Section III: District Recommendations
Aerial view of the Central Jack London District.
The Jack London District encompasses approximately 225 acres of land situated between Adeline Street on the west and Oak Street on the east. Properties within the district are predominantly in private ownership, but also include some large public land holdings (Figure III-1). In particular, the Port of Oakland has a significant presence, with ownership of 31 acres of land on the water side of the Embarcadero, as well as additional parcels inland. The Jack London District historically served as an important center of maritime trade and commerce, and today is associated with the figure of Jack London, his seafaring adventures, and spirit of rugged individualism. These historic resources are represented in the historic properties and districts that exist throughout the Jack London District (Appendix A).

Over the past several decades, the Jack London District has experienced tremendous change. The westward growth of the port and development of container terminals on filled land, as well as the decline in shipbuilding and fishing after World War II, brought about a transformation in the area. Many of the service support and industrial uses that traditionally occupied the district declined and left the area. Some buildings were vacated as these uses moved elsewhere; others continued to be used, but not fully; and still others were adapted to new uses.

Although industrial and distribution uses remain dispersed throughout the district, they are particularly concentrated in the western portions of the district between Adeline Street and Martin Luther King, Jr. Boulevard, close to the port’s maritime services in the middle and outer harbors.

The construction of regional transportation projects in the 1960s, such as the Webster Tube to Alameda and the Nimitz Freeway, and the siting of large-scale public buildings along the freeway corridor, contributed to the physical isolation between this area and the rest of the city (Figure III-2).

Today, the transformation of the Jack London District is well underway. Uses such as retail, dining and entertainment have expanded along the waterfront. Home improvement and off-price retail outlets have emerged to the west of Broadway, with office, work/live and loft residential uses increasing to the east. It is an opportune moment to capitalize upon these positive trends and realize longstanding
FIGURE III-1:  Jack London District Current Ownership

- Port of Oakland
- Alameda County
- Private
- Railroad
- Public/Quasi Public Utilities
- Tidelands Trust

Oakland Estuary Policy Plan
FIGURE III-2: **Jack London District Existing Land Use**

- **RDE** - Retail, Dining and Entertainment
- **Wholesale and Off Price Retail**
- **Office**
- **Hotel/Motel**
- **Mid to High Density Residential above 20 du/acre**
- **Low Density Residential up to 20 du/acre**
- **Public/Quasi-Public Institution**
- **Parking**
- **Warehousing**
- **Light Industrial**
- **Heavy Industrial**
- **Open Space**
- **Tidal Marsh**
- **Vacant**
The Jack London District should play an increasingly important role in contributing to Oakland's quality of life and making the waterfront a more visible part of the city. The area is closely tied to downtown Oakland, both physically and functionally. The continued redevelopment of the Jack London District is essential not only for the district itself, but also as part of a citywide and downtown improvement strategy that will help to reposition the downtown as a multidimensional activity center.

LAND USE

The policies for land use emphasize strengthening the district's economic role within the region, building on existing trends and potentials, and broadening the appeal and quality of the area. Envisioned for the area is a mix of uses that builds on the amenity of the waterfront and provides a strong connection with the downtown.

Specifically, within the Jack London District, the Estuary Policy Plan reinforces existing trends toward commercial and residential land uses (Figure III-3). New uses should be promoted as infill development at Jack London Square and along the Broadway spine to create an intense area of public interest and activity that seamlessly links the waterfront to downtown Oakland.

To the east of Broadway, new residential development that is compatible with the existing industrial use and character of the area should be encouraged. A residential population in this area can infuse new vitality into the district as a whole. West of Broadway, the trend toward off-price retail should be continued and encouraged.
FIGURE III-3: Central Jack London District Illustrative Development Strategy

Section III: District Recommendations

Lower Broadway District
- Encourage redevelopment and intensification of 100, 200, 300, and 400 blocks as entertainment (music & cinema) and dining destination.
- Enhance 400 block and under freeway block as gateway to Jack London Square (street lighting, public art, enhanced streetscape, etc.).

Off-Price Retail District
- Encourage rehab/infill construction of off-price retail uses (e.g., home improvement).
- Limit intensity of new development to maintain warehouse/industrial character, and to avoid parking impacts.

Produce District
- Preserve and rehabilitate existing buildings; encourage food-oriented retail, galleries, small office and live-work uses.
- Stage weekly farmer's market along Franklin Street to maintain produce identity and role of district.

Mixed Use District
- Encourage the development of non-traditional higher density housing (work/live lofts, artist studios) within a context of commercial and light industrial/manufacturing uses.

Waterfront Warehouse District
- Encourage the preservation and adaptive reuse of existing buildings.
- Use of buildings and new infill development should include joint living and working quarters, residential, light industrial, warehousing & distribution, wholesaling, and offices.

Phase I Jack London Waterfront
- Intensify pedestrian-oriented retail dining and entertainment uses in association with foot of Broadway and "Meadow" open spaces.
- Create major activity anchor at west edge (PG&E, fire station site) with cultural uses (e.g., historic boat basin) retail and dining.

Phase II Jack London Waterfront
- Develop high quality hotel/conference center as major activity anchor with encapsulated parking.
- Establish ground-level water-oriented retail and dining uses and upper-level office/housing uses adjacent to marina green.

Oakland Estuary Policy Plan
For ease of discussion, the Jack London District has been subdivided into 7 subdistricts. Land use policies for each are presented as follows:

**Retail, Dining, & Entertainment District**

**Policy JL-1: Reinforce retail, dining and entertainment uses along the waterfront, and extend these uses along Broadway to create a regional entertainment destination.**

The Jack London Square has been established as a significant regional destination for retail, dining and entertainment. The Estuary Policy Plan recommends that existing pattern of uses be expanded and intensified within the Phase I portion of Jack London Square (i.e., between Clay and Webster Streets), and that the district to be expanded northward along the Lower Broadway corridor between the Embarcadero and Fifth Street.

More specific policy guidance for development within this area includes:

- **JL-1.1: Expand commercial uses along the entire five-block frontage of Lower Broadway.** The plan recommends that a coordinated redevelopment effort be pursued by the Port, the City, and the private sector to revitalize Lower Broadway as an integral extension of the waterfront and downtown. (See also Policy JL-13.1) These blocks are particularly important for retail, dining, and entertainment uses. Upper level office uses and ground-floor retail uses should be encouraged, to promote activity and daytime populations on the streets. If necessary, acquisition and assembly of selected frontage properties for development projects should be facilitated by the use of redevelopment tools as part of an overall strategy of intensification and enhancement.

- **JL-1.2 Intensify Phase I of Jack London Square.** Within the Phase I portion of Jack London Square (i.e., between Clay and Webster Streets) the Estuary Policy Plan recommends the intensification of retail, dining, office, hotel, and entertainment activities in conjunction with the enhancement of waterfront open spaces and other shoreline amenities. All ground-level frontages of buildings should be developed as active public-oriented attractions such as retail, dining or entertainment uses.

Infill developments should be carefully designed to insure that views and shoreline access are maximized, and that the continuity of pedestrian areas is maintained. In order to intensify the continuity of pedestrian activity within the area, several infill and development opportunities are identified. These include:

- A “flagship” retail anchor or entertainment attraction, on the vacant site at the southwest corner of Broadway and the Embarcadero. Development of this site should generate significant activity and interest at this key intersection. This development should be of a landmark design befitting its strategic location.

- A freestanding restaurant, dining pavilion, or other attraction adjacent to the proposed ‘Meadow Green’ open space and historic boat basin at FDR Pier. (See Policy JL-9.1). This development should create a strong destination at the western terminus of the Water Street corridor.
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- Additional kiosks and retail extensions in the plaza adjacent to the existing Barnes & Noble bookstore. The kiosks, food carts, etc. should help to intensify activity on a daily basis, and provide patrons with high-quality food services and an attractive environment for outdoor eating, with views to the water.

  In addition, expansion of existing retail uses on the south side of the plaza will establish a stronger retailing edge. Water Street should be maintained as a through promenade. The design of the pavilions and retail extensions should contribute to the festive visual environment.

- A cafe extension on the south side of 77 Jack London Square (the Oakland Tribune building). A cafe extension or similar structure should be constructed to create a more interactive environment along this segment of the Water Street promenade.

- Hotel Expansion. The Waterfront Plaza Hotel should be encouraged to expand within the "footprint" of the existing hotel/restaurant, the "Water Street III" retail/office building and the courtyard between the two buildings.

  Ground-level uses that face on Water Street and the shoreline promenade should be publicly accessible, and include retail, restaurants, public attractions, or other similar uses. While visitor pick-up and drop-off should be accommodated, all parking should be off-site. (See Policy JL-13)

- Redevelopment of the block bounded by the historic boat basin, the Embarcadero, Clay and Jefferson streets for public-oriented commercial-recreational and/or cultural use (e.g., maritime museum). This longer term project should be pursued to help activate the waterfront and create a major activity anchor at the western edge of the Jack London waterfront.

  Upper level office use throughout this sub-area. Similar to the Lower Broadway area, upper level office uses should be encouraged to promote an active daytime population. Development should be carefully sited and designed to avoid shadowing of the Water Street axis.

Commercial-Recreation District

Policy JL-2: Encourage the redevelopment of Phase II of Jack London Square between Webster and Alice Streets.

The Phase II portion of Jack London Square represents a generation of waterfront redevelopment undertaken in the 1960s and 1970s. Today, many of the buildings at Jack London Village are in deteriorating condition. Continuity of public pedestrian access between Jack London Village and the rest of the Jack London District is circuitous and unfriendly. While the Heindls First and Last Chance Saloon and Jack London's cabin provide a unique sense of the historic waterfront, they are isolated in relation to surrounding activities.

This and adjacent sites currently used for parking are the only viable opportunities to develop additional commercial and recreational uses, and add to the luster of Jack London Square as an entertainment venue. However, development of these sites requires extraordinary sensitivity to the waterfront location, the shoreline edge, and to surrounding activities. Specific policy direction is provided:
JL-2.1: Encourage the redevelopment of Phase II of Jack London Square for commercial-recreational and waterfront-oriented uses. Phase II of Jack London Square should be redeveloped comprehensively, in a manner that provides significant public attractions, and unimpeded shoreline access around and through the site. This shoreline access should surround the proposed 'Marina Green' (See Policy JL-8.2), providing perimeter activities and attractions that complement and enliven the waterfront environment.

