

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.

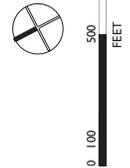
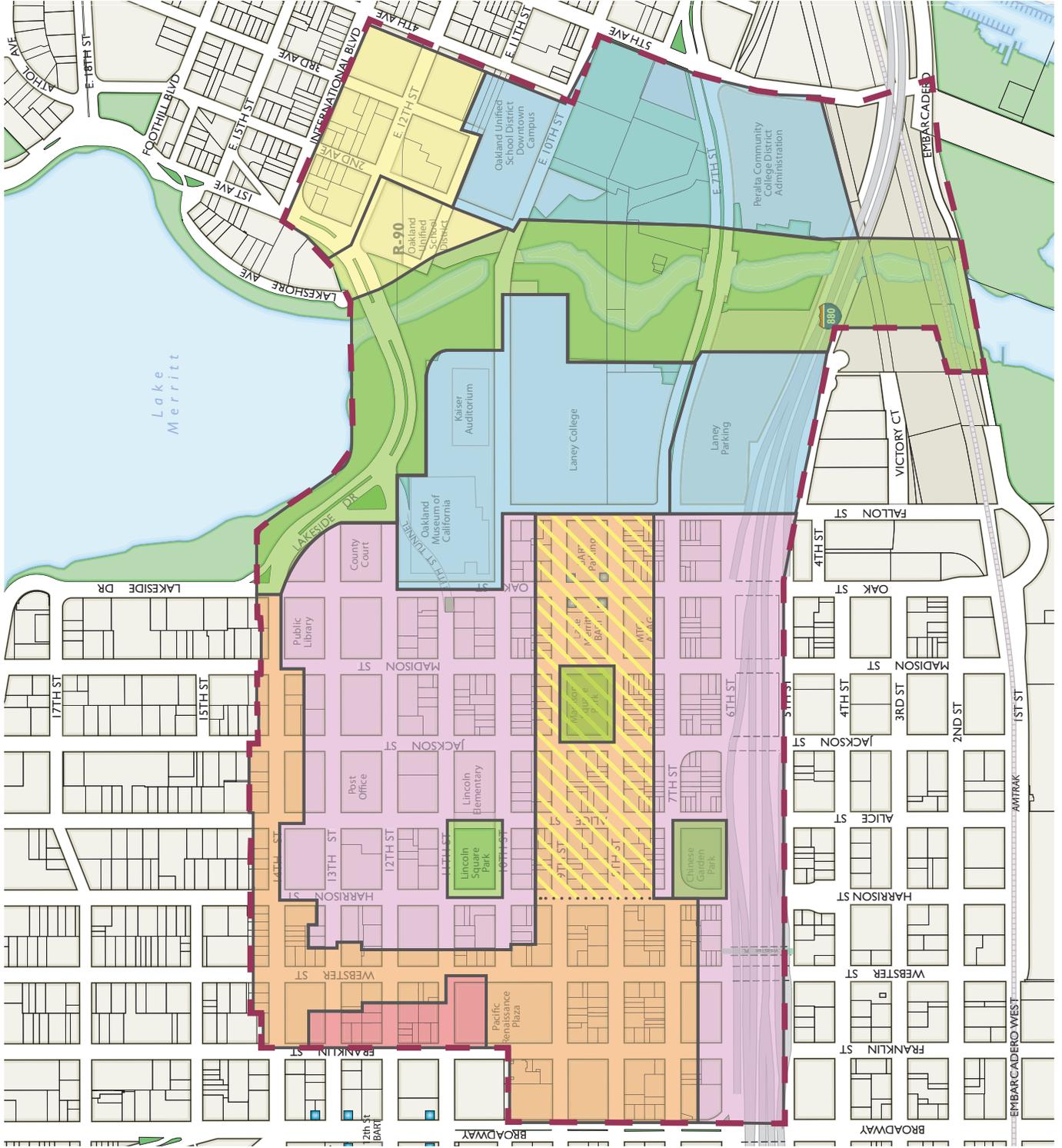
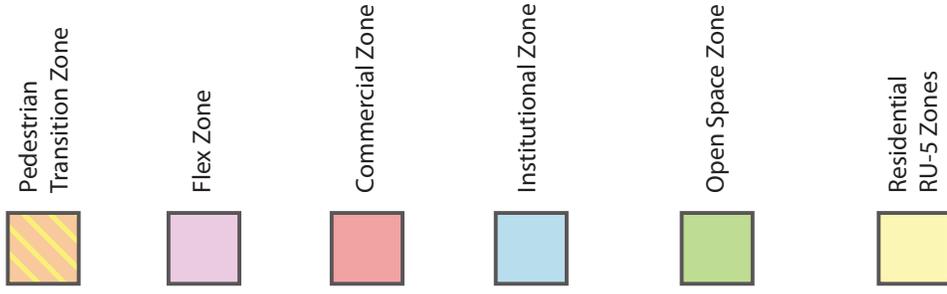
4.1 Land Use Character

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.

**Figure 4.1:
DRAFT LAND USE
CHARACTER**



- ***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.
- ***Transition Zone.*** An area that is currently mostly housing, 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, Peralta College District, Oakland Museum, and Kaiser Auditorium.
- ***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.
- ***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.

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 Emerging 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.

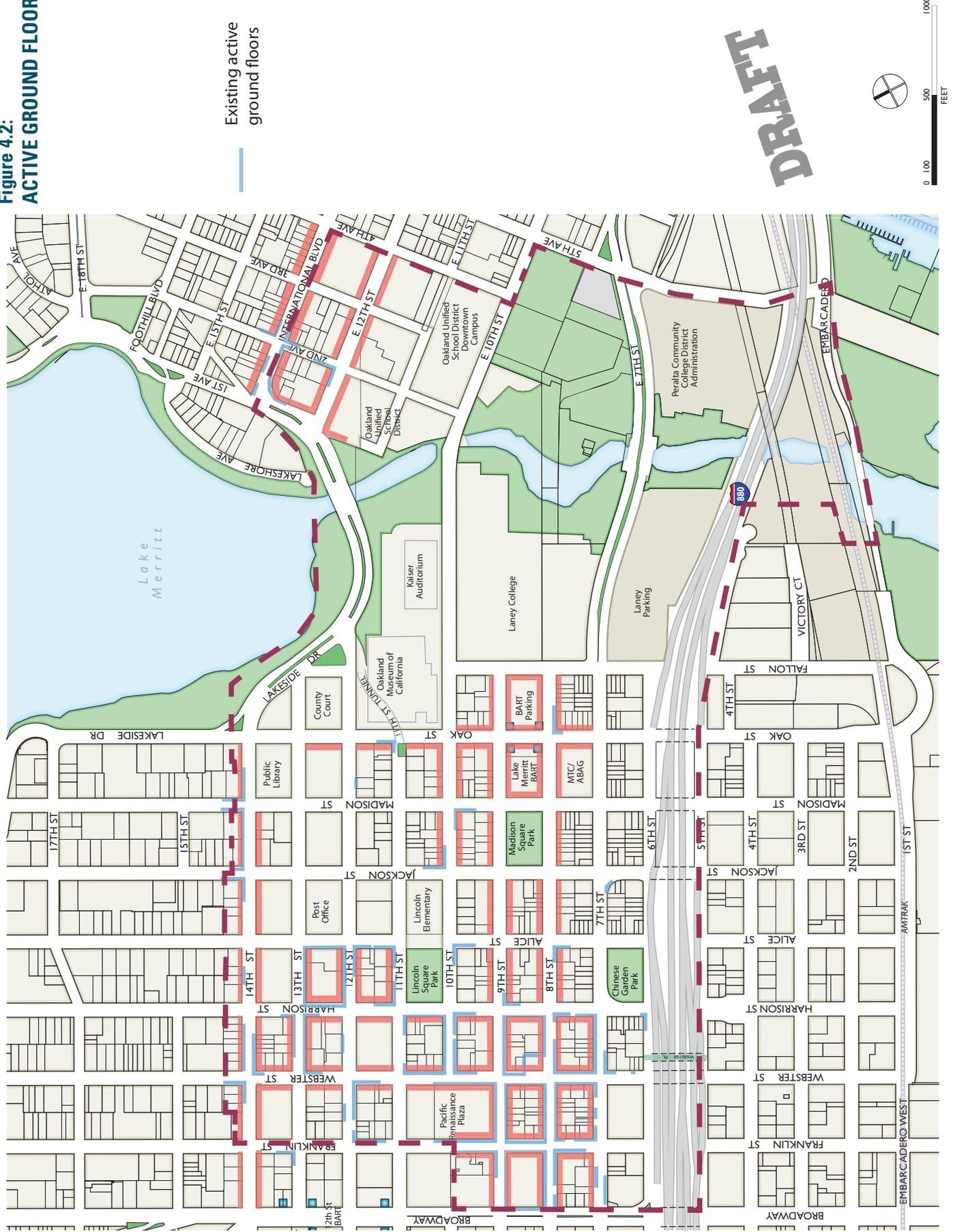
RETAIL OPPORTUNITY

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

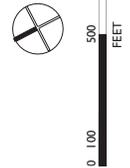
- Projected growth of up to 38,400 residents by 2035. These residents could support an additional 414,000 SF of new retail.
- Projected growth of up to 7,300 new employees by 2035. New employees could support additional eating and drinking, service and specialty retail.
- The 15,000 commuting students 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.

