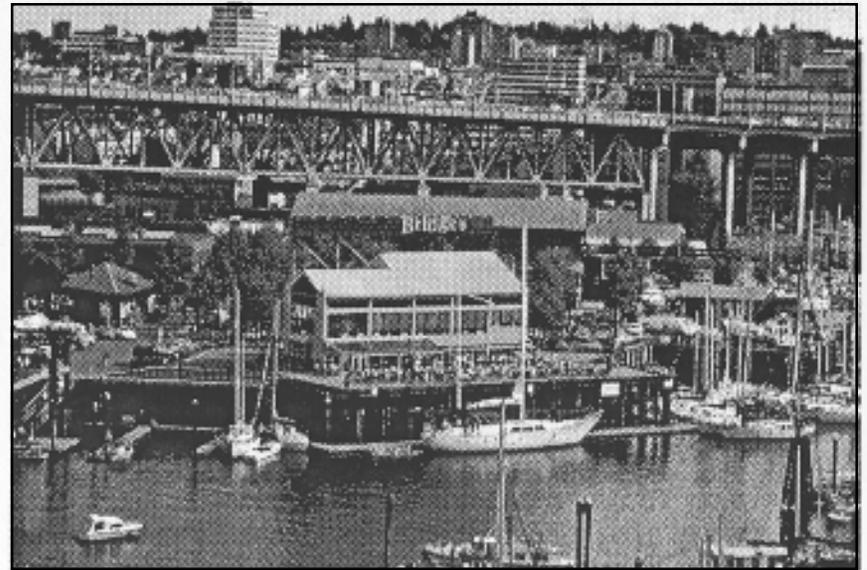
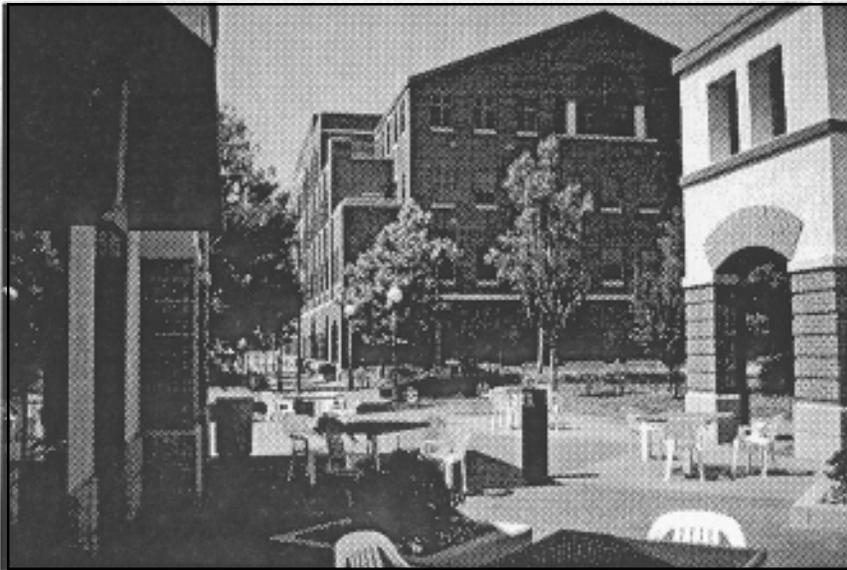


II Objectives



The Estuary shoreline will support a broad range of land uses and activities.

Land Use

During the past several decades, with the advent of containerized cargo handling facilities and the development of the Inner and Outer harbors at the Port of Oakland, the traditional role of the mid Estuary shoreline as a place for maritime trade, transportation, commerce, and industry has declined. Although the only cargo handling facility remaining in the Estuary planning area is the Ninth Avenue Terminal, a number of industries still remain that were once water related or provided support services for an economic base that has now shifted elsewhere. The closure of large military bases on the waterfront is likely to further the trend toward consolidation of maritime industries to the west, and could open up new market opportunities for the future of the Estuary shoreline.

MARKET TRENDS

Traditional Heavy Manufacturing. As in other urban areas, older heavy industrial uses continue to decline along the waterfront as markets change, facilities become obsolete, and the region expands outward. Existing operations remain because of significant investments in facilities and continued good proximity and access to markets and suppliers. The enclave of food-related businesses in the San Antonio/Fruitvale area is an example where some older operations have remained and newer, more specialized operations have moved in because of the availability of facilities and good proximity to markets. The Owens-Brockway facility is an example of a large production facility with significant capital investment that is likely to remain viable.

Warehouse, Distribution, and Storage. Warehousing, distribution and storage activities are prominent along the waterfront as well as in other industrial areas of Oakland. The seaport, the airport, major freeways, and a central location in the region are the factors supporting the transportation and wholesale trade industries in the planning area. Facilities are generally characterized by large land areas and relatively minimal warehouse structures and docking facilities. While there is a demand for such facilities, the planning area does not offer significant locational advantages over other locations in East Oakland, West Oakland, and elsewhere along the I-880 corridor. Over time, improvements that capitalize on the waterfront location and enhance the attractiveness and value of the planning area for other uses are likely to make the area less desirable for warehouse, distribution and storage activities.

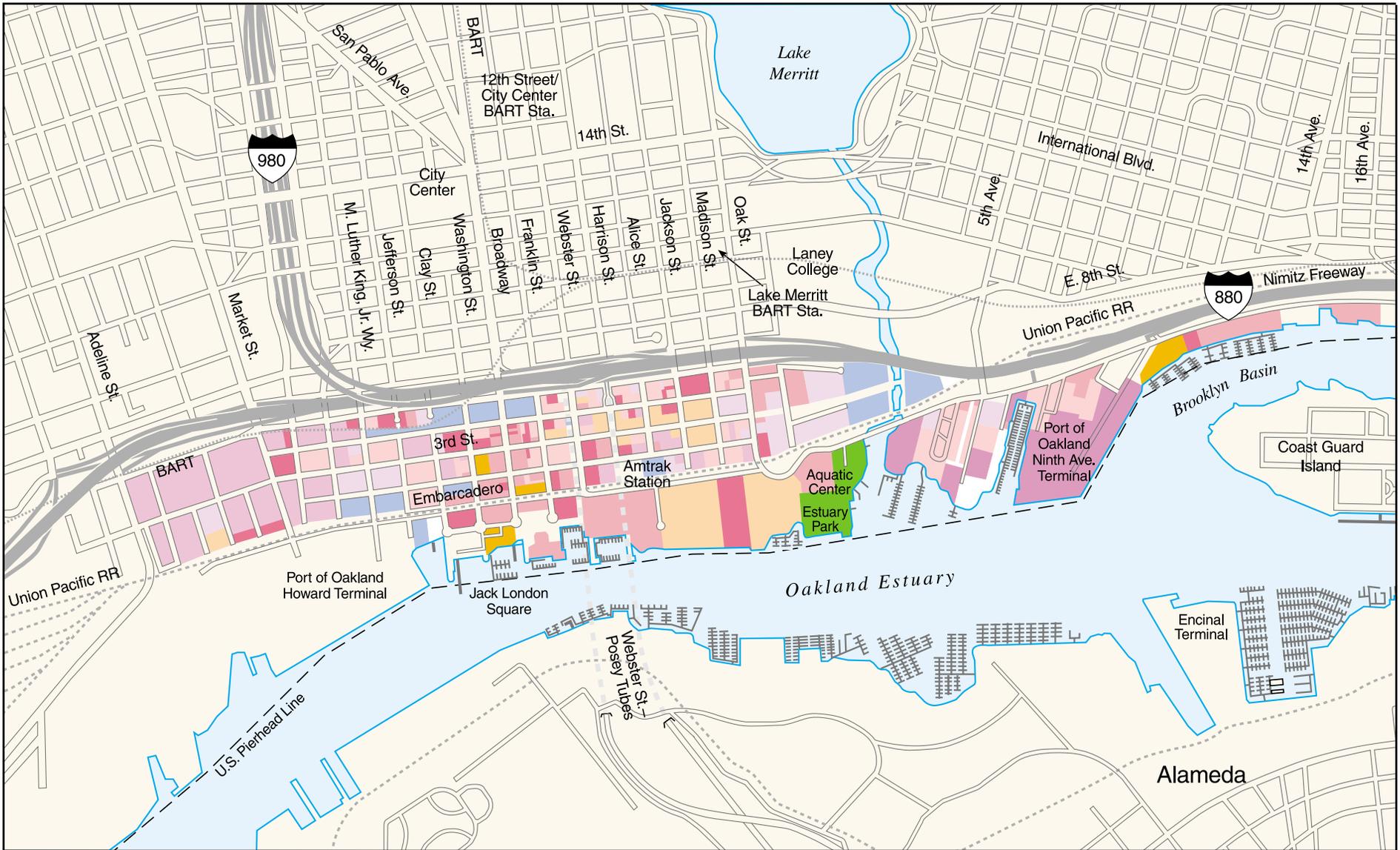
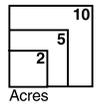
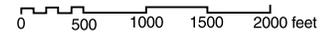
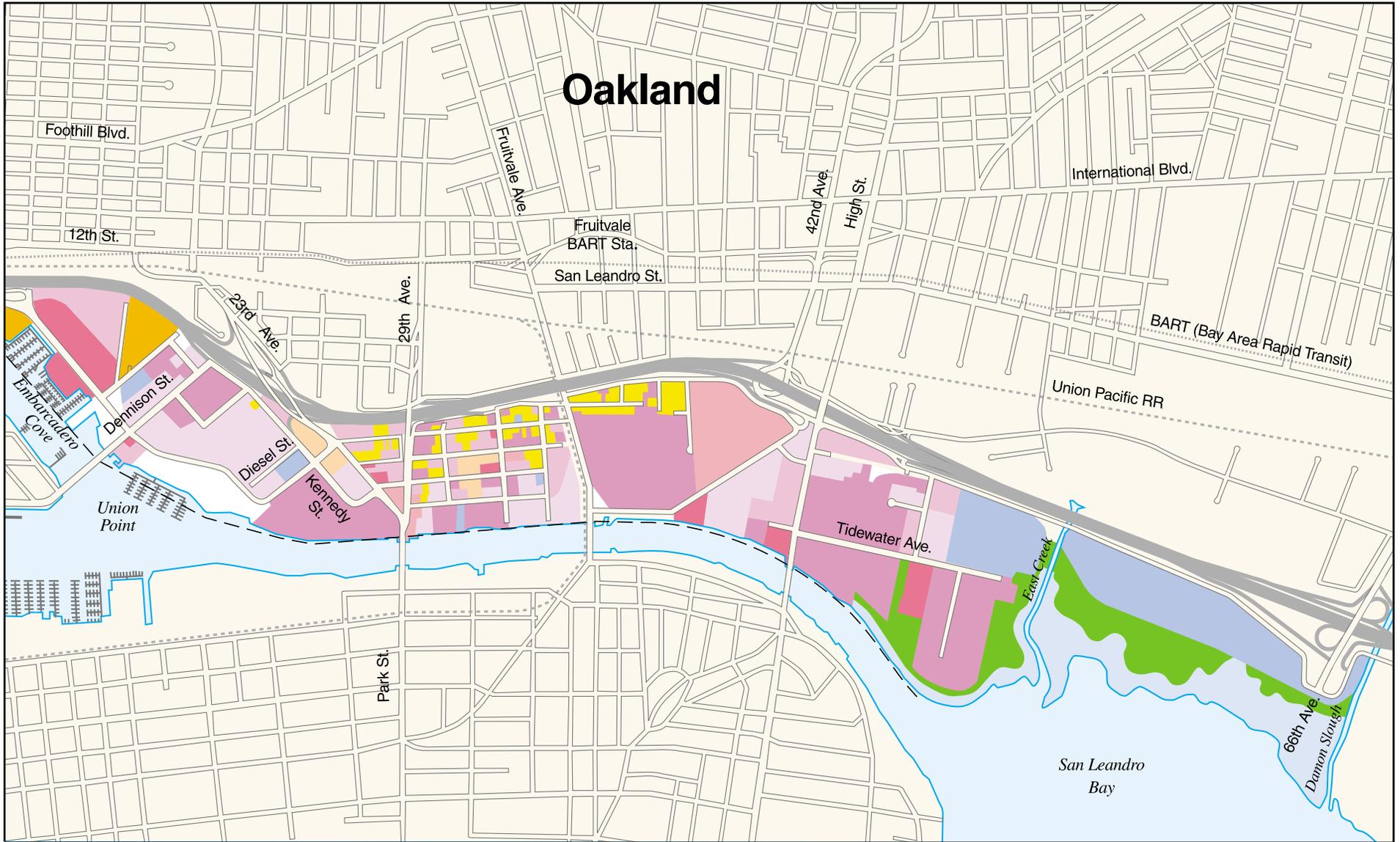