Redevelopment efforts should incorporate the following:

- A high-quality hotel and conference center.
- Integrated parking to serve the hotel/conference/office center. Parking facilities should be designed to conceal the parking functions from the Marina Green and the waterfront. Parking for bicycles, as well as rooftop recreational uses could be included.
- A distinctive visual landmark at the eastern terminus of Jack London Square and Marina Green. The design and height of buildings along Water Street could create this visual landmark.
- Upper level office use throughout this sub-area. Upper level office uses should be encouraged to promote an active daytime population. Development should be carefully sited and designed to avoid shadowing of the Water Street axis.
- Heinold's First and Last Chance Saloon should be retained in its present location, either as a stand alone feature (if feasible) or by incorporating it within the new frontage at the current site, as a landmark element.

Policy JL-3: Encourage the expansion of off-price retail establishments west of Broadway.

Currently, in the area west of Washington Street to MLK Boulevard, there is an eclectic mix of uses that includes offices, studios, retail, warehouse and light industrial uses. These businesses tend to fit well in this environment, which bridges the more intense regional entertainment and dining attractions at the water's edge and the heavier industrial and service commercial uses inland and to the west.
Opportunities exist to expand and strengthen this unique district with additional retail space within rehabilitated warehouse buildings and/or new construction. Therefore, the lower intensity nature of the district should be maintained, and some of the convenient surface parking that exists should be retained.

However, additional structured parking will also be required to serve the area and Jack London Square in the longer term. Consideration should be given to a future garage within the general vicinity of Cost Plus. The Off-Price Retail District should also be included within a larger parking district to ensure reciprocal parking arrangements. (See Policy JL-16)

**Policy JL-4: Preserve the historic character of the Produce District, and encourage activities that create a viable urban mixed-use district.**

The Produce District represents the most significant concentration of food-related businesses within the city. It is also among the oldest enterprises along the Estuary, dating from 1917, when the City relocated the facilities from 11th and Webster streets to the vicinity of Third and Franklin. Today, it encompasses several blocks and occupies approximately 130,000 square feet of space operated by 13 merchants, the majority of whom sell directly to local restaurants. In addition, the Oakland Grill, at the heart of the district, has established a restaurant business that caters to Produce District customers and lunchtime office workers, as well as regional patrons.

The Produce District is recognized by many for its distinctive market buildings, with wide canopies and broad openings, as well as the morning activity of large trucks and forklifts moving produce on the sidewalks and in the streets.

**JL-4.1: Encourage the sensitive rehabilitation and adaptive reuse of existing buildings.** Retention of the historic character and ambiance of the Produce District should differentiate it from other Oakland destinations, and should complement nearby retail, dining and entertainment activities along Broadway and the waterfront. All efforts to preserve the existing structures are encouraged, whenever feasible; however, if not feasible, development shall incorporate elements depicting the unique historic character and features of the buildings (e.g., canopies, overhangs and arcades, etc.).

**JL-4.2: Provide for a mix of new uses in the Produce District.** Recognizing market and financial factors, the plan recommends a diverse range of uses, including existing wholesale and distribution activities. Priority should be given to attracting food-oriented retailers that can maintain the character of this market district, particularly at the key intersection of Third and Franklin Streets. Other uses, including office, retail, work/live lofts and warehousing, should also be encouraged.

**JL-4.3: Encourage the location of a farmers market along Franklin Street.** In order to retain the market character of the Produce District, it is recommended that Franklin Street be improved as an expanded venue for the...
weekly farmers market, which currently occurs at Jack London Square. This recommendation would require closure of the street to traffic and parking on market days. (See Policy JL-16)

**Mixed Use District**

**Policy JL-5:** In areas outside the existing boundaries of the historic district (API) and east to the Lake Merritt Channel, encourage the development of a mix of uses, including housing, within a context of commercial, light industrial/manufacturing uses, and ancillary parking.

The area east of Broadway to the Lake Merritt Channel, between I-880, the Embarcadero and 2nd St., east of Oak Street is characterized by a number of food-related businesses, warehouses used for storage and distribution of products, some office uses, as well as a mixture of service and support uses.

A mix of uses, including housing, should be encouraged in order to support the retail and entertainment uses in the adjacent districts, and to help promote a more secure and vital environment with a day and nighttime population.

Other uses, including light industrial, warehousing and distribution uses, should also be encouraged to remain within this area. To accommodate the desired mixture of uses and minimize land use conflicts, new development should incorporate appropriate measures to recognize these existing uses and related activities and provide appropriate buffers to adjacent land uses.

New development should maintain the character of the existing multi-story warehouses and industrial buildings.

- Active, publicly oriented ground-level uses with windows and doors oriented toward the street, and build-to lines along streets are encouraged.
- Use of industrial materials (e.g. corrugated metal, glass, steel) should be encouraged.
- On-site parking and loading should be concealed from view from the street and/or encapsulated within the buildings. Surface parking lots should be well landscaped.

The existing plaza at the Amtrak Station should be retained as open space and for transit drop-off. Development on the remainder of the site should be designed to accentuate the civic gateway function of the rail terminal building.

The historic produce market with its projecting awnings and vibrant street-life is a unique district in downtown Oakland.
Waterfront Warehouse District

Policy JL-6: Encourage the preservation and adaptive reuse of existing buildings in a new Waterfront Warehouse District. Use of buildings and new infill development should include joint living and working quarters, residential, light industrial, warehousing & distribution, wholesaling, offices and other uses which preserve and respect the district's unique character.

The Waterfront Warehouse District occupies portions of the nine blocks, bounded by the entire existing historic district Area of Primary Importance (API). This district has a significant concentration of well-preserved warehouses whose unique physical characteristics are associated with the historic use of the Estuary. The district is currently a viable warehouse district with a variety of industrial activities.

The district is also home to new residents, artists & artisans, and professionals. Recent private initiatives have adapted many existing buildings for re-use as residential, offices, joint living and working quarters, and smaller commercial tenants such as design firms, computer and multi-media businesses, law firms, consultants, restaurants, etc. This mixture of uses and activities should be encouraged to help promote a 24-hour population.

Other uses, including office, light industrial, warehousing, distribution, and ancillary parking, should continue to be encouraged.

Adaptive re-use of existing buildings, as well as new infill development, should be encouraged. In order to preserve the character of the district, development should be compatible with adjacent uses, and incorporate physical features that reinforce the district's unique scale, historic flavor and activities. Zoning regulations should be flexible enough to accommodate the diverse mixture of uses and activities that define the district. The following should be promoted:

- Active, publicly oriented ground-level uses or habitable spaces built to property lines with windows and doors that are oriented toward the street,
- Build-to lines along streets
- Adequate setbacks and separations between adjacent buildings
- Distinguish building mass or elevations into different components of approximately one-quarter block or less.
- Character-defining architectural features and appurtenances, including multi-paned sash windows, parapets and simple restrained cornices, sidewalk canopies and awnings, flat roofs, rooftop features, historic signs, etc.

Over the past five years numerous work/live and loft studio projects have been developed in the Jack London District.
Balconies and areas of private open space should be discouraged on the front elevations of buildings. Rather, they should be in the back of the building, between buildings, or as rooftop terraces, and designed to avoid privacy impacts on adjacent buildings.

Use of industrial materials (e.g. concrete, masonry, metal, brick, glass, steel), to reinforce the interesting mix of exterior building materials.

On-site parking and loading concealed from view from the street and/or encapsulated within the buildings. Surface parking lots should be well landscaped.

Light Industrial District

**Policy JL-7: Maintain light industrial and warehousing uses west of Martin Luther King, Jr. Boulevard.**

The Estuary Policy Plan recommends maintaining light industrial activities, including warehousing and distribution uses, west of Martin Luther King, Jr. Boulevard where a concentration of industrial activities exist. Office and retail uses should be encouraged within this area as well, to promote economic diversity. These uses should be carefully screened to ensure that they are compatible with existing industrial activities and with the adjacent West Oakland neighborhood north of the I-880 freeway.

Light industrial uses should also be considered within other portions of the Jack London District, including the Off-Price Retail District and the Produce District.

**Waterfront Mixed Use District**

**Policy JL-8: Encourage the mix of uses east of Alice Street to promote land use compatibility, while maintaining and enhancing waterfront views and access.**

Along the waterfront East of Alice Street are two large residential developments (Portobello condominiums and the planned complex on the Port’s 9-acre ‘Site B’), separated by the KTVU television station. Given the differentiation of land uses, and the large-scale, self-contained nature of each, development continuity is lacking. They should be better integrated with each other, with the surrounding area, and with the waterfront. These developments can be enhanced with exterior site treatments which use common features (such as lighting and street furniture), coordinated landscaping and architecture, and other amenities. It is particularly important that the waterfront promenade be a unifying feature which ties together the disparate developments and maintains continuity of waterfront access. At the same time, site enhancements should strive to strengthen connections between the waterfront and inland areas. In addition, the boundaries of these sites with the adjacent Jack London Square Phase II projects (See Policy JL-2) and Estuary Park (See Policy OAK-2.1) should be carefully considered as projects develop, to enhance compatibility.

**SHORELINE ACCESS & PUBLIC SPACES**

While Jack London Square has established itself as a popular regional destination, the full potential of its public environment is still unrealized. Simply providing additional retail and entertainment venues, while important, is not enough to make the district an attractive, inviting destination. It is equally important to enhance the public spaces and to offer opportunities for general interest activities out.
FIGURE III-4: **Jack London District Existing Public Access and Open Space**

- **Pedestrian Access**
- **Vehicular Access**

*Section III: District Recommendations*
FIGURE III-5: Jack London District Illustrative Shoreline Access and Public Space Plan

1. "Meadow Green"  
2. Broadway Plaza  
3. Broadway Pier Extension  
4. "Marina Green"  
5. Webster Green  
6. Greenway

- Improve Broadway Freeway undercrossing with Major Gateway Element
- Upgrade lighting and landscaping along Broadway
- Preserve and extend awning/arcades along Franklin Street
- Undertake streetscape improvements to enhance pedestrian environment/linkages
- Create linked system of public open spaces oriented to Estuary.
- Create uninterrupted shoreline band of public access.
- Preserve and enhance views to the Estuary.
- Improve visual access and lighting under freeway

Oakland Estuary Policy Plan
Currently, public space along the Jack London District waterfront is inconsistent. Sprinkled throughout the district are good examples of areas for public access, gathering, and overall enjoyment of the water's amenities. However, there are also areas where easy access and enjoyment are not as evident; where access is interrupted or constrained at key points; where pedestrian areas are compromised by conflicts with automobiles; where dramatic views to the water from inland areas are not evident; where design of amenities is not cohesive or inviting.