**Figure 4.2:
ACTIVE GROUND FLOOR USES**



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RETAIL ENHANCEMENT AND EXPANSION

The Emerging 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.

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

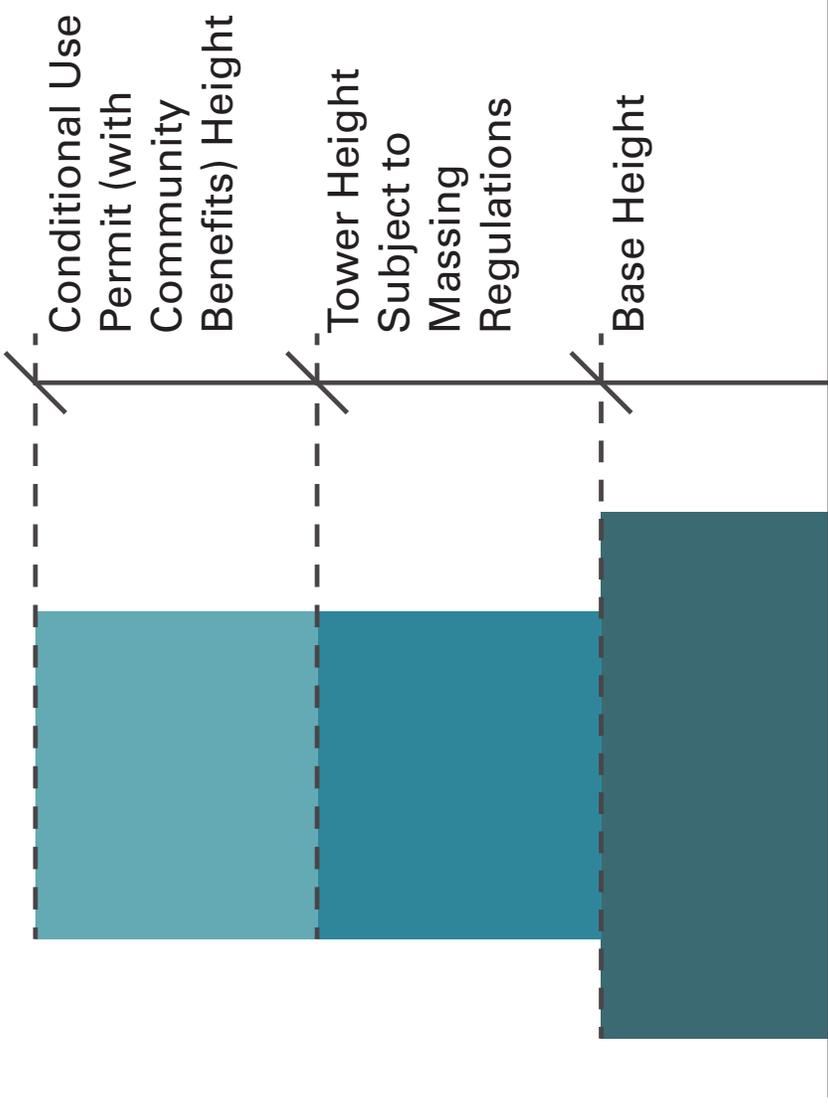
4.3 Massing and Building Design Concepts

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 three levels, as shown in Figure 4-3:

- **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.
- **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 standards, outlined below.
- **Total height:** Additional tower height will be allowed with a Conditional Use Permit, requiring provision of community benefits.

Figure 4.3:
MASSING CONCEPT



Height Considerations

Height limitations for each level (base, tower, and total), will be defined based on several considerations related to the existing context and the goals and vision of the project. The factors to be considered in determining the area height limits will be carefully balanced to establish a vibrant, high density, transit oriented district. Draft heights will be developed in the next stage of the planning process.

Considerations include:

- Base heights in particular will consider:
 - Pedestrian experience.
 - Consistency with historic building heights and historic districts .
- Base and tower heights will consider:
 - Block and lot sizes.
 - Views.
 - Location relative to Downtown (generally taller buildings).
 - Location relative to Lake Merritt and the Lake Merritt Channel (generally lower buildings).
 - Adjacency to public open spaces.
 - Adjacency to I-880, where taller buildings might act as a buffer between the neighborhood and the highway.
- Dominant height of surrounding buildings, which are not likely to change.

Community Benefits

As described above, new buildings could exceed the by-right tower height with a Conditional Use Permit and inclusion of community benefits. Provision of benefits would be exchanged for additional height or density/FAR. Community benefits that could qualify for the incentive include:

- Affordable housing;
- Family housing;
- Historic preservation;
- Additional public open space;
- Community facility;
- Other designated public amenity.

INITIAL BUILDING STANDARDS AND GUIDELINES

In the next planning phase, we will define development standards and design guidelines. These are regulations that ensure development contributes to an active, comfortable, safe, and beautiful public realm. Streetscape concepts are presented in Chapter 6. They will build on concepts like:

Tower Massing

- High-rise towers should be relatively slender. High-rise office and other towers should also be slender, within realistic minimum floor plates.
- Towers should be separated from each other to provide light, 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.

Ground Floor Design

General ground-floor design standards are summarized below; these will be further refined for the preferred plan.

- 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 Retail Street Frontage 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.

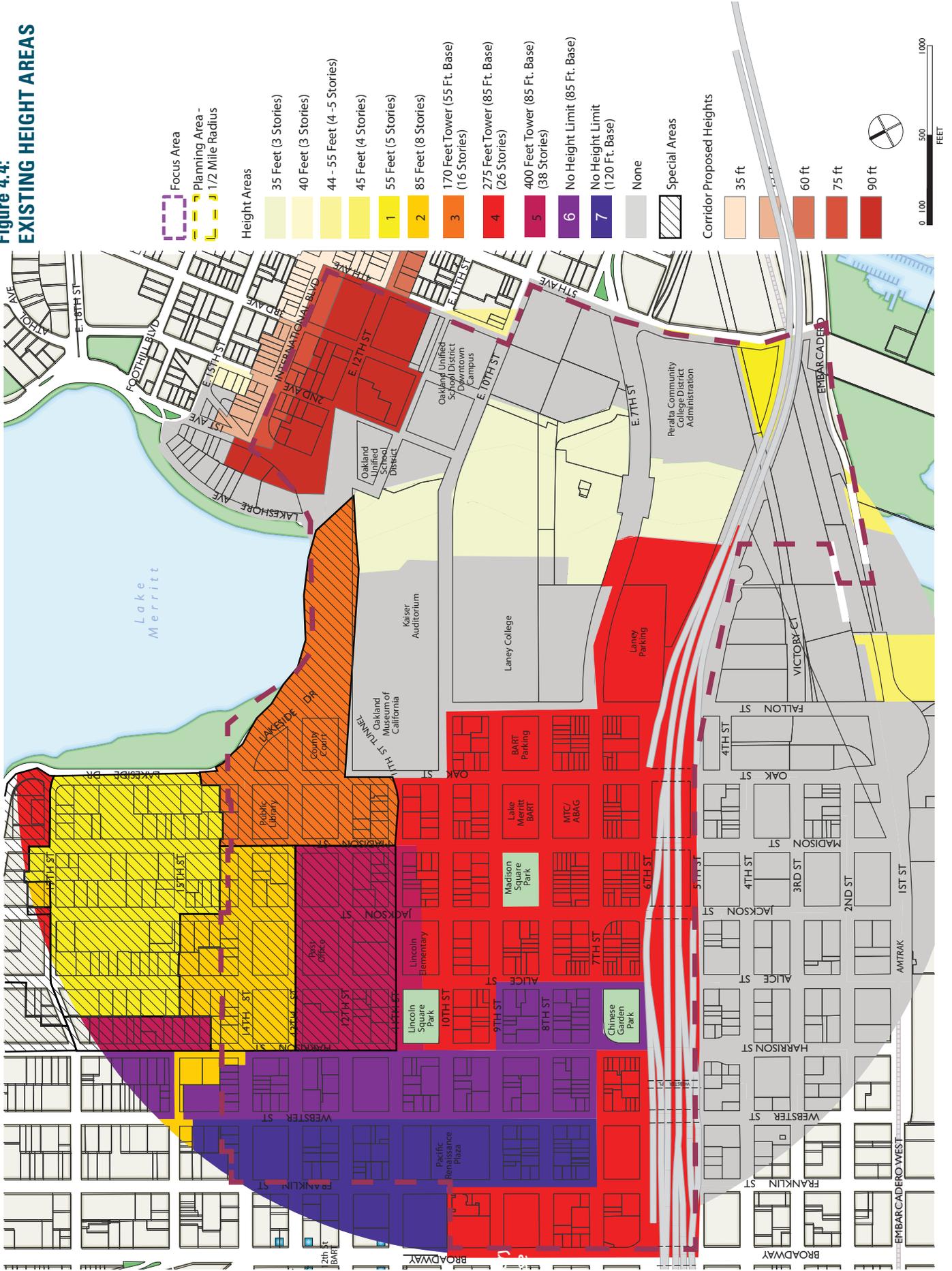
Green Building

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; and
- 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>.

**Figure 4.4:
EXISTING HEIGHT AREAS**



Lake Merritt Station Area Plan
Draft Emerging Plan Analysis Report

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5 Parks and Community 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 Parks and Community Facilities

PARKS AND RECREATION

Lincoln Square Park, Madison Square Park, and Chinese Garden Park are key assets in the Planning Area and important contributors to quality of life in a dense urban neighborhood. It should be noted that many of the Station Area's parks and community facilities also serve a regional population, since Chinatown functions as a center for Asian culture in the City of Oakland and the larger East Bay. Lincoln Square Park, which includes Lincoln Recreation Center, is particularly well-used by a users of all ages during all times of the day and week.

Lake Merritt and the Estuary Waterfront parks area also within the Planning Area, but not as close to the heart of Chinatown and the commercial and residential activity associated with Chinatown. These parks do still provide amenities that draw users from the Planning Area and throughout the city. In addition, two linear parks—Peralta Park and Lake Merritt Channel Park—provide additional passive and active recreation space. However, access to these parks is constrained from the Planning Area due to visual and physical obstacles, as well as real and perceived distance from the current center of commercial and residential activity. The Station Area Plan will seek to improve the accessibility of these resources, by improving walkability and visibility, as well as by extending the commercial and residential activity closer to the parks. In addition, Measure DD improvements¹ currently underway will improve access to these assets.

All the existing parkland in the Planning Area totals nearly 43 acres. Not included in this total are open space areas that are spaces that are not owned by the City of Oakland and zoned specifically zoned as open space, including the BART plaza, the plazas and courtyards in Laney College, and the gardens in the Oakland Museum of California. However, those spaces are valuable open spaces resources for the Planning Area as well as the larger region.

¹ 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.

Table 5-1: Existing Parks in the Planning Area¹

<i>Park</i>	<i>Park Type</i>	<i>Location</i>	<i>Acreage²</i>
Chinese Garden Park (Harrison Square)	Special Use Park	7th Street & Harrison Street	1.3
Madison Square Park	Special Use Park	810 Jackson Street	1.4
Lincoln Square Park	Neighborhood Park	261 11th Street	1.4
Lake Merritt ¹	Region-Serving Park	12th and Lakeside	8.6
Estuary Channel Park	Region-Serving Park	5 Embarcadero	3.4
Peralta Park	Linear Park	94 East 10th Street	2.6
Channel Park	Linear Park	1 10th Street & 21 7th Street	10.7
Resource Conservation Areas		Along the banks of the channel (Peralta Park and Channel Park)	13.6
Total Existing Park Space			42.9

1. Only includes parks owned by the City of Oakland.

2. Acreage only includes the parkland within the Planning Area and excludes the water body.

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

COMMUNITY FACILITIES

School campuses play an important role in the Planning Area. Laney College, on 60 acres of land along Lake Merritt Channel, is the largest of the four Peralta Community Colleges with over 13,000 students and more than 480 full-time and adjunct faculty. Oakland Unified School District's new Educational Complex will bring together elementary, high school, and early childhood programs, and an after-school program in a state-of-the art structure across East 10th Street from Laney College's athletic fields.

The Planning Area also features two libraries in the Oakland Public Library System. The Main Library, at 14th and Oak Streets, has an extensive collection, an Oakland History Room, a large and active Children's Room, a TeenZone, and public-access internet computers. The Asian Branch Library, meanwhile, is a unique branch housing eight languages in major reference titles and general subject titles. The Asian Branch is located in Pacific Renaissance Plaza at 9th and Webster Streets, a facility that also includes the Oakland Asian Cultural Center and a plaza with a popular fountain.

The Oakland Museum of California (OMCA), located on a large site one block north of the BART station, is focused on interpreting California’s dynamic cultural and environmental heritage, and includes a theater, exhibits, and gardens.

These community facilities have the potential to collaborate, share facilities, and be better integrated into the neighborhood fabric. This is a goal of the Emerging Plan.

5.2 Emerging Plan Parks and Community Facilities

As new development takes place and the residential population increases, maintenance, increased access 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.

NEW PARKS

The Emerging Plan proposes several different park types to accommodate the needs of present and future residents and to create cohesive network of open spaces. The Plan proposes a number of publicly accessible open spaces that could be created when new, large-scale (full block) development projects occur. In addition, a new greenway or linear park along the channel will provide local passive and active recreation space as well as provide a pedestrian and bicycle connection between Lake Merritt, the Estuary waterfront, and the Bay Trail. In total, the Emerging Plan proposes up to 16 acres of new parks and public open spaces, including 3.2 acres of local parks. The total amounts, shown in Table 5-2, show 42.9 existing acres, 15.8 new acres, and a total of 58.7 acres at buildout.

Table 5-2: Potential New Publicly Accessible Open Space

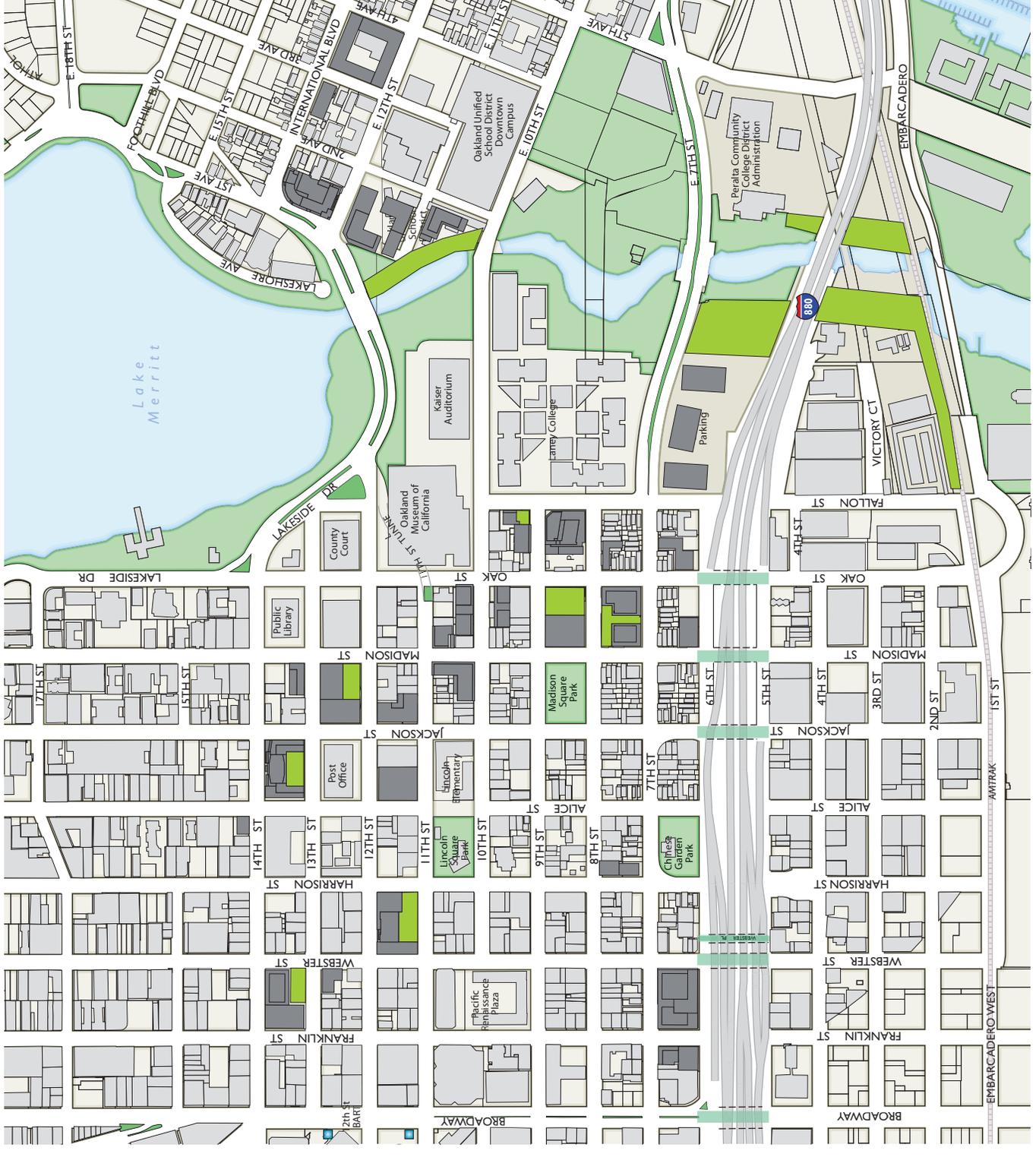
	<i>Existing</i>	<i>Proposed</i>	<i>Total at Buildout</i>
Residents	12,000	7,500-10,800	19,500-22,800
Open Space Acreage	42.9	15.8	58.7

MAINTAIN AND ENHANCE EXISTING PARKS

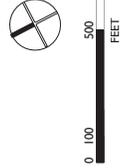
In addition to new open spaces, the Emerging Plan identifies ways to maintain and enhance existing park spaces. As noted above, Lincoln Square Park is already well-utilized and even overcapacity. Madison Square Park and Chinese Garden Park serve distinct needs within the community. However, improvements to those and other parks would add to the quality of life in the neighborhood, as well as relieve some of the pressure on Lincoln Square Park. Guidelines and programming recommendations are provided in Sections 5.3 and 5.4, respectively.

**Figure 5.1:
PARKS AND PUBLIC SPACES**

- Example Proposed Building Footprints
- Proposed Parks/Public Spaces
- Existing Parks



August 2, 2011



5.3 Park Guidelines

Although the amount of parkland is important to ensuring a healthy community and a network of open spaces, the quality and accessibility of park and open spaces are equally important elements. 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 Emerging Plan. Adequate sidewalks, safe crossings, and active streetscapes aim to encourage walking to parks and other public spaces. The following guidelines describe ways to create and maintain high-quality public spaces:

- **Site parks to maximize sun access and minimize wind and shadows:** Locate open space along the east, west, or southern block or building face 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:** Use landscape materials that are climate appropriate, drought-resistant, and require minimal irrigation and maintenance. (See Alameda County’s Bay-Friendly Landscaping guidelines.) Use high-quality durable materials that 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 memorials, 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, kids, teenagers).
- **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 or information and food vendors. Also, provide opportunities for quiet passive recreation.

SHORELINE GUIDELINES

The following design guidelines will help ensure that new open spaces along the Lake Merritt Channel are publicly accessible:²

- 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.

5.4 Existing Parks: Improvements and Programming

A wide range of park programming options have been suggested, which will continue to be developed for specific park locations as the plan moves forward. Generally, programming has either been general (not location specific), or has focused on Madison Square Park.

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

CHINESE GARDEN PARK

Chinese Garden Park provides important cultural amenities, senior center programming, and a community garden that is well used by residents in the Planning Area. However, access is

² San Francisco Bay Conservation and Development Commission, "Shoreline Spaces: Public Access Design Guidelines for the San Francisco Bay, April 2005.

constrained and safety a concern given the high volumes of traffic and vehicle speeds on surrounding streets.

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. However, 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. 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:

- Desired amenities: seating, public restrooms, trash cans, shade and shelter.
- Potential new community facilities: exercise equipment for adults, play structures for kids, swimming pool, community garden, amphitheater/stage for performances/outdoor classes; gaming tables; memorial or cultural structures; sports fields; senior center; community center.
- 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 such as a tea house, 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. Remove barriers, such as the wall along Jackson Street, to improve visibility of the park.

Lake Merritt Station Area Plan
Draft Emerging Plan Analysis Report

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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 IIIa (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 20 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 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 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 BART station and throughout the neighborhood. Signage should be consistent with existing signs and be fully bilingual.

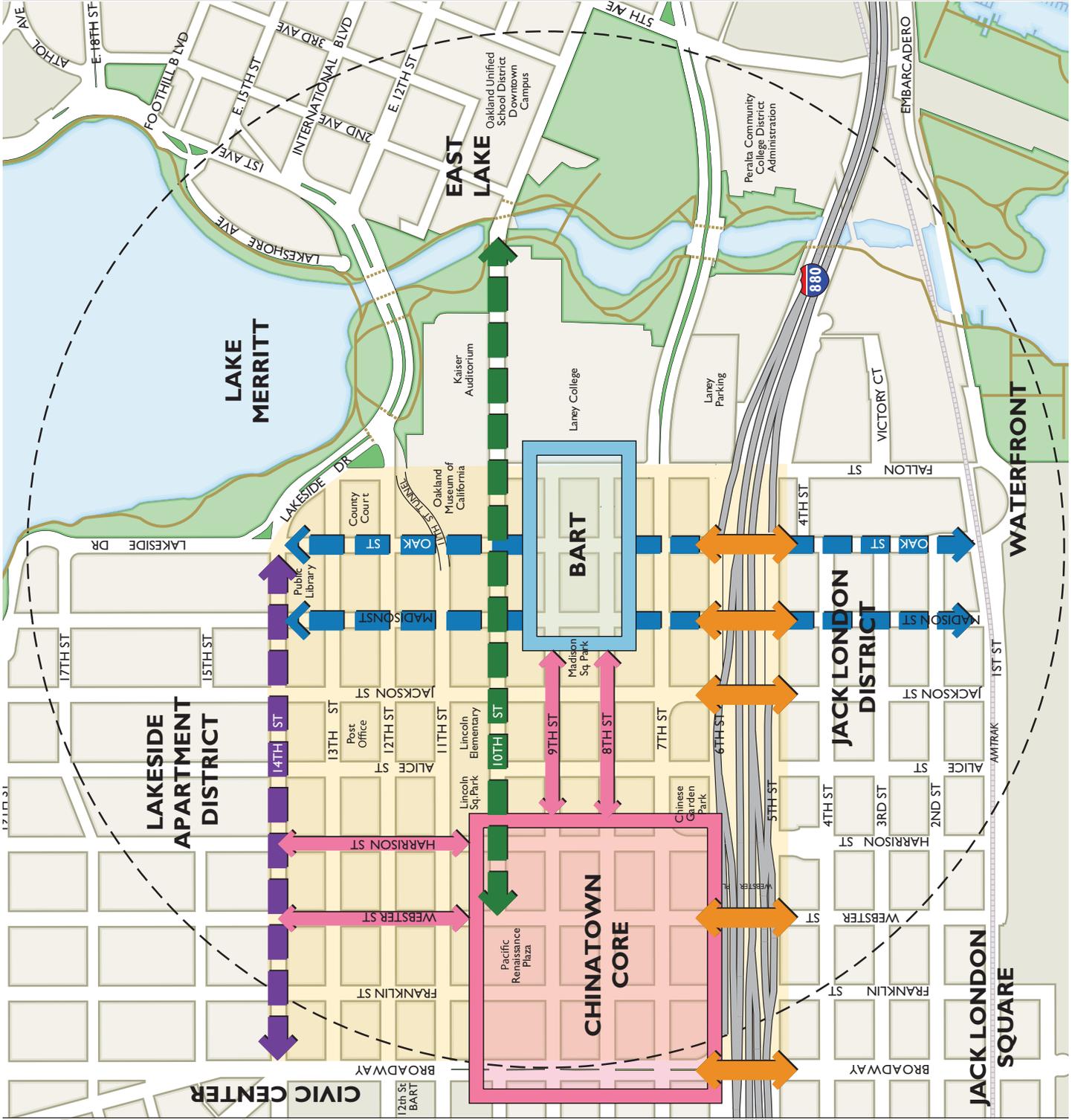
Many of the improvements needed to pursue these concepts would be difficult to implement without roadway lane reductions, which are discussed in more detail in Chapter 7, “Circulation, Access, and Parking”. As the Circulation discussion makes clear, existing roadways in the Plan Area have significant 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 areas – 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 Loft 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

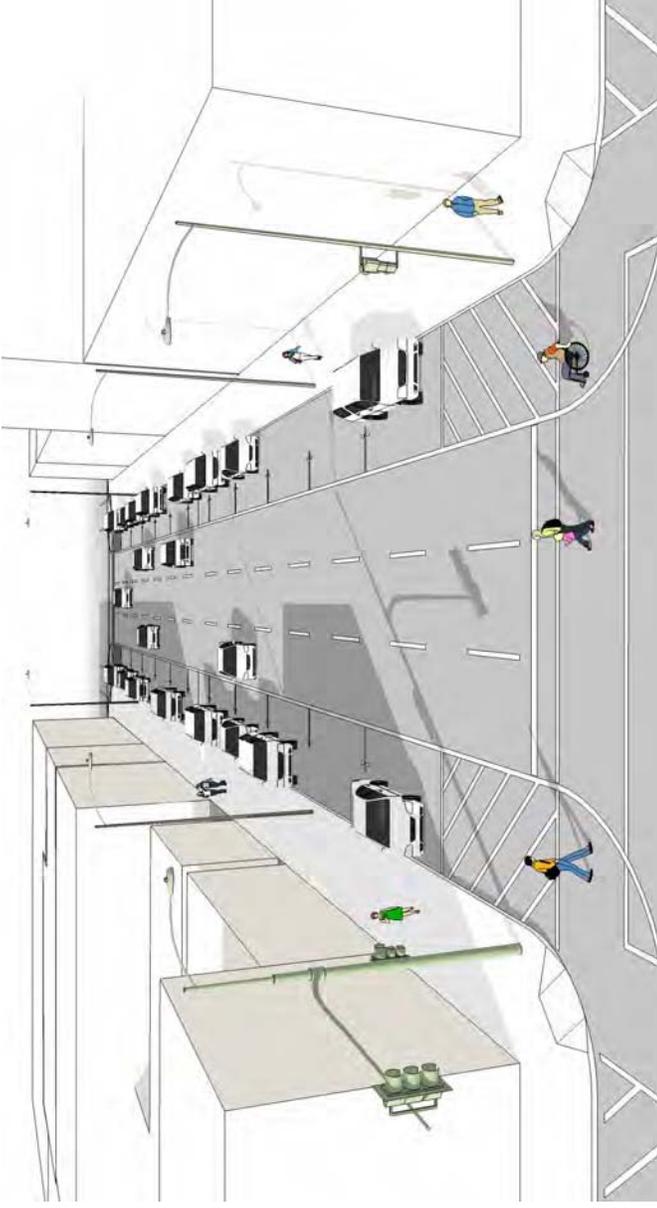


6.3 Streetscape Phasing Concept

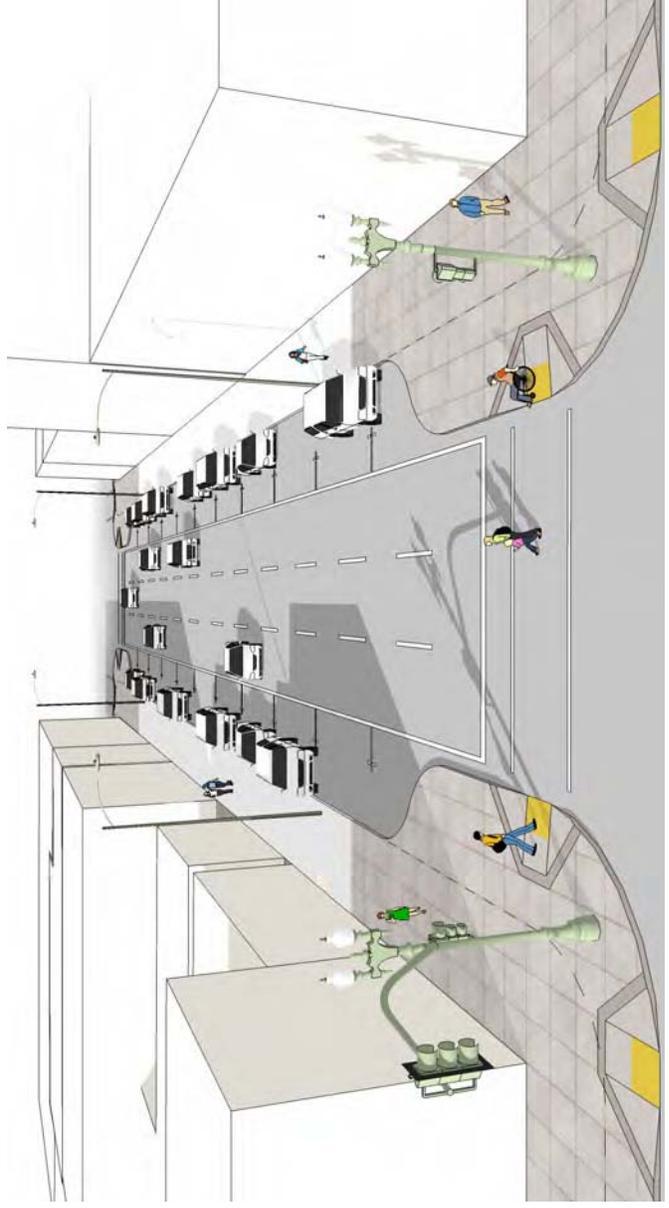
Given the studies and construction costs associated with streetscape improvement projects, it is desirable for improvements to proceed in a phased manner that allows less expensive traffic calming and pedestrian safety improvements to proceed in the near term, with more costly lighting and sidewalk widening 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.

