a strong link between the Downtown Civic Center and Lake Merritt.

10th Street (West of Madison)

10th Street runs between Webster Street and East Oakland, changing from a one-way to two-way street at Madison Street. 10th Street has been identified as an important street for a range of pedestrian improvements, and also identified as a street with capacity for a two-way conversion or lane reduction. Several initial concepts were developed, including:

- Option A: Lane reduction from four lanes to three lanes and conversion from one-way to two-way (including left turn lane where needed); widened sidewalks, corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees.
- Option B: Lane reduction from four lanes one-way to two lanes one-way; angle parking, sidewalk widening, and “green street” rain gardens and other features along north side; corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees.
- Option C: Lane reduction from four lanes one-way to two lanes two-way; angle parking, sidewalk widening, and “green street” rain gardens and other features along north side; widened sidewalks, corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees.
- Option D: Lane reduction from four lanes one-way to two lanes one-way; Class II bike lane; sidewalk widening, and “green street” rain gardens and other features

along north side; corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees.

10th Street (East of Madison)

10th Street East of Madison is a two-way low-volume street. The initial concept for 10th Street east of Madison Street includes class II bike lane; sidewalk widening, and “green street” rain gardens and other features along north side; corner bulb-outs, sidewalk amenities including pedestrian-oriented lighting and street trees.

9th Street Chinatown Core/West of Harrison

9th Street is an important connecting street between the Chinatown commercial center and the Lake Merritt BART Station and was identified as a priority pedestrian connection by the community. These improvements seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic. The initial concepts for 9th Street Chinatown Core/West of Harrison include:

- Option A: Street conversion from three lanes one-way to three lanes two-way (including left turn lane where needed); corner bulb-outs, enhanced pedestrian crosswalks, a bicycle sharrow, and sidewalk amenities including pedestrian-oriented lighting and street trees.
- Option B: Lane reduction from three lanes one-way to two lanes one-way; sidewalk widening, corner bulb-outs, enhanced pedestrian crosswalks, a bicycle sharrow, and sidewalk amenities including pedestrian-oriented lighting and street trees.

9th Street East of Harrison

These improvements seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic. The initial concepts for 9th Street east of Harrison include:

- Option A: Street conversion from three lanes one-way to three lanes two-way (including left turn lane where needed); Class II bike lane, corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.
- Option B: Lane reduction from three lanes one-way to two lanes one-way; Class II bike lane, sidewalk widening, corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

8th Street Chinatown Core/West of Harrison

8th Street is an important connecting street between the Chinatown commercial center and the Lake Merritt BART Station and was identified as priority pedestrian connection by the community. The initial concept for 8th Street Chinatown Core/west of Harrison includes a lane reduction from four lanes one-way to three lanes one-way; sidewalk widening, corner bulb-outs, enhanced pedestrian crosswalks, a bicycle sharrow, and sidewalk amenities includ-

ing pedestrian-oriented lighting and street trees. These improvements seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

8th Street East of Harrison

The initial concept for 8th Street east of Harrison includes a lane reduction from four lanes one-way to three lanes one-way; Class II bike lanes; corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. These improvements seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

7th Street West of Fallon

7th Street is an important citywide east-west connector. 7th Street west of Fallon is one way eastbound. The initial concept for 7th Street west of Fallon includes corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

7th Street East of Fallon

7th Street is an important citywide east-west connector. 7th Street east of Fallon is a six-lane two way street that separates Laney Campus from the Laney Parking lot. The initial concept for 7th Street east of Fallon includes a reduction of three right-turn lanes to two right-turn lanes at Fallon Street intersection; expanded median island to create pedestrian crossing refuge; signalized mid-block crosswalk connecting central portion of Laney College campus and parking area; corner bulb-outs, enhanced pedestrian crosswalks.

NORTH / SOUTH STREETS

Webster Street

Webster Street is a major north-south corridor and pedestrian street, running through the core of Chinatown and connecting to the Jack London District and the waterfront as well as the City of Alameda via the Webster Tube. The initial concept for Webster Street includes a lane reduction from four lanes one-way to three lanes one-way; sidewalk widening; corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees. Webster Street from 7th to 5th (including the freeway undercrossing) should have pedestrian-oriented improvements, including directional signage, to improve access to the Jack London District.

Harrison Street

Harrison Street is a major north-south corridor and pedestrian street, connecting to the Posey Tube and the City of Alameda. The initial concept for Harrison Street includes conversion from four lanes one-way to four lanes two-way between 10th and 8th Streets; corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

Alice Street

Alice Street is a local street that has been identified as a key street for lighting improvements. The initial concept for Alice Street includes corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

Madison Street

Madison Street is a regional north/south connector, providing access to the Lake Merritt BART Station. The initial concept for Madison Street includes a lane reduction from three lanes one-way to two lanes one-way; Class II bike lane, corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

Oak Street

Oak Street is a regional north/south connector, providing access to the Lake Merritt BART Station. The initial concept for Oak Street includes a lane reduction from four lanes one-way to three lanes one-way; Class II bike lane; sidewalk widening north side; corner bulb-outs, enhanced pedestrian crosswalks, and sidewalk amenities including pedestrian-oriented lighting and street trees.

Fallon Street (8th to 10th Streets)

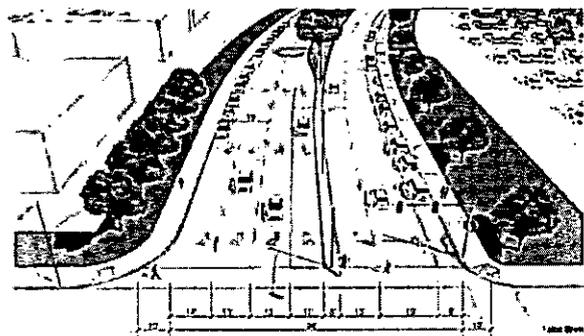
Fallon Street is a local two-way street that connects the BART Station and the entrance to Laney College. The initial concept for Fallon Street includes a street width reduction; a “festival street” treatment between Laney College main entrance and BART parking redevelopment site that uses traffic calming and unique streetscape features to create a street that can easily be converted to public use on weekends or special events; sidewalk widening; corner bulb-outs; enhanced pedestrian crosswalks; and sidewalk amenities including pedestrian-oriented lighting and street trees.

I-880 Undercrossings – Broadway, Webster, Jackson, Madison, Oak Streets

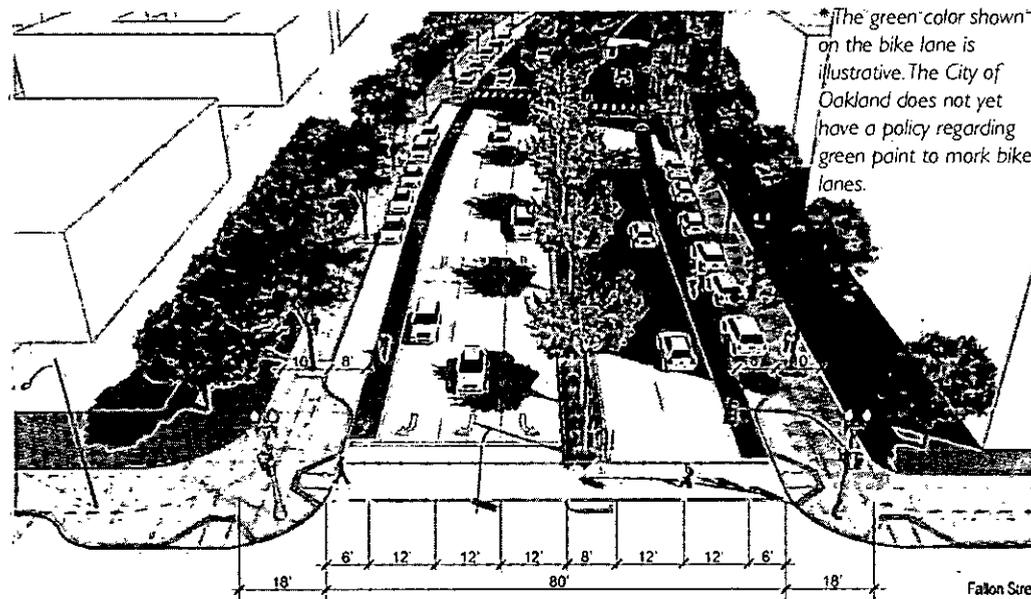
Improving the I-880 under-crossings is essential for connecting the Planning Area – including Chinatown, Laney, and the BART Station – to the Jack London District and waterfront areas. The initial concept for improving the under-crossings include an ornamental screen wall along sidewalk with integral lighting; corner bulb-outs, enhanced pedestrian crosswalks, pedestrian-oriented lighting at adjacent street corners. 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.

Attachment B
 Figure 6.3:
STREETSCAPE CONCEPTS

Note: The green color shown on the bike lane is only illustrative. The City of Oakland does not yet have a policy regarding green paint in bike lanes.



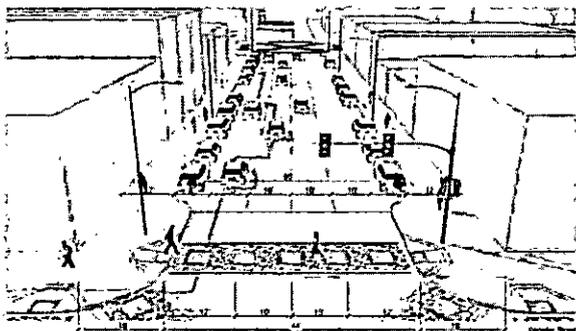
7th Street at Laney College
 Existing Looking East - 6 Lanes Two-Way



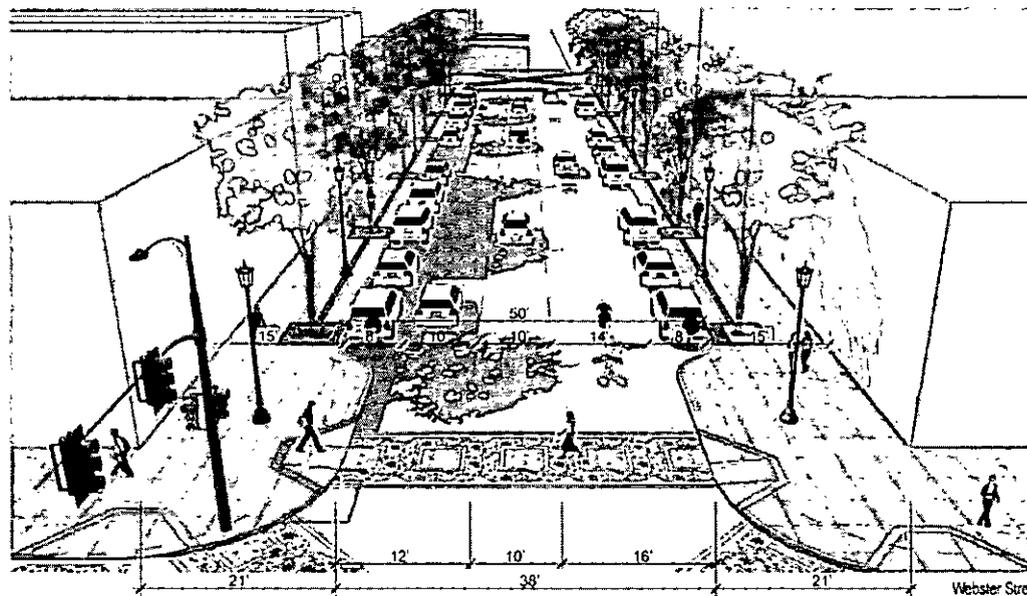
The green color shown on the bike lane is illustrative. The City of Oakland does not yet have a policy regarding green paint to mark bike lanes.

7th Street at Laney College
 Westbound 4/3 Lane Reduction, Eastbound Narrowed Lane, Widened Median, Bike Lanes, Additional Pedestrian Crossing

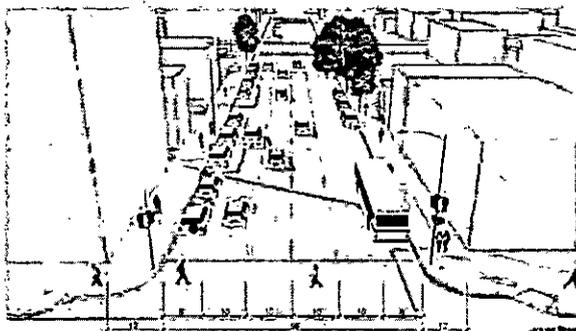
Attachment B
 Figure 6.3 Continued:
 STREETSCAPE CONCEPTS



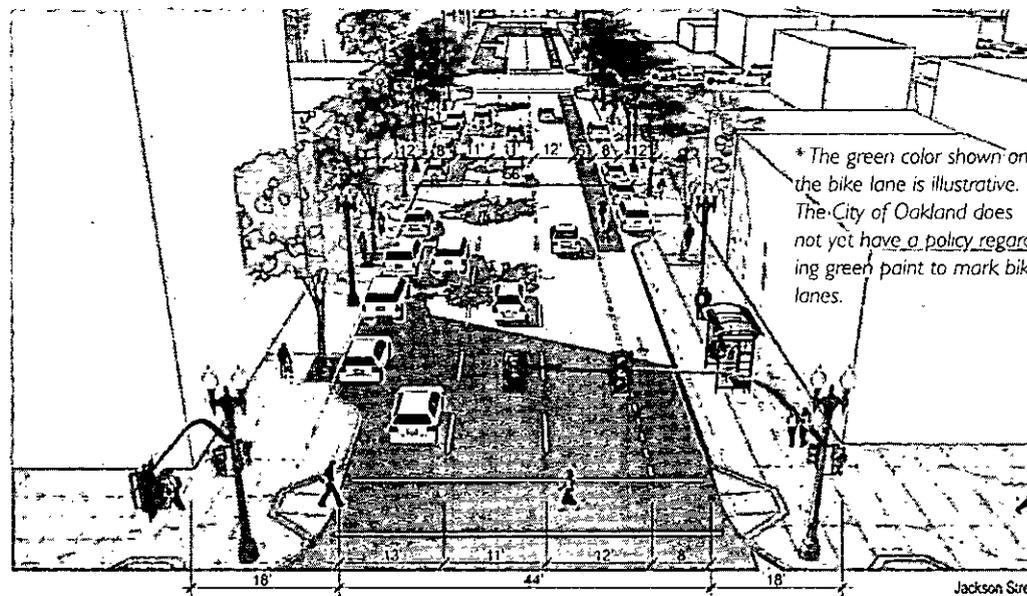
8th Street Chinatown Core
 Existing Looking West - 4 Lanes One-Way



8th Street Chinatown Core
 4/3 Lane Reduction, Widened Sidewalks

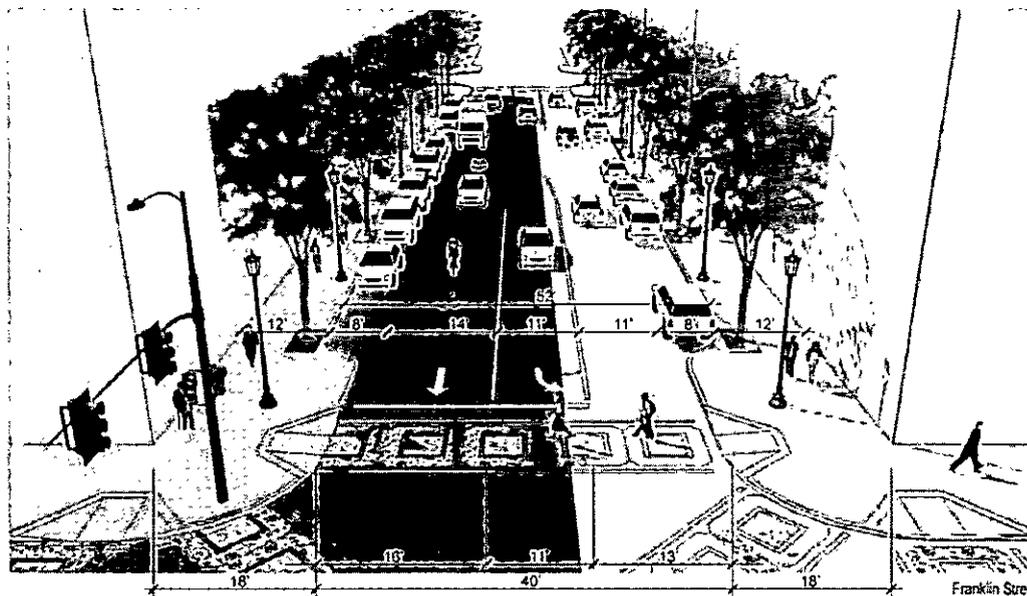


8th Street East of Chinatown Core
 Existing Looking West - 4 Lanes One-Way

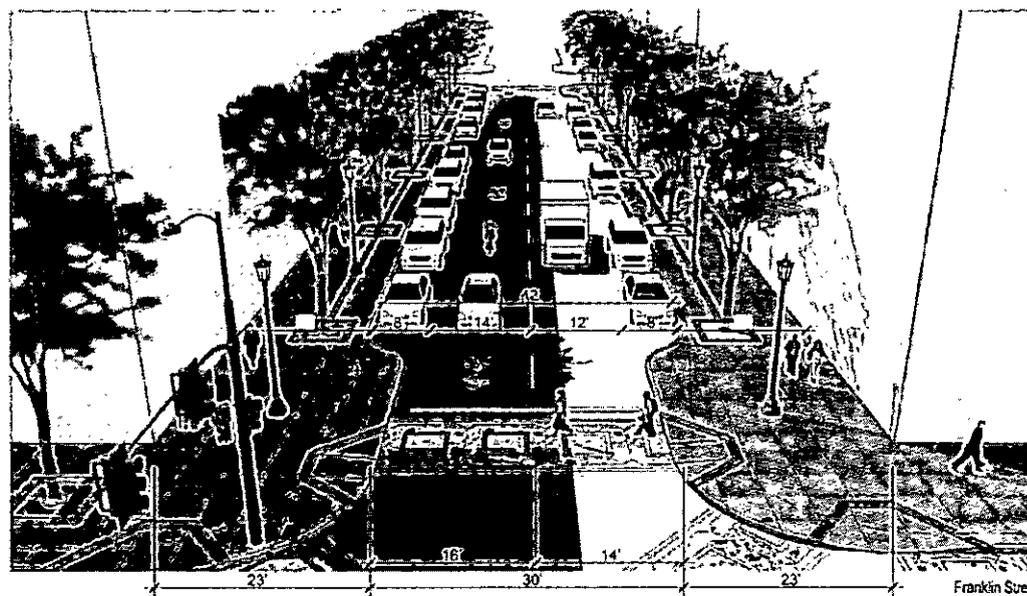


8th Street East of Chinatown Core
 4/3 Lane Reduction, Bike Lane

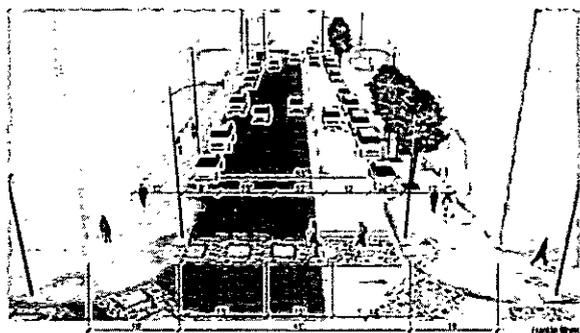
Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS



9th Street Chinatown Core - Option A
 Convert to Two-Way

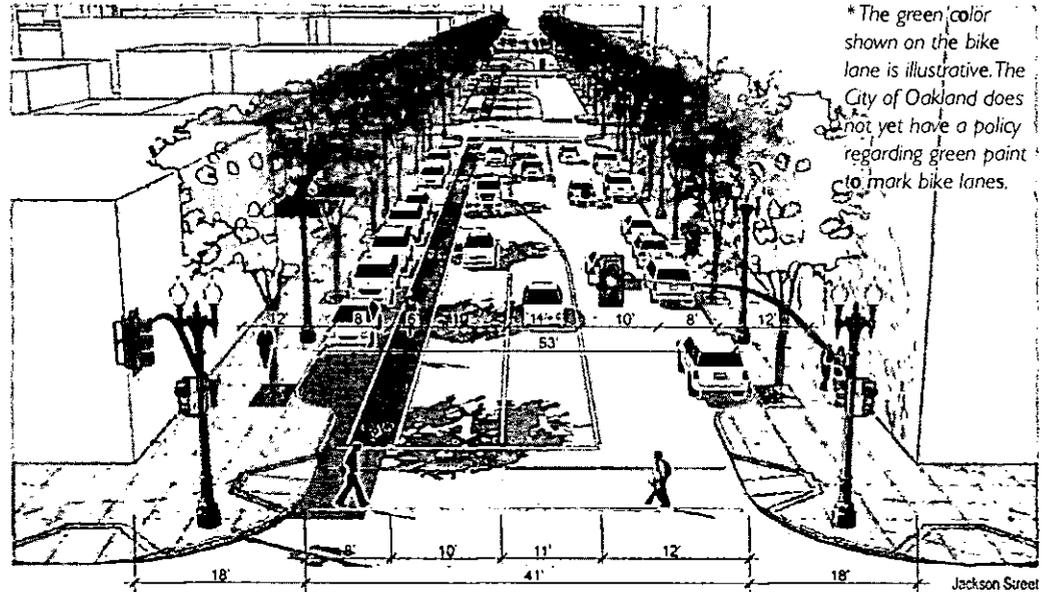


9th Street Chinatown Core - Option B
 3/2 Lane Reduction, Widened Sidewalks



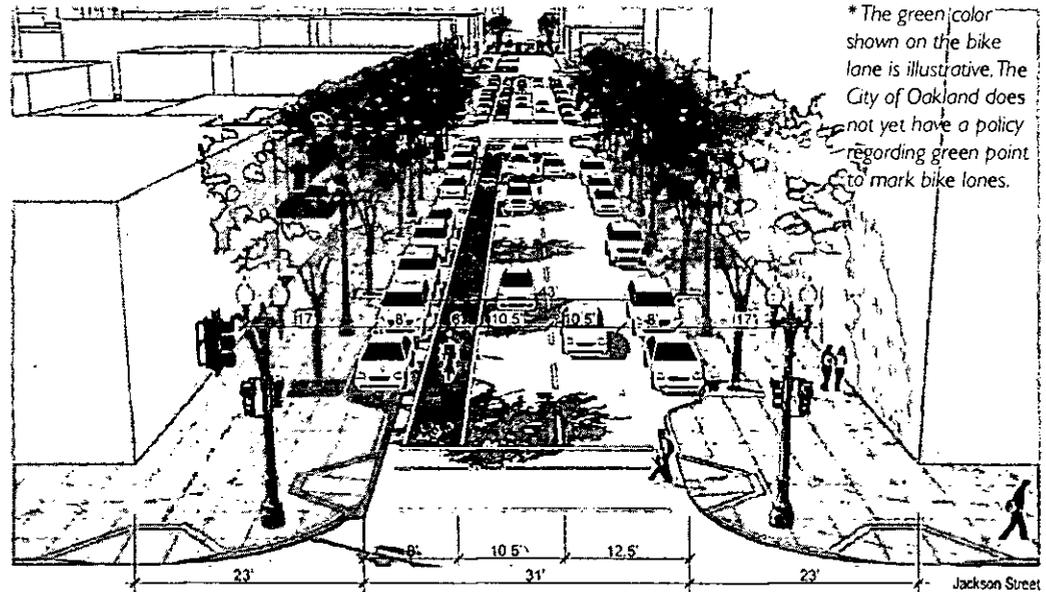
9th Street Chinatown Core
 Existing Looking West - 3 Lanes One-Way

Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS



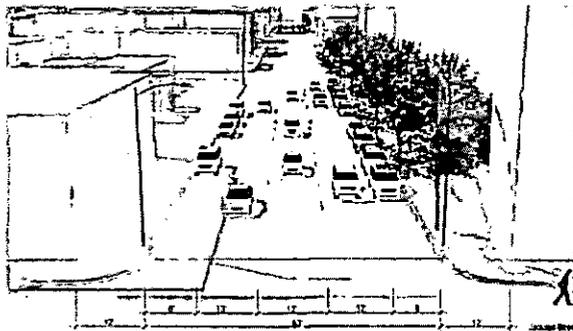
* The green color shown on the bike lane is illustrative. The City of Oakland does not yet have a policy regarding green paint to mark bike lanes.

9th Street East of Chinatown Core - Option A
 Convert to Two-Way, Bike Lane



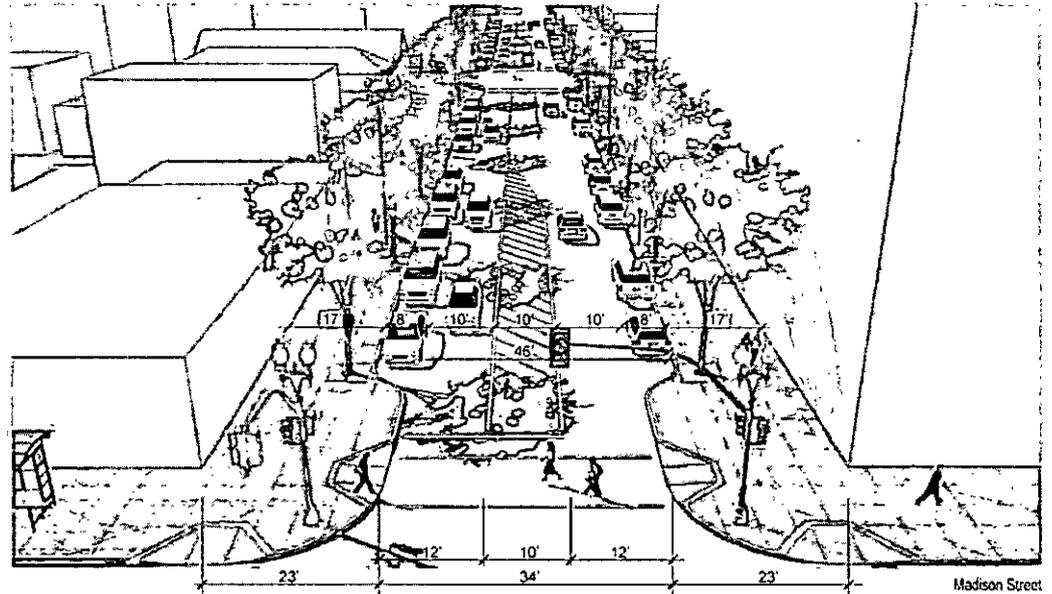
* The green color shown on the bike lane is illustrative. The City of Oakland does not yet have a policy regarding green paint to mark bike lanes.

9th Street East of Chinatown Core - Option B
 3/2 Lane Reduction, Widened Sidewalks, Bike Lane

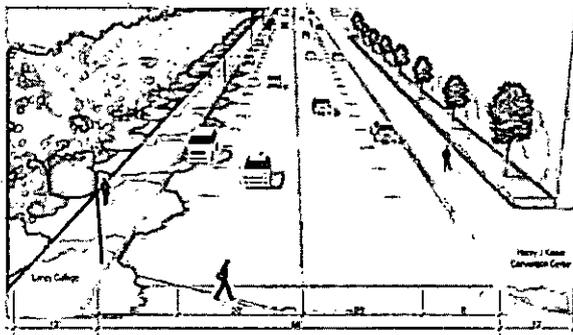


9th Street East of Chinatown Core - Existing
 Looking West - 3 Lanes One-Way

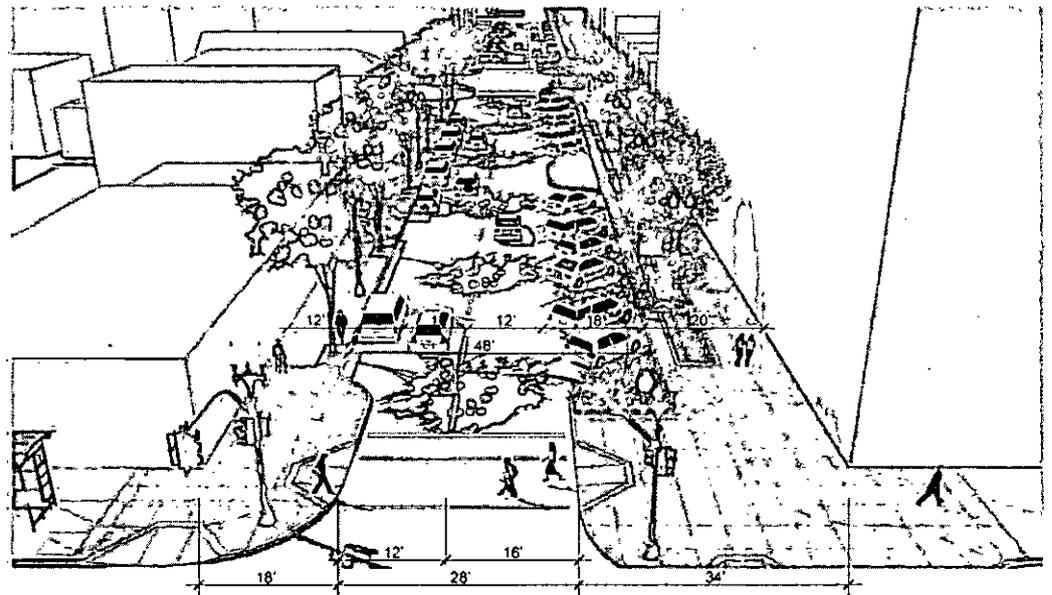
Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS



10th Street - Option A
 Convert to Two-Way, 4/3 Lane Reduction, Widened Sidewalks

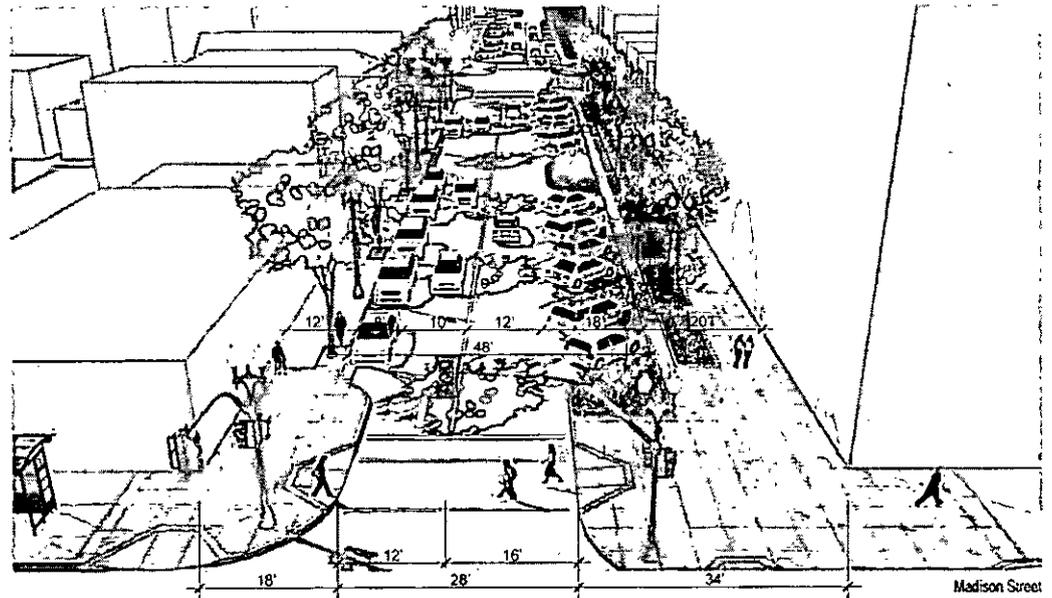


10th Street East of Fallon Street
 Existing Looking West - 2 Lanes Two-Way

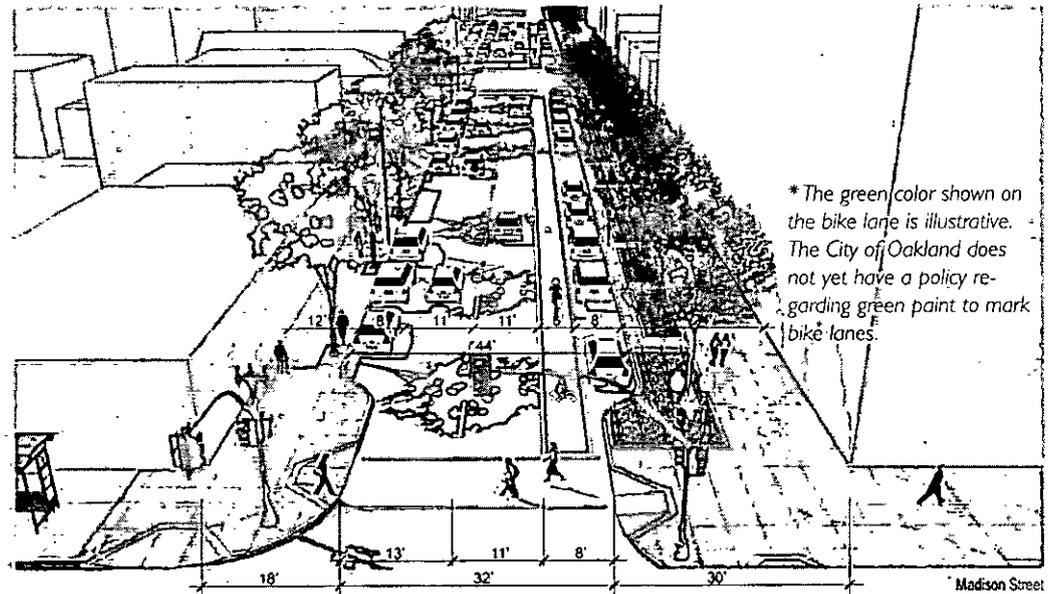


10th Street - Option B
 4/2 Lane Reduction, Widened Sidewalks, Angle Parking, "Green Street"

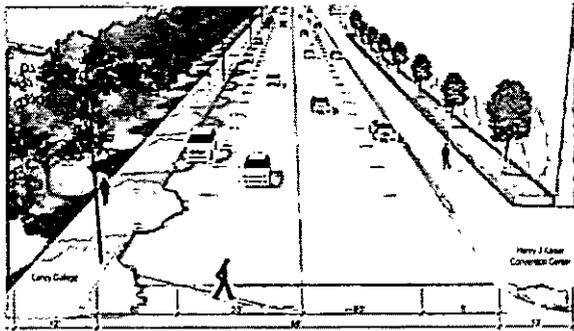
Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS



10th Street - Option C
 Convert to Two-Way, 4/2 Lane Reduction, Widened Sidewalks, Angle Parking, "Green Street"

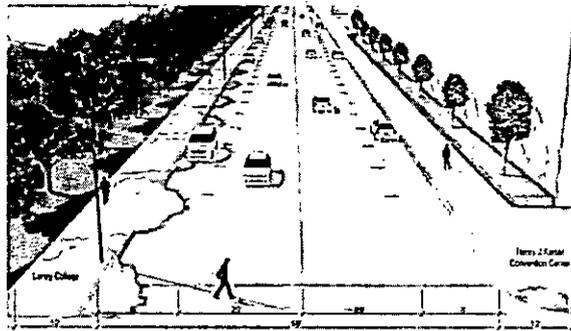


10th Street - Option D
 4/2 Lane Reduction, Widened Sidewalk (north side only), Parallel Parking, Bike Lane, "Green Street"

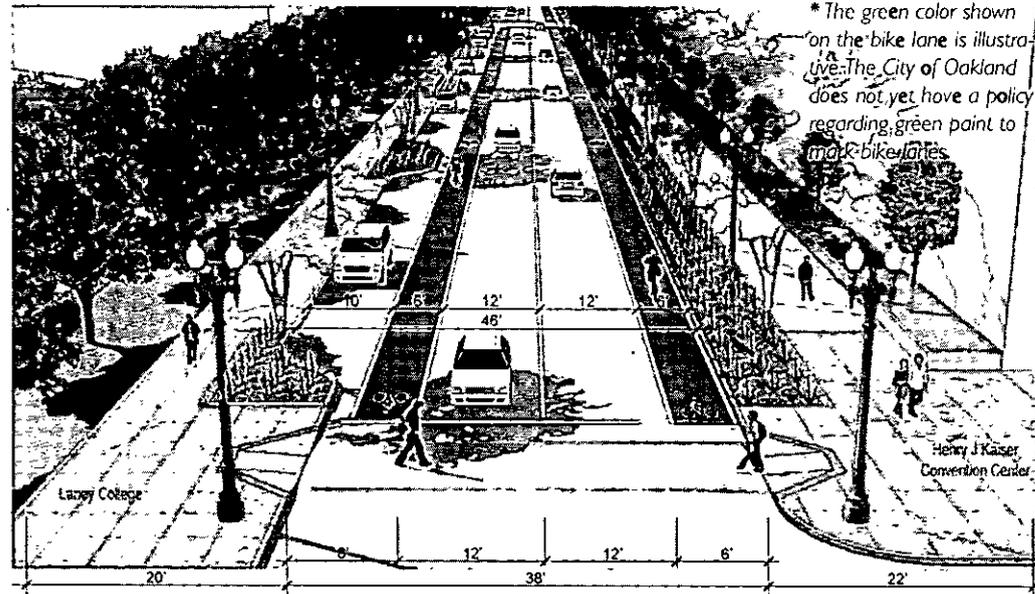


10th Street East of Fallon Street
 Existing Looking West - 2 Lanes Two-Way

Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS

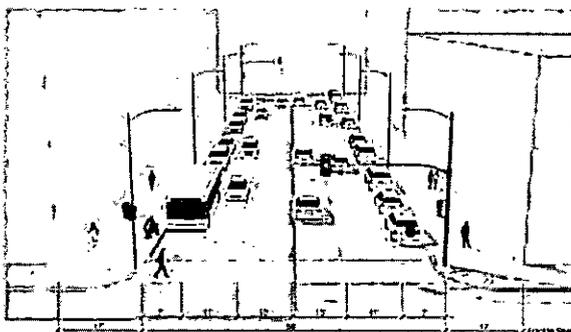


10th Street East of Fallon Street
 Existing Looking West - 2 Lanes Two-Way

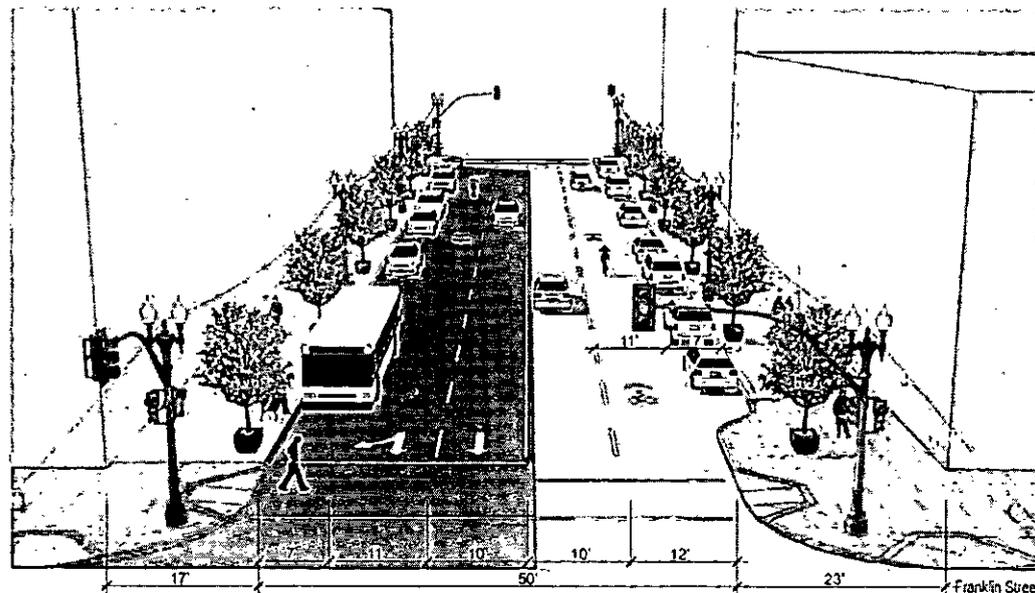


* The green color shown on the bike lane is illustrative. The City of Oakland does not yet have a policy regarding green paint to mark bike lanes.

10th Street East of Fallon Street
 Narrowed Lanes, Widened Sidewalk, Bike Lanes, "Green Street" Improvements.

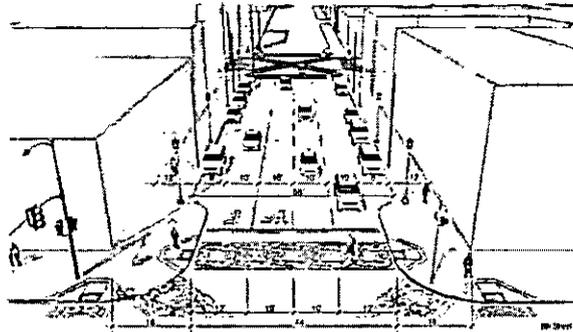


14th Street at Franklin Street
 Existing Looking West - 4 Lanes Two-Way

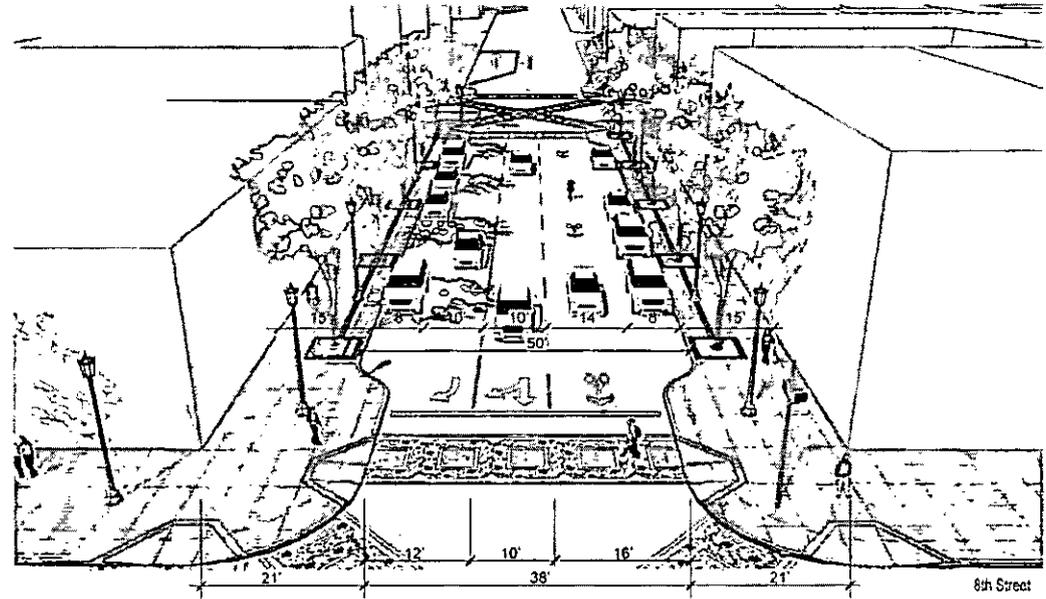


14th Street at Franklin Street
 Sidewalk Improvements, Distinctive Lighting

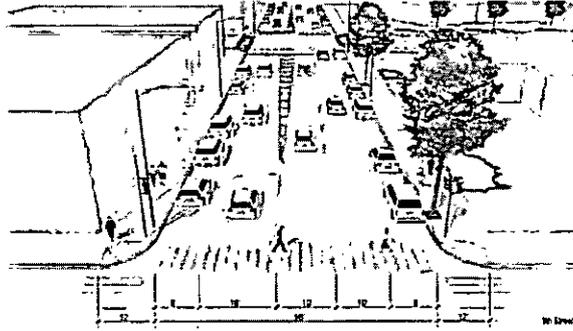
Attachment B
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STREETSCAPE CONCEPTS



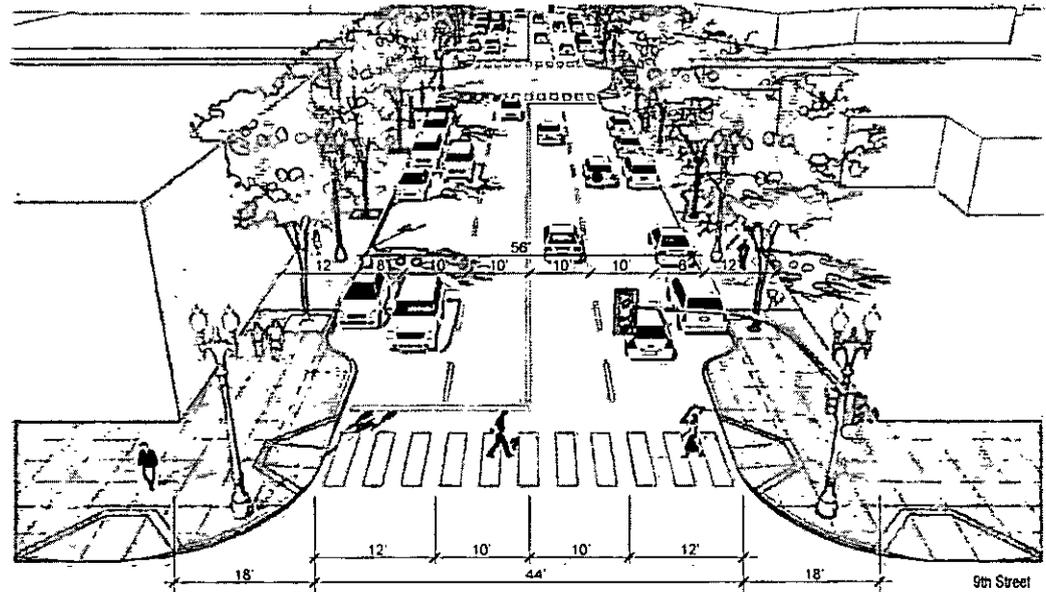
Webster Street
 Existing Looking North - 4 Lanes One-Way



Webster Street
 4/3 Lane Reduction, Widened Sidewalks

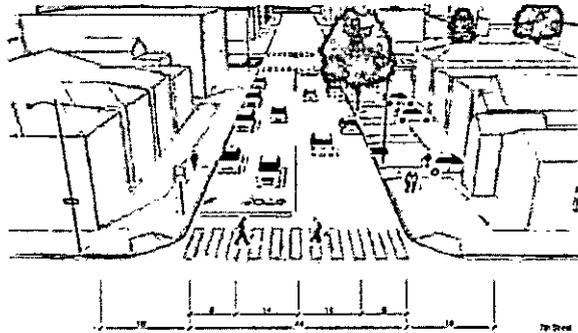


Harrison Street
 Existing Looking North - 3 Lanes One-Way

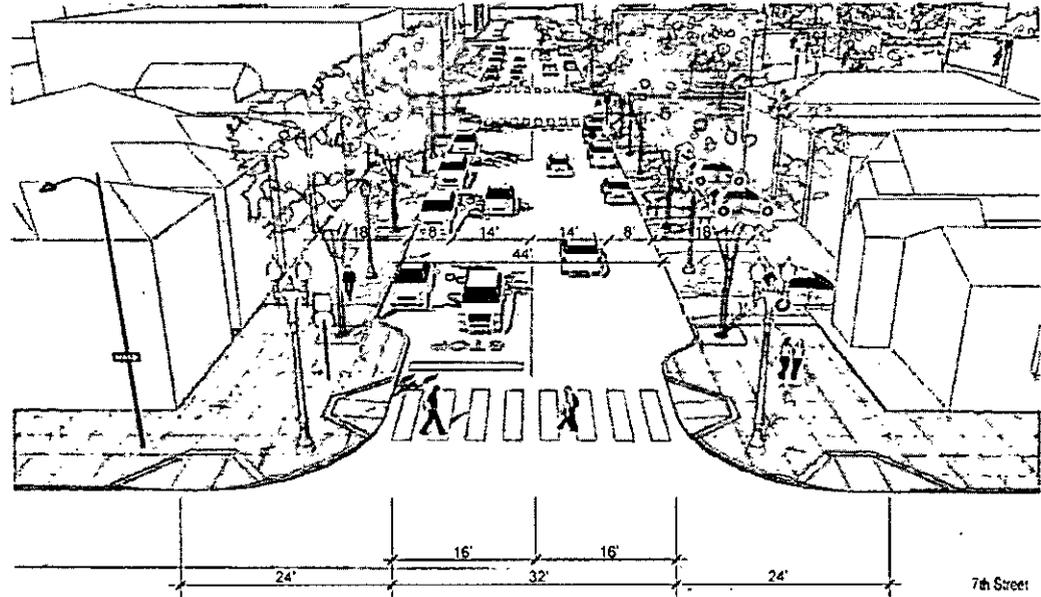


Harrison Street
 Convert to Two-Way, 3/4 Lane Addition

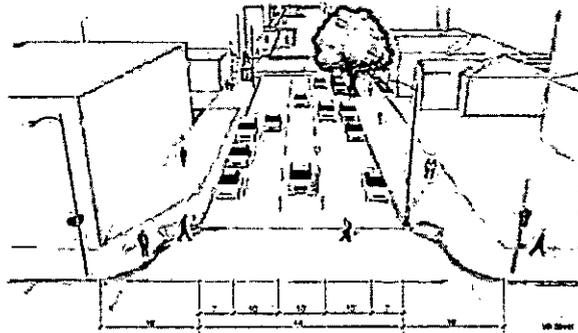
Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS



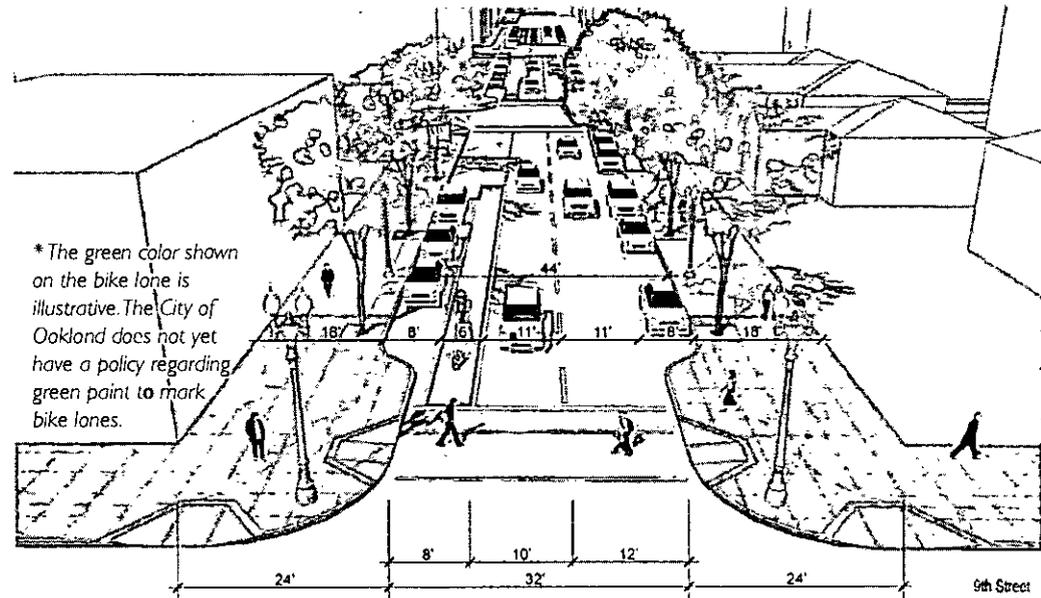
Alice Street
 Existing Looking North - 2 Lanes Two-Way



Alice Street
 Sidewalk Improvements and Lighting



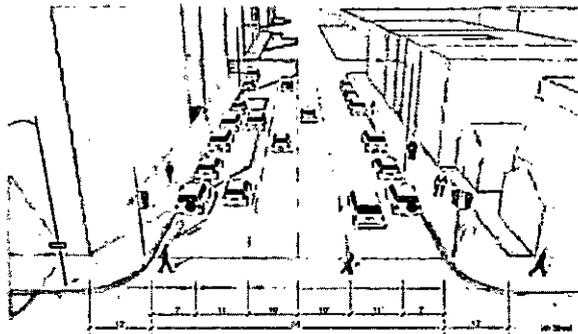
Madison Street
 Existing Looking North - 3 Lanes One-Way



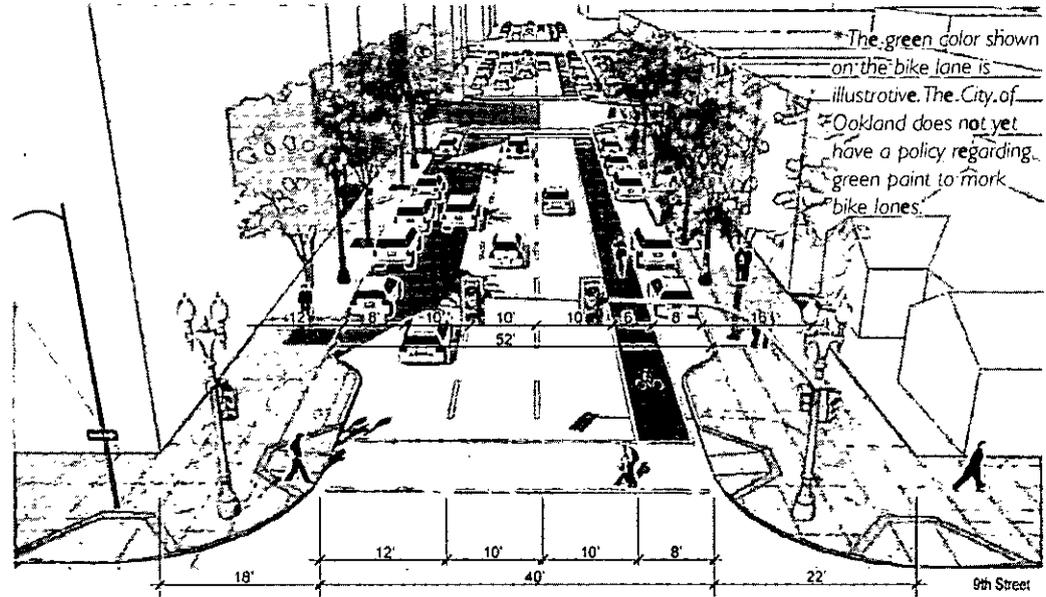
* The green color shown on the bike lane is illustrative. The City of Oakland does not yet have a policy regarding green paint to mark bike lanes.