It is not the total amount of open space that is at issue, but rather where the open space is located and how it is designed, structured and managed. Therefore, policies promoting better shoreline access and enhanced public use within the Jack London District emphasize:

- Improving existing public spaces
- Adding additional open space for variety of recreational pastimes
- Maximizing opportunities to use the water
- Insuring continuity and cohesiveness of design
- Maintaining and enhancing views
- Staging of special events
- Minimizing pedestrian/vehicular conflicts

**Policy JL-9: Establish a well structured system of water-oriented open spaces, consisting of the following elements.**

**JL-9.1: Improve existing shoreline access, open spaces, and connections between inland areas and the water:**

The grid of city streets should be the basis for establishing public access between the inland areas and the water. The full width of the street grid system should be preserved, and wherever feasible, be extended to the Estuary shoreline.

**The ‘Meadow Green!’** Approximately two-thirds of the existing open area west of the Waterfront Plaza Hotel (referred to as “Site A” or the “Meadow”) should be maintained as open space. The site should be enhanced by maintaining the lawn, and adding street furniture, lighting and other amenities for active and passive use. Existing surface parking along the shoreline should be removed to extend the park to a pedestrian promenade along the edge of the water.

This open space should be designed and programmed to take advantage of the extraordinary activities that surround it. Existing views of the Howard Terminal cranes...
and the Estuary, proximity to the historic boat basin, FDR Pier, the ferry terminal, the Waterfront Plaza Hotel, Port building as activity centers all contribute to the uniqueness and popularity of the site. These elements should be reinforced as the site is upgraded.

The remainder of the site should be developed as a freestanding restaurant, dining pavilion, or other attraction that is carefully oriented to complement the Meadow Green and the surrounding activities. (See Policy JL-1.2).

“The Broadway/Franklin” Plaza: The Barnes & Noble plaza, including the adjacent Broadway and Franklin street ends, should be reconfigured as necessary to create an active pedestrian-friendly open plaza. The plaza should function as the ‘main square’ of the Jack London district. It should be designed and programmed to accommodate events, kiosks, displays, the annual Jack London Christmas tree, and other temporary uses and activities which attract large groups of people. Surrounding restaurants should be encouraged to use the space as an extension of their outdoor dining facilities.

In addition, the plaza should accommodate creation of a suitable landmark terminus of Broadway, in keeping with significance of Broadway’s role and civic importance.

The plaza should be designed to accommodate service and emergency vehicles. Valet parking currently servicing the restaurants should be limited to drop-off and pick-up only. Specifically, automobiles should not be stored or parked in the plaza. Visitor parking should be accommodated in the Barnes & Noble garage or other suitable parking facilities. (See Policy JL-13).

Shoreline Promenade: The shoreline walkway between the Waterfront Plaza Hotel and Estuary Park should be improved. Currently, it is not a continuous path and it lacks continuity. It should be upgraded as a ‘promenade’, suitable for comfortable casual strolling, with appropriate landscaping, lighting, benches, and other pedestrian amenities.

Significant segments of the promenade are scheduled to be developed as part of the adjacent marina reconstruction project at Jack London Square, and by the development of ‘Site B’ between Jack London Village and KTVU. The remainder promenade should be completed as soon as possible or as adjacent projects are realized. Portions of the existing waterfront walkway that are currently obstructed or otherwise substandard should be improved as opportunities arise.

- Extend the promenade to the historic boat basin: A walkway and/or pile-supported deck along the eastern edge of the historic boat basin between Clay and Jefferson streets should be established to provide public access to the water and vessels.

- Remove Pedestrian/Auto Conflicts: Throughout Jack London Square, public areas should be designed and managed to avoid pedestrian/automobile conflicts, so that pedestrians take priority. On the waterfront side of the Embarcadero, parking lots, valet services, deliveries, and vehicular access generally should be limited to what is absolutely necessary. Necessary vehicular
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services should be designed and managed to insure that vehicles are hidden from public view and circulate in off-hours, avoiding pedestrian activities.

As the waterfront becomes a destination in itself, it is no longer essential for individual restaurants to have front door drop-off, unless to accommodate the elderly or disabled. In no cases should cars be parked in the plaza areas. To ensure convenient attendant parking when needed, valet parking kiosks should be relocated to an area near the entrance to the Barnes and Noble garage or other nearby garage locations (existing and planned). (See Policy JL-16)

JL-9.2: Create new open spaces that expand the opportunities to view, appreciate, and enjoy the waterfront. New waterfront open spaces should be created: one along the waterfront in the Phase II portion of Jack London Square, and one that connects this space toward downtown Oakland, along Webster Street.

- The “Marina Green”: Development of Phase II of Jack London Square (See Policy JL-2) should include an approximate one-acre open space to be located adjacent to the marina, between the water, Webster and Harrison Streets. This space, referred to as the “Marina Green”, would complement the “Meadow Green”, a similar space at the western end of the Jack London Square project.

- The Marina Green should be developed to accommodate a multitude of passive recreational activities. Framed by a proposed hotel on the existing Jack London Village site, the marina, and other development to the north and east (See Policy JL-2), the Marina Green should provide an attractive place for people to gather for casual recreation, passive enjoyment, or to attend an event.

The Marina Green should also be designed to connect to the planned “Webster Street Green” (see below) and the waterfront promenade and greenway between Alice Street and Estuary Park. The harbormaster building for the Jack London marina should be located on the Marina Green. It should be carefully sited and designed to complement the green and to provide views of the waterfront, in addition to marina related and other public services.

- “Webster Street Green”: Webster Street (between the water and I-880) should be reconfigured to create an attractive greenway that can function both as an important pedestrian route to the waterfront and as an attractive open space amenity for the mixed-use loft district that is emerging around it.

The Webster Street right-of-way is adjoined by an easement over the Webster tube to Alameda. As such, it is unbuildable. By relocating the surface parking lots above the tube, the easement and street right-of-way

Views to the maritime activities of the Howard Terminal should be preserved as a unique feature of Oakland’s waterfront.
can be designed to create the Webster Street Green.

- To develop additional open spaces, provide setbacks from the water’s edge for generous areas of greenways, promenades, and other public gathering places between Clay and Alice streets.

Generous setbacks should be provided from the water’s edge and be well integrated with any development in the area. Outdoor cafés and seating should be encouraged along the frontage of Water Street and the waterfront promenade.

- A new public access pier at the foot of Broadway. A public access pier should be constructed that extends to the pier-head line at the terminus of Broadway to afford pedestrians the opportunity to go beyond the marinas for views up and down the Estuary, toward San Francisco and the Howard Terminal.

- Views of the Estuary from Water Street across the proposed Marina Green and from the foot of Webster Street to Harrison Street.

- Opportunities for public viewing of the Estuary, the Inner Harbor, and the San Francisco skyline should be provided from upper levels of development projects adjacent to the Meadow Green, the harbormaster building on the proposed Marina Green, and the proposed hotel in Jack London Square Phase II.

**JL-9.3: Maintain and enhance view corridors to the Estuary.** Maintain the full width of existing view corridors and establish additional view corridors. The streets provide important view corridors to the waterfront which should be maintained. Where the grid pattern of streets is interrupted, other view corridors should be established, if feasible. Several key viewsheds are important to maintain or establish, as follows:

- Views of the Estuary from along Water Street.
- Views of the marina and Estuary from the intersection of Franklin and Water Streets and from along the shoreline promenade.
- Views of the Howard Terminal cranes and operations from the intersections of Water and Washington streets and Water and Clay Streets. These views provide the most dramatic juxtapositions of scale and activity between the working and urban waterfronts, and should be maintained as a unique feature of Oakland.

- Views of the Estuary from along Water Street.

**JL-9.4: Maximize opportunities to use the water.** Ensure that the use and treatment of water spaces reinforce public enjoyment of the Estuary. The Estuary, as it passes through the Jack London District, is a narrow expanse of water, 700 to 900 feet in width. The water space provides an ever-changing stage of activity; one can view 1,000-foot-long container ships negotiating the channel alongside 25-foot recreational sailboats. Other activities, such as rowing competitions, lighted boat parades, powerboat races, etc., all offer the opportunity for people to use the water and appreciate its...
value as a recreational resource. In addition, the public is invited to participate in aquatic recreation, via the provision of sailing and rowing classes, recreational boating, marina services, kayak launching, bay excursions on charters, fishing, etc. These activities should be promoted, and supported with high-quality facilities, services, and educational programs which encourage the public to participate in the wide range of aquatic activities.

Jack London Marina. The pending reconstruction of the Jack London Marina should be accomplished as soon as possible. The Port should ensure that it accommodate a variety of boats, plus associated services, programs, transient slips, temporary dockage for ferries, water taxis, charter operations, yacht sales, and ceremonial events.

In order to preserve the remaining areas of open water, no additional marina slips (beyond the current marina improvement project) should be developed between the foot of Harrison Street and Estuary Park.

Historic boat basin. The existing cove between Jefferson and Clay streets should be further enhanced as a historic boat basin, featuring the lightship Relief, the Potomac, and other vessels as appropriate. The boat basin should continue to accommodate fire boats for the adjacent fire station, unless the station is relocated to accommodate additional development.

**Policy JL-10: Continue to stage special events.**

Continued use of the waterfront spaces for special events is an extremely important function. It not only serves community needs, but also reinforces the retail, dining, and entertainment activities. However, existing spaces that are suitable to accommodate these events are reaching their capacity. Furthermore, it is becoming increasingly difficult to accommodate parking and other services necessary to attract crowds and stage events.