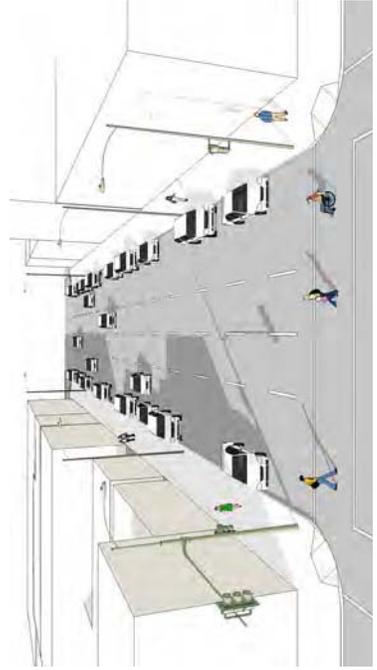
**Figure 6.2:
STREETSCAPE PHASING**



Phase 1: Striping Lane Reduction



Phase 2: Bulb-Outs

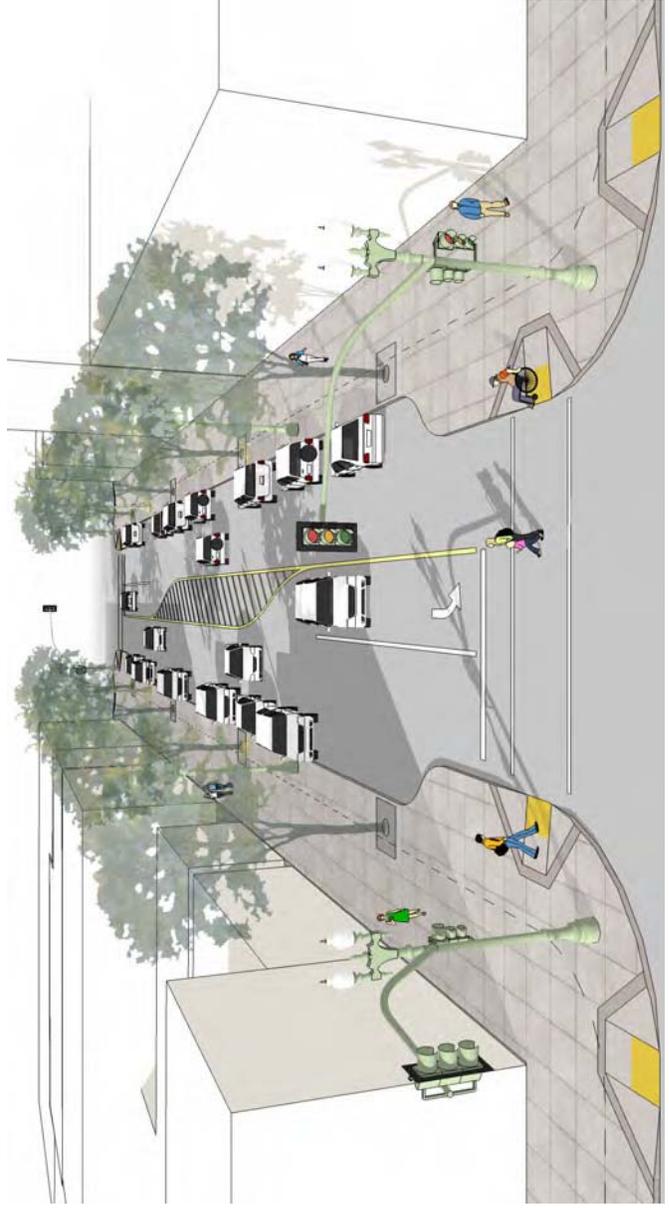


Existing Condition

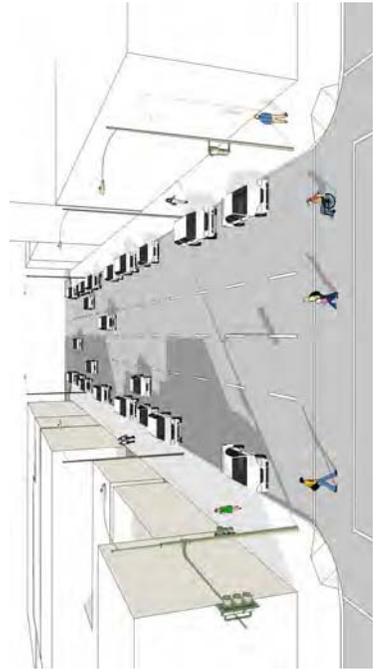
**Figure 6.2 Continued:
STREETSCAPE PHASING**



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



Phase 3 (Option B): Two-Way Conversion



Existing Condition

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, sharrows bikeway, sidewalk amenities including pedestrian-oriented lighting and street trees where subterranean basements and utility vaults allow; consider above-grade planter(s) with small trees where vault conditions constrain planting. 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. 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, 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, and sidewalk amenities including pedestrian-oriented lighting and street trees.

9th Street East of Harrison

- 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, and sidewalk amenities including pedestrian-oriented lighting and street trees.

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.

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, connecting to the Webster Tube and the City of Alameda. 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.

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. 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. 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 – 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.

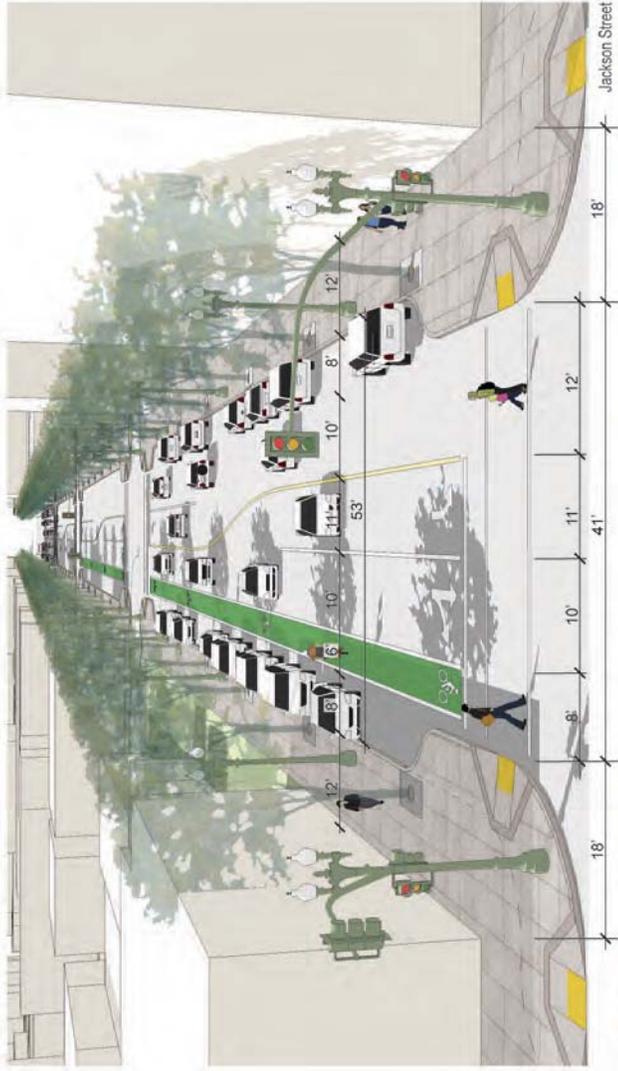
6.5 Oak Street Transit Hub

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 should 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 would get off on 8th Street at Oak. As depicted by the sketch in Figure 6.4, existing on-street parking would be removed along the easterly frontage to create a bus-only transfer area, and parking along the westerly frontage would be programmed for kiss-and-ride drop-off and pick-up during peak commute hours. Substantial corner bulb-outs 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.

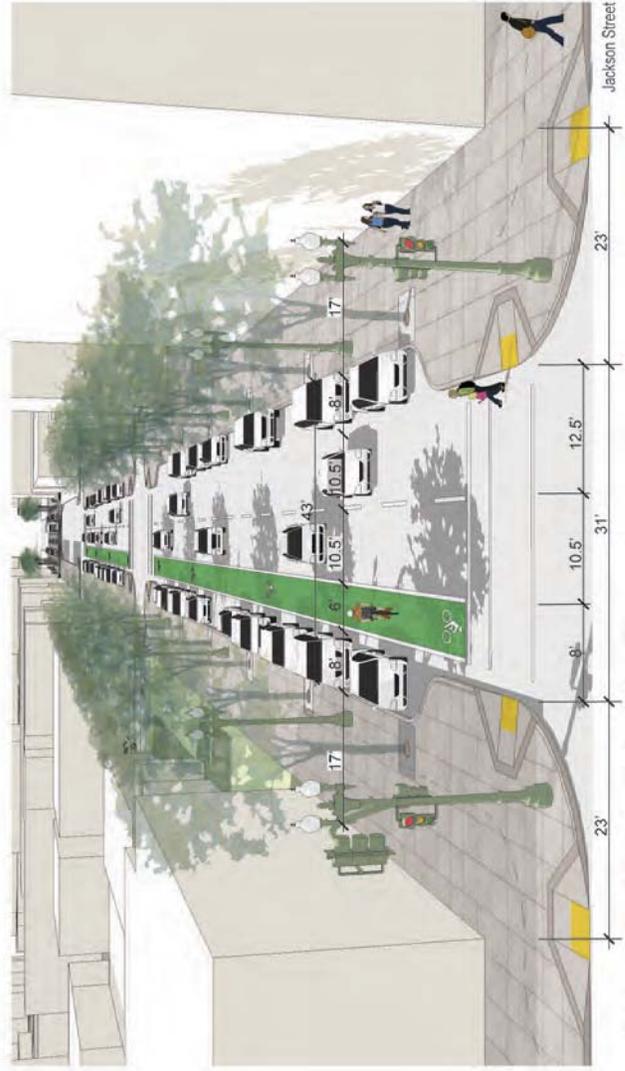
The Transit Hub sketch also depicts general improvements to plaza areas on adjacent redevelopment sites. On the west side of Oak Street, planting areas are reconfigured to provide more visibility and pedestrian circulation adjacent to BART station escalator entries. On the east, the large existing concrete 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.

**Figure 6.3:
STREETSCAPE CONCEPTS**

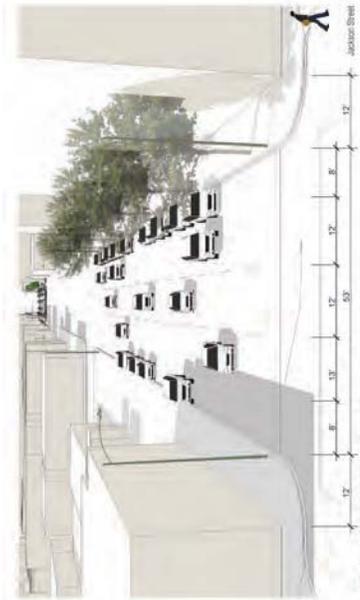




9th Street East of Chinatown Core - Option A
 Convert to Two-Way, Bike Lane

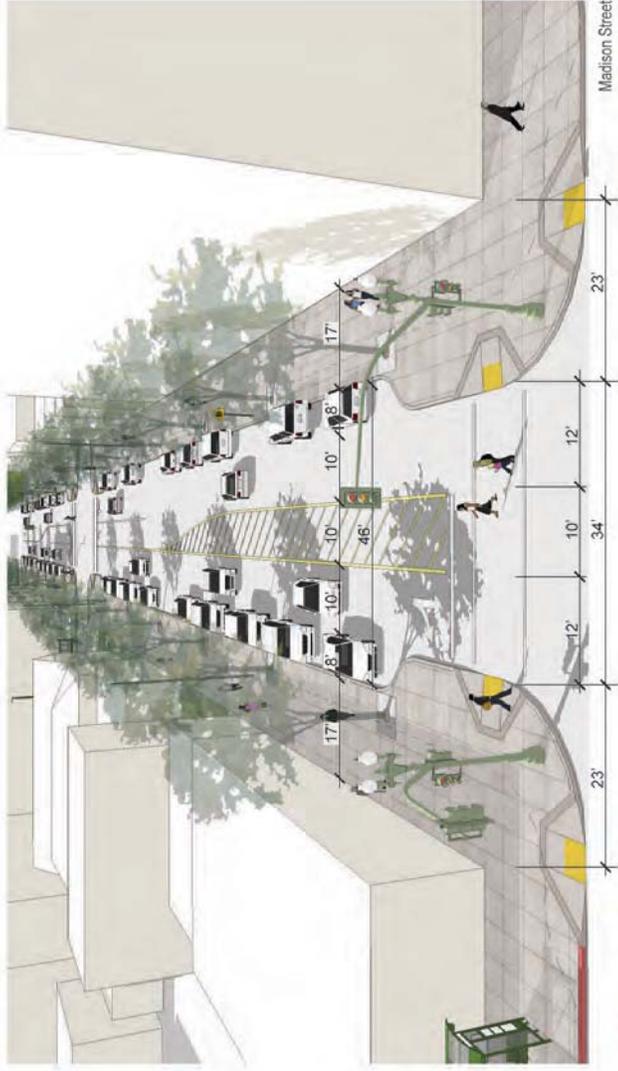


9th Street East of Chinatown Core - Option B
 3/2 Lane Reduction, Widened Sidewalks, Bike Lane



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

**Figure 6.3 Continued:
STREETSCAPE CONCEPTS**



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



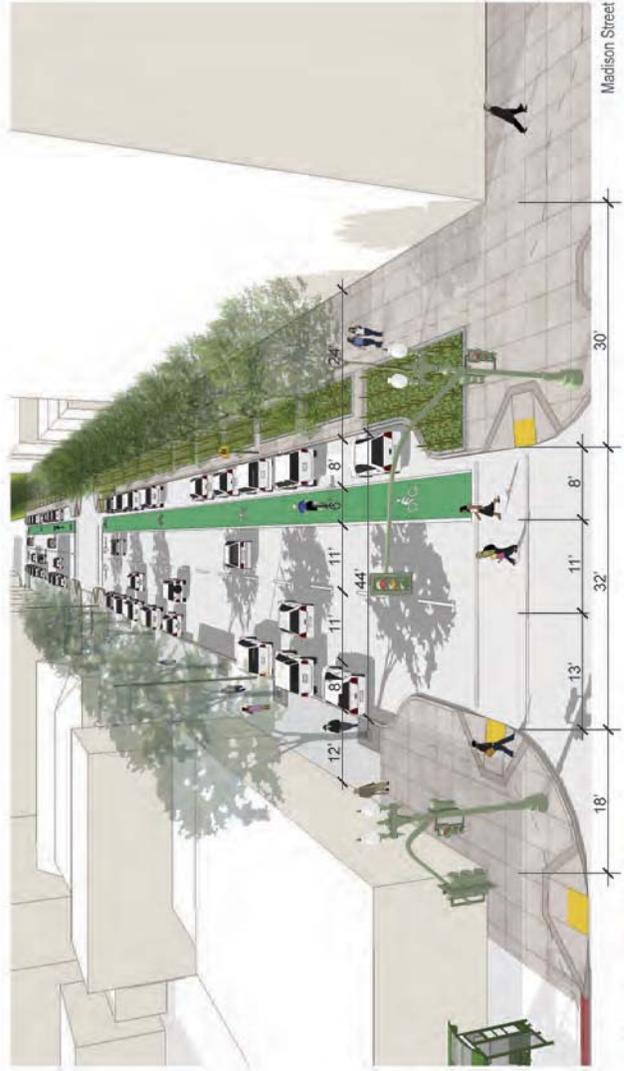
10th Street - Option B
4/2 Lane Reduction, Widened Sidewalks, Angle Parking, "Green Street"



1006 Street East of Fallon Street
Existing Looking West - 2 Lanes Two-Way



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

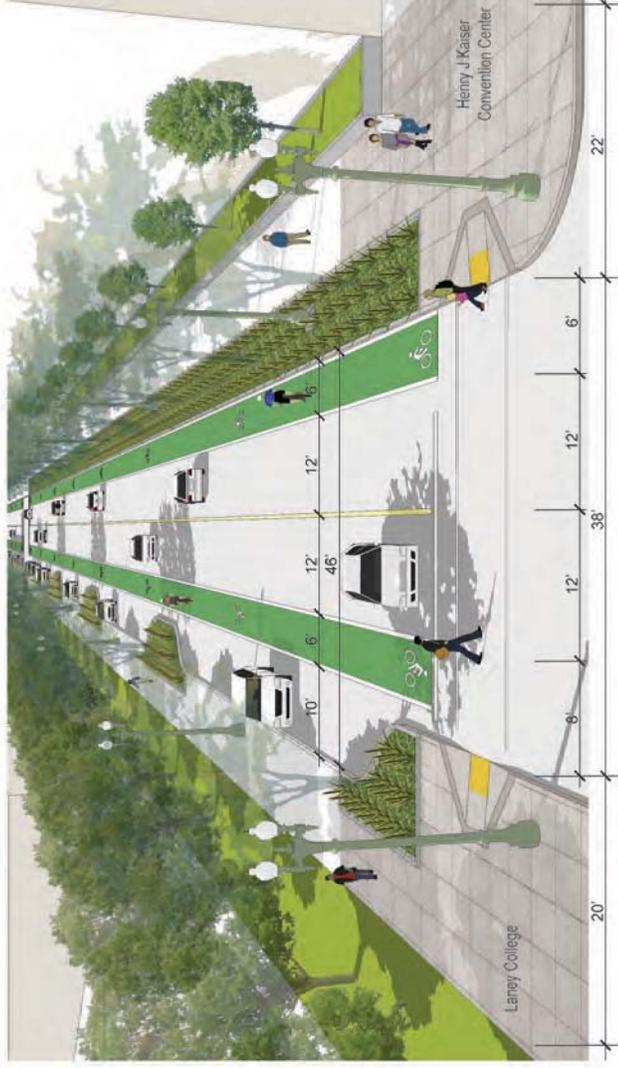
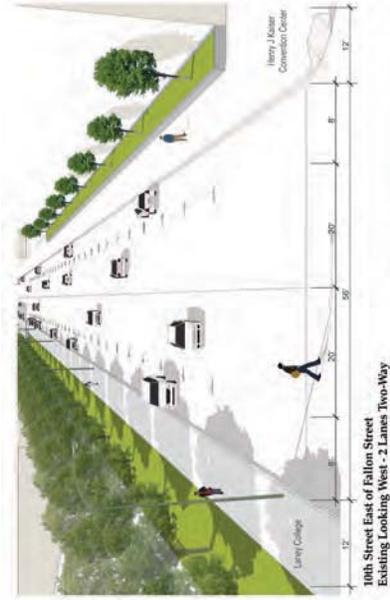


10th Street - Option D
 4/2 Lane Reduction, Widened Sidewalk (north side only), Parallel Parking, Bike Lane, "Green Street"

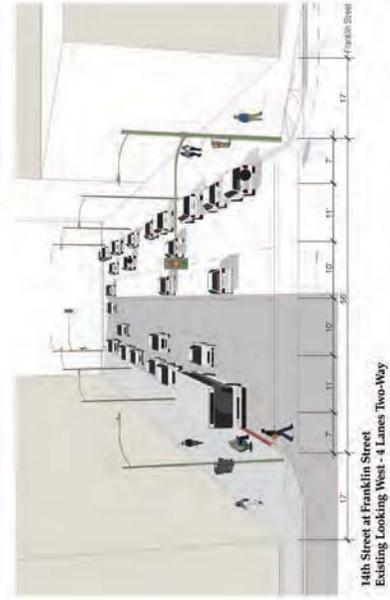


1006 Street East of Fallon Street
 Existing Looking West - 2 Lanes Two-Way

**Figure 6.3 Continued:
STREETSCAPE CONCEPTS**

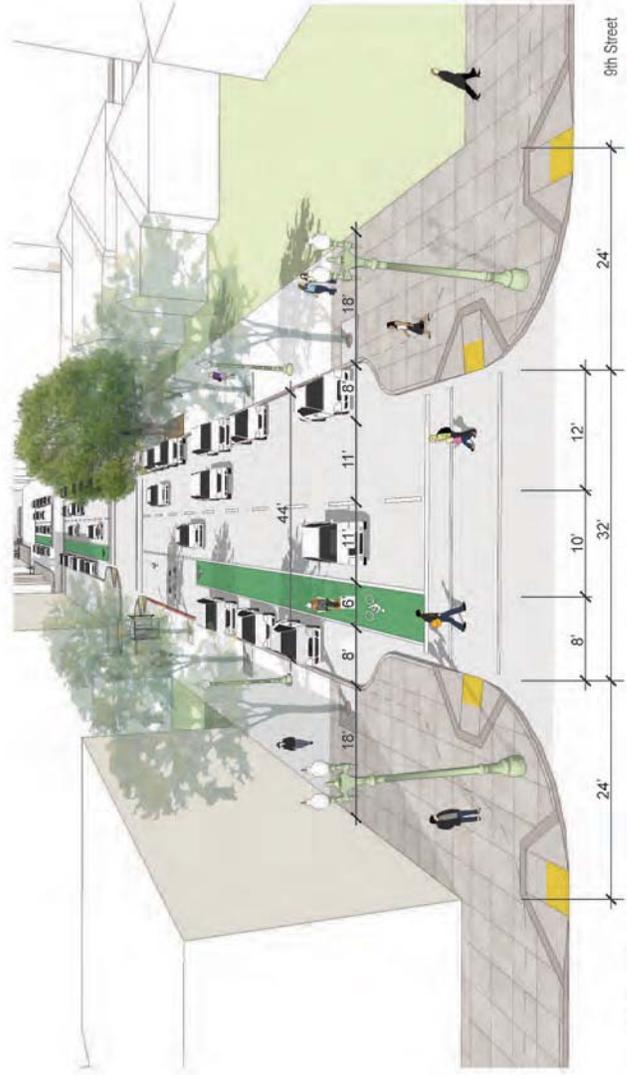


**10th Street East of Fallon Street
Narrowed Lanes, Widened Sidewalk, "Green Street" Improvements**



**14th Street at Franklin Street
Sidewalk Improvements, Distinctive Lighting**

**Figure 6.3 Continued:
STREETSCAPE CONCEPTS**



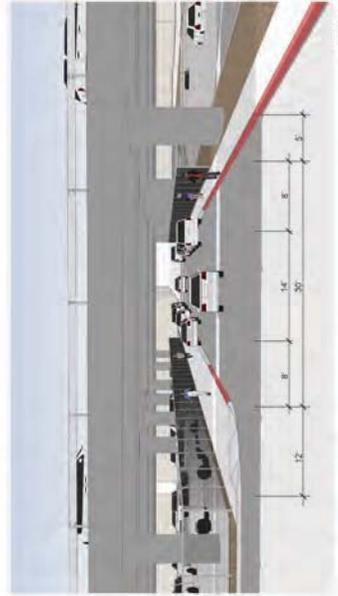
**Figure 6.3 Continued:
STREETSCAPE CONCEPTS**



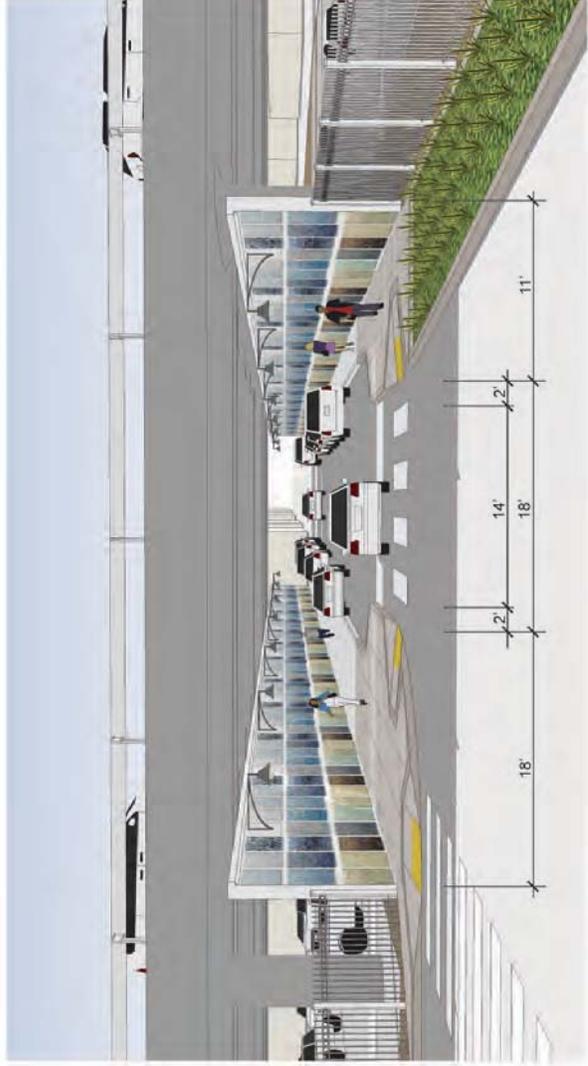
Oak Street Underpass
Existing Looking South - 3 Lanes Two-Way



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



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



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

**Figure 6.4:
OAK STREET TRANSIT HUB**



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



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

Lake Merritt Station Area Plan
Draft Emerging Plan Analysis Report

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