FIGURE II-: **Existing Land Use**



Oakland



Construction Industry. The construction industry has remained healthy in Oakland. There are a number of construction-related business operations in the planning area. These businesses are there because of the area's central location, freeway accessibility, and available land. Investment in capital facilities is not substantial in most cases. Like the warehouse, distribution and storage uses, the planning area no longer offers significant locational advantages for construction uses, and water access is not as critical. It is likely that, over time, the planning area will become less desirable for such uses.

Wholesale Produce Industry. The wholesale produce industry in Oakland is centered at the Oakland Produce Market in the Jack London District. However, market operations are not expected to remain there over the long term. A recent City study identified that physical conditions of the existing facilities are inadequate for modern, efficient operations, and that the type of modern distribution facility needed cannot be provided at the current location. Eventual relocation of the wholesale produce market will offer opportunities for reuse of the area.

Light Industrial Activities. Within the planning area, there have been some transitions from heavier industrial to lighter industrial uses. Examples of light industrial uses in the area include light manufacturing firms, boat repair and sales operations, artisans, graphics and printing businesses, construction contractors and special trades, and security and business service firms. Most of these types of uses have located in existing older buildings, adapting space as needed, although the stock of large, older buildings is not always well-suited for this market.

There is the potential for future growth of light industrial activities in the planning area. Development of flex-type space that allows businesses with different activities and functions would be desirable, as would improvements to enhance the desirability of older industrial areas by providing some level of amenity, upkeep, and security.

Research and Development. Research and Development (R&D) and various high-technology uses have been expanding in the inner East Bay as growth continues in these sectors throughout the region. Campus-type business park development is desired by many of these

uses. Locations in the planning area with the strongest potential for such development include those offering an attractive, high-amenity environment; good access and proximity to services; a quiet, somewhat contained site area; and a certain critical mass or minimum scale of development.

A waterfront setting, views, recreation facilities, and open space all enhance the marketability for such uses. Although Oakland has not established itself in the R&D market, attributes of portions of the planning area could be competitive.

Office. Office uses have been growing within the planning area. The mix of uses and historical quality of the Jack London District support a less-traditional office niche in close proximity to the Oakland Central Business District (CBD). The area's convenient location and its opportunities for new space, for interesting space in older industrial buildings, and for owner-occupied office space have attracted a wide variety of smaller office tenants, including architects, consultants, media-related firms, and insurance, law, and other professional service firms. The demand for office space is expected to continue to grow.

Lower cost office space in the Embarcadero Cove area has also attracted office uses. That location's relative isolation from other office activities has been offset by a waterfront setting and lower cost space with surface parking.

Commercial. A range of commercial uses and activities exist along the waterfront, and have been increasing in importance over time. Potential exists for increased commercial activity throughout the planning area.

As a destination for dining, entertainment and retail uses, Jack London Square's performance has improved significantly since the early 1990s. Major new attractions (Jack London Cinema, Barnes and Noble, Yoshi's), established restaurants, and numerous special events now bring thousands of people to the area. There is momentum to build on and great potential to strengthen and expand the area as a stronger and desirable destination for retail, dining and entertainment activities.

Additional unique uses and attractions, as well as physical improvements, will be important to create a more inviting "people place" that better capitalizes on its waterfront setting.

Outside of Jack London Square, eating and drinking establishments that take advantage of water views and ambiance are evident, but not plentiful. There is potential for growth of these uses as new development occurs, public access and open space improvements are made, and larger numbers of people are attracted to the waterfront.

Larger scale retail uses also have been successful in the planning area. A mix of retailers offering home furnishings, children's and specialty items, and off-price goods provide a shopping attraction in the Jack London District. Retailers are doing well and sales have been increasing. There is potential to add similar types of retailers nearby. Oakland and the inner East Bay are very underserved in goods retailing.

Good freeway accessibility and visibility, the availability of a large, formerly industrial sites, and a location on a major route (I-880) are key factors in the recent development of a large new retail uses such as the Super K-Mart in the San Antonio/Fruitvale area. Other large retailers (e.g. Arvey's Paper) have located in the more industrial areas of the Jack London District because of freeway accessibility, proxim-

ity to downtown, and the availability of large warehouse buildings. These types of locations in the planning area are likely to remain attractive to larger retail uses.

Hotels/Motels. Hotels and motels in the planning area have been very successful. Lodging in the Embarcadero Cove area offers moderately priced rooms on the waterfront with good freeway accessibility and proximity to the Oakland Airport. Additional hotel development will soon be under construction in that area. Lodging in the Jack London District includes moderately priced hotel/motel units and a full-service hotel at the waterfront. Potential exists for a higher amenity waterfront hotel in the Jack London District. Over time, hotels are a potential use for other waterfront locations, particularly in the Oak -to- Ninth area, after new open space and recreation uses are developed there.

Housing and Work/Live. Residential uses in the planning area range from single-family units in the Kennedy Tract neighborhood to higher density units and loft housing in the Jack London District and work/live units in transitioning industrial areas. The mixed-use character of the planning area makes it attrac

tive for work/live activities, which are compatible with both the industrial and residential areas. Work/live studios in the older industrial waterfront areas are relatively affordable among such uses in the East Bay, and are attractive to artisans and craftspeople working on the premises as well as to incubator-type businesses. Work/live and loft housing in the more central portions of the Jack London District is more attractive to East Bay artisans and entrepreneurial professionals, and commands higher prices and rents. Throughout the planning area, work/live and loft housing has been developed through the conversion and rehabilitation of older warehouse and industrial buildings.

There is the potential for more work/live uses and housing in the planning area in the future. Improvements that capitalize more on the waterfront location in the San Antonio/Fruitvale District could enhance the attractiveness of that area for additional conversions of existing buildings to work/live activities. The development of new housing in this formerly industrial area would require public investment in infrastructure and amenities, and would need to be done at a scale large enough to create a neighborhood identity.

There also is the potential for additional work/live and loft housing in the Jack London District in the future. There are some opportunities for additional conversions of warehouse buildings to work/live lofts and some opportunities for new construction. Prices and rents in the area will eventually reach levels high enough to cover the costs of newly constructed loft housing and work/live projects. The district's industrial/artistic feel, its mix of uses, and its urban development pattern are important aspects of the area's desirability for urban, nontraditional types of housing.

ISSUES & OPPORTUNITIES

With the decline of its historic industrial, warehousing and commercial uses, there is the opportunity to establish a new role for the Estuary—one that emphasizes a publicly spirited place that is tied more closely to the surrounding neighborhoods and districts.

In the future, successes in certain areas (such as Jack London Square) can be extended, existing residential neighborhoods reinforced, new mixed-use neighborhoods established, viable industries supported, and incompatibilities between heavy industrial uses and residential

neighborhoods mitigated. The new uses can help to strengthen the economy of the city and shape Oakland's identity as a waterfront city an identity that will be a source of pride and enjoyment for residents and visitors for years to come.

More specifically, the [Estuary Policy Plan](#) recommends reconfiguring land use patterns along the shoreline, to build upon the following opportunities:

- ❑ ***Urban Entertainment and Mixed Uses Extending from the Waterfront to the City Center and Chinatown.*** The Jack London District has been established as a regional destination for retail, dining and entertainment, and as a lively mixed-use district. There is now the distinct potential to build on the successes of the area, create a stronger regional destination, and establish activity centers that benefit the city as a whole. The strength of the entertainment/mixed-use segments of the economy offers an opportunity to realize a long-held city objective to connect the waterfront (physically and economically) to downtown Oakland. Intensifying these uses at Jack London Square, and expanding them along the

Broadway Street corridor will realize that objective.

- ❑ ***Redevelopment of Declining Commercial and Industrial Areas.*** Some portions of the Estuary shoreline are underutilized, due in large part to the decline of the industrial base that historically has dominated the Estuary. Today, the Estuary provides an opportunity area for new uses that contribute to and/or benefit from a waterfront environment. It can also be a valuable resource in fostering nontraditional land uses within existing buildings (such as work/live, artisan studios, incubator, commercial and R&D).

At the same time, these older buildings represent the history of the city. To the extent possible, they should be preserved and adapted to contemporary re-use.

- ❑ ***Reuse of the 5th Avenue to 9th Avenue Area.*** The possibility of consolidating maritime operations in the Oakland Outer Harbor creates opportunities for a major redevelopment effort in an area extending from the Ninth Avenue Terminal to the mouth of the Lake Merritt Channel. This

area offers the largest single opportunity in Oakland to provide for dramatic, large-scale economic development, plus a main public space at the waterfront.

A system of inter-connected open spaces can connect the Estuary shoreline with Lake Merritt. There is potential to build upon the diverse nature of the shoreline and provide for a variety of water-oriented recreational activities (both passive and active). These recreational uses can be complemented by public-oriented activities, including hotels and restaurants, as well as nonprofit institutions, cultural facilities, and existing artisan studios on private property.

LAND USE OBJECTIVES

Objectives for land use recognize the Estuary as an attractive location for development opportunities and intensification of a variety of activities. They are based on and reinforced by the objectives in the General Plan Elements addressing *Land Use & Transportation (1998)*, *Open Space, Conservation & Recreation (OSCAR; 1996)*, *Historic Preservation (1994)* and *Housing (1992)*.

Objective LU-1: Provide for a broad mixture of activities within the Estuary area.

As the waterfront changes away from industrial, warehousing and maritime support uses, a broader range of new uses should be encouraged that are complementary with the existing uses that remain. Development should build upon the value of the waterfront as a community amenity and attraction.

A variety of uses can contribute in making the Estuary of value to Oakland's community and an attractive regional destination. A balance of uses and activities such as commercial, recreation, and residential - both traditional and non-traditional - will add to a dynamic waterfront. Additionally, innovative mixes of cultural arts, institutions, and events that entice people to experience and enjoy the waterfront in a variety of ways should be included. Measures should be established to protect against incompatibilities between diverse uses.

Objective LU-2: Provide for public activities that are oriented to the water.

The Estuary waterfront should be developed in keeping with the spirit of the public trust,

Objective LU-3: Expand opportunities and enhance the attractiveness of the Estuary as a place to live.

The Estuary has been a place for people to live, with neighborhoods established close to jobs on inland sites. The mix of jobs and housing is characteristic of urban waterfront locations, and provides a precedent for modern day mixed use. It should remain so.

In the future, opportunities to develop housing should be supported in the Estuary study area. An expanded residential population and associated services would support commercial and recreational uses, and over time generate neighborhoods. A larger day and night population would add to the safety and livability of the waterfront. Development should be designed to avoid the feeling of 'gated' or private communities.¹

Objective LU-4: Develop the Estuary area in a way that enhances Oakland's long-term economic development.

The waterfront has historically been, and continues to be, an important place to

promote economic development and employment opportunity in Oakland.

Waterfront locations are attractive areas for businesses and commercial uses. Oakland's Estuary can accommodate a wide variety of uses which will add to the economic health and well-being of the City. Opportunities range from hotels, restaurants, and entertainment venues to retail, general office space, cultural facilities, and business parks. At the same time, existing commercial and industrial uses that are already established and which also contribute to the City's tax and employment base should be encouraged to expand. These are all 'growth industries', which present the opportunity for Oakland's residents and business community to receive direct and indirect economic benefits.

Employment opportunities, the tax base, and spin-off activities should expand with the introduction of new waterfront developments. In addition, the tax revenue derived from new development will add to the ability to develop the open space and other amenities which are envisioned.

All of this economic activity will succeed in the Estuary area because of the unique business environment created by the waterfront's amenities. Strong economic links should be forged between the waterfront and the rest of the City, so that the benefits derived from waterfront development are realized in the Estuary study area and beyond.

Objective LU-5: Provide for the orderly transformation of land uses while acknowledging and respecting cultural and historical resources.

Transformation of the Estuary should take place in an orderly fashion, incrementally, and in consideration of the long-range goals of the city.

The Estuary Policy Plan calls for changes in land use and new development projects that will be implemented over an extended time frame, within the context of a dynamic urban environment. Infill of vacant and underutilized parcels, as well as demolition or buildings adapted for reuse should occur while respecting cultural and historic resources, when applicable.

¹ See Oakland General Plan, Land Use Transportation Element, Policy W9.3.

The waterfront is one of the city's most historic areas. There are several districts, sites and/or buildings of significance, which should be respected, assessed, and preserved, if feasible.²

Objective LU-6: Create greater land use continuity between the Estuary waterfront and adjacent inland districts.

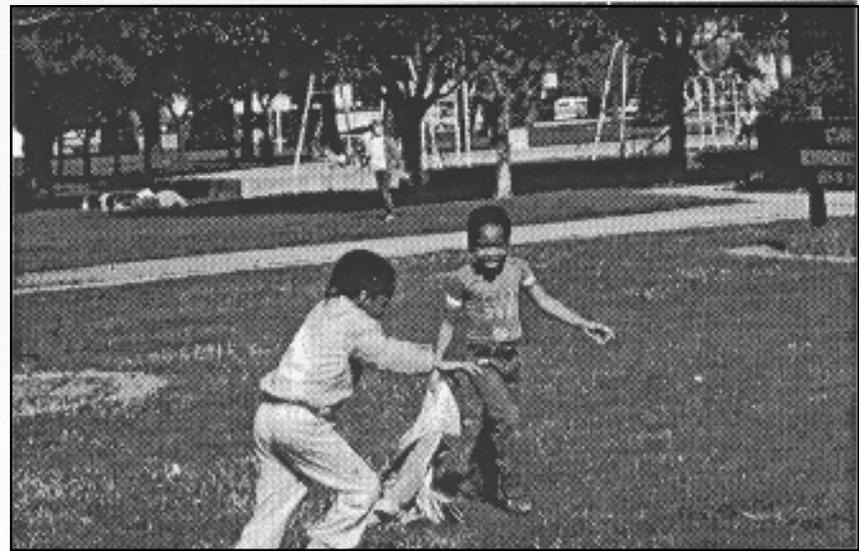
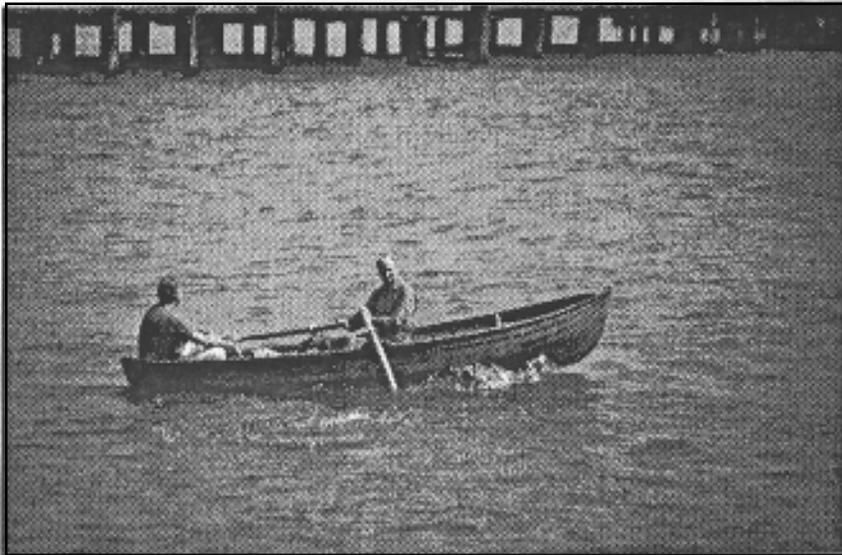
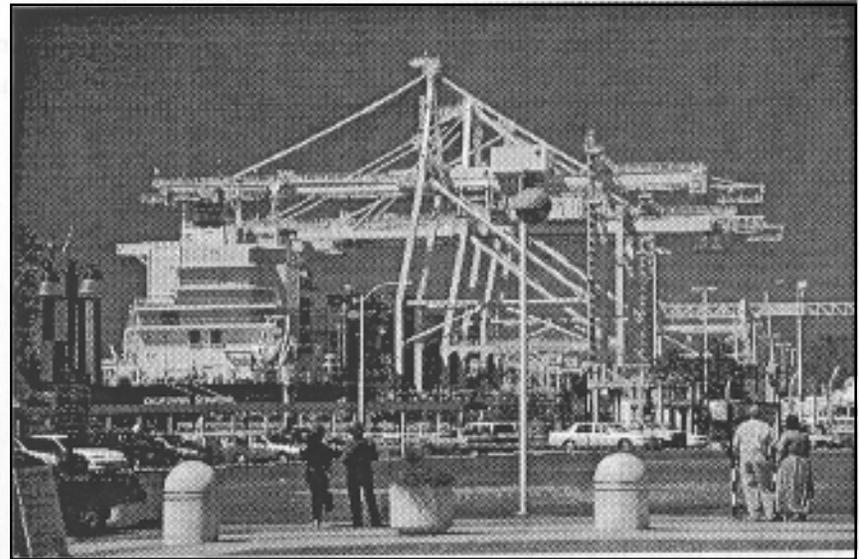
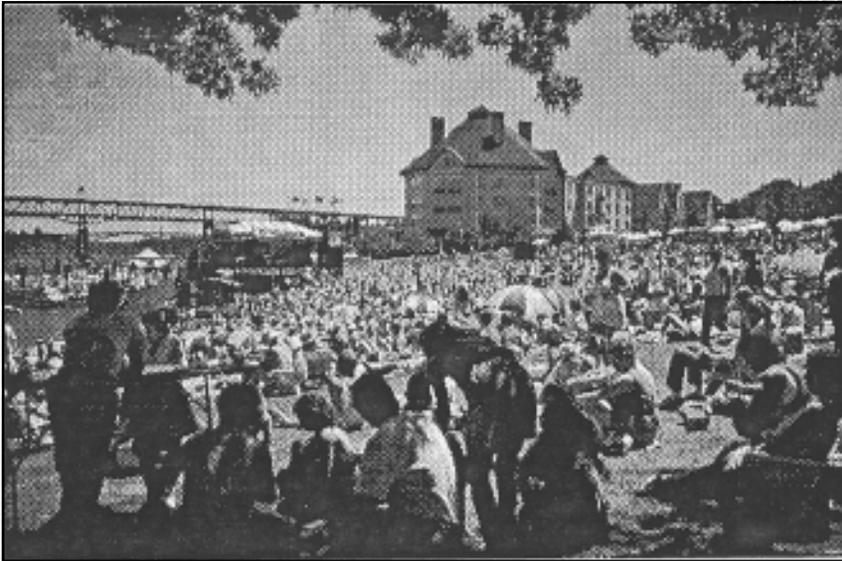
The historic development patterns in the Estuary study area have resulted in a unique juxtaposition of industrial, residential, and commercial uses, plus divisive transportation corridors. It is an objective of the Estuary Plan to minimize the adverse impacts associated with incompatible uses.

Currently, there is a break in the land use pattern as it meets the Estuary shoreline. Adjacent neighborhoods and districts are interrupted by transportation corridors, thus exaggerating the contrast between activities along the shoreline and those in inland areas of the city.

While the regional transportation corridors are here to stay, local-serving roadways and streets

should be aligned and designed to enhance greater continuity of land use. This will allow the Estuary area to become a more integral part of the city. More specifically, Broadway, Webster, Fifth, 29th, Fruitvale, 42nd and High Streets should be assessed and carefully designed when they are reconstructed to promote clear and safe means of access from inland neighborhoods to the waterfront.

² See Oakland General Plan, Historic & Preservation Element, Policies 3.0 series.



The Estuary shoreline will include a wide range of open space experiences.

Shoreline Access & Public Spaces

The planning of open space in Oakland has long focused on the physical features of the city—in particular, the creeks and canyons leading from the hills to the Estuary.

Over 100 years ago, in 1888, landscape architect Frederick Law Olmsted made a proposal for a “wildwood” chain of parks throughout the city. Later, in the early 1900s, Mayor Mott engaged the world-famous planner Charles Mulford Robinson to prepare a plan for the city. The 1905 Robinson plan established a system of parks and playgrounds under the newly created Oakland Park Commission, and laid the foundation for a regional park system. Following bond approval, a period of park development ensued. Lakeside Park surrounding Lake Merritt was developed, and Lake Merritt itself became the first official wildlife refuge in the state of California.

However, Robinson identified a significant problem which has only partially been resolved: *Residents had “no access to their glorious waterfront on one of the most beautiful bays of the world.”*

Although Lake Merritt, the creeks and hillsides were viewed as important elements in Olmsted’s chain of parks and open spaces within the city, the shoreline was not originally conceived in open space terms. At the turn of the century, when parks and playgrounds were being built in inland areas, docks and wharves, were being constructed on the waterfront. Although the Robinson plan had identified the concept of building a recreational pier at the foot of Broadway, the waterfront was principally seen as a place of commerce.

However, recreational activities such as fishing, viewing, sitting, bicycling, jogging, and walking, have increased in recent years, along with recognition of the shoreline’s value as habitat for wildlife and as a place for birdwatching, nature walks, and interpretive and educational experiences.

SHORELINE ACCESS

Efforts to develop public access along the shoreline have been guided by BCDC, which (in a joint effort with the City and the Port) is currently preparing a public access plan for the entire Oakland waterfront, including the Estuary shoreline. In addition, the EBRPD is developing plans to extend the Martin Luther King, Jr. Regional Shoreline (an environmental reserve on the eastern end of the planning area).

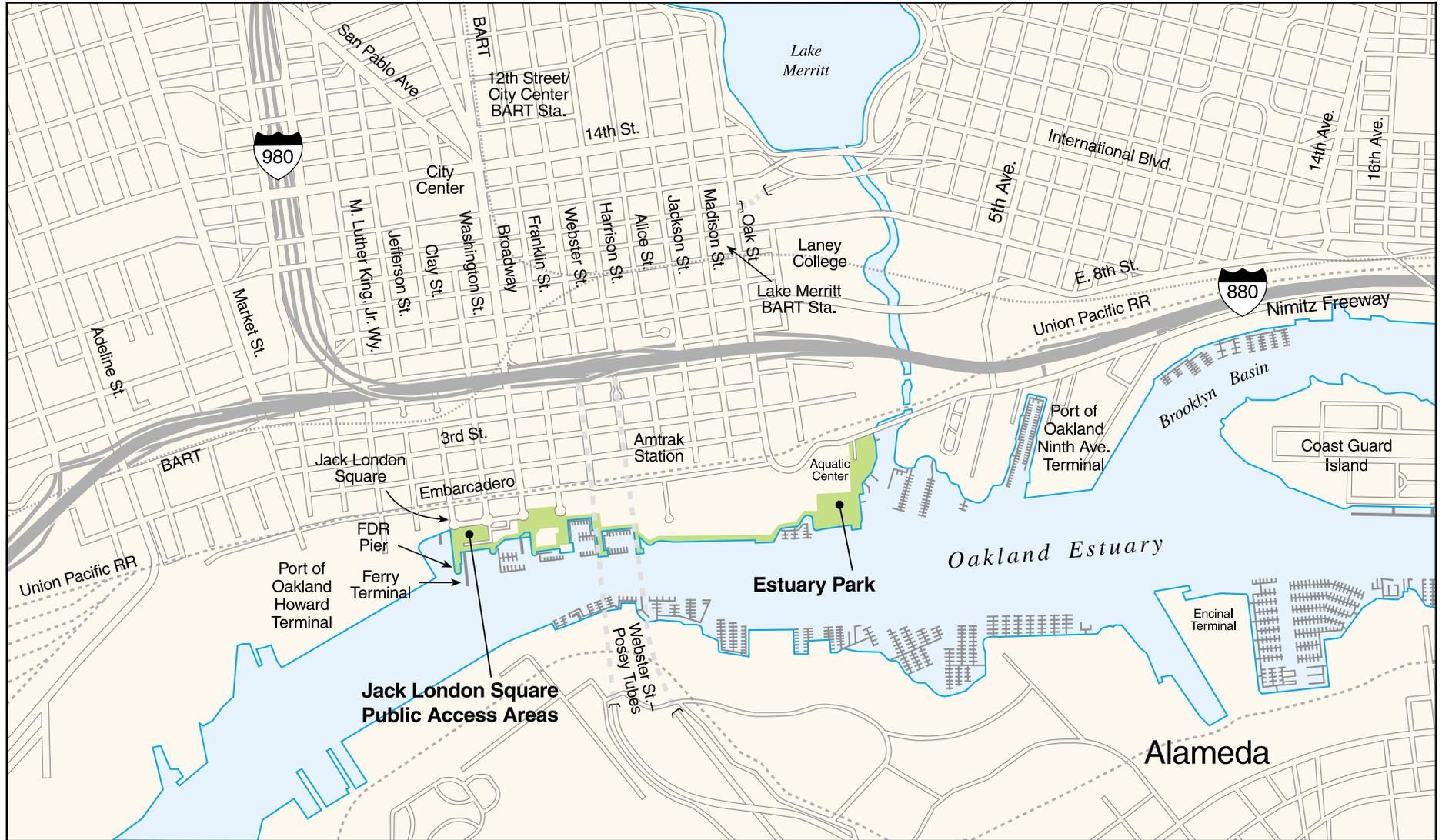
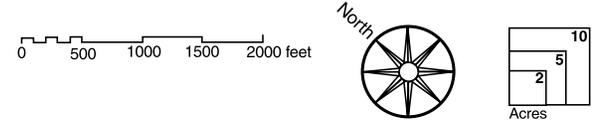
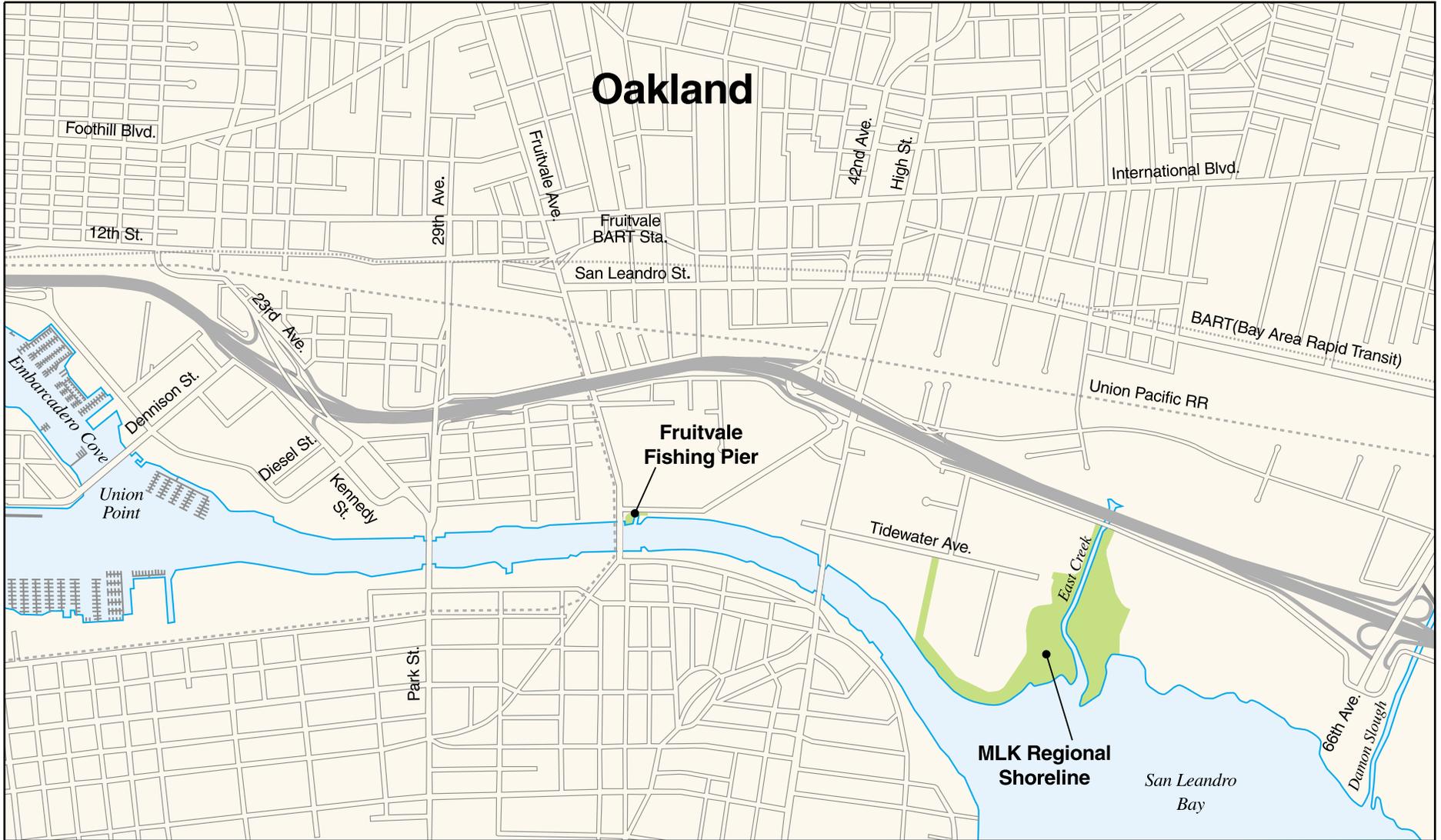


FIGURE II-2: Existing Public Access and Open Space



San Francisco Bay Trail

Regional interest in a continuous pedestrian and bike path along the bay has resulted in efforts coordinated by the Association of Bay Area Governments (ABAG) to create a 400-mile Bay Trail in nine bay counties. In Oakland, 21 miles of the Bay Trail are planned, but only 8.5 miles have been completed, primarily on existing public streets in the Embarcadero Cove and Jack London Square areas.

Water Spaces

Certain recreational activities fit well within the confines of protected water of the Estuary. Small boat sailing, rowing, canoeing, and kayaking established a presence along the waterfront, and are activities well suited to the calm, smooth waters of the Estuary. The tradition of rowing dates from the early 1900s, when the University of California (Cal Crew) located its boathouse in the area amid warehouses and agricultural industrial businesses. Recreational interest in the shoreline has increased with time, particularly as industrial and warehouse activities have shifted away from the mid Estuary to the western periphery of

the city. In particular, recreational boating has expanded dramatically.

Plans are underway by the Port, City, and other entities to improve and expand boating facilities. Specifically, the Port is rebuilding its 160-berth marina at Jack London Square and Cal Crew has proposed the relocation and expansion of its boathouse within the Union Point area. In addition, a new Aquatics Center is planned in Estuary Park, which would expand the programs that currently take place on Lake Merritt and provide boating instruction and similar activities.

Special Events

Through the efforts of the Port of Oakland, the waterfront has increasingly developed into the primary location for Oakland's civic events, community celebrations, and cultural activities. Some of these are major events attracting several thousand people, such as Cirque du Soleil, the Fourth of July fireworks, lighting of the Christmas tree, and boat parades.

Others are large events that are somewhat less intensive, and may be spread out over the en-

tire Jack London waterfront and occur over a day or weekend (such as the boat show, Festa, etc.). Major concerts have been very successful, and over the past three years, attendance has tripled to crowds as large as 15,000. Other events include weekly farmers' markets, concerts, special celebrations and rallies, which typically attract around 1,000 people and are typically staged at the foot of Broadway.

ISSUES & OPPORTUNITIES

What was evident to Charles Robinson in 1905, to the League of Women Voters in 1993, and to the General Plan Congress in 1996, is still an issue today. Although several places exist where public waterfront access has been provided (eg., MLK Regional Shoreline, Jack London Square, Estuary Park, Portview Park, several fishing piers, etc), the Estuary shoreline is not a cohesive open space system.

Existing sites are isolated from one another and from the rest of the city and often not well identified or developed. Open space is frequently shared with automobile traffic. The only existing city park within the area, Estuary Park, is difficult to find and is poorly maintained. Furthermore, some of the prominent

spaces that are used for major civic celebrations and events are subject to future development.

Despite tremendous community interest in expanding open space and recreational opportunities along the Estuary, the creation of a cohesive open space system has been stymied by existing ownerships and water-related businesses, interrupted roadways, and barriers created by rail spurs.

Yet, the waterfront offers many opportunities to add to the amount and quality of public recreational space. It has the capability to support a wide variety of recreational activities, (particularly water sports), and the potential to provide visual relief, opening up intensely developed urban areas to the bay. A number of opportunities exist to create a “necklace” of open spaces along the Estuary. As changes in land use occur, continuous public access punctuated by larger open spaces and linked to the rest of the city, will become an attractive element of a revitalized waterfront.

Opportunities to establish a larger and more coherent network of shoreline access and public recreational spaces include:

- ❑ ***Continuous Shoreline Access/Fill In Gaps in the Bay Trail.*** A continuous Bay Trail immediately adjacent to the shoreline, with a separated pedestrian path (where physically feasible) as well as a continuous recreation-oriented boulevard that accommodates pedestrians and bicyclists and provides for vehicular and transit access.
- ❑ ***Waterfront Parks.*** New waterfront parks along the Bay Trail, ranging from additional urban spaces for intensive recreational activities to large open areas for performances, competitive events, or civic celebrations.
- ❑ ***Boating and Water-Oriented Recreation.*** Additional facilities for boating, in particular, to facilitate the transition of smaller craft (canoes, rowboats, kayaks) into the water.
- ❑ ***Link to Lake Merritt.*** A public open space and pedestrian linkage along Lake Merritt Channel between Estuary Park and Lake Merritt, to build upon the recreational value of the lake and the Estuary, and to create stronger ties with the surrounding communities, in a manner that maintains the high quality of regionally significant wildlife habitat.

- ❑ ***Tidelands Enhancement.*** Additional tidal marshland enhancement areas to provide valuable habitat for birds and other wildlife species, and new opportunities for bird watching and other educational/interpretive experiences.

- ❑ ***Connections to New Parks and Open Spaces.*** Connections to new parks and open spaces planned along the opposite shore, in Alameda and on Coast Guard Island, to reinforce the Estuary as a primary open space for the communities adjoining it.

SHORELINE ACCESS & PUBLIC SPACE OBJECTIVES

Objectives for access and public spaces recognize the emerging role of the waterfront as a key place for open space and recreation within the city and region. It builds upon the objectives for public access, open space, and recreation articulated in various planning documents, most notably the *Open Space, Conservation and Recreation Element (1996)* and the *Land Use and Transportation Element (1998)* of the General Plan.

Objective SA-1: Create a clear and continuous system of public access along the Estuary shoreline.

Provision of continuous shoreline access is an important goal embraced by both regional and local communities. Furthermore, it is a specific mission of BCDC and ABAG's Bay Trail program, and a prime objective of the East Bay Regional Park District. In the Oakland segment, the intention is to provide a continuous system of public waterfront spaces, and to provide for a continuous open space network which connects all waterfront elements, which provides a variety of waterfront experiences.

Within the parameters of safety and security, development of public facilities should be undertaken according to site-specific standards, based on the physical capacities and programming needs of the particular site.

There is a diverse sequence of spaces along the shoreline, including the protected nature of the Lake Merritt Channel; the marshy habitat that extends to Damon Slough; the expansiveness of the Fifth Avenue Point shoreline edge; the sheltered character of the Embarcadero

Cove, Brooklyn Basin and Coast Guard Island; and the lively areas within the Jack London District. Each of these special qualities should be reflected in the design of parks, promenades, and open spaces.

General objectives for the provision/enhancement of open space and associated facilities at all locations include:

- ❑ Preservation and protection of the natural features, wildlife and vegetation;
- ❑ An easily identifiable standard sign system that can be implemented throughout the open space system, to provide directional/orientation/interpretive information;
- ❑ Physical improvements to increase visitor comfort, safety, and pleasure (eg. separated paths, landscaping, lighting, observation pads, comfort stations, trash receptacles, furniture, emergency services, vehicular parking, etc.)

Objective SA-2: Punctuate the shoreline promenade with a series of parks and larger open spaces.

A number of parks and larger open spaces are proposed that would build on the intrinsic character of the shoreline and provide for a wide range of recreational experiences. The intent is to create series of parks and other publicly accessible spaces, capable of accommodating a wide variety of recreational activity, connected by a shoreline promenade. These could include:

- ❑ A portion of the "Meadow" in front of the Port Building in Jack London Square;
- ❑ A new "Green" to anchor Phase 2 developments at Jack London Square;
- ❑ A new "Greenway" extending along Webster Street to connect Jack London Square to the inland neighborhoods;
- ❑ Expansion of Estuary Park;
- ❑ A series of parks in the 5th-9th Avenue area;
- ❑ A new park at Union Point; and
- ❑ Expanded and improved facilities along the MLK Regional Shoreline.

Objective SA-3: Emphasize visual corridors and open space links to surrounding inland areas.

To make the Estuary shoreline more accessible, links to inland areas should be strengthened. Visual corridors and physical links to the water should be provided at regular intervals along the shoreline, using the grid of city streets in their full widths, to enhance the connection between inland areas and the water. In addition, the design of open spaces should promote opportunities to appreciate views and waterfront amenities from inland areas. At the same time, key corridors should be extended outward to the Estuary itself, to provide viewing experiences that are unique to the Estuary.

Objective SA-4: Develop opportunities for recreational activities that are oriented to the waterfront and serve identified neighborhood needs.

Recreational areas along the waterfront should meet the needs of the region and the city as a whole, as well as specific adjacent neighborhoods and districts. Programming of larger recreational areas should be undertaken in con-

junction with the EBRPD, neighborhood organizations and other interested parties to ensure that the recreational activities provided help to meet identified needs.

Objective SA-5: Enhance natural areas along the shoreline.

There are significant opportunities along the Estuary shoreline and Lake Merritt Channel to enhance remnant tidal marshes and other natural areas. These areas can add to the visual enjoyment and diversity of the shoreline, and expand wildlife habitat for birds and other species. They can also create outdoor areas for direct learning and experiences related to nature.

Objective SA-6: Encourage the development of educational and cultural programs and interpretive facilities that enhance understanding of the waterfront environment.

The Estuary shoreline is an ideal site for learning about nature, the history of the city, the economic activities supporting it, and the unique recreational and leisure activities available to residents. In order to enhance public

awareness and understanding of the contribution the Estuary makes to the quality of life in Oakland today, all waterfront facilities should be considered as potential visitor centers. To the extent feasible, significant historic sites and buildings should be preserved, adapted for re-use, and explained. Open space and shoreline access areas should be programmed to include educational and interpretive elements.. Activities such as historic walks and self-guided tours should continue to be offered. Plaques or appropriate markers that recognize and commemorate the waterfront's history should be encouraged.³

To the extent feasible, significant historic sites and buildings should be preserved, adapted for re-use, and explained. Open space and shoreline access areas should be programmed to include educational and interpretive elements.

³ See Oakland General Plan, OSCAR Element, OS 7.3.

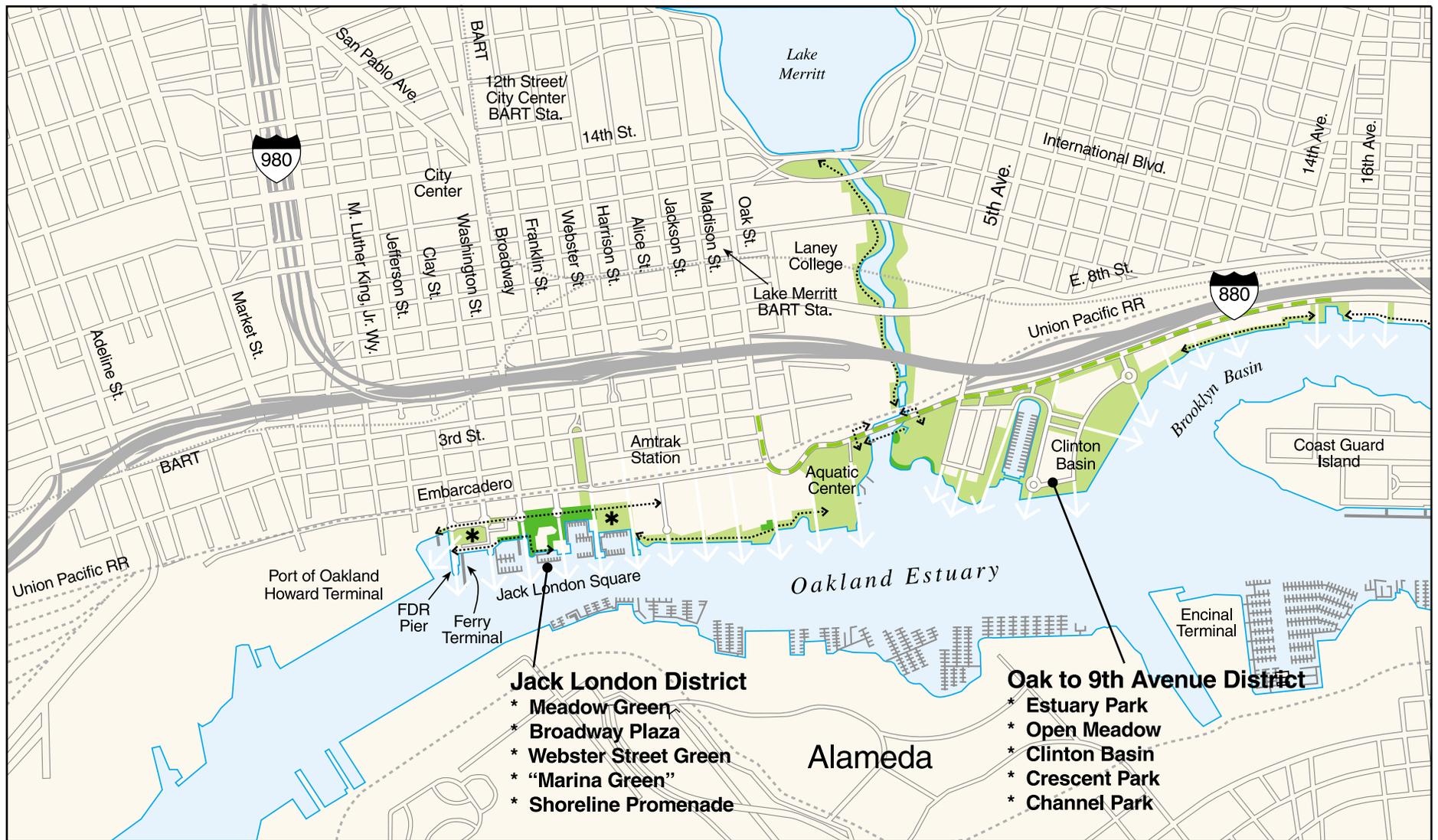
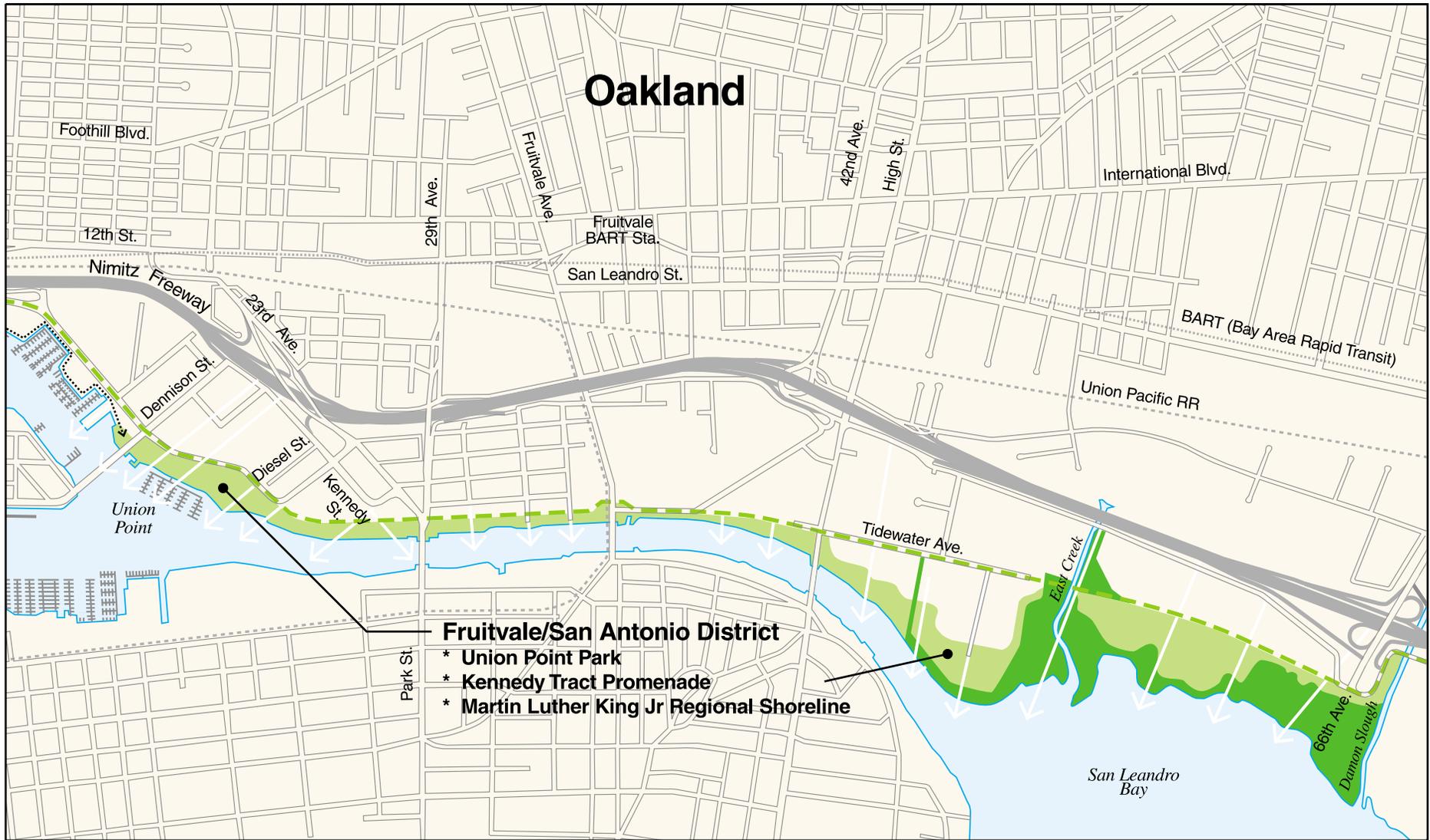
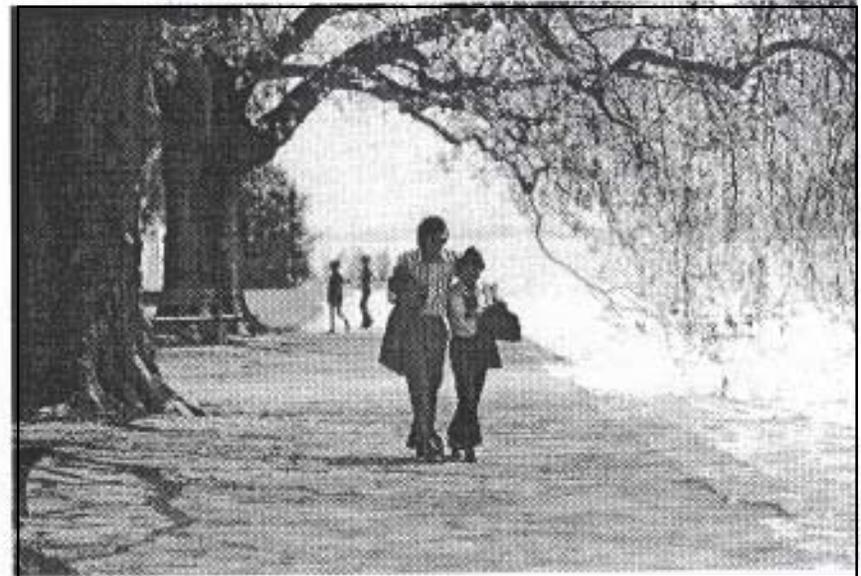


FIGURE II-3: **Illustrative Shoreline Access & Public Space Plan**







A continuous waterfront parkway will provide for pedestrian, bicycle and vehicular movement along the Estuary shoreline

Regional Circulation & Local Street Network

Soon after its inception in 1852, Oakland (and the waterfront in particular) became a major crossroads within the region, state, and nation. An early catalyst for economic development occurred in 1869 with the establishment of Oakland as the western terminus of the trans-continental railroad. Subsequent development of transportation infrastructure focused on the railroad terminus: steam trains and ferries to take passengers to San Francisco, wharves and steamers to move freight, and additional rail connections to distribute goods up and down the coast.

In the years since, Oakland's strategic location has helped to enhance the city's role as the hub of a transportation network serving the city, the San Francisco Bay region, and entire Western half of the United States. BART, Amtrak, aviation services all have joined the historic

freight operations as major components of Oakland's transportation function.

While Oakland's comprehensive system of passenger and freight transportation represents important economic arteries for the Bay Region, it has been developed at the expense of the local circulation system.

BARRIERS

In the Estuary area, the sheer magnitude of the regional transportation infrastructure has contributed to the fragmentation of the local street system, and created a physical and psychological barrier between the city and its waterfront.

For example, railyards separate the waterfront and the city, penetrable only at specific grade

crossings along the line. But the difficulties posed by the rail network for local circulation were magnified by construction of the I-880 freeway, which parallels the railroad right-of-way. The combination of the freeway, the rail corridor, and the BART corridor creates a physical barrier to auto traffic as well as pedestrians and bicyclists.

Additionally, the juxtaposition of the freeway system over the city grid has created a series of oddly-shaped land parcels that are hard to make use of. Confusing interchanges, sub-standard ramps, and circuitous routing of traffic are disorienting to travelers in the Estuary area. The confusing nature of the circulation system creates safety problems and disincentives for those unfamiliar with the area to visit.

Furthermore, it is not possible to walk, bicycle, or drive directly from one end of the Estuary to the other. Crosstown routes that link the hills and the bay are ambiguous, and meet the Estuary shoreline in an awkward or interrupted fashion.

Crossings of the Estuary to Alameda and waterborne connections to the larger region are fairly limited, considering the proximity of destinations in the two cities. Three bridges and the two tubes provide vehicular access between Oakland and Alameda, and a ferry terminal at Jack London Square provides access to Alameda and San Francisco. However, these connections are clustered at the ends of the Estuary, leaving a large reach of the shoreline (Jack London Square to Fruitvale) without connections across the water that link it to Alameda or the larger Bay Region.

ISSUES & OPPORTUNITIES

It is absolutely necessary to clarify and improve the circulation system to and along the waterfront in order to meet the objective to enhance the image and identity of the Estuary area and make the waterfront a more integral part of the city. Several opportunities exist to create a

more comprehensible and amenable circulation system that ties together the various attractions of the waterfront, and reconnects them to the city. These include:

❑ ***Embarcadero Parkway.*** A continuous parkway connecting Oak Street on the west with 66th Avenue on the east could be created. This parkway would not only provide a critical link in the circulation network, but would also provide a sense of orientation, connect diverse open spaces, and provide paths for strolling and passive recreation.

The parkway could be designed to accommodate a full range of transportation modes, including automobile, transit, bicycles and pedestrians, but managed as a “slow street” to discourage through movement of truck traffic.

❑ ***Freeway Access.*** Simplifying and enhancing freeway access to and through the area could be achieved by consolidating freeway ramps and linking them to major thoroughfares. Existing on and off-ramps occur in a seemingly haphazard manner, and do not meet current standards. Although

interchange improvements can only be undertaken with Caltrans’ approval and increasingly must rely upon nontraditional sources of funding, consideration should be given to the creation of full-movement interchanges at selected points along the freeway (Caltrans standards suggest one-mile intervals) and to the removal of sub-standard on and off-ramps.

As an integral part of these improvements, it is important to enhance parallel circulation on both sides of the I-880 corridor, but away from the Estuary shore.

The absence of direct connections from I-880 (Cypress Freeway) to Downtown Oakland and Jack London Square is a concern to the city. Efforts must be made immediately to rectify this severe problem, and make the waterfront accessible from the regional freeway network.

❑ ***Local Access.*** Local access corridors across the freeway that enable motorists, pedestrians and bicyclists to reach the water could be constructed. Once freeway ramps are consolidated at the major interchanges, opportunities to create and enhance links

to inland neighborhoods can be maximized.

- ❑ **Waterborne Transportation.** New links by waterborne transit (eg. ferries, water taxis and shuttles) that utilize the Estuary as a corridor for circulation, and which connect future activity centers on both the Alameda and Oakland sides, can be established.

Ferry service from existing terminals is expected to increase between Oakland/Alameda and San Francisco, as well as to Treasure Island, Angel Island, and other recreational destinations.

In addition, there is the potential for water taxi and shuttle service in the upper reaches of the Estuary, linking activity centers as they develop. While expanded water taxi and ferry service has long been pursued in the Estuary, this may be an opportune time to tie it more closely to new development opportunities.

- ❑ **Transit Loop.** A trolley line along the Broadway spine, connecting the Jack Lon-

don Square with the City Center and beyond, could be implemented. Although more difficult to accomplish, there is also an opportunity to establish a rail transit link between the Fruitvale BART station and Alameda along an existing rail right-of-way on Fruitvale Avenue, which crosses the Estuary into Alameda.

- ❑ **Parking.** As land uses change in the Estuary area, adequate parking will be required to support new uses. Parking areas should be strategically located, in accordance with urban design objectives for the area. Parking facilities should be evenly distributed and accessible, while avoiding prime waterfront spaces and pedestrian precincts.

REGIONAL CIRCULATION & LOCAL STREET NETWORK OBJECTIVES

Objectives for regional circulation and local street networks recognize the importance of circulation and access to support the objectives for land use, public access and public spaces. These add specificity to a number of **objectives**

reflected in the General Plan Land Use & Transportation Element and Bicycle & Pedestrian Plan.

Objective C-1: Improve and clarify regional access to Oakland's waterfront.

Interchanges along the I-880 freeway should be consolidated at arterial roadways and brought up to current standards to improve access to and within the Estuary area.

The I-980 connection to the Alameda Tubes at the Jackson Street off-ramp currently routes traffic through city streets, and should be improved to alleviate congestion on local streets and clarify access routes to Alameda and on Oakland local streets.

Improved freeway interchanges should be considered at 5th Avenue, 23rd Avenue, Fruitvale, and High Street/42nd Avenue. A new interchange should be investigated to provide direct access from I-880 to Jack London Square and downtown Oakland.

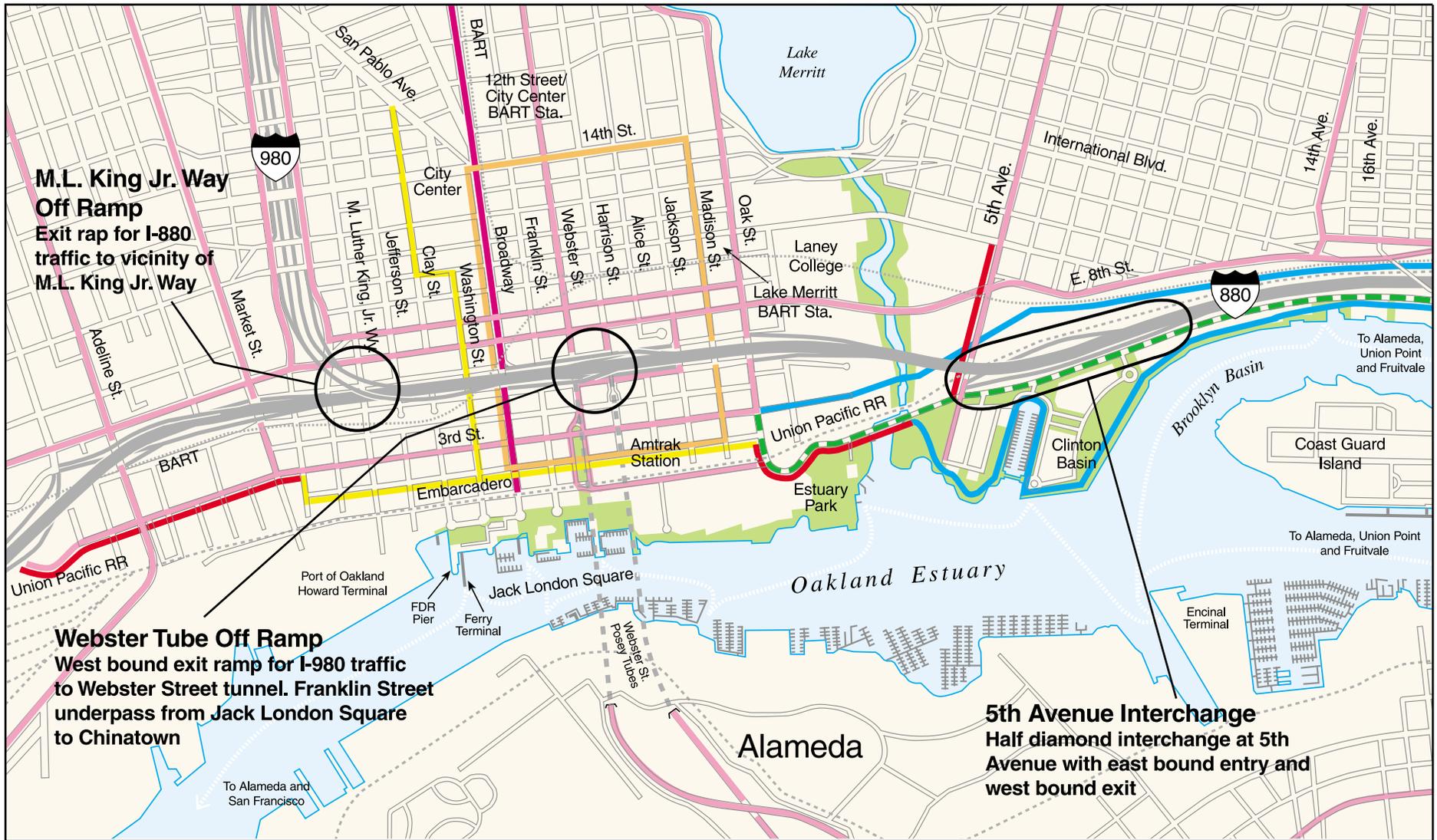


FIGURE II-4: **Illustrative Circulation Plan**

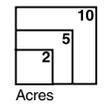
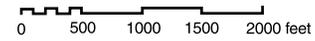
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|------------------------------|--|-----------------------------|------------------------------|
| Interstate Highways/Freeways | Downtown Trolley | Class I Bikeways/Pathways | Estuary Parkway |
| Oakland/Alameda Tubes | BART – Bay Area Rapid Transit | Class II Bikeways/Pathways | Open Space and Public Access |
| Major Linking Streets | Passenger/Freight Rail | Class III Bikeways/Pathways | |
| Local Streets | Waterborne Transit (Ferry, Water Taxi) | | |



23rd Ave. Interchange
Full-movement interchange with link to Embarcadero Parkway

Oakland

Fruitvale/42nd Aves. Interchange
Full-movement twin diamond interchange linked by frontage roads



Objective C-2: Establish a continuous waterfront parkway; a safe promenade for pedestrians, bicycles, and slow-moving automobiles.

For the most part, vehicular circulation should be accommodated on existing roadways. However, a continuous waterfront parkway is a top priority in the Estuary Policy Plan. The Parkway should take advantage of and stay within the Embarcadero right-of-way, extending from Jack London Square to Park Street.

Beyond Park Street, it may be necessary to purchase additional right-of-way to allow the parkway to be connected through to Fruitvale Avenue and beyond to Tidewater Avenue and 66th Street.

West of Oak Street, the parkway should meet the city grid, providing several routes west to Mandela Parkway.

The configuration and cross-sectional character of the roadway will likely vary, depending on availability of right-of-way, adjoining land uses, and traffic conditions. The parkway and all other waterfront roads should be treated with appropriate landscaping, lighting, signage, rest/

overview areas, and, where appropriate, parking, and other features which provide a continuous parkway character for pleasant driving, walking, and cycling. The parkway should be slow-moving. The roadway should be accompanied by separate or contiguous bicycling and pedestrian paths where feasible.

Objective C-3: Balance through movement with local access along the waterfront.

In many urban waterfronts, shoreline transportation corridors have been allowed to become freeway-like environments, providing through movement at the expense of local access. The concept of the Embarcadero Parkway, described above, aims to properly balance local access with through movement.

Traffic-calming methods should be incorporated into roadway design throughout the study area, to ensure that vehicular movement is managed in consideration of recreational and aesthetic values. The parkway should not become an overflow or alleviator route to the I-880 freeway, and it should prohibit through truck movement.

Objective C-4: Strengthen local circulation connections between Oakland neighborhoods and the waterfront.

With anticipated improvements to the regional transportation system, better connections can be made between the waterfront and inland neighborhoods.

Specifically, emphasis should be placed on improving those connections which already exist: Washington, Broadway, Webster, Franklin, Oak, 5th, 16th, 23rd, 29th Avenues, Fruitvale and High Streets. These links can be strengthened through alterations of street alignments or extensions of existing roadways, relocating parking areas, and improving pedestrian facilities.

Objective C-5: Promote transit service to and along the waterfront.

Land and water-based transit services should be extended to and along the waterfront. Transit services should be focused along Broadway, Washington, Franklin, Third, and Fruitvale.

A special transit loop linking Jack London Square with other significant activity centers (eg., Old Oakland, the Oakland Museum, and the Lake Merritt and City Center BART stations), should also be encouraged. Passenger rail service between Fruitvale BART and Alameda should be studied further.

Redevelopment on both the Oakland and Alameda sides of the Estuary may, in the future, warrant increased ferry and water taxi service. Water taxis can link activity centers on both sides of the Estuary, transforming the waterway into a viable boulevard that brings together the Oakland and Alameda waterfronts.

Objective C-6: Improve pedestrian and bicycle circulation.

Bicycle and pedestrian networks should be extended throughout the waterfront. By enhancing the Embarcadero Parkway, a continuous pedestrian path and bicycle route can be established along the waterfront. Links from the parkway to upland neighborhoods are proposed along connecting routes, including Oak, Lake Merritt Channel, 2nd Street to 3rd Street, Fifth, Fruitvale, and Alameda to High, as well as the grid of streets in the Jack London District.

Objective C-7: Provide adequate parking without diminishing the quality of the urban environment.

In the Jack London District in particular, provision of adequate parking is critical to accommodate both existing and future demands. Several sites currently used for surface parking are subject to future development. In addition, parked vehicles are 'spilling over' into pedestrian areas, to the detriment of the District's attractiveness. To resolve this, a comprehensive parking management strategy should be developed to plan for and provide adequate parking.