Madison Street
 3/2 Lane Reduction, Bike Lane

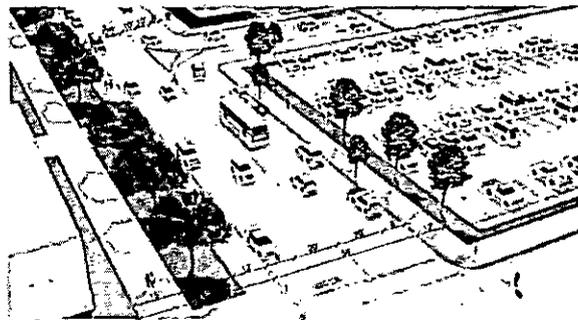
Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS



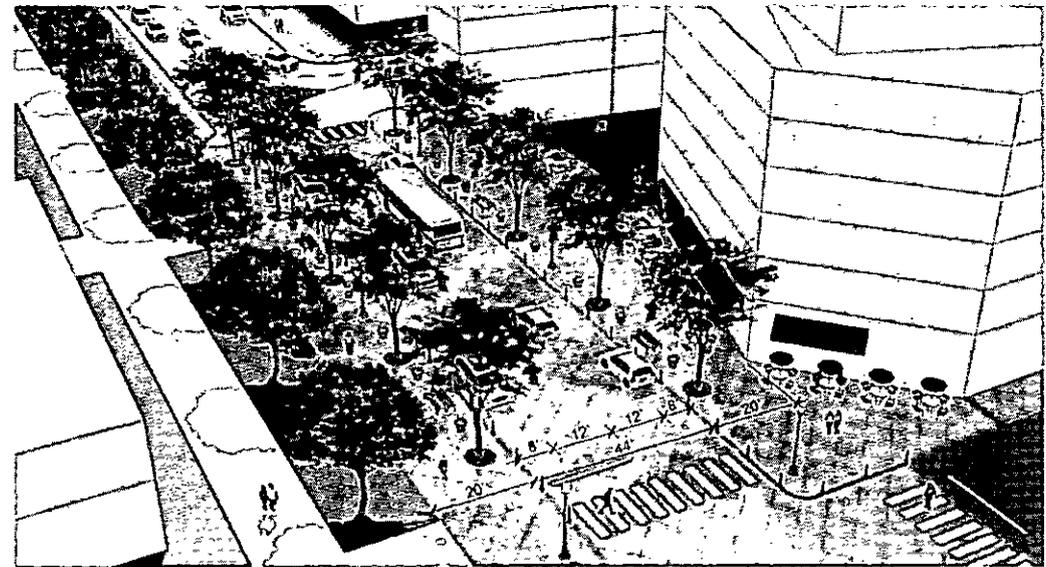
Oak Street
 Existing Looking North - 4 Lanes One-Way



Oak Street
 4/3 Lane Reduction, Bike Lane, Widened Sidewalk (east side only)

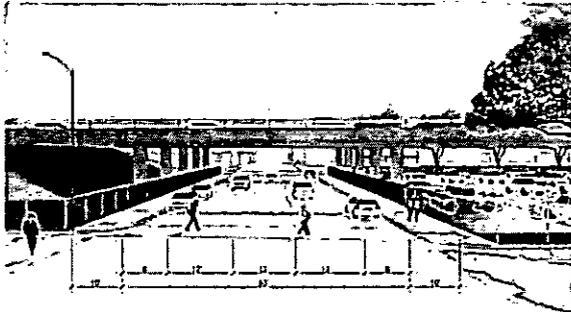


Fallon Street 8th to 10th
 Existing Looking South - 2 Lanes Two-Way

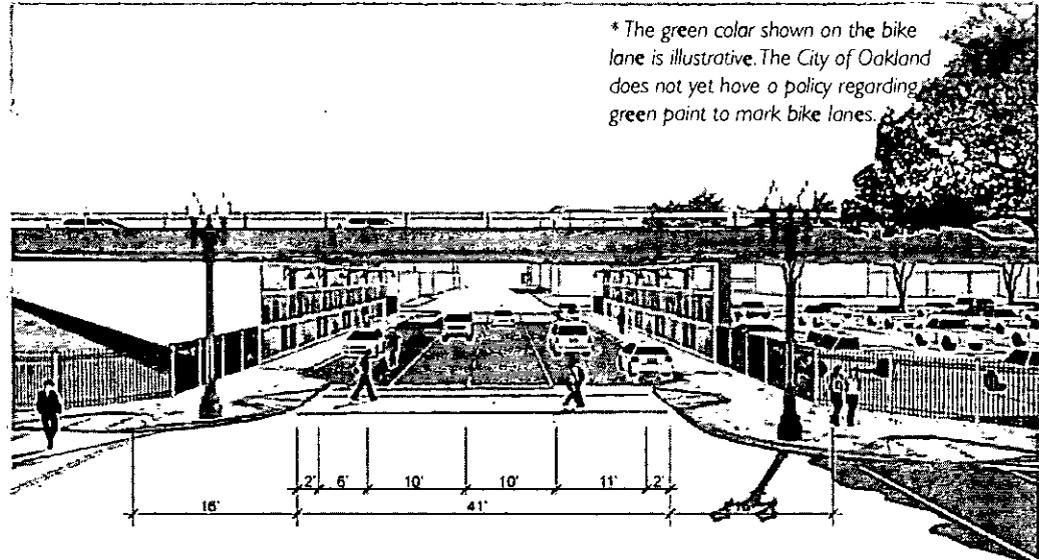


Fallon Street 8th to 10th - Option B
 Plaza with Narrowed Lanes, Widened Sidewalks, Street Amenities at Frontage

Attachment B
 Figure 6.3 Continued:
STREETSCAPE CONCEPTS

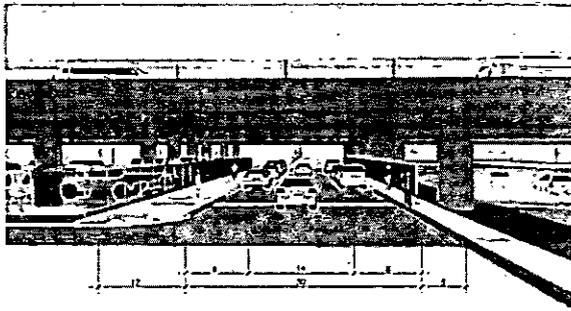


Oak Street Underpass
 Existing Looking South - 3 Lanes Two-Way

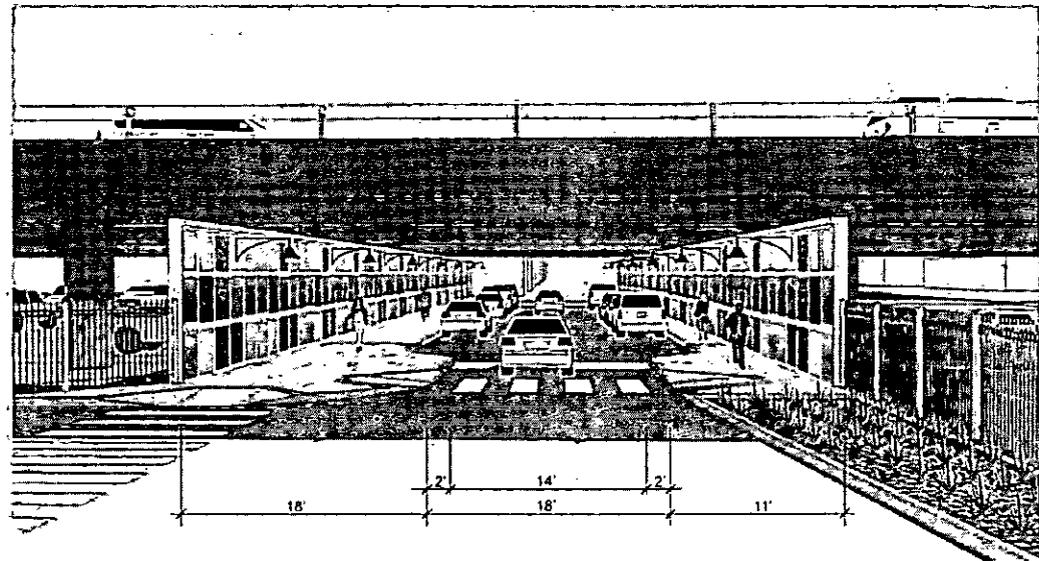


Oak Street Underpass
 Lighting, Ornamental Wall and Fencing, Bulb-Outs, Bike Lane

6th Street



Webster Street Underpass
 Existing Looking South - 1 Lane One-Way



Webster Street Underpass
 Lighting, Ornamental Wall and Fencing, Bulb-Outs

6th Street

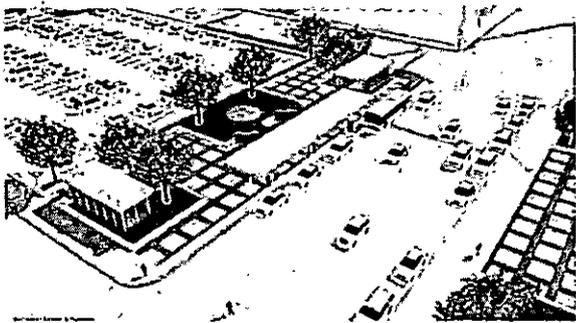
6.5 Transit Hub

A Transit Hub on Oak Street is one possible option for improving access at the Lake Merritt BART Station. A more in-depth discussion of access strategies is included in Chapter 7. This discussion explores one or more possible approaches.

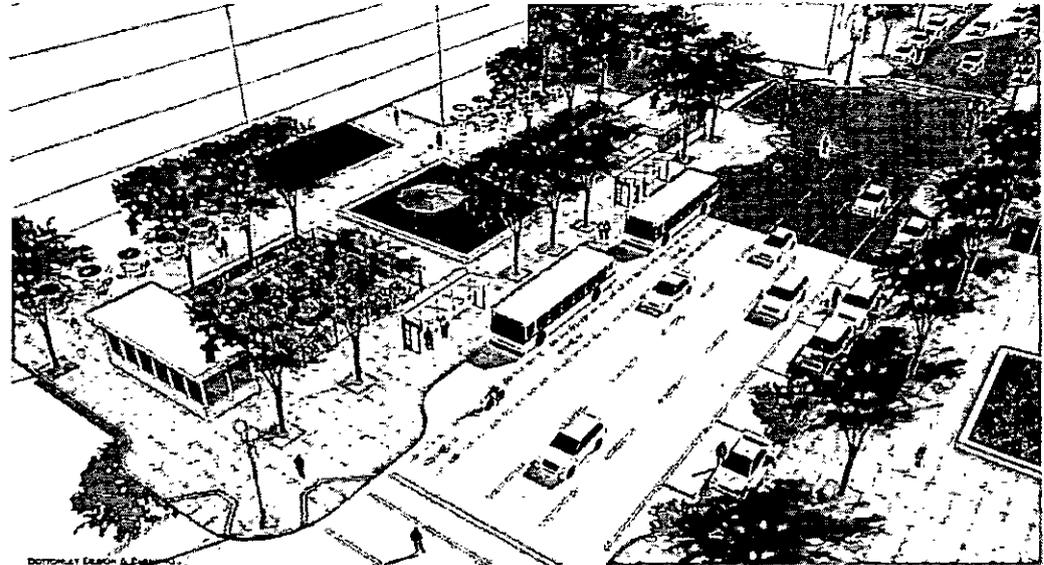
Primary access to the Lake Merritt BART station for automobiles and eastbound buses is provided along Oak Street. The block between 8th and 9th Streets could be improved as an on-street “transit hub”, with improved bus bays, kiss-and-ride drop-off area, and enhanced pedestrian and bicycle access and support facilities. BART patrons traveling on westbound buses could get off on 8th Street at Oak. An illustrative sketch shown in Figure 6-4 shows removal of existing on-street parking along the easterly frontage to create a bus-only transfer area, and on-street parking along the westerly frontage re-programmed to create a “kiss-and-ride” drop-off and pick-up area during peak commute hours. Corner bulb-outs could shorten pedestrian crossing distances and help define the transit hub as a special street segment. In this block, the bike lane planned north and south would continue through with dashed striping. Other configuration for the Transit Hub will also be explored, such as reducing or eliminating the proposed corner bulb outs to allow for more efficient bus operations, and locating the “kiss-and-ride” drop-off and pick-up area on the south side of 9th Street between Oak and Fallon Streets to eliminate the need for auto passengers to enter or exit cars adjacent to a traffic lane.

The illustrative Transit Hub sketch also depicts general improvements to plaza areas on adjacent re-development sites. On the west side of Oak Street, planting areas are reconfigured to provide more visibility and pedestrian circulation adjacent to BART station escalator entries. On the east, the large existing concrete shelter structure is replaced with smaller, more contemporary architectural glass structures to allow more space for pedestrian circulation and provides a landmark for the transit hub area as a whole. A key card-accessed bicycle corral is depicted near planned new development on the adjacent BART parking site at 9th Street. More open, corner café-oriented spaces are depicted adjacent to the proposed retail corners at 8th and 9th Streets.

Attachment B
Figure 6.4:
OAK STREET TRANSIT HUB



9th Street
Oak Street at BART Station
Existing Looking South - 4 Lanes One-Way



9th Street
Oak Street at BART Station
4/3 Lane Reduction, Bikeway, Bus Transfer Area, Kiss-and-Ride Drop-Off, Plaza Renovations

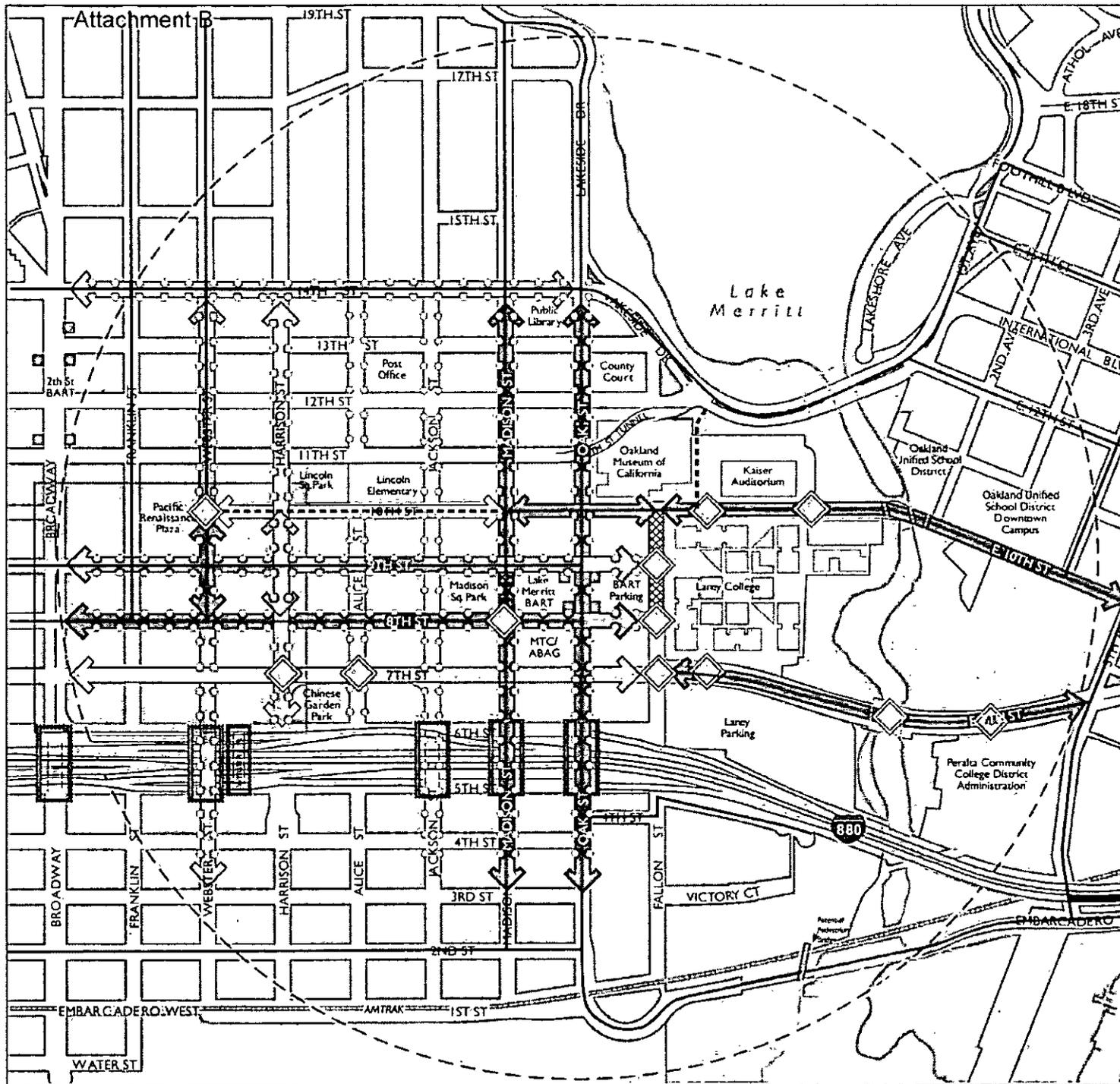
Note: This is only one of many possible access design solutions for the BART Station Area. Additional discussion of access strategies is include in Chapter 7.

7 Circulation, Access, and Parking

The Lake Merritt Station Planning Area provides local residents, employers and employees, students, and visitors access to a broad range of transportation options, including BART, AC Transit, local shuttles, regional freeways, and local streets. The primary circulation goal of the Lake Merritt Station Area Plan should be to provide enhanced linkages within the Plan Area and better connectivity to the surrounding area. Pedestrian, bicycle, transit, and vehicular connections should be enhanced through roadway reconfigurations and redevelopment to maximize the accessibility of open space, mixed use amenities, and transit.

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

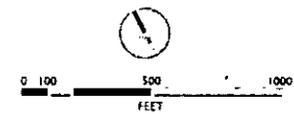
The circulation strategies are designed to minimize the need for auto travel and promote the use of walking, bicycling, and transit as the primary mode of travel in the Planning Area. The circulation strategies also closely correlate with the proposed land use plan, concentrating higher density uses near the BART station and providing enhanced pedestrian and bicycle connections. Additionally, the linkages to the surrounding neighborhoods and downtown will be enhanced, reducing the need for employees, students, and visitors of the area to use automobiles to access the area. The overall circulation improvement strategy is shown in Figure 7.1. All streets identified would include streetscape improvements, as shown in Chapter 6.



**Figure 7.1:
CIRCULATION IMPROVEMENT
STRATEGY**

- Key Streetscape Corridors
- Potential for Lane Reduction
- Potential for Lane Reduction OR Two-Way Conversion
- Potential for Lane Reduction AND Two-Way Conversion
- Potential for Narrowed Travel Lanes and "Green Street" Amenities
- Existing or Planned On-Street Bicycle Connection
- Potential Additional On-Street Bicycle Connection
- Modify Street (Pedestrian/Vehicle Plaza)
- Chinatown Commercial Core Area
- Priority Locations for Intersection/Pedestrian Crossing Improvement
- BART Station Entrance
- Priority Lighting Corridor
- Improved Freeway Undercrossing
- Planning Area - 1/2 Mile Radius
- Existing and Under Construction Paths
- Potential Additional Paths

Note: All streets identified for lane reduction and/or two-way conversion and/or "green street" amenities would also include streetscape improvements, outlined in Chapter 6.



7.1 BICYCLE AND PEDESTRIAN 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. One additional connection between the Kaiser Convention Center and the Oakland Museum of California is also recommended as part of the Preferred Plan. These improvements represent a major asset in terms of access as well as public open space. The improvements are shown in Figure 7-2.

INTERSECTION AND PEDESTRIAN CROSSINGS

Numerous intersections and pedestrian crossings have been identified by the community as priority locations for pedestrian crossing improvements, including:

- Two locations along 10th Street east of Fallon Street between Laney College and Kaiser Auditorium;
- 7th Street and Fallon Street;
- Three locations along 7th Street between Fallon Street and 5th Avenue;
- 9th Street and Fallon Street;
- 8th Street and Madison Street;
- 8th Street and Fallon Street;
- 7th Street and Harrison Street; and
- 7th Street and Alice Street.

7th Street and Fallon Street Improvements

This report looks in greater detail at the 7th and Fallon streets intersection because it is a city-wide connector that carries substantial traffic. 7th Street represents a challenge for the Planning Area. Several intersections along 7th Street are identified for intersection improvements. The intersection of 7th Street and Fallon Street represents a key intersection in terms of connections to Laney College, the Laney Parking lot, and the BART Station. Improvements at this intersection also provide an opportunity to reduce traffic on 8th Street (which is identified as a key connector for bicycles and pedestrians) between Fallon and Oak streets. While several intersections on 7th will be addressed in the Plan this intersection is described in greater detail as the improvements will impact the roadway configuration and circulation on adjacent blocks.

Currently, 7th & Fallon is a signalized intersection. On the westbound (WB) 7th Street approach to the intersection, there are three right turn lanes to serve traffic headed for the BART station, Laney College or Downtown Oakland, and one left turn lane to serve a small amount of development on Fallon south of 7th. No AC Transit routes use this intersection.

The *Laney College Facilities Master Plan (2009)* includes discussion of improvements around the campus, including the 7th/Fallon intersection. In particular, it recommends a poss-

ible entry feature and lighting and landscaping improvements at the 7th/Fallon intersection to emphasize it as a gateway to the campus.

The intersection currently operates at LOS C in both the AM and PM peak hours (*Lake Merritt BART*, 2006). Given the relatively good level of service and wide cross section of 7th Street, a number of alternative improvements should be possible without degrading the level of service below the City's standard:

- Removing one of the right turn lanes on 7th Street WB turning onto Fallon Street, so there are two right turn lanes. This could reduce the crossing distance (depending on the improvement), and would allow other changes within the right of way. That could include extending street parking (to gain three to five on street parking spaces—but not reducing the pedestrian crossing distance), or widening the median island present now to provide a larger pedestrian refuge area, and adding corner bulb outs to the intersection. Bulb outs would reduce the effective crossing distance.
- Making 7th Street two-way between Fallon and Oak Streets, so as to allow 7th Street WB traffic to turn right on Oak Street is another option to consider. Today, the large volume of right turning traffic (that presumably influenced the decision to provide triple right turn lanes) is due to traffic having to turn right on Fallon and left on 8th Street in order to turn right onto Oak Street northbound. This “dogleg” movement could be eliminated if WB traffic on 7th Street could proceed all the way to Oak Street, and make a right turn there.

PEDESTRIAN IMPROVEMENTS AND TRAFFIC CALMING

The following pedestrian improvements and traffic calming projects are recommended. Many of the improvement strategies would be applied to all streets and intersections throughout the Planning Area. They include:

- Addition of pedestrian scaled lighting on key streets as shown in 7.1, and enhanced lighting around the BART Station.
- Install four-way crosswalks, or scramble systems at key intersections as outlined in Revive Chinatown:
 - 8th Street and Franklin Street.
 - 9th Street and Franklin Street.
 - 9th Street and Webster Street.
 - 10th Street and Webster Street.
- Paint/re-paint vehicle “stop lines” at least five (5) feet back from crosswalks, to reduce vehicle intrusions into pedestrian crossing areas.
- Restripe vehicle travel lanes to 10- to 11-foot widths (rather than 12 feet, as is typically found today), to help reduce vehicle speeds and pedestrian crossing times.
- Provide corner “bulb outs” and curb extensions.

- Reduce the number of through travel lanes, as described in Chapter 6 and below, to reduce pedestrian crossing distances.
- Add pedestrian “refuge islands” in the center of streets two-way, where width allows and where consistent with traffic operations and safety needs. Refuge islands are not used on one-way streets, because of the danger of vehicles hitting them.
- Coordinate traffic signals and timing to calm traffic and improve the pedestrian experience:
 - 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 600 feet of senior centers, daycare and recreation centers, provide “press and hold” pushbuttons at signals that allow pedestrians to request a longer crossing time (this would require new traffic signal control equipment and programming).
 - Coordinate traffic signals so vehicle speeds are 25 mph or less.
 - Keep signal cycle lengths—the time needed to repeat a series of green/yellow/red signals—as short as possible, in order to minimize waiting times for signals and minimizes 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.
- 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 during school hours, or when there are significant numbers of shoppers, such as in the afternoon, or Saturdays.
- Add new traffic signals, where warranted, to slow traffic and provide safe crossings of streets, e.g., at 7th and Alice Streets.
- Ensure sidewalks include a minimum of five (5) feet clear for pedestrian access. Eliminate sidewalk obstructions, such as parking meters, unneeded street furniture, etc., to increase the effective sidewalk width. See Section 7.5 for more detail on sidewalk displays.
- Provide enhanced pedestrian signage and lighting under I-880 to better connect the BART station and the AMTRAK Jack London station at 2nd and Alice Streets.
- Bicycle parking at the BART station is discussed below in the Transit section.

Several of these streetscape and circulation proposals have been found in research literature to be associated with health and health-related outcomes. Transportation improvements in the Preferred Plan with health benefits include:

- Pedestrian improvements such as corner bulb-outs, enhanced pedestrian crosswalks, pedestrian-oriented lighting and street trees. These improvements are likely to im-

prove visibility and safety of pedestrians and improve the overall quality of the pedestrian environment.

- Lane reductions and/or roadway narrowing. These improvements would likely lead to slower vehicle speeds and improve pedestrian and bicycle safety. Lane reduction has been found to reduce pedestrian collisions.

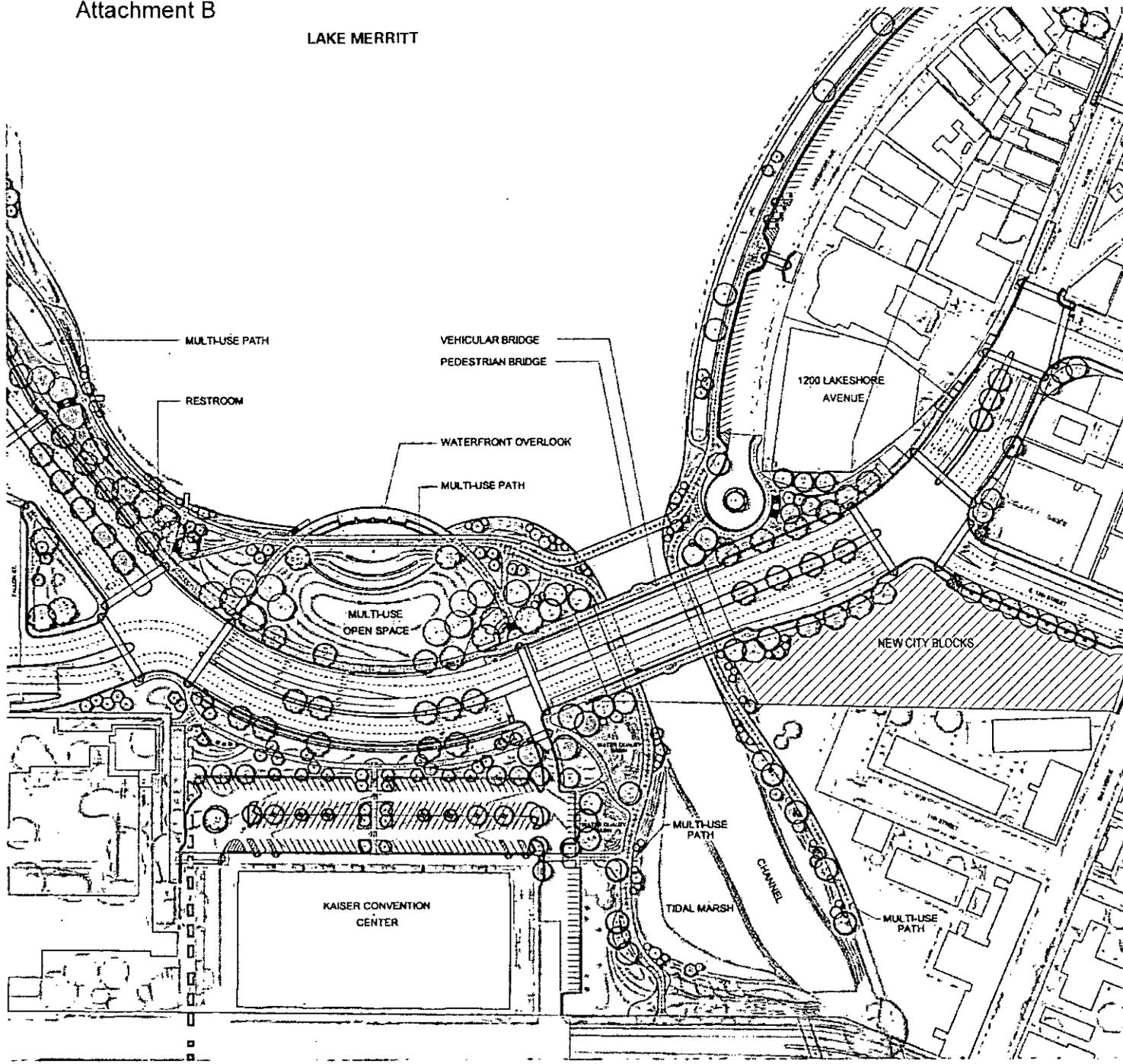
BICYCLE NETWORK IMPROVEMENTS

Figure 7-3 shows the bicycle and pedestrian improvements proposed. Bikeway classifications are as follows:

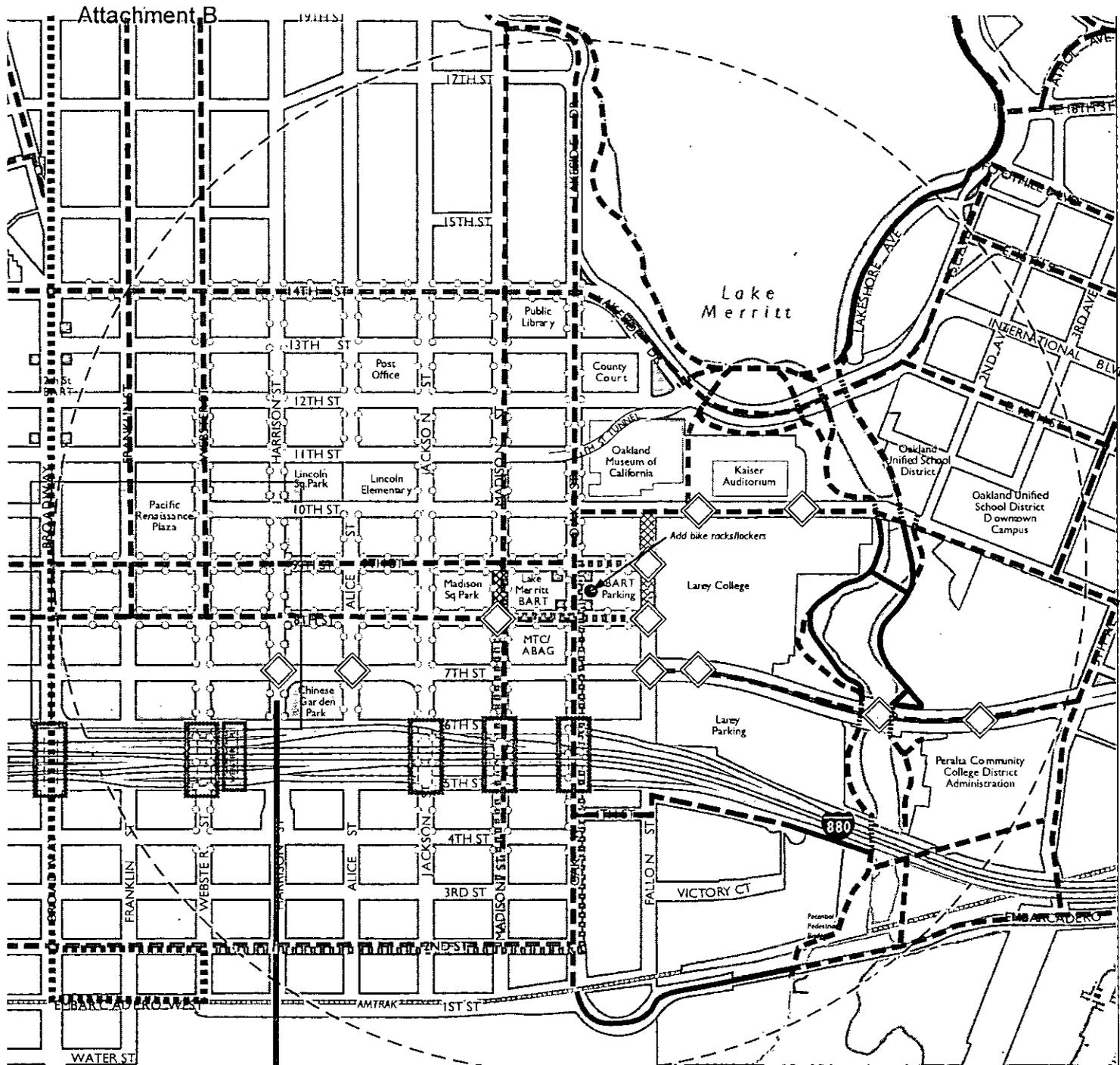
- **Bicycle Paths (Class 1)** are paved rights-of-way completely separated from streets. Bicycle paths are often located along waterfronts, creeks, railroad rights-of-way or freeways with a limited number of cross streets and driveways. These paths are typically shared with pedestrians and often called 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.

The City of Oakland’s *Bicycle Master Plan (2007)* is the governing planning document for new bicycle facilities in the City. The plan identifies 8th and 9th Streets; Franklin and Webster Streets; and Madison/Oak Streets and Lakeside Drive, as streets with future Class II painted bike lanes. Tenth Street is proposed for bike lanes east of Madison Street. In addition, 14th Street is shown as a signed bike route (Class III), but with no physical lane reserved for cyclists. In addition, one of the four proposed concepts for 10th Street, illustrated in Chapter 6 includes extending the 10th Street bike lanes to the west, as far as Webster Street. The Emerging Plan also modifies the bike plan by proposing “sharrows” rather than bike lanes in within the Chinatown commercial core.

Figure 7.2:
MEASURE DD PLANNED
IMPROVEMENTS



□ □ □ □ □ □ □ □
Potential additional
bicycle connection



**Figure 7.3:
PRIORITY PEDESTRIAN,
BICYCLE, AND SHUTTLE
IMPROVEMENTS**

- Bike Path (Class 1)
 - Existing
 - Proposed
- Bike Lane (Class 2)
 - Existing
 - Proposed
- Bike Route (Class 2)
 - Existing
 - Proposed
- Arterial Bike Route (Class 3A)
 - Existing
 - Proposed
- Bike Boulevard (Class 3B)
 - Existing
 - Proposed
- Bike racks/lockers
- Modify Street (Pedestrian/Vehicle Plaza)
- Chinatown Commercial Core Area
- Priority Locations for Intersection/Pedestrian Crossing Improvement
- BART Station Entrance
- Priority Lighting Corridor
- Improved Freeway Undercrossing
- Existing Broadway Shuttle Bus
- Extend Broadway Shuttle Bus
- 1/2 Mile Radius



7.2 Station Access Improvements

Increasing transit use and improving transit access are essential elements of the Preferred Plan. Between BART, AC Transit, and various private shuttles, the Station Area is one of the transit richest locations in Oakland. BART service connects the Station 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, East Oakland, 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.

The existing BART station forms the natural focus of transit improvements and intermodal transfers in the area. Although the Lake Merritt station is not expected to have any capacity constraints related to the station itself in the future, new development in the area is expected to increase its use by new residents and workers. Based on a survey of downtown employees (Dowling Associates, 2003), 23 percent of new employees in the area can be expected to use BART to commute to their job, and at least seven percent would use AC Transit. The survey found that approximately five percent of the workers in the area walked to work, and two percent bicycled.¹

This strategy looks at short and long term access solutions for multiple modes of access. The short term improvements are those that can be taken in a six to 24 month time frame, are exempt from CEQA or require minimal review, and require minimal inter-agency coordination. Long term improvements are actions that are likely to take more than 24 months to complete, may require CEQA review, and/or require significant inter-agency coordination.

A variety of design solutions may meet the various multimodal access needs. The Oak Street Transit Hub depicted in Chapter 6, section 6.5 is only one possible concept for addressing access. There could be a few different lay-out options for the shuttle, bus, taxi, and kiss & ride areas. For example, kiss & ride areas could also be located on 9th Street (as opposed to Oak Street where it is shown in the Oak Street Transit Hub). All long-term improvements will be coordinated with future roadway reconfigurations, as discussed in the next section.

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 parking, and/or pricing.

¹ This mode share represents the Chinatown/Metro Center and the County Center areas, which is somewhat lower than the Downtown average.

Short Term Actions

- Repainting curbs and relocating metered parking. To the extent feasible, lost parking meters will be relocated within the Planning Area. This could be achieved through inclusion of diagonal parking on some streets where there is no conflict with bicycle access. One one-way streets diagonal parking could be located on the opposite side of the street from a bike lane.
- Re-stripe five metered auto parking spaces on for “kiss-and-ride” loading zones and one designated taxi waiting spaces. As an alternative, curb passenger loading zones could be restricted to occupied vehicles during peak commute hours, such as 7-9 AM and 4-6 PM, and be available for short-term parking during the rest of the day. This reduces the congestion caused by vehicles double-parking and blocking moving traffic lanes, and also enhances the safety of passengers. This could be located either on Oak Street (west side, before 9th Street) per the Oak Street Transit Hub, or in some other location, such as on the south side of 9th Street between Oak and Fallon Street.
- Removing parking along east side of Oak Street between 8th Street and 9th Street and designating the block for three bus bays.
- Identify designated spaces for BART police and maintenance staff near the stairwells/elevator headhouse. There are currently two existing yellow zones that are perhaps underutilized (not in right location). Move BART police vehicle parking from the west side of Oak Street to the north side of 8th Street.
- Lane re-striping as part of re-surfacing project (may require CEQA review, especially if bike lanes are added).
- Enforce no parking zones.

Medium and Longer Term Actions

- Provide substitute parking under 880 freeway (owned by Caltrans, currently leased by ABAG/MTC).
- Could include developer-option to provide replacement parking in future buildings to be constructed on BART-owned property (existing surface lot or former BART headquarter site), as an optional element. Replacement parking on this site may be very expensive and contrary to other planning goals.
- Add a second taxi loading zone, if surveys indicate that there is demand after the first taxi zone is in place.
- Allow shared parking where land uses are complementary with respect to their parking demand.
- Create electric vehicle parking/recharging stations.
- Designate motorcycle/moped parking area.

PEDESTRIAN ACCESS

An improved pedestrian environment throughout Planning Area will also improve access to both the Lake Merritt and 12th Street stations. Pedestrian improvements for the Planning Area are outlined above, and include a network of safe walking routes between the station and surrounding neighborhoods (e.g., Oak/Madison Street and 8th/9th Streets) and improved pedestrian scaled lighting and traffic calming. These strategies will improve pedestrian access to the station by improving the safety and vibrancy of streets. Additional improvements to pedestrian access are outlined below.

Short Term Actions

- Provide directional wayfinding signage on street to key destinations, using City of Oakland standard signage. Signs should be multi-lingual and highlight the multiple attractions and destinations in the Planning Area. Signs in neighborhood should also guide travelers to the Lake Merritt station, as well as away from it.
- Improve lighting for pedestrians at the station, including bus waiting areas on Oak Street.
- Improve lighting on key streets accessing the station, such as on 8th and 9th streets and in the Oak Street undercrossing of I-880.
- Provide security improvements at the station;

Medium and Longer Term Actions

- Improve sidewalks south of 880 (Jack London District) to provide better access to Amtrak station.
- Provide corner bulbouts where they do not conflict with bus operations.

BICYCLE ACCESS

An improved bicycle network throughout Planning Area will improve access to the Lake Merritt and 12th Street stations, for example by providing bike lanes on 8th, 9th, Oak, and Madison streets. The Lake Merritt BART Station is the only downtown Oakland Station allowing bikes during all hours (12th Street and 19th Street stations restrict bicycles from the station during the peak hours), further emphasizing the importance of bike access to the Station.

Short Term Actions

- Provide bike corral in plaza (near as possible to station entrances) where the former BART headquarter building was. Based on the 8 percent bicycle mode share from the 2008 BART Passenger Profile survey for the Lake Merritt Station, and assuming that approximately 40 percent of those riding to the station park at the station (rather than taking their bikes on BART), it is estimated that approximately 112 bike spaces (in addition to the 53 existing spaces) would be needed to meet existing demand. Allowing 30 to 40 percent growth at the station, this would indicate an ultimate need

for 130 or 140 bicycle parking spaces by 2035. This total goal may be met over time. This total may be met through short, medium, and long-term actions.

- Add bicycle lockers.

Medium and Longer Term Actions

- Provide additional bike station/lockers as part of new development on BART property.
- Provide shared bike parking with Laney College.
- Add bike lanes as noted in *Emerging Plan* section 7.1 (pp. 7-1 thru 7-6).

TRANSIT

Short Term Actions

- Improve on-street bus area by removing parking along east side of Oak Street between 8th Street and 9th Street and designating the curb edge for buses only.
- Provide NextBus arrival screen at transit passenger waiting area; include Alameda shuttle if possible.
- Provide transit kiosk with detailed information on transit options at the hub. All information should be bilingual.
- Increase bus loading areas as described in the curb-management section above, and increase bus layover/parking areas to accommodate at least three buses (or two buses and a shuttle).
- Ensure that pedestrian improvements, such as corner bulb-outs, do not conflict with bus operations.
- Provide bilingual instructional signs for BART ticket and change machines.
- Improve bus waiting area comfort and safety.
- Move bus stops to the far side where possible to improve visibility and 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.

Shuttles

Currently there are several shuttle services 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 service needs of the various shuttle services will be considered in allocating shuttle loading and layover spaces. Currently shuttles are loading in shared AC Transit stops or in the BART parking lot. Loading and layover zones for shuttles should be identified.

Over the long term, the existing “Bon Broadway” shuttle bus service, or a future streetcar replacement of this bus service, may be extended to serve the Lake Merritt BART station. Existing service currently runs from Embarcadero West (Jack London Square) along Embarcadero to Webster to provide access to the Amtrak Station, then back along 2nd Street to Broadway, and then north on Broadway to Grand Avenue, where it loops back south on Broadway. On weekends the route extends farther north to the Uptown area. An extension could run via 2nd Street to Oak Street, to a turnaround near the BART station and return on Madison Street to 2nd Street or 3rd Street as a route back to Broadway. This would provide improved connection between Laney College, the Lake Merritt BART station, Jack London Square, the Amtrak station, and the BART stations on Broadway (12th and 19th Street). Shuttle service currently runs at 10- to 15-minute intervals on weekdays between 7 AM and 7 PM. It is likely that an additional shuttle would be required to maintain the existing intervals between shuttles. Additional shuttle routes or extensions that serve the Chinatown commercial core should also be considered, as outlined in Revive Chinatown.

7.3 Roadway Network

The major priorities for the roadway network are to enhance the pedestrian environment by adding pedestrian-scaled lighting, widen sidewalks, and add curb bulb-outs at intersections to reduce the pedestrian crossing distances and improve visibility. Roadway reconfiguration is also a priority with lane reductions where feasible based upon future traffic volumes or two-way street conversions. Bike lanes consistent with those proposed in the City’s Bicycle Master Plan and street trees have also been identified as priorities.

7th Street is an east-west arterial that travels one-way eastbound between Broadway and Fallon Street with four travel lanes and two-way east of Fallon Street with two lanes in each direction. 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. East of Fallon Street to 5th Avenue, a striped bike lane will be added by narrowing the travel lanes. This segment is also proposed to be a “green street” to tie into the Channel and may include rain gardens, bio-filtration, or other green amenities.

8th Street is a one way westbound arterial with four travel lanes. 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. 8th Street has been identified in the City’s Master Bicycle Plan to provide an on street bicycle lane. This plan proposes to also widen sidewalks to provide an enhanced pedestrian environment. In addition, 8th Street has been identified as a priority lighting corridor, connecting the BART station to Chinatown and Laney College. This plan supports the City’s Bicycle Plan by including an on-street bicycle lane on 8th Street east of Harrison, and including a sharrow (shared auto/bicycle lane) through Chinatown (between Harrison and Broadway). These improvements seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

9th Street is a one-way eastbound collector street with three travel lanes. Preliminary future traffic volumes demonstrate that this segment has the potential for a lane reduction or a con-

version to two-way with one travel lane in each direction and a two-way left turn lane. 9th Street has also been identified as a priority lighting corridor, connecting the BART station to Chinatown and Laney College. The City's Master Bicycle Plan also proposes on street bike lanes. This plan supports the City's Bicycle Plan by including an on-street bicycle lane on 9th Street east of Harrison, and including a sharrow (shared auto/bicycle lane) through Chinatown (between Harrison and Broadway). These improvements seek to meet the goals of a shared street where all modes of travel are accommodated, improved pedestrian safety and comfort, room for bicyclists, and slower moving traffic.

10th Street is an east-west collector that is one way westbound with three to four travel lanes between Webster Street and Madison 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 between Oak Street and 5th Avenue, except for a temporary section of diagonal parking. Preliminary traffic analysis indicates that 10th Street could operate at acceptable levels with two travel lanes. Continuous bike lanes are proposed from Madison Street to 5th Avenue in the City Bicycle Master Plan. The segment is also proposed to be a "green street" to tie into the Channel and may include rain gardens, biofiltration, or other green amenities. The additional 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. On street bicycle lanes could also be included to extend the bike network from Madison Street to Webster Street.

14th Street is an east-west arterial with two travel lanes in each direction. While a lane reduction is not option, this corridor has been identified as a key streetscape corridor and a priority lighting corridor. Bicycle lanes have also been proposed along this segment in the City's Bicycle Master Plan.

Fallon Street is north-south local roadway that fronts the Laney College campus with one travel lane in each direction, except between 7th Street and 8th Street where it is one way with three northbound travel lanes. A "festival street" treatment is proposed between 8th Street and 9th Streets with widened sidewalks on both sides of the street to provide better pedestrian access between the BART station and the college with one travel lane in each direction.

Oak Street is a one way, north-south arterial roadway with four northbound travel lanes north of I-880. Future preliminary traffic volumes demonstrate that this segment would operate at acceptable levels with three travel lanes; therefore, a lane reduction is proposed. Oak Street has been identified as a priority lighting corridor, and bike lanes are proposed in the City's Master Bicycle Plan. The eastside sidewalk is also proposed to be widened and additional street trees provided. The Oak Street undercrossing at I-880 has been identified as a priority improved freeway undercrossing to provide better connectivity to the Jack London District.

Madison Street is a one way, north-south arterial roadway with three southbound travel lanes north of I-880. Future preliminary traffic volumes demonstrate that the segment north of 8th Street would operate at acceptable levels with two travel lanes; therefore, a lane reduction is proposed. Oak Street has been identified as a priority lighting corridor, and bike lanes are proposed in the City's Master Bicycle Plan. Additional pedestrian amenities are proposed between 8th Street and 9th Street to improve the connections between the BART station and

Madison Square Park. The Madison Street undercrossing at I-880 has also been identified as needing an improved freeway undercrossing to provide better connectivity to the Jack London District.

Harrison Street is a north-south collector roadway that provides access to Oakland from the City of Alameda through the Posey Tube. Between 7th Street and 10th Street, Harrison Street is one-way northbound with three to four travel lanes. North of 10th Street, Harrison is two-way with two travel lanes in each direction. Harrison Street has been identified as a key streetscape corridor and a priority lighting corridor. Previous studies have identified the segment between 8th Street and 10th Street as a viable candidate for a two-way street conversion.

Webster Street is a north-south collector roadway that also provides access to the City of Alameda through the Webster Street Tube. 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 proposed bicycle lanes north of 8th Street. The Webster Street undercrossing at I-880 has been identified as a priority improved freeway undercrossing to provide better connectivity to Jack London Square. Webster Street from 7th to 5th (including the freeway undercrossing) should have pedestrian-oriented improvements, including directional signage, to improve access to the Jack London District.

Jackson Street and *Alice Street* have been identified as priority lighting corridors within the Planning Area. The Jackson Street undercrossing at I-880 has also been identified as needing an improved freeway undercrossing to provide better connectivity to the Jack London District.

Franklin Street is proposed to provide bicycle lanes north of 8th Street in the Master Bicycle Plan.

Broadway has been identified as needing an improved undercrossing at I-880 both to provide better connectivity to the Jack London District, and to create a better sense of entry into the Downtown from the south.

All of the I-880 undercrossings, including Broadway, Webster Street, Webster Place, Jackson Street, Madison Street, and Oak Street, have been identified as priorities for pedestrian improvements including lighting.

ROADWAY RECONFIGURATION PHASING STRATEGY

(See the similar section in Chapter 6.)

A major priority of this Plan is to reconfigure the roadways, either through lane reductions or two-way street conversion. Given the studies and construction costs associated with streetscape improvement projects – for instance, two-way street conversions require complicated traffic studies beyond the scope of this project – it is desirable for improvements to proceed in a phased manner that allows less expensive traffic calming and pedestrian safety improvements to proceed in the near term, with more costly lighting and sidewalk widening efforts proceeding later. The “Street Improvements Phasing” sketches in Chapter 6 depict a scenario

in which lane reductions and interim streetscape improvements can occur, while accommodating an ultimate configuration that has either one-way or two-way traffic. Each phase is also described here, detailing the benefits of each phase.

Phase 1 would reduce the travel lanes along roadways where feasible using roadway striping. This is a low cost improvement that will have an immediate effect on the roadway network, taking over-capacity travel lanes and reallocating to other uses, such as bike lanes, wider curbside parking zone, painted corner bulb-out areas, or angled parking. The City of Oakland will be repaving several roadways in the Planning Area in the next five years, including Madison Street, Oak Street, 8th Street, and 9th Street, and the travel lanes can be restriped at that time.

Phase 2 would improve pedestrian crossings by constructing bulbouts and shortening crosswalks. The intersection modifications can be constructed at intersections with roadways that keep the current number of travel lanes or reduce a travel lane. This phase could also include upgraded traffic signals and pedestrian-oriented lighting as funding becomes available. This phase could be implemented before Phase 1 where appropriate, and may be available for grant funding.

Phase 3a would widen sidewalks along roadway segments where feasible to enhance the pedestrian environment, including installing street trees, pedestrian-oriented lighting, and other mid-block streetscape amenities as funding becomes available. This phase could be implemented before Phase 1 where appropriate, and may be available for grant funding.

Phase 3b would analyze roadways for conversion from one-way travel to two-way travel, with new traffic signals, possibly sidewalk widening, street trees, pedestrian-oriented lighting, and other mid-block streetscape amenities installed as funding becomes available. While outside of the scope for this project, this phase would require additional funding to evaluate the impacts of converting roadways to two-way travel on the roadway network.

COORDINATION WITH THE CITY OF OAKLAND'S FIVE-YEAR PAVING PLAN

The City of Oakland's Five-Year Paving Plan (to be implemented in the next 7-12 years) includes many Station Area Plan streets. As possible, the Station Area plan will seek to incorporate the Paving Plan into the implementation strategy for street improvements. To the extent feasible, the Station Area Plan EIR will include technical studies that will allow for implementation of bikeway improvements which can be easily incorporated into the paving projects. Bikeways identified in the Preferred Plan with potential for coordination with the Paving Plan include:

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

ONE-WAY TO TWO-WAY CONVERSION

Many urban areas across the nation have a desire to convert their one-way street system to two-way. Pairs of one-way streets (couplets) were popular in the 1950's and 60's to improve automobile traffic flow and reduce conflicts at intersections. The most common reasons for converting back to two-way include:

- One-way streets create a circuitous and confusing circulation pattern, particularly for visitors.
- Narrower two-way streets have slower traffic.
- Two-way streets improve pedestrian and bicycle safety (ostensibly from slowing automobile traffic or by reducing the number of automobiles circulating in the area).
- Two-way streets result in less use of fuel, fewer miles traveled, and less automobile emissions from circulating around downtown.
- Two-way streets eliminate wrong way travel.

However, the conversion of one-way streets to two-way is often fraught with controversy. Proponents of one-way streets claim they are safer for pedestrians and result in less automobile congestion. Proponents of two-way streets claim they are safer, and create a more intuitive circulation system. Both one-way and two-way street systems have a number of technical advantages and disadvantages. Both systems can be made to work and be safe for all modes of travel. Any decision to convert one-way streets back to two-way is a local decision based on the community's values.

Table 7-1: Overview of Advantages and Disadvantages of Two-Way Versus One-Way Streets

Two-Way Streets	
Advantages	Disadvantages
<ul style="list-style-type: none"> ▪ Two-way streets create less confusing circulation pattern which is more intuitive to all users. ▪ Eliminate indirect routes, which reduces travel time, fuel consumption and emission. ▪ Provide more direct routes to destinations. ▪ Creates direct emergency vehicle access to and from area. ▪ Create slower traffic speeds due to fewer lanes in each direction, parking maneuvers, and an increase in congestion. ▪ Improve pedestrian perception of the street as less of a barrier. ▪ Increase access to adjacent properties served by driveways. ▪ Two-way streets with bike lanes or routes are preferable to bicyclists for wayfinding. 	<ul style="list-style-type: none"> ▪ Generally increase traffic congestion at intersections. ▪ May require left turn lanes at intersections which may eliminate on-street parking adjacent to intersection. ▪ Two-way streets increase the number of potential conflict points at intersections, and may increase certain types of crashes (i.e., broadside). ▪ Reduce opportunity to increase traffic capacity if ever needed. ▪ 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. ▪ With only one lane each direction, traffic control may be required during emergencies. ▪ Two-way streets that eliminate turning movements at some intersections will divert turning vehicles to other intersections.
One-Way Streets	
Advantages	Disadvantages
<ul style="list-style-type: none"> ▪ Fewer automobile and pedestrian conflict points at intersections and pedestrians need only watch for traffic in one direction. ▪ Some right turn on red movements eliminated, thus eliminating a potential auto/pedestrian conflict. ▪ Left turns into the street from driveways have fewer conflicts. ▪ One-way streets generally provide more vehicular capacity and long lines of turning vehicles don't block through lanes. ▪ One-way streets have more simplified traffic signal operations reducing delay for individual drivers. ▪ 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. ▪ One-way streets can provide better traffic signal synchronization set to the slower speeds expected in urban areas. 	<ul style="list-style-type: none"> ▪ One-way street systems without uniform patterns are confusing, especially to visitors. ▪ One-way streets can increase certain types of pedestrian accidents. ▪ Higher speeds on one-way streets can increase crash severity, and one-way streets have the potential for wrong way, head-on collisions. ▪ One-way streets can create circuitous emergency response routes, and circuitous truck routes. ▪ One-way streets that eliminate turning movements at some intersections will increase them at others. ▪ Increased out-of-direction travel adds to air pollution. ▪ Can be confusing and unfriendly to bus passengers. ▪ Encourages unsafe bicycle travel against traffic or on sidewalks.

7.4 Transportation Demand Management (TDM)

Transportation Demand Management (TDM) strategies aim to reduce automobile use by shifting vehicle trips to non-auto travel modes. Many of the strategies focus on reducing vehicle trips to and from the Planning Area, which in turn reduces the parking demand for area residents, employees, and visitors while increasing the amount of non-vehicle trips. Many of the TDM strategies complement each other and are most effective when implemented in tandem. Some TDM strategies may include:

- Car sharing, a short-term vehicle rental service available to members that may eliminate the need to own a vehicle;
- Shuttle service connecting the Lake Merritt BART station to local employment centers or major destinations, such as Chinatown or Jack London Square;
- Identify a TDM coordinator, who would distribute information to local employees and residents to promote TDM programs;
- 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;
- Subsidized transit passes for area employees and residents; and
- Bicycle parking, both short and long term, located in appropriate places.

These TDM strategies have the potential to reduce vehicle trips to and from the area.

7.5 Transportation and Transit Analysis

The intention of this preliminary assessment is to review and compare the transportation characteristics of the proposed land use plans. An environmental review will also be conducted to quantify the impacts of the Station Area Plan, which will include an in-depth analysis of the transportation system, including intersection analyses for existing and future scenarios. Impacts caused by this Plan will be identified and reasonable mitigation measures will be developed and analyzed.

TRIP GENERATION

This section describes the methodology and analysis used to calculate the vehicle trips and transit trips generated by the Low Residential and High Residential redevelopment alternatives. The same methodology has been applied to the existing land uses proposed for redevelopment to calculate the net new vehicle and transit trips generated. It is important to note that this analysis looks only at trip generation for sites expected to redevelop, or opportunity sites (described in Chapter 3). The existing redeveloped sites, which are primarily vacant, parking lots, and sites with minimal development, currently generate very few trips. As these sites are redeveloped as part of a high density, transit oriented development, the number of trips will increase. Note that trip generation from existing uses that are not identified opportunity sites are not included in this analysis.

Vehicle Trip Generation

The amount of trips generated by each development alternative was estimated by applying appropriate trip rates from the Institute of Transportation Engineers (ITE) to the amount of building floor area or number of dwelling units for each land use type (residential, office, and retail). Reductions were applied to the gross trip generation to account for pass-by traffic (traffic already traveling adjacent to the site) for the retail uses. Due to the proximity of the Planning Area to the Lake Merritt BART station and downtown Oakland, a transit, walk, and bike reduction has also been applied. Per the City of Oakland's *Transportation Impact Study Guidelines* (Transportation Services Division, March, 2007), recent mode splits of up to 83 percent vehicle trips have been approved for environmental documents within the downtown area; therefore, a 17 percent reduction has been applied to the gross trip generation to account for transit, walk, and bike trips to all proposed land uses.

The same methodology has been applied to the existing land uses on opportunity sites in order to obtain a "net new external" vehicle trips generated by the proposed project, which equals the total trip generation within the Planning Area with build out of the proposed land uses minus the trip generation of the existing uses.

The "net new" trip generation estimates have been calculated for the Emerging Plan Low Residential and High Residential alternatives, which are illustrated in Table 7-2. The existing redeveloped uses currently generate 6,599 daily, 468 AM peak hour, and 595 PM peak hour vehicle trips. The net new external vehicle trips for the High Residential alternative will generate 48,577 daily trips with 4,238 trips during the AM peak hour and 4,905 trips during the PM peak hour. The net new external vehicle trips for the Low Residential alternative will

generate 39,324 daily trips with 3,528 trips during the AM peak hour and 4,043 trips during the PM peak hour. Detailed trip generation calculations for the existing and two alternatives have been included in the Appendix.

Table 7-2: Net New Trip Generation – City Standards¹

Scenario ¹	Daily	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Low Residential Alternative Net New External Trip Generation	39,324	1,962	1,566	3,528	1,712	2,331	4,043
High Residential Alternative Net New External Trip Generation	48,577	2,104	2,134	4,238	2,272	2,633	4,905

¹ This table reflects the development potential identified in the Emerging Plan (September 2011). Revisions incorporated into the Preferred Plan have resulted in slightly different development potential (particularly related to Scenario 2 for the BART), as outlined in Chapter 3. This analysis provides a general sense of Preferred Plan impacts; more detailed analysis will be completed for the Draft Plan.

Source: Kimley Horn, 2011.

Based on the transit-oriented development nature of the proposed developments, the transit/walk/bike trip reduction is quite low compared to existing commute patterns in the Planning Area. Commute patterns in the Planning Area are more representative of alternative modes of transportation, with 25.1 percent of residents using public transportation and 25.8 percent of residents walking or biking to work.² Therefore, the trip generation has been updated to create a realistic calculation of the vehicle trips generated by the new transit-oriented development using a 50.9 percent reduction in vehicle trips for the proposed residential uses. This same reduction has been applied to the existing residential uses in the Planning Area. The updated net new trip generation estimates have been calculated for the Low Residential and High Residential project alternatives and are illustrated in Table 7-3.

The existing redeveloped uses – which are primarily vacant sites, parking lots, or sites with minimal development – with the 50.9 percent residential reduction, currently generate 6,509 daily, 461 AM peak hour, and 586 PM peak vehicle trips. The net new external vehicle trips for the Low Residential alternative will generate 30,987 daily trips with 2,889 trips during the AM peak hour and 3,266 trips during the PM peak hour. The net new external vehicle trips for the High Residential alternative will generate 36,461 daily trips with 3,309 trips during the AM peak hour and 3,776 trips during the PM peak hour. Detailed trip generation calculations for the existing and two alternatives have been included in the Appendix.

² Claritas Inc., 2009; Dyett & Bhatia, 2009.

Table 7-3: Net New Trip Generation – Additional Reductions¹

Scenario ¹	Daily	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Low Residential Alternative Net New External Trip Generation	30,987	1,888	1,001	2,889	1,206	2,060	3,266
High Residential Alternative Net New External Trip Generation	36,461	1,972	1,337	3,309	1,537	2,239	3,776

¹ This table reflects the development potential identified in the Emerging Plan (September 2011). Revisions incorporated into the Preferred Plan have resulted in slightly different development potential (particularly related to Scenario 2 for the BART), as outlined in Chapter 3. This analysis provides a general sense of Preferred Plan impacts; more detailed analysis will be completed for the Draft Plan.

Source: Kimley Horn, 2011.

As previously stated, an environmental review will be conducted that will analyze the traffic impacts at the local intersections. Currently, most of the intersections in the Planning Area operate at acceptable levels per City of Oakland standards during weekday AM and PM peak hours. Several intersections, particularly near the I-880 interchanges, operate at or over the City's standards. It is expected that the additional vehicle trips generated by either of the alternatives may cause significant impacts at several intersections in the Planning Area. Therefore, as previously discussed, this Plan will focus on reducing the amount of vehicle trips by implementing TDM measures to increase transit, walk, and bike trips.

Transit Trip Generation

Due to the proximity of the Planning Area to the Lake Merritt BART station and numerous AC Transh routes, it is anticipated that the Emerging Plan will generate transit trips. As discussed in the vehicle trip generation, the City trip generation standard allows a 17 percent reduction to the gross trip generation to account for transit, walk, and bike trips. Assuming that five percent of the trips generated will be walk and bike trips results in twelve percent using transit, shown in Table 7-4.

It is estimated that the existing land uses that would be redeveloped under the Emerging Plan would generate 901 daily, 63 AM peak hour, and 85 PM peak hour transit trips. With the higher density land uses proposed, the High Residential alternative is predicted to generate 7,129 daily, 619 AM peak hour, and 721 PM peak hour net new transit trips. The Low Residential alternative is predicted to generate 5,791 daily, 516 AM peak hour, and 596 PM peak hour net new trips. Both alternatives result in a higher percentage of transit trips in the Planning Area because of the increased densities and land uses that are more conducive to transit use.

Table 7-4: Net New Transit Trip Generation – City Standard¹

Scenario ¹	Daily	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Low Residential Alternative Net New Transit Trip Generation	5,791	294	222	516	254	342	596
High Residential Alternative Net New External Trip Generation	7,129	315	304	619	335	386	721

¹ This table reflects the development potential identified in the Emerging Plan (September 2011). Revisions incorporated into the Preferred Plan have resulted in slightly different development potential (particularly related to Scenario 2 for the BART), as outlined in Chapter 3. This analysis provides a general sense of Preferred Plan impacts; more detailed analysis will be completed for the Draft Plan.

Source: Kimley Horn, 2011.

Based on the Transit-Oriented Development nature of the proposed developments, the proximity to the Lake Merritt BART station, and the existing commute patterns in the Planning Area, the transit trip generation has been updated to create a realistic calculation of the transit trips generated. Existing commute patterns in the Planning Area indicate that 25.1 percent of residents use public transportation. Transit trip generation applying this higher rate is shown in Table 7-5.

Using the higher transit trip generation, the existing land uses proposed for redevelopment generate 936 daily, 66 AM peak hour, and 88 PM peak hour transit trips. With the higher density land uses proposed, the High Residential alternative is predicted to generate 11,811 daily, 977 AM peak hour, and 1,157 PM peak hour net new transit trips. The Low Residential alternative is predicted to generate 9,013 daily, 763 AM peak hour, and 897 PM peak hour net new trips.

Table 7-5: Net New Transit Trip Generation – Additional Reductions¹

Scenario	Daily	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Low Residential Alternative Net New Transit Trip Generation	9,013	344	419	763	449	448	897
High Residential Alternative Net New External Trip Generation	11,811	387	591	977	618	539	1,157

¹ This table reflects the development potential identified in the Emerging Plan (September 2011). Revisions incorporated into the Preferred Plan have resulted in slightly different development potential (particularly related to Scenario 2 for the BART), as outlined in Chapter 3. This analysis provides a general sense of Preferred Plan impacts; more detailed analysis will be completed for the Draft Plan.

Source: Kimley Horn, 2011.

PRELIMINARY ROADWAY SEGMENT CAPACITY ANALYSIS

This preliminary traffic analysis evaluated the roadway segments within the study area to determine if the roadways are projected to be under or over capacity in the future using methodology from the *2000 Highway Capacity Manual (HCM)*. The Florida Department of Transportation (FDOT) has developed a methodology consistent with the 2000 HCM that defines a roadway segments' capacity based on traffic density and/or average speed. The FDOT roadway segment classifications are based on several criteria, including area setting, type of roadway, number of signalized intersections, and number of lanes.

Each roadway segment in the Planning Area has been classified as Class IV due to the amount of signalized intersections along the segments. To conduct a conservative analysis, the peak hour volumes have also been adjusted from the FDOT values to account for left turn and right turn lanes and one-way streets. The City's standard for this area is to meet level of service E or better, which correlates to a roadway segment's volume being under the capacity of the roadway.

Future peak hour roadway segment volumes have been obtained from projected peak hour intersection data from other sources, including *Oak to Ninth Avenue Draft EIR* (volumes projected to 2025), *I-880/Broadway-Jackson Interchange Project Study Report* (volumes projected to 2030), and *Central District Urban Renewal Plan Draft EIR* (volumes projected to 2035). The intersection projections were used to derive peak hour volumes on the adjacent roadway segments. These volumes were then compared to the calculated capacity of the roadway to determine if the roadway is projected to be under or over capacity in the future. If a roadway segment was determined to be under capacity in the future, the roadway segment was evaluated assuming one less travel lane. If the segment was still under capacity with one less lane, it was determined that a lane reduction was feasible along that roadway segment. Results of the roadway segment analysis area illustrated in Table 7-6.

Table 7-6: Roadway Segment Analysis

Roadway Segment	Projected Peak Hour Volume	Current Lane Configuration			Remove One Travel Lane		
		# of Lanes	Capacity	Under/Over Capacity	# of Lanes	Capacity	Under/Over Capacity
7th Street – East of Broadway	3,373	4	2,795	Over	-	-	-
8th Street – East of Broadway	1,714	4	2,795	Under	3	2,082	Under
10th Street – West of Falton Street	845	4	2,093	Under	2	972	Under
14th Street – West of Oak Street	1,570	4	2,093	Under	2	972	Over
Oak Street – North of 7th Street	1,283	4	2,795	Under	3	2,082	Under
Madison Street – North of 8th Street	1,376	3	2,082	Under	2	1,377	Under
Harrison Street – North of 7th Street	2,485	4	2,795	Under	3	2,082	Over
Webster Street – North of 7th Street	2,134	4	2,795	Under	3	2,082	Over

As the segment analysis results illustrate, 8th Street, 10th Street, Oak Street, and Madison Street are projected to be under capacity in the future with the removal of one travel lane. Therefore, lane reductions are proposed along these roadways and the roadway width be reallocated to other uses, such as bike lanes, widened sidewalks, or angled parking.

Future peak hour traffic projections for 9th Street through the study area were not readily available. Existing traffic volumes traveling through the three-lane corridor peak at 475 vehicles during the PM peak hour. The three-lane roadway capacity for this facility type is 2,082 vehicles per hour and the two-lane roadway capacity is 1,377 vehicles per hour. Future

peak hour volumes would have to nearly triple for the roadway to be over capacity with two travel lanes. Therefore, 9th Street is a candidate for a lane reduction, with the additional roadway width reallocated to other uses, such as a bike lane and widened sidewalks.

7.6 Parking

Parking is a critical component of mixed-use and transit-oriented development. While pedestrian, bicycle and transit modes of transportation are supported and encouraged through this plan, considerations must also be made for residents, employees, students, and visitors who use automobiles to travel to the area. Parking is already a key concern in certain areas of the Planning Area, particularly in Chinatown, and parking demand will undoubtedly increase with new development and redevelopment in the area. The methodology used to calculate the parking requirement based on the City's Planning Code and the projected parking demand based on the MTC parking methodology are presented below. Loading is addressed in Section 7.7.

EXISTING PARKING IN PLANNING AREA

BART 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 Metro Center – that provide 206 off-street parking spaces. These parking areas are typically filled to capacity each morning. The Lake Merritt BART station is the only station in proximity to downtown that provides off-street parking. Other BART stations within central business districts, such as the nearby 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 Preferred Plan recommends that the BART parking lot not be replaced since this is an urban station and access to the station will be improved for all travel modes, including pick up/drop off, transit, shuttles, pedestrians, bicyclists, and taxis. One strategy for maintaining access to the Station for riders that drive and park is to improve linkages to other parking areas in the Station Area, such as under I-880.

On-Street Parking

Currently, most streets provide metered on-street parking within the Planning Area; however, there are some streets that have non-metered parking. A majority of the available on-street parking is parallel parking, with the exception of 10th Street between Alice Street and Harrison Street adjacent to Lincoln Park, which provides angled parking along the north side of the street. Future street design will consider addition of diagonal parking where it does not conflict with bicycles.

Other Parking Lots

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

ing demand in the area students is to increase the use of transit by students accessing the college, particularly given that full-time Laney students have AC Transit EasyPasses and the proximity of the Lake Merritt BART Station. This will include improving the safety of transit access, particularly at night, and working with transit service providers to ensure that routes and schedules serving Laney College meet student needs.

Surface parking is currently available under I-880 through the planning area. The parking areas near Chinatown are available to the public with parking rates ranging up to approximately \$5 per day. The parking area under the freeway near the Lake Merritt BART station is currently private parking and not available for the public. Better coordination with these lots, for instance by improving connectivity to the I-880 lots to the Chinatown commercial core and to the BART Station, is one possible way to ensure public parking access.

There are also several 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 County government buildings along Jackson Street at 14th Street and 13th Street. Public parking is also available at a two-story parking garage at Webster Street and 14th Street and several smaller surface lots in the planning area. Several of these large parking areas are potential opportunity sites; the Preferred Plan recommends that existing public parking lots or garages that are redeveloped be required to receive incentives to include structured public parking as part of the redevelopment plan.

PARKING REQUIREMENT

The City of Oakland's current parking requirements outlined in Chapter 17.116 were utilized to calculate the off-street parking supply that may be required for any new development or redevelopment. It is important to note that parking requirements may change as part of new regulations developed specifically for the Planning Area. The current parking requirements outlined in Chapter 17.116 provide parking rates for various land uses based on the zone of the development. A majority of the Planning Area is currently zoned as CBD (central business district) and consists of parking rates reduced when compared to other zones within the City.

Muhifamily residential uses are proposed throughout the Planning Area and current parking regulations require one space per unit. Office uses are proposed in the current CBD-P, C, or X zones, and do not require any off-street parking. The retail areas are proposed in several zones, including the current CBD-P, C, or X zones, and do not require any off street parking. Also the S-2 and C-40 zones in the East Lake area, which require up to 2.5 spaces per 1,000.

Based on the two alternative development plans and using the parking rates in the current Zoning Code, the proposed developments in the Planning Area require 3,882 off-street parking spaces for the Low Residential Alternative and 5,558 off-street parking spaces for the High Residential Alternative.

PARKING DEMAND

The Metropolitan Transportation Commission (MTC) has published a report for planning and implementing 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*. This document developed a parking demand model based on numerous case studies throughout the Bay Area that takes into account the characteristics of an area 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 Lake Merritt BART station Planning Area is categorized as a City Center/Urban Neighborhood 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. These parking rates are designed to support the proposed mixed-use and transit oriented concept of this Plan and avoid the development of significant excess parking. This strategy encourages the “park once” mentality where visitors would park in one location and visit several destinations within a walkable distance. The MTC model provides two sets of parking rates, a low rate and a high rate, which have been developed based on case study results and from other parking information collected as part of the *Toolbox/Handbook*. Parking rates 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. Using these rates, parking demand can be calculated for the two residential alternatives. The Low Residential alternative would require 2,628 to 7,466 off street parking spaces and the High Residential alternative would require 3,466 to 9,561 off street parking spaces.

Table 7-7 provides a summary of the required parking and the projected parking demand for both the Low Residential and High Residential Emerging Plan alternatives. As shown in Table 7-7, the City Code requirement, ranging from 3,882 (low) to 5,558 (high), is a realistic set of numbers to use, given the history of parking in Downtown Oakland and current City requirements. The requirement is greater than the MTC Low Rates, but much lower than the MTC High Rates, indicating that the existing standards are likely reasonable for the Planning Area. However, these standards could be further refined by establishing a parking maximum or by reducing auto parking requirements in exchange for increased bicycle parking and/or transit passes.

Table 7-7: Parking Demand Comparison¹

Alternative	City Code Requirement	MTC Parking Rates	
		Low Rates	High Rates
Low Residential	3,882	2,628	7,466
High Residential	5,558	3,466	9,561

¹ This table reflects the development potential identified in the Emerging Plan (September 2011). Revisions incorporated into the Preferred Plan have resulted in slightly different development potential (particularly related to Scenario 2 for the BART), as outlined in Chapter 3. This analysis provides a general sense of Preferred Plan impacts; more detailed analysis will be completed for the Draft Plan.

Source: MTC Rates from *Toolbox/Handbook: Parking Best Practices and Strategies for Supporting Transit Oriented Development in the San Francisco Bay Area*

PARKING STRATEGIES

Implementing parking management strategies would reduce the overall need for additional parking supply and increase the effectiveness of parking throughout the Planning Area. Initial strategies follow; additional strategies will continue to be developed and strategies outlined here will be refined in the Draft Plan.

Provide Unbundled Residential Parking

Typically, parking is bundled into the purchase or lease of a residential unit. This strategy would provide reserved parking spaces for sale or lease separately from the cost of housing. Reserved parking would still be available for residents who wish to pay a fee. Overall parking supply for residential uses would be reduced as fewer residents may opt to not own a car or park in other locations. The parking spaces that are not purchased or leased with the residential unit would then be available for other parkers.

Implement Transportation Demand Management (TDM) Programs

TDM strategies are designed to reduce vehicular trips generated by area residents and employees, such as providing car sharing, carpool/vanpool matching, guaranteed ride home, and transit subsidies (such as the AC Transit EasyPass). This would lead to fewer people using automobiles to access the area and potentially result in reduced parking demand.

Implement Transportation Strategies from the Emerging Plan

The transportation strategies recommended as part of this Emerging Plan are designed to reduce automobile trips within the area, promote transit, and provide an enhanced pedestrian and bicycle environment for all users. Priority lighting corridors and wider sidewalks improve the pedestrian environment, promoting more walking between the BART station and destinations. On street bicycle facilities connecting to the BART station provide another option for residents, visitors, students, and employees to access transit. In addition, converting excess travel lanes to diagonal parking will increase the on street parking supply and offer automobiles more parking options.

Parking Enforcement Program

According to the City of Oakland Parking Division, there is a dedicated parking enforcement officer for the core of Chinatown (the area bounded by 8th, 9th, Webster, Franklin Street) from 7:30 to 3:30 pm. After that, there are roving parking enforcement officers. However, double parking consistently occurs, particularly in the Chinatown core area. Many times the double-parkers are delivery vehicles unloading merchandise (street loading is discussed further below). Increased parking enforcement, including the issuance of multiple tickets for vehicles parking in the same spot for long periods, could help alleviate some of the congestion caused by the double-parking vehicles.

Provide Additional Bicycle Parking Facilities

In addition to on street bicycle facilities, bicycle parking should be provided at all new developments and additional secured bicycle parking should be provided at the BART station. The City of Oakland requires bicycle parking in its City Code for any new or re-development. At

the 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 secure bicycle parking would encourage more biking to and from the station and potentially reduce the parking demand in the area.

Parking Maximums

Excessive parking supply can be discouraged by establishing maximum parking ratios in addition to the minimum parking ratios required for development. Maximum parking ratios would place an upper limit of parking, or a cap, that could be provided for new developments or within an area. Maximum parking ratios limit the number of parking spaces, and promote more efficient use of land and use of alternative modes of travel, such as transit. Since a majority of the required parking for the Lake Merritt planning area is for the residential uses, parking maximums would limit the number of available parking spaces per unit. Developers or individual tenants could secure additional parking spaces at off-site locations, if desired.

Shared Parking

Shared parking is a concept of using a parking space to serve two or more land uses without conflict. Conventional regulations require that each development, or land use type, provide enough parking to serve its own peak demand, leaving unused parking spaces during the off-peak periods. Shared parking allows multiple 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. The use of shared parking is an effective way to efficiently use existing parking resources and reduce the costs of constructing excess parking facilities in the future. Since the parking requirement for the redevelopment west of the Lake Merritt Channel is entirely for the proposed residential uses, shared parking can only be implemented in the proposed redevelopment in the Lakeside neighborhood. The proposed retail and residential mixed use developments in this area should explore this strategy to determine an appropriate number of required parking spaces.

Parking Pricing

This strategy charges vehicles for using a parking facility, typically for parking in an off street facility such as a parking lot or garage, or parking on street using parking meters. 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. This will also reserve spaces for the short term needs of visitors and customers. Higher rates and shorter pricing periods should be implemented at the more convenient parking spaces, such as on-street spaces and parking near building entrances, to increase turnover and favor higher-priority uses. On street parking should also have a higher hourly rate than the rate in off street public lots or garages to encourage parking turnover of on-street spaces. This also creates additional revenue for the City of Oakland, which could then be used to implement other improvements in the planning area.

Provide Additional On Street Parking

The Preferred Plan is recommending the removal of travel lanes along roadways that are projected to have excess capacity in the future and reallocating that space to other uses. One option is to modify the on street parking from parallel parking to angled parking. The City recently made modifications along the north side of 10th Street between Alice Street and Harrison Street adjacent to Lincoln Park, altering the parallel parking to angles parking, creating additional public parking spaces. This strategy could be explored in the future and implemented along several other streets within the planning area, such as other segments of 10th Street, Franklin Street, or Webster Street, creating additional public parking areas near Chinatown. This modification has the potential to double the amount of on street parking within a block. With most streets being one-way in the planning area, motorists have to parallel park along the left side of the street, a less practiced parking maneuver. One possibility is to modify the on street parking along the left side of a one-way street to angled parking. This would also benefit bicyclists by decreasing the number of potential conflicts since bike lanes or shared travel lanes are typically located along the right side of a one-way street. Truck loading could still take place during the permitted loading times in these spaces.

7.7 Street Loading

Street loading and double parking is an issue not only in Oakland Chinatown, but in high-density retail areas around the Bay Area and the county. 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, however there are several blocks within the core that do not have on-street delivery parking spaces marked.

Double parking by commercial vehicles typically 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 were observed double parking; however, due to vehicles frequently parking for long periods of time in the on-street parking spaces, double parking by non-commercial vehicles is exacerbated.

The Plan identified the following areas with heavy double parking, either due to a lack of delivery parking areas or a concentration of retail land uses:

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

LOADING STRATEGIES

This Plan builds upon the recommendations from the Revive Chinatown Plan, which developed an on-street loading/parking program in the Chinatown core area to reduce double parking in travel lanes:

- Create metered truck loading zones for active truck loading only with 30-minute time limits;
- Designate the great majority of the on-street loading/parking spaces for truck loading only during the morning peak hours and short-term parking thereafter, with some spaces designated on-street loading throughout the day, depending on the needs of each individual block.
- Increase effectiveness of parking enforcement by using walking beats to give violations and give multiple tickets for vehicles parked in the same space for long periods.

It is proposed that each block within the Chinatown core area provide metered truck loading zones with 30-minute time limits between 7:30 AM and 10:00 AM. After 10:00 AM, the on-street parking should be metered and limited to 30 to 60 minutes with certain high-loading blocks maintaining loading spaces throughout the day.

In addition, enhanced pedestrian corridors should be provided to local off-street parking areas, particularly the parking areas under I-880. Webster Street and Harrison Street are identified in this Plan as priority lighting corridors and the Webster Street underpass at I-880 is identified as a priority improved freeway undercrossing. 8th Street and 9th Street have also been identified as priority lighting corridors and providing bike lanes will create better non-vehicular connections to the Lake Merritt BART station.

7.8 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. 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 two (2) 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.³ The Emerging Plan seeks to encourage sidewalk vending to enhance the commercial core, but also to regulate displays in order to ensure a consistent and comfortable pedestrian environment. The Emerging Plan recommendations build on Revive Chinatown, including:

³ City of Oakland, Revive Chinatown Community Transportation Plan, September 2004.

- Reduce sidewalk obstacles by replacing parking meters with central pay booths and consolidating newsstands in the core area. This project would reduce the number of sidewalk obstacles and increase effective sidewalk widths, facilitating pedestrian movement.
- Ensure that sidewalk vendor stands do not block sidewalks (minimum five-foot clear zone). A minimum width of five feet must be maintained along sidewalks, clear of any obstacles, to allow smooth pedestrian movement, especially on heavily traveled sidewalks in the core.
- Promote merchant education and provide city enforcement
- Consider additional guidelines, such as:
 - The finish materials used for display merchandise must be smooth, nonabsorbent and cleanable.
 - Merchants must be responsible for making sure that all activities on the sidewalk stay within the approved area and maintenance of the storefront, exterior walls, sidewalk and gutter in a clean condition at all times. Sidewalks shall be washed daily at locations with food displays and as needed at others.
 - All movable display stands shall be promptly removed from the sidewalk in accordance with approved time of operation every day.

Currently, merchants are 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 yearly fee has been described as a financial and logistical burden for business owners. The Station Area Plan could include some recommendations for balancing the needs of merchants and the need to provide some enforcement – such as amending Oakland Municipal Code Section 12.04.090 to allow the use of the sidewalk right-of-way in front of businesses in the Plan Area without the need for a yearly permit fee; provided, however, that there is maintained, at all times, a clear space along such sidewalk of not less than five (5) feet in width for the use of pedestrians.

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8 Community Resources

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

8.1 Cultural Resources

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

URBAN DESIGN AND CONNECTIONS TO CULTURAL RESOURCES

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

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

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

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

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

STREETFEST AND LUNAR NEW YEAR BAZAAR

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

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

NIGHT MARKETS/ OTHER FESTIVALS

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

LANGUAGE ACCESS IN WAYFINDING SIGNAGE

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

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

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

EMERGING DEMOGRAPHICS AND CULTURAL NEED

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

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

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

EXERCISE AND CULTURAL ACTIVITIES AT MADISON SQUARE PARK

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

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

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

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

INFORMAL CULTURAL ACTIVITY AND SEATING IN PUBLIC SPACE

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

8.2 Historic Resources

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

EXISTING HISTORIC RESOURCES

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

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

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

HISTORIC PRESERVATION STRATEGIES

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

Protecting Historic Resources

Here are some strategies for protecting individual historic resources:

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

Re-Use of Existing Historic Resources

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

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



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

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

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

Ensuring Compatible New Development

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

Design Review Guidelines

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

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

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

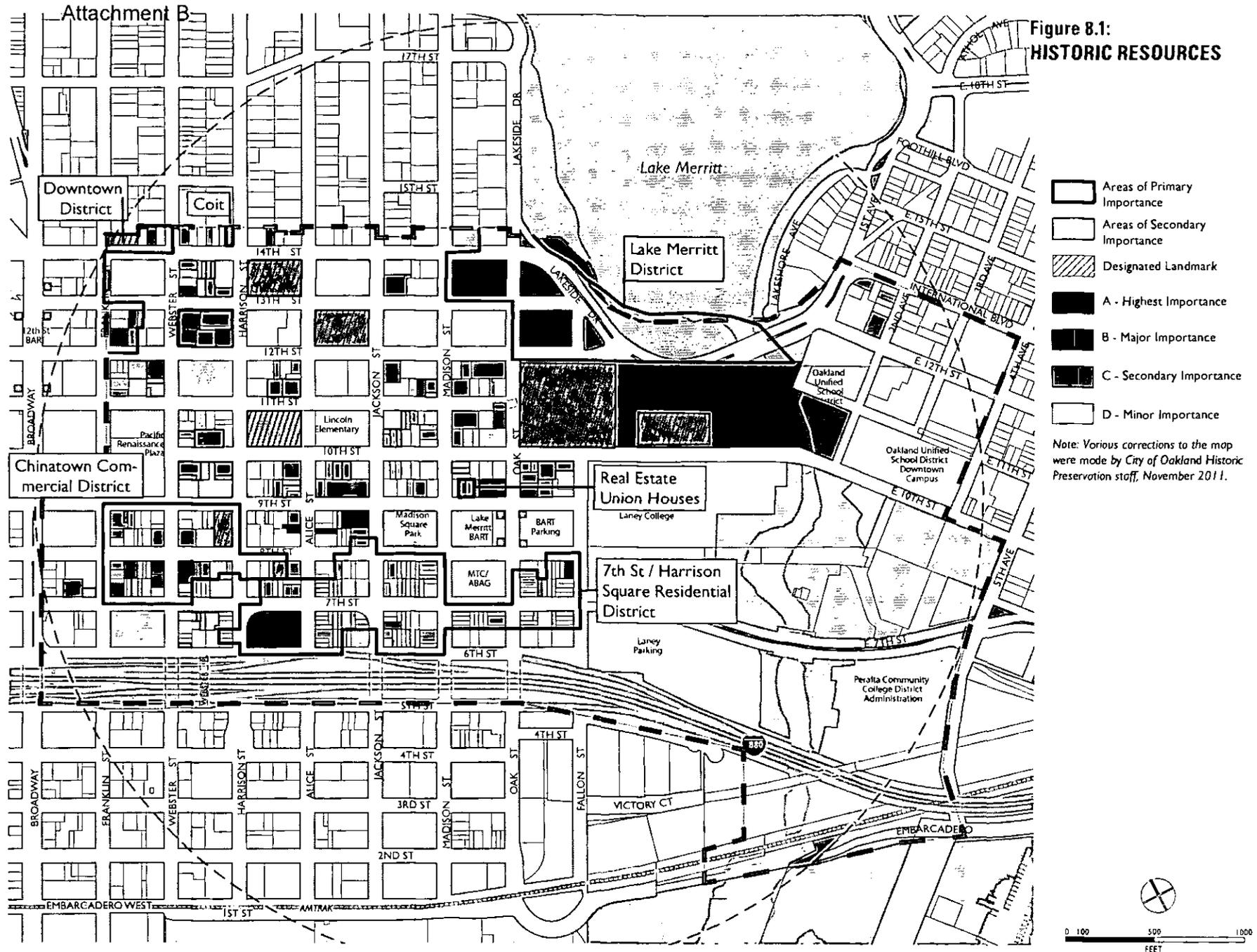
Protecting Historic Parks

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

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

Figure 8.1:
HISTORIC RESOURCES



8.3 Health Impacts

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

LAND USE

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

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

In terms of environmental hazards, the Planning Area's proximity to 1-880 and other high volume roadways may create noise and air quality impacts on sensitive receptors (e.g., residents). Policies to mitigate these potential impacts (e.g., standards for windows, construction, screening, and ventilation) will be implemented, particularly for residences within 500 feet of such roadways.

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

TRANSPORTATION

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

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

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

PUBLIC FACILITIES AND SAFETY

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

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

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

8.4 Oakland Unified School District Schools

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

PRIMARY AND SECONDARY SCHOOLS

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

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

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

¹ Outside Planning Area boundary.

² Planned capacity in Downtown Education Complex

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

Oakland Unified School District Schools

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

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

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

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

Downtown Educational Complex

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

Other Schools

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

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

School Demand

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

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

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

HIGHER EDUCATION

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

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

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

POLICY RECOMMENDATIONS

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

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

8.5 Initial Approach: Community Benefits

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

An initial list of desirable community benefits includes:

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

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

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

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

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

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

8.6 Draft Affordable Housing Strategy

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

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

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

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

ASSESSMENT OF EXISTING CONDITIONS

I. Demographic Trends

Population

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

Ethnicity

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

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

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

Age

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

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

Income

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

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

Transit Use

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

Smaller Households

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

Housing Tenure

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

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

Housing Prices

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

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

Rental Rates

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

II. Existing Affordable Housing Policies

Density Bonus Ordinance

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

Jobs/Housing Impact Fee and Affordable Housing Trust Fund

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

Condominium Conversion Ordinance

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

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

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

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

Residential Rental Adjustment Program

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

III. Analysis of Constraints to Housing

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

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

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

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

RECENT EFFORTS AND AFFORDABLE HOUSING PROJECTIONS

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

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

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

Table 8-2: Affordable Housing Projections for 2015

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

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

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

AFFORDABLE HOUSING GOALS

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

Housing Element Goals

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

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

Lake Merritt BART Station Area Plan Affordable Housing Goals

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

FUNDING OUTLOOK

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

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

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

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

STATION AREA PLAN IMPLEMENTATION STRATEGIES

Affordable Housing Unit Types

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

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

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

Reduced Parking Requirements to Reduce Development Costs

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

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

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

Funding Sources

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

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

Land Banking

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

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

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

Possible options for assembling sites for affordable housing include:

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

Incentivize Affordable Housing

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

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

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

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

Anti-displacement Strategy

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

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

Citywide Affordable Housing Policy

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

Attachment B
Lake Merritt Station Area Plan
Draft Preferred Plan

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9 Economic Development

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

9.1 Defining an Economic Development Strategy

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

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

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

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

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

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

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

Attachment B
Lake Merritt Station Area Plan
Draft Preferred Plan

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

9.2 Incentives for Economic and Community Benefits

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

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

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

9.3 Mechanisms to Implement an Economic Development Strategy

SAFETY

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

Landscape and Lighting District

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

Ambassador Program

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

BART Police Headquarters

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

FAÇADE IMPROVEMENT PROGRAM

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

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

COMMUNITY BENEFIT DISTRICT/BUSINESS IMPROVEMENT DISTRICT

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

Downtown Oakland Community Benefit District

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

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

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

PARKING DISTRICT AND IN-LIEU FEE

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

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

INFRASTRUCTURE FINANCE DISTRICT

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

Community Facilities District

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

10 Infrastructure Issues

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

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

10.1 Water Service

EXISTING WATER SERVICE

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

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

PROJECTIONS AND IMPROVEMENTS: ISSUES AND POTENTIAL IMPACTS

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

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

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

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

KEY ISSUES

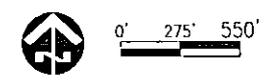
Long-range water supply planning by EBMUD includes the future projected growth in Oakland. However California does experience severe droughts which impact available supply. The State of California and the City of Oakland have recently adopted building codes that greatly decrease the average demand for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

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

Figure 10.1:
POTABLE WATER SYSTEM



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



10.2 Sanitary Sewer Service

EXISTING SANITARY SEWER SYSTEM

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

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

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

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

PROJECTIONS AND IMPROVEMENTS: ISSUES AND POTENTIAL IMPACTS

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

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

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

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

KEY ISSUES

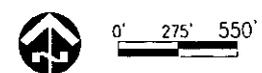
The collection system has current deficiencies with respect to leaking pipes that result in in-flow and intiltration and cause the pipe capacity to be exceeded. This problem is currently being addressed on a city wide basis but funding is limited and the City's funds and priorities are focused on the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

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

Figure 10.2:
SANITARY SEWER SYSTEM



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



10.3 Recycled Water System Service

EXISTING WATER SERVICE

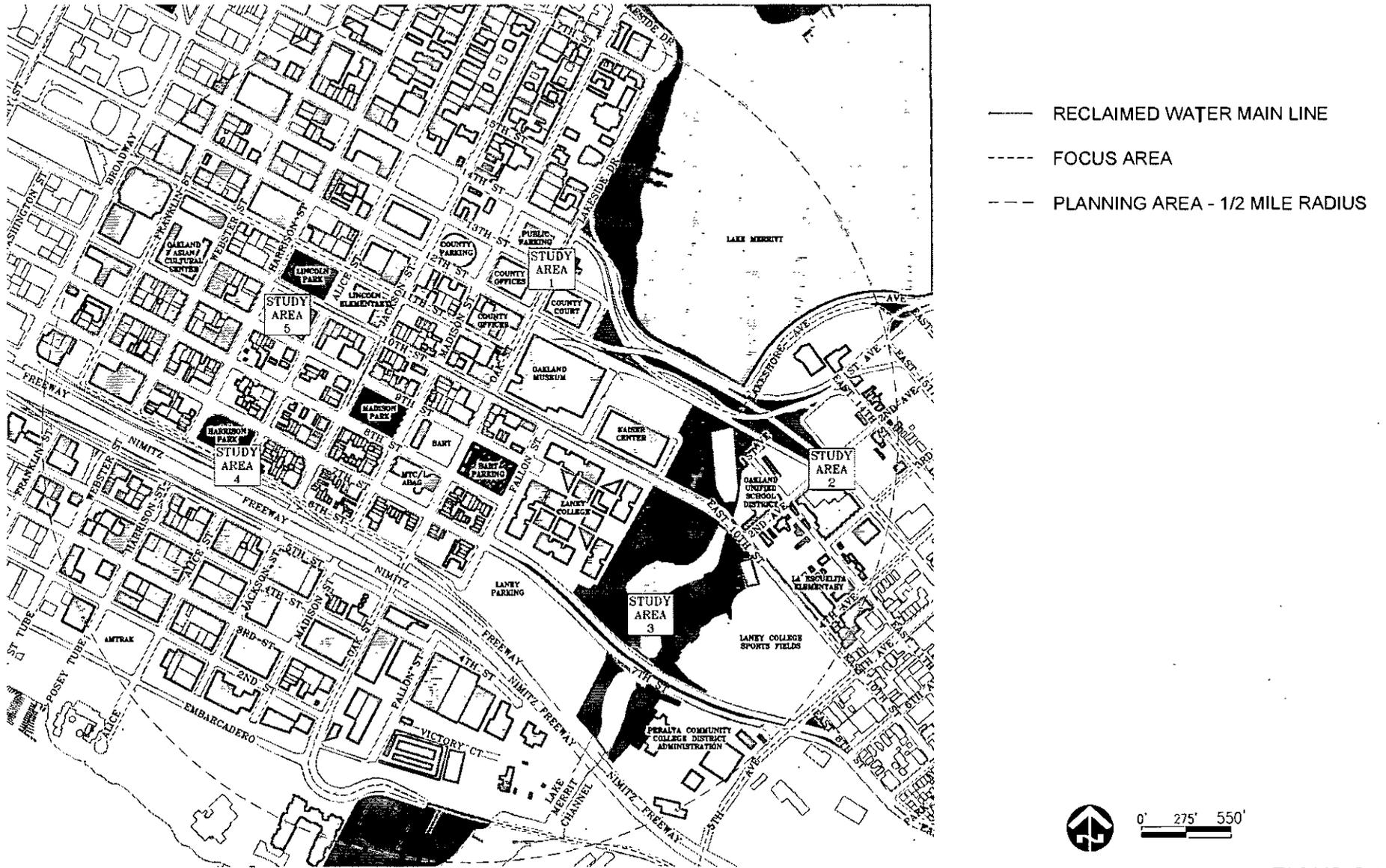
It is EBMUD's current practice to promote recycled water to its customers for appropriate non-potable uses. Recycled water use that meets a portion of water supply demands increases the availability and reliability of the potable water supply and lessens the effect of extreme rationing induced by a prolonged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

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

PROJECTIONS AND IMPROVEMENTS: ISSUES AND POTENTIAL IMPACTS

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

Figure 10.3:
RECLAIMED WATER SYSTEM



10.4 Storm Drain

EXISTING STORM DRAIN

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

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

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

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

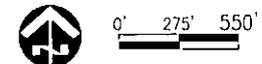
KEY ISSUES:

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

Figure 10.4:
STORM DRAIN SYSTEM



- STORM DRAIN MAIN LINE
- - - FOCUS AREA
- - - PLANNING AREA - 1/2 MILE RADIUS



Appendix A: Trip Generation Detail

**Appendix A:
Proposed High Residential
Development Trip Generation
Summary**

Proposed High Residential Development Trip Generation Summary

Land Use	ITE Code	Units	Quantity	Daily	AM Peak			PM Peak		
					In	Out	Total	In	Out	Total
Residential (Multi-Family)	220	DU	5,414	36,006	552	2,209	2,761	2,182	1,175	3,357
Reduction for Transit/Walk/Bike (50.9%) ⁽¹⁾				-18,327	-281	-1,124	-1,405	-1,111	-598	-1,709
Retail	820	KSF	334.11	14,347	204	130	334	612	536	1,243
Reduction for Retail Pass-by (Daily-15%, AM-15%, PM-34%) ⁽²⁾				-2,152	-25	-25	-50	-212	-212	-424
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-2,439	-35	-22	-57	-104	-108	-212
Office	710	K5F	1,700.00	18,717	2,319	316	2,635	431	2,102	2,533
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-3,182	-394	-54	-448	-73	-358	-431
SUBTOTAL - UNADJUSTED TRIP GENERATION				= 69,070	3,076	2,656	6,730	3,225	3,913	7,138
NET EXTERNAL TRIP GENERATION				42,970	2,340	1,430	3,770	1,726	2,637	4,362

Notes:

- (1) Source for Transit/Walk/Bike Mode Split Reduction for residential uses: Lake Merritt Station Area Plan Existing Conditions and Key Issues Report, Commute Patterns. The 2009 summary of commute characteristics for the Planning Area indicate the following transportation modes of residents: 25.1% public transportation, 24.3% walking, and 1.5% biking.
- (2) Retail Pass-by reduction percentages based on ITE Trip Generation Handbook, 2nd Edition. A max retail Pass-by percentage of 15% is assumed for Daily and AM Peak Hour scenarios, where no rate is given, per Caltrans TIA Standards, 2002.
- (3) Source of Transit/Walk/Bike Mode Split Reduction: City of Oakland Transportation Impact Study Guidelines (Transportation Services Division, March, 2007). Guidelines cite that recent mode splits of up to 83% vehicle trips have been approved for EIRs within the downtown area. Because the proposed development area is located within close proximity to the downtown, and within 1/2-mile of a major transit station (Lake Merritt BART), a 17 percent reduction for transit/walk/bike travel have been applied to the base trip generation estimates for retail and office trips.

ITE Trip Generation Rates

Trip Generation Rate Details:

Apartments (8th Edition)

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

Shopping Center (ITE 8th Edition)

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

General Office (ITE 8th Edition)

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

Proposed Low Residential Development Trip Generation Summary

Land Use	ITE Code	Units	Quantity	Daily	AM Peak			PM Peak		
					In	Out	Total	In	Out	Total
Residential (Multi-Family)	220	DU	3,738	24,858	381	1,525	1,906	1,507	811	2,318
Reduction for Transit/Walk/Bike (50.9%) ⁽¹⁾				-12,653	-194	-776	-970	-767	-413	-1,180
Retail	820	KSF	334.11	14,347	204	130	334	612	636	1,243
Reduction for Retail Pass-by (Daily: 15%, AM-15%, PM-34%) ⁽²⁾				-2,152	-25	-25	-50	-212	-212	-424
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-2,439	-35	-22	-57	-104	-108	-212
Office	710	KSF	1,700.00	18,717	2,319	316	2,635	431	2,102	2,533
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-3,182	-394	-54	-448	-73	-358	-431
SUBTOTAL - UNADJUSTED TRIP GENERATION				67,922	2,904	1,971	4,875	2,550	3,549	6,099
NET EXTERNAL TRIP GENERATION				37,496	2,256	1,094	3,350	1,394	2,458	3,852

Notes:
 (1) Source for Transit/Walk/Bike Mode Split Reduction for residential uses: Lake Merritt Station Area Plan Existing Conditions and Key Issues Report, Commute Patterns. The 2009 summary of commute characteristics for the Planning Area indicate the following transportation modes of residents: 25.1% public transportation, 24.3% walking, and 1.5% biking.
 (2) Retail Pass-by reduction percentages based on ITE Trip Generation Handbook, 2nd Edition. A max retail Pass-by percentage of 15% is assumed for Daily and AM Peak Hour scenarios, where no rate is given, per Caltrans TIA Standards, 2002.
 (3) Source of Transit/Walk/Bike Mode Split Reduction: City of Oakland Transportation Impact Study Guidelines (Transportation Services Division, March, 2007). Guidelines cite that recent mode splits of up to 83% vehicle trips have been approved for EIRs within the downtown area. Because the proposed development area is located within close proximity to the downtown, and within 1/2-mile of a major transit station (Lake Merritt BART), a 17 percent reduction for transit/walk/bike travel have been applied to the base trip generation estimates for retail and office trips.

ITE Trip Generation Rates

Trip Generation Rate Details:

Apartments (8th Edition)

Daily (ITE 220)	T = 6.65 x (number of DU's)	50% In	50% Out
AM Peak Hour (ITE 220)	T = 0.51 x (number of DU's)	20% In	60% Out
PM Peak Hour (ITE 220)	T = 0.62 x (number of DU's)	65% In	35% Out

Shopping Center (ITE 8th Edition)

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

General Office (ITE 8th Edition)

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

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

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

Land Use	ITE Code	Units	Quantity	Daily	AM Peak			PM Peak		
					In	Out	Total	In	Out	Total
Residential (Multi-Family)	220	DU	40	266	4	16	20	16	8	25
Reduction for Transit/Walk/Bike (50.9%) ⁽¹⁾				-135	-2	-8	-10	-8	-5	-13
Retail	820	KSF	117.55	5,047	72	46	118	215	224	439
Reduction for Retail Pass-by (Daily-15%, AM-15%, PM-34%) ⁽²⁾				-757	-9	-9	-18	-75	-74	-149
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-858	-12	-8	-20	-37	-38	-75
Office	710	KSF	255.34	2,811	346	48	396	65	315	330
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-478	-59	-8	-67	-17	-54	-65
Hotel	310	Rooms	75.00	613	26	16	42	23	21	44
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
Medical Office	720	KSF	3.98	140	7	2	9	4	9	13
Reduction for Transit/Walk/Bike (17%) ⁽³⁾				-24	-2	0	-2	-1	-1	-2
Automobile Care Center	942	KSF	29.02	348	55	30	85	49	49	98
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
Elementary School	520	KSF	24.00	370	70	55	125	13	16	29
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
Light Industrial	110	KSF	15.04	105	12	2	14	2	13	15
Reduction for Transit/Walk/Bike (0%) ⁽³⁾				0	0	0	0	0	0	0
SUBTOTAL - UNADJUSTED TRIP GENERATION				8,737	450	126	576	319	569	688
NET EXTERNAL TRIP GENERATION				6,509	368	93	461	168	396	586

Notes:
 (1) Source for Transit/Walk/Bike Mode Split Reduction for residential uses: Lake Merritt Station Area Plan Existing Conditions and Key Issues Report, Commute Patterns. The 2009 summary of commute characteristics for the Planning Area indicate the following transportation modes of residents: 25.1% public transportation, 24.3% walking, and 1.5% biking.
 (2) Retail Pass-by reduction percentages based on ITE Trip Generation Handbook, 2nd Edition. A max retail Pass-by percentage of 15% is assumed for Daily and AM Peak Hour scenarios, where no rate is given, per Caltrans TIA Standards, 2002.
 (3) Source of Transit/Walk/Bike Mode Split Reduction: City of Oakland Transportation Impact Study Guidelines (Transportation Services Division, March, 2007). Guidelines cite that recent mode splits of up to 63% vehicle trips have been approved for EIRs within the downtown area. Because the proposed development area is located within close proximity to the downtown, and within 1/2-mile of a major transit station (Lake Merritt BART), a 17 percent reduction for transit/walk/bike travel have been applied to the base trip generation estimates for retail and office trips.

ITE Trip Generation Rates

Trip Generation Rate Details:

Apartments (5th Edition)			
Daily (ITE 220)	T = 6.65 x (number of DU's)	50% In	50% Out
AM Peak Hour (ITE 220)	T = 0.51 x (number of DU's)	20% In	40% Out
PM Peak Hour (ITE 220)	T = 0.62 x (number of DU's)	65% In	35% Out
Shopping Center (ITE 8th Edition)			
Daily (ITE 820)	T = 42.94 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 820)	T = 1.00 x (1000's of SF)	61% In	39% Out
PM Peak Hour (ITE 820)	T = 3.73 x (1000's of SF)	49% In	51% Out
General Office (ITE 8th Edition)			
Daily (ITE 710)	T = 11.01 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 710)	T = 1.55 x (1000's of SF)	88% In	12% Out
PM Peak Hour (ITE 710)	T = 1.49 x (1000's of SF)	17% In	83% Out
Hotel (ITE 8th Edition)			
Daily (ITE 310)	T = 8.17 x (# rooms)	50% In	50% Out
AM Peak Hour (ITE 310)	T = 0.56 x (# rooms)	61% In	39% Out
PM Peak Hour (ITE 310)	T = 0.59 x (# rooms)	53% In	47% Out
Medical Office (ITE 8th Edition)			
Daily (ITE 720)	T = 36.13 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 720)	T = 2.30 x (1000's of SF)	79% In	21% Out
PM Peak Hour (ITE 720)	T = 3.46 x (1000's of SF)	27% In	73% Out
Automotive Care Center (ITE 8th Edition)			
Daily (ITE 942)	T = 12.00 x (1000's of SF) ⁽¹⁾	50% In	50% Out
AM Peak Hour (ITE 942)	T = 2.94 x (1000's of SF)	65% In	35% Out
PM Peak Hour (ITE 942)	T = 3.38 x (1000's of SF)	50% In	50% Out
⁽¹⁾ Daily trip generation estimated based on peak volumes			
Elementary School (ITE 8th Edition)			
Daily (ITE 520)	T = 15.43 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 520)	T = 5.20 x (1000's of SF)	56% In	44% Out
PM Peak Hour (ITE 520)	T = 1.21 x (1000's of SF)	45% In	55% P
General Light Industrial (ITE 8th Edition)			
Daily (ITE 110)	T = 6.97 x (1000's of SF)	50% In	50% Out
AM Peak Hour (ITE 110)	T = 0.92 x (1000's of SF)	88% In	12% Out
PM Peak Hour (ITE 110)	T = 0.07 x (1000's of SF)	12% In	88% Out

Attachment B

DYETT & BHATIA
Urban and Regional Planners

755 Sansome Street, Suite 400
San Francisco, California 94111
(C) 415 956 4300 奥 415 956 7315

Attachment C

November 30, 2011
Laney Student Center
Laney College Campus
900 Fallon Street, Oakland, CA 94607
5:30 to 8:00 p.m.

LAKE MERRITT STATION AREA PLAN COMMUNITY STAKEHOLDERS GROUP (CSG) MEETING #12 Draft Preferred Plan

MEETING SUMMARY

Members of the Community Stakeholders Group (CSG) attended the meeting on November 30, 2011 at the Laney Student Center. The meeting included a presentation of the Preferred Plan and discussion on each chapter of the Preferred Plan. The focus of the presentation and discussion was on the changes made to the Emerging Plan to establish the Preferred Plan, based on the last round of CSG feedback. The presentation was given by Ed Manasse of the City of Oakland, and Leslie Gould and Hannah Lindelof of Dyett & Bhatia. The agenda, presentation, and Preferred Plan are all available on the project website. CSG discussion by chapter is provided below.

CSG DISCUSSION

Chapters 1 and 2: Overall Framework and Vision by Study Area

- There was one comment that the Jack London District should be included in the study area. It was explained that Jack London District would heed its own planning process to focus on the uniqueness of that district as a whole.
- If this is the Preferred Plan, what alternatives will be used for the EIR? It was noted that the Preferred Plan covers general consensus and some alternatives on the BART blocks. Alternatives will be developed for the EIR process.
- There was some concern that comments provided to date have not been adequately incorporated. It was noted that one of the objectives of this meeting is to check back in to see if we got it right, talk about how well previous comments have been incorporated, and to identify if there is any strong opposition to any components of the Preferred Plan. It was noted that comments from this meeting will be forwarded to the advisory board, Planning Commission, and City Council.

Chapter 3: Summary of Development Potential

- There were several comments on basic assumptions and pro-forma modeling that went into the financial feasibility analysis. One commenter noted, for instance, that the potential development costs should be closer to \$225 rather than \$285 per square foot.
- There was concern that the results of that financial feasibility analysis are the basis for saying that community benefits related to height are not feasible. It was further noted that it is hard to imagine that in a 25 year period that if the Plan doesn't tie public goods to density (and increased need), no benefits will be achieved. Specific community benefits of concern include affordable housing, parks, and street improvements.

Attachment C

Chapter 4: Land Use and Building Design

Land Uses and Active Ground Floor Uses

- Laney College had a question related to the Land Use Character map, which identifies institutional uses for the college/museum/school but identifies the County buildings as mixed use with required ground floor uses. Question as to the logic of how institutional uses are treated (particularly in relation to the Laney parking lot). It was noted that County uses are less specialized than Laney College or the Museum, that they essentially function more like office uses.
- Why are East 12th and International Boulevard identified as Pedestrian/Residential rather than Pedestrian Transition? The existing commercial area is struggling but could be called out as a Pedestrian zone. Noted in response that ground floor retail would be allowable in East Lake, and active uses would be required on East 12th and International Boulevard.
- Active Ground Floor Uses requirement comments:
 - Laney requested that existing active ground floor uses be identified around Laney College.
 - Comment that there is too much retail identified; that while ground floor retail is great in certain spots, it only works if it is focused; right now it is not focused enough. It was noted in response that the Land Use Character map is more telling in distinguishing between Pedestrian and Pedestrian Transition Zones (Pedestrian Transition Zone slower change over time). Much of the Pedestrian Zone already has retail.
 - Don't be overly restrictive – required active uses could sit vacant which is worse.
 - Noted in response that active uses are not just retail or commercial. The main goal is to draw people in and attract their interest. Plan will be expansive in its definition of active uses. The recently adopted overlay zone in Chinatown addresses a wider range of ground floor uses that can be used as an example.

Height Areas

- There was discussion on the location of height area 2b on 8th street across from the BART parking lot. The BART blocks will have much taller buildings and it doesn't make sense to go only 45 or 85 feet across the street. In particular, there was a desire to change (increase) the height limitation on the site south of the BART Parking lot that is not in the 7th St. API.
- Agree with 45 foot height limit related to the 7th St. API, but also think need lower height limits and base heights in some areas.
- Emphasize that as a key component, whatever happens on the BART blocks should not create a barrier between Laney/BART and Chinatown.
 - Concern from some members that the current proposal is creating a barrier and seems to open more to Fallon Street.
 - Barrier on 8th and 9th Street is Madison Park, as a barrier for the expansion of Chinatown and is a barrier to expansive businesses. Suggest that it move elsewhere close-by.
 - Suggested to add retail along the park.
 - Regarding allowing tall buildings at the BART Station as a potential barrier – what about it is a barrier? Don't think height is a barrier, more important is the design.
 - Noted that just retail at the ground floor doesn't make a connection (active uses not just retail).

Attachment C

- Noted in response that while tall height could be barrier, could also be a beacon and connection.
- Height areas: don't understand the push to rim the lake with taller buildings (East of Channel) – would suggest switching height area 3 and 4 in East Lake so have lower heights near water, stepping back away from the water. Keep lower buildings along channel.

Height Levels and Community Benefits

There was extensive discussion related to the change from three tiered height limits to two tiered height limits, focuses on the loss of the tallest height allowed with a CUP and provision of community benefits.

- Need to clarify if the proposal would still contain incentives related to height, (i.e., menu of affordable housing strategies)
- Why is it necessary to allow extra height without asking for community benefits?
- In response it was noted that this change considered market feasibility (which shows lower height buildings are the likely development) and also the goals of the project, which include achieving transit oriented, high density development.
- Concern that what is proposed is still too tall and continues to set property owners up with increased expectation, resulting in holding buildings/parcels until they can get the speculative price, thereby retarding development. The comment emphasized that to date, over zoning has not worked to incentivize development.
- Opposing CSG opinion noted that tall buildings are possible, and we don't want to limit potential in the area.
- Not trying to reduce development height and density, as long as it is bringing in benefits. High intensity development should provide community benefits because they add stress to existing amenities.
- Want to bring in more businesses, people, and vitality.
- Height limitations/proposals in prior plans included conditions/limitations, which are not included here.
- Need next layer of development standards to be able to assess heights.
- Goal of Plan is to bring TOD to area – argue that the goal should be *equitable* TOD, and that the CUP was essential to ensure equity. Area is very different from area surroundings and can withstand giving back to the community.
- In response it was noted that in a sense the whole plan is a community benefit as it seeks to achieve a range of benefits, such as streetscape improvements. Entire burden cannot be just on new development, has to be shared through multiple mechanisms.
- A lot of benefits would be billed to public – need to capture the value the plan is bringing to the area/giving to land owners in order to preserve economic diversity.
- No one is saying any private developer should be responsible for everything; however, there is some concern that without the CUP they are not responsible for anything.
- Community benefits have always been a key component of community feedback. A key strategy to date has included the height exchange – how was the decision made at this stage to take that out?
- In response: trying to broaden base of where community benefits come from, rather than burdening a specific developer looking at impact fees; analysis showed it is unlikely that we would get desired development and benefits with the previous height/CUP structure. This is only one of many tools that can be used. The Plan seeks to ensure people are enticed to develop in area and will then pay into achieving benefits.

Attachment C

- Goal to identify everything we would like in this plan; group wants diverse income levels and community benefits; no question about that, but question is how to do it.

Chapter 5: Open Space and Recreational Facilities

- Question if added 5% would be for this district or citywide? Responded that the 5% would apply only in this district.
- Take off green mark on Webster Place (note that this is an error; will be removed).
- Areas south of I-880 (along the channel) should be part of Jack London district, not in this Plan. In response noted that the City General Plan and Estuary Policy Plan policies already exist that promote continuous open space along the channel. All channel areas should be part of one project.
- Add on Webster Green if going to add on channel parks
- Shame if we spent public dollars on improving channel area rather than areas within the neighborhood that could really use the improvements (like Madison Sq Park). If they stay in the Plan they should be the last priority if there are open space funds.
- Agree that parks in neighborhood need funds, but also think that parks along the channel are regional assets.
- In response noted that the Plan achieves citywide objectives by including these parks. The Plan also seeks to ensure direct community needs are met.
- There is an ongoing tension between neighborhood and citywide benefits. How do we increase the capacity to serve community (i.e. Lincoln)? The Plan needs to articulate a balance between achieving citywide, regional, and local benefits.
- In response noted that the Draft Plan will have to prioritize community benefits and determine what projects have the the biggest bang for buck.
- Open space is great if people can enjoy it; concern that Madison Square Park not only disconnects Chinatown and Laney/BART but also creates safety concerns. It is good that it is used for Tai Chi a couple hours a day; however, it is felt by some that it is underutilized at other times of the day. In response noted that safety concerns are more related to the design of the park, not the fact that there is open space.
- Requested that the Plan add a potential park (green outline) at the Webster Street undercrossing to reflect possibility of Webster Street Green.

Chapters 6 and 7: Streetscape, Circulation, Access, and Parking

- Need street improvements and mitigations to address air quality, due to large amount of additional growth and increase in travel.
- Noted in response that the increase in trip generation looks only at opportunity sites, so the numbers seem extreme because they are looking at the change from existing vacant lots and one story small buildings to high density development.
- Certain intersections will be impacted; must address mitigation.
- Bicyclists concerned with angled parking as it reduces safety – a mistake for all roads.
- Infrastructure related – glad looking at the possible conversion of 9th street to two-way; would like to also investigate 8th street, Webster, and Franklin.
- Webster underpass considered for improvements – yes, thank you!
- Sharrows are stepchild of great bicycle facilities; good because they give bicycles some space to move, but just putting sharrows in is not anywhere near as strong as a bike lane.
- Access to BART station with bike lanes is very important.
- In terms of parking at the BART (and the recommendation to not replace parking when the site is redeveloped), concern was raised in terms of the impact to people

Attachment C

that don't have other options for accessing the BART Station (i.e. from neighborhoods that are not as well served by transit).

- A major priority is street lighting. Make pedestrian lighting a priority improvement – Phase 1!
- Noted that the Draft Plan will look at many options for improving access to the BART station. It was emphasized that the drawing shown is one option and that there will be more.
- As Laney looks at building a parking garage, maybe they should consider incorporating additional parking for BART. Is there broad support for this?
- Underfreeway areas are currently used for parking; but long term they should accommodate additional active uses.
- Webster Green would add a great asset - Jack London is conducting a meeting from 6:30 to 9:00 p.m. on Dec.12th.
- Edit to map: The Class 3A bikelane is already has it signed and striped on 2nd Street (painted in the last couple of weeks).
- City has done preliminary traffic studies in Revive Chinatown, which this Plan should build on. Note that we have included several of the key recommendations of Revive Chinatown.

Chapter 8: Community Resources

- It was noted that the City will take into consideration the corner at 8th and Oak, which is not in the historic district (for a possible height limit change/increase).
- There were several comments on how to incentivize affordable housing. For instance, to achieve a benefit like affordable housing, development standards, such as height, parking, or setbacks, could be relaxed. City emphasis is on identifying a range of approaches and incentives.
- Noted that Historic Preservation is a strict and formal policy, rather than a community benefit and should be identified as such (and removed from the list of community benefits on page 8-16).
- Part of the anti-displacement strategy is to retain the 7th Street as 45 foot height limits to lower development pressures.
- Transfer of development rights is not so feasible.
- Noted that there is no actual requirement for affordable housing. How will we be able to get affordable housing? Concerned that City has changed the height rules so no longer tied to achieving affordable housing. City noted that Plan is honing in on a range of strategies that will work.
- Recognized that people support affordable housing, but that there are many obstacles to make it happen. A lot of the methods, like impact fees, if they are only applied to this district there will be a disincentive to build it here. The City has to establish a requirement city-wide. It is a critical piece of the plan and we should keep working on it.
- City noted that there is a 15% requirement for affordable housing as part of the Redevelopment Area. This plan needs to figure out ways to meet the 15% (and hopefully more) in the Planning Area.
- CSG noted that this is much less than the desired 30% for the Planning Area.
- We could recommend that it be here as a requirement; and recommend that it be implemented elsewhere as well. Need to recognize that it is a huge citywide issue.
- Could consider a citywide policy in limited areas, such as ½ mile transit radius.
- Update on the status of redevelopment in Oakland: the City has decided to pay into the account, and keep redevelopment.

Attachment C

- Noted that right now there is a lot of affordable housing that exists in this particular study area.

Chapters 9 and 10: Economic Development and Infrastructure Issues

- No comments.

Next Steps

- Written comments are due Dec. 7th. The report as it exists will be submitted to all the boards, Planning Commission and City Council. Written comments and comments from this meeting will be included in the staff reports.
- All comments received on the Emerging Plan are posted on the website.
- Request to add a special workshop for design of buildings related to height and height design.
- Noted that there will be information on BART sites RFQ available soon.

Attachment D



PARKS AND RECREATION ADVISORY COMMISSION
City of Oakland
Wednesday, December 14, 2011 4:30 P.M.
Lakeside Garden Center, 666 Bellevue Avenue, Oakland, CA

Minutes

1. CALL TO ORDER:
A meeting of the Parks and Recreation Advisory Commission was held on Wednesday, December 14, 2011 at the Lakeside Park Garden Center, 666 Bellevue Avenue, Oakland. Co-Chair Commissioner Hammock convened the meeting at 4:35pm. Audree V. Jones-Taylor, OPR Director, conducted the roll call:
2. ROLL CALL:
Present: Wade Finiinson, Michael Hammock, Barry Miller, Susan Montauk, Marsha Peterson, Brad Ricards, Jeffrey Taylor, Calvin Wong, Ellen Wu,

Excused: Howard Matis and Judy Belcher

Late Arrival: Jeffrey Taylor (4:50pm)

Staff: Audree V. Jones-Taylor, Gail McMillon, Diane Boyd, Dana Riley, Mark Hall, Christina Ferracane, Ed Manasse
3. DISPOSITION OF MINUTES:
 - A. Minutes of November 9, 2011

Motion: Commissioner Hammock entertained a motion to approve the meeting minutes of November 9, 2011.
Moved by: Commissioner Ricards, Seconded by: Commissioner Miller, Motion: Passed.
4. SPECIAL ORDERS:
None
5. PRAC PENDING LIST:
None
6. MODIFICATIONS TO THE AGENDA:
7. CONSENT NEW BUSINESS:
None
8. NEW BUSINESS:
Request the Park and Recreation Advisory Commission accept the informational report on the Park and Open Space chapter of the *Lake Merritt Station Area Preferred Plan*. The City of Oakland Strategic Planning Division of CEDA, community members, BART, and the Peralta Community College District are developing the Lake Merritt Station Area Plan (Area Plan) and would like to solicit preliminary input on the Lake Merritt Station Area Preferred Plan (Preferred Plan) which contains proposals related to parks and open space from the PRAC. The Preferred Plan has been developed with community input during the last two years, and suggests long range improvements and future development in the neighborhoods (including Chinatown) which are within a half mile of the Lake Merritt BART station. Staff prepared and distributed a Power Point presentation to the Commission.

Attachment D

Community Comments:

- Current park space is insufficient for tots
- Research needed to reflect population growth
- Designated park space is needed for tots
- The Joint Use with OUSD and Laney is not in close approximation to where youth gather in Chinatown
- Plan does not meet the needs of Oakland youth
- Estimated 200 to 300 seniors use park daily
- Local Adult Day Center maybe closed – local seniors will need a place to congregate.

Commissioners Comments:

It was suggested that street closures be considered as an option addressing traffic and safety concerns rather than the reduction of car lanes.

- Requiring charter schools to create open space/playgrounds when going through the permit process.
- Commissioners want historic recognition/relevance of the Lincoln and Harrison Squares.
- Impact fees were discussed as related to “bedroom” taxes to OPR
- City should review other types of impact fees including long termed maintenance fees for new developments
- “Parkletts” (parking spaces turned into mini parks/cafes) may create more congestion in the area
- Inclusion of “parkletts” considered to be a good idea - should to be self sustaining.
- Plan is transit oriented and not neighborhood oriented
- Parking structure is needed to address the issue in the
- Roof gardens and a site for a dog park should be included in the plan
- Plan is a sub-set study opportunity for a master plan.

Director suggested that one of the PRAC sub-committees review the staff report and evaluate and prioritize the Commission’s concerns and submit the information to project staff in order to ensure that community and OPR goals are met when the actual development takes place.

Staff will return in the summer or fall of 2012 with a draft plan.

No vote was taken on this item as this was an information report.

9. CONDITIONAL USE PERMITS:

None

10. COMMUNICATIONS:

Commissioner Montauk provided information from OSCAR stating that Frank H. Ogawa Plaza (FHOP) was designated as Open Space Special Use. Parks and Recreation appeared before PRAC on June 9th, 2004. Hours for FHOP were set for 6:00am – closure at 10:00pm. Overnight camping is not allowed in Oakland unless by special permit issued thru OPR. Standard park hours are set at 6:00am – 10:00pm.

11. PRAC COMMITTEE REPORT:

None

12. ADVISORY COUNCIL REPORTS:

None

13. UNFINISHED BUSINESS:

None

Attachment D

14. COUNCIL REFERRALS:

None

15. OPEN FORUM:

16. DIRECTOR'S REPORT:

- A. Director Jones-Taylor announced that the Annual PRAC Retreat will be held on Saturday, January 7th, 2012 at 9:00am at the East Oakland Sports Center located at 916J Edes Avenue in Oakland.
- B. The Annual Holiday Tradition and Tea was announced and sponsorships \$25:00 per youth attendee was requested. The Tea will take place on December 17th and 18th at the Dunsmuir Hellman Estate beginning at 11:15am.
- C. Mobile Food Vending Pilot Program will be discussed at the February 8th meeting.
- D. Interview for potential Commissioners are ongoing. New Commissioners will be attending the January Retreat. Commissioners terming out in January 2012 include Hammock, Montauk, Wong, Taylor and Ricards. Commissioner Matis' term expires in March 2012.
- E. Dover Park Update - Dana Riley: Sarah Herbelin will make a presentation on the design phases of the project - date to be determined. No minor CUP is required as the area is zoned residential and gardening is considered permitted use. Planning are not involved at the phase of the project.

17. ANNOUNCEMENTS:

Motion: Commissioner Hammock entertained a motion move Item 17 up to 16.
Moved by: Commissioner Montauk, **Seconded by:** Commissioner Wu, **Motion:** Passed.

- A. The OPC will hold its Annual Meeting is scheduled to take place on Thursday, January 12, 2012 at 5:30pm in the Vista Room at the Lake Merritt Garden Center located at 666 Bellevue Avenue in Oakland.

18. ADJOURNMENT:

The meeting was adjourned at 5:55pm.

Respectfully submitted,

Audree Jones-Taylor
Secretary

Diane Boyd
Recording Secretary

*Next Meeting: Special Meeting - Saturday, January 7, 2012; 9:00a.m.
Lakeside Garden Center
666 Bellevue Ave, Oakland, CA*



This meeting is wheelchair accessible. To request materials in alternative formats, or to request an ASL interpreter, or assistive listening device, please call the *Office of Parks and Recreation at (510) 238-7532* or TDD (510) 615-5883 at least three working days before the meeting. Please refrain from wearing scented products to this meeting so attendees who may experience chemical sensitivities may attend. Thank you.

Attachment E

Oakland Bicycle and Pedestrian Advisory Committee (BPAC)
Final Minutes -- December 15, 2011

Attendees: Ann Killebrew, Carol Levine, Chris Hwang (WOBO), Chris Kidd, Daniel Schulman, Dave Campbell (EBBC), Jason Patton, Kendahsi Haley, Rebecca Saltzman, Robert Prinz, Robert Raburn, Jim Dexter, Eric Fethe, Jaime Heredia, Eric Udderberg, Tom Willging, Larry Gallegos, Bruce Williams, Robert Del Rosario (AC Transit), Reena Shah, Julia Liou (AHS), Darren Yee (AHS), Ed Manasse, Joel Ramos (Transform), Christina Ferracane

Item 1: Introductions, appointment of note taker

Daniel Schulman was selected to take meeting minutes.

Item 2: Approval of meeting minutes

November minutes approved

October minutes approved by consent

Item 3: Stairways Projects Update

Eric Uddenberg from City of Oakland Engineering Design gave presentation on progress of rehabilitating stairways. He distributed handouts of a city wide map showing location of stair projects, tabular listing of stair projects, and plans for rehabilitation of Castlemont Stair and Paths.

Stairway projects are mostly funded by TDA funds with an additional small amount coming from Measure B. Maintenance priority is given to lower cost project that restore pedestrian access. There have been three recent larger projects: Margarido, Eucalyptus, and Castlemont Stairs. Eucalyptus is longest stair in city, and it has most land-locked entrances. This is first major work since it was built in the 1920's. The Castlemont Stair is at 85th and MacArthur. Castlemont is heavily used by the multiple schools and for exercise. Castlemont worked with \$200,000 from TDA funds. Bids coming lower than 5 years ago.

Proposed for 2012 is Creed Court Stairs which is heavily used for Crocker Elementary School access. Currently not safe, landings are trip and fall hazards and handrails do not work. Fixing is a \$70,000 job. City has contract and waiting for bonds. Other proposals for 2012 are related to Grand Ave. They feed into the mid-block commercial area. Those stairs are in design right now.

Main concern is finding secure funding source going forward. We've gotten good press from SF Chronicle, Tribune and Montclarian. There was a 1 hour program on KQED Open Forum with Michael Krasny that coincided with book release of *Secret Stairs of East Bay*. Collaborating more with Berkeley and San Francisco to see how they fund Stair projects.

Q&A

Jim Dexter asks for update on Park Blvd and Joaquin Pathway. Answer Park Blvd has plan design completed but cost estimate is close to a one million dollars. Goes all the way from Leimert Bridge to Montclair Village and City ain't got the dough. Joaquin Miller is part of Safe routes to School and there are only funds for one small portion. Drawings exist, but it is unfunded. Dexter asks about getting funding from local neighborhood association. Parents and PTA contributed at least \$50,000 toward word that was done.

Attachment E

Rebecca Saltzman says happy with the stairways work done on Richmond Blvd. Comments that lots more people using the stairs. EU says that the rebuild bridge will be good for 40 years. This area is high density.

Chris Hwang asks about smaller projects on queue that might be ready if new funding sources come available. EU says yes. There is an internal debate about prioritization. CH further asks about which section of the Davidson Stairs are funded. EU said they want to do both sections.

Item 4 - TFCA Local Manager Funds: proposal to divert from Oakland to Port

Bruce Williamson (Senior Transportation Planner) presentation

More information check meeting schedule of Alameda County Transportation Commission (ACTC)
<http://www.alamedactc.org/>

There are proposals to use Transportation Funds for Clean Air (TFCA) to fund partially costs of retrofitting trucks that service the Port Of Oakland. The City of Oakland currently gets about \$300,000 a year by formula of TFCA funds that help with a variety of air pollution reduction efforts. Projects often include bicycle and pedestrian improvements as well as items like traffic signal improvements. For example, the Webster / Franklin Bikeway project received \$90,000 of TFCA funds.

There are two competing proposals to divert TFCA funds: 1) take from all jurisdictions in the county equally; and, 2) to take from Oakland first because that is where the Port is and many of the truckers live in Oakland. The City of Oakland has carried-over about \$500,000 of these funds from prior years. If the second proposal is adopted, saved funds will also get diverted to the truck retrofit project.

Since loss of these funds will affect funding for bicycle and pedestrian improvements in the City of Oakland, BPAC may want to take a stance on the proposals. They will be debated by the ACTC sometime in January (check website for updates). Oakland City Council Member Rebecca Kaplan who sits on this board is apprised of the situation.

Q&A

Rebecca Saltzman asks since they need so much money does it matter who take it from first. BW says Oakland has banked \$500,00 from previous years and the second proposal would take all of that saved money.

Jason Patton adds context by mentioning bike projects do very well in competing for these funds. This included the 35th avenue bike project currently being planned. Been doing planning work to try to capitalize on this funding source.

Kendahsi Haley asks if it is true most of truckers are from Oakland. BW says mostly from Alameda County. Thinks most of them are from Oakland, but he doesn't have the data. KH also asks where push is coming from. BW says it is mostly from Supervisor Nate Miley looking for funding of \$1.4 million.

Dave Campbell makes a motion to oppose both measures. Rebecca Saltzman makes friendly amendment that the proposal to take Oakland's money to be super opposed. Friendly

Attachment E

amendment is accepted, motion passes, and BPAC will send a letter.

Item 5: Coliseum Redevelopment Area: Streetscape Projects Update

Larry Gallegos, Manager of the Coliseum Redevelopment Area gave a presentation

Project area is much bigger than most people think. Leverages tax increment dollars. There is additional source of funds from bond issuance. Last time issued bonds was in 2006 and issued both taxable and tax-exempt bonds.

Talking about Streetscape projects tonight. in Early 2000's funded parts of Fruitvale TOD project.

Projects include:

- San Leandro Street from 66th to 73rd avenue and also worked on under-grounding of utilities. Paid PG&E upfront for all of their fees. Project complete.
- Fruitvale Alive is substantially completed. Few punch list items. Leveraged some MTC funds and some Central city East money.
- Railroad Avenue about to get started but the rains are starting some delays. 85th Avenue out toward Louisiana St. This is a second phase of a project. Railroad Avenue currently has a lot of illegal dumping. Improvements moved the illegal dumping from one part to unimproved part.
- 66th Avenue under construction from International toward San Leandro street. Talking basic improvements.
- Oakland Airport Connector. Pledged some dollars to help get underway.
- South Coliseum way is under design. South lot entrance of Coliseum. Basic pedestrian upgrades including landscaping, lighting, and sidewalks.
- Coliseum Area Industrial Infrastructure includes Coliseum Way Drainage from 66th and 50th Avenues on the Northern side of the Coliseum. Storm events create a lot of flooding. Big problem for local businesses. Consultants are doing a drainage study. Working with County on getting the work done.
- Coliseum BART Plaza Enhancements \$885,000 CMA. Working with BART on getting design principles approved. Issued notice to proceed to construction firm. Hoping to get started beginning of next year. Backside of Coliseum BART station.
- 66th Avenue project is under construction. Includes Bulb-outs, landscaping, new sidewalks.

Q&A

Chris Hwang asks which projects in design phase and which ones have opportunity for input. LG says South Coliseum Project has opportunity for input. It has been scaled down a bit. About to issue a design build contract on this project. Needs to check with Public Works to see if contract has been signed yet.

Attachment E

Dave Campbell asks about keeping sports teams. LG says issue comes up, but they can't speak to it very much. They are working on Victory Court site as a possibility to keep A's. There also some discussions on the Coliseum RFP planning effort.

Robert Raburn asks about prospects of getting a grocery store. LG says had a meeting this afternoon with a national chain about 66th and San Leandro site. City has prepped site, but redevelopment issues at state level means that they cannot sign agreements to transfer property. The chain is also looking at other sites in the area as well as one in West Oakland.

Chris Hwang mentions that Brookfield Village and El Sobrante park have lots of families and they get overlooked. CH says the Railroad Avenue project might not affect them as much. LG says there is such a huge need that it makes it hard to prioritize. LG says they have a 5 year implementation process that helps prioritize. Money is being spent at El Sobrante such as restroom upgrades at the park.

Item 6 - Lake Merritt BART Station Area Plan

This item was delayed until after Item 7 to allow for preparation of a PowerPoint presentation.

Christina Ferracane of the Strategic Planning Department gave a presentation. Ed Manasse of the same office was also in attendance.

Project team previously met with BPAC in August. Since then had open house and community stakeholder group. Have now crafted Preferred Plan. Next steps include drafting a more formal plan that will include an EIR. That will have a round of review through various groups and boards.

Two chapters from plan most relevant to BPAC are Streetscape Character & Circulation, Station Access, and Parking.

Streetscape four types of approaches - 1) streetscape improvements (lighting, trees, signage, etc.), 2) crossing improvements (pedestrian scrambles, bulb-outs, turn restrictions etc.), 3) traffic signal timing includes synchronization along 7th street; 4) intersection improvements

Circulation improvements include making 1-way street 2-ways so people do not have to go through dense part of Chinatown when it is not their destination.

Bicycle improvements include implementation of Bicycle Master Plan, with a few little improvements such as ways to connect from Lake to BART station. Bike lanes along Oak and Madison and 8th and 9th, no bike lanes in the core of Chinatown.

Lake Merritt Station Access Strategy includes for peds, bikes, buses, shuttles. How best to manage the curb.

Parking Strategy not as flushed out as streetscape improvements. Will continue during the draft phase. Contemplate redevelopment of BART parking lot. Not thinking of replacing BART parking spaces. Laney want to redevelop their parking lot at some point with maybe more classrooms.

Q&A

Attachment E

Reena Shaw asks about if access to Alameda is being considered. CF says coordinating with shuttle to Alameda. RS also asks about enhancement to bike parking. CF says definitely part of multi-modal strategy. Robert Raburn from BART Board adds that existing parking is jammed. BART looking at adding high capacity bike racks and more lockers.

Dave Campbell asks for clarification on lack of bike lanes through Chinatown core. EM says current proposal is to have designated bike lines on 8th and 9th up to Harrison and then sharrows to Broadway. EM says look at bike lanes as phased approach - need to reassess truck loading as it changes with addition of bikeways. How will yellow curbs affect loading and offloading. Need to prove to Chinatown community that loading issues can be solved before bike lanes. DC asks if specific blocks have been studied. EM says it is right in the heart. DC asks if the plan will state phasing is the strategy. EM says it is not there now, but that he sees the two as combined. Sharrows do not solve the problem, they just acknowledge bikes have a right to be there. Creation of yellow zone will necessitate removal of some metered spaces. DC also mentions idea of having a really wide outside lane to allow cyclist to go around truck without entering another lane.

Robert del Rosario from AC Transit sitting in for Nathan Landau. AC Transit is overall pretty receptive to plan, but they want to see more focus on transit network and making improvement to transit network. AC Transit wants to see a map of transit network in plan. Primary concerns are along 8th and Webster streets. Road diets might increase already high congestion. AC Transit needs service to be reliable, Also worried about costs if there are increased bus delays. AC Transit is not completely opposed to road diets, but there needs to be some mitigations.

Julia Liou from Oakland Chinatown Coalition commented that community has expressed that public safety is their primary concern. Community wants pedestrian lighting along all major pedestrian corridors, especially (8th, 9th, Webster, Harrison, Alice, Jackson). Want to see pedestrian lighting as a phase 1 not phase 2 improvement. Secondly, 2-way traffic conversions across 10th and Harrison, want to see it expanded. Plan says there will be more congestion at intersections but there are no mitigations. JL wants to articulate that it is better to discuss mitigations sooner than later. Lastly, shuttle should include Chinatown, map does not show it going through Chinatown.

Darren Yee from Oakland Chinatown Coalition comments that Lake Merritt should have bilingual wayfinding. His group wants the BART station to be oriented toward Chinatown and to rename it the Laney / Chinatown BART Station. DY says pedestrian safety should be prioritized over bike and auto issues, specifically on (8th and 9th, Franklin, Webster, Harrison). For example, his group wants more pedestrian scrambles especially on 10th and Webster, 8th and Harrison, 9th and Harrison.

Joel Ramos from Transform comments that the plan should show not having bikelanes is less safe for pedestrians. Loading strategy is critical to making bike lanes work. Wants wayfinding signs to have distance and time of walking for destinations. JR says parking should have a strategic plan that might include an in lieu fee pool to create a parking structure. Lighting is a priority before trees and wider sidewalks; lighting needs to be addressed asap.

EM comments that the project team has heard that lighting should be a priority and in phase 1. However, it is in phase 2 because the final width of sidewalks won't be determined until then. Also might have to do with funding. Phase 1 might be city funds and phase 2 will be grant funds.

Attachment E

Daniel Schulman comments that with all of the focus on Chinatown, it is important not to forget access to the Jack London District. DS says his neighbors are concerned primarily about connections to BART station along Oak and Madison Streets.

Item 7: Oakland City Hall Bike to Work Day Event BPAC Subcommittee

This item was taken after Item 5.

Request from staff Jason Patton to convene subcommittee from BPAC to provide guidance on Bike to Work Day event in May.

Past commitment involved meeting to discuss logo, outreach, getting bike shops to donate prizes getting food donating, stuffing bags, soliciting donations help needed and a volunteer coordination for the event and the day of event. Also organizing council rides pedal pools (adopted by WOBO).

Subcommittee volunteers include Dave Campbell and Carol Levine and Kendahsi Haley and Chris Kidd, and Eric Fetty.

Chris Kidd says Alta Consulting firm that he works for has been contracted to prepare Best Practices for Bike to Work Day events, and he will distribute their final report to BPAC members.

Item 8: Announcements

Dave Campbell spoke about the recent successful WOBO / EBBC joint celebration

Jason Patton commemorated the passing of Ron Bishop who succumbed to cancer on December 11, 2011. Ron Bishop was one of the founding members of BPAC, and he served as Chair for many many years. Ron Bishop was instrumental in major City bicycle initiatives including Bike to Work Day and the Bicycle Master Plan.

Attachment E

MINUTES

**LANDMARKS PRESERVATION
ADVISORY BOARD
OAKLAND, CA 94612**

**LANDMARKS PRESERVATION
ADVISORY BOARD MEMBERS:**

**Christopher Andrews
Thomas Biggs
Valerie Garry, Vice-Chair
John Coins III
Mary MacDonald
Anna Naruta, Chair
Daniel Schulman**

**January 9, 2012
Regular Meeting 6 PM**

**City Hall
CITY COUNCIL CHAMBERS
One Frank Ogawa Plaza
Oakland, California 94612**

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The Landmarks Board welcomes public comment on all agenda items. The Board requests that speakers limit their comments to no more than three minutes. Correspondence received by the Monday prior to the meeting date will be included in the Board's agenda packet. (See address below.)

ROLL CALL

Present: Andrews, Garry, Goins, Naruta, Schulman. **Absent:** Biggs, MacDonald
Staff Present: Marvin, Pearson. **Absent:** Pavlinec.

OPEN FORUM

Naomi Schiff called for a moment of silence in memory of Sanjiv Handa.

APPROVAL OF MINUTES

(Taken out of order after Action Item) Approval of December 5, 2011, minutes was moved by Garry, seconded by Goins, carried unanimously.

BUSINESS – Action Item

Location: Lake Merritt Station Planning Area is generally bounded by 14th Street to the north, I-880 to the south, Broadway to the west and 5th Avenue to the east. (See map on reverse, p. 4.)

The City is preparing a Lake Merritt Station Area Plan (Station Area Plan) and Environmental Impact Report (EIR) for the area surrounding the Lake Merritt BART Station that will provide a roadmap for how the area develops over the next 25 years. At this meeting, staff will present the concepts contained in the Draft Preferred Plan, including those for land use and open space policies, affordable housing strategy, circulation, access and parking plan, and building height proposals, which will become the basis for the Draft Station Area Plan and studied in the EIR.

Proposal: this meeting, staff will present the concepts contained in the Draft Preferred Plan, including those for land use and open space policies, affordable housing strategy, circulation, access and parking plan, and building height proposals, which will become the basis for the Draft Station Area Plan and studied in the EIR.

Applicant: City of Oakland

Case File Number: ZS11225, ER110017

Planning Permits Required: N/A

General Plan: Central Business District, Institutional, Urban Open Space, Urban Residential, Business Mix, Community Commercial, Neighborhood Center Mixed Use

Zoning: CBD-X, CBD-P, CBD-P/CH, CBD-R, CBD-C, OS-(SU), OS-(LP), OS-(NP), OS-(RCA), S-2, RU-4, RU-5, M-40/S-4

Environmental Determination: An EIR will be prepared as part of the Lake Merritt Station Area Plan.

Historic Status: The Plan Area includes several Areas of Primary Importance; Areas of Secondary Importance; properties individually rated A, B, C, D; and Landmark properties.

Service Delivery District: Metro, 3

City Council District: 2, and a small portion of 3

Status: Ongoing

Action to be Taken: Recommendations to Planning Commission
Provide feedback on the Draft Preferred Plan, which will be the basis for the Draft Lake Merritt Station Area Plan and studied in the Environmental Impact Report.

Staff Recommendation: N/A

Finality of Decision: N/A

For Further Information: Contact project manager Ed Manasse at 510-238-7733 or emanasse@oaklandnet.com.
Project message line: 510-238-7904
Project email address: Lake_merritt_plan@oaklandnet.com,
Project website: <http://www.business2oakland.com/lakemerrittsap>

Planners Christina Ferracane and Ed Manasse presented the staff report. The area planning project began in 2008 with a needs assessment, followed by extensive community outreach and well-attended workshops. The Draft Preferred Plan developed out of this process was now being presented to boards and commissions and City Council for comment. “Land most likely to redevelop” in the plan area was already vacant, notably the numerous parking lots. Historic resources are recognized in the plan’s Vision and Goals, notably under Goal 8, Community and Cultural Anchor and Regional Destination. The plan encourages adaptive reuse, protection of individual resources, strengthening connection in districts, interesting and fine-grained new development that respects the historic context, and creation of “cultural heritage districts.” Some

height limits were reduced to acknowledge districts that the Central Business District study identified as having height as a character defining feature, e.g. reducing to 45' along 7th Street in the 7th Street-Harrison Square Residential District. Limits were made higher within the district on the side adjoining the BART blocks where taller new buildings were expected.

Public speakers (allowed 8 minutes each):

Naomi Schiff, representing Oakland Heritage Alliance, said OHA supported the Chinatown Coalition comment letter. The whole 7th Street-Harrison Square API should have the 45' height limit – new buildings outside the district should be the ones to make the height transition. King Block should not have a 400' tower added – the alley could be “extremely upscale and charming.” Relocation of buildings is mentioned but no receiving area is identified. Creative uses are possible under the freeways, such as commercial complex of shipping containers in New York. Fire Alarm Building should be classified as Open Space; “proximity to the library means it might have a future use.” Two-way streets promote historic character and “community friendliness.” State Historical Building Code can save owners money. Facade Improvement Program has been partly funded by mitigations, so it can survive the end of Redevelopment, if the City insists on Community Benefits.

Robert Raburn, elected BART director for Area 4: BART needs density around stations so they have more than just commute traffic. BART “intends to fully develop” its two blocks – “of course there’s zero displacement” – but large-scale construction is complicated by the subway, control center, and other uses below ground on those blocks. BART also owns the MTC block which will support conventional construction. BART intends to retain Madison Park and support activities relevant to the Chinatown community such as night markets and community gardens. Residents of the landmark Madison Park Apartments want the area to be safer at night: “now people *flee* when they get off our trains.” BART will issue an RFQ for its blocks next week. To Daniel Schulman’s question whether the proposed heights were appropriate, Raburn said it was unlikely the maximum would be built but he would see what the development teams offered.

Joel Ramos of TransForm: As stated by Chinatown Coalition, housing in the area is now 30% affordable and should be kept that way to maintain the diversity of incomes that supports Chinatown’s character and businesses. TransForm supports density and transit-oriented development but sees a need to protect against indirect displacement through speculative development. Inclusion of affordable housing should be a mitigation for building height. Stronger tenant protections are needed. New jobs will be retail and service, and workers need to be able to live locally. Requiring less parking would free up resources for better buildings. Parking maximums, in-lieu fees, and unbundling parking from residential units are options. One-way street are dangerous and out of keeping with the historic character of the area.

Anna Naruta noted that the Landmarks Board’s comments would go to the Planning Commission for its January 18 meeting and that the Board was supposed to have received the comment letters from previous community meetings. Planners Ed Manasse and Christina Ferracane said their presentation had reflected the major concerns, that the letters would be provided to the Board, and that all comments will be addressed.

Board members commented in turn.

Anna Naruta: There has been a request for a workshop for the Community Stakeholder Group on FAR and heights. Work with study results from the Revive Chinatown project, e.g. on one-way streets. Draft Plan lists historic preservation as a Community Benefit: it is not an extra “benefit” or mitigation, it is a statutory requirement. Show boundaries of all APIs and ASIs on all maps to insure that historic context is considered in all decisions. Consultants’ historic study does not

inspire confidence – refer to Willard Chow’s study on how redevelopment has affected affordability, also Chinatown history by Kelly Fong.. Archaeological mitigation plan will be needed. Check timeliness of economic and population projections as recommended by Chinatown Coalition. Need for fine-grain zoning; “new development should provide the transitional heights.” Receiving areas for relocated buildings should be identified. Activate space under freeways. Establish mitigation fees and transfer of development rights. Fire Alarm Building should be Open Space. Opportunity site map bisects cleaner shop at 14th and Jackson. Insure an appropriate use for “amazing King Block” and alley.

Daniel Schulman: Questioned relatively low heights proposed for Laney College parking lot and Area 9 on Franklin Street: Manasse replied that the intent was to match heights across the street on Franklin, and Laney’s height was unchanged from existing. Schulman: “Height isn’t necessarily what puts something out of historic context, it’s a matter of quality.” Higher buildings at 12th and Franklin might take pressure off the rest of Chinatown. The small Areas 2b on 8th Street in the API should be merged into Area 1, and let development on the BART blocks be what it will. TransForm’s discussion of parking and affordability was “not really within the vocabulary of historic preservation” and two-way streets make a lot of sense but shouldn’t be labeled “historical.” As stated in OHA’s letter, explicit historic preservation language should be in the Vision and Goals which now “speak around” preservation. Endorses other OHA points except height limits for BART blocks.

Valerie Garry: Praised the staff report. The Plan must have a more explicit statement about importance of historic resources in the area. Asked for clarification of reference to signs and “displays of items in store windows.” Design guidelines have to be very specific and contextual. Building of towers over existing historic resources such as the King Block is a very controversial practice and a problematic precedent (“if you can’t demolish, drop something on top of it”). It “could compromise the integrity of the district” and is seldom done well. Transfer of development rights would be another way to address low-rise buildings. (Ed Manasse pointed out that the CBD zoning had no height limit at the King Block.)

Chris Andrews: Asked about the relation of the staff report to prior comment letters. Ed Manasse said all comments were being collected and would be taken into account; nothing had yet been dismissed or responded to. Andrews asked as an architect, is massing and height really the only tool to insure compatibility with historic resources – maybe good architecture is another way to respond. The attitude seems to be “with modern technologies and economies ... we can’t make buildings like that anymore so let’s make buildings the same size.” The successful commercial development of the alley behind the 4900 block of Telegraph in Temescal is a model for the King Block but it would “not have that quality” of “tactical urbanism” if surrounded by towers.

Discussion: Anna Naruta objected to the packet containing only excerpts from the Draft Plan plus a link to the full document online, and repeated that the Board had not received the previous community comment letters. It was difficult to comment without complete materials. She proposed that the Board send draft minutes to the Planning Commission as comment, as well as sending a speaker prepared with bullet points for a two-minute presentation.

Daniel Schulman moved – with amendments and input by Valerie Garry, Chris Andrews, and Anna Naruta - that the Board send a representative to the Planning Commission hearing on January 18 to present the following points:

- Larger statement on historic preservation needed in the Vision and Goals
- Inappropriateness of building on top of the King Block
- Request for workshop on height and FAR for the CSG

- Fire Alarm Building should be reclassified as Open Space
- All maps in the plan should show boundaries of APIs and ASIs
- Need for design guidelines carefully tailored to each context to maintain continuity
- Support finer-grained height and context map

Seconded by Valerie Garry, carried unanimously.

Later in the meeting, Valerie Garry moved that Anna Naruta present the above points at the January 18 Planning Commission meeting; Anna Naruta added that the draft minutes of tonight's meeting should also be presented to the Planning Commission. Seconded by Chris Andrews, carried unanimously.

Discussion continued about content and timeliness of meeting materials. Valerie Garry said she had just received the Chinatown Coalition letter by email and could not comment on documents she had not had a chance to read. Was it permissible to consider material that was not in the packet? Anna Naruta said the Community Stakeholders had been told their letters would go to the boards and commissions, her confidence in staff providing information was undermined, "we should reach out to the City Attorney." John Coins was concerned that the selected materials in the packet amounted to "someone deciding for us what the boundaries of this board are." Chris Andrews asked how board members came to receive email directly from the Chinatown Coalition rather than through staff. Betty Marvin explained that Board members' contact information is public record, and Ed Manasse suggested that the CTC may have sent the letter in lieu of appearing in person. Valerie Garry noted that the agenda said the Board would "provide feedback on the Draft Preferred Plan," not on historic preservation excerpts from the plan: what is the purview of this board? Manasse said complete copies would be provided, every comment would be addressed, and the Plan could be agendized at Landmarks Board again. John Coins asked why the Community Stakeholders hadn't been directed to send their comments directly to the Landmarks Board and expressed general concern about process and schedules. Chris Andrews mentioned a presentation on the Brown Act by the City Attorney's office last year, and that the Board was often asked to comment or act on matters without enough time; there should be a manual for boards, and it would be useful to have someone from the City Attorney's office present at some meetings to answer questions. Anna Naruta recalled situations when EIRs that affected historic resources had gone to the Planning Commission without being referred to Landmarks Board: this could jeopardize Oakland's Certified Local Government status with the State Office of Historic Preservation. Staff was directed to contact City Attorney.

BOARD REPORTS

California Preservation Foundation May 2012 Conference Steering Committee Meetings: LPAB Representative report (Garry). Garry reported that planning continues for "really interesting sessions" and offered to forward details to anyone interested

Lake Merritt Station Area Plan, Community Stakeholder Group Meeting: LPAB representative report (Naruta).

Broadway/Valdez District Specific Plan, Community Stakeholder Group Meeting: LPAB Representative report (Biggs). Naruta reported that today was the deadline for comment on the Emerging Plan; expects it to be agendized for Landmarks Board.

West Oakland Specific Plan, Public Workshop January 31: LPAB representative report (Andrews). No report.

ANNOUNCEMENTS

Garry noted that Oakland was favorably mentioned in the *New York Times* travel section.

SECRETARY REPORTS

Marvin noted that three more meetings in 2012 will be in Council Chambers, all non-second Mondays: February 6, September 17, and November 5.

The two 2011 Mills Act contracts got signed and recorded.

ADJOURNMENT at 9:05 pm.

Respectfully submitted:



BETTY MARVIN
Historic Preservation Planner

NEXT REGULAR MEETING: February 6, 2012 (first Monday in February)

Written correspondence should be addressed to:

Landmarks Preservation Advisory Board
250 Frank H. Ogawa Plaza, Suite 3315
Oakland, CA 94612
Fax Number: 510-238-6538

This meeting is wheelchair accessible. To request materials in alternative formats, or to request an ASL interpreter, or assistive listening device, please call Joann Pavlinec at 510-238-6344 or TDD 510-238-3254 at least three working days before the meeting. Please refrain from wearing scented products to this meeting so those who experience chemical sensitivities may attend. Thank you.



Oakland City Planning Commission

Minutes

Vien Truong, Chair
C. Blake Huntsman, Vice Chair
Michael Colbruno
Chris Pattillo
Jonelyn Whales
Madeleine Zayas-Mart

January 18, 2012
Regular Meeting

ROLL CALL

Present: Colbruno, Pattillo, Whales, Zayas-Mart.

Excused: Truong, Huntsman.

Staff: Scott Miller, Ed Manasse, Christina Ferracane, Heather Lee, Cheryl Dunaway

WELCOME BY THE CHAIR

COMMISSION BUSINESS

The Planning Commission appointed Commissioner Colbruno to act as Chair Pro-Tem at tonight's meeting by unanimous vote.

Agenda Discussion

Staff recommended that Item #2 be continued to the March 21, 2012 Planning Commission Meeting.

Commissioner Pattillo made a motion to continue, seconded by Commissioner Zayas-Mart.

Action on the matter: Item continued to the March 21, 2012 Planning Commission Meeting, 4 ayes, 0 noes.

For further information on any case listed on this agenda, please contact the case planner indicated for that item. For further information on Historic Status, please contact the Oakland Cultural Heritage Survey at 510-238-6879. For other questions or general information on the Oakland City Planning Commission, please contact the Community and Economic Development Agency, Planning and Zoning Division, at 510-238-3941.

♿ This meeting is wheelchair accessible. To request materials in alternative formats, or to request an ASL interpreter, or assistive listening device, please call the *Planning Department at 510-238-3941* or TDD 510-238-3254 at least three working days before the meeting. Please refrain from wearing scented products to this meeting so attendees who may experience chemical sensitivities may attend. Thank you.



PLEASE NOTE: ITEM #1, BELOW, IS REMOVED FROM THIS AGENDA.

1.	Location:	611 E. 20th Street (APN: 021-0274-001-00)
	Proposal:	To modify a wireless telecommunications facility located at on apartment building (rooftop and basement) in a residential neighborhood.
	Applicant /	Michelle Weller/Cortel (for carrier: Clearwire)
	Phone Number:	(925) 997-1312
	Owner:	Miller Ravetti Co.
	Case File Number:	CMD11-182
	Planning Permits Required:	Major Conditional Use Permit with additional findings for a Macro facility in a residential zone; Regular Design Review with additional findings for a Macro facility
	General Plan	Mixed Housing Type Residential
	Zoning:	RM 4 Mixed Housing Type Residential Zone - 4
	Environmental	Exempt, Section 15301 of the State CEQA Guidelines:
	Determination:	Existing Facilities; Section 15183 of the State CEQA Guidelines; Project consistent with a Community Plan, General Plan or Zoning.
	Historic Status:	Non-Historic Property; Survey rating: D3 (minor importance)
	Service Delivery District:	III
	City Council District:	2
	Date Filed:	September 22, 2011
	Staff Recommendation	Decision based on staff report
	Finality of Decision:	Appealable to City Council within 10 days
	For Further Information:	Contact case planner Aubrey Rose, Planner II at (510) 238-2071 or arose@oaklandnet.com

**PUBLIC HEARINGS**

2.	Location:	4601 Shattuck Avenue (APN013-1160-005-00)
	Proposal:	To collocate nine small Radio Remote Unit (RRU' S) antennas behind the north, east and west sides of the building parapet, replace six wall-mounted directional antenna panels located to the north, east and west sides of the exterior building parapet walls, and to replace two equipment cabinets located inside the 6 th floor of the 68 foot high commercial building.
		NOTE: Per the applicant' s written request, continue the application to the March 21, 2012 Planning Commission hearing.
	Applicant/Contact Person:	Cortel, LLC/Sprint, Michelle Weller
	Phone Number:	(925) 997-1312
	Owner/Contact:	Storquest Self Storage
	Case File Number:	CMD11-159
	Planning Permits Required:	Major Conditional Use Permit to install a Macro Telecommunication Facility within 100 feet of the boundary of a residential zone; and Regular Design Review for new wireless antennas.
	General Plan:	Neighborhood Center
	Zoning:	CN-2 Neighborhood Commercial Zone
	Environmental Determination:	Exempt, Section 15301(e) of the State CEQA Guidelines: Existing Facilities (additions to existing structures); Section 15183 of the State CEQA Guidelines: Projects consistent with a Community Plan, General Plan or Zoning
	Historic Status:	Potential Designated Historic Property (PDHP) Survey Rating: C3, Secondary Importance
	Service Delivery District:	2
	City Council District:	1
	Date Filed:	August 18, 2011 (original revised plans submitted on 10/05/11)
	Action to be Taken:	Continue item to March 21, 2012
	Finality of Decision:	Appealable to City Council within 10 calendar days
	For Further Information:	Contact Case City Planner Mike Rivera at (510) 238-6417, or by email at mriviera@oaklandnet.com

Commissioner Pattillo made a motion to continue, seconded by Commissioner Zayas-Mart.

Action on the matter: Item continued to the March 21, 2012 Planning Commission Meeting.
4 ayes, 0 noes.



3.	<p>Location: Lake Merritt Station Planning Area is generally bounded by 14th Street to the north, I-880 to the south, Broadway to the west and 5th Avenue to the east</p> <p>Proposal: The City is preparing a Lake Merritt Station Area Plan (Station Area Plan) and Environmental Impact Report (EIR) for the area surrounding the Lake Merritt BART Station that will provide a roadmap for how the area develops over the next 25 years. At this Planning Commission meeting, staff will present the concepts contained in the Draft Preferred Plan, including those for land use and open space policies, affordable housing strategy, circulation, access and parking plan, and building height proposals, which will become the basis for the Draft Station Area Plan and studied in the EIR.</p> <p>Applicant: City of Oakland</p> <p>Case File Number: ZS11225, ER110017</p> <p>Planning Permits Required: N/A</p> <p>General Plan: Central Business District, Institutional, Urban Open Space, Urban Residential, Business Mix, Community Commercial, Neighborhood Center Mixed Use</p> <p>Zoning: CBD-X, CBD-P, CBD-P/CH, CBD-R, CBD-C, OS-(SU), OS-(LP), OS-(NP), OS-(RCA), S-2, RU-4, RU-5, M-40/S-4</p> <p>Environmental Determination: An EIR will be prepared as part of the Lake Merritt Station Area Plan.</p> <p>Historic Status: The Plan Area includes several Areas of Primary Importance; Areas of Secondary Importance; properties individually rated A, B, C, D; and Landmark properties.</p> <p>Service Delivery District: Metro, 3</p> <p>City Council District: 2, and a small portion of 3</p> <p>Status: Ongoing</p> <p>Action to be Taken: Recommendations to City Council</p> <p>Staff Recommendation:</p> <ol style="list-style-type: none"> 1) Provide feedback on the Draft Preferred Plan, which will be the basis for the Draft Lake Merritt Station Area Plan and studied in the Environmental Impact Report. 2) Recommend that staff return to the Planning Commission for a Scoping Session to initiate the Environmental Impact Report that will analyze the Draft Station Area Plan in accordance with the California Environmental Quality Act. <p>Finality of Decision: N/A Contact project manager Ed Manasse at 510-238-7733 or emanasse@oaklandnet.com.</p> <p>For Further Information: Project message line: 510-238-7904 Project email address: Lake_merritt_plan@oaklandnet.com, Project website: http://www.business2oakland.com/lakemerrittsap</p>
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Staff Member Ed Manasse with the assistance of Staff Member Christina Ferracane gave a powerpoint presentation and answered questions asked by the Planning Commission.

Speakers: Alan Yee, Jennie Ong, Stewart Chen, Harry Lin, Sugi Loni, Greg Low, Judy Chu, Steve Terusaki, Jeremy Lu, Amber Chan, Timothy Que, Li Hui Chen, Yan Kwok Hung, Wi Chan Li, Cameron McGowan, Ratema Uch, Tam Thi Ho, Tuyen Vo, Khai Nguyen, Isabella Lung, Jonathan Bair, Hai Yan Wu, Angela Chan, Marti Downing, Dave Campbell,



Naomi Schiff, Robert Raburn, Christopher Kidd, Christian Peoples, Princess Beverly Williams, Chris Hwang, Daniel Schulman, Anna Naruta, Gary Knecht, James Vann, Joel Ramos.

Planning Commission Comments: Commissioner Pattilio stated that although she wasn't a part of the initial process of the proposed project, she is somewhat disappointed that the plan doesn't capture what the community actually wants and that there are too much being added to the plan as it progresses. Recommendation that the staff and consultants review all public comments and comments from various community and City of Oakland committees to assist with the successful development and completion of this proposed project. It was also recommended that the Planning Commission encourage community consensus before drafting an Environmental Impact Report (EIR). The Planning Commission would like to see two way streets studied as a part of the proposed project plan and find the funds to cover the cost either now or later.

The affordable housing percentage of 30% is a little too high. There were also issues raised concerning wider sidewalks, two way streets vs. one way streets, funding for widening the streets, possibly having a workshop to address the public's concerns, lowering parking ratios, historical connection, etc. Leslie Gould, consultant for the City of Oakland, and Ed Manasse, discussed possible steps moving forward.

Commissioner Pattilio made a motion to schedule a workshop where the Planning Commission will have an opportunity to review the memo with the proposed revisions and that it be held in Cttinatown, possibly on a Saturday, details to be determined, seconded by Commissioner Zayas-Mart.

Action on the matter: Approved 4 ayes, 0 noes.



APPEALS

PLEASE NOTE: ITEM #4, BELOW, IS REMOVED FROM THIS AGENDA.

4.	Location:	316-63 rd Street (APN: 016-1409-002-00)
	Proposal:	Appeal of the Zoning Manager's Determination of project incompleteness (and subsequent loss of grandfathering under previous zoning district) related to a proposed Design Review and Variance application (DV10-319) to remodel or rebuild a three-story 6,876 square-foot 8-unit residential facility, and to construct a four-story building addition of 7,807 square feet, totaling a building floor area of about 14,683 square feet. This is NOT a decision on the merits of the project (i.e., whether to approve or deny)
	Appellants/Owners:	Lewis & Mary DiSibio
	Contact Phone Number:	(510) 652-0830
	Case File Number:	A11-192
	Planning Permits Required:	Design Review, Variance and Tree Permit
	General Plan:	Mixed Housing Type and Neighborhood Center (<i>current general plan designation</i>); and Neighborhood Center Mixed Use (<i>previous general plan designation at the time proposal was determined incomplete</i>)
	Zoning:	RM-4 Mixed Housing Type Residential Zone-4 (<i>current zoning district</i>); and R-60 Medium-High Density Residential Zone (<i>previous zoning district at the time proposal was determined incomplete</i>)
	Environmental Determination:	Categorical Exemptions, Section 15321 (a) of the State CEQA Guidelines: Enforcement Actions by Regulatory Agencies
	Historic Status:	Potential Designated Historic Property (PDHP), Rating: D2+
	Service Delivery District:	2
	City Council District:	1
	Status:	The formal Incompleteness Determination was issued by the Zoning Manager on September 20, 2011. Subsequently, an appeal was filed by the appellants on September 30, 2011.
	Action to be Taken:	Decision on appeal; not on merits of project.
	Finality of Decision:	Final. Not administratively appealable.
	For Further Information:	Contact Case City Planner Mike Rivera at (510) 238-6417 or by email: mriviera@oaklandnet.com

ADJOURNMENT

Meeting adjourned at approximately 10:20 P.M.

SCOTT MILLER
Zoning Manager
Planning and Zoning Division

NEXT REGULAR MEETING:

February 1, 2012

**Lake Merritt
Station Area Plan**

**Comments on
*Draft Preferred Plan***

(Includes all written comments received by staff as of
February 21, 2012 when this report was finalized)



AKI K. NAKAO, Director

1401 LAKESHORE DRIVE, OAKLAND, CALIFORNIA 94612 510 208 9760 FAX 510 208 9711 www.acgov.org/gsa

December 7, 2011

Edward Manasse
Design Review Supervisor
Planning & Zoning Division
250 Frank H. Ogawa Plaza, Suite 2114
Oakland, CA 94612

Dear Mr. Manasse:

SUBJECT: LAKE MERRITT STATION PLAN

The County of Alameda General Services Agency (GSA) appreciates the opportunity to continue to participate and provide input on the Lake Merritt Station Plan Zoning Proposals. GSA reviewed the materials presented at the August 8, October 3, and November 30, 2011 Community Stakeholder Group Meetings and continues to have very serious concerns relating to use restrictions that limit the opportunities for functional use of County-owned sites.

The Draft Preferred Plan dated November 2011 contains a number of changes from the earlier versions, many of which have eliminated the detail which was previously presented. This makes it extremely difficult to respond to and anticipate specific impacts on the two County sites that are identified in Figure 1.7 as Potential Development Sites. However, it is clear that the imposition of Massing, Ground Floor Design, and Design Compatibility concepts described in Section 4 and the Public Open Space Contribution shown on Figure 5.2 will severely reduce the County's ability to build facilities that will meet the future needs of the County and its citizens.

The current focus of the Plan is on the residential and retail development of the Study Area. Section 3.1 appears to limit the potential for office development to a cluster of governmental and educational uses. With the apparent desire to restrict future office development to governmental agencies and given the unique requirements of County facilities to provide services to the public, we strongly recommend that there be a separate designation for governmental use development within the Study Area.

The County of Alameda in its Real Estate Master Plan has identified needs for new building construction within the Lake Merritt Station Plan area over the coming twenty-five year period. As part of our mission of providing quality services to the public, we have recently acquired a site that would allow for new construction. The County's Real Estate Master Plan is based on the current zoning and the implementation of new development restrictions is not acceptable. The County has been an active participant in the Lake Merritt Station Planning process and has consistently expressed our concerns verbally and in writing. We trust that these concerns and recommendation for a separate governmental designation will be given serious consideration as the planning process continues.

Sincerely,

Aki K. Nakao
Director, General Services Agency

AKN:CJ:sd i:\Agency Administration\Assistant Director\Letters and Memos\Lake Merritt response 12_07_11

cc: Caroline Judy, Assistant Director, GSA
Jim Kachik, Deputy Director, GSA-TSD
Kathleen Kennedy, GSA-Portfolio Management



December 7, 2011

(By electronic transmission)

Ed Manasse
City of Oakland Planning and Zoning Division
250 Frank H. Ogawa Plaza, Suite 3330
Oakland, CA. 94612

Subject: Lake Merritt BART Station Plan - - Draft Preferred Plan (CSG Meeting #12)

Dear Mr. Manasse:

Oakland Heritage Alliance (OHA) would like to thank staff and the consultants for incorporating many of our previous comments into the draft preferred plan. The following comments restate and in some cases modify previous OHA comments that are not reflected in the plan and add new comments in response to new or modified plan provisions:

1. **7th Street/Harrison Square API.** We are very pleased that a 45' height limit is now shown along this API's 7th Street frontage. We strongly endorse the height map (Figure 4.5) proposal to apply this height limit to Area 2B within the API.

We continue to recommend that, since this API has predominantly pitched roofs, the 45' height limit be applied as part of a two-tiered height limit with 45' as maximum height with a pitched roof. Two-tiered height limits are used in most other residential areas of Oakland.

We also recommend that the 45' height limit be applied to the entire API, especially the important Alice Street frontage facing Harrison Square (Chinese Garden Park).

The visual integrity of this API is especially fragile given its mostly 1-2 story wood frame Victorian and Edwardian residential structures. Abrupt height increases at the API's boundaries could result in new buildings much more massive than those within the API that could visually overwhelm the API and compromise its integrity. An example is the new ca. 65' tall building under construction at 6th and Oak Streets (see Attachment 1 photo).

For this API, it may therefore be advisable to provide a height buffer area for properties in close proximity to the API. However, in most cases the need for a buffer will depend on the more detailed height standards governing high-rise towers that are to be developed as part of the Final Plan (see Comment 5 below). We will therefore await development of these standards before assessing the need for buffer areas.

2. **Height limits for other historic areas.** We continue to urge a finer-grained height map to address historic areas ("Areas of Primary and Secondary Importance") so that height limits are consistent with the development character of these areas as set forth in Policy 3.9 of the General Plan's Historic Preservation Element.

Attached is a marked-up copy of the Figure 4.5 height map showing specific modified heights for portions of these APIs and ASI's.

3. Special height and design issues for the MTC/ABAG site. The podium height for this site has been increased to 85'. The podium height should be reduced to 45' to avoid visually overwhelming the 7th Street API when viewed from both directions along 7th Street.

In addition, development along the 7th Street frontage should have setbacks and façade articulation comparable to the API's contributing structures along the north side of 7th Street to maintain the streetscape rhythm of their facades.

We've previously stated that 45' podium heights are appropriate for most portions of the planning area including the three "BART blocks".

4. Restore previous linkage between "extra" tower height limits and community benefits. We were surprised that the Draft Preferred Plan deleted the previous proposals' linkage between the "extra" tower height and community benefits. The explanation that this deletion was necessary to allow for any high-rise development is unconvincing, given: (a) previous emphasis given to this linkage in earlier versions of the plan; and (b) such recent projects as Eight Orchids, The Ellington, and the proposal for the block bounded by 6th, 7th, Harrison and Webster Streets.

Changing the "extra" height to by-right seems inappropriate given the projects noted above and that buildings using the extra height will be radically out of scale with most of the plan area. Curiously, the discussion in Section 9.2 (Incentives for Economic and Community Benefits) seems to assume that the extra height provision is still in place.

In the absence of such linkage, the by-right height limits for towers should be no greater than shown on the previous height map and possibly limited to just podium heights, especially in Height Areas 4 and 8.

In addition, the community benefits need to be clearly defined and quantified in terms of, for example: extra number and type of affordable housing units; exact nature of any historic preservation provisions; size, location and configuration of public open space; etc. The community benefits approach outlined in Section 9.2 has several components which could help quantify the linkage between community benefits and extra height for individual projects.

5. Provide a special CSG workshop on building height and Floor Area Ratio (FAR). Height and bulk are complex topics that need careful consideration. Staff and the consultants have advised that a special workshop will be held as part of development of the Final Plan and will address detailed height issues such as tower width, tower setbacks from podium perimeters, minimum separation of towers, response to neighborhood context, etc. The workshop also needs to address FAR, since FAR governs overall development intensity and can function as a de facto height limit.

The existing bulk and tower regulations in Table 17.58.04 of the Zoning Regulations are generally inadequate. Vancouver's rules for tower configuration are a good alternative.

The ultimate tower heights will depend on the detailed tower regulations and may therefore need to be changed from the heights presented in the plan documents presented so far.

6. Reclassify the Fire Alarm Building site from "flex zone" to "open space". This City-owned site is essentially part of Lakeside Park and should be recognized as such. The Fire Alarm Building is a B-rated historic building and part of the early twentieth century complex of civic structures within Lakeside Park that, along with the park itself, reflect the "City Beautiful" movement.
7. Consider greater density for Site 39 (Laney College Parking Lot). Why does Figure 3-4 show low-rise buildings for Site 39, which seems like an ideal high-rise site? It would also appear to be a good

location for high-density residential development combined with various other uses, including college-related activities.

8. Additional historic preservation strategies. Add and discuss the following strategies to those listed under "protecting historic resources" on Page 8-6:
 - a Transferable development rights. TDRs were mentioned in previous documents but are omitted in the Draft Preferred Plan.
 - b Expand the Residential Facade Program to other building types. Included as a potential funding source contributions from large scale projects that are allowed extra height and/or floor area in exchange for community benefits.

Add the above strategies to the list of community benefits in Section 8.5.

9. Delete "incorporating denser and larger development on top of...existing low scale buildings" as a preservation strategy (pp 8-6 and 8-7). This strategy is very difficult to execute without compromising a historic structure's Integrity.

In addition, the paragraph presenting the strategy is misleading where it describes the King Block API as including "some dense multistory development". This API is limited to 1-4 story buildings which do not seem particularly dense.

10. Kaiser Auditorium. Reuse options need to be presented for this underutilized historic structure. Why is it not shown on the "opportunity site list" (Table 3.3.3) but still shown as Site 20 on the Figure 3.1 map?
11. Transportation. The substantial increase in trip generation discussed in Section 7.5 is a very significant issue and needs to be carefully evaluated to identify and minimize adverse effects within the plan area and elsewhere.

As noted in our previous letters, the source of peak hour traffic on 7th Street needs to be determined. It may be I-880 freeway traffic seeking to avoid peak hour congestion. Freeway traffic should be discouraged on 7th Street and specific actions should be proposed as part of the plan process to accomplish this.

Based on the results of this additional analysis of 7th Street traffic, two-way conversion of 7th Street (especially between Harrison and Fallon) and/or wider sidewalks (existing sidewalks are only 8' wide +/-) to reduce traffic impacts on the neighboring historic buildings and residential uses should be considered. The analysis should also consider the various build-out scenarios at Alameda Point.

12. Under-freeway pedestrian connections. While the "art wall" concept is a promising idea, the graphic illustrations in the Emerging Plan Framework also need to show the "active uses" that have been discussed (mobile restaurants, retail carts, public markets, etc.). These active uses should probably abut the sidewalk rather than be separated from the sidewalk by the art wall and in the case of Webster Street be considered an extension of the ground floor retail uses north of the freeway. Lighting should be designed to illuminate the underside of the freeway to mitigate the tunnel effect.
13. Strengthen the historic preservation language in the Goals and Vision Statements. One possibility is "maximize the land use and development opportunities created through preservation and restoration of historic buildings". We note that this language has been added to the Historic Resources section, but it should also be included in the Goals and Vision Statements.

14. Show the boundaries of all APIs and ASIs on all of the planning maps. We are concerned that opportunity sites may creep into valuable API areas and atop other historic resources, without it being easily legible on the planning documents.
15. Improve Harrison Square's (Chinese Garden Park) usability and pedestrian access. Specific possibilities may include:
 - a. Narrowing the 7th Street roadway (as suggested in Item 11 above) and providing a traffic signal at 7th and Alice to slow down traffic and assist pedestrians crossing 7th Street to reach the park.
 - b. Providing a freeway sound wall.
 - c. Providing a more varied range of programs at Harrison Square that address a broader population group.

Although some of these strategies are scattered throughout the Draft Preferred Plan, they should be specifically listed in the Chinese Garden Park discussion on Page 5-8.

Thank you for the opportunity to comment. Please contact Christopher Buckley at cbuckleyaicp@att.net or Naomi Schiff at naomi@17th.com if you would like to discuss these comments.

Sincerely,



Dea Bacchetti,
President

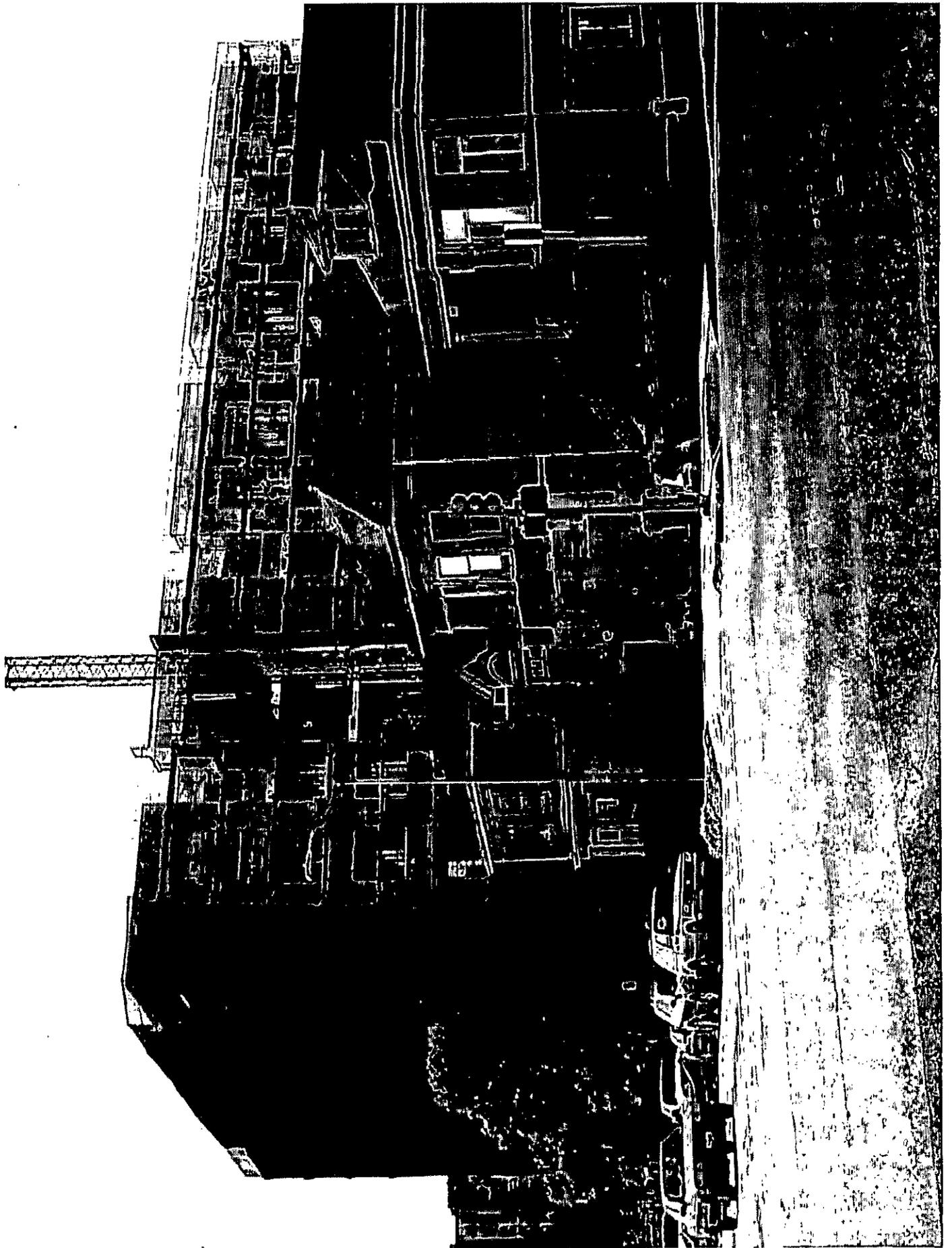
Naomi Schiff and Christopher Buckley
Oakland Heritage Alliance Preservation Committee

Attachments:

1. Photo of new building at 6th and Oak Streets next to the 7thStreet/Harrison Square API
2. Marked-up height map (Figure 4.5) where height limits should be consistent with historic building heights

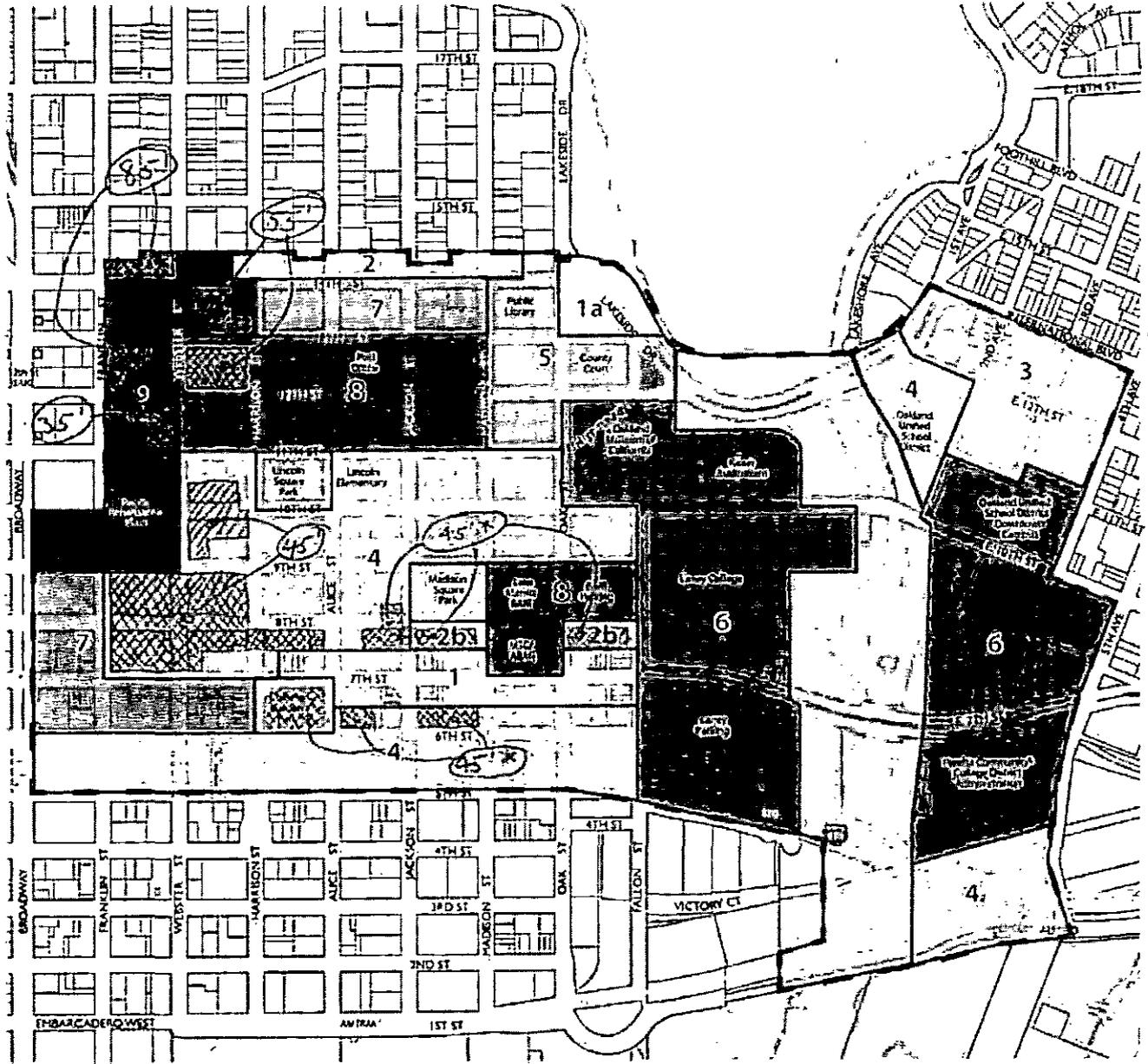
By electronic transmission:

cc: Oakland Heritage Alliance Board and Preservation Committee
Eric Angstadt, Alicia Parker, Christina Ferracane
Leslie Gould, Dyett and Bhatia
Landmarks Preservation Advisory Board
Councilmember Pat Kernlghan

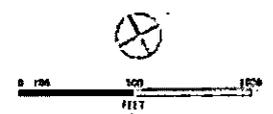


HISTORIC AREAS WHERE HEIGHT LIMITS SHOULD BE CONSISTENT WITH HISTORIC BUILDING HEIGHTS

Figure 4.5:
PROPOSED HEIGHT AREAS



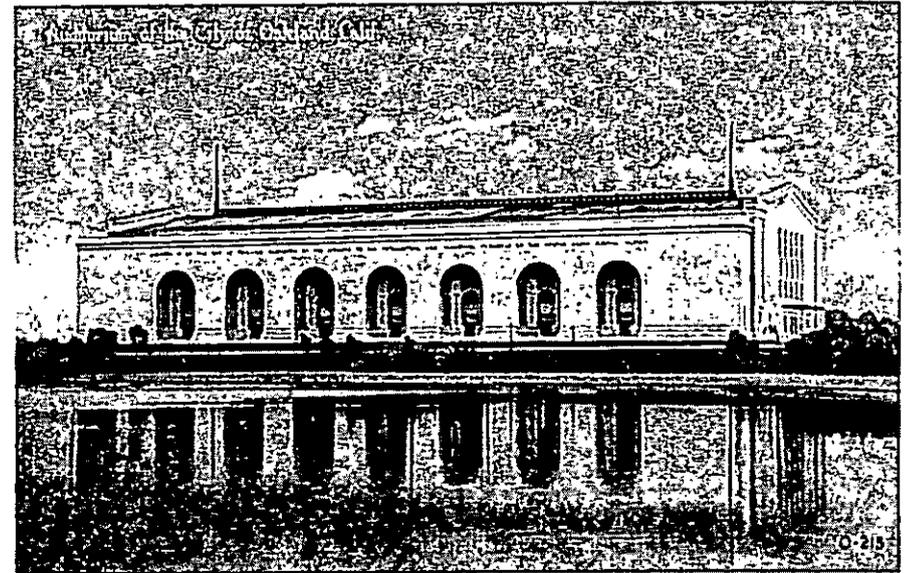
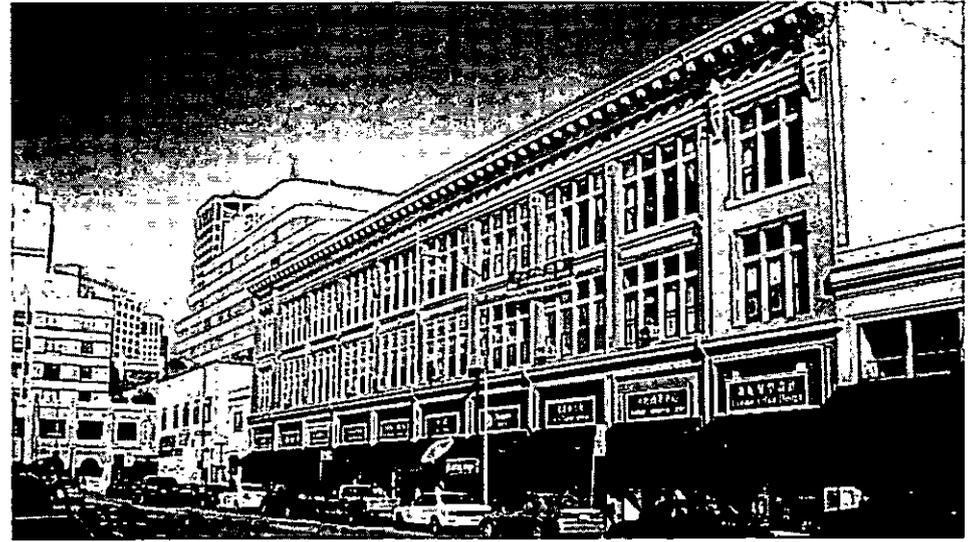
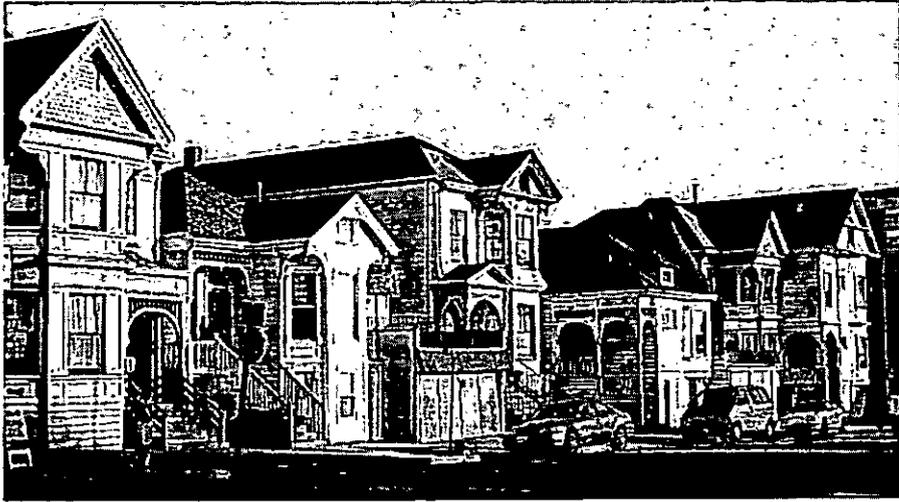
- 1 45 Ft Total
- Note: 1a should also be considered for Area 2.
- 2 85 Ft Total
- Note: 2b should also be considered for Area 1.
- 3 45 Ft Base
175 Ft Total
- 4 45 Ft Base
275 Ft Total
- 5 85 Ft Base
175 Ft Total
- 6 275 Ft Total
- 7 85 Ft Base
275 Ft Total
- 8 85 Ft Base
400 Ft Total
- 9 85 Ft Base
No height limit
- Open Space



DRAFT PREFERRED PLAN

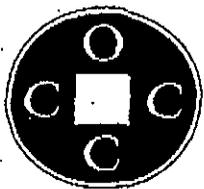
- AREAS OF PRIMARY IMPORTANCE
- AREAS OF SECONDARY IMPORTANCE

85" = OAKLAND HERITAGE ALLIANCE - RECOMMENDED HEIGHT LIMIT
 * = HEIGHT LIMIT WITH APPROVED MAP 12-7-11
 OAKLAND HERITAGE ALLIANCE



OHA: areas to consider in setting heights and guidelines
Example of pre-1906 residential (Alice betw 6th and 7th)
King Block

Chinatown ASI
Oakland Auditorium



OAKLAND CHINATOWN CHAMBER OF COMMERCE

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Introduction

Chinatowns around the country are going through transformation. Traditionally, Chinatowns have been home to immigrants who prefer to live in a community that provides jobs with limited English language requirements and familiar cultural activities. New and first generation immigrants are the backbone of the Chinatown community. However, once the children of the immigrants have access to better education they find better jobs, and move out of Chinatown. Sometime their parents remain in Chinatown because of the cultural support.

With the rise of economic opportunity in China and other Asian countries, the flow of immigrants who want to seek a better life here is on the decline. Today's immigrants are not all unskilled laborers. They are educated, more affluent, and have financial resources to live in suburban neighborhoods and send their children to private schools. The attached article addresses the trends of declining Chinatowns all over the county.

Oakland Chinatown has experienced a similar trend. In the last 3 years, businesses have suffered, which has resulted in the closure of restaurants, retail stores and banks. Never in the history of Oakland Chinatown, have we experienced so many empty storefronts. An additional factor contributing to the decline of business here is the perception of crime and public safety which deters people from coming to Oakland. There are better choices for customers to shop in Asian malls in surrounding suburbs. The Chinatown community lacks a strong consumer base with disposable income.

The Lake Merritt BART development plan requires a vision to recognize the changing time and the influx of future residents. This is an opportunity to transform the area into a true transit oriented development consisting of a commercial center and market rate housing which caters to affluent residents. The area is a prime location for such development. It is in close proximity to business centers - downtown financial district, Jack London Square, Port of Oakland and Chinatown. The area is also surrounded by the Museum, Lake Merritt and colleges. The area is easily accessible by public transportation centers - BART and has access to freeways.

In light of this background here are the comments by Oakland Chinatown Chamber of Commerce on the "Preferred Plan."

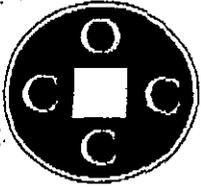
3. Summary of Development Potential Demographics and Population Projections

Due to the economic boom in China, the trend is no longer leaning toward a Chinatown which at one time catered to poor immigrants. We should be ready for a new wave of affluent immigrants with disposable income and families coming here to seek a higher education opportunity for their children.

A true transit oriented development should consist of a commercial center and market rate housing designed to cater to residents with disposable income. Immigrant parents may want to stay in Chinatown due to cultural factors but can afford market rate housing

Pacific Renaissance Plaza

388 Ninth Street, Suite 258, Oakland, CA 94607 (510) 893-8979 Fax (510) 893-8988 E-mail OaklandCTChamber@aol.com



OAKLAND CHINATOWN CHAMBER OF COMMERCE

屋奇華埠商會

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4.5 Proposed Height Areas

Keep the higher density for the area to attract large-scale new businesses and corporations as they will help sustain small businesses in the area. Area 2b in Figure 4.5 should be part of area 8 as it is not historical.

5.1 Open Spaces and Recreational Facilities

Madison Park, as is, is unsafe and does not have the amenities as a community Park. OCCC recommends it be developed significantly with an underground parking structure and an elevated active park above (example is San Francisco/Chinatown Portsmouth Square or Union Square). The underground parking will relieve parking issues in Chinatown and generate funds for park improvements. It will help the mixed use development with high density housing.

Make the park a public gathering place including a destination point for tour bus pick-ups.

6.3 Streetscape Improvements and 6.4 Recommendations for Key Streets

In lieu of trees, Chinatown needs surveillance cameras and street lights for public safety reasons. With reduction of lanes or changes of one-way into two way lanes, bulb-outs should not be considered as it will allow one lane at a traffic stop. Streetscape should be minimal and easy to maintain. Do not provide streetscape that attract trash collectors

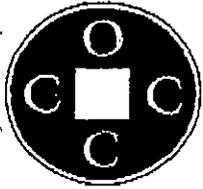
8.6 Draft Affordable Housing Strategy

Re-assess the current stock of affordable housing in the area. This includes future ones in the plan and the 15% that comes with market rate housing. If we go over 15% there is a problem. We do not oppose affordable housing but it should not be concentrated in one general area such as the Lake Merritt BART Station Planning area and should be distributed throughout the city of Oakland. Additionally, this is already a part of the redevelopment area.

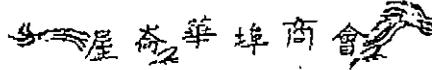
Here is our estimated listing of affordable housing in the area and surrounding area:

Pacific Renaissance Plaza

388 Ninth Street, Suite 258, Oakland, CA 94607 (510) 893-8979 Fax (510) 893-8988 E-mail OaklandCTChamber@aol.com



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6th & Oakland – currently under construction (70 units)
Oak and 11th St, AHA (45 units)
Frank Mar – Senior (90 units)
14th & Jackson – AHA (70 units)
St Mark (Senior) (100 units)
Hotel Oakland (Senior) (300 units)
211 7th Street Doh On Yuen (Senior) (? Units)
#100 9th across from BART Station – EBALDC (98 units)
Pacific Renaissance Plaza (35 units left)
Nohles Tower, 1525 Lakeside (120 units)
17 & Harrison (65 units) under construction
Madrone Hotel 487 8th St. (32 units)
Swans Housing 9th & Franklin (18 units)
San Pablo Hotel, 19th & San Pablo (144 units)
Fox Court, Apts., 19th Street (? Units)

Total of _____ Units

7.2 Bicycle Access Improvements

We are not in favor of Bicycle Routes in the Chinatown Commercial corridor due to the high density of pedestrians, cars, turns at the end of each block and safety reasons. (Boundaries of this commercial core are Broadway to Harrison Streets and 7th to 10th Streets on Webster and Franklin Streets).

8.5 Community Benefits

No "impact fees" and maintain community benefits to a level where it will not discourage potential developers and investors.

9.1

An Economic Development and Marketing Strategy with incentives should be the priority and driving force for this TOD. Consider EB5 as strategy for the TOD development to attract oversea investors to come and live in Oakland. The success of TOD not only benefits Chinatown community but the entire City of Oakland.

Additional Comments:

The Open Door Mission on 7th Street should be re-located to another area and not be in the heart of a vibrant TOD because it is a deterrent to potential investors and developers.

Move free youth centers from the area to a safe environment because the TOD vision is for business and housing in the downtown business corridor.

Jennie Ong
Executive Director

Pacific Renaissance Plaza

388 Ninth Street, Suite 258, Oakland, CA 94607 (510) 893-8979 Fax (510) 893-8988 E-mail OaklandCTChamber@aol.com

2011.12.07_Jennie Ong (Oakland CT Chamber).txt

From: OaklandCTChamber@aol.com
Sent: Wednesday, December 07, 2011 5:29 PM
To: Lake Merritt Station Area Plan
Subject: Fwd: Articles about Chinatown

Attachments: Articles about Chinatown

I have attached an article called the "End of Chinatown" to substantiate our reasoning for the Chamber's comments on the Preferred Plan. Once a thriving destination that generated large sales tax revenue for the city will be a slow demise without significant small and large businesses in the Lake Merritt area to sustain Chinatown and the entire city.

Jennie Ong

DISPATCHES

DECEMBER 2011: CITIES | JUSTICE | PARENTHOOD
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The 2010 census showed the population of New York's Chinatown dropping by 9 percent—the first decline in recent memory.

CITIES

The End of Chinatown

DOES CHINA'S RISE MEAN THE END OF ONE OF AMERICA'S MOST STORIED ETHNIC ENCLAVES?

By Bonnie Tsui

AS THE MANAGER of a Chinatown career center on Kearny Street in San Francisco, Winnie Yu has watched working-class clients come and go. Most of them, like Shen Ming Fa, have the makings of the quintessential Chinese American immigrant success story. Shen, who is 39, moved to San Francisco with his family last fall, an

English-speaking future in mind for his 9-year-old daughter. His first stop was Chinatown, where he found an instant community and help with job and immigration problems.

But lately, Yu has been seeing a shift; rather than coming, her clients have been going—in pursuit of what might be called the Chinese Dream.

"Now the American Dream is broken," Shen tells me one evening at the career center, his fingers drumming restlessly on the table; he speaks mostly in Mandarin, and Yu helps me translate. Shen has mostly been unemployed, picking up part-time work when he can find it. Back in China, he worked as a veterinarian and at a school of traditional Chinese culture. "In China, people live more comfortably: in a big house, with a good job. Life is definitely better there." On his fingers, he counts out several people he knows who have gone back since he came to the United States. When I ask him if he thinks about returning to China, he glances

DAVID LEVINTH

at his daughter, who is sitting nearby, then looks me in the eye. "My daughter is thriving," he says, carefully. "But I think about it every day."

Recent years have seen stories of Chinese "sea turtles"—those who are educated overseas and migrate back to China—lured by Chinese-government incentives that include financial aid, cash bonuses, tax breaks, and housing assistance. In 2008, Shi Yigong, a molecular biologist at Princeton, turned down a prestigious \$10 million research grant to return to China and become the dean of life sciences at Beijing's Tsinghua University. "My postdocs are getting great offers," says Robert H. Austin, a physics professor at Princeton.

But unskilled laborers are going back, too. Labor shortages in China have led to both higher wages and more options in where they can work. The Migration Policy Institute, a Washington, D.C.-based think tank, published a paper on China's demography through 2030 that says thinking of migration as moving in just one direction is a mistake: the flows are actually much more dynamic. "Migration, the way we understand it in the U.S., is about people coming, staying, and dying in our country. The reality is that it has never been that way," says the institute's president, Demetrios Papademetriou. "Historically, over 50 percent of the people who came here in the first half of the 20th century left. In the second half, the return migration slowed down to 25, 30 percent. But today, when we talk about China, what you're actually seeing is more people going back ... This may still be a trickle, in terms of our data being able to capture it—there's always going to be a lag time of a couple of years—but with the combination of bad labor conditions in the U.S. and sustained or better conditions back in China, increasing numbers of people will go home."

In the past five years, the number of Chinese immigrants to the U.S. has been on the decline, from a peak of 87,307 in 2006 to 70,863 in 2010. Because Chinatowns are where working-class

immigrants have traditionally gathered for support, the rise of China—and the slowing of immigrant flows—all but ensures the end of Chinatowns.

Smaller Chinatowns have been fading for years—just look at Washington, D.C., where Chinatown is down to a few blocks marked by an ornate welcome gate and populated mostly by chains like Starbucks and Pooters, with signs in Chinese. But now the Chinatowns in San Francisco and New York are depopulating, becoming less residential and more service-oriented. When the initial 2010 U.S. census results were released in March, they revealed drops in core areas of San Francisco's Chinatown. In Manhattan, the census showed a decline in Chinatown's population for the first time in recent memory—almost 9 percent overall, and a 14 percent decline in the Asian population.

The exodus from Chinatown is happening partly because the working class is getting priced out of this traditional community and heading to the "ethnoburbs"; development continues to push residents out of the neighborhood and into other, secondary enclaves like Flushing, Queens, in New York. But the influx of migrants who need the networks that Chinatown provides is itself slowing down. Notably, the percentage of foreign-born Chinese New Yorkers fell from about 75 percent in 2000 to 69 percent in 2009.

Chinatowns almost died once before, in the first half of the 20th century, when various exclusion acts limited immigration. Philip Choy, a retired architect and historian who grew up in San Francisco's Chinatown, has observed the neighborhood population of Chinese immigrants being replaced by new generations of Chinese Americans. "Chinatown might have disappeared if it weren't for the changing immigration policies," he told me recently. Only after the 1965 Immigration and Naturalization Act lifted quotas did the Chinese revive Chinatowns all across the country—especially those communities in New York, San Francisco, and Los Angeles.

Of course, since the days of the Gold

Rush, the Chinese always thought they were going to move back to China after earning their fortune elsewhere. As Papademetriou told me, what came before often happens again. Only now, fortune can be found at home.

This departure portends the loss of a place once so integral to Chinese America that Victor Nee and Brett de Bary Nee, in their 1973 book, *Longtime Californ'*, noted that "virtually every Chinese living in San Francisco has something to do with Chinatown." Two years ago, when I was on tour for my book about Chinatowns—a kind of love letter to the neighborhood that accepted my family when it first arrived in the United States—the future of these enclaves was an open question. But if China continues to boom, Chinatowns will lose their reason for being, as vital ports of entry for working-class immigrants. These workers will have better things to do than come to America. **Z**

Bonnie Tsui is the author of *American Chinatown: A People's History of Five Neighborhoods*.

JUSTICE

Prisoners of War

WHY SHOULD VETS GET THEIR OWN COURT SYSTEM?

By Kristina Shevory

MOST COURTROOMS IN the Frank Crowley Courts Building in Dallas hadn't yet opened for normal business at 8:15 on a recent Friday morning, but onlookers filled the benches in Judge Mike Snipes's court. Snipes sat erect, grasping a gavel and looking magisterial in his robes. The two tables in front of his bench were laden with cakes and breakfast tacos. A CONGRATULATIONS banner, in gold and silver, hung behind him.

"Ryan Adams and Kinikia Burdine," Snipes barked in a clipped voice that betrayed his history as an Army colonel. "Front and center."

The roughly 30 people in the court, most of them veterans, stood and faced the back of the courtroom. Several smiled as "The Army Goes Rolling Along" began to boom from an iPod next to the judge's bench. The doors flew open and in marched Adams and



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December 7, 2011

Ed Manasse
City of Oakland
Community and Economic Development Agency, Planning
250 Frank Ogawa Plaza, Suite 3315
Oakland, CA 94612

Re: Lake Merritt Station Area Plan – Comments on Preferred Plan

Dear Mr. Manasse,

This letter expresses the Chinatown Coalition's comments on the Lake Merritt Station Area Preferred Plan. The Coalition, comprised of the organizations and stakeholders listed below, have reviewed the plan.

2.7 Upper Chinatown

The existing conditions fail to recognize OSCAR assessment of Chinatown, which shows that it is over impacted and underserved. It also fails to acknowledge Lincoln Recreation as a multi-generational-use center that is highly overused with structural buildings in need major renovations and improvements.

The vision is not open space that complements Lincoln Square Recreation Center, but for adequate recreational facilities to serve the growth and intensity of population growth.

3.1 Summary of Market Demand Analysis

Economic Context

- Does "regional policy favoring growth in urban core areas" constitute real demand? It appears that Oakland lost residents or stayed even from 2000 to 2010.

Chinatown

- No comments on this section. The analysis in this section needs additional specificity.

Demographics and Population Projections

- Is there any judgment regarding whether ACTC and ABAG's projections are realistic? The cited sources imply a population growth of nearly 80% over the next 25 years. If they are not reliable projections, what are more realistic projections?

Retail

- The report projects demand for 414,000 additional square footage of retail space by 2035, but it is difficult to understand, from both the text and tables, how these numbers were derived.

Office

- The report states that the Planning Area lacks employee oriented shopping, dining, lodging, and infrastructure amenities necessary to attract Class A space development. In

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reality, Class A space development and leasing usually attracts employee oriented shopping, dining, and lodging. Some of the infrastructure is already in place with BART and train station accessible to neighborhood.

Hotel

- Is the Oakland hotel sector less vulnerable to economic shifts? Please site sources.
- How have hotels been impacted by recent recession? Please cite backup sources.
- Are any of the four proposed future hotel developments in the Planning Area?
- This section contains no real information about how feasible future hotel development is.

Planning Area Market Opportunity

- The tables in this section need additional explanation and clarity.

3.2 High and Low Development Potential

- Development projections on small lots (0.5 acres and below) seem to be too high. Any development above 3 – 4 stories on these lots will likely not occur unless the lots are combined into neighboring parcels.
- This section contains more in-depth analysis than in previous sections. What does it mean that the development buildout potential is only approximately 1/3 of CMA's estimates and perhaps 75% of ABAG? A conversation with the consultant is needed to explain how the analysis is structured.

3.3 Job Generation and Types of Jobs

- The Plan should be clear that this is not a plan for how to develop jobs. The report is a projection of the emerging plan buildout of space, and how that space translates into number of employees housed, given assuming benchmark ratios of square footage per different types of employees.
- Please note that jobs for local residents (where there is a high proportion of monolingual residents) tends to happen in smaller retail and office spaces.

3.4 Market Feasibility Assessment

Recession Impact

- More specificity in this section is needed. Please site sources in this section.

Scenarios Reviewed

- Revenue Assumptions – the monthly parking revenue closer to \$125/space
- Feasibility Findings
 - Average unit size only 750 square feet? That means only building small IBR units? Most market rate buildings will tend to have larger square footages to justify the higher rents, although I agree that developers will try to do more IBR and 2BR units, and fewer 3BR units.

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- Hi-rise residential hard cost probably too high at \$285/SF. Currently closer to \$225 - \$250/SF if no prevailing wage requirements. Why is the mid-rise hard cost in Scenarios A and B (\$285/SF) different from the mid-rise hard cost in Scenario C (\$225/SF)
- Retail vacancy should be increased from 5% to between 30% to 50%. Addition of retail space is generally not a positive impact on project feasibility unless you are already in a retail rich area.
- We agree in general with the development pessimism, but I do not think that it is as negative as this analysis portrays simply because I think the hard costs used in the analysis is too high.

Plan Implications

- We agree that lower density rental residential is the project type that is most feasible in the short run. This leads to the conclusion that the majority of our land is overzoned, which encourages speculation and discourages actual development from taking place.
- We have qualified agreement that in the short term, density incentives will not boost affordable housing development. However, if you phase in the policy over time (which gives the market time to come back), by the time you are seeing rents and sales prices that make high density development feasible (and gentrification becomes a real threat), you will have a policy in place that provides certainty to both the developer and the community.

Chapter 4

The CUP/Community Benefit

We absolutely object to the CUP/Community Benefit component being eliminated from the tower height criteria. As a long term guiding document, current market conditions should not dictate its complete elimination. It is a measurable aspect of development that can be quantitatively exchanged (additional height or density FAR) and directly linked to a set of known community benefits.

Building Massing/Tower Guidelines

Table 17.58.04 is not a standard that will achieve the Emerging Plan's stated goal of limiting the impact of towers and ensuring towers will be well integrated into the existing neighborhood context. Applying those standards to future development would negatively impact smaller scaled neighborhoods like Chinatown. The study team has frequently used visual examples of Vancouver to show high density development that is sensitive to neighborhood and pedestrian scale. Our previous comments have referenced the City of Vancouver's Downtown South Guidelines as the guiding document for tower floor plate, tower dimensions and distance apart of towers.

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Building Heights

We support the lower podium height (to 45 feet) for Zones 1, 3 and 4. However, we oppose the change from the previous report for Zone 8 (55 feet to 85 feet). We oppose the change for Zone 2b (55 feet to 85 feet) and see this as part of Zone 1. As stated, we oppose the proposed by-right tower heights and ask that the previous CUP/Community Benefit tower heights we previously recommended be used. We had proposed stipulating two types of podium heights and two types of tower heights with CUP.

Bart Blocks Concept Plan

The current Emerging Plan continues to show the BART development as disparate building blocks without a cohesive strategy for providing both visual and physical connections between Laney College and the Chinatown commercial center. The Preferred Plan needs to provide guidance on the exiting and entering experience at the Laney College-Chinatown BART station to ensure that the pedestrian experience and streetscape connections that are sought for the area between Laney College and Chinatown are defined. The preferred plan must acknowledge the connection to the Chinatown commercial center as much as it has to Laney College.

Active Ground Floor Uses

We previously had recommended that new buildings have “permitted use” and “conditionally permitted use” categories rather than be strictly “required” to include active uses in new building along key corridors which has been ignored.

We would like to again raise the issue. Planning should not be so prescriptive that it legislates what the market will dictate. The downside of this “prescriptive” planning will be less development and/or vacant space at the ground floor level which works against the concept of creating an active vibrant pedestrian-safe streetscape.

A major premise that needs to be re-evaluated is that a safe pedestrian experience can only happen with “active ground floor uses.” There are many situations where the streetscape itself through its design and amenities offers a safe pedestrian experience; and is far more successful than relying on the business success of retail/commercial storefronts to activate the street.

Along 8th and 9th Streets between Harrison and Madison are many uses that are institutional, cultural and residential. One has to remember that this area is as much a residential/cultural/institutional neighborhood as it is a commercial district. Daycare facilities, churches and residential housing are a significant part of the streetscape along both 8th and 9th. To assume that such uses will go away, or become redeveloped where “active ground floor uses” prevail is “wishful” planning. It is our recommendation that this “requirement” for active ground floor uses be removed and that it is offered as a “recommendation” rather than a requirement. In conjunction with that recommendation, there should be a requirement to develop the pedestrian streetscape to encourage safe streets through lighting and other streetscape amenities that promote safe pedestrian passage and use of the street to promote the attributes of a vibrant and livable neighborhood.

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5.1 Parks and Community Facilities

The Plan's proposal to address the need for recreational facilities in the Planning Area primarily through existing facilities is not adequate or feasible, and does not result in a net gain in facilities for the neighborhood, despite the population growth.

From the first meeting CSG members all agreed that using money for the extension of the DD channel was not a neighborhood priority, because it will always be the most affordable solution (due to lack of development surrounding it and being outside the boundaries of any neighborhood). The coalition requests that it be taken of consideration as an alternative for open space contribution in the project area, or made the lowest priority for park investment.

The Chinatown Coalition asks that an emphasis be placed on neighborhood serving parks and facilities (vs. reinforcing the existing regional serving framework that the public facilities put on the neighborhood). Neighborhood serving facilities ensure that facilities will be fully utilized and at the same time does not exclude the broader regional population. Lincoln Park is a perfect example.

Laney College/Peralta College facilities are designed and programmed to run through multiple cycles through the morning, day and evenings, these are teaching facilities and unlike their open space, are not appropriate for general public access. At best, access would be through organizations (coordinating events at the college similar to the planning process) which is public access, but not control of the facility.

The Oakland Unified School District is developing a space that addresses the needs of La Escuelita Education Complex, but at this time does not address the needs of all school facilities, specifically charter schools, within the area, much less serving the public. Optimum for the project area would be for joint use agreements with Oakland Unified School District to be developed to address existing charter school needs/demand in the project area. Also requested is stronger zoning regulations around the open space provision as part of the development/permitting of charter schools, pre-schools etc. This is not public open space but ensuring that children and youth have adequate recreational space within their educational facilities.

The consultants' proposal that projects contribute differently to park/open space requirements (office buildings provide passive open space, family housing provide play structures) is focused on providing amenities to the building occupants, and not neighborhood amenities. What happens to the space after hours when the office building is closed? The County Building Plaza on any evening or weekend is an example.

In particular the areas where large development opportunities occur which will be the areas of increased residential population. The Plan should explicitly address the need for community/youth center for dedicated programming and social services for not only the growing residential population in the area, but the wider community that is drawn to Chinatown

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throughout the city and east bay region. The Plan should address the growing number of Charter schools and students that will need programming and services.

In addition to the added facilities for programming and services, Lincoln Recreation Center needs structural improvements.

The Plan does not make any recommendations to address how safety concerns at Chinese Garden Park will be improved in order to increase the usage of the park.

6.2 Vision Framework

One concept that has not yet been included should be the incorporation of a beautification plan for landscape, pavement and street intersection designs as planned in this section, as well as wayfinding signage, that will acknowledge and celebrate the existing neighborhood's past, present and future. This should include opportunities for public art and historical markers. As 14th Street and 10th Street have been given specific 'identities', perhaps 8th Street can become a route celebrating the history, culture and art of the community.

6.3 Streetscape Phasing Concept

Again, the Coalition would like to reiterate the priority need for this neighborhood is increasing pedestrian-oriented lighting, to both deter crime and increase evening commercial and residential activity, which is a cultural norm and stated community desire. Please eliminate Phase 2 and replace with phased plan for increasing pedestrian-lighting in neighborhood.

In addition, Figure 6.2 should show adding pedestrian lighting mid-block, as well as at corners.

We also advocate for requirements for all new developments to provide exterior street pedestrian lights at regular intervals along the façades of their developments.

6.4 Recommendations for Key Streets

7th Street West of Fallon

The description in this section lacks clarity around how many lanes will be on this street. All other street descriptions contain this information. Additionally, there needs to be specific recommendations on how to improve access and safety crossing 7th Street between Harrison and Alice Streets, to better connect the community to Harrison Park, if in fact it will remain at present site – perhaps a median island as has been designed for 7th Street east of Fallon, or a pedestrian bridge (with elevators) – so that elderly who use the programs at Harrison Park can have easier and safer access. This is a key problem for the community that this Specific Plan should address and solve.

Webster Street

The description should mention and plans should coordinate with the Webster Street Green plan that is currently underway. Webster Street pedestrian improvements from 7th to 5th should include additional pedestrian lighting, sidewalk widening, and public art in its list.

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1-880 Undercrossings

It might be useful to study if these sidewalks can be widened to accommodate planned active uses and safer, more pleasant pedestrian experiences.

6.5 Transit Hub

A transit hub location should be considered at Madison Street, rather than Oak Street. Having major bus transfers, vehicular drop-offs and BART entries along Madison Street between 8th and 9th Streets will provide the greater level of pedestrian traffic and population that will increase safety and vitality of Madison Park, and also provide a more gracious introduction of this neighborhood to BART travelers. Consider the many precedents of successfully co-locating transit entries with public parks – for instance, Union Square in Manhattan. Locating along Madison Street will also serve to provide connection between the Chinatown community and the entities surrounding the BART development. Another important consideration is how the transit hub's design, surrounding retail, activities, etc. will reflect a strong connection with Chinatown and community residents.

7.1 Bicycle and Pedestrian Improvements

Introduction

These remarks should acknowledge that traffic related to development in Alameda make it difficult to achieve the circulation strategies, especially those related to pedestrian safety.

Pedestrian Improvements and Traffic Calming

- Installation of four-way crosswalks or scramble systems should focus on the following key intersections:
 - 10th Street and Webster
 - 8th Street and Harrison
 - 9th Street and Harrison

The Preferred Plan includes 8th/9th Streets and Webster & 8/9th Streets and Franklin, but these intersections currently already have scramble systems. A secondary tier of pedestrian improvements for additional intersection such as 8th/9th and Jackson should also be included.

- Under the strategy of coordinating traffic signals and timing to calm traffic and improve the pedestrian experience, the strategy to provide additional crossing times via “press and hold” pushbuttons should be prioritized for placement near senior centers, day care and recreation centers, and parks and schools where both children, adolescents and elderly gather. This should be clarified and acknowledged.
- While we acknowledge that the BMP is City policy, the Chinatown community had little input on the City's Bicycle Master Plan given the proposal to establish Class 1 bike lanes on several streets that impact the Chinatown core. In this light, the specific plan should contain an analysis of what effect that policy will have on Chinatown. Ideally, bike lanes should be located along the periphery of Chinatown and not through its core area. The conflict between bike riders, pedestrians, autos, and delivery vehicles presents a real problem. Those blocks in the Chinatown core that have enough width to accommodate a

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bike lane should instead be prioritized and planned for wider sidewalks and bulb-outs rather than bike lanes.

7.2 Station Access Improvements

- The “Transit” subsection should include the following short-term action: Re-name the Lake Merritt BART Station to the “Laney College/Chinatown BART Station” to reflect the true community’s identity.
- The Shuttle subsection discusses the addition of “shuttle routes or extensions that serve the Chinatown commercial core should also be considered, as outlined in Revive Chinatown.” Figure 7.3 entitled “*Priority Pedestrian, Bicycle, and Shuttle Improvements*” should reflect this recommendation and illustrate a route thru Chinatown to assist with mobility from Chinatown to BART, Jack London Square, as well as parking lots underneath the freeway.

7.3 Roadway Network

- The “one-way to two-way conversion” subsection should reference “*Revive Chinatown*” alternative recommendations for converting 7th through 10th and Harrison, Webster, and Franklin to two-way streets as an appropriate context rather than simply stating the issue is fraught with controversy.
- As stated in our previous comment letter, in order to make the area safer for both bicycles and pedestrians, the inclusion of more two-way street conversions should be proposed in the plan that includes Webster, Franklin and 10th Street west of Madison Street. Overall, two-way street conversions should be prioritized on 7th, 8th, 9th, 10th, Webster, Harrison and Franklin Streets. For example, rather than narrow 8th Street by adding a bike lane, a two-way conversion should be proposed. Additional pedestrian connections at Franklin and Harrison Streets under I-880 undercrossings should also be included.
- The roadway reconfiguration phasing strategy articulates that Phase II, which includes pedestrian-scale lighting, could be implemented prior to Phase I if grant funding becomes available; however, given that pedestrian-scale lighting was the number one priority by the community to address public safety, lighting should be included and prioritized as a Phase I improvement.

7.5 Transportation and Transit Analysis

- As stated in our previous letter, the vehicle trip generation numbers presented in this section represent an alarming exponential increase. With projections indicating that current traffic at peak hours would increase even with a reduction factor for being a TOD neighborhood, the need for an improved and comprehensive traffic impact analysis needs to be acknowledged and included. Since EIR’s address unanticipated impacts, mitigations to these exponential increases in traffic should be considered now in the planning phase given that we know there will be traffic impacts. Air pollution, noise and traffic and pedestrian safety mitigations should be recommended and included in the plan.

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- Given that it is expected that the additional vehicle trip generated will cause significant impacts, it should be articulated that the Plan should not only focus on reducing the amount of vehicle trips via TDM measures to increase walking, biking and transit trips, but also should identify appropriate traffic mitigations and pedestrian improvements.

7.6 Parking

- Two-way conversions within the Chinatown core should be prioritized over angled parking strategies.
- Parking strategies should include and build off *Revive Chinatown's* Parking Management Program recommendations, such as creating a parking signage program, similar to that in San Francisco along Kearny Street, using overhead signs to inform motorists where parking is available. The addition of diagonal parking should be considered on streets just outside of the Chinatown core as recommended by the Revive Chinatown plan.
- Other BART stations have "kiss and ride" loading zones on station property, (e.g. Rockridge, MacArthur). Why should Lake Merritt be any different? Removing metered parking would result in a revenue loss to the city.
- Regarding allowing developers the option to provide on BART owned property, the requirement to provide parking for new development is a city requirement. Therefore developers should have the option to contribute to a city parking district instead of providing required on-site parking.

7.7 Loading Strategies

The Station Area Plan should include recommendations for balancing the needs of merchants and the need to provide some enforcement such as amending Oakland Municipal Code Section 12.04.090 to allow the use of the sidewalk right-of-way in front of businesses in the Plan Area without the need for a yearly permit fee; provided, however, that there is maintained, at all times, a clear space along such sidewalk of not less than five to four feet in width for the use of pedestrians.

Chapter 8

Sections 8.1, 8.3, and 8.4 did not change significantly from the previous Emerging Plan from September, so many of our comments are similar to what was previously submitted:

- Improving the pedestrian experience is critical for preserving and enhancing the vibrancy of the neighborhood. As mentioned earlier, a traffic analysis study should thoroughly assess the origin and destination of traffic traveling down 7th Street. In addition, 8th and 9th Street, as well as Webster, Franklin, and Harrison have been identified as key pedestrian corridors, yet the emerging plan does not explore two-way street "reversions" for these important streets.
- Section 8.1 includes new language that recognizes the need for additional multilingual and cultural community centers and/or library. While this language is incredibly important, we are dismayed that there is nothing in the plan that outlines specific sites or

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mechanisms for achieving these incredibly important and worthy neighborhood institutions that are needed.

- The Chinatown Coalition strongly supports the recommendation for improvements to Madison Square Park, such as adding shelter, seating, play/exercise structures, and public restrooms.
- We strongly support the new language around implementation of policies to mitigate potential noise and air quality impacts to address the neighborhood's proximity to I-880 and other high volume roadways.
- Strategies to address affordable housing and to reduce the effects of displacement and gentrification are critical for ensuring community members of a range of income levels can find quality housing. As Section 8.3 summarizes, housing affordability can affect people's ability to buy food or get medical care, displace residents, or increase overcrowding, and increased rents or mortgage costs can also precipitate eviction and displacement. Please see our comments below regarding how to strengthen the affordable housing recommendations. The lack of these strategies to make housing affordable in the neighborhood can lead to overcrowding, poverty, displacement, and homelessness.
- Similarly, Section 8.3 highlights how active, usable open space is critically essential to community health. Community members utilize open space for a range of activities that have positive health benefits, such as tai-chi, dancing, badminton, basketball, etc. With the proposal for greater density in the area, community members need access to space for exercise and movement to attain physical health and well-being. However, the number of accessible park and recreation space identified in the emerging plan is not sufficient or guaranteed to be active, usable open space. Please see our comments on Chapter 5 for more details.
- Since new development will lead to higher traffic volumes, collision rates, reduced air quality, and noise impacts from vehicles and businesses, strategies are needed to route Alameda, Oakland downtown, and I-880 freeway traffic around Chinatown while allowing facilitated access of Chinatown destination traffic. Transportation and circulation proposals should focus on promoting pedestrian and community mobility to encourage walking, a form of physical activity which can prevent chronic disease, reduce stress, and improve mental health; reducing thru traffic into the Chinatown community which will decrease air and noise pollution impacts; and enhancing pedestrian lighting and safety to ensure that community members feel safe to walk, exercise, and socially interact, all factors that promote health and well-being. Please see our comments on Chapter 7 for more detailed recommendations.
- Section 8.3 should also acknowledge that Oakland Chinatown has significant levels of air pollution. We would recommend including a section acknowledging the following:
 1. Air emissions from vehicles and industrial sources contain pollutants such as ozone, carbon monoxide, particulate matter, nitrogen dioxide, sulfur dioxide, and diesel exhaust--all chemicals that can cause a wide range of health effects including respiratory diseases and cancer.¹
 2. The San Francisco Department of Public Health (SFDPH) performed an Exposure Assessment based on the traffic pattern and proximity of I-880 and

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arterial streets, and estimates that the concentration of PM_{2.5} in Oakland Chinatown is already between 0.6 and 2.2 ug/m³, with the largest midsection in the 1.0 to 1.5 range. For comparison, the action level threshold in San Francisco is 0.2 ug/m³, meaning new residential construction must take affirmative actions to reduce exposure at that level.

- The Public Facilities and Safety section of 8.3 points to Oakland Unified School District facilities as recreational facilities, but does not acknowledge the impact of the recent Charter schools, both on open space and the sustainability of the OUSD system. The OUSD and Laney facilities are not necessarily within easy walking distance for elementary school students coming from the Charter schools that have recently been established within the Chinatown area or the elderly who live or shop in the area. This section should acknowledge the need to identify community facilities, such as a youth/community center, within the Chinatown area that can provide programming space dedicated to services for youth and young adults, and a shared community meeting space for multi-generational use in order to address the neighborhood needs for a safe space that can provide opportunities for youth and community members to gather and socialize to increase *social cohesion, mental health and well-being*, and physical activity, thereby increasing overall community health
- The plan continues to highlight how Lincoln Elementary School is currently already over capacity, and the other small elementary and high school in the planning area are closer to the Eastlake neighborhood. The middle school and high schools serving a large number of students in the planning area are actually located in other neighborhoods. Given the plan is promoting family housing to be prioritized for this area, it needs to identify specific sites for the anticipated increase in students.
- The increased capacity needed by schools to educate increasing numbers of students also creates increased demand for open space and programming that is used by the students. Currently, Lincoln Elementary School and the adjoining Lincoln Square recreation center illustrate how much need there is for open space and programming in the neighborhood.
- Laney College should continue to work on making the campus more connected to community members living in the surrounding neighborhood. Ideas could include offering more job training programs that serve immigrant community members, providing course instruction in community center facilities, and creating accessible and safe pedestrian connections between Eastlake and Chinatown.

8.5 Initial Approach: Community Benefits

The Plan definition of Community Benefits “as community amenities and services that are essential to a sustainable, diverse and highly livable neighborhood” is a co-optation of the term, and not what is meant by the Coalition when referencing Community Benefits.

Historically, community benefits are a recognition of the impacts of development and are negotiated to ensure that the neighborhood/ community most impacted by developments that occur in their neighborhood, receive benefits that mitigate those impacts. Activities and investments that insure the success of the development, or that relieve the city of its role in

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providing city services, are not a community benefit as above defined, but a strategy for meeting levels of service established by the city.

In the case of the Lake Merritt Station Area Plan, the community benefit discussion must acknowledge a historical dynamic in which redevelopment resulted in the taking of land for development purposes, *at the expense of* local neighborhood and ethnic communities. This is a historic pattern of urban redevelopment, not unique to Oakland, but in this particular case, the developments that occurred are predominately public-serving entities - MTC, BART, Laney College, Peralta College District, Oakland Museum, Alameda County and the 880 Highway. These developments reduced the total land mass and population of Chinatown, and, at best, serve Chinatown incidentally, not intentionally. The community and this Coalition refuse to allow the continued subservience of its physical fabric and neighborhood development to the solving of regional problems and strategies.

The Chinatown Coalition would like the Community Benefit discussion of the plan to be reframed in the context of Neighborhood Benefits and at a minimum include an intentional analysis that balances neighborhood and regional benefits. An example of this would be the issue of park space, with current recommendations to add significantly more regional-serving versus neighborhood-serving park space into the plan area, even though analysis clearly states the inadequacy of neighborhood-serving parks for existing populations, much less future additional population. The need for neighborhood-serving parks' expansion and improvement needs clearer direction and commitment in this specific plan.

Good development with active ground floor street frontage is not a community benefit, it is a community standard. The Chinatown Coalition welcomes development, but believes that more refined and rigorous development scenarios can strengthen the neighborhood fabric and result in success for both the project and the project area.

Neighborhood benefits are a critically important component for supporting the vibrancy and growth of the Chinatown neighborhood and residents. Without a clear mechanism for the provision of necessary neighborhood services, there is tremendous threat that our community will have to bear the impact of increased population, heights, density, traffic, and displacement pressures.

As it is written now, the Plan does not provide a concrete approach for achieving neighborhood benefits. The list of possible strategies does not guarantee the provision of necessary neighborhood benefits, and the one required new strategy in the emerging plan (tying height limits to the provision of benefits) has been eliminated in the current version. There needs to be a mechanism for quantifying neighborhood benefits and expressly linking these benefits to the strategies. As currently written, the list of possible strategies are not required and are without specific requirements. The plan essentially does not provide any mechanism to achieve the community development needs that have been repeatedly expressed by community residents.

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The plan needs to develop an adequate and more specific proposal for ensuring the outcomes identified by the community and this process in its vision for a high density, active transit oriented neighborhood that is economically and culturally diverse. Additionally, it should create a platform and/or prescribe a process for future developments in this area to engage with this community and coalition to ensure developments will provide needed and accepted community benefits in the future. We cannot support a plan that does not provide a clear, specific, and required process for ensuring our community receives tangible benefits to achieve our vision for an economically and culturally diverse neighborhood.

8.6 Affordable Housing

As part of our vision for an economically and culturally diverse neighborhood, the ratio of affordable and market rate housing is key for sustaining the vibrant cultural and retail district. Chinatown is one of the region's most successful retail districts that both meets the needs of the local mixed income community and serves as a regional destination for the East Bay Asian community. The community generated \$57 million in retail sales in 2008, representing the city's fifth largest neighborhood retail district, and sales have grown 84% since 1994, compared to 1.7% for the city as a whole. Affordable housing currently represents 30% of the existing housing in the neighborhood, and the 30/70 ratio of affordable housing/market rate housing has shown success in sustaining a vibrant retail district. Future housing in the planning area should also reflect this ratio, enabling workers the opportunity to live close to their jobs.

The latest draft of the plan does not include our goals for ensuring that housing is built for all income levels in Oakland. Our housing goals include the following:

- Requirements for new mixed-income housing development with at least 30% of units in the planning area affordable to families below 60% AMI (\$55,000 for a family of four), including extremely low and very low-income community members. This requirement will support housing for a healthy, diverse mix of incomes, ranging from the lowest income to Oakland's actual median income to higher income residents.
- The development of family housing larger than 2 bedroom units.
- Protections against direct displacement from demolition of existing housing and businesses.
- A strengthening of tenant rights protections for community members against involuntary displacement through gentrification and rising housing costs.
- The Chinatown neighborhood should benefit from publicly-owned parcels, including the development of affordable housing, active park space, and community centers.

Our vision for an economically and culturally diverse community requires a match between housing affordability and jobs. Currently, 54% of workers in this neighborhood are working in the service employment and retail sectors, and typically cannot afford market rate housing.¹¹ The preferred plan anticipates that most job creation will be in the area of office and retail jobs. Housing needs to be made affordable for the workers, whether they are waiting on tables, cleaning offices, or selling merchandise for less than \$12 per hour. Therefore, it is essential that no less than 1,305 to 3,150 of new units be made affordable to current residents, students, and workers. Also, in accounting for new growth, we need to recognize that almost two-thirds of

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Oakland residents are earning less than \$75,000,ⁱⁱⁱ and attracting new residents to the neighborhood will require housing that is affordable to a range of incomes.

Similar to the previous discussion around neighborhood benefits, the plan does not outline a concrete approach for achieving the necessary 30/70 ratio of affordable to market rate housing. Knowing the reality of the difficulty in financing affordable housing, a list of possible strategies does not provide any reassurances that affordable housing will be achieved to the extent that is necessary to keep this neighborhood economically and culturally diverse.

In addition, current existing laws, such as just cause and rent control, are not sufficient to prevent displacement in the neighborhood. Given the immense development pressures that are occurring around transit stops and BART stations all over Oakland, the City's just cause and rent control ordinances should be updated to protect housing from becoming increasingly unaffordable. The discussion of an expansion of condominium conversion policies to the neighborhood is incredibly important and should be required, and the lowering of height limits should be applied to more blocks in the planning area (rather than only along a portion of 7th Street). Please see our comments in Chapter 4 for further discussion.

We cannot support a plan that does not have an adequate and more specific proposal for ensuring our vision of an appropriate mix of housing can be achieved. Additionally, it should create a platform and/or prescribe a process for future developments in this area to engage with this community and coalition to ensure developments will provide the appropriate jobs/housing balance that is needed.

ⁱ Bharia R, Rivard T. 2008. Assessment and Mitigation of Air Pollutant Health Effects from Intra-urban Roadways: Guidance for Land Use Planning and Environmental Review. Program on Health, Equity, & Sustainability, Occupational & Environmental Health Section, Department of Public Health City and County of San Francisco.

ⁱⁱ City of Oakland, "Existing Conditions Report, Chapter 6," Lake Merritt Station Area Plan.

ⁱⁱⁱ City of Oakland, "Existing Conditions Report, Chapter 6," Lake Merritt Station Area Plan.

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General Comments

- There are still references to the “Emerging Plan,” instead of the “Preferred Plan.”
- On the Illustrative Views, it would be helpful to include some street names to orient viewers.
- Starting with Chapter 6, there is some funkiness with the punctuation.

Page 1-1:

- In the first paragraph, remove the sentence that starts “The next steps...” This is repeated in the third paragraph below.
- One of the elements that still needs to be completed is an “accessibility plan.”

Page 1-3:

- The paragraph about Specific Plans is confusing. To start, it would be helpful here to explain why a Specific Plan is beneficial to the community. In addition, what does “some areas” mean— topics, or geographic areas? How is it possible to have only portions of the plan that are governed by the Government Code? What are the advantages of this approach?

Page 1-9:

- Some of the affordable housing goals listed on page 8-23 are not listed here. They are good goals, and should be added here.

Page 2-1:

- In the first paragraph, the reference should be to Figure 1.6, not 1.5
- In the fourth paragraph, the reference should be to Figure 1.7, not 1.6

Page 3-8:

- What is the justification for having non-residential development that exceeds the Market Analysis and total jobs that exceed ACTC projections? Why would the plan include more of this type of development than what the market can support (according to your analysis)?

Page 3-9:

- In footnote 3, it should read “ABAG Projections 2009”

Page 3-22:

- In the first paragraph, it should be ACTC not ABAG.

Page 3-29:

- In the first paragraph under “Plan Implications,” why is lower-density housing more feasible in the current market?
- It would be helpful to provide a definition of what “affordable” housing means. For example, what is the household income that is targeted for the units that require subsidies of \$123,000?

Page 4-7:

- The discussion of building heights in relation to construction costs is good. However, the description here is somewhat confusing for a reader that is not familiar with these terms. It would be helpful to explain a bit more about the building types. For example, “Type I without life safety” makes it sound like it is an unsafe building.

Figure 4.3:

- The “Focus Area” boundary is hard to see and the Planning Area boundary is not visible at all
- The colors for heights 3 – 6 are difficult to distinguish
- What does the category “None” mean (if not “No Height Limit,” which is #7)?
- Do the commercial corridor heights only apply to East Lake? It would be better to only have one set of height indicators.
- Fix the place where the road overlaps the legend

Figure 4.4:

- It might be helpful to include some photos of buildings that demonstrate the base / tower heights

Page 4-11:

- In the paragraph about the Draft Heights Map, the area numbers do not seem to correspond correctly to the heights.

Page 4-15:

- The first bullet under “Tower Massing” has an incomplete sentence in the middle.

Page 5-8:

- The text for footnote 9 is missing.

Page 5-10:

- Would in-lieu fees be for capital improvements only, or for expansion of programming as well?

Figure 6.1:

- The map shows improvements for Madison as well as Oak, although this is not included in the description on Page 6-2.

Page 7-9:

- Under “Curb Management” it would be helpful to briefly list the goals/purposes to be achieved by changing the way the curb space is allocated (i.e., what is the problem that is being solved and which users benefit?)

Page 7-11:

- Under “Short Term Actions,” provide more detail about what kind of security improvements at the station are envisioned.

Page 7-12:

- On third bullet under “Medium and Longer Term Actions,” fix page references
- Under “Short Term Actions,” seventh bullet: include more details about how to improve bus waiting area comfort and safety
- Under “Short Term Actions,” eighth bullet: move bus stops to the “far side” of what?

Page 7-19:

- Include a statement about how the TDM measures will be incorporated into or advanced by the plan.

Page 7-20:

- The term “existing redeveloped sites” is confusing. Use “opportunity sites”? Or “sites for redevelopment”?

Page 7-28:

- While the analysis is based on the area as a City Center/Urban Neighborhood place type, the close proximity to the regional center of downtown Oakland and excellent quality transit means the City should aim at the lower ends of the parking ranges. In fact given the availability of numerous paid parking facilities and controlled parking resources in the area, they could eliminate residential parking requirements and let developers choose to provide the level of parking that their analysis indicates the housing market will support, including use of underutilized commercial parking facilities.

Page 7-29:

- The strategies mentioned of further reducing the parking requirements through bundled transit passes and bicycle parking, shared parking, unbundled parking and carshare are highly applicable at this location and additional details will be helpful. Parking cash-out for employees should also be examined.
- In the section about unbundled parking, remove the word “fewer” in the third sentence.

Page 7-30:

- Under “Shared Parking,” what does it mean that “the parking requirement for the redevelopment west of the Lake Merritt Channel is entirely for the proposed residential uses”? Are there no parking requirements for commercial development? Why can shared parking only be implemented in Lakeside? What about shared parking for existing lots? Or sharing between residential and commercial?

Page 7-31:

- Prior to any recommendations to create additional parking, whether on-street (through angled parking) or off-street for new development, there should be a careful analysis of current quantities of parking spaces (including in structures), including occupancy, turnover, and current prices. This information should then be used in an analysis of the comparison of costs for any new parking with the cost of providing additional access for other modes. Often existing parking facilities are underutilized; the Jack London Amtrak structure is heavily underutilized. More cost effective approaches usually include wayfinding, market pricing and programs that support employees parking in structures rather than on-street.
- In the first paragraph, change “angles parking” to “angled parking”
- In the first sentence under in Section 7.7, change “county” to “country”

Page 8-1:

- In the first paragraph under Section 8.1, add “approach” to the end of the first paragraph

Page 8-16:

- Achieving Community Benefits is such an important topic that it should be its own chapter. The strategies described in Chapter 9 should be combined with those listed here so the entire framework can be seen together.
- As you refine this Community Benefits framework, it needs to include specific implementation mechanisms and emphasize certainty – so developers will know what is expected of them and community members know that the benefits will actually be achieved.

Affordable Housing Strategy

- The *Affordable Housing Assessment* done by Conley Consulting Group discusses many of the issues included here in a straightforward and concise manner. It would be helpful to include some of the more detailed information from that report in the Draft Plan.
- In general, the strategy should include specifics about the target number of affordable housing units in the plan, as well as the potential amount of funding available from the different sources and fees identified (especially something like a impact fee for affordable housing).

Page 8-18:

- In the first paragraph, should the average HH size be 1.94, as noted on page 8-19?

Page 8-20:

- Under Housing Prices, what are the implications of the statement “It is reported that a large number of buyers are purchasing distressed properties with cash as opposed to mortgage financing”?
- Under Rental Rates, it would be helpful to clarify what you mean by “relatively affordable,” since this seems to contradict earlier statements about the high proportion of residents who face a high housing cost burden.
- Under Jobs/Housing Impact Fee, clarify that funds from the Housing Trust Fund are made available to nonprofits *to build affordable housing*.
- It would be helpful to include a summary of the implications that the demographic and housing profile have on what kinds of housing is needed in the station area.

Page 8-22:

- Please define “affordable housing” in more detail. It is important to distinguish the different income groups that are served by affordable units (very low, low, and moderate), since different funding sources and implementation strategies are often required to serve these different groups.
- Are the 1,230 units in the pipeline affordable units? If not, how many are expected to be affordable?
- ABAG does not assign housing allocations to specific areas within a city. To clarify this, please replace the text above Table 8-2 with the following: *As part of the Regional Housing Need Allocation (RHNA) process, the Association of Bay Area Governments (ABAG) projects a total need of 14,629 housing units for the City of Oakland by 2014. Twenty-seven percent of these units are designated to be affordable to very low- and low-income households. Based on these city-wide allocations, the City of Oakland has determined that 1,327 housing units are needed in the Plan Area, of which 648 would need to be affordable. The affordability levels of this projected housing need is shown in Table 8-2.*

Page 8-23:

- Remove ABAG in the first and second paragraphs
- In the second paragraph, the numbers do not seem to be consistent (540 vs. 555, etc.). Also, on page 1-1, it says the plan anticipates 3,700 to 5,600 units.

Page 8-24:

- Remove ABAG in the second paragraph.
- For the affordable housing unit types, what specific steps can/will the City take to encourage these? (The description here still sounds more like a goal statement)

- If the opportunity sites in the plan come from the Housing Element, then it seems they *should* be developed as housing, not other uses (unless the City identified more sites city-wide than needed to accommodate its RHNA).
- Under Reduced Parking Requirements, the fact that 49% of area households do not own a car should be added to the section on Transit Use on page 8-19.

Page 8-26:

- The statement that “high rents support strong property values” seems to contradict the earlier statement that the area is “relatively affordable” (page 8-20).
- The section on incentives for affordable housing should be linked to the Community Benefits framework.

Page 8-27:

- The identification of the strategy related to 7th Street is important. It would be helpful to also speak more broadly about the importance of preserving existing affordable units (non-deed-restricted, since those are already protected) as a way of preventing displacement.

Tai Chi Groups
Madison Park, Oakland, CA
(E-mail address:edeveloo@yahoo.com)

December 8, 2011

Oakland Parks and Recreation Advisory Commission
Lakeside Park Garden Center
666 Bellevue Avenue
Oakland, CA

Subject: Lake Merritt Station Area Plan containing height limit proposals which may adversely affect Madison Park and Oakland Chinatown

Dear Commissioners:

On December 14, 2011, subject Plan will be presented to you for approval. In the "Preferred Plan" (page 4-14 of the subject Plan) the proposed height limit for 3 blocks next to Madison Park has been established at 485 feet. This equates to possibly 3 blocks of structures each of which is nearly 50 stories, adversely affecting Madison Park as well as possibly overwhelming the neighborhood character of Chinatown. As such, we request the Commissioners' attention on this issue for possible reconsideration.

Presently there is a base of over a thousand people that use Madison Park for exercising. Of that number, approximately 200 to 300 people show up every morning to do tai chi, etc. These folks are concerned that structures 50 stories high may block out sunlight as well as creating a wind tunnel condition in the area. We therefore urge that you call for a shadow study as well as a wind tunnel study to better understand the impacts on Madison Park.

Please also take into consideration that a 50 story structure may indeed be too high and out of place for Chinatown. The Kaiser Center Building by Lake Merritt where BART Headquarter is now located, is 28 stories. The beautiful complex at 1200 Lakeshore is 23 stories. The senior facilities known as Noble Tower on Lakeside, is 15 stories. On top of all this, the immediate neighborhood of the subject area is 2 and 3 story structures. So, while we fully support the development of BART's transportation village, we feel that the height limits should be reconsidered.

Thank you very much for your time.

Edward Loo
Madison Park Tai Chi Rep

Copy to via e-mail:

Lake Merritt Station Area Plan (Lake_merritt_plan@oaklandnet.com)

Oakland City Council (pkemighan@oaklandnet.com)

BART Board of Directors (robertraburn@covad.net)

Oakland Chinatown Coalition (asyee@aol.com)

Oakland Chinatown Chamber of Commerce (oaklandctchamber@aol.com)

TRANSFORM



December 7, 2011

Ed Manasse
City of Oakland
Community and Economic Development Agency, Planning
250 Frank Ogawa Plaza, Suite # 3315
Oakland, CA 94612

Re: Lake Merritt Station Area Plan – comments on Draft Preferred Plan

Dear Mr. Manasse,

The following are TransForm's comments regarding the Community Preferred Plan.

Chapter 7.6 Parking

I. On and Off Street Parking

A parking management district (PMD) should be created within the Station Area to facilitate the shared parking policies recommended. It appears that the community might also be interested in creating a PMD, not enough information has been presented to take advantage of this strategy as a way to not only ensure better vehicle access but to also potentially generate funding for desired streetscaping improvements or to generate funding for local match components of grants for streetscape improvements.

- 1) A section describing current parking demand and behavior for offices and Chinatown need better illumination. Are there ANY studies that can be referenced that would document what the existing condition is?
- 2) Document current history of shared parking or efforts to coordinate parking resources.
 - a. stakeholders should be contacted to discuss what process is needed to develop a shared parking strategy or at least inventory the hurdles to participating in a shared arrangement.
- 3) Page 7-30 Explain what this means: "Since the parking requirement for the redevelopment west of Lake Merritt Channel is entirely for the proposed residential uses, shared parking can only be implemented in the proposed redevelopment in the Lakeside neighborhood." What are the boundaries of the Lakeside neighborhood? Do you mean mostly residential rather than entirely?

II. Ped/Bike Access

1. Provide streetscape cost estimates for each element suggested for improvement: cost to bulb out intersection, cost to add lighting along 2 block faces, cost to add trees for two block faces;
2. Provide total cost estimates for each streetscaping scenario so the public can compare;
3. Provide cost estimates for implementing all improvements proposed in Figure 7.1 regardless of which street configurations are used. Ideally show what is allocated in existing CIPs, what

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- could be reasonably funded through new development and what costs remain to fully pedestrianize the station area to the extent proposed in Figure 7.1;
4. Include maps showing existing sidewalk widths throughout the plan area and what areas will definitely see sidewalk widening. Overlay with locations where produce market is known to be displayed on the street. This will allow community to know which sidewalks will definitely be widened, particularly given a legislated 5' clear travel width described on page 7-33 (which is confusing as stated; "...not less than five (5) four [sic.] in width for the use of pedestrians.");
 5. Be more clear about which streetscape options will definitely result in sidewalk widening and explain where widening is only for curb bulb-outs or clearly state that widening is proposed for the length of the block, in addition to bulb outs;
 - a. Make the dashed line showing existing edge of curb more visible and highlight what it represents in all diagrams showing sidewalk widths;
 - b. Make sure the "before" schematics actually represent the after shots. The diagrams on what are pages 6-16 and 6-17 show "before" diagrams as 10th and Fallon rather than 10th at Madison. These are two very different before scenarios and it is not clear what is different between existing and proposed;
 - c. Increase the size of the numbers to be legible in the "before" scenarios.

III. Additional Funding Mechanisms (Economic Development Strategies 9.3)

1. Include more information about the Downtown Community Benefit District. Show total district budget and cost of assessment per squarefoot. Show their average budget for cultural events, district promotions, streetscaping, and cleaning.
2. Please include the Temescal Parking Benefit District pilot study as a local example.

Additional Parking and Circulation Policy Changes

- 1) Page 7-29 "Require" unbundled parking instead of "Provide";
- 2) Consider street treatments in the heart of Chinatown on 8th and 9th Streets, between Harrison St. and Broadway to be similar to those proposed for Fallon St. between 8th and 9th Streets as seen in figure 6.3 with the description "Option B" (what is Option A?), and described as "Plaza with Narrowed lanes, Widened Sidewalks, Street Amenities at Frontage, and described as "Modify Street: Pedestrian / Vehicle Plaza" in diagram 7.3;
- 3) Ensure business outreach happens in Chinese to solicit applicants to façade improvement program. Inventory current use of program relative to other business districts. Show if Chinatown is getting it's fair share;
- 4) As a Transit Oriented Development area, the pedestrian should be given priority in the new plan. The community has made it clear that we believe reverting back to a series of two-way streets (versus existing one-way street grids) will make the community safer and more pedestrian friendly, and it should be studied. A traffic analysis should be conducted of traffic on 7th, 8th, 9th, Webster, Franklin, and Harrison streets, all of which have been identified as key pedestrian corridors;

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- 5) Future bilingual wayfinding signs should include ¼ mile- 5 min walking distances and ½ mile 10 min walking distances. This metric reminds everyone how far average people are willing to walk. Currently walking across the plan area from end to end feels further than it actually is because of the lack of pedestrian safety features and more uniform streetscape design. As the plan area is built out, it is important for everyone to think in terms of 5 minute walking distances as all the land use districts are proposed to be named as variations of pedestrian zone types.

We Applaud:

- 1) Mentioning Parking maximums and potential for reduced parking requirements if projects provide TDMs including free transit passes or free carshare memberships. Consider a parking maximum of 1 space/1,000 sf of retail, since this is what was used in the market feasibility analysis.
- 2) Mentioned connection between housing affordability and parking requirements. Next step is to recommend what reduced parking requirement ratios should be considered for dedicated affordable housing, which also provides transportation demand management.
- 3) Parking pricing is included as a strategy for encouraging alternative modes. However, we suggest that this strategy be adopted as a primary strategy to promote parking availability and access to businesses. To support that, the plan should include a performance target of a maximum 85% parking occupancy and 15% vacancy at any given time and rely on varying the cost of parking by time of day and street face to meet that demand. See the San Francisco Municipal Transportation Agency's "SFPark" (www.sfpark.org) program as an example.
- 4) Including suggestion of parking maximums, although they should be applied to commercial parking, not just residential.
- 5) To best improve parking in the district, it would be best to take a district wide approach and pool in-lieu parking fees collected from new development for the construction of public/private garages.
- 6) We strongly support the new language around implementation of policies to mitigate potential noise and air quality impacts to address the neighborhood's proximity to I-880 and other high volume roadways.

Chapter 8 – Community Resources

Section 8.3 highlights how active, usable open space is essential to community health. Community members utilize open space for a range of activities that have positive health benefits, such as tai-chi, dancing, badminton, basketball, etc. With the proposal for greater density in the area, community members need access to more open space. The need for neighborhood-serving parks' expansion and improvement needs clearer direction and commitment in this specific plan.

- We strongly encourage an explanation of how bike lanes have been shown to reduce traffic volumes, collision rates, noise, etc. wherever they have been implemented. Since new development is anticipated to lead to higher traffic volumes, collision rates, reduced air quality, and noise impacts from vehicles and businesses, strategies are needed to provide

TRANSFORM



alternative modes of local travel and to route Alameda, Oakland downtown, and 1-880 freeway traffic around Chinatown while allowing facilitated access to Chinatown. *Bike lanes (as proposed in the City's Master Bike Plan) coupled with a commercial loading strategy and better parking management could be an important method of reducing the negative impacts of vehicular traffic through Chinatown and throughout the planning area.* Additionally, walking and biking (which calms and reduces traffic) also helps to prevent chronic disease, reduces stress, and improves mental health. Finally, reducing thru traffic by two-way streets, widening sidewalks, and installing bike lanes will all decrease air and noise pollution.

8.5 Initial Approach: Community Benefits

We are extremely concerned that basing height limits on the provision of benefits has been eliminated from the Draft Preferred Plan. There needs to be a mechanism for quantifying neighborhood benefits and expressly linking these benefits to implementation strategies. This could be done by changing the relevant text on page 8-16 to read "Relaxing height standards in exchange for benefits, such as higher ratios of affordable housing". "Air rights" are part of the public realm and should not simply be given away without exchange for public benefits that go beyond the potential to increase property and sales tax revenues for the City. We acknowledge that the draft plan clearly states that strategies to achieve affordable housing will be more clearly outlined in the Area Plan, however, we do want to express our deep concern and our readiness to work more closely with the City and or it's consultants to develop strategies that will address this.

8.6 Affordable Housing

As part of the Great Community Collaborative's vision for an economically and culturally diverse neighborhood, a balanced ratio of affordable and market rate housing is key for sustaining any livable community. Affordable housing within any Transit Oriented Development (TOD) makes it possible for workers of the shops and services within the TOD to be able to live nearby, thereby reducing greenhouse gas emissions and vehicle miles traveled for the region. Chinatown is one of the region's most successful retail districts that both meets the needs of the local mixed income community and serves as a regional destination for the East Bay Asian community. **Affordable housing currently represents 30% of the existing housing in the neighborhood, and the 30/70 ratio of affordable housing/market rate housing has shown success in sustaining a vibrant retail district. Future housing in the planning area needs to reflect this ratio, enabling workers the opportunity to live close to their jobs.**

The latest draft of the plan still does not clearly meet TransForm's goals for ensuring that housing is built for all income levels in Oakland. We recognize that the current Draft plan clearly states that the Area Plan will reflect strategies to meet this need, and we hope that when it does, it reflects the following:

- Requirements for new mixed-income housing development with at least 30% of units in the planning area affordable to families below 60% AMI (\$55,000 for a family of four), including extremely low and very low-income community members. This requirement will support housing for a healthy, diverse mix of incomes, ranging from the lowest income to Oakland's actual median income to higher income residents.

TRANSFORM



- A strengthening of tenant rights protections for community members against involuntary displacement through gentrification and rising housing costs
- Designating publicly-owned parcels to be used for the development of affordable housing, active park space, and or community centers.

Our vision for an economically and culturally diverse community requires a match between housing affordability and jobs. While we welcome developing most of the new housing for people of higher incomes as an investment in the community and as a catalyst for new development and reinvestment, 54% of the workers in the neighborhood are working in the service employment and retail sectors and typically cannot afford market rate housing.¹ As indicated by the study we submitted last time, the preferred plan anticipates that most job creation will be in the area of office and retail jobs. Housing needs to be made affordable for the workers in the area, whether they are waiting on tables, cleaning offices, or selling merchandise for less than \$12 per hour, as so many of them do now and will in the future. Therefore, it is essential that no less than **1,305 to 3,150** of the total new units be made affordable to **low-wage workers, seniors, and students**, and strategies need to be more clearly spelled out in the plan as to how that can be accomplished.

In addition, current existing laws, such as just cause and rent control, have not been sufficient to prevent displacement in the neighborhood. Given the immense development pressures that are occurring around BART stations in Oakland, the City's just cause and rent control ordinances should be updated to protect housing from becoming increasingly unaffordable. The discussion of an expansion of condominium conversion policies to the neighborhood is incredibly important and should be required, and the lowering of height limits should be applied to more blocks in the planning area (rather than only along a portion of 7th Street).

We thank you for the opportunity to provide input in this portion of the planning process. We look forward to seeing how you will address the concerns and comments that we and others in the community have expressed in the Draft Area Plan

Sincerely,

Joél Ramos
Community Planner

¹ City of Oakland, "Existing Conditions Report, Chapter 6," Lake Merritt Station Area Plan.

BART Comments

p. 2-1 14th Street Corridor. The section needs to provide more urban design / structure framework about the importance of 14th Street for the City of Oakland, even for key uses outside the study area. Shouldn't it be a ceremonial street that links Oakland City Hall to Lake Merritt?

p. 3-7 Public Open Space. Scenario #1 - "half-black plaza" ???

p. 4-3, Figure 4-1 Land Use Character. The plan envisions future development on Peralta property west of East 7th Street. Why does is the character "institutional" as that is not consistent with vision?

p. 4-16, Location of Parking Entrances. For large lot development, or on corners where possible, the location of entrance points to parking lots and structures should avoid conflicts with primary transit and pedestrian streets. Side streets or alley ways are preferred locations.

p. 4-17, Green Buildings. Consider requiring Electric Vehicle (EV) charging stations for major development. Unclear if the City has a recommendation on the number or percent of EV spaces. Three big city consortium, including Oakland, is developing standards.

p. 5-3, Figure 5-1 Open Space. Only 2 of the 4 BART station portals at the Lake Merritt station are shown in blue. They should all be the same color blue.

p. 5-5, OSCAR. OSCAR appears be used several times before it is defined on p. 5-14.

p. 6-2, streetscape / Jack London. In addition to creating better connections to Chinatown, the area also needs better connections from Jack London / Warehouse District to the Lake Merritt BART Station.

p. 6-2, streetscape / bus. There should be some discussion of streetscape improvements to speed bus transit in specified corridors, especially the 11th / 12th couplet (per MTC Transit Sustainability Project).

p. 6-5, Bullet #3. Bulb outs may not work in all situations. For example, on Oak Street between 8th and 9th, bulbs would take valuable curb space needed for kiss and ride, bus and taxi zones.

p. 6-5, Bullet #4b. Phase 3 (Option B) could be problematic if vehicles double park.

p. 6-8, Section 6.4. This section should have some discussion about streetscape improvements needed to improve bus speeds, especially on transit priority streets such as the 11th / 12th couplet (per MTC Transit Sustainability Project).

p. 6-11, Oak Street. Corner bulb-outs may not work between 8th and 9th streets.

p. 6-22, Figure 6.3, I-880 underpass. Is there any evidence (or anecdotes) that the installation of walls along the I-880 underpass at Oak and Webster will improve public safety (or at least the perception of public safety)? Does OPD have an opinion on this?

p. 7-2, Figure 7-1, Circulation Improvement Strategy. There should be a designation for transit preferential streets. How best to improve surface transit operational speed in order to provide better service? See MTC TSP work, and potential fund sources through RTP.

What is the significance of the black line on 10th St., b/w Webster and Madison?

p. 6-5, 3rd bullet. Pedestrian Signage / Wayfinding. Any new wayfinding program should build off of the existing Chinatown area modular wayfinding program that was implemented by the City a few years ago to better connect to regional transit. The design for this came out of an earlier collaboration with City, community and BART. The current wayfinding does extend as far as the Lake Merritt BART station (MTC / ABAG building).

p. 7-9, 4th paragraph. Kiss and ride area potentially identified on 9th Street requires further examination.

p. 7-9 (and 7-11), Bicycle Access to Lake Merritt BART (first paragraph). To clarify on bike access to LM, revise to "... allows bicycles onboard BART trains during commute hours." Should also be noted that bicycle access demand is expected to increase with the opening of the BART extension into Santa Clara County / Silicon Valley in 2018.

p. 7-9, Station Capacity (2nd paragraph). While it is true that the station does not have any identified peak period capacity constraints during normal conditions, BART does have concerns about the ability to safely accommodate peaking due to special events (such as from the proposed Victory Court Ballpark, or major events at the Oak-to-Ninth waterfront). It is unclear until we see analysis from the Ballpark EIR. In the meantime, the statement should be revised to the following: "Although the Lake Merritt station is not expected to have any capacity constraints related to the station itself in the future under normal peak commute conditions, ..."

p. 7-9, Transit Mode Share (2nd paragraph). What is the basis of a 23% transit mode share (Dowling, 2003)? For the Kaiser Center FEIR that was completed in 2010, the City used a 30% transit mode share. Appendix G.5 of the Kaiser Center DEIR has an AECOM memo on mode share (Oct. 17, 2008). Table 1 of that memo shows a transit mode shares for commercial office clusters within downtown of Oakland, with a range of 55% for the City Center (12th Street BART) and 30% for the rest of downtown (source cited is Dowling, 2003). An additional data point is a 27% mode share from the 2000 Census data for the broader downtown Oakland. All of these are higher than the proposed 23% for LM.

The AECOM memo also indicates that for the "rest of downtown" that the highest transit mode share are achievable with aggressive transportation demand management programs:

It must be stressed that for the transportation surveys distributed in Metro Center, County Center, and some Upper Downtown office buildings such as the Caltrans Building, the transit mode share tended to be higher than other office buildings in the "Rest of Downtown" area, as the aforementioned office buildings contain offices of State and County public agencies. State and County agencies provide transit subsidies as part of employee benefits, therefore resulting in a higher transit mode share than typically observed at other office buildings. (Kaiser Center DEIR, Appendix G.5, AECOM, p. 4)

pp. 7-9 / 7-10, **Section 7.2 Station Access Improvements.** Proposal being reviewed by BART Police and M&E. Will get you their comments, if any, next week.

p. 7-10, **Short Term Actions, 1st bullet.** Issue with installation of meters in front of residents.

p. 7-10, **Short Term Actions, 2nd bullet.** Don't agree with this strategy (restricting curb passenger loading zones to occupied vehicles during peak commute hours) as it is difficult to enforce.

p. 7-10, **Short Term Actions, 2nd bullet.** Or one bus, taxi and kiss and ride. Additional bus zone needed on north side of 8th between Oak and Fallon.

p. 7-10, **Medium and Longer Term Actions, 5th bullet.** Where should the electric vehicle parking/recharging stations be located?

p. 7-10 / 7-11, **Bicycle Access.** To clarify this section, BART attempts to provide a variety of bicycle parking choices at each station. The basic program includes both racks (for short-term, quick parking) and lockers (for longer-term, higher security parking). Where demand is high, BART also seek to compliment these choices with a high-capacity / high-security facility. As identified under Medium and Longer Term, depending on demand, BART should work with future developer and City to expand bicycle commuter parking in a high-capacity facility as part of a new development. As identified, there may also be opportunities for a shared facility with Laney College.

In the short term, bike parking is currently at capacity both on racks and electronic bike lockers. Within the next two years we will be adding additional lockers through existing capital grants (number TBD) and we will be adding additional wave racks (3-4 with a capacity of seven bikes each).

p. 7-11, **Medium and Longer Term Actions, 2nd bullet.** Improve ped path from parking lots under I-880 to BART station.

p. 7-12, **Short Term Action, 1st bullet.** "... designating the curb edge for buses, taxi and kiss and ride."

p. 7-12, **Short Term Action, additional bullet.** Install bus, taxi and passenger pick up directional signs in station.

p. 7-12, Short Term Action, 4th bullet. Increase areas on 8th Street between Oak and Fallon.

p. 7-12, Shuttles. The narrative should also note the potential for expanded shuttle or AC services (and curb space) due to future Oak-to-Ninth development, and/or the Victory Court Ballpark proposal.

p. 7-19, 2nd bullet. City of Alameda is also a key destination for shuttle service.

p. 7-26, BART Parking.

p. 7-26, Other Parking Lots. Explore expanding and/or sharing BART riders.

p. 7-26, Other Parking Lots. Parking fee of \$2 is too low to promote use of transit.

p. 7-30, Shared Parking. Consider shared parking for Laney and BART users.

p. 7-30, Parking Pricing. New electronic meters allow for higher prices after longer time periods. Example, cost per hour ... Hr 1 - \$1, Hr 2 - \$2, Hr 3 - \$4.

p. 7-32, Loading Strategies, 1st bullet. Consider using meters in loading zones – charge min for time on meter helps remind zone user of time limit restraints.

Additional Comments / Questions:

Has there been any outreach to potential major office developers on the proposed land use / zoning?

Parking Requirements. Were these discussed at all?

From: Nathan Landau [NLandau@actransit.org]

Sent: Monday, December 12, 2011 4:11 PM

To: Ferracane, Christina; Manasse, Edward

Cc: Cory LaVigne; Tina (Konvalinka) Spencer; Sean DiestLorgion

Subject: AC Transit Key issues on the Lake Merritt Station Area Plan

Christina, Ed--Here are our current comments on the draft Lake Merritt Station Area Plan. These comments largely recapitulate previous ones, and also respond to new proposals in the plan (such as an extension of the Broadway shuttle). We are of course happy to discuss these with you further.

Overall--We appreciate the City's effort to develop a plan for a walkable, transit-oriented mixed use district which is developed around the needs of pedestrians, bicyclists, and transit passengers. AC Transit supports improvements to the walking environment, as virtually all of our passengers in this area walk to their bus stop. Some ways to make the transit-orientation of the Plan stronger, and to facilitate bus transit, include:

Goal 7 Transportation--We support the commitment to "Preserve and reinvest in transit services and facilities to make sure operators can continue to provide reliable services." That is an important baseline which cannot be taken for granted. However, for this city center urban neighborhood the plan should support a broader goal which might be characterized "Support transit services and facilities so that transit can be a central element of mobility for area residents." *There could be a brief explanation of this goal, which could note the hundreds of daily bus and BART trips which serve the plan area. This discussion could be illustrated with a "spider map" of all transit lines serving the plan area and their destinations.*

Transit Destinations--The Plan lists Chinatown and Jack London Square as potential "shuttle" destinations from Lake Merritt BART. it also states (p. 7-13) that the B shuttle could be extended to Lake Merritt BART. These statements are made without any analysis of existing service or travel patterns (e.g. given the closeness of Lake Merritt BART to the Chinatown core, how much demand/need for shuttle service is there?). There is no analysis of cost effectiveness or attractiveness of the many potential methods to provide improved transit in the area, nor is there any discussion of how service improvements would be funded. *The City, AC Transit, and BART should work together to analyze and define what transit improvements would be appropriate.*

Transit Streets Network Policy and Map -The plan includes a number of maps defining the circulation network. Figure 6-1 "Streetscape Vision" indicates the overall role of various streets in connecting key locations within and adjacent to the plan area. Figure 7-1 "Circulation Improvement Strategy" highlights potential locations for road diets and for bicycle and pedestrian improvements. Figure 7.3 notes "Priority Pedestrian, Bicycle, and Shuttle Improvements."

But there is no map or set of a policies which delineates the existing and/or planned surface transit network. *A Transit Streets Network Policy and map should be incorporated into the plan. The policy should indicate how key streets would be managed for transit preferential use (as BART has suggested). The policy and map would include 11th/12th St. as the principal east-west transit corridor connecting Downtown Oakland, the plan area, and East Oakland; Broadway as the primary north-south transit spine, 7th-8th St. as an important transit corridor for service to Alameda--along with the Tube entrance and exit on Webster and Harrison Sts. , while noting other transit streets. Given the importance of the transit corridor to Alameda, existing traffic congestion in this corridor must be addressed. The stronger the transit corridor, the greater the consideration surface transit should be given in streetscape changes.*

Road Diets--The plan proposes road diets reducing the number of travel lanes on a number of streets including 8th St. and an undefined segment of Webster St. We are particularly concerned about road diet proposals on our key corridors in Chinatown and to and from the Tubes. Chinatown can already experience high levels of congestion and long established practices of double parking reduce the effective capacity and speed of Chinatown streets. Even as the plan is proposing this, AC Transit is working with MTC--in the Inner East Bay

Comprehensive Operational Analysis--to identify how key trunk bus routes (such as line 51A which goes through this area) can be made faster and more reliable. 8th St. and Webster St. need to be identified as key transit corridors when they are described. *The Plan should develop proposals which improve pedestrian safety and amenity in these areas without unduly impacting bus transit.*

Two Way Conversions: We believe that the decision to defer consideration of conversion of streets to two way traffic is appropriate. Such conversions are complex and raise numerous issues for transit and other modes, particularly on major arterials. The Plan's proposed approach of seeking other methods to improve the pedestrian environment is sound. The City can continue to develop proposals for two way streets that appropriately consider the impact on all modes and on neighboring properties.

Lake Merritt Station Transit Hub--We appreciate the inclusion in the plan of the "transit hub" concept at Lake Merritt station. We look forward to continuing to work with the City and BART to develop this concept.

Nathan

January 10, 2012

Dear Mayor, Council Members, and Distinguished Community Leaders:

I own and operate my law office at 212 Ninth Street, Oakland, California 94607. I am one among 44 owners in our building. Our building is diagonally across the vacant Madison Square Park and down the street from the BART station.

The blocks which are owned by BART present a unique opportunity for Oakland. I don't believe there is any vacant land in any downtown area in the Bay Area where a developer or developers could build a project of great magnitude as afforded by these city blocks if development is permitted by the City. With its proximity to the BART station and Broadway, these blocks present one of the most exciting opportunities for growth and development and could not only increase the tax base for Oakland but turn the downtown area around.

In the last 25 years that I have been in the Bay Area and lived in the East Bay, I have seen Oakland lose retail and commercial businesses and large businesses opt out of Oakland. It is evident that we lack the ability to develop convention business because of the lack of quality hotels. We have the Marriot downtown and some small hotels, but nothing sufficient to invite businesses from bringing their employees or business partners to our city. We have a great container port but we lack the business structure to commercially connect with the port.

There are voices who want to limit building height and install green pathways in Chinatown and our area. However, those plans lack feasibility and will not bring life to the Oakland area. Under this plan, there is encouragement for development and no pull to enhance or provide business or commercial life.

We are commencing an era where there will be less and less support for cities from both State and the Federal government. We need to attract businesses who will provide jobs and generate commercial activity. It is well and good to talk about low density, but what developer will develop property given the expense of construction and the lack of return on such low density development.

I recognize that there are people who want low income housing or elderly housing and such construction can and should take place, but not at this prime location. If we limit development to such use, such use will not support business or commercial development and we are not a welfare state that can support such development. If we want to provide social services, we need a tax base to support them. We are heading for bankruptcy unless we develop our economic base and support development that creates jobs and wealth.

Broadway at one time was the most valuable property in California. We need to encourage business so that once again Oakland can become a valuable and desirable location.

The Madison Square Park has been a problem for owners and residents in this area for a number of years. Most of the time, it draws vagrants and homeless and a criminal element. People walking to and from the BART have had purses snatched and we have suffered from vandalism

and theft. There have been homeless people sleeping in the stoops of our building (which has amounted to a public health hazard inasmuch as they have urinated and defecated on our property.) The vacant park draws the criminal element and houses homeless people who are pushed away from our building. We need to end this blight. We need to live up to the potential that this City affords.

I don't think Gertrude Stein was right when she said there is no there there. However, if we do not seize the opportunity in Oakland, there will be no there there.

Thank you for your attention to this issue.

Very truly yours,

/s/ Baron J. Drexel



Land Use and Transportation Committee
Brendan Levitt, Co-Chair
Steve Lowe, Co-Chair

Memorandum

TO Ed Manasse [emanasse@oaklandnet.com] FROM Brendon Levitt [brendon@jlda.org]
City of Oakland, Planning Department Gary Knecht [gary@jlda.org]
cc Christina Ferracane [CFerracane@oaklandnet.com] DATE 21 December 2011
RE Webster Green Development Principles

To the Planning Commission:

At the recent Parks & Recreation Advisory Commission meeting Chapter 5 of the Lake Merritt Station Area Plan (Open Space and Recreational Facilities) was presented and comments solicited from commissioners as well as the general public. On behalf of JLDA, Gary Knecht asked that the Webster Street underpass be somehow designated as "open space" along with other open space shown in the plan so that the "Webster Street Green" in the Estuary Policy Plan would be connected to Chinatown and that connection between Chinatown and the waterfront could finally be made (at least on paper).

Evidently, several commissioners echoed Gary's comments, and he told me that you asked for an image of the Green that could be included in the Lake Merritt Station Area Plan. I am attaching a JPG to this email for use in that document. I am also forwarding herewith the list of development principles that were agreed upon at the recent JLDA-sponsored Webster Green design charrette:

1. The Webster Green need not be "green." It should be a linear park that is central to the Jack London District, and as such it must be in keeping with the character of the District, which is decidedly urban and industrial. While plantings, community gardens, and paths were all proposed there was general agreement that the Webster Green should not be a traditional park like Central Park in Manhattan or Golden Gate in San Francisco. It should be a series of spaces that embrace the post-industrial nature of the District.
2. The Webster Green should house diverse program elements while creating a unified and iconic place. Example uses included: picnic areas, a central gathering area and band shell, night market, food truck access, skate park, dog park, and community gardens.
3. Webster Green programs should reinforce existing building uses: where there are more residences, a dog park and community gardens; where there are more businesses, picnic areas.



Land Use and Transportation Committee
Brendon Levitt, Co-Chair
Steve Lowe, Co-Chair

4. Traffic patterns along Webster Street should change. The Green should house pedestrian and bike paths, while car lanes and parking need to be rethought. There was general consensus that Webster Street could be one lane southbound with one lane of parallel parking. This would free up 40-50' of additional street area to be appropriated for the Webster Green.

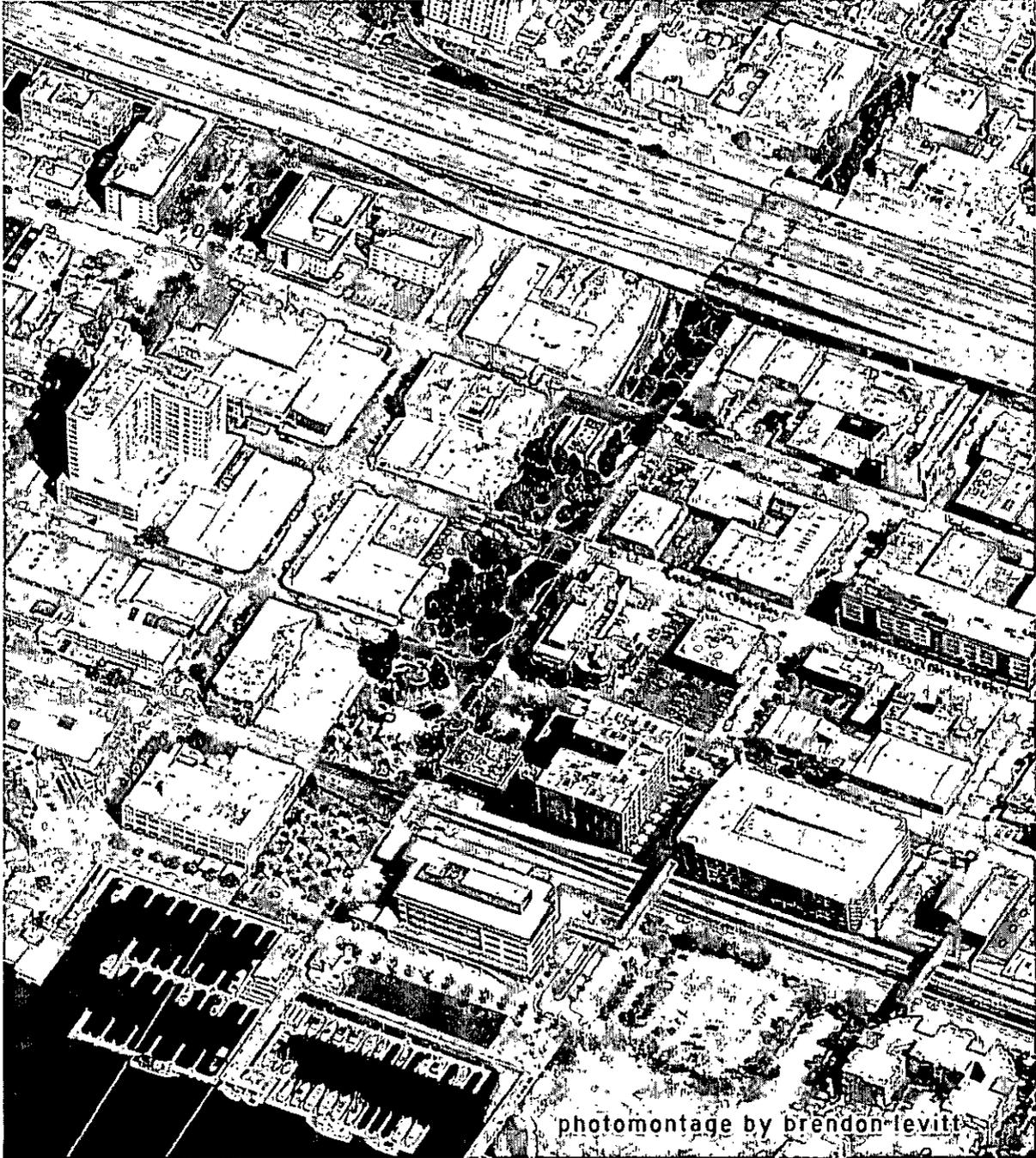
5. The intersection of Embarcadero and Webster needs to be made safer and simpler. Two ideas that emerged from the charrette were to: (a) make Webster one-way to the south, or (b) completely close Webster to traffic between Embarcadero and 2nd Street.

6. Webster Street between 6th and 7th Streets needs to be a better gateway to Jack London District and Alameda. Currently it is confusing and unsightly. Teams proposed a continuation of the Webster Green to 7th Street that would clarify traffic patterns and provide a welcoming front door to the District.

7. The Webster Green should be designed to host community events. Seasonal events could include: night market, small concerts, movies, holiday decorations, weddings, etc.

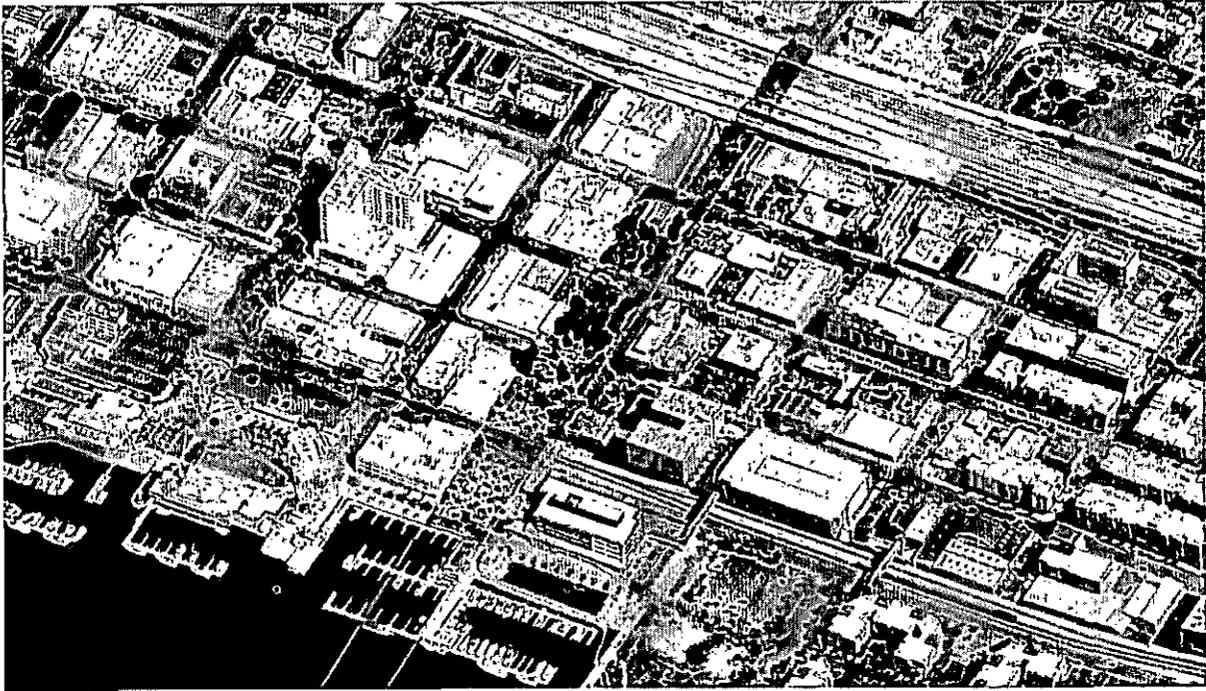
8. The Webster Green must be a sustainable development. It should foster inter-generational interactions, host a community garden for local restaurants and individuals, incorporate swales for rainwater and street runoff, use drought-tolerant planting to minimize water use, minimize pump and lighting energy use, and use recycled or reclaimed materials.

9. Webster Green will require imaginative financing mechanisms to pay for capital costs and ongoing maintenance. City of Oakland Redevelopment funds and federal grants were the primary funds discussed. CalTrans, the Port of Oakland, and BART are also significant property owners in the area who would benefit from the Green. Local businesses, non-profits, and residents would be a third tier of financing either as a Community Benefits District or as donations. In addition, the Green should be designed to generate some income from events such as concerts or festivals and from vendors such as food trucks.



photomontage by brendon levitt

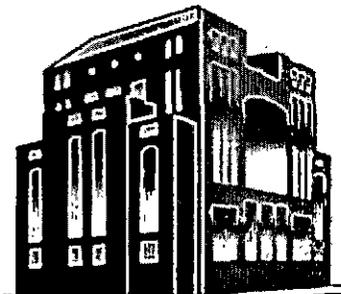
Conceptual photomontage of the Webster Green connecting Jack London District to Chinatown.



Webster Green

Jack London District Neighborhood Design Charrette

07 December 2011



Land Use and Transportation Committee
Brendon Levitt, Co-Chair
Steve Lowe, Co-Chair
contact: board@jlida.org





Land Use and Transportation Committee
Brendon Levitt, Co-Chair
Steve Lowe, Co-Chair

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Participants

Lower Webster Team A

Lee Stickles
Jerome Jacobs
Timothy Panza
Judy Moran
Denis Yurchikov

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Lara Rose
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Anne Lew
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Upper Webster Team A

Wright Yang
Paul Thyssen
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Upper Webster Team B

Damon Eaves
CK Kuebel
Margot Lederer

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Development Principles

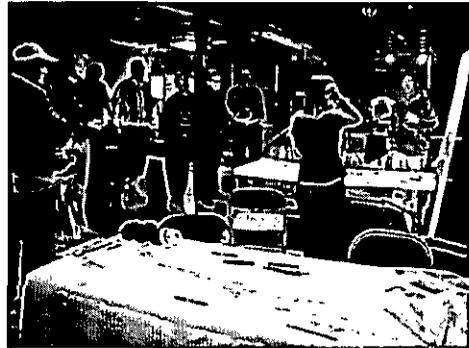
JLDA organized a neighborhood design charrette on December 7, 2011. This was a working session to discuss and sketch ideas for a potential Webster Green connecting Chinatown to the waterfront. Participants were divided into four teams: two worked on Lower Webster (Embarcadero to 4th Street) and two worked on Upper Webster (4th Street to 7th Street). All teams were asked to address specific categories of development: character, program, features, transportation, financing, sustainability, and events. After ninety minutes of intense brainstorming, the groups came together to present their ideas and discuss outcomes. This document will present the ideas discussed.

Several development principles emerged from the four teams' work.

1. The Webster Green need not be "green." It should be a linear park that is central to the Jack London District, and as such it must be in keeping with the character of the District, which is decidedly urban and industrial. While plantings, community gardens, and paths were all proposed there was general agreement that the Webster Green should not be a traditional park like Central Park in Manhattan or Golden Gate in San Francisco. It should be a series of spaces that embrace the post-industrial nature of the District.

2. The Webster Green should house diverse program elements while creating a unified and iconic place. Example uses included: picnic areas, a central gathering area and band shell, night market, food truck access, skate park, dog park, and community gardens.

3. Webster Green programs should reinforce existing building uses: where there are more residences, a dog park and community gardens; where there are more businesses, picnic areas.





4. Traffic patterns along Webster Street should change. The Green should house pedestrian and bike paths, while car lanes and parking need to be rethought. There was general consensus that Webster Street could be one lane southbound with one lane of parallel parking. This would free up 40-50' of additional street area to be appropriated for the Webster Green.

5. The intersection of Embarcadero and Webster needs to be made safer and simpler. Two ideas that emerged from the charrette were to: (a) make Webster one-way to the south, or (b) completely close Webster to traffic between Embarcadero and 2nd Street.

6. Webster Street between 6th and 7th Streets needs to be a better gateway to Jack London District and Alameda. Currently it is confusing and unsightly. Teams proposed a continuation of the Webster Green to 7th Street that would clarify traffic patterns and provide a welcoming front door to the District.

7. The Webster Green should be designed to host community events. Seasonal events could include: night market, small concerts, movies, holiday decorations, weddings, etc.

8. The Webster Green must be a sustainable development. It should foster inter-generational interactions, host a community garden for local restaurants and individuals, incorporate swales for rainwater and street runoff, use drought-tolerant planting to minimize water use, minimize pump and lighting energy use, and use recycled or reclaimed materials.

9. Webster Green will require imaginative financing mechanisms to pay for capital costs and ongoing maintenance. City of Oakland Redevelopment funds and federal grants were the primary funds discussed. CalTrans, the Port of Oakland, and BART are also significant property owners in the area who would benefit from the Green. Local businesses, non-profits, and residents would be a third tier of financing either as a Community Benefits District or as donations. In addition, the Green should be designed to generate some income from events such as concerts or festivals and from vendors such as food trucks.



Google Earth aerial View of the Webster Street corridor from Chinatown (up) to the waterfront (down).

Background

The idea of creating a linear park above the Alameda Tube on Webster Street has been around since at least 1999 when the City of Oakland and the Port of Oakland jointly published the Estuary Policy Plan:

"Webster Street Green": Webster Street (between the water and I-880) should be reconfigured to create an attractive greenway that can function both as an important pedestrian route to the waterfront and as an attractive open space amenity for the mixed-use loft district that is emerging around it. The Webster Street right-of-way is adjoined by an easement over the Webster tube to Alameda. As such, it is unbuildable. By relocating the surface parking lots above the tube, the easement and street right-of-way can be designed to create the Webster Street Green.

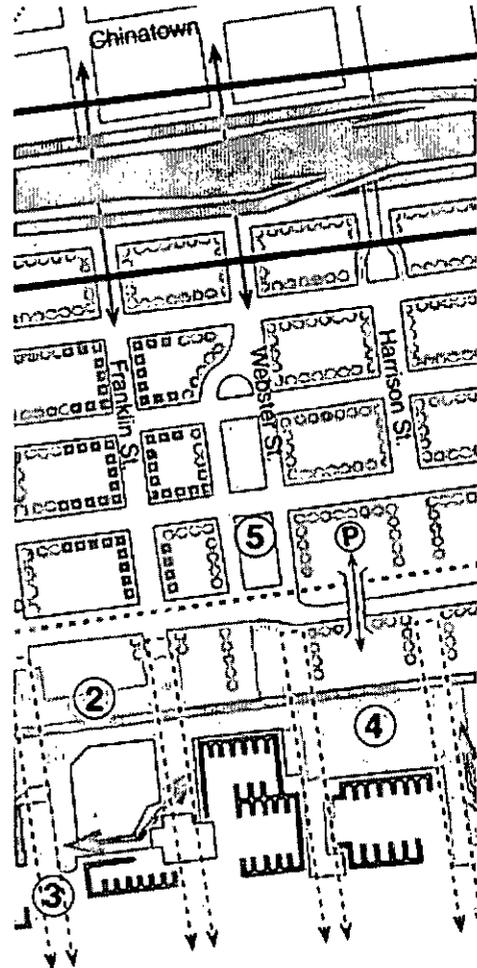
A decade later the Palm Plaza was developed at the end of Webster Street between Embarcadero and the waterfront. Subsequent development efforts have stalled, but recent work on the Lake Merritt BART Station Area Plan has identified Webster Street as an important link from Chinatown to the waterfront.

Precedents

Several types of precedents for the Green were discussed at the charrette. These were divided into the following broad categories:

- Post-Industrial Parks
- Gathering Spaces
- Linear Spaces

Examples are presented on the following pages.



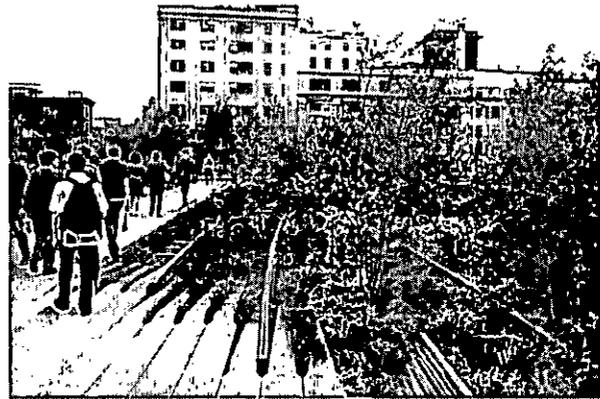
Excerpted map from 1999 Estuary Policy Plan. Label 5 shows the Webster Green.

Precedents

Post-Industrial Parks



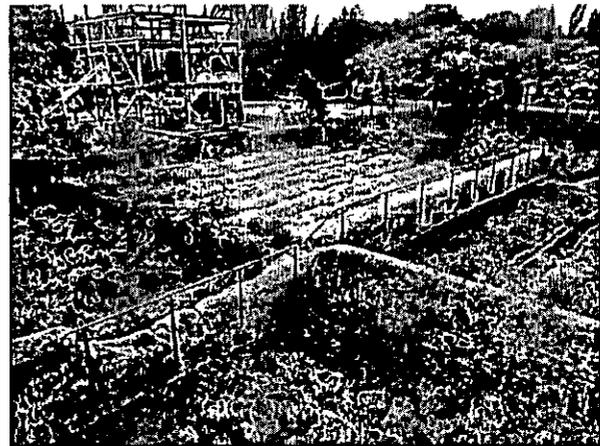
Showplace Triangle, San Francisco. Previously the intersection of 8th and 16th Streets in San Francisco, this "parklet" claims the street as park with minimal infrastructure and capital investment.



High Line, New York. Previously a derelict elevated track on Manhattan's depressed lower west side. Recent redevelopment as a linear park has dramatically transformed the neighborhood and positively impacted property values.



Gasworks Park, Seattle. The abandoned gas plant and environmentally degraded site were reappropriated and bioremediated in the 1970's and now serves as a play structure and fields for the public.



Duisburg North Landscape Park, Germany. Reuse of industrial plant by integrating a bioremediated landscape with vegetation. Here is a garden partitioned by the old foundations of a blast furnace.



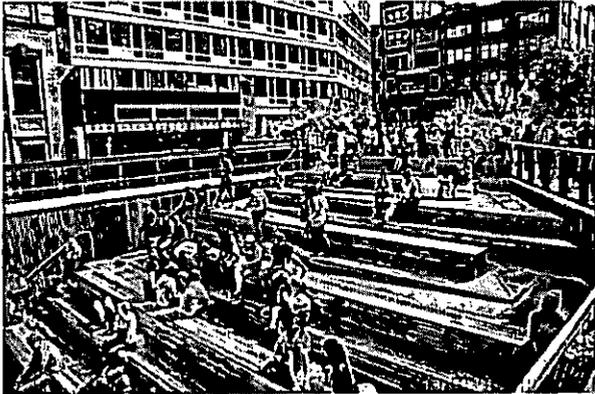
Potemkin Meditation Space, Kuramala, Japan. Post-Industrial meditation park using simple, industrial materials - a "cultivated junk yard" in the words of the designer.



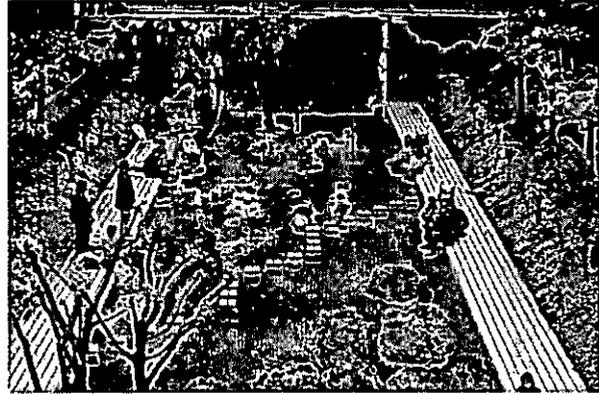
Diagonal Mar Park, Barcelona. Former industrial district along a river reinvigorated by a central park that is animated by playful sculptures, fountains, and oversized planters.

Precedents

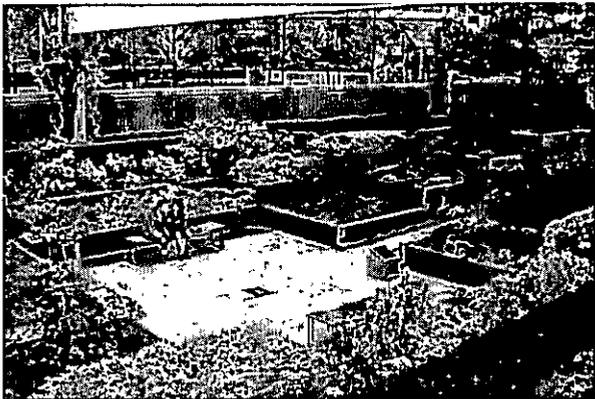
Gathering Spaces



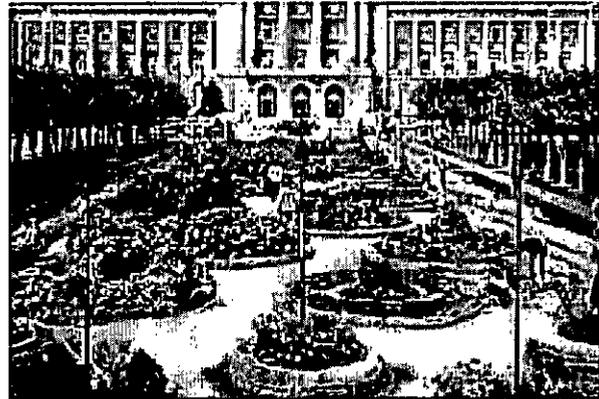
High Line, New York. Wood steps and a board walk create a small informal gathering space along a linear promenade.



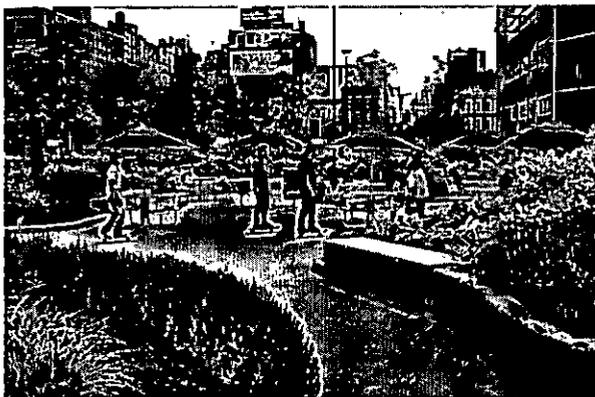
Pare Andre Citroen, Paris. A dry garden forms a large, central gathering and play space that is surrounded by low benches that double as walkways.



Pare Andre Citroen, Paris. A small paved seating area is surrounded by raised planting beds that give it a sense of privacy and sedusion.



Victory Gardens, San Francisco Civic Center Plaza. Temporary installation of organic food production area serves as place of community engagement as well as a productive landscape.



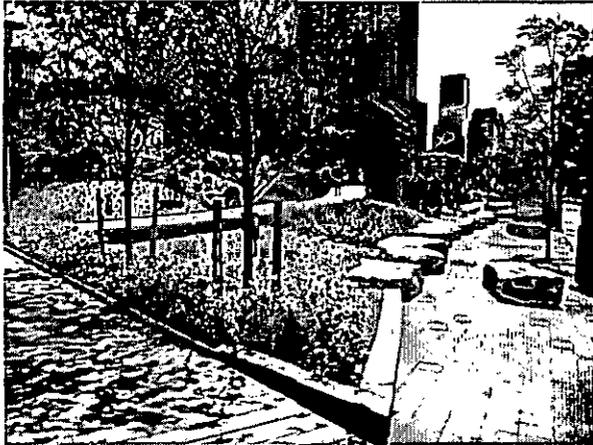
Picnic area (Location unknown). Informal seating area surrounded by raised planter beds.



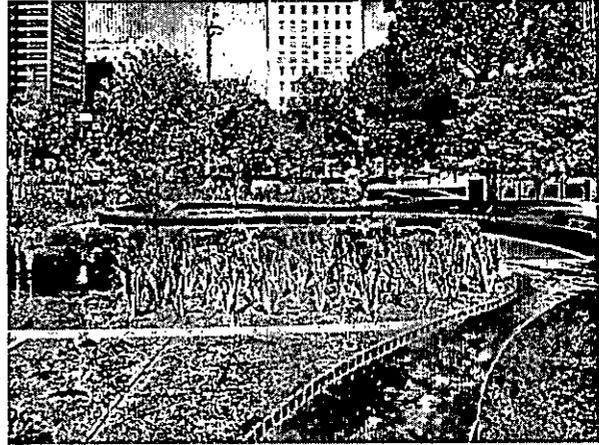
Panhandle, San Francisco. Temporary Band Shell made from recycled materials created a place for community events.

Precedents

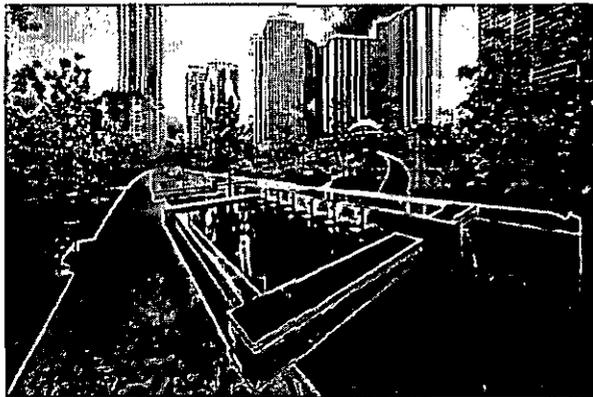
Linear Spaces



Linear Park (Location unknown). Varied paving materials and treatments of the edges create spatial variety.



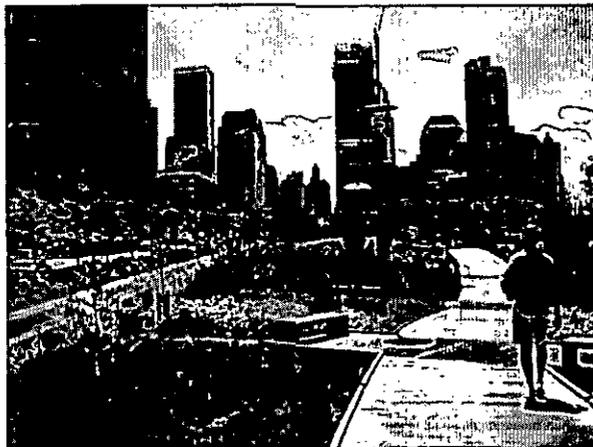
Arts District, Dallas. Curving path through linear park creates different types of spaces for solitary or community enjoyment.



Lakeshore East Park, Chicago. Simple, elegant linear promenade next to the lake uses a restrained palette of materials and elements to maximal effect.



Discovery Green, Houston. Seasonal lighting and decorations help invigorate the axial walk.



Linear Park (Location unknown). Boardwalk defines linear promenade adjacent to urban swale. Benches provide areas for small gatherings or picnics.



I-75 & I-85 Interchange, Atlanta. Simple but effective linear park where two freeways cross. Layered zones allow a variety of places to take place in very little space.

Lower Webster

Team A

Constraints

- Noise from freeway, Tube, and train
- Intersection of Webster & Embarcadero is unsafe and confusing
- Street Parking
- Physical presence of the freeway and train tracks
- Traffic study needed to see impacts on changing lane directions, reducing lanes, removing parking
- 2nd to 4th Streets lack a pedestrian scale and feel unfriendly

Opportunities

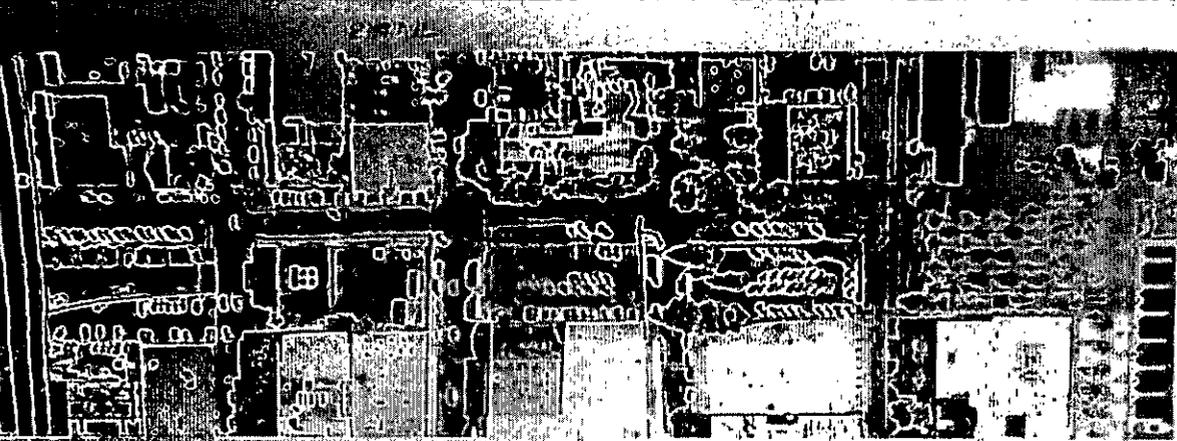
- Webster Green would help mitigate noise from freeway, Tube and train - cover trees and rubberized asphalt would help absorb sound
- Create a community meeting space (perhaps a community center?)
- Outdoor concert space or other performance space
- Establish connections with the Webster Green to adjacent program
- Create gradient of uses from waterfront to freeway that reflects the surrounding uses:
 - Embarcadero-2nd: Community Space for Performances or Artists
 - 2nd-3rd: Quiet Community Zone - passive community zone with picnic tables and benches
 - 3rd-4th: Dog Park
 - Parklets as appropriate to activate retail such as Ceruti Cellars, Blue Bottle Coffee and Warehouse Bar
- Create connections and overarching themes across entirety of Webster Green: Community, Ecology
 - Jogging and walking trail
 - Bike trail
 - Par course
 - Ecological Landscape ('what was here originally')
 - Drought-tolerant trees and grasses



Lower Webster

Team A

JLDA	OPPORTUNITIES	CONSTRAINTS
	<ul style="list-style-type: none"> DOG PARK NOISE FROM TUBE - COVER - TREES RUBBERIZED ASPHALT COMMUNITY MEETING SPACE? BLDG? OUTDOOR CONCERT PERFORMANCE PROGRAM CONNECTIONS. 	<ul style="list-style-type: none"> NOISE SAFETY EMBARCADERO TRAFFIC STUDY STUDY PARKING HIGHWAY / TRAM.



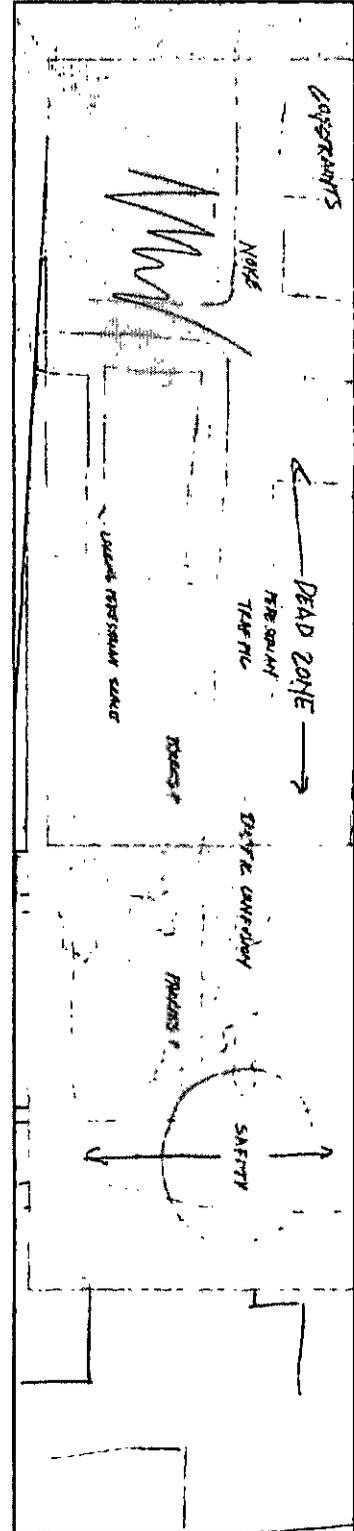
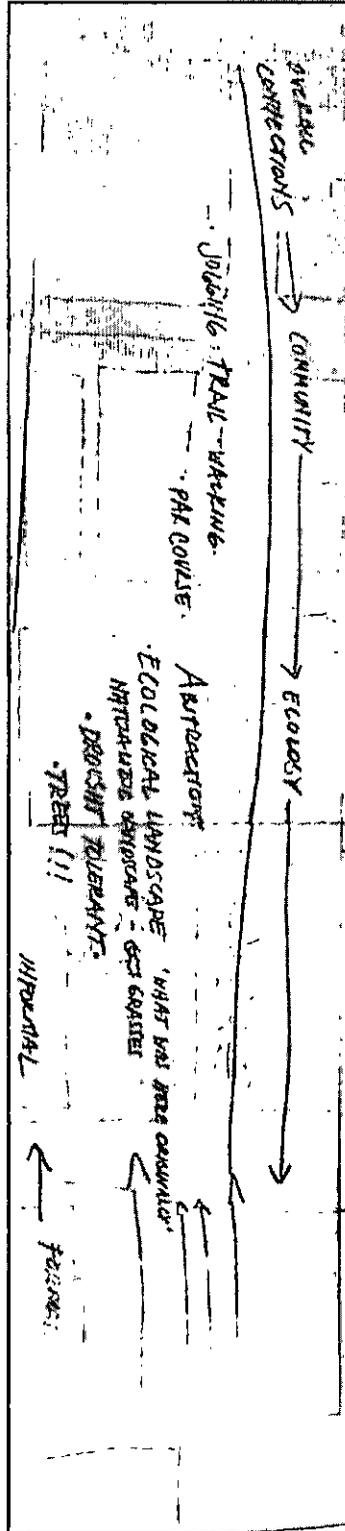
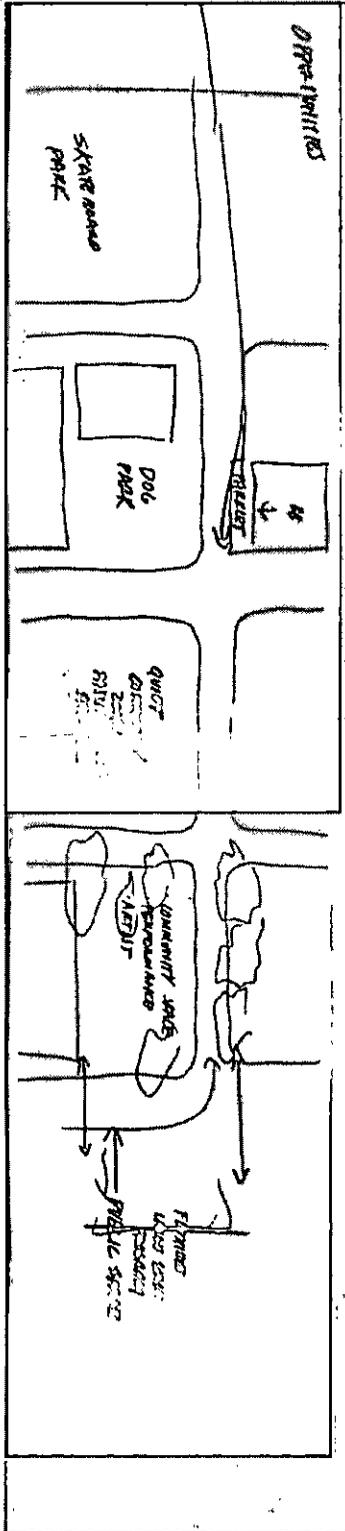
NOISE MITIGATION
 RUBBERIZED ASPHALT
 BUNGLE BOTTLE PARALLEL
 LOCAL TREE
 COMMUNITY ROOM
 FOUNTAINS
 PROGRAMS
 DROUGHT TOLERANT
 NOTIFICATION. EXAMLES
 ORIGINAL E

REMOVE ANTI-CAR PARKING
 PERFORMABLE ARTIST
 FIRE RESISTANT TREES
 SPIN DOV



Lower Webster

Team A



Blank Page

Lower Webster

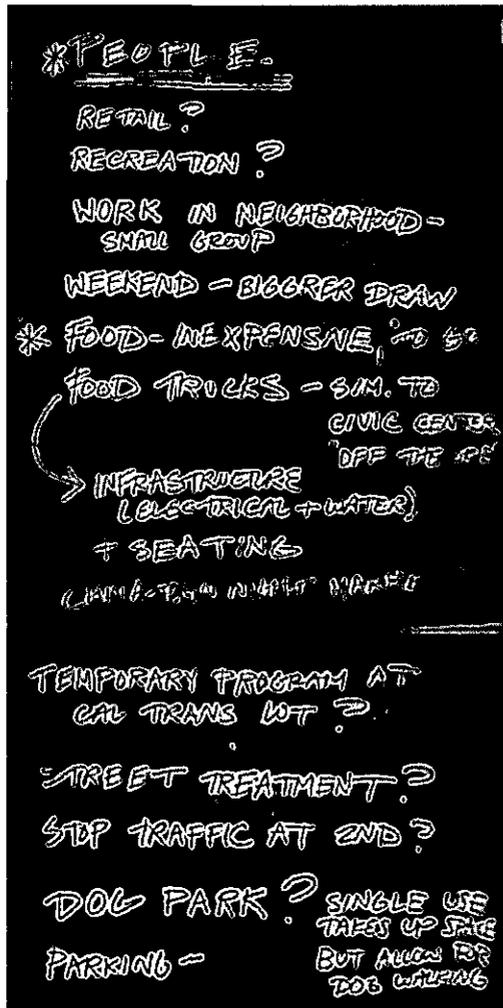
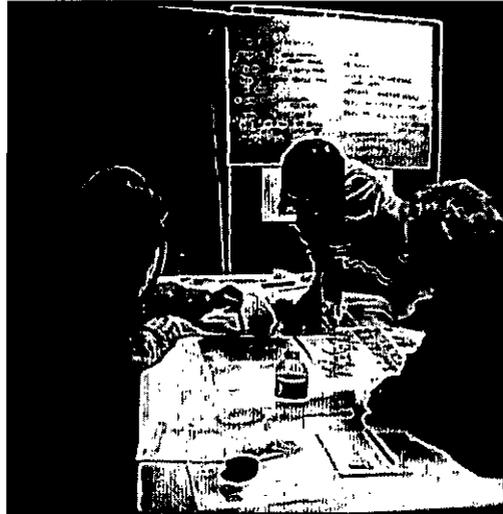
Team B

Team B echoed Team A's thoughts about creating a gradient of uses throughout the length of the Green that respond to adjacent existing uses.

They saw Embarcadero to 2nd as a zone that could connect across Embarcadero and integrate with the existing Palm Court next to Bocanova. By closing Webster to traffic along this block, they sought to eliminate the unsafe traffic conditions that currently exist while simultaneously creating continuity and connection to the waterfront for pedestrians and bicyclists. They envisioned that this zone could be home to a band shell that could house small events and a play space that expands to fill not only the existing parking lot above the Tube but also the whole of Webster Street.

From 2nd to 3rd, the Webster Green could transition to a space that caters more to the office tenants in the area. A picnic grove and a clearing for food trucks could be a major draw for neighborhood businesses and residents alike. The team emphasized that the growing trend of high quality, low cost food trucks would be in keeping with the cultural heritage of the area as a produce warehouse district. It would also create synergies among other existing establishments such as Cerruti and Blue Bottle. This area would be especially attractive to food trucks if the Webster Green were able to offer integrated utilities such as electricity, power and waste disposal.

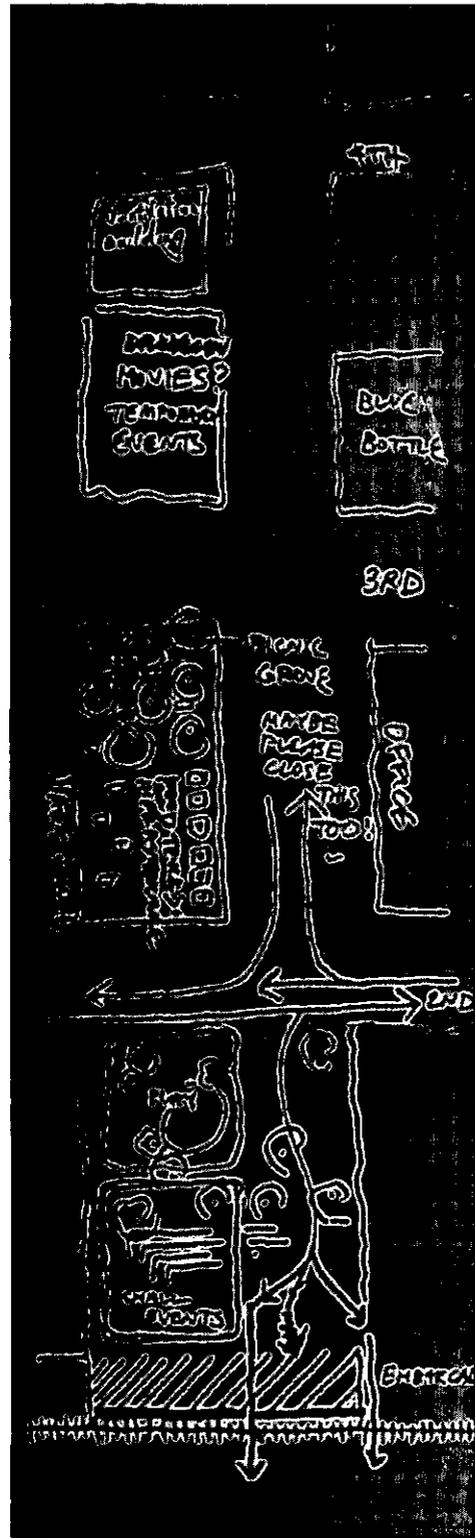
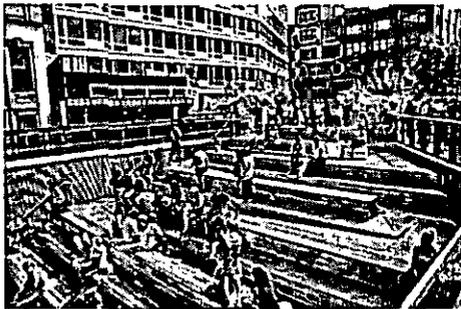
From 3rd to 4th, the group thought that the Ventilation Building working yard could be shared from time-to-time with neighborhood events such as outdoor movies or performances.



Lower Webster

Team B

"W" NOT MANY
 OPEN SPACE - VISIBILITY
 BANDSHELL? SOME WORRY ABOUT NOISE
 → RESTRICTED USE - LUNCH TIME
 FREE BUS - DRAW PEOPLE FROM DOWNTOWN
 → SMALL VENUE - INFORMAL & FLEXIBLE
 COMMUNITY GARDEN?
 → BUT CONCERNS ABOUT IT BEING CLOSED OFF / NOT DEMOCRATIC
 → COULD THIS GO DOWN 4TH ST?





Land Use and Transportation Committee
Brendon Levitt, Co-Chair
Steve Lowe, Co-Chair

Upper Webster

Team A

Team A's emphasis was on extending the Webster Green all the way up to 7th Street. They described a linear promenade that would occupy parts of the Webster Tube Ventilation Yard and continue under the freeway into Chinatown. This would create physical and visual continuity between Chinatown and Jack London District. It would also provide a means for dealing with many of the problems in the area:

- Webster Tube Ventilation Building is loud and unsightly
- Webster Tube on-ramp is loud
- The 1-880 Underpass is dark, dirty, and dangerous
- Traffic patterns in the block between 6th and 7th are confusing and dangerous

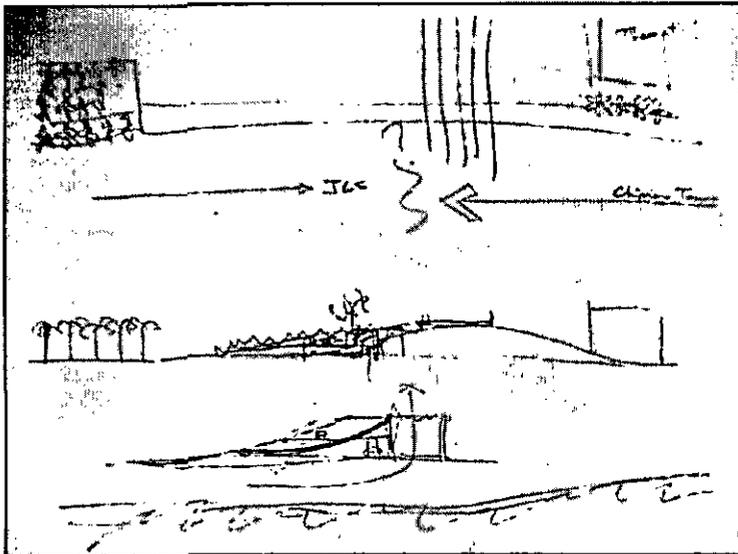
The team sought to resolve these problems by:

- Claiming some of Webster Street for the Park
- Masking the Webster Tube Ventilation Building with trees and/or vegetation
- Masking the Webster Tube on-ramp with trees and/or vegetation
- Improving the Freeway Underpass with lighting, paving, signage, art, and vegetation
- Activating uses under the Freeway, such as a dog park
- Extending the Green to form a median on Webster between 6th and 7th, thereby clarifying traffic patterns and forming a suitable gateway to both Jack London and Alameda

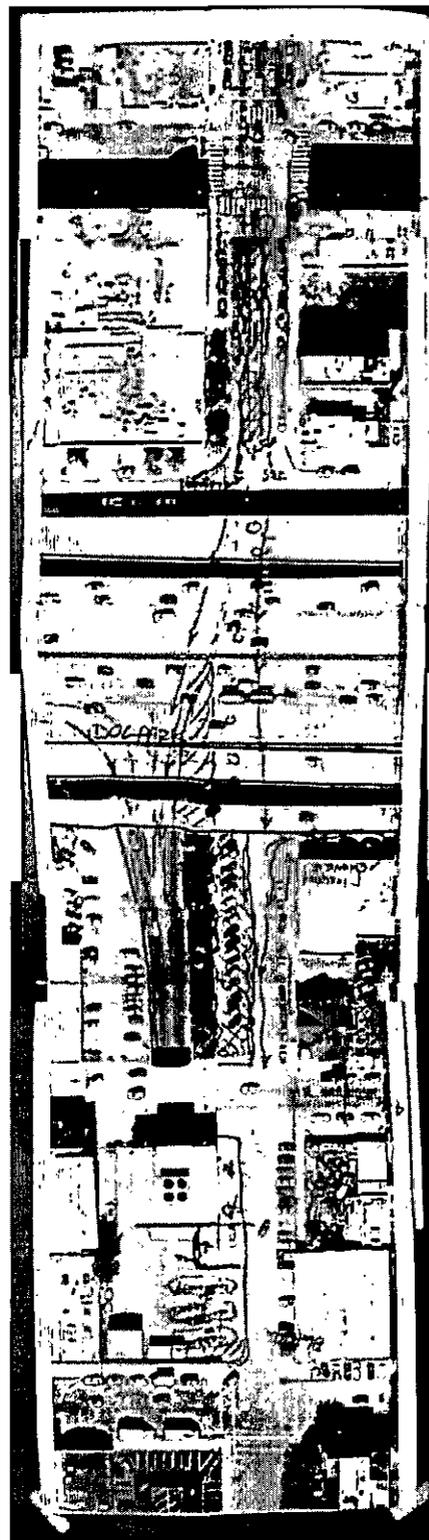
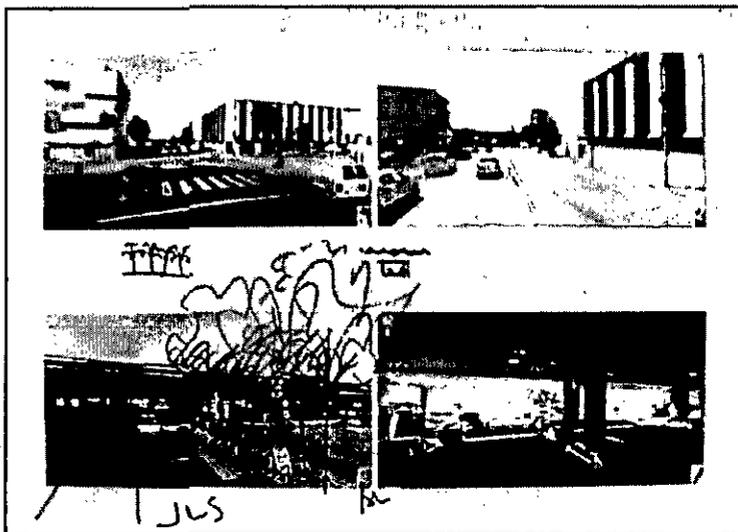


Upper Webster

Team A



Remove 1 Alameda lane
 between 7th and 6th
 Extend median to 7th - add trees
 Possible logpark under freeway
 Remove parking on North side of Webster
 at 4th and 3rd

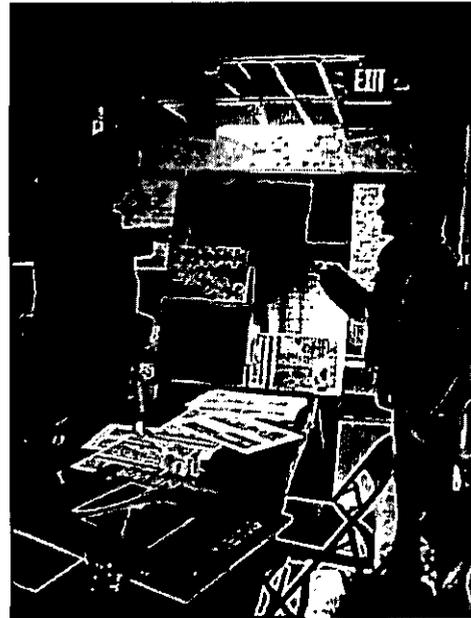


Upper Webster

Team B

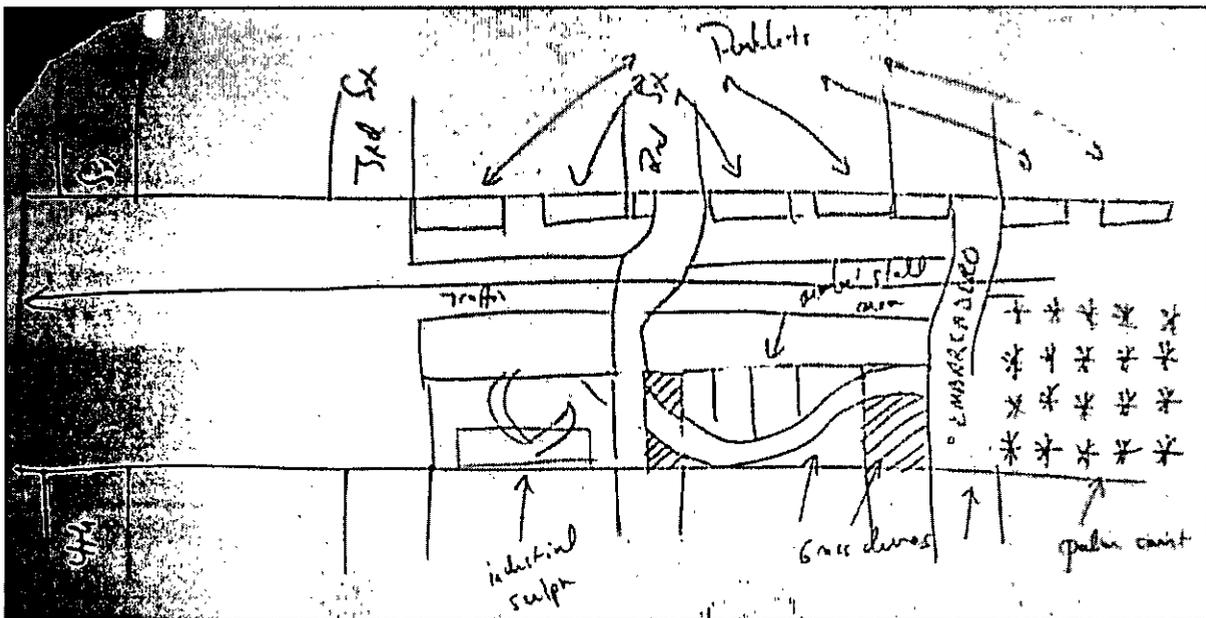
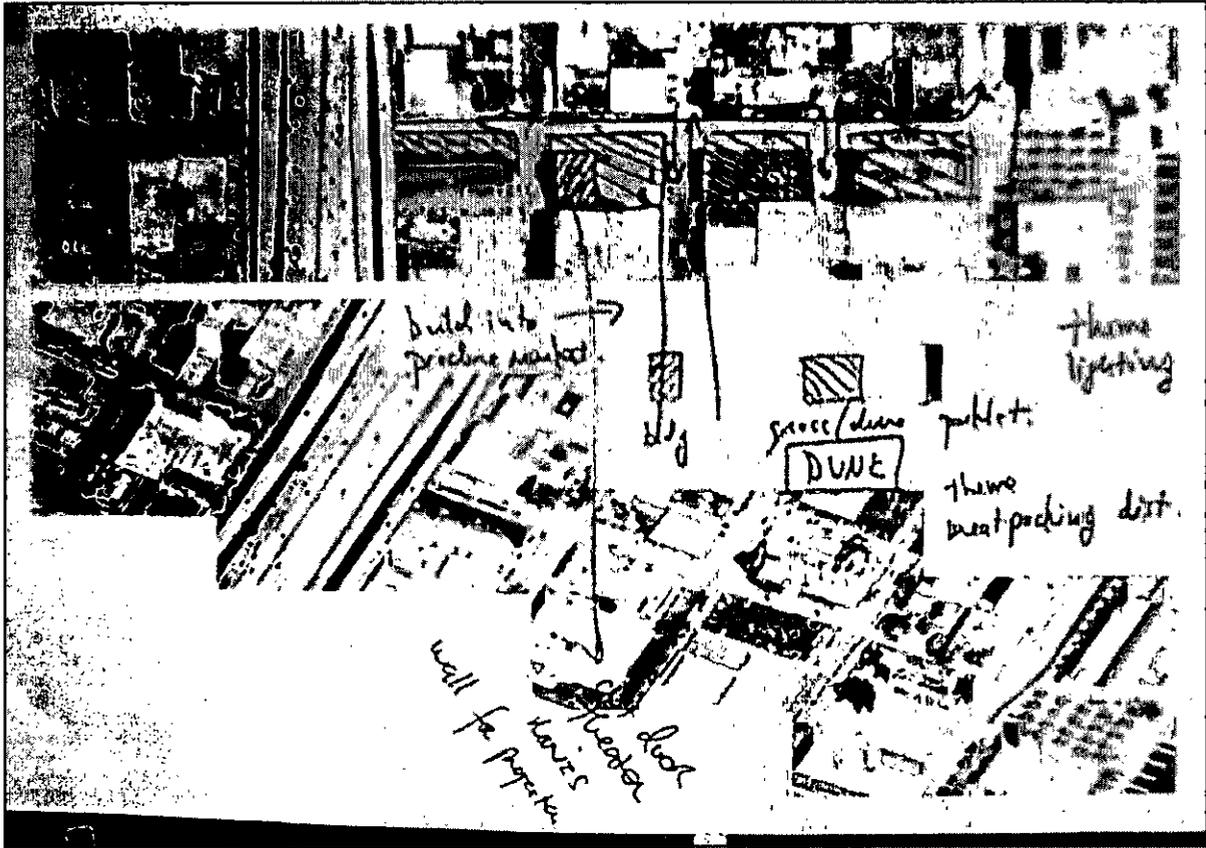
Webster Street should be one southbound lane for traffic, and the other lane should be reserved for market stalls and food trucks. Adjacent to the stalls could be a continuous swathe of park that is a series of grass dunes that could give a unique look and feel to the area. It could house bicycle and walking paths to make the whole stretch from 7th Street to the waterfront into a pedestrian-friendly area. Streetscape elements can tie the long stretch together with special lighting, signage, etc. On the other side of the street, parallel parking would be interspersed with "parklets" where appropriate. The design vocabulary of these parklets could refer back to the grass dunes of Webster Green but they would only occur as needed.

Along the dune promenade, there might be several distinct moments that lend a distinct character to the Green. For instance, the Webster Tube Ventilation Building could be used as an outdoor theater. Large-scale industrial sculptures (i.e. from American Steelworks) could populate the route and create further "destinations" along the length. The freeway could be another special moment along the Green as it gets transformed from into a "sparkly and bright and friendly" place.



Upper Webster

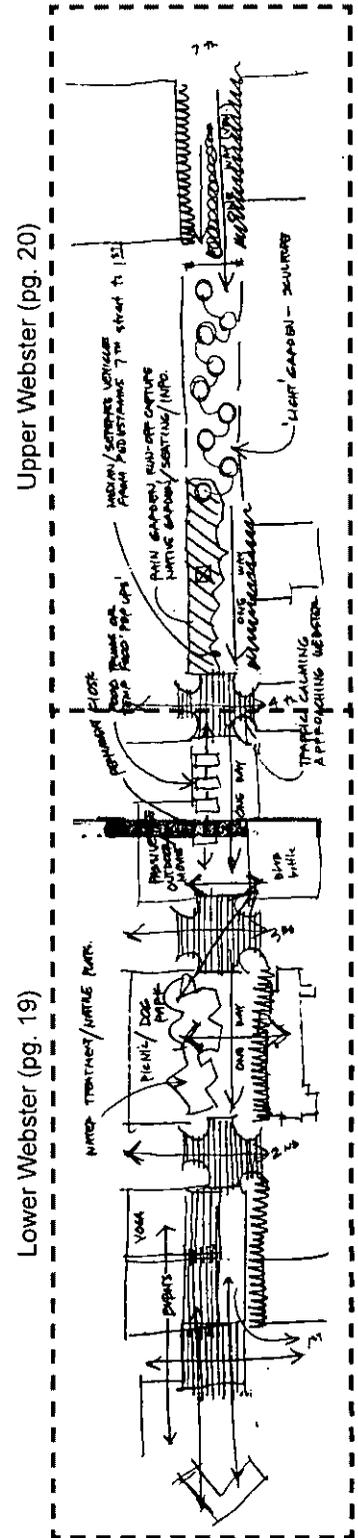
Team B



Lower / Upper Webster

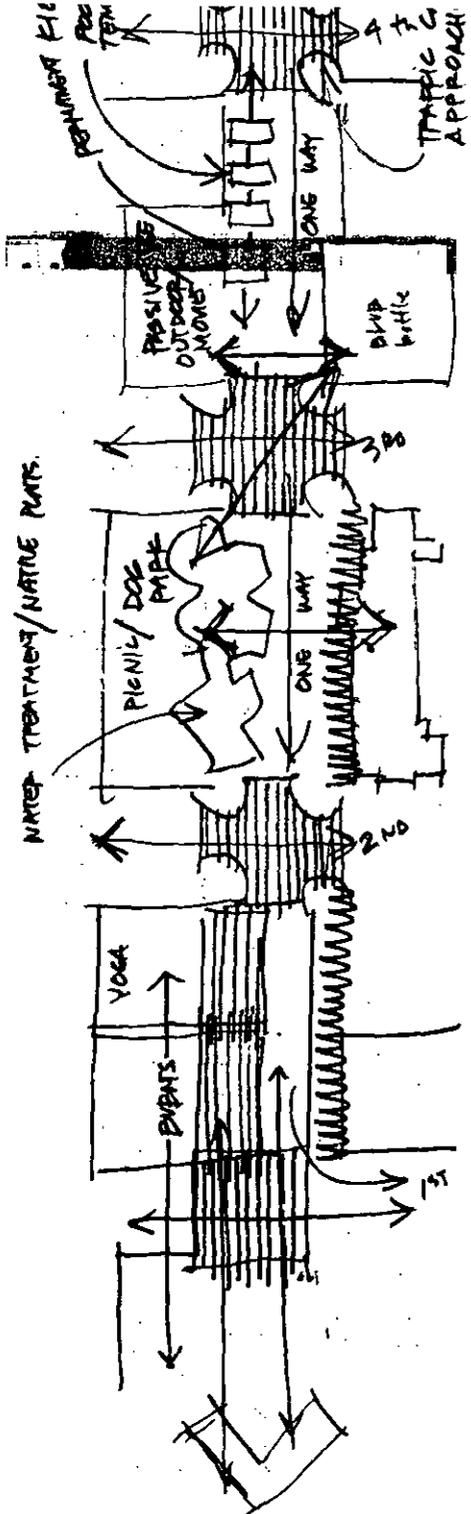
R3 Studios

Roman De Seta is the president of R3 Studios, an urban planning and landscape architecture firm located in Jack London District. Roman attended the first part of the charrette but had to leave before he could join a team. We were lucky enough to receive this submission from Roman after the event itself.



Lower Webster

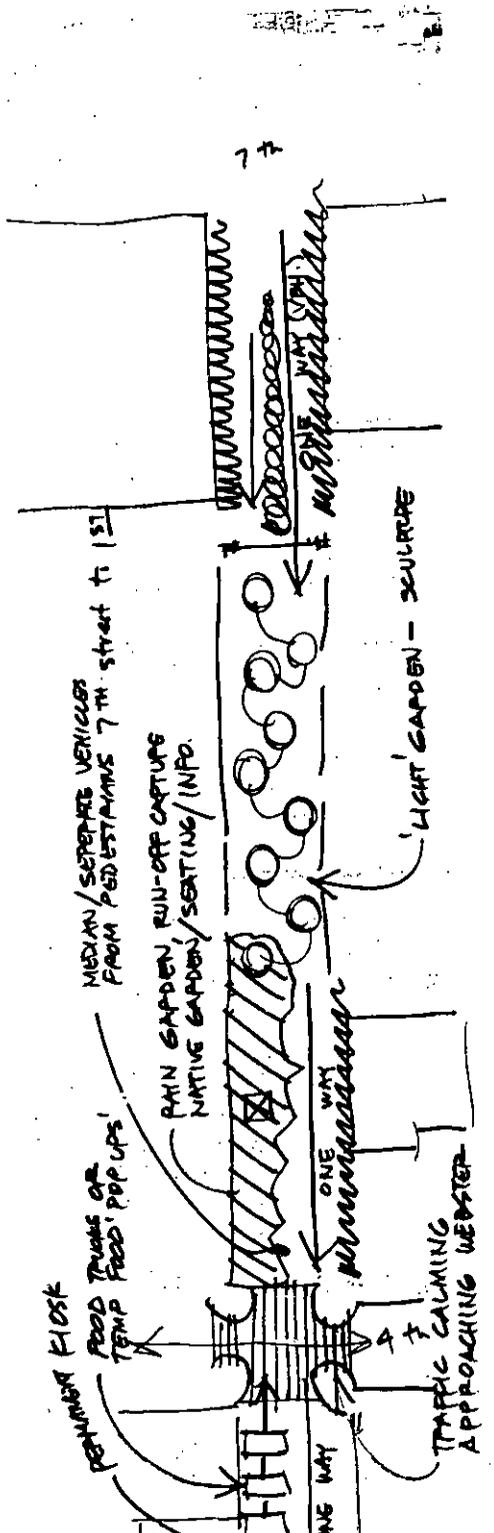
R3 Studios



— LOWER WEBSTER — OPPORTUNITIES

1. LINKS: establish identity
2. OUTDOOR LIFE:
 1. DOG PARK
 2. PICNIC — LUNCH CROWD
 3. CONCEPTS
 4. PARK
 5. WATER TREATMENT (RAIN GARDENS)
 6. FOOD SERVICE — POP-UPS
 7. ESTABLISHED COFFEE FACILITY AT MID POINT
 8. MOVIES
 9. TRAFFIC CALMING (VEH.)
 10. MEETINGS
 11. DECORATIVE THEMED LIGHTING 7th fl. / SI
3. ENHANCED CONCRETE/SURFACE AT INTERSECTIONS
4. CLOSE 1st STREET VEH. TRAFFIC ON WEEKENDS.

Upper Webster
R3 Studios



UPPER WEBSTER OPPORTUNITIES

1. EAST - MEETS WEST (CHILO)
CHINATOWN - JACK LONDON
2. NIGHT MARKET
3. ART
4. 'LIGHT' GARDEN / ART UNDERPASS @ BBO
5. LIGHTED PASSAGE
6. RAIN GARDEN / NATIVE PLANTING CAPTURE FREEWAY WATER SURFACE WATER / TREATMENT
7. ONE WAY VEHICULAR TRAFFIC ON WEBSTER.
8. TREES IN MEDIAN ONLY SCULPTURE TREES LOCAL ARTIST
9. TRAFFIC CALMING AT INTERSECTIONS



Land Use and Transportation Committee
Brendon Levitt, Co-Chair
Steve Lowe, Co-Chair

Next Steps

There are several steps that can be taken in parallel towards turning these visions into reality. The major milestones we will need to clear are city approvals, funding, land procurement, design, and construction:

- Work with neighboring community groups (Chinatown, Old Oakland, Downtown) to build support for the Green.
- Work with CalTrans to determine initial feasibility and ownership rights. The Marler Johnson Highway Park Act of 1969, states that a local agency can request use of an airspace site for park or recreational purposes.
- Work with City of Oakland Planning Department to determine suitability of land use and changes to traffic patterns.
- Work with City of Oakland Community and Economic Development Agency (CEDA) and Redevelopment to determine what funding is available.
- Work with City of Oakland Parks and Recreation to determine long-term management and maintenance.
- Work with a landscape architect or design-build entity to design the Green.
- Work with contractor or design-build entity to construct the Green.



While JLDA will continue to advocate for the Webster Green, we do not currently have the resources to actively steer the process. If the Jack London District forms a Community Benefits District, the Webster Green might be a suitable project for such an organization to take on.

January 17, 2012

TO: President Vien Truong, and Planning Commissioners C. Blake Huntsman, Michael Colbruno, Madeleine Zayas-Mart, Jonelyn Whales, and Chris Patillo
FROM: Oakland Chinatown Chamber of Commerce and Oakland Chinatown Coalition
RE: Lake Merritt BART Station Plan

Dear City of Oakland Planning Commissioners:

The Oakland Chinatown Chamber of Commerce and the Oakland Chinatown Coalition have a common goal of ensuring the vibrancy and sustainability of Chinatown. We have compiled key elements that we feel are essential to contributing to Chinatown's vibrancy as a regional destination and community, but remain absent from the Preferred Plan. They are as follows:

- 1- Pedestrian lighting should be a first phase priority of the plan.
- 2- Concrete and specific traffic and air pollution mitigation strategies need to be articulated in the plan to address exponential traffic projections.
- 3- Improvements to the Lake Merritt BART Station should provide a clear connection to Chinatown and the station should be renamed to reflect the community's identity (Chinatown/Laney).
- 4- Grow and extend small businesses from Chinatown to Laney by establishing: 1) zoning that supports local businesses, 2) a small business innovation and incubator fund that can assist with small business sustainability and growth, 3) an effective mechanism for attracting EB5 investments into the area.
- 5- Re-convert 7th, 8th, 9th, 10th, Harrison, Webster, and Franklin Streets to two-way streets to calm traffic and improve safety without a reduction in lanes.
- 6- Provide mechanisms to ensure neighborhood community benefits are provided as part of development. They are a critically important component for supporting the vibrancy and growth of the Chinatown neighborhood and residents.
- 7- Major improvements needs to be made to Madison Park and a mechanism by which funds can be secured to manage the park needs to be established.

We ask that the Planning Commission request staff to incorporate our joint recommendations into the Plan, allow review of the changes by the community, and return to the Commission for recommendation to the City Council before the EIR moves forward. This will ensure that the costly environmental review document will focus on a Preferred Plan that reflects the needs and desires of the Chinatown community.

Sincerely,

Jennie Ong

Oakland Chinatown Chamber

Sherry Hirota

Oakland Chinatown Coalition

The Oakland Chinatown Chamber has over 400 members representing diverse ethnic groups and a range of businesses and professions in both Oakland Chinatown and outside of the Oakland Chinatown area. The Oakland Chinatown Chamber of Commerce was formed in 1985 by a group of local business people who wanted to promote business in the Asian community and provide a forum for the discussion of government policies

The Oakland Chinatown Coalition is a broad, neighborhood-based coalition, including Asian Health Services, Asian Pacific Environmental Network, East Bay Asian Local Development Corporation, Oakland Asian Cultural Center, Buddhist Church of Oakland, National Council on Crime and Delinquency, Lincoln Recreation Center, The Spot Chinatown Youth Center, Hotel Oakland Tenant Association, Colland Jang Architecture, Clad Architects, and Residents of Chinatown.

From: Miller, Scott
Sent: Wednesday, January 18, 2012 4:28 PM
To: Manasse, Edward; Ferracane, Christina
Cc: Angstadt, Eric
Subject: FW: Oakland Chinatown Chamber Concerns and Comments For Comm Mtg 1/18

From: OaklandCTChamber@aol.com [mailto:OaklandCTChamber@aol.com]
Sent: Wednesday, January 18, 2012 4:05 PM
To: vienv.truong@gmail.com; Blake.Huntsman@seiu1021.org; mlchael.colbruno@gmail.com;
mzmdesignworks@gmail.com; jaw1123@aol.com; Pattllo@PGAdesign.com; Miller, Scott
Subject: Oakland Chinatown Chamber Concerns and Comments For Comm Mtg 1/18

Re: Lake Merritt BART Station Planning Area

Dear President Truong and Oakland Planning Commissioners:

On behalf of the Oakland Chinatown Chamber and the business community, we are submitting our concerns and recommendations for the development of the Lake Merritt BART Planning Area.

Due to the economic downturn in Oakland during the last 3 years, Chinatown businesses have suffered, which resulted in the closure of restaurants, merchant stores and banks. These are the issues happening in our community:

- Rental decline
- Vacancy rate up
- Sales down to loss of customers
- Perception of crime
- Competition from Asian Malls

That said, the Oakland Chinatown Chamber of Commerce is supporting a vision for a development at the Lake Merritt BART Station Plan that will build a stronger Oakland and sustain Chinatown as a vibrant community with these recommendations:

A true transit center with high density mixed-use development

Commercial centers that promotes small and large businesses such as the Pacific Renaissance Center

Support market rate housing that attracts family with disposable income

No arbitrary height limits in the area

Incentives to attract investors and create EB-5 Programs

The Madison Square Park should be made available for development to improve the open space. An example is underground parking with elevated open space, such as Union Square or Portsmouth Square in San Francisco. The monies generated will support the maintenance of the Park.

Thank you for your consideration. Please feel free to contact me for any questions.

Jennie Ong
Executive Director
Oakland Chinatown Chamber of Commerce
510 893 - 8979

TO: CITY OF OAKLAND

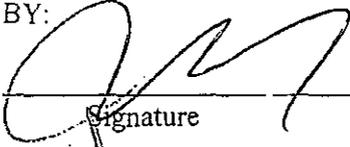
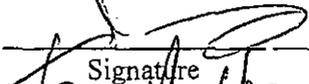
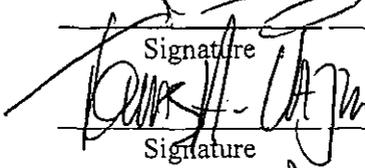
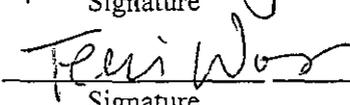
re: Lake Merritt BART Development Plan

We, residents and merchants in Oakland close to the Madison Square/Lake Merritt BART area, strongly agree with the Oakland Chinatown Chamber of Commerce's submitted comments on December 7 to the City regarding the development of the neighborhood. Due to the economic downturn and increased criminal activities in Oakland in the last 3 years, businesses have suffered, which resulted in the closure of restaurants, merchant stores and banks. Also, with an aging demographic, the Chinatown community lacks a strong consumer base with disposable income to sustain our local businesses.

The Lake Merritt BART development plan requires a vision to recognize the changing time and the influx of future residents and businesses. This is an exciting opportunity to transform this prime area into a true transit oriented development consisting of high density commercial centers and market rate housing for families. This area is a prime location for such a development due to its close proximity to the downtown financial district, Jack London Square, Port of Oakland and Chinatown. The area is also surrounded by the Oakland Museum of California, Lake Merritt and colleges. The area is easily accessible by public transportation and has access to freeways which also make it a valuable and desirable location.

The primary goal is to attract businesses which will provide jobs, generate commercial activity and housing that builds a revenue base which our City of Oakland currently lacks. We strongly believe that we can work together to bring up the spirit and economy of our community in the instant future. Thank you!

BY:

 Signature	77-8 th St. #201 Address	JChu8888@AOL.com Email
 Signature	77-8 th St. #202 Address	nwong202@gmail.com Email
 Signature	77 ^{8th} St #199 Address	tcham2reg@earthlink.net Email
 Signature	77 ^{8th} Street, #206 Address	glwong@sbcglobal.net Email

TO: CITY OF OAKLAND

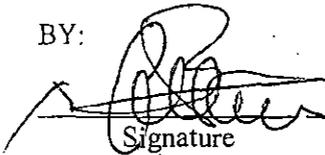
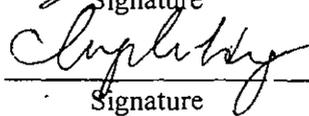
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BY:

 Signature	77-8 th St. #203 Address	bb@trucking-conny@ Email
 Signature	73 8 th St. Address	Yul'ko Selyukov@Gmail.com Email
 Signature	77-8 th St #180 Address	 Email
 Signature	 Address	 Email

TO: CITY OF OAKLAND

re: Lake Merritt BART Development Plan

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BY:

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TO: CITY OF OAKLAND

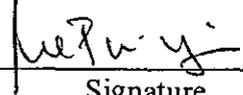
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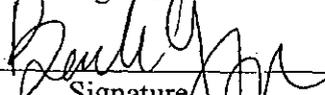
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BY:

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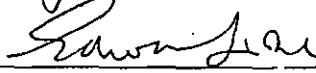
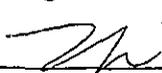
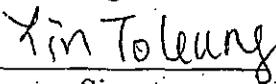
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BY:

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TO: CITY OF OAKLAND

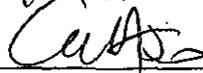
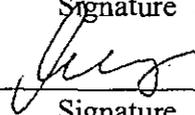
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BY:

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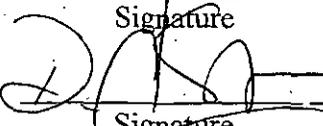
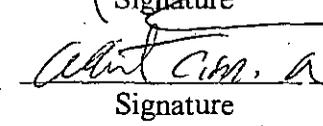
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BY:

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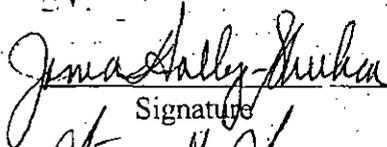
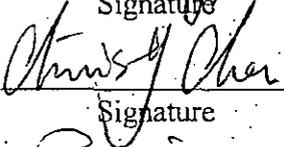
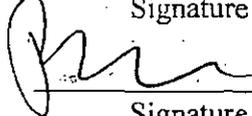
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BY:

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Signature	Address	Email
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Signature	Address	Email

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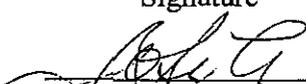
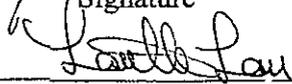
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BY:

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	388 9th Street	Carryzylka@yahoo.com
Signature	Address	Email

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BY:

Maddan Chen 1540 WELLINGTON ST OAKLAND CA 94602
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Kim Woy 124 CORAL DR ORINDA -
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Michelle Wang 388 9th ST. OAKLAND, CA, 94607
Signature Address Email

Flora 881078 Mckinley Ave, Oakland, CA 94612
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Jenif 388 - 9th STREET OAKLAND CA 94607

TO: CITY OF OAKLAND

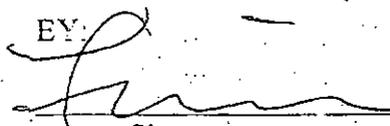
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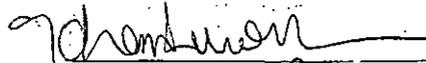
EY:

 388 9th St
Oakland, CA 94607

Signature

Address

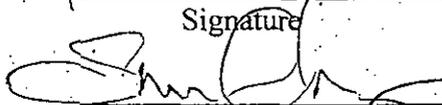
Email

 1295 E 33rd St
Oakland 94610

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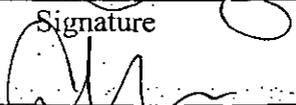
Email

 388 9th St #209
Oakland CA 94607

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BY:

<u>Francis Ian</u>	<u>900 Alice St. #128 Oakland CA 94607</u>	<u>francisian@allstate.com</u>
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Signature	Address	Regency Palace Email
<u>George Ong</u>	<u>708 Franklin St</u>	" " "
Signature	Address	Property owner Email
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BY:

Property owner of
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Signature Address *Oakland* Email

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BY: *Inditha* ^{Property} ^{owner of} 988 Franklin St, UNIT 1303 *SLWTCSubCGlobal.net*

Inditha Signature Address *OAKLAND, CA 94612* Bmail *Inditha@wellingtonproperty.com*
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Walter Signature Address *938 Webster St* Email

Lily Signature Address *825 Webster St OAK* Email
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BY:

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	371 9TH ST OAKLAND	
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Signature	Address	Email

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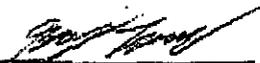
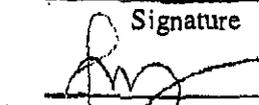
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BY:

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The primary goal is to attract businesses which will provide jobs, generate commercial activity and housing that builds a revenue base which our City of Oakland currently lacks. We strongly believe that we can work together to bring up the spirit and economy of our community in the instant future. Thank you!

BY:

<u>Beatrice</u>	<u>212 9th St., Oakland, CA 94607</u>	<u>Beatricechan@anphc.com</u>
Signature	Address	Email
<u>Karen</u>		<u>Cast# Kateuleung@anphc.com</u>
Signature	Address	Email
<u>Kelly Cky</u>	<u>40538 Laguna Parkside Way Fremont, CA 94549</u>	
Signature	Address	Email
<u>KK</u>		<u>kkleung1919@yahoo.com</u>
Signature	Address	Email

TO: CITY OF OAKLAND

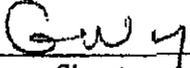
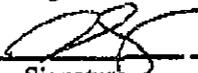
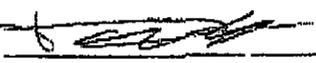
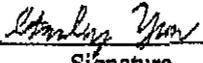
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BY:

		<u>annaimc@gmail.com</u>
Signature	Address	Email
		<u>Kathy Zhang 110881@yahoo.com</u>
Signature	Address	Email
		<u>boarddc@gmail.com</u>
Signature	Address	Email
		<u>chow yan thin@gmail.com</u>
Signature	Address	Email

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BY:

LING WANG ⁽⁹⁰⁴⁷⁾ 933 Jackson St
Oakland CA 94607

Signature

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Email

Harry Lin DDS 933 Jackson St. *harryphlin@yahoo.com*

Signature

Address

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Isaac Tsai DDS 933 Jackson St

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Address

Email

Shuli Liu 933 Jackson St. Oakland CA 94607

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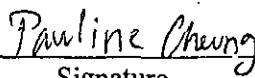
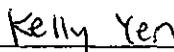
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BY:

 ^{STE. 213}
112-9TH ST. OAK. 94607 OAKLAND.BARTPOFT@AOL.COM

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TO: CITY OF OAKLAND

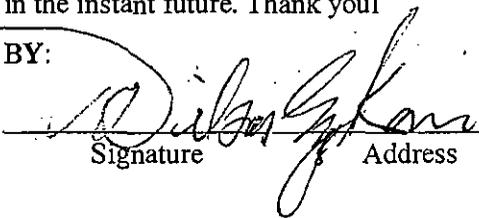
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BY:


Signature

712-9th St. #110, Oakland, CA 94607

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TO: CITY OF OAKLAND

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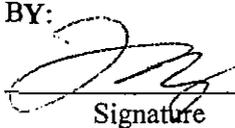
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BY:

 Signature 212 9th St #204 Oakland, CA Address eastbaybroker@aol.com Email

Signature Address Email

Signature Address Email

Signature Address Email

From: Vivian Yi Huang [mailto:vivianh@apen4ej.org]
Sent: Tuesday, January 17, 2012 7:30 PM
To: Miller, Scott; 'Vien Truong'; Blake.Huntsman@seiu1021.org;
michaelcolbruno@clearchannel.com; MzmDesignWorks@gmail.com; pattillo@PGAdesign.com;
jaw1123@aol.com
Cc: 'Julia Liou'; 'Ener Chiu'; 'Willie Yee'; 'Chiu Eva'
Subject: Chinatown Coalition's Comments regarding the Lake Merritt BART Station Area Plan

Hello Oakland Planning Commissioners:

Tomorrow, the Planning Commission will review the Lake Merritt BART Station Area Plan. The Chinatown Coalition is a diverse group of organizations, community residents, and business owners who are committed to building a healthy Chinatown as a strong neighborhood.

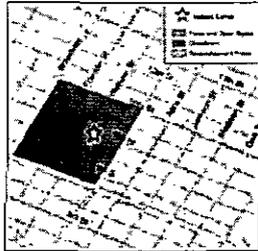
Attached is a document (entitled "Comparison Document") that highlights our concerns with the current Lake Merritt BART Station Area Plan and the specific policy and zoning recommendations that we would like to see adopted in the plan. We want to see the Station Area Plan actively and intentionally plan for Chinatown to continue to grow as a strong, economically vibrant, and diverse neighborhood. The Chinatown Coalition recognizes that we need intentional policies to ensure that the planning area develops as a mixed-income and diverse transit-oriented area. We ask that our recommendations are included so that the plan makes clear the City's intention to maintain the area as economically diverse and inclusive. I believe most of you have been contacted regarding the issues, but please call me at 510-282-0135 if you have any questions.

Also, I am also attaching a copy of a brochure that describes the Chinatown Coalition and [please see our Dec 7 letter] with our comments on the current version of the Lake Merritt BART Station Area Plan as additional background information.

Vivian

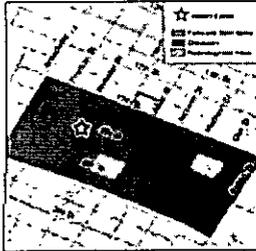
Vivian Yi Huang
Campaign & Organizing Director
Asian Pacific Environmental Network
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www.apen4ej.org

CHINATOWN/LAKE MERRITT BART STATION AREA HISTORY



1882
Chinatown

1906: San Francisco earthquake spawns influx of San Francisco Chinatown refugees into Oakland Chinatown.

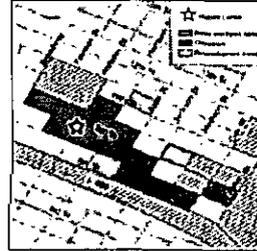


1950
Chinatown

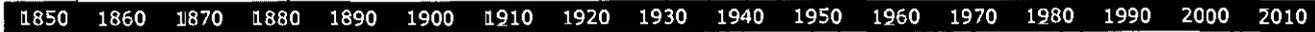
1963: California outlaws racial discrimination in housing, allowing Chinese families access to housing outside of Chinatown.

1966: HUD approves the Oakland Redevelopment Agency's Central District Urban Renewal Plan; no local support.

1960 - 1970: Chinatown loses 13% of its residents and 20% of its housing units due to encroachment into Chinatown by various redevelopment projects and suburban flight.



2000
Chinatown



1850s: First Chinese arrive in Oakland.

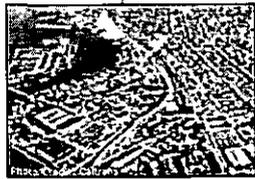


1936: The Ming Quong Home opens, but must be relocated for BART in 1965.

1950s: Chinatown shifts from bachelor to family community with relaxation of immigration laws.



1953: The Oakland Chinese Community Center opens.



1959: Freeway is constructed.



1965: The new BART construction relocates Madison Park and takes over three blocks in Chinatown.

1967: Edward B. Wong and Chinatown business leaders release their redevelopment recommendations.



1960s - 1970s: Many new community groups are formed.

1968: Rev. Frank Mar holds first Chinatown community meetings, leading to the establishment of the Oakland Chinese Community Council, now Family Bridges, Inc.

1970s - 1980s: Immigration laws abolish national-origin quotas, and Chinatown gains a more diverse, Pan-Asian population. Residential area expands to "China Hill."



1981: Asian Branch of the Oakland Public Library opens.

1985: A group of merchants forms the Oakland Chinatown Chamber of Commerce to promote the general welfare and prosperity of the Oakland Chinatown area.



2003: Residents and activists protest evictions from the Renaissance Plaza, ultimately resulting in victory for the residents.



2004: New street crossings are installed for pedestrian safety and beautification.

Center for Community InnoVation, 2009.

LAKE MERRITT BART STATION AREA PLAN 2011



The City of Oakland, BART and the Peralta Colleges/Laney College have initiated a public partnership to develop an Area Plan for the community surrounding the Lake Merritt BART station. The Area Plan will bring together the goals and objectives of key neighborhood stakeholders to generate a shared vision for the planning area that builds on the successes of Chinatown as a transit-oriented neighborhood while providing strategic opportunities to link key transit destinations such as Laney College, Chinatown's commercial core, the Oakland Museum of California, Kaiser Auditorium, the East Lake neighborhood, Alameda County offices, and other institutions in the area. The planning effort is committed to community engagement in the creation of this shared vision.

OAKLAND CHINATOWN COALITION

The OCC is a broad, neighborhood based coalition of service and community based organizations, businesses and professionals, churches, and residents who live, work, play, and shop in Chinatown. We have advocated for the Specific Plan to make nine key improvements to our neighborhood through a strong community engagement process: public safety, access to jobs, affordable housing, community facilities/open space, small businesses, transportation, cultural preservation, and public health.

FOR QUESTIONS CONTACT:

East Bay Asian Local Development Corporation
Ener Chiu, (510) 287-5353

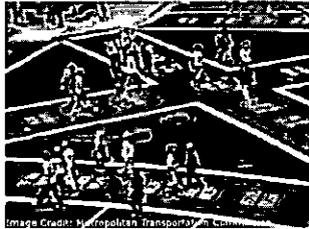
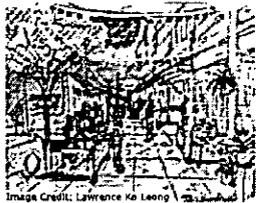
Asian Pacific Environmental Network
Vivian Huang, (510) 834-8920

Asian Health Services
Julia Liou, (510) 986-6830



9 PRINCIPLES FOR THE LAKE MERRITT BART STATION AREA COMMUNITY

1. PUBLIC SAFETY: Immediately implement pedestrian-scale street lighting along 8th, 9th, Jackson, and Alice Streets.

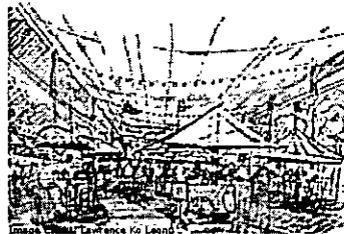


2. JOBS: Ensure that any project with public funding is subject to the City's local hiring requirements.

3. HOUSING: Protect current residents against displacement, and ensure that at least 30% of the housing in the project plan is affordable to families at or below 60% of Area Income, including extremely low and very low-income families.



4. HEALTH: Create a pedestrian-friendly environment with open space that promotes public safety, walking, and exercise. Facilitate destination traffic to Chinatown while diverting Alameda, Oakland, and I-880 through traffic away from the area in order to improve air quality and community health.

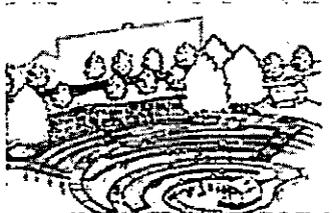


6. BUSINESS: Encourage new grocery stores, farmers markets and healthy restaurants, attract new businesses, especially pharmacies, banks, and bookstores.



8. TRANSPORTATION: Calm traffic on 7th Street, install pedestrian scramble systems at controlled intersections on 8th and 9th streets between Harrison and Jackson Streets, and convert 7th, 8th, 9th, 10th, Harrison, Webster, and Franklin streets into two-way streets.

5. COMMUNITY FACILITIES AND OPEN SPACE: Improve Madison Park with physical programming and regular programming. Add a block of contiguous park space to the Chinatown core. Establish a Community/Youth Center that provides programs and services.



7. COMMUNITY ENGAGEMENT: Ensure that community residents and organizations are involved in decision-making and monitoring of the neighborhood plan.



9. CULTURAL PRESERVATION: Celebrate Asian culture using streetscape improvements, public art, historical markers, and bilingual signage. Zone for active ground floor uses, especially along 8th Street and 9th Street. Rename the BART Station to Oakland Chinatown/Laney BART Station.



BUILD STRONG NEIGHBORHOODS: A HEALTHY CHINATOWN

The Lake Merritt BART Station Area Plan has had unprecedented community resident participation in a neighborhood planning process. What was most exciting was the agreement that transit-oriented development (TOD) which *builds strong neighborhoods is the priority*. Overwhelmingly, residents and business owners agree that development is needed to support economic growth & fully realize the opportunities of this neighborhood.

Chinatown has been and continues to be a strong and vibrant neighborhood with businesses, services and cultural offerings that serve newcomers, the neighborhood, and the greater API community DESPITE the continuous displacement, containment and chipping away at the boundaries that came about as part of urban renewal. The construction of Interstate 880 in the 1950s destroyed 8 blocks between 5th and 6th streets. In the late 1960s, the Bay Area Rapid Transit headquarters and Lake Merritt BART station took 2 blocks of housing, Laney College took another 8 blocks, and the Oakland Museum of California took another 4 blocks. This practice of relocation, displacement and containment of Chinatown for city interests dates back to the 1800's when Chinese settlements were moved three times throughout the downtown area (once for the location of City Hall). Even through the early 1990s, Asian businesses were not allowed to cross Broadway through Bramalea Pacific's policy of not renting to Asian businesses in Old Oakland.¹

There is now a significant influx of development and infrastructure investment² in the planning area among the very urban renewal projects that historically displaced parts of Chinatown. We want to see the Station Area Plan actively and intentionally plan for Chinatown to continue to grow as a strong, economically vibrant, and diverse neighborhood. We appreciate that the current plan preserves Madison Park, promotes improvements to make the park more functional and active for community residents, addresses the conditions of the 880 underpasses, and makes pedestrian-oriented sidewalk improvements.

The federal Department of Housing & Urban Development emphasizes the importance of "mixed-income TOD" and in summary says "to date, many of the most successful examples of developments near transit are the result of clever exceptionalism"³ having required "persistent advocacy and extraordinary public attention." Five policy mechanisms⁴ are identified for achieving successful mixed-income TOD: 1) Inclusionary zoning; 2) Linkage fees; 3) Incentive-based zoning; 4) Adjust zoning to promote household diversity; and 5) Development agreements. While these strategies are referenced in the proposed plan, none are fully analyzed or included.

The current plan fails to include meaningful mechanisms to ensure the existing Chinatown community will continue to grow and thrive. With the loss of redevelopment, it is now even more imperative that the City requires a variety of policy mechanisms to ensure mixed-income TOD can occur. The Chinatown Coalition recognizes that it will take focused and intentional policies on the part of City Leaders to ensure that the planning area develops as a mixed-income and diverse transit-oriented area. We ask that City Planning Staff be directed to fully analyze and put forward the following policy and zoning recommendations for adoption. The plan needs to make clear the City's intention to maintain the area as economically diverse and inclusive.

¹ Quote from Doug Salter, Bramalea Pacific President in Oakland Tribune, October 7, 1991

² Measure A passed in 2006, providing \$6 million for the Peralta Community College district headquarters, \$100 million for Laney College's expansion, new library, athletic facilities and modernization of existing facilities, and \$56.2 million for the Oakland Museum of California's renovation. Measure DD provides \$27 million for the improvement of the Lake Merritt Estuary Channel, proposed Measure B reauthorization includes funding for the Jackson Broadway 880 Interchange (which is not supported by the community), and BART has currently issued a RFQ for development to occur on the two BART lots.

³ http://www.hud.gov/offices/cpd/about/conplan/pdf/preserving_promoting_housing_transit.pdf

⁴ <http://www.mitod.org/tools.php>

The Chinatown Coalition is a broad, neighborhood-based coalition, including Asian Health Services, Asian Pacific Environmental Network, East Bay Asian Local Development Corporation, Oakland Asian Cultural Center, Buddhist Church of Oakland, National Council on Crime and Delinquency, The Spot Chinatown Youth Center, Hotel Oakland Tenant Association, Colland Jang Architecture, Clad Architects, Business Owners and Residents of Chinatown.

City's November 2011 Draft Plan Land Use & Building Design (Chapter 4)	Chinatown Community Platform Land Use & Building Design (Chapter 4)
Proposes height limits by right to unlimited heights in some areas, with no provision of neighborhood community benefits to mitigate impacts	Set height limits by right to 45/55 feet, allowing increased height in exchange for neighborhood community benefits.
Proposes active ground floor uses in the planning area, but needs more details.	Support the growth and expansion of Chinatown to Laney College with 1) zoning guidelines to support local businesses that reflect the character of the current Chinatown neighborhood, 2) a small business innovation and incubator fund that can assist with small business sustainability and growth, and 3) an effective mechanism for attracting EB5 investments into the Chinatown area.
City's November 2011 Draft Plan Open Space and Community Facilities (Chapter 5)	Chinatown Community Platform Open Space and Community Facilities (Chapter 5)
Requires developments larger than half a block to provide 10-15% of the lot as open space or contribute an in-lieu fee, resulting in space primarily provided for building occupants rather than the overall neighborhood.	Designate a full block for an additional active neighborhood-serving park
Recognizes the importance of multilingual community and youth centers, but does not make any recommendations or mechanisms to create them.	Provide community and youth centers for dedicated programming and social services for not only the growing residential population in the area, but the wider community from throughout the East Bay region.
City's November 2011 Draft Plan Streets and Transportation (Chapters 6 and 7)	Chinatown Community Platform Streets and Transportation (Chapters 6 and 7)
Proposes only 9 th and 10 th Streets for two-way street conversions.	Revert 7 th , 8 th , 9 th , 10 th Streets, Harrison, Webster, and Franklin to two-way streets to calm traffic and improve safety.
Acknowledges significant traffic increases, but does not plan for its impacts	Provide concrete traffic and air pollution mitigation strategies to address projections of exponential traffic increases.
Proposes transit hub improvements on the BART blocks but needs more connection to the community's identity.	Provide clear connection to Chinatown and rename the station to reflect the community's identity (Chinatown/Laney).
Proposes a streetscape phasing concept where pedestrian-oriented lighting occurs in later phases.	Make pedestrian-oriented lighting a first phase priority.
City's November 2011 Draft Plan Neighborhood Community Benefits (Section 8.5)	Chinatown Community Platform Neighborhood Community Benefits (Section 8.5)
Does not provide a concrete approach for guaranteeing the provision of necessary neighborhood community benefits. Without a clear mechanism for the provision of these necessary services, our community will continue to bear the unmitigated impact of increased population, heights, density, traffic, pollution, and displacement pressures.	Require mechanisms to ensure neighborhood community benefits are provided as part of development. They are a critically important component for supporting the vibrancy and growth of the Chinatown neighborhood and residents.
City's November 2011 Draft Plan Affordable and Family Housing (Section 8.6)	Chinatown Community Platform Affordable and Family Housing (Section 8.6)
Does not provide a requirement for providing housing affordable to a range of incomes.	Require mixed-income housing to be developed, with at least 30% of units in the planning area affordable to families below 60% AMI (including significant percentages for extremely and very low-income people), supporting housing for a healthy, diverse mix of incomes, ranging from the lowest income to Oakland's actual median income to higher income residents.
References existing laws, which are not sufficient to prevent displacement in the neighborhood.	Strengthen tenant rights protections for community members against involuntary displacement through gentrification and rising housing costs.

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January 17, 2012

Memo Regarding Strengthening Tenant Protections in the Lake Merritt Station Area Plan
Attached: Memo on Strengthening Tenant Protections

Honorable Chair Troung and Planning Commissioners,

TransForm would like to submit the attached memo for yours and staffs consideration regarding the strengthening of tenant protections in the Lake Merritt Station Area Plan.

As you are aware, the City of Oakland has an extremely high percentage of renters and the Lake Merritt Station Area is no exception. While owning a home is often a preferred way to meet one's housing needs, renting an apartment is often the only choice for most tenants, and a preferred option for many, based on the desire to stay mobile, to meet a temporary need, or to simply free up resources for other values such as healthcare or a higher standard of living.

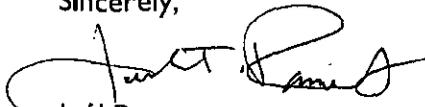
Either way, renting an apartment is a choice that should continue to be made available for a diversity of incomes, particularly in accordance with meeting the needs of current and future employees who work in so many of the service-oriented jobs in Oakland's economy.

The Lake Merritt Station Area Plan promises to attract lots of investment, and we hope that great care is taken to meet the goals expressed in the plan, specifically to "strengthen tenant protections". However, the plan is currently very limited in scope of specific recommendations on how to achieve that goal. Our hope in submitting this memo to you and staff is to provide you with some policy direction in how the goal of strengthening tenant protections in the face of certain increases of real estate values could be accomplished in the Lake Merritt Station Area Plan.

We hope that you will direct staff to examine these policies and create a strong set of policy recommendations that can ensure the planning area stays as diverse and as flourishing as it is, and will continue to offer affordable homes for so many families that have been renting in the area for years, and in some cases, for more than a generation.

Thank you for your consideration of these policies. We would be happy to meet with you and further discuss them and how we could be of assistance in tailoring them to be as specific –yet as broad- as possible.

Sincerely,



Joël Ramos
Community Planner

STRATEGIES TO “STRENGTHEN TENANT RIGHTS”- INHERENT GOAL IN THE LAKE MERRITT STATION AREA PLAN

INTRODUCTION

In the discussion of its Affordable Housing Strategy, the Lake Merritt Station Area Preferred Plan has noted specifics that throw light on the vulnerability of low income renters in the Planning Area in the event of an increase in rents. The Plan outlines that, “Most housing units in the Planning Area are renter-occupied (84%), with only 16% of units occupied by owners...The Health Impact Assessment prepared for this Plan notes that for Planning Area census tracts, 45% of residents are cost burdened (paying equal to or more than 30% of their household income on rent) and may have difficulty affording necessities such as food, clothing, transportation and medical care...

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

The Center for Transit Oriented Development’s TOD Action guide has laid out specific characteristics that confirm a risk of displacement in transit districts. Rising rents or home prices and a high number of renters (particularly low-income renters) are two of these. There is a simple reasoning behind this correlation. Renters who are already cost burdened will be unable to afford higher rents and are most likely to leave their unit with any further increase.

Displacement processes are also directly affected by the area’s housing policy. The latter can either prevent displacement or accelerate it. Lack of provision of adequate affordable housing, for instance, will promote displacement and presence of strong tenant rights will preclude it. In such a context, the Lake Merritt Station Area Preferred Plan’s acknowledgement of the crucial need for affordable housing in the Planning Area deserves a commendation. “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% of household income both stabilizes low income residents and provides these households with expendable income for other living and recreating expenses.” This strategy is also in alignment with the affordable (rental) housing goals laid out in the City of Oakland’s Housing Element and the Lake Merritt Station Area Plan. Goal 5 of the City of Oakland’s Housing Element seeks to “Preserve Affordable Rental Housing”. The Lake Merritt Station Area Plan’s affordable housing goals include “Prevent involuntary displacement of residents and strengthen tenant rights.” These inherently will aim to protect renters against potential displacement.

The significance of tenant rights is particularly heightened when other affordable housing strategies seem implausible. The Preferred Plan reflects how federal funding will be insufficient to subsidize new affordable housing in the Planning Areas and local funding will be dependent on the backing of Bay Area voters on the related initiatives. Also, although the Preferred Plan has identified impact fees as a viable source, it remains non committal to this strategy. In such a scenario, preserving existing affordable

housing may be the most feasible way to provide affordable housing in the Planning Area and strengthening tenant rights will support that.

The Preferred Plan discusses the existing tenant rights in Oakland that benefit renters in the Planning Area.

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

Condominium Conversion Ordinance: 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 a broader sense, tenant protections as above are reflective of a bulwark against potential displacement in the Planning Area. Recent work of two of our partner organizations, Causa Justa :: Just Casuse that has done extensive community involvement and the Center for Community Innovation which does research and technical assistance, however, suggests that the tenant protections in their current form have significant gaps and will as such offer limited overall benefits to renters in the Planning Area. The next segment discusses these gaps in detail and also includes recommendations to close them. Although the recommendations are applicable to the entire city of Oakland, we hope that the recommendations will be included in the subsequent Lake Merritt Station Area Preferred Plan, since they are in alignment with the Lake Merritt Station Area Plan goal of ‘strengthen(ing) tenant rights’.

FRAMEWORK OF IMPROVED TENANT PROTECTIONS IN THE CITY OF OAKLAND.

I. EXPAND OAKLAND’S RENT CONTROL/ADJUSTMENT ORDINANCE

Oakland’s Residential Rent Adjustment Program limits yearly rent increases only for units constructed before 1983. That leaves the units built after 1983 subject to unlimited rent increases. Also exempted from the ordinance are units in owner-occupied buildings with fewer than 3 total units and in buildings with major renovations. The Center for Community Innovation conducted a housing inventory for the Planning Area (shown below). The housing inventory map highlights in red the units exempted from rent ordinance within the ¼ mile radius around the Lake Merritt BART Station. This is a fairly significant number.

 We propose expanding the rent ordinance to include a greater number of units—units constructed after 1983 and all owner occupied buildings within the planning area.

2. EXPAND OAKLAND’S JUST CAUSE FOR EVICTION ORDINANCE.

While the city's Just Cause for Eviction indeed "helps to ensure tenants are not subject to eviction motivated by a rental property owner's desire to increase rents...", it only applies to buildings built before 1980. This we have seen before exempts a fairly significant number of units. Also, currently, the tenants having been served an illegal rent increase by landlords have to file a petition disputing the increase within 60 days. Landlords are not required to file any petition before they raise rents.

1
2
We propose expanding the spirit of Measure EE to reflect the intentions articulated in the LMSAP to include units built after October 1980 within the planning area. We also propose eliminating the 60-day deadline for tenants to file petition due to illegal rent increase and mandating a petition from landlords if they wish to increase rents within the planning area.

3. STRENGTHEN THE CONDO CONVERSION ORDINANCE

We propose limiting the number of conversions per year, based on a lottery (as in San Francisco) –set number, 100 units or 50% of the yearly average of rental units constructed in the previous two years.

We propose enacting an affordable housing mitigation fee for each converted unit, which goes into a city-administered affordable housing pool (as in Berkeley)

We propose requiring one-for-one replacement, or eligible "conversion rights" for all conversions. Oakland already requires conversion seekers to be granted conversion rights in specific "conversion impact areas." Most of the Lake Merritt Station area and all of Chinatown are NOT included in these areas.

We propose a mandating a cap for conversions in the planning area—in order to spread conversions equitably throughout the City, not to exceed 15% of the units in the area as averaged over the city.

We propose enacting a moratorium on all conversions if the planning area vacancy rate falls below a certain level (e.g. 5%).

★ We propose stronger enforcements to address "stealth conversions" where a tenant vacates a unit based on a reason other than a just cause for eviction, and the unit remains vacant during the conversion process, allowing the landlord an end-run around the Tenant Assistance Program. Currently, there is virtually no enforcement capacity.

4. IMPROVE THE CODE ENFORCEMENT RELOCATION ORDINANCE

Measure EE mandates a provision of relocation money to tenants by landlords in cases when the latter serve move-out notices (temporary or permanent) for reasons of codes compliance or a need of necessary repairs to bring the rental unit up to code or habitable. Oakland's current Code Enforcement Relocation Ordinance also states that the City of Oakland shall assist tenants with relocation expenses if the landlord refuses to provide these funds.

We propose that both in cases within the planning area where landlords provide relocation money to tenants or when the City of Oakland does so, the provision of money happens at the same time as the move-out notice, 30-days before the move out. This will allow the tenants to secure and pay for new housing before the move-out

rather than after. This is also logical since the funds are supposed to assist in the payment of deposits and first/last month rents in the tenants' new apartments.

We also propose a policy that it requires existing tenants who are not purchasing their converting unit within the planning area receive:

a) Moving assistance in the form of a \$1,000 flat fee, for moving from the subject property allowing for annual increases of rent adjusted to the index in rent control laws and b) Relocation assistance equivalent to one year of rent at fair market or relocate tenant to a comparable rental unit in Oakland acceptable to the tenant
Comparable unit should be defined by:

1. rent price
2. unit size by square feet
3. number of bedrooms
4. similar access to public transportation;
5. meets special needs of the household to be displaced, and
6. for tenants with school age children, a rental unit located in the same catchment of the child's current school.

 We also propose that the landlords be required to provide tenants with the following documents in move-out cases a) copies of building permit(s), (b) statement of needed repairs and (c) copy of CEDA violations report

5. ADD MOLD TO OAKLAND'S HABITABILITY CODE AND REQUIRE OAKLAND CODES & COMPLIANCE TO TREAT MOLD IN RENTAL UNITS AS A CODE VIOLATION.

Mold is a serious health issue and currently not included in the City of Oakland's habitability code.

We propose that the City of Oakland adopts a similar requirement as the City of San Francisco, which already classifies mold as a health nuisance under the San Francisco Health Code, Article 11, Section 581. The San Francisco Code states that the mold must be 'visible or otherwise demonstrated' which means that even if there is no visible sign of mold a landlord can be cited if an inspector smells the mold.

The Toxic Mold Protection Act of 2001 was the first law in the country to regulate toxic mold exposure in the home and workplace. It requires that landlords who know or should know of the presence of mold disclose that information to potential and/or or current tenants. (Health & Safety Code Section 26147). Landlords often have tenants sign "Mold Addendums" in addition to their rental contract.

We propose that landlords be required to hand tenants a form to disclose this information instead of putting the burden on tenants, particularly new tenants, who may not see mold until well after their move-in date.

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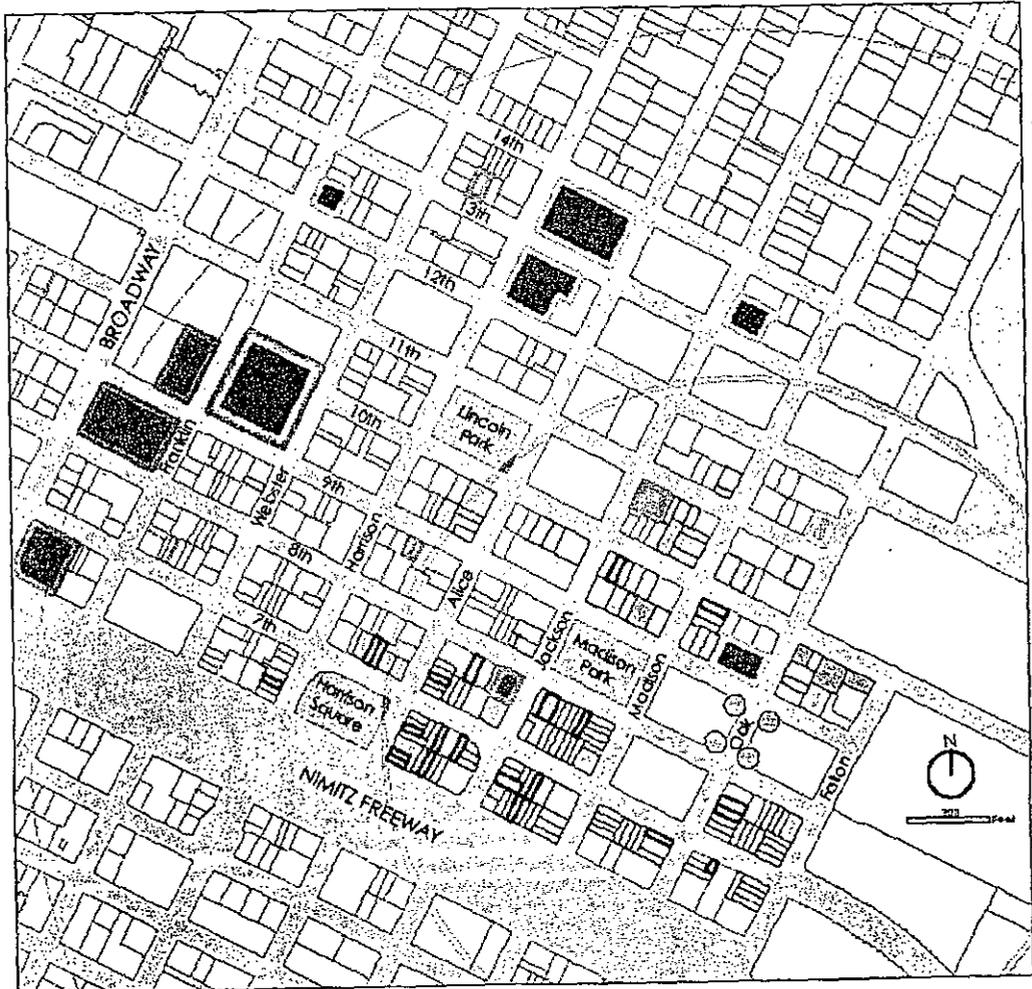
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Map 3 | Housing Inventory

Lake Merritt/Chinatown, Oakland, June 2011



Sources: Alameda County Assessor's Parcel Data 2009 & Center for Community Innovation Field Study, October 2010 & May 2011

-  51+ units
-  21-50 units
-  11-20 units
-  4-10 units
-  1-3 units
-  Rent Ordinance Exempt
-  Condo/Ownership
-  Projects w/Subsidized Units
-  Study Area

-  Lake Merritt BART Entrances
-  1/4 & 1/2 Mile Radii



6. EXPAND THE FORECLOSURE REGISTRATION ORDINANCE

Property owners in Oakland violate the local habitability codes in their buildings often at the inconvenience of their tenants.

The Foreclosure Registration Ordinance requires those property owners, including lending Institutions, whose property is in the process of foreclosure or going to be foreclosed and vacant to register their property to ensure they are being maintained in accordance with the relevant sanitary and building codes and local regulations concerning external and/or visible maintenance.

We propose expanding this ordinance to include tenant occupied properties in Oakland. This will allow the tenants to identify their landlords and also reach to them regarding repairs and habitability issues.

7. PROTECT THE RIGHT TO STAY FOR SECTION 8 TENANTS IN FORECLOSED PROPERTIES.

SB 1137 in California protects the tenants living in foreclosed properties from eviction by the new property owner to some extent. It requires a tenant to receive a notice of foreclosure of the property and either a lease or a 60-day eviction notice by the new owner. The federally-enacted Protecting Tenants at Foreclosure Act (the "PTFA") became effective on May 20, 2009, applies to foreclosed properties that were originally financed by a federal agency or to any residential property after May 20, 2009 and is an improvement over SB1137. The PTFA requires that the new property owner give a 90 day eviction notice (as opposed to California's 60 day notice) to tenants after the foreclosure has been completed. Also under the PTFA the tenant can continue to live in the foreclosed property for the remaining lease term unless the new owner intends to occupy the property as their primary residence.

We propose that the PTFA be locally enforced particularly in case of section 8 tenants.

8. FORECLOSURE EVICTION MORATORIUM

According to a study, for more than 50% of East and West Oakland residents, unemployment and underemployment is the main reason behind their inability to pay rent or mortgage.

We propose a moratorium on foreclosure evictions of families where one or more persons in the household have lost their job unless some federal assistance is made available to such households.

9. EMERGENCY HOUSING SERVICES

We propose allocation of funds in the City's budget for the following services: (a) No interest loans for housing repairs for seniors and residents on a fixed income; (b) Emergency loans and grants for: first/last months rent, security deposits and emergency rental costs (especially for tenants who have experienced some type of catastrophe: fire, foreclosure, uninhabitable, unhealthy or hazardous conditions); 3) Counseling services for first time homebuyers on mortgages and financial literacy.

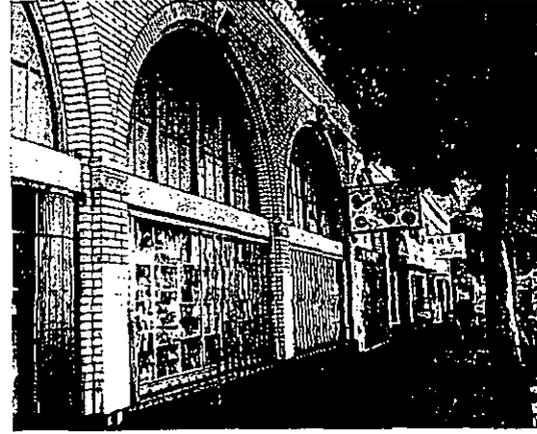
Oakland Heritage Alliance 1-18-12: historic areas to consider in setting heights and guidelines



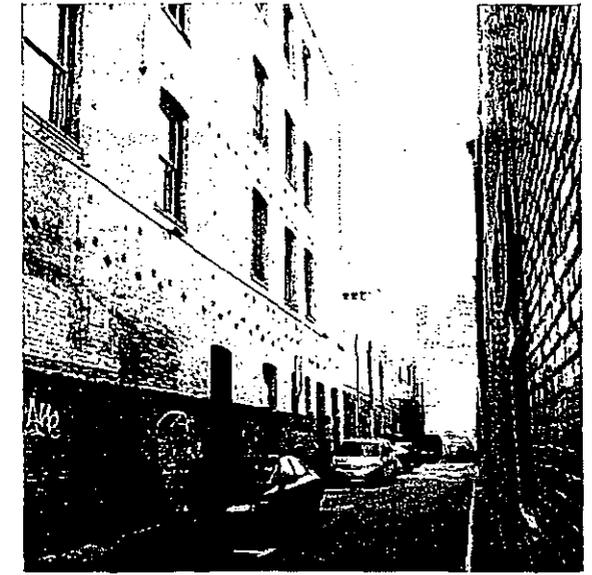
Example of pre-1906 residential (Alice between 6th and 7th)



Chinatown ASI



King Block:
12th St.(above left) 13th St.
(above right)
Could the King Block Alley
(right) be reused similarly to
Belden Place in downtown San
Francisco (left)?



Marti Downing
 Comments Submitted at 1/18/12 Planning Commission