Major events will need to be staged at other locations along the waterfront or elsewhere within the city. However, it is important that events continue to be staged within the Jack London District.

Event locations should include the Broadway-Franklin Plaza at foot of Broadway (See Policy JL-8.a.1), the Meadow Green, Water Street, the proposed Marina Green between Webster and Harrison streets (See Policy JL-8.2), and along the linking streets of Franklin, Webster, Washington, and Broadway. The use of shuttles from the downtown and remote parking sites will be more critical during events. Shuttle services and transit should be promoted and accommodated. (See Policy JL-16)

**REGIONAL CIRCULATION, LOCAL STREET IMPROVEMENTS, TRANSIT & PARKING**

As it transforms from a predominantly industrial district into a regional destination of mixed use, the Jack London District is experiencing increasing problems of traffic congestion, parking deficiencies, and discontinuous bicycle and pedestrian paths. The following policies provide for the improvement of access and circulation by all modes at both a regional and local scale, and the development of a comprehensive approach to ameliorating existing and future parking problems.
FIGURE III-6: Jack London District Illustrative Circulation Plan

1. Improved channelization from Posey Tube to Interstate 880.
2. Franklin Street undercrossing of Interstate 880.
3. New off-ramp from Interstate 880 to vicinity of M.L. King, Jr. Way.
4. New off-ramp from Interstate 880 to Webster Tube.

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

Policy JL-11: Work with Caltrans to improve direct access from I-880 to the Alameda Tubes to reduce regional traffic on local streets in the Jack London District.

Vehicular traffic between the city of Alameda and other parts of the Bay Area is currently dependent on the local streets of the Jack London District. As a result, there are chronic congestion problems at key entry points to the waterfront district.

Similarly, traffic from Alameda using the Posey Tube must negotiate through city streets (i.e., Harrison and Seventh) to gain access to the Jefferson Street on-ramp to I-880. Congestion on city streets by regional traffic has a direct effect on the ability of these streets to provide efficient local access. Improvements should be pursued, in conjunction with Caltrans, the City of Alameda, the Metropolitan Transportation Commission, and the Alameda County Congestion Management Agency. Accordingly, specific improvements should be made to the Alameda Tube connections with the freeway viaduct:

- The Jackson Street eastbound ramp from I-980 should be modified to allow a direct exit to the Webster Street Tube without traveling on Fifth Street.
- The walls of the Posey Tube north of the portal structure should be modified, and the capacity and channelization of traffic improved.

Policy JL-12: Work with Caltrans to provide exit off-ramps from I-880 to directly serve Downtown Oakland and the Jack London District.

The recently built I-880 (Cypress Freeway) does not accommodate direct access to or from downtown or Jack London District. Automobiles coming from the San Francisco area with destinations to downtown Oakland or Jack London District must take the following three, less direct options: (1) bypass the new freeway addition of I-880, take I-980 and exit on 14th or 11th Street; (2) take I-880, exit on the new Union Street off-ramp and take local streets; or (3) from I-980, exit at Jackson Street and double back taking local streets.

This has had a debilitating effect on the attractiveness of two of the City's primary visitor destinations. Preliminary traffic assessments reveal that off-ramps from I-880 to downtown and Jack London District are potentially feasible. The City should continue to work with the Port, Alameda Congestion Management Agency (CMA), and the City of Alameda to develop plans for off ramps which directly serve the area.
Local Street Improvements

Policy JL-13: Improve the streets within the Jack London District to create an integral system of open space, local access, and overall circulation, while providing better links between inland areas and the waterfront.

In the Jack London District, with its multiple destinations and attractions, the street system provides key pedestrian, bicycle, auto, and transit connections from one place to another. The north-south streets that traverse beneath the freeway, including Broadway, Washington, Webster, and Franklin, are particularly important in providing linkages between downtown Oakland and the waterfront.

In addition to their utilitarian function of facilitating movement, streets and sidewalks play an important role in establishing a strong public environment. Enhancements to the "streetscape" should improve the overall environment and attractiveness of the district, create a sense of design continuity, and improve safety.

At a minimum, the local streets should have continuous sidewalks, improved lighting, and street furniture. And, the streets should be designed to "calm" traffic. Convenient on-street parking should be provided. (See Figure I-II-7)

Streetscape improvements should be made in areas of the Jack London District where the greatest concentrations of pedestrian activity are expected, from Martin Luther King, Jr. Boulevard to Oak Street, and along streets that will provide critical links to adjacent neighborhoods. These include Broadway, Washington, Franklin, Webster, and Third Street.

JL-13.1: Improve Broadway in a manner appropriate to its civic scale and role in connecting the waterfront with the downtown. Broadway is Oakland's principal ceremonial

Franklin Street should become an expanded venue for the City's weekly farmers market.
and civic street and transit hub, connecting the eastern hillside neighborhoods with the downtown core and the heart of the Jack London District. Like Market Street in San Francisco, Broadway deserves a treatment and terminus appropriate to its stature in the city, reflecting the importance of the coming together of the city and the bay.

In addition to enhancing the civic identity of Broadway and its role as the principal public space connecting downtown with the emerging waterfront entertainment district; making the following improvements could enhance the investment climate of the area, and could help attract new development:

- **Public Art:** A landmark public art element should be constructed beneath and against the I-880 freeway viaduct. Making the viaduct as user-friendly as possible is absolutely necessary to diminish the barrier effect of the I-880 between downtown and the waterfront. In addition to creating an attractive pedestrian link, the art piece should establish a highly visible and distinctive gateway. The design of the feature should aim to create a strong sense of arrival at the waterfront and complement the existing arch at the foot of Broadway. Improving the pedestrian environment beneath the structure with lighting, paving, and signage should be undertaken immediately.

- **Lower Broadway:** The blocks between Sixth Street and the Embarcadero should be upgraded with improved paving, lighting, street trees, banners, and other streetscape elements that promote the street’s identity as the heart of a vital entertainment district. The existing sidewalks should be improved to accommodate outdoor dining, which can help energize the street as an active public place. Consideration should be given to extend existing streetscape elements in Jack London Square (e.g., lighting, furniture, and banners) north of the Embarcadero along Lower Broadway to forge a stronger visual link and a sense of continuity of between the two areas.

**JL-13.2: Strengthen the pedestrian character of Washington Street.** Washington Street provides an important direct connection from the heart of the waterfront to Old Oakland and the downtown convention center. Since the completion of the Jack London Cinema and Yoshi’s, it has become a busy street in the local network. As the entertainment and off-price retail districts develop and intensify, it will be important for the pedestrian orientation of Washington Street to be enhanced and extended northward to Old Oakland and downtown.

As development along Washington Street occurs, it should be encouraged to locate public-oriented activities on the ground floor. Improvements to the street, including new lighting, street trees, and paving, should be made along its length.

**JL-13.3: Reinforce a food and market orientation on Franklin Street:** Since the Produce District was established in 1907, Franklin Street has played a distinctive role as a market street, lined with projecting canopies and enlivened with colorful activities. It is desirable for the area and the street to retain some aspects of its original role and character. The Estuary Policy Plan suggests preservation of the existing market buildings and adaptive reuse and rehabilitation for a variety of uses, including food-oriented retailing. (See Policy JL-4)
Figure III-7a: Jack London District Illustrative Street Cross Sections

Washington & 2nd Streets - Jack London District
(With one vehicular and class II bike lane in each direction.)

Typical North/South Street - Jack London District
(With one vehicular lane in each direction.)

Broadway
(With one vehicular lane in each direction and a single shared turn lane at intersections only.)

Franklin Street - Jack London District
(With one vehicular lane in each direction and a single shared turn lane at intersections only.)
Accordingly, Franklin Street should be considered as an expanded venue for the city’s weekly farmers market. Accordingly, the design of the street should include:

- The configuration of the street should provide enough space and services for food stalls along the street, including provisions for electrical and water hookups.

- The awnings of adjacent buildings should remain as a principal physical feature of the street. As new development occurs in areas beyond the boundaries of the historic district, the awnings should be extended to provide a continuous pedestrian experience.

- As the historic heart of the Produce District, the corner of Franklin and Third streets should be targeted for street-oriented retail uses. An emphasis on food would be in keeping with the street’s history and identity and the emerging role of the district as a mixed-use residential neighborhood.

JL-13.4: Develop significant pedestrian improvements along Webster Street that create a strong link to the waterfront. Webster Street is the easternmost north-south street within the Jack London District, which permits unimpeded at-grade pedestrian access to the waterfront from downtown Oakland. It is possible today to walk along Webster Street from Chinatown to the waterfront. As such, the street plays an important linking role that should be aesthetically enhanced.

As discussed elsewhere, a ‘greenway’ should be developed along Webster Street to create an open space and pedestrian link to the waterfront. This open space should take advantage of Caltrans easements which prohibit building over the Alameda tubes. It should be located over the tube right-of-way and be integrated with streetscape improvements to create a distinctive “green” street space and amenity within the area. (See Policy JL-8.2)

JL-13.5: 2nd & 3rd Streets: Reinforce Second and Third Streets as an east-west connector for pedestrian, vehicular and bicycle movement. Second Street is the principal east-west movement corridor through the Jack London District. This route connects to Third St. at Brush toward Mandela Parkway and plays an important role as a direct connection between Mandela Parkway in West Oakland, Jack London District, Oak Street and the proposed Embarcadero Parkway along the remainder of the Estuary. The removal of the railroad tracks within the street and the gradual conversion of industrial buildings, particularly east of Martin Luther King, Jr. Boulevard, affords the opportunity to improve the visual and pedestrian environment of this street.

The right-of-way should be improved to accommodate parallel bike lanes and curbside parking. Distinctive landscaping and lighting along the street should be introduced to establish a strong continuity between West Oakland and the waterfront.
Webster Street Green
(With one vehicular lane in each direction and diagonal parking along each side.)

Oak Street
(With one vehicular lane in each direction and a single shared turn lane at intersections only.)

Third Street Extension to Mandela Parkway
(With one vehicular and class II bike lane in each direction and a single shared turn lane at intersections only.)

FIGURE III-7b: Jack London District Illustrative Street Cross Sections
Transit

Policy JL-14: Provide for increased transit service to the Jack London District.

The continued success and viability of the Jack London District as a mixed-use neighborhood and regional entertainment destination will rely upon improved transit service. For the district to sustain growth and expansion, it will not be able to rely solely on the automobile. Transit plays an increasingly important role in bringing people to the waterfront and providing convenient circulation within the district.

Enhancement of transit service and facilities should be promoted in the following manner, with an overall goal to provide 24-hour service.

JL-14.1: Expand Bus Service. Broadway is the main trunk of bus service, accommodating most of the City’s bus routes. While Broadway should continue to be the primary transit corridor, other transit corridors should be developed. These should also be focused along 2nd Street, Washington, Oak and Franklin Streets (when improved).

JL-14.2: Expand the downtown shuttle/trolley service to the waterfront. The implementation of a reliable, efficient shuttle/trolley service on Broadway is a key action that could strengthen links with the downtown. Rubber-tire trolley service should be re-established along the Broadway corridor. The route between downtown and the waterfront should be the principal focus of this service. As demand increases, however, routing could be expanded and a loop system created with connections to the Amtrak station, the Museum District, and the Lake Merritt BART station.

JL-14.3: Support ferry and water taxi service. Increased commuter ferry and water taxi service should be encouraged to serve the Jack London District and other areas of the Estuary. As waterfront redevelopment in both Oakland and Alameda takes place and as development occurs further up the Estuary, new landing sites, facilities and parking should be provided.

JL-14.4: Explore the potential for a new BART Station to serve the Jack London District. As the Jack London District develops with higher intensity uses and becomes a greater regional destination, the feasibility of developing a new BART Station should be explored.

JL-14.5: Enhance connections to existing transit modes and stations. Connections to stations and coordination among transit modes should be enhanced to make transit use easy, convenient and attractive. For example:

- **Transit Scheduling.** Service schedules of current transit providers (AC Transit, BART, Amtrak, Oakland/Alameda Ferry, Broadway Shuttle, etc.) should be coordinated.

- **Street Enhancements.** Local streets and pedestrian corridors leading to existing transit stations are important connections which should be enhanced. Improvements along Broadway, Oak, Webster, 2nd and 3rd Streets would provide stronger pedestrian, bicycle and visual connections to District transit stations.
Amenities at Stations: Amenities (e.g. bicycle racks, lockers, lighting, etc.) should be provided at all stations.

Signs: Directional signs to various transit stations and other attractions should be appropriately placed throughout the district.

JL-14.6: Encourage incentives for the use of alternative modes of transit. Use of all modes of transit should be encouraged and promoted through various incentives offered to district employees and visitors.

Bicycle Circulation

Policy JL-15: Enhance bicycle circulation through the Jack London District. Bicycle circulation through the Jack London District is constrained by the lack of clearly designated routes and conflicts with truck and other vehicular traffic. Improved bike routes and facilities should be provided within the district.

JL-15.1: Provide bike lanes on Second and Third Streets. Bicycle lanes (Class II) should be provided along the 2nd Street and portions of the Third Street corridor, connecting Oak Street and the Embarcadero on the east with Mandela Parkway and West Oakland on the west.

JL-15.2: Establish bike lanes on Washington Street. Bicycle lanes should also be constructed on Washington Street north of Third Street to provide links to the downtown core and Old Oakland.

JL-15.3: Provide bike storage areas in inappropriate locations. Parking structures, transit stations, and employment uses greater than 5,000 square feet should provide adequate secure bike storage.

Parking

Policy JL-16: Develop and implement a coordinated parking strategy for the district that optimizes the use of parking facilities, takes maximum advantage of shared parking opportunities and expands parking supplies.

Parking availability is becoming an increasingly serious challenge in the Jack London District. Existing regular parking resources (e.g. surface lots, street parking, Washington Street garage, Barnes & Noble garage, Amtrak Station, etc.) are now fully subscribed during peak hours. It is clear that additional parking facilities are necessary to handle current, if not future demand.

However, while demand is increasing, supply is decreasing. Policy direction of this plan is to intensify uses throughout the Jack London District, thereby increasing demand. Development of sites and/or provision of shoreline open space in the district will displace some of the sites that are currently vacant and are used for surface parking. (e.g., Site B, Safeway Lot, Phase II, etc.)

Adding to this shortage is the fact that large events also place an extra strain on parking resources. Furthermore, necessary loading zones for warehouse activity leaves less curb area for on-street parking. And several policy recommendations in this plan could displace existing parking sites.

JL-16.1 Parking Strategy. The City and the Port will collaborate on an effort to address the parking shortage. A specific strategy should
be focused on ways of meeting demand with facilities and services that can be used effectively by multiple users throughout the day and week, and that can serve the broader needs of the entire district. The Parking Strategy should consider the following:

- A thorough analysis of projected district-wide parking supplies and projected future demands, updated regularly.

- A ‘Parking Development Program’, to identify specific means and locations to increase the supply of parking to serve the entire district; including provision of on-street parking, surface lots (e.g. areas under I-880), stand-alone parking structures, facilities within mixed use projects, etc. All reasonable means of addressing the situation are analyzed as projects are developed. Specific locations should be identified and investigated, for purposes of testing feasibility. Incentives and regulations which encourage use of shared parking facilities should be explored. Recommendations in the program should take into account the increased availability of transit service over time.

- A Valet Management Program, to insure that valet services occur where they are necessary, without infringing on pedestrian areas.

- A Remote Parking Program to secure and manage parking sites necessary to accommodate special events or long-term parking for district employees, Amtrak or BART riders, etc.

- Development of a shuttle system, to provide shuttle services between existing or new parking sites and Jack London District activity centers. During special events, remote parking and shared use of facilities should be considered as primary strategy.

- Administrative measures should be investigated and applied, as appropriate, to generate revenues for parking improvements (e.g. assessment districts or similar mechanisms, parking overlay zones, parking demand management, pricing/fee structure strategies, impact fees for new development).

- Explore incentives and regulations that encourage use of shared parking facilities.

JL-16.2: Relocation of existing parking. The parking strategy should recognize the shortage of parking that already exists, and attempt to address this critical need as soon as possible. Existing parking that is recommended to be eliminated should not be relocated until the time of site development/improvement, or as replacement facilities are developed.
Oak-to-Ninth Avenue District

The “Oak-to-Ninth Avenue” District of the Estuary planning area is situated south of I-880, east of Oak Street, and west of Embarcadero Cove. Encompassing approximately 120 acres, the district includes two distinct subareas separated by the Embarcadero and the mainline rail corridor. They are the properties between Fifth and Ninth Avenues, projecting into the Estuary south of the Embarcadero. The district includes Estuary Park, the landside areas between Oak Street and Lake Merritt Channel, and the Ninth Avenue Terminal.

Although the Oak-to-Ninth District does not appear markedly different than it did several years ago, it has, in fact, undergone a number of changes. Historically, this portion of the Estuary waterfront primarily served as an industrial and warehousing support district, oriented to and served by the Union Pacific main line rail tracks and the cargo handling facilities at the Ninth Avenue Terminal. As such, it is isolated from the surrounding urban community, perhaps more than other reaches of the study area. The district is criss-crossed by rail tracks, the freeway, and the Lake Merritt Channel, all of which have become barriers to movement.

Today, the Oak-to-Ninth District is still dominated by warehousing, manufacturing, distribution, storage and transportation activities. However, historic waterfront industries have declined, and waterfront properties have begun the process of industrial conversion. New, smaller scale, and nontraditional uses have also emerged within existing underutilized warehouse and industrial buildings to create a lively enclave of artist studios and artisan workshops.

Changes in transportation will create new opportunities for reuse and revitalization. With the consolidation of the Southern Pacific and Union Pacific railroads, the rail tracks along Third Street have been abandoned, providing the opportunity to extend Third Street eastward near West Oakland and will improve bicycle and pedestrian accessibility from the Estuary to Mandela Parkway.

Caltrans’ planned seismic upgrade project for the Fifth Avenue interchange at I-880 could be designed to improve local accessibility and help achieve a better alignment for Fifth Avenue as well as an improved interchange. Finally, the prospect of consolidating maritime activities in the Outer Harbor provides a tremendous opportunity to improve the Ninth Avenue Terminal for greater public access and use.
Several unique circumstances within this district afford opportunities for positive changes that could benefit the entire community.

First, there is a considerable amount of public land. For example, Estuary Park is a significant public asset which can and should be upgraded. It has a historic relationship with nearby Lake Merritt and the Lake Merritt Channel, and there is now a chance to finally reconnect Lake Merritt with the Estuary. These opportunities offer the distinct opportunity to realize long-held community objectives for the creation of a major open space of citywide scale and significance.

With ambitious plans to change land use, this area of the shoreline could be converted into a large-scale network of open spaces and economic development that extend for over 60 acres from Estuary Park to Ninth Avenue. The assemblage of parkland would create the major open space resource in Oakland and, at the same time, establish a recreation asset of regional significance. In areas adjacent to the open spaces, additional development of hotels, cultural activities, and other attractions that take advantage of the unique setting, could help to energize the entire district. And, the

![Oakland Estuary Map](image)

**FIGURE III-8: Oak to 9th District Current Ownership**

- Port of Oakland
- City of Oakland
- Alameda County
- Public/Quasi Public Utilities
- Port Leases Beyond 2000
- Private
- Railroad
- Tidelands Trust
artisan community that currently exists in the area can continue to play a valuable role in the life of the area, and the City.
SHORELINE ACCESS & PUBLIC SPACES

Shoreline access and public space policies are intended to establish this area of the Estuary as the major recreational destination in the city. The Estuary Policy Plan recommends a series of large open spaces, intended to provide for a wide variety of recreational experiences. Developing a series of well-defined open spaces would change the entire nature of the waterfront in this area, transforming it from an industrial backwater into a recreational centerpiece of the city. In total, these sites would represent one of the most significant additions of urban parkland within the entire Bay Area. They would create both a regional and local asset of major proportions.

These spaces are intended to be connected to each other and to a larger city-wide system of trails and parks. Policies recommend strong links to inland communities, Lake Merritt, and Lakeside Park, by enhancing the Lake Merritt Channel. Furthermore, the policies recognize the importance of preserving the area's wetlands, wildlife habitat and other natural features.

Policy OAK-1: Protect and enhance the natural and built components that establish the waterfront's unique environment.

The Oak-to-Ninth reach of the waterfront has the potential to offer many recreational experiences, in both natural and developed settings. Given the scale and variety of environments encompassed by this segment of the waterfront, many kinds of recreational activity can take place. While it is advantageous to promote recreational activity, the sites' waterfront location is unique. It is important to focus first on preserving the intrinsic qualities of the shoreline and to insure that the envi-
Section III: District Recommendations

OAK-1.1: Encourage the preservation and enhancement of wetland areas. The waterfront should be improved in a manner that maintains and enhances the ecological value of the area in general and the Lake Merritt Channel in particular. In some locations, tidelands function as tidal wetlands, providing marsh habitat for fish, migratory waterfowl, and other animals.

Improvements should be encouraged that restore wetland and marsh habitat. Wetlands should be protected by such treatments as setting back trails from the shoreline, installing suitable buffer planting to prevent disruption to nesting and resting areas, seasonal routing of pedestrians to avoid sensitive habitats, etc. As improvements and projects are considered, the City and Port should work with interested groups and organizations to ensure appropriate treatments along the shoreline, particularly along the channel on the eastern bank between I-880 and Embarcadero.

OAK-1.2: Provide for continuous pedestrian and bicycle movement along the waterfront. In this and other areas of the Estuary, continuous bicycle and pedestrian movement is essential to achieving goals for access and implementation of the Bay Trail.

In this district, pedestrian and bicycle movement should be emphasized on all local streets. A network of facilities should provide for pedestrian and bicycle routes as close to the shoreline as possible. It should offer a range of experiences that take advantage of the varying water spaces along the shoreline.

To reduce the barrier effect of channels and waterways that penetrate the land in this area, the existing Embarcadero bridges should be improved across the Lake Merritt Channel on the

FIGURE III-10: Oak to 9th District: Illustrative Open Space Key Map
south side of the Embarcadero, to provide for pedestrian and bicycle routes.

**OAK-1.3: Undertake remediation of contaminants in conjunction with development and/or improvement of relevant sites.** Typical of many waterfront areas that have historically been in intensive industrial use, contamination has been documented within this district. It will be a consideration in redevelopment of the sites identified.

To date, parties have undertaken initial efforts to characterize surface soil, subsurface soil and groundwater within the Oak to Ninth area. Further investigations should be undertaken to more accurately characterize contamination, and to determine the most appropriate and cost-effective remediation methods that can achieve reuse objectives for this area in a timely and coordinated fashion.

The level and type of soil and groundwater cleanup should be commensurate with the recommended re-use of the affected sites.

**Policy OAK-2: Establish a well-structured, integrated system of major recreational facilities which accommodate a wide variety of activities and which take advantage of the unique waterfront setting. Promote a variety of recreational experiences.**

There are opportunities to create several new public spaces and facilities, as discussed below. In keeping with their size, location and regional significance, they should not be developed as isolated elements. Rather, they should be developed as an integrated system extending along the shoreline and inland to Lake Merritt and other parts of the city. Looking at them from west-to-east:

**Estuary Park & Mouth of Lake Merritt Channel**

**OAK-2.1: Expand Estuary Park.** Encourage aquatic sports within the mouth of Lake Merritt Channel. Currently, the 5.5-acre Estuary Park is the only public open space within the Oak-to-Ninth area, and one of the few parks on the entire waterfront that is close to activity centers. Although it provides access to the water and is used intensively, it also suffers from a lack of accessibility and visibility.

**Expand & Rehabilitate Estuary Park.** If Estuary Park is to fulfill its potential, it is important to make it more visible from the Embarcadero. It should be expanded and extended to the street, adding to the total amount of usable public space and improving park security.

The entire park (including the expansion area) should be improved. It should be designed and programmed so that it can accommodate the planned Aquatic Center (see below) and a large space suitable for a wide range of informal and organized field sports such as soccer.

The existing fishing pier, shoreline seating area, and boat launch provide opportunities to use and appreciate the water as a recreational resource. They should be maintained. Consideration should be given to providing places to observe major civic celebrations and water related festivals (e.g., the lighted yacht parade, rowing races, etc.).

**Develop the Jack London Aquatic Center.** The new Jack London Aquatic Center is currently planned for Estuary Park to pro-
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vide city residents a place to learn boating skills and gain proficiency in sailing, rowing, and kayaking. Like the programs now offered in the summer at Lake Merritt, the new Aquatic Center will be oriented to youth, but will focus on boating in the Estuary.

OAK-2.2: Create a major new park on the east side of the mouth of the Lake Merritt Channel, at the Estuary. To complement Estuary Park to the west, the former Crowley site on the east side of the channel, between the water, a realigned Fifth Avenue (See Policy OAK-4.1) and the Embarcadero, should be converted into a major park suitable for pas-

- Develop the mouth of Lake Merritt Channel as a protected water space for aquatic sports. A “no wake” zone or maximum speed limit for motorized vessels should be established within the U.S. Pierhead Line to recognize the environmental sensitivity of the mouth of Lake Merritt Channel.

FIGURE III-11: Oak to 9th District Bird’s-Eye Illustrative Perspective
sive recreation. Promenading, viewing and other contemplative activities should be emphasized. Shoreline edges should be restored to tidal wetlands.

**Clinton Basin**

**OAK-2.3: Enhance Clinton Basin.** Clinton Basin is a marina that recalls the maritime slipways and boat-building activities of a past age. While it has been used as a recreational marina for many years, it has fallen into disrepair, and has become functionally obsolete.

- Rehabilitate the marina. If economically feasible, the marina should be upgraded to contemporary standards. In addition to extending the life of the marina, improving the physical condition would provide an interesting focus for waterfront activities. Provisions in the marina for boat rentals and launches, fishing charters, water taxi/ferry services, a limited amount of food services, etc., would all contribute to to the liveliness of the area, and should be accommodated.

- Establish a linear open space composed of a series of smaller parks around Clinton Basin. The basin is hidden behind buildings and not highly accessible. In order to improve access to the water and visibility of the boating activities, a series of public spaces should be developed on both sides of the basin and at the head of the basin adjacent to the Embarcadero. This network of public spaces should be composed of a series of smaller connected parks, connected by a continuous promenade along the edge of the basin that connects the open spaces.

- To improve accessibility around the basin and to reduce its barrier effect, consideration should be given to developing a pedestrian bridge at the bayward end of the basin. Views into Clinton Basin from the Embarcadero should be maintained and enhanced.

- Provide for a limited number of new recreational slips east of Fifth Avenue. A small number of slips for the mooring of recreational boats should be provided east of Fifth Avenue, with support facilities provided accordingly. An area for supply drop-off and the provisioning of vessels should be provided to create a high-quality mooring area, attractive to patrons and complementary to landside uses within the district.

**Ninth Avenue Terminal**

**OAK-2.4: Establish a large park in the area of the existing Ninth Avenue Terminal to establish a location for large civic events and cultural activities.** Maritime activities and support services that operate in and around the terminal shed should be relocated. (See Policies OAK-4.3)

The park is envisioned as primarily an open, unobstructed green field that is flexible in use. It should be large enough to accommodate large numbers of people associated with special events, cultural activities, city festivals, etc.; yet, at the same time be designed to be attractive to individuals or small groups of people on a more regular basis.

The park should be oriented to maximize access and views of the Estuary. It should be adjoined by commercial, hotels, and public uses, which can benefit from the civic events and cultural activity programming. (See Policy OAK-4.2)
Recognize that the Ninth Avenue Terminal shed, or portions thereof, may be suitable for rehabilitation and adaptive reuse. However, the terminal building impedes public access to and views of a key area of the Estuary.

- The Port and City should investigate the feasibility of keeping and reusing the building (or portions thereof). A Specific Plan for the entire District should be initiated prior to development. (See Policy Oak 5)

- Encourage the mooring of vessels adjacent to the Ninth Avenue Terminal. Along the southern boundary of the Ninth Avenue Terminal, a limited amount of vessel mooring is encouraged to complement the recreational and cultural uses of the area.

OAK-2.5: Provide for mooring of the ARTSHIP. The ARTSHIP Foundation has recently acquired the Golden Bear, a former naval training vessel, to serve as headquarters and primary program venue for the numerous community outreach and art programs run by the Foundation and other art and cultural organizations. An extensive renovation project is proposed to convert the ship into theaters, gallery space, classrooms, meeting space, studios, and other facilities necessary to support a major arts initiative.

It is envisioned that the ARTSHIP could be an integral part of the waterfront, and a major waterfront attraction. It is a project that achieves almost all of the identified objectives for the waterfront. Provisions should be made for its permanent mooring in the vicinity of the Ninth Avenue Terminal. Some landside facilities, including parking and servicing, should also be accommodated.
Lake Merritt Channel

**Policy OAK-3: Link the Estuary to Lake Merritt by enhancing the Lake Merritt Channel.**

Although a pedestrian/bicycle path exists, the link between the Estuary and Lake Merritt is dominated by physical obstacles. Given the significant historical relationship between the Lake, the Channel and the Estuary, it is incongruous that a physical connection between them has not been completed.

The opportunity exists to achieve this long-standing community objective. Most of the properties north of the Embarcadero along the Lake Merritt Channel are publicly owned. In addition plans are under discussion to build a pedestrian and bicycle overpass between Estuary Park and the channel shoreline to the north.

To create the strongest possible connection between Lake Merritt and the Estuary, two measures should be undertaken:

**OAK-3.1: Create a system of public open spaces that connects Lake Merritt Channel to the Estuary.** The existing path on the East-
em side of the channel should be completed and enhanced. It should be developed to allow unimpeded movement between the Estuary and Lake Merritt. Where feasible, the path should be widened and fully integrated into adjacent public spaces that are currently underutilized.

Efforts to expand public uses in this area must be carried out in a manner that respects the wildlife habitat value of the wetland areas within and along the channel. Restoration of tidal wetlands along the shoreline edges should be included as part of the facility development programs that would extend through this area.

Surface parking should be relocated away from the channel's edge.

**OAK-3.2: Work with public agencies in the area to extend the open space system inland from the Channel.** Much of the land inland of the Embarcadero which is recommended to be enhanced as publicly-accessible space is owned by railroads, public agencies and institutions, including the City of Oakland, the Union Pacific Railroad, Laney College, Peralta College District, and EBMUD. The City should work with these entities to assemble or otherwise gain access to these properties (as necessary) to extend areas available for public use.

**LAND USE**

Public space is planned to be the primary new use within the Oak-to-Ninth District, occupying all of the land along the shoreline and extending inland at Lake Merritt Channel, Clinton Basin, and a new ‘Crescent Park’. (See Policy OAK-2.4). Recreational use of the shoreline will be the most significant agent of change within the district. It will create a series of extraordinary amenities and recreational resources for the community, as well as an attractive setting for new and existing development.

Within the larger framework of a major waterfront open space system, development should be guided by the following policies:

**Policy OAK-4: Provide for lively, publicly oriented activities that complement the adjacent waterfront parks and open spaces.**
Development adjacent to the open recreational spaces should complement them, and should provide public attractions which add to the variety of activities and experiences found on the waterfront. Development should be encouraged on both sides of Clinton Basin, and in areas close to the Embarcadero, as follows.

**Fifth Avenue Point**

**OAK-4.1:** Preserve and expand the existing Fifth Avenue Point community as a neighborhood of artists and artisan studios, small businesses, and water-dependent activities. West of Clinton Basin, the Fifth Avenue Point community is one of Oakland’s most unique neighborhoods. It has nestled among declining waterfront industrial uses, creating a spark of life and activity. The artisan work that takes place there is an economic asset which is valuable for local residents. In addition, the existing work/live units within the Fifth Avenue artisan village contribute to the inventory of affordable studio spaces within Oakland. These units should be maintained and reinforced through the provision of additional units, including artist and artisan work/live studios and small light industrial and water-dependent businesses. A limited amount of retail and restaurant use, such as the existing Seabreeze Café, should also be promoted within the area.

It should be noted that enclaves such as this are rarely planned. Rather, they develop through the spontaneous vision and dedication of creative, entrepreneurial property owners and residents. By their very nature and character, these enclaves are economically fragile. Policies that promote preservation and expansion of the Fifth Avenue Point community should be carefully applied, so as not to adversely affect property values, or inadvertently change the very essence of what makes it unique.

**OAK-4.2:** Promote development of educational and cultural interpretive facilities. The Oak-to-Ninth reach of the waterfront is an ideal location for cultural attractions and other development. (See Policy OAK-4.4) In addition to the recreational benefits associated with festivals, etc. (See Policy OAK-2.4 & 2.5), facilities housing museums, educational and cultural programs, etc. can be major waterfront attractions. Such facilities should be located and developed to add to the atmosphere established by the Fifth Avenue Point community and Clinton Basin. (See Policies OAK-2.3, 2.5 & 4.1). Requisite parking and servicing should also be accommodated and, where feasible, consolidated.

- The Oakland Museum is investigating options to expand and develop the ‘Treasure House’ concept. An appropriate location for this use would be adjacent to the planned waterfront open space flanking Clinton Basin and the Estuary.
- The ARTSHIP Foundation has recently acquired the Golden Bear, a former naval training vessel, to serve as headquarters and primary program venue for the numerous community outreach and art programs run by the Foundation and other art and cul-

The 5th Avenue Point community includes a synergistic grouping of artists, artisans, and small industrial businesses.
tural organizations. Under an extensive renovation project, the ship will be converted into theaters, gallery space, classrooms, meeting space, studios, and other facilities necessary to support a major arts initiative.

**OAK-4.3: Facilitate the relocation of breakbulk cargo operations from the Ninth Avenue Terminal.** East of Clinton Basin, a major existing use within the district is the Ninth Avenue marine terminal, which is owned and operated by the Port of Oakland. In order to achieve the vision for the waterfront in the Oak-to-Ninth area, it is necessary that the existing terminal operations and those related maritime and warehousing activities adjacent to the terminal be accommodated elsewhere; thus enabling reuse of the Ninth Avenue Terminal site.

**Mixed Use Development**

**OAK-4.4: Promote development of commercial-recreational uses in the vicinity of the Crescent Park and Clinton Basin.** Relocation of cargo handling and clearance of the Ninth Avenue Terminal creates potential development parcels between the proposed Crescent Park (See Policy OAK-2.4), the Embarcadero and Clinton Basin (See Figure 10). Development of these sites should be planned and carried out in a comprehensive manner, and include possible hotel, conference, restaurant, retail, and similar commercial-recreational uses. A recreational ‘resort’ orientation, along with cultural and social programs, should be encouraged as an integral component of the development programs of hotel and other uses. Recreational elements could be developed as a part of the projects. Accommodating tennis, swimming, etc., could add another dimension to the recreational experience of the area.

New development within this area should be...
promoted along the Embarcadero Parkway, with “windows” to the water at intermittent points. It should be set back from the shoreline promenade. (See Policy OAK-5)

POLICY OAK-5: INITIATE MORE SPECIFIC PLANNING OF THE ENTIRE OAK-TO-NINTH DISTRICT.

The Oak-to-Ninth District is large and diverse, with several unique, complicated issues that dominate its real development potential. It should be planned in sufficient detail to identify all potential issues, and to understand the options available to address these issues in a timely manner.

A Specific Plan should be prepared prior to development. Planning should be based on a strategy which analyzes the area comprehensively and which accounts for the constraints imposed by subsoil environmental conditions. Transformation of the district will require that several outstanding issues be resolved simultaneously. Development feasibilities should be analyzed, phasing of improvements should be identified, and a funding strategy to finance and implement recommended open space should be addressed. These require that a realistic development program and site plan be developed.

REGIONAL CIRCULATION & LOCAL STREET IMPROVEMENTS

The Oak-to-Ninth area is isolated from other parts of the city by regional transportation facilities, all of which run parallel to the waterfront. The following policies are recommended to reduce the effect of these barriers and improving access to, and circulation through, the area.

Regional Access

POLICY OAK-6: EXPLORE THE FUTURE POTENTIAL FOR A NEW BART STATION AND MAJOR PARKING FACILITY ON BART PROPERTY AT FIFTH AVENUE AND EAST EIGHTH STREET.

As the waterfront develops as a major destination, opportunities for the creation of a new BART station east of Fifth Avenue should be explored. In addition to improving regional transit service, easy BART connections would enhance the potential of the nearby waterfront as a major destination, and reduce parking problems associated with special events. The site might also include a significant parking facility for commuter parking, replacement parking for Laney College surface lots, and special events parking for the waterfront.

In addition to serving the waterfront area, a BART station at this location could have positive impacts on the revitalization of adjacent neighborhoods.
**Policy OAK-7: Coordinate with Caltrans on the upgrade of the I-880 Freeway to Improve Regional Access to the Waterfront.**

As it passes through Oakland, I-880 is substandard. On and off-ramps occur in a random manner, creating short merging distances and associated safety problems. This is particularly true in the Oak-to-Ninth District. As the area evolves and becomes more of a regional attraction, the highway network that serves the district will become a busier and more dangerous place for drivers and pedestrians.

However, with the current seismic upgrade program for the freeway, this situation could be remedied to promote highway safety and to provide clear, safe and convenient access to the waterfront. The City should work with Caltrans to develop retrofit plans for the Fifth Avenue Interchange which also include a more direct way to the waterfront. At a minimum, the existing on and off-ramps along the Embarcadero between Fifth and Ninth Avenues should be removed and replaced with a configuration that provides both eastbound on-ramp and westbound off-ramp connecting to Fifth Avenue.

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**Local Street Improvements**

**Policy OAK-8: Enhance Fifth Avenue as the Principal Pedestrian and Vehicular Linkage to the Public Open Space Surrounding the Mouth of the Lake Merritt Channel.**
Fifth Avenue is a significant north-south street, connecting to Park Boulevard and linking the waterfront to downtown neighborhoods and the Oakland Hills. As such, it is important that Fifth Avenue be improved south of the Embarcadero as the principal pedestrian and vehicular connection to this segment of the waterfront. It should be realigned and straightened to become the edge of the open space and to establish a direct driving route that circumvents the Fifth Avenue Point community.

In order to enhance the pedestrian environment along Fifth Avenue, landscaping, lighting, and sidewalk improvements should be undertaken along its entire distance.

**Policy OAK-9: Improve the Embarcadero east of Oak Street as a multimodal landscaped parkway with bicycle, pedestrian and vehicular facilities.**

A key objective of the Estuary Policy Plan is to create a continuous multimodal parkway to improve access along the waterfront and enhance the continuity and identity of the Estuary within the city. Consistent with recommendations to develop segments of the parkway in other sections of this plan, the Embarcadero Parkway concept should be implemented between Ninth Avenue, Lake Merritt Channel and Embarcadero Cove, beyond.

A three-lane roadway (two moving lanes and a center left-turn lane) should be built, wherever feasible, with an adjacent landscaped corridor to accommodate a continuous bicycle trail and pedestrian promenade on the Estuary side.
Policy OAK-10: Create a network of pedestrian-friendly streets that opens up views and access to the water.

Within the Fifth Avenue Point area and the commercial-recreational district east of Clinton Basin, a network of local streets should be provided to serve individual properties.

In future planning (See Policy OAK-5) this network should be designed in a block configuration to allow for a diversity of ways through the district and a comfortable and safe pedestrian environment. The configuration of streets should be aligned to promote views and access to the shoreline, provide convenient access to and parking for open spaces, and discourage fast-moving through traffic. Streets should include generous provisions for pedestrians and be landscaped in a manner that extends the open space amenity inland from the shoreline.

New local streets should continuously follow the Estuary and Clinton Basin open space in order to create a more public and open feeling along the water and increase accessibility. Connections should be made from this area across the head of Clinton Basin to the Fifth Avenue Point community to ensure that both sides of the basin are tied together by local streets.

Parking

OAK-11: Design parking to be convenient and complementary to the public orientation of uses within the area.
Convenient and visible parking is important in ensuring the success of open space improvements as well as new development. In future planning (See Policy OAK-5) parking should be provided in a manner that complements the open space character of the area. Large expanses of asphalt should be avoided in favor of landscaped roadways with parking alongside them. Such an approach will minimize the visual impact of parking while maximizing access and visibility to adjacent activities. Parking areas should be well lit and linked to pedestrian trails.

Development projects should provide all of their parking requirements onsite, and be generously landscaped to promote continuity with open space areas. Parking should be screened from predominant public view with landscaping and/or encapsulated and architecturally integrated within buildings. Parking that serves private uses should be made available to the public during nonpeak periods.

Permanent onsite parking along roadways can only satisfy a small percentage of the overall parking needs. Additional opportunities for events parking north of I-880 such as the existing railyards, existing parking facilities at:
Laney College, and private parking facilities within the waterfront area should be pursued and programmed.

**OAK-12: Establish a management program for special events access and parking.**

A major event at the waterfront (see Policy OAK-2.4) could attract several thousand people. As a result, transportation and parking will be significant issues. Events planning should include a comprehensive transportation management program that includes shuttles, vans, and special transit vehicles providing service to the downtown, the Jack London District, and key regional transit providers (e.g., BART, Amtrak, Transbay ferries). Events' parking should also be provided within walking distance of the planned celebration space.
The San Antonio/Fruitvale District stretches from Embarcadero Cove to San Leandro Bay.
San Antonio/Fruitvale District

This reach of the shoreline is closely associated with inland residential neighborhoods. The San Antonio and Fruitvale neighborhoods lie immediately adjacent to the waterfront, extending back into the heart of the city. Nearby neighborhoods also include Central East Oakland and the Coliseum area across I-880.

In many ways, the study area in this reach represents the window to the Estuary from these and other inland neighborhoods. It also forms an important part of the larger identity of the city. The Estuary is visible from the Oakland hills and from the freeway. Thousands of motorists traverse I-880 on a daily basis, and many cross the bridges between Alameda and Oakland.

Connections between this portion of the waterfront and surrounding neighborhoods can be improved through infrastructure improvements to and along the shoreline. As the area redevelops, the Embarcadero Parkway should be extended to create a continuous system of movement within East Oakland and the waterfront. New parks can be developed that add to the amenities of the area and serve neighborhood needs. However, to accomplish this, land uses within specific subareas of the shoreline should be more clearly delineated, and conflicts between uses resolved.

LAND USE

The land use policies for the San Antonio/Fruitvale District are intended to establish a more compatible pattern of land uses that supports economic development, and at the same time enhance neighborhood amenities. The waterfront is a feature which binds disparate activities, and provides a needed destination within these neighborhoods. Land use policies reinforce access to the waterfront, while promoting opportunities for neighborhood preservation and enhancement. Emphasis should be put on the reuse of existing structures of historic value and architectural significance.

For ease of discussion, the Fruitvale-San Antonio District has been subdivided into 8 subdistricts. Land use policies for each are presented as follows:
FIGURE III-15: San Antonio/Fruitvale District Current Ownership

- Port of Oakland
- City of Oakland
- Alameda County
- Public/Quasi Public Utilities
- East Bay Regional Parks
- Private
- Railroad
- Tidelands Trust

Oakland Estuary Policy Plan
Embarcadero Cove

POLICY SAF-1: ENCOURAGE THE DEVELOPMENT OF WATER-ORIENTED COMMERCIAL USES WITHIN EMBARCADERO COVE.

Embarcadero Cove is bounded by the Ninth Avenue Terminal on the west, Con-Agra on the east, and the freeway. It is defined by the unique geography of a small bay, with an indented shoreline tracing a broad arc which surrounds Coast Guard Island. The combination of its distinctive shape and proximity to the freeway results in a very narrow and constricted shoreline, which averages about 200 feet in width to the Embarcadero. The narrow shoreline provides an opportunity for views to the water; this is the only area along the Estuary where the water can be seen from the freeway.

This is a highly visible portion of the waterfront, but it is narrow and constrained by the close proximity of the I-880 freeway. The waterfront orientation and constrained parcel depth make this area well suited for continued commercial-recreational and water-dependent uses.

Figure III-17: San Antonio/Fruitvale Sub-District Map

New commercial uses within this subarea should build upon the existing character and create connections to the water’s edge. Improvements that maximize accessibility and visibility of the shoreline should be incorporated into new development through boardwalks, walkways, and points of public access.

Brooklyn Basin

POLICY SAF-2: MAINTAIN THE INDUSTRIAL CHARACTER AND ROLE OF BROOKLYN BASIN AS A PLACE FOR FOOD PROCESSING AND MANUFACTURING, AND RETAIN LIGHT INDUSTRIAL USES.

Brooklyn Basin comprises the area inland of Embarcadero Cove, extending to Diesel Street on the east. This area is characterized by a mix of uses: offices housed in both mid-size 1970s buildings and remodeled Victorian-style houses, restaurants, a school, artist studios, light industrial and service uses, and larger scale food processing and food warehousing/distribution operations.

Food processing is a major source of employment in this portion of the waterfront, with some 400 individuals, many in skilled positions. Within Oakland, relatively few sectors, particularly in new small to mid-sized companies, have generated a comparable level of employment. Significant activity is continuing within this sector of the economy, particularly in the area of niche/specialty markets.
Brooklyn Basin is a place where manufacturing and food processing/distribution should be encouraged, both for incubator businesses as well as for established and growing concerns. While food processing and manufacturing/distribution continue to dominate uses within the area, existing light industrial uses should be maintained as well.

**SAF-2.1: Encourage development of compatible office, support commercial and institutional uses.** Brooklyn Basin also includes educational, office and commercial uses. North of Dennison and along the waterfront, the pattern of land uses is relatively fine-grained, with some older structures and smaller increments of development oriented to the street. Additional educational, office and commercial uses should be encouraged, as well as the possibility for residential and work/live units, where these uses would result in the rehabilitation of existing structures and where they would not create land use conflicts with existing industrial activities.

**Con Agra**

**Policy SAF-3: Encourage heavy industry in the vicinity of the Con-Agra plant to continue, while providing for the transition to a mix of new uses.**

A portion of the Fruitvale neighborhood located between Diesel and the Park Street Bridge and south of 29th Street, is an area that is primarily in heavy industrial use.

It is dominated by the 11-acre Con-Agra facility, which mills grain for flour that is distrib-
uted throughout the Bay Area and Northern California.

Right Away Ready-Mix and Lone Star, Inc., sand and gravel operations, are two other large operators immediately adjacent to the Con-Agra facility.

While the area historically attracted construction-related uses because of barge access via the Estuary, these business operations remain in the area today largely because of its central location and good freeway accessibility, and because of investments in existing facilities. Nevertheless, Con-Agra has its own pier, and other companies maintain direct water access that could be used again if economic and market conditions change.

It is recognized, however, that market forces may go in a different direction as well, making these sites functionally obsolete and difficult to maintain. If this comes about, the City should be prepared to promote new uses for these valuable waterfront sites.

The area surrounding and including Con-Agra has long been in heavy industrial use related to the agricultural/food and construction/transportation sectors of the economy. It is not the intention of the Estuary Policy Plan to suggest displacement of these activities. Above all, this policy is intended to convey the importance of maintaining these labor-intensive industrial operations for as long as it is feasible for them to stay.

However, it is also recognized that some of these companies may wish to relocate on their own accord. In that event, new uses should be encouraged that build on the unique qualities of the waterfront location and promote public access to the Estuary shore.

**SAF-3.1: Initiate more specific planning of the entire Con-Agra area, if and when industrial uses phase out of the area.** The Con-Agra reach of the waterfront, although composed of different businesses and ownerships, should be planned as an integral unit to create the most positive effect and the optimal relationship with the Estuary. A Specific Plan should be prepared prior to development. Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.

Planning should be based on the need to gradually transform the uses and intensities from heavy industrial to a mixture of commercial, light industrial and residential uses. It should account for the need to maintain the operations of these businesses while planning and redevelopment activities are underway. Redevelopment-oriented planning should incorporate the following principles:

**SAF-3.2: Redevelop the area with a mixture of waterfront-oriented residential and/or commercial activities, which are compatible with the scale and character of surrounding areas.** New uses that are compatible with the public nature of the waterfront and with the adjacent Kennedy Tract residential neighborhood should be encouraged in this area, if and when industrial uses phase out.
Specific land uses which should be encouraged include residential, retail, restaurant, office, research and development, and light industrial uses that are configured to complement the waterfront orientation of the site.

New uses should be developed in a manner consistent with the surrounding character and scale of the area. Building mass, height, and all other design aspects should be subject to standards developed in conjunction with the preparation of a more specific development plan. Parking should be screened from view or contained within new buildings.

**SAF-3.3: Provide for strong links to surrounding areas, and orient new development to the water.** Development should be configured to provide at least two points of public access to the shoreline, and view corridors from Kennedy Street to the Estuary.

A publicly accessible and continuous waterfront open space should be developed along the shoreline. This open space should also be visible and accessible from Kennedy Street.

![The Kennedy Tract includes a mix of residential, work/live, industrial and warehousing uses.](image)

**Kennedy Tract**

**Policy SAF-4: Encourage Preservation and Expansion of the Affordable Residential Neighborhood in the Kennedy Tract.**

The Kennedy Tract is a unique subarea within the San Antonio/Fruitvale District. It is a remnant of a once-more-cohesive urban neighborhood extending from Oakland into Alameda. Today, the area is predominantly occupied by a mix of residential, warehousing and service-oriented uses that have little relationship with the Estuary.
Because large, old industrial structures line the waterfront, access and visibility to the Estuary is limited to the ends of two streets, Derby and Lancaster. Several of these structures appear to be only marginally used for storage, warehousing and repair. Several are vacant or underutilized, and in disrepair.

Currently, there are several hundred housing units within the Kennedy Tract, including work/live spaces in renovated warehouses as well as single-family bungalows and houses. In addition to this residential development, there are a number of smaller scale industrