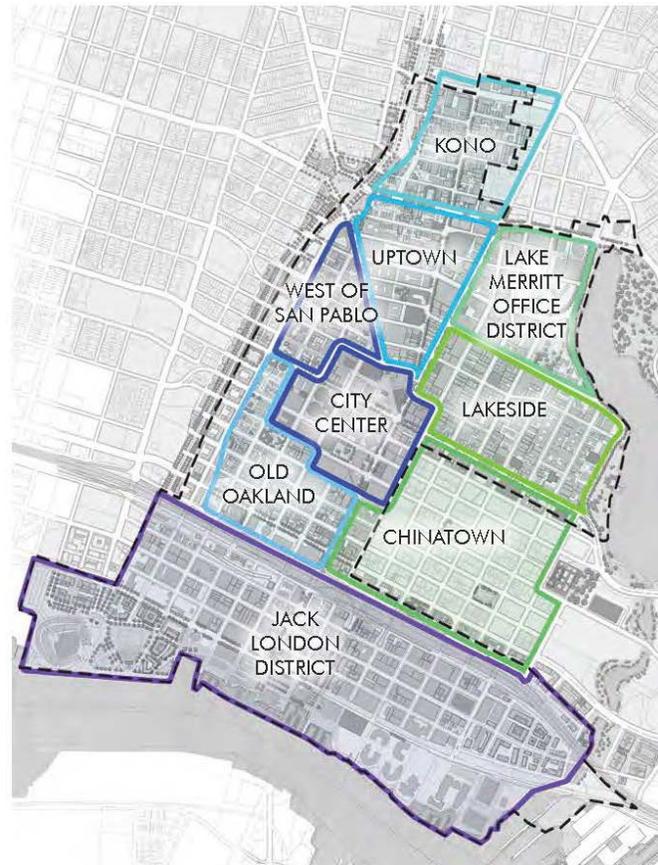


# Attachment B Summary of Plan Alternatives Report

Based on community ideas and feedback to date, a series of draft alternative scenarios for the future of downtown’s neighborhood districts have been created and analyzed. They are intended to illustrate ways to achieve the community’s vision for an improved public realm that serves residents better while accommodating both growth and preservation. Basic circulation improvements are assumed to apply regardless of the specific alternatives chosen that prioritize pedestrians, bicycles, and transit including: all streets are re-designed to be complete streets and traffic calming techniques will be applied where appropriate; working with AC Transit, transit infrastructure is enhanced such as transit shelters/platforms and dedicated transit lanes and signage; policy options that result in two-way restoration of as many downtown streets as is feasible; a strategy to green the streets with bioswales, trees and other natural elements; in partnership with the Downtown Parking Supply Study, a parking strategy will be developed that accommodates current and future demand and balances on-street and off-street options. Additionally, in partnership with the Freeway Access Project, all freeway access points will be evaluated and modified where necessary to ensure that pedestrians and cyclists feel comfortable and safe.

This section summarizes the draft ideas and vision statements from each neighborhood with considerations demonstrating how the envisioned concepts could be achieved. For a complete description and analysis of the draft alternatives, see Sections 5 (Illustrating the Downtown Neighborhoods) and 6 (Evaluating Alternatives) on pages 5.2 to 6.17 of the Draft Alternatives Report. The neighborhoods identified below are identified on the map to the right.



Downtown Neighborhoods

## Koreatown Northgate (KONO)

### *Urban Design Vision*

New development in Downtown’s KONO neighborhood should focus on vacant, surface parking lots and underutilized lots. Preserving the smaller, early 20<sup>th</sup> century production buildings will help maintain the industrial character of the neighborhood by introducing minimal changes to these buildings: such as openings, awnings, signage and building lighting. Large- to medium-scale building types are envisioned on transit-rich Telegraph Avenue and 27<sup>th</sup> Street. A network of open spaces such as a mid-block pedestrian paseo connecting the blocks along 24<sup>th</sup>, 25<sup>th</sup>, and 26<sup>th</sup> Streets could be linked by tree-lined streets and rain gardens that filter stormwater. Streets would share the use of curbs for passenger loading zones and mobility hubs that accommodate bike share, on-street car share and ride share. Implementation of the Telegraph Avenue Complete Streets Plan, including a separate cycle track, will provide a comfortable path for cyclists of all experience levels.

### *Development Potential*

The development potential for the two alternatives is summarized below:

	Alternative 1*	Alternative 2
Total new residential units	1,368 units	1,721 units
Total new commercial space	187,653 square feet	196,465 square feet
Total office space	-- square feet	261,896 square feet
Total new parking area	96,750 square feet	111,150 square feet

\*Alternative one would prohibit residential near the core of 25<sup>th</sup> Street.

### *Getting There: Plan Considerations*

An Industrial/Maker designation (that permits work-live spaces while also encouraging or providing incentives for preserving industrial buildings) could be implemented to help preserve existing artist and production spaces, and introduce new artist and maker spaces within the Garage District between Telegraph Ave. and Broadway. Standards and regulations for historic designations may need to be examined and revised to preserve the artists and maker building fabric, as well as potentially identifying any additional buildings to add to the historic building survey. Historic designation can be a tool, by providing eligibility for incentives (Mills Act, historic code, tax credits) that could help make preserving the existing building fabric economically attractive. A Transfer of Development Rights (TDR) program could occur with this area and other properties in Downtown. This would enable needed housing to increase in another neighborhood, while maintaining the historic buildings and uses in KONO and providing incentive for KONO landlords to maintain their properties and provide community benefits. Affordable work/live units could be achieved by implementing a workforce housing policy that incentivizes units that house residents who meet specific income or occupational requirements (such as artists and makers). Alternatively, affordability could also be achieved “by design” with creative housing models. For example, small yet high- quality work-live units could be designed above a shared commercial space at the ground level enabling small businesses to share operational costs.

## **Uptown**

### *Urban Design Vision*

The Plan Alternative’s vision for Uptown includes an improved public realm, strategic infill and the re-purposing of underutilized and historic buildings to meet current needs —such as incubator space for small businesses. There are a variety of building types in Uptown, from office towers to Victorian homes, including several parking garages. One idea for the future involves retrofitting parking garages at the ground level into commercial spaces the depth of an individual parking bay. This would add commercial space in Uptown, repair damaged street frontages, and re-purpose underutilized portions of parking structures. Along 20th and 21st Streets, a pedestrian connection is envisioned along this very long city block. A “road diet” (road narrowing) is already being implemented for Telegraph Avenue; the new street design includes separated bike lanes in each direction, narrowed travel lanes, the addition of drought tolerant street trees, and a central street space that accommodates cars and buses which collectively make the center of Uptown more walkable and bikeable to reduce traffic congestion, support business and create a more livable public realm. A redesign of the Uptown section of Broadway could better prioritize pedestrians, cyclists and transit users, and provide better connections to City Center to the south.

### *Development Potential*

The development potential for Uptown is summarized below:

	Alternative 1
Total new residential units	1,228 units
Total new commercial space	38,076 square feet
Total office space	19,302 square feet
Total new parking area	39,404 square feet

### *Getting There: Plan Considerations*

New design guidelines can be implemented to ensure that storefronts are inviting to the pedestrian. For example, minimum transparency on the first floor, signage that is visible to the pedestrian, and the presence of awnings, can result in a more comfortable and inviting experience. Additionally, programs can be implemented that encourage existing blank walls to be transformed by local artists into murals or art installations. This will help to establish continuity between active storefronts. Programs can also be created to encourage incubator spaces and pop-up retail, like shipping containers or food trucks, on underutilized sites. These temporary solutions can catalyze permanent change within a neighborhood.

Height allowances within the Uptown neighborhood already permit tall buildings; buildings in this Plan alternative are at least 7 stories tall, and as tall as 12 to 15 stories along Broadway and Telegraph. This would accommodate at least 689 new housing units, as well as additional retail and office space at the heart of the city. Several options could be pursued to target more affordable housing in this scenario, including the City allocating an impact fee for subsidy and allowing more creative housing models such as “Micro Living Quarters” (very small units which are more affordable by design).

## **City Center**

### *Urban Design Vision*

Broadway, the “main street” of downtown Oakland, travels through the core of City Center. Improvements suggested for this historic street in the Plan Alternative Report include the addition of transit-only lanes, bike infrastructure, and street trees to help to connect the Civic Center to Uptown and facilitate successful ground-floor commercial businesses. A distinctive characteristic of Broadway is its many small, well-loved, and unique retail businesses. Improving the sidewalk and street space will encourage pedestrian traffic to support them while making public spaces more comfortable and secure. The restoration of a streetcar system could also energize Broadway by adding another mode of transit to this busy corridor. The return of the streetcar to Oakland would complement other improvements, such as extended bus service along the corridor, the implementation of dedicated bike lanes, and generous sidewalks. These improvements would not preclude car traffic, but would add more and different modes of transportation to Oakland’s iconic “main street.” The City Center could be infilled with mid-sized buildings with retail on the ground floor and residences above to create more activity beyond weekday office hours, boosting safety and the local economy. To improve walkability along streets with exposed parking garages, small retail units could be introduced on the ground floors of parking garages, providing usable space along the street. These “liner” units would face the street, providing activity and security.

*Development Potential*

The development potential for the City Center is summarized below:

	Alternative 1
Total new residential units	240 units
Total new commercial space	10,071 square feet
Total office space	12,000 square feet
Total new parking area	19,250 square feet

*Getting There: Plan Considerations*

One of the key concepts for implementing this new vision for City Center is a redesign of Broadway as it travels through the core of Downtown. The envisioned street retrofit includes a transit priority lane to accommodate the forthcoming Bus Rapid Transit route that will pass through Broadway. The proposed street design could include car travel lanes in each direction, dedicated and separated bike lanes, and large sidewalks adjacent to retail storefronts. On street parking could be removed in some areas, and while not recommended for every street, given the importance of this segment of Broadway as a multi-modal center of the City, the benefit of increased bike and transit facilities could outweigh the impact from the lost parking. A program could be implemented that encourages local artists to partner with property owners to add murals to existing large blank walls at the ground level. Adding temporary mural art or other art installations on blank or covered frontages along Broadway will help to establish continuity from Uptown to the City Center and from the City Center to the Jack London neighborhood.

**Lake Merritt Office District**

*Urban Design Vision*

New high-rise towers on vacant, surface parking and underutilized lots are envisioned to join those already located in the Lake Merritt Office District. New high-rises would be encouraged to have “tower” forms, which are more slender and have less impact on views and light. Regularly spaced street trees, rooftop gardens and green roofs would create an urban canopy. Pocket parks, plazas and courtyards would add to the quality of life for new and existing residents. Improvements to the street frontages of existing buildings are also proposed, allowing local businesses to expand and reinvest in the area to provide goods and services to new and current residents and workers, while streets provide pedestrian-oriented places throughout the day and into the night. Connections to Lake Merritt and other downtown districts would be improved as pedestrian and bicycle routes are enhanced and more people commute to work by transit or bicycle. Key connections in this neighborhood include 20th Street and Grand Avenue. 22nd Street could be re-made with decorative paving and special lighting (such as a “necklace of lights”) between Telegraph Avenue and the Kaiser/Cathedral plaza to create an intimate, plaza-like street corridor through Downtown to Lake Merritt. The former section of Valdez Street between 22nd Street and Grand Avenue is also envisioned to re-open to auto traffic to better connect the Lake Merritt Office District to the future retail corridor along Valdez Street north of Grand Avenue.

*Development Potential*

The development potential for the Lake Merritt Office District is summarized below:

	Alternative 1	Alternative 2
Total new residential units	598 units	1,288 units
Total new commercial space	74,512 square feet	104,512 square feet
Total office space	1,395,586 square feet	1,565,600 square feet
Total new parking area	143,617 square feet	188,617 square feet

*Getting There: Plan Considerations*

New development should provide a variety of housing types, including one-, two-, and three-bedroom units. Coupled with an adjusted zoning ordinance that incentivizes a variety of unit types, the Lake Merritt District can offer opportunities for much needed housing supply and affordability. Additionally, policies to incentivize shared office and commercial spaces so that small businesses can share the costs of office and commercial spaces at the ground floor should be included to implement the vision for this district. In both alternatives evaluated, the overall vision is met; however, the second alternative includes no additional parking for the added development. A lower parking requirement in this transit-rich neighborhood would give developers more options to achieve more units with a variety of development types in the same footprint.

**Lakeside**

*Urban Design Vision*

The Plan Alternative’s vision for the Lakeside neighborhood would preserve existing high-quality buildings and cultural centers, including the Malonga Casquelourd Cent for the Arts, while integrating new infill development and civic spaces that support and enhance local cultural institutions. Infill development would focus on vacant, surface parking and underutilized lots to accommodate additional residential development, as well as supporting arts, office, entertainment, and retail uses. The planned intensity would allow large-scale buildings between Broadway and Harrison, as well as fronting 14<sup>th</sup> Street, Lake Merritt and 19<sup>th</sup> Street, to encourage an increase in the supply of housing. Contextually sensitive small-, medium- and large-scale buildings could fill in the residential portion of the Lakeside District. The Black Arts Movement and Business District designation along 14th Street would be celebrated with improved streetscapes, distinct signage, and other visual and architectural cues that reinforce the character and significance of this area to Oakland’s culture and history. A network of great public spaces, including a shared street right-of-way space (plaza-like streets with a priority on the pedestrian, designed to eliminate the separation between pedestrians and car traffic) along 15th Street, pocket plazas, and greens, could be linked by shaded, tree-lined streets to pedestrian paths along Lake Merritt and Snow Park. Both 14th and 17th Streets are key links between neighborhoods as is Lakeside Drive as it meanders around Lake Merritt. The unifying elements of these corridors will include generous sidewalks and transparent shopfronts along the street edge, street trees, dedicated bike and transit infrastructure, and memorable architecture.

*Development Potential*

The development potential for the Lakeside neighborhood is summarized below:

	Alternative 1
Total new residential units	2,147 units
Total new commercial space	236,163 square feet
Total office space	588,000 square feet
Total new parking area	165,062 square feet

*Getting There: Plan Considerations*

As in other Downtown neighborhoods, workforce housing is a priority; several policies could be considered to achieve plan goals including incentives with new development, or design approaches that incorporate a diverse range of housing types, including smaller affordable-by-design units or cooperative housing. Infill will be encouraged to occur at the scale of the building and lot, and not by entire city blocks. This will help retain the existing neighborhood character and scale. The proposed vision for improvements to public spaces in the Lakeside District should be created and implemented in partnership with the community to ensure improved streets, plazas and shared spaces meet community needs for celebration of arts and

cultural heritage. Establishing institutional leadership, such as an arts commission, or partnering with existing community groups, to work in conjunction with the City in establishing priorities, defining specific projects, and detailing designs could be a first step.

**West of San Pablo**

*Urban Design Vision*

Street-oriented infill will help to better define both 17th Street and 20th Street, which are gateways to Downtown. Streetscape improvements and traffic calming along these streets could also make them more welcoming gateways. Replacing the I-980 Freeway with an at-grade boulevard would help to re-connect West Oakland to Downtown and this neighborhood (see further description on the I-980 proposal on page 11 of this report). Historic buildings – commercial on San Pablo, houses throughout the district – are maintained and appropriately used. Innovative small businesses and venues continue to thrive. Improvements to 17th Street (including narrowing the street, adding a planted buffer between the new protected bike lane and auto travel lanes) could catalyze private investment in the area (as the public realm improves) and would improve the gateway appearance of this importance entrance to Downtown. Shared street features (such as decorative paving allowing for easy conversion to festivals and street fairs, etc.) on San Pablo at 17th Street and 15th Street could provide additional plaza amenities.

*Development Potential*

The development potential for the West of San Pablo is summarized below:

	Alternative 1
Total new residential units	537 units
Total new commercial space	86,559 square feet
Total office space	77,849 square feet
Total new parking area	47,798 square feet

*Getting There: Plan Considerations*

The West of San Pablo neighborhood is uniquely situated adjacent to Interstate 980, the City Center, and parts of Old Oakland. It is somewhat cut off from the north edge of the Old Oakland-Preservation Park neighborhood by 14th and 17th Streets but it is historically continuous with that neighborhood and shares its physical character. Many of the existing lots are small and have in-tact 19th century housing that is similar to the housing in West Oakland. Local incentives to preserve and re-use historic structures, such as a transfer of development rights (TDR) program or code provisions to facilitate continued use of older housing stock, could be used to help maintain the buildings. Public and private partnerships between the City and civic organizations are another option. Changes to I-980 could have transformative impacts on the neighborhood, and the high associated costs could be offset by the potential for new public land and improved connections to West Oakland and Old Oakland.

**Old Oakland** (bounded by Castro St., 14th St. and 10th St., Broadway and 7th St.)

*Urban Design Vision*

Vacant or underutilized lots could be built out with small, context-sensitive buildings that contribute to the public realm. Underutilized parking garages could be adapted and reused as micro-housing units or incubator retail space. Ninth Street can be transformed from one-way into two-way, as well as reconfigured with head-in diagonal parking converted to back-in diagonal parking. The addition of textured paving would help to increase safety for bicyclists because it signals to motorists to drive slower and more cautiously. New street trees could be added to fill in the tree canopy, making the street more comfortable and inviting for pedestrians. Respecting the existing and historic buildings,

new development can complement the character of Old Oakland. At the west edge, the transformation of I-980 into a surface boulevard enhances the neighborhood by creating a better experience on Castro Street.

*Development Potential*

The development potential for Old Oakland is summarized below:

	Alternative 1	Alternative 2
Total new residential units	467 units	1,107 units
Total new commercial space	33,323 square feet	157,823 square feet
Total office space	64,052 square feet	291,552 square feet
Total new parking area	--	--

*Getting There: Plan Considerations*

A TDR (Transfer of Development Rights) program to assist preservation efforts Downtown can be studied and implemented. Rehabilitated buildings in Old Oakland should be protected by carefully crafted and enforced historic design guidelines. Additional historic designations should encourage Local Register or National Register, etc. to provide additional protections and incentives

**Jack London District** (bounded by Brush St., I-880, the Lake Merritt Channel and the Estuary.)

*Urban Design Vision*

Maintaining the existing character of the Jack London District by preserving historic warehouse structures is a community priority; these can be repurposed for work/live uses that increase the vibrancy and mix of uses in the district. There are opportunities for infill on underutilized lots, appropriately-scaled to fit with the surrounding context. These new buildings can repair gaps in the pedestrian network by introducing continuous, interesting building facades that line and activate sidewalks, creating a memorable and comfortable experience. New streets and development could be extended into the “Victory Court” area between Oak Street and the Lake Merritt channel.

The historic produce market in the Jack London District provides a useful hub for commerce, but there may be an opportunity to develop a better equipped facility for the produce market in a more appropriate location, while taking advantage of the current market’s historic buildings for adaptive reuse. Oakland’s produce market buildings could then be revitalized to become a unique destination similar to the French Quarter in New Orleans (with the appropriate relocation of the existing produce businesses to a suitable location).

The Webster Green is an envisioned a new linear greenway that could be constructed over the alignment of the Webster Tube, and connect to additional open spaces in Chinatown and near the estuary waterfront. The waterfront would be improved with better lighting, pedestrian and bicycle paths, and open space amenities. Connections between the Jack London District and the rest of Downtown would also be improved by enhancing the I-880 freeway under-crossings with new lighting, wider sidewalks, and public art. In the near-term, the impact of the rail lines on the Embarcadero could be significantly reduced through implementation of a “quiet zone”. To implement a quiet zone, intersection and other safety improvements must be installed to allow trains to travel across streets without having to blow their horn. The plan also considers developing a new transit hub near Howard Terminal that could serve Jack London, West Oakland and Downtown.

Howard Terminal is no longer utilized as a container shipping terminal by the Port of Oakland; however, the land continues to support Port operations through accessory activities such as truck parking and cargo and container storage. A visionary long-term plan for Howard Terminal that lays out a phased transition to other uses could bring new energy to the Jack London District and Downtown. Numerous jurisdictions

have regulations applicable to the property. Despite the complicated system of approvals, there is still optimism over the range of future development possibilities. The Plan Alternatives Report contains three scenarios for the reuse of the site: stadium scenario, transit oriented development scenario and combined scenario. The development potential of each scenario is presented below.

*Development Potential*

The development potential for the Jack London District is summarized below:

		<b>Total new units</b>	<b>Total new commercial space (square feet)</b>	<b>Total new office space (square feet)</b>	<b>Total new parking area (square feet)</b>
<b>Alternative 1</b>	Jack London	1,219	320,524	68,000	61,575
	Howard Terminal	--	509,884	571,129	49,465
<b>Alternative 2</b>	Jack London*	1,219	320,524	68,000	61,575
	Howard Terminal	578	228,329	582,679	49,465
<b>Alternative 3</b>	Jack London*	2,347	610,049	1,075,800	186,900
	Howard Terminal	895	347,749	900,995	42,099

\*This alternative explores options for infill and revitalized sites that surround the I-880 Freeway and the BART line.

*Getting There: Plan Considerations*

The Jack London neighborhood includes a variety of historic warehouse and industrial buildings, which should be preserved and re-used. East of Broadway the area has already been extensively redeveloped with live/work conversions of existing buildings and new construction at a much larger scale. West of Broadway and in the Produce Market much more original building stock remains. A Transfer of Development Rights system would support preservation. Redevelopment of the Howard terminal site, either as a stadium or transit oriented development, would dramatically change Oakland’s waterfront, yet is a costly investment. However, the Howard Terminal site is large enough to accommodate a mix of uses, such as a potential new stadium, a waterfront park, and other new development. Together, the mix of uses on the site may help to offset a portion of the infrastructure costs. If I-980 is removed in the future, the new housing and commercial opportunities that could be created in its place would further strengthen connections to the Howard Terminal site.

**Interstate 980**

*Urban Design Vision*

Approximately 15 blocks long and cutting through several neighborhoods, the I-980 is an existing barrier between West Oakland and Downtown and only carries a fraction of the traffic it was originally designed for. A “big idea” in the Plan Alternatives Report is to eventually replace the swath of land that is currently I-980 with an attractive, walkable and bikeable surface boulevard that accommodates the former I-980 traffic, but takes up a fraction of the land. The remainder of the land

could be used to reconnect the downtown street grid to West Oakland, and thereby create a new set of blocks for both public spaces and appropriately scaled development with a mix of market and affordable housing.

*Development Potential*

The development potential for the I-980 is summarized below:

	<b>Alternative 1</b>	<b>Alternative 2</b>
Total new residential units	1,010 units	1,150 units
Total new commercial space	379,900 square feet	337,700 square feet
Total office space	242,200 square feet	988,050 square feet
Total new parking area	29,715 square feet	29,715 square feet

*Getting There: Plan Considerations*

The potential is great for new development around the envisioned multi-way boulevard replacement for I-980; however, attention will need to be given to the details, such as specifying the urban form (defining areas of intensity, as well as areas where buildings should step down to meet the scale of surrounding neighborhoods) and including provisions for affordability, mix of housing types, and variety of uses.