

**CITY OF OAKLAND**  
Interoffice Memorandum



**Bicycle and Pedestrian Advisory Committee**

**TO:** City of Oakland Bicycle and Pedestrian Advisory Committee  
**FROM:** Alicia Parker, Planner II, Planning, Building and Neighborhood Preservation  
**DATE:** July 19, 2012  
**SUBJECT:** Central Estuary Implementation Guide

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**SUMMARY**

The City of Oakland is preparing the Central Estuary Implementation Guide (CEIG) and related documents to guide future development in the Central Estuary Area. The project focuses on ten sub-districts within the larger Estuary area where some land use change from existing conditions is anticipated. The project entails the rezoning of these areas consistent with direction from the Estuary Policy Plan, as well as General Plan (GP) Amendments to: (1) update existing GP goals and strategies to reflect the direction established in the Central Estuary Implementation Guide, and (2) increase the allowable Floor Area Ratios. In addition, the Draft CEIG includes proposed design guidelines and development standards for the various subareas. A Supplemental Environmental Impact Report is currently in preparation.

**BACKGROUND**

The Draft Central Estuary Implementation Guide (CEIG) is intended as a companion to the City of Oakland's 1999 **Estuary Policy Plan (EPP)**. The EPP serves as part of the Oakland General Plan for pertinent waterfront areas. An "Implementation Guide" is called for in Policy MF-2 of the Estuary Policy Plan. The CEIG identifies specific steps to be undertaken to implement the recommendations of the EPP. These include detailed strategies and work programs to create and implement projects, site design and development standards, funding and institutional strategies, and other administrative steps necessary to carry out EPP recommendations.

In 2008, the City established a **Citywide Industrial Land Use Policy**, based on Council direction, aimed at preserving certain industrial areas and establishing a more integrated and predictable approach to the management of industrial lands in Oakland. In the final 2008 report recommending the adoption of the Industrial Land Use Policy, staff recommended that the City Council not make a recommendation about the future of the Policy Sub-Areas that falls within the Central Estuary, as the CEIG planning process would analyze them in depth and make recommendations regarding appropriate uses.

On December 9, 2008, the Oakland City Council initiated a planning process for the Central Estuary to develop a coordinated vision for the future development of the area that would address infrastructure deficiencies and conflicting land uses. The CEIG and the related zoning and Estuary Policy Plan amendments and Supplemental Environmental Impact Report will provide the policy framework for improving the area.

As part of the public outreach effort, six community workshops were held between March and November 2009. Initial workshops focused on developing a shared vision statement for the area, and subsequent workshops involved hands-on small group activities to develop and evaluate land use and transportation alternatives and reach consensus on a community-preferred alternative. Technical analysis of the alternatives included land use, transportation, sustainability, public health and fiscal impact analyses.

The three alternative concepts and a draft community preferred alternative were presented for comment at hearings of the Parks and Recreation Advisory Commission, Landmarks Preservation Advisory Board, Planning Commission, Community & Economic Development (CED) Committee, and City Council between December 2009 and July 2010.

The CED Committee discussed modifications to the community preferred alternative including the proposed land uses envisioned for the Owens Brockway site and the south of Tidewater area; there was general consensus about the proposals for the areas west of Fruitvale Avenue that were part of the community preferred alternative. On July 20, 2010, the City Council adopted the following land use alternative (in Resolution 82944; illustrated in **Attachment A**) which represents less change from existing conditions than envisioned during the community outreach process of 2009:

- (1) West Subarea: mixed-use infill, strengthening the existing specialty food producing industrial area;
- (2) Central West Subarea: preservation of the existing neighborhood including live/work uses;
- (3) Central-East Subarea: no change from existing conditions at the Owens Brockway site and retail/commercial use between High Street and (the new alignment for) 42<sup>nd</sup> Street; and
- (4) East Subarea: commercial-industrial mix, similar to the existing CIX-1 zone, in the area at the tip of Tidewater Ave., adjacent to Martin Luther King Jr. Regional Shoreline Park, with research and development (R&D) uses to the north and west.

## **REGULATORY AND PLANNING CONTEXT**

Citywide policies, such as the City General Plan and zoning, as well as a number of other plans and studies that have focused on the Estuary area, define the potential future for the Central Estuary.

### **General Plan and Estuary Policy Plan**

The Land Use and Transportation Element (LUTE) of the Oakland General Plan, entitled *Envision Oakland*, outlines a long-range vision for land use and transportation in the City of Oakland. Adopted in 1998, the General Plan LUTE was designed to emphasize integration of planning, economic development, and implementation, and spur a commitment to action while serving as the ongoing policy guide regarding physical development for the City. The LUTE defined a number of subsequent planning efforts that would be required to complete this process and further delineate the vision for certain areas, including the waterfront in particular. The General Plan LUTE includes policies and detail applicable to the Central Estuary, most notably the recommendation for a subsequent planning effort that created the Estuary Policy Plan.

The **Land Use and Transportation Element (LUTE)** of the General Plan also recommends that future residential growth in Oakland be targeted to areas with high transit connectivity (Transit Oriented Districts) and the waterfront, and suggests that land uses, densities, and transportation systems be planned to support increased development in these areas. It identifies the importance of regional commercial uses in Oakland's future, and suggests the waterfront as one opportune location for these uses. Key goals and policies address the importance of increasing public access to the waterfront and better connecting waterfront areas to the rest of the city, integration of

mixed-use development with adjacent land uses, and defining the type, density, and quality of development that should be encouraged along the waterfront.

The City of Oakland's **Bicycle and Pedestrian Master Plans** provide important policy guidance for bike and pedestrian connections throughout the City. The Bicycle Master Plan includes policies and implementation measures to create safe bicycling opportunities. The Pedestrian Master Plan sets forth the policy, design standards and implementation plan to create a pedestrian friendly environment. Both of these plans contain recommendations applicable to the Central Estuary Area.

The **Shoreline and Creeks** section of the **Open Space, Conservation and Recreation (OSCAR) Element** of the Oakland General Plan includes policies and actions that emphasize the Jack London to High Street waterfront as an opportunity area for improved public access, recreational amenities, and land uses which capitalize on the waterfront's presence. This section recognizes two significant challenges to improving the waterfront: (1) the tenuous balance between the importance of increasing access to the waterfront without interrupting active and essential maritime uses, and (2) the challenge of creating linkages to bring the rest of the City to the waterfront. The section proposes the promotion of some beneficial waterfront uses, such as maritime industry, and coordinated waterfront planning in balance with the increased dedication of accessible shoreline.

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

The General Plan LUTE established important general goals and policies for the waterfront and created a single broad land use designation, "Waterfront," which is applied to the entire Estuary waterfront, including the Central Estuary. The **Estuary Policy Plan (EPP)**, adopted in June 1999, is an element of the General Plan that sets forth policies and principles to guide development in the Estuary area, refining and superseding the policy guidance for this area contained in the City's General Plan LUTE. Since the 1999 Estuary Policy Plan was adopted, the two other districts included the EPP, the Jack London District and Oak to Ninth, have undergone significant redevelopment and planning.

The EPP divided the Estuary Area into three districts: Jack London, Oak to Ninth, and 'San Antonio/Fruitvale' (since re-named the Central Estuary). The EPP also recommended nineteen unique land use designations for the Estuary Waterfront, which supersede and subdivide the broad Waterfront designation of the General Plan LUTE into more fine-grained land use areas. The existing EPP land use designations for the Central Estuary consist of Light Industrial, Planned Waterfront Development, Residential Mixed Use, Heavy Industrial, and General Commercial and variations thereof.

## ***Regional and Other Agency Regulation and Planning Efforts***

### **The San Francisco Bay Trail**

One of the most significant current regional planning efforts, the creation of a continuous San Francisco Bay Trail, has many direct implications for the Central Estuary. The *Oakland Waterfront Trail: Bay Trail Feasibility and Design Guidelines* (2003) includes a detailed feasibility study, site plans and design standards for development of a waterfront promenade and Bay Trail alignment along the Oakland Estuary shoreline. Significant resources were invested to develop and partially implement these improvements. Construction of new parks and trail connections is on-going throughout Oakland, but is particularly pronounced within the Central Estuary, as the waterfront is rapidly being transformed by new projects.

### **Army Corps of Engineers**

The Oakland Inner Harbor Tidal Canal (OIHTC), which includes areas of the Estuary to the east of Coast Guard Island, is federal property governed by the United States Army Corps of Engineers (USACE). Some additional waters of the Estuary not considered part of the OIHTC are still regulated by the USACE, though the federal government is not the owner. The USACE is responsible for overseeing, managing, developing and maintaining the nation's water and related environmental resources, including its navigable waterways. As such, any improvements to facilities that come into contact with the Estuary, such as bridges and piers, will require the cooperation of the USACE. Docks, piers and other structures abutting from private parcels along the Estuary are considered encroachments into federal property where they stretch into the OIHTC and require permits, called Section 404 Permits, and licensing from the USACE for repair, modification, or any new construction.

### **Bay Conservation and Development Commission**

Waterfront development in the Central Estuary, as throughout the Bay Area, is regulated by the San Francisco Bay Conservation and Development Commission (BCDC). BCDC is dedicated to the protection and enhancement of San Francisco Bay and to the encouragement of the Bay's responsible use, through governance of the Bay and its adjacent areas to ensure compliance with federal, State, and regional laws and policies governing the Bay. BCDC has review and permit authority over all land areas in the entire San Francisco Bay that lie within a 100-foot 'Shoreline Band.' Within the Shoreline Band, BCDC ensures that development is consistent with the *San Francisco Bay Plan* and *San Francisco Bay Area Seaport Plan*, as well as the Public Trust Doctrine. BCDC also works to improve public access to the waterfront and along the water's edge as waterfront projects are developed.

### **Port of Oakland**

The Port of Oakland is a major landowner in the Central Estuary. The Oakland City Charter gives the Port the responsibility to own, develop and manage lands along the Estuary on behalf of the California State Lands Commission under the Tidelands Trust. Through this role, the Port has the ability to plan for, permit, and manage development in parts of the Central Estuary governed by the Tidelands Trust. Specifically, the Port acts as the owner of Embarcadero Cove and areas on either side of Embarcadero to the west of Dennison Street. Also, the Port owns Union Point Park, including the Cryer Site Waterfront Park expansion; these properties are leased to the City of Oakland to provide this park.

## OVERVIEW OF THE DRAFT CENTRAL ESTUARY IMPLEMENTATION GUIDE

The Draft CEIG presents recommendations related to land use, development, urban design, shoreline access, public spaces, regional circulation, and local street improvements for the Central Estuary waterfront and individual districts within it. **Attachment B** contains the Draft CEIG.

The Visions, Goals and Objectives of the EPP and Draft CEIG aim to retain, encourage and support a diverse and vibrant mix of uses; a destination waterfront; complete, safe and clear transportation connections; and infrastructure to support development.

The Draft CEIG includes the following sections:

- **Section I** includes introductory elements, which provide an overview and summary of the planning process, the planning area and surrounding context, as well as the vision for the Central Estuary and the goals and objectives established for implementation.
- **Section II** describes the land use context and includes an overview of existing land uses, zoning, and General Plan designations, along with a discussion of planned land use changes.
- **Section III** includes a review of existing transportation conditions and recommendations for near-term and long-term improvements, including an introduction to transportation policy and issues.
- **Section IV** describes the existing conditions of infrastructure throughout the Central Estuary and provides recommendations for required upgrades that should occur along with new development in the area.
- **Appendix A** provides policy-level recommendations for future transportation projects throughout the Central Estuary.

Concurrently with the Draft CEIG, proposed **new zoning** has been prepared for the area (See **Attachment C**), consistent with direction from the Estuary Policy Plan (EPP), as well as proposed **General Plan Amendments** (See **Attachment D**), to increase the allowable Floor Area Ratios (FARs) in some areas and update policy language. The Draft CEIG also includes a related document under separate cover, a **Design Review Manual for the Central Estuary** (See **Attachment E**), that contains proposed design guidelines for the various sub-districts.

## PEDESTRIAN AND BICYCLE CONDITIONS IN THE CENTRAL ESTUARY

### San Francisco Bay Trail Improvements (Measure DD)

Currently, the Bay Trail exists as a collection of off-street multi-use paths, on-street Class II bicycle lanes, and on-street Class III bicycle routes. The existing route includes both shoreline and inland segments; planned future waterfront alignments are also shown.

The Embarcadero Cove area includes sections of the waterside Bay Trail, but they are disjointed and hard to follow. As the Port redevelops this area including Livingston Pier, they will be required by BCDC to improve the Bay Trail.

Negotiations with ConAgra and schematic design work is currently underway regarding construction of a Bay Trail segment across their property, adjacent to Union Point Park. With the exception of the Zimmerman property (the site of the former Tiki Tom's restaurant), the segment

of the Bay Trail from 29th Avenue to Lancaster Avenue is complete and runs through a broad and attractive waterfront landscaped open space that was developed as part of Signature Properties residential development there. An application for development has been submitted for the Zimmerman property that includes connection of the Bay Trail across the property. The Bay Trail connection between Fruitvale Ave. and High Street was completed earlier this year.

For the boardwalks under the bridges, the City plans to build the fixed-pier style under the Fruitvale Bridge, and build a widened catwalk under the High Street and Park St. bridges. The City is currently proceeding with design of the High Street boardwalk, in cooperation with Alameda County, owner of the bridge. However, due to entitlements being delayed, interim inland routes are also being explored.

### **Existing Pedestrian Environment**

Overall, the pedestrian environment across the Central Estuary study area is generally quite poor. The Central Estuary site's predominantly industrial character makes for an overall uncomfortable pedestrian experience. The lack of adequate connections and long exposed walking distances from the Central Estuary to the rest of Oakland reduces the area's overall "walkability". The factors that have contributed to the poor pedestrian environment include:

- Missing sidewalks;
- Large block sizes, which can increase walking distances;
- Wide, difficult to cross roads designed to accommodate heavy vehicles and maximize traffic flow;
- Few marked crosswalks and several prohibited pedestrian crossings at busy intersections;
- A lack of activity generators, particularly outside of employment hours;
- Insufficient street trees and other amenities;
- Movement barriers created by I-880, Union Pacific / Capital Corridor railroad, BART and the Oakland Estuary.

High Street, in particular, is described in the Central Estuary Plan's Existing Conditions Report as having a poor quality pedestrian environment, due to a large number of industrial uses, narrow sidewalks, a lack of bike lanes and shoulders, prohibited pedestrian crossings at some intersections, and a lack of pedestrian amenities such as street trees. In terms of accessing areas on the other side of the I-880, pedestrian undercrossings are severely restricted, with several closed due to safety issues, and overcrossings are described as lacking adequate sidewalks, having poor street-level access, and having abrupt grade changes. However, plans for reconstruction and reconfiguration of the 23<sup>rd</sup> and 29<sup>th</sup> Avenue I-880 overpass bridge structures include a five-foot sidewalk on one side of each of the two bridges, as well as improved ADA access ramps.

### **Existing Bicycle Network**

The existing bicycle environment is fragmented, though recent efforts to implement the Bicycle Master Plan and to include bike lanes on study area freeway overcrossings have improved the bicycle environment throughout the Central Estuary Area. The overall circulation challenges remain obstacles for bicycles and vehicles alike including the area's industrial character, traffic congestion, and the lack of adequate north-south connections. A lack of attractive pedestrian and bicycle connections from the Central Estuary area to the Fruitvale BART, E. 12th Street, and

International Boulevard east of I-880 and the freight rail tracks discourages traveling by these modes.

Specifically, the Transportation Chapter of the Central Estuary Plan’s Existing Conditions Report describes: *“inadequate crossings for bicycles on the three bridges spanning the Oakland Estuary. All three bridges crossing the Oakland Estuary (Park Street, Fruitvale Avenue, and High Street) lack bicycle lanes. Bicyclists currently use the mixed-flow travel lanes and the narrow pedestrian paths on the sides of the bridges to cross from Alameda to Oakland.”* In addition, *“Major north-south arterial streets such as International Boulevard and E 12th Street lack designated bike lanes. This makes bike commuting to downtown Oakland from areas in the vicinity of the CEP study area difficult.”* However, the on-street Bay Trail on Embarcadero and E. 7<sup>th</sup> Street provides one of the best existing connections between downtown and the greater Fruitvale area. Furthermore, the bikeway on E. 12<sup>th</sup> St. from 14<sup>th</sup> Ave. to Fruitvale Ave. was approved by City Council in May 2012 and construction is planned for 2013. Additional improvements to the area’s bike network have been accomplished including the following:

- Five-foot wide bicycle lanes have been included in the reconstruction of the 23rd and 29th Avenue I-880 bridge structures.
- The bike lanes on Alameda Ave. are being improved now as part of a paving project that is underway.
- Sharrows were recently added to E. 7<sup>th</sup> Str. (23<sup>rd</sup> Ave. to Fruitvale Ave.)
- The on-street Bay Trail in Oakland (from Emeryville to M. L. King Jr. Regional Shoreline Park) has new bicycle wayfinding signs that are pending installation.

## KEY ISSUES AND IMPACTS

The following table, from page 57-58 of the Draft Central Estuary Implementation Guide (CEIG), summarizes the bicycle and pedestrian issues, constraints and opportunities. The next section of this memo provides specific recommendations for addressing these issues.

<b>Issue</b>	<b>Constraints</b>	<b>Opportunities</b>
<b>Poor Bicycle and Pedestrian Environment:</b> Narrow sidewalks, gaps in the sidewalk network, lack of crosswalks, prohibited pedestrian crossings at some intersections, and many curb cuts produce an overall environment that is not friendly for bikes and pedestrians.	Existing land uses, ROW limitations, and competition from auto and truck users limits the options for improving the overall pedestrian and bicycle environment.	Use the City’s Transportation Services Division street design guidelines and standards that promote bicycle and pedestrian users. Take advantage of the High St and 29th/23rd Ave projects to improve pedestrian connectivity.

<b>Issue</b>	<b>Constraints</b>	<b>Opportunities</b>
<p><b>Access Across the I-880/Freight Rail Tracks:</b> The existing north-south connections are not bicycle and pedestrian-friendly. The grades on the I-880 overcrossings at 23rd and 29th Aves are steep. The Fruitvale Ave and High St crossings lack adequate bike lanes and sidewalks.</p>	<p>Existing land uses, ROW limitations, and the Caltrans and UPRR control of the ROW limits the ability to provide additional bike and pedestrian-friendly crossings.</p>	<p>Use the 29th/23rd Avenue and the Fruitvale Ave and High St seismic retrofits to provide better north-south bike and pedestrian connectivity. Improve other existing freeway crossing points.</p>
<p><b>Bay Trail Gaps:</b> Several gaps exist in the Bay Trail shoreline alignment at existing land uses and the three Estuary bridges.</p>	<p>Many of the businesses in the study area require direct access to the water. Accommodating water and trail users will be difficult. Constructing trail segments under the Park, Fruitvale, and High St bridges will require permission from the Army Corps of Engineers. The vertical clearance under the bridges is also a constraint.</p>	<p>Continue to negotiate with the interested parties along the shoreline to obtain permission to route the Bay Trail through their properties. The seismic retrofitting of the three bridges provides an opportunity to evaluate options for continuing the Bay Trail under the structures.</p>
<p><b>Access Across the Estuary:</b> The three bridges have narrow pathways for bicyclists and pedestrians. No dedicated bike lanes are provided on the bridges.</p>	<p>There are no current plans to redesign the pedestrian sidewalks or restripe the bridge decks to better accommodate bicyclists and pedestrians.</p>	<p>The pending bridge seismic retrofits provide an opportunity to stripe bike lanes, particularly on the Fruitvale Ave bridge.</p>
<p><b>Park Street Triangle Bike and Pedestrian Access:</b> The Park Street Triangle provides a formidable obstacle for bicyclists and pedestrians traveling east and west through the study area.</p>	<p>The Park Street Triangle's design, the lack of traffic control at two of the Triangle's three intersections, and the free-flow nature of traffic all limit the ability to provide better bike and pedestrian access.</p>	<p>Improvements to the intersections on Ford St, which include a traffic signal at 29th Ave / Ford St, provide an opportunity to locate better east-west crosswalks. The Park Street Triangle is being studied and will be improved as part of the 29th/23rd project.</p>

<b>Issue</b>	<b>Constraints</b>	<b>Opportunities</b>
<p><b>Truck Routes are Poorly Designed:</b> The defined truck routes within the study area, most notably High St from I-880 to the Estuary, are not designed to handle the high volume of trucks.</p>	<p>Existing land uses, ROW limitations, and competition from other users (autos, bike, and pedestrians) limit the ability to provide facilities that better serve trucks and rail.</p>	<p>Use the City’s Transportation Services Division street design guidelines and standards that clearly define the needs of trucks (e.g., wider turning radius, areas for trucks to queue) will help accommodate the study area’s industrial users.</p>
<p><b>Freight Rail Conflicts:</b> Provide direct rail connections to existing and future industrial users within the study area that does not disrupt other land uses.</p>	<p>The existing rail ROW and the limited number of rail connections to the major lines north of I-880. The closing of the 5th Ave spur is a major constraint.</p>	<p>Use City’s Standard Conditions of Approval for addressing rail crossing conflicts. Work with Union Pacific Railroad and California Public Utilities Commission to improve the crossings.</p>

**CENTRAL ESTUARY IMPLEMENTATION GUIDE RECOMMENDATIONS**

The Central Estuary Implementation Guide (CEIG) chronicles pending and proposed transportation improvements. These projects include I-880 operational and safety improvements at the 29<sup>th</sup> and 23<sup>rd</sup> Avenue overcrossings, reconstruction of intersections in the Park Street Triangle, High Street seismic retrofit and 42<sup>nd</sup> Avenue/High Street Access improvements, citywide intelligence transportation systems, AC Transit Bus Rapid Transit, Bay Trail projects and the seismic retrofit of three estuary bridges. See pages 59-60 of the Draft CEIG for project details.

Additional projects have been identified to address the shortcomings of the Central Estuary’s existing circulation network. The recommendations are separated in two categories: (1) Mid-term network enhancements, which are contingent on the potential development of sites considered likely candidates for new uses or structures; and (2) Long-term network enhancements, which are deemed desirable at the transportation network policy level but are contingent on the future development of sites occupied by currently economically viable uses.

Mid-term enhancements are closely associated with potential future land use changes and development activity contemplated as part of the CEIG. These projects are shown in yellow on the map on **Attachment F**. Long-term network enhancements are policy-level recommendations for future enhancements to the Central Estuary’s local street network that are contingent on major, long-term changes in existing land uses currently occupied by viable uses such as Con Agra. These points are represented by pairs of letters on **Attachment F**.

The CEIG includes initial recommends for improvements to selected existing and potential future streets in the Central Estuary. A summary of these recommendations is presented below in the following categories: (1) New street is likely needed to serve sites likely candidates for new development; (2) Existing street should be redesigned to enhance pedestrian and bicycle safety in light of the potential future mix of uses; and (3) Existing street should be improved to enhance

pedestrian and bicycle safety in light of the importance within the pedestrian/bicycle circulation network of the Central Estuary. All of the following recommendations are considered mid-term enhancements (described above). See CEIG Appendix A for a detailed account of recommendations.

*New street is likely needed to serve sites considered likely candidates for development:*

- 42<sup>nd</sup> Avenue Extension (South) – recommendations include bike lanes (in both directions), and sidewalks and a sidewalk furnishing zones (on both sides of the street) on the segment between Tidewater and Alameda Ave.
- Tidewater Ave. Extension - recommendations include bike lanes (in both directions), and sidewalks and a sidewalk furnishing zones (on both sides of the street)
- Lesser Street Extension – recommended improvements include bike lanes, wider sidewalks with landscape buffers that include street trees, all on both sides of the street. Corner curb extensions of sidewalks are recommended (but curb radii must be designed to accommodate turning trucks. The new Lesser Street Extension would serve as a segment of the Bay Trail, providing access from Tidewater Ave. to the Bay Trail and other recreational destinations along the Estuary shoreline.
- New Street A – recommended improvements include ample sidewalks with landscape buffers that accommodate street trees. The street is an extension of the M. L. King Jr. Regional Shoreline Park and should be designed with landscaping and abundant street trees. Corner curb extensions are appropriate (sized to accommodate truck traffic).
- New Street B – recommendation – street will serve greater level of truck traffic, but does include ample sidewalks with landscape buffers that accommodate street trees.
- Tidewater Ave. Extension East - recommendations based on importance of multimodal access to the public MLK Jr. Regional Shoreline: convert Tidewater to a public street, accommodate two Class 2 bike lanes and provide a wider sidewalk with landscape buffer.

*Existing street should be redesigned to enhance pedestrian and bicycle safety and comfort in light of the potential future mix of existing and new land uses and the resulting additional pedestrians and bicyclists:*

- 22nd Avenue in the Mixed-Use Infill Area – recommendations include: widened sidewalk on east side along with landscaping zones, corner curb extensions of sidewalks, existing oversized travel way should be narrowed to two standards 12-foot lanes to accommodate sidewalk improvements.
- Livingston Street in the Mixed-Use Infill Area – recommendations include introduction of landscaping zones at curb of existing sidewalk, and corner curb extensions of sidewalks.
- High Street – recommendations consider the need to balance maintaining vehicular capacity and better incorporating non-motorized travel: include Class 2

bike lanes in both directions. Sidewalks are recommended to be widened on west side and buffering pedestrians on the east side through a narrow planting strip.

- Tidewater Avenue – recommendations based on importance of multimodal access to the public MLK Jr. Regional Shoreline: convert Tidewater to a public street, accommodate two Class 2 bike lanes and provide a wider sidewalk with landscape buffer.

*Existing street should be improved to enhance pedestrian and bicycle safety and comfort in light of its importance within the pedestrian/bicycle circulation network in the Central Estuary:*

- East 7th Street east of 23rd Avenue – the importance of this block as the sole link between Union Point Park and residences in Jingtown/Elmwood motivated this recommendation: narrow westbound travel lands to provide class 2 bike lanes.
- East 7th Street in the Live/Work Infill Area – in addition to recent restriping of bicycle boulevard, the pedestrian environment is recommended to be upgraded through street trees and other landscaping.
- High Street (see above)
- Fruitvale Avenue – recommendations include: widening existing bike lanes and sidewalks to strengthen connectivity to the City of Alameda, the Central Estuary and neighborhoods to the northeast.
- Tidewater Avenue (see above)

Additional recommendations for the Jingtown/Elmwood neighborhood include a range of pedestrian improvements along Elmwood Ave., Del Monte Street, and Lancaster Street: widened sidewalks with landscaped buffer and street trees, improved pedestrian crossings with improved pedestrian controls and traffic calming measures, more visible crosswalks, and corner curb extensions. Also, a possible additional pedestrian/bicycle undercrossing of I-880 that extends from the Peterson St. dead end to the Fruitvale Station shopping center is recommended. A similar I-880 undercrossing is recommended for the area around 52<sup>nd</sup> Avenue.

For all of these recommended improvements, further study and financing mechanisms is required.

## **NEXT STEPS**

The Draft CEIG, new Central Estuary zoning, and General Plan amendments has been presented to the Zoning Update Committee and will be presented to the Design Review Committee for review and comment in July and August 2012, and to the Landmarks Preservation Advisory Board in September 2012. The CEIG, new Central Estuary zoning, General Plan amendments and Supplemental Environmental Impact Report (SEIR) will be presented to the full Planning Commission in the fall/winter. After the Final EIR/Response to Comments Document and the Final planning-related documents are presented to the full Planning Commission, further public hearings will be held before the Community & Economic Development Committee of the City Council and the City Council will consider final adoption.

## **RECOMMENDATIONS:**

Provide comments on the Draft *Central Estuary Implementation Guide (CEIG)*, and the *Design Review Manual for the Central Estuary*.

### Attachments:

- A. City Council Adopted Land Use Alternative
- B. Draft Central Estuary Implementation Guide
- C. Draft Central Estuary Zoning Chapter
- D. Draft Estuary Policy Plan General Plan Amendments
- E. Draft Design Review Manual for the Central Estuary
- F. Central Estuary Implementation Guide Transportation Improvements Map

Plan documents are located on the project webpage: [www.oaklandnet.com/central\\_estuary\\_plan](http://www.oaklandnet.com/central_estuary_plan). Click on the “Plan Documents” link toward the bottom of the page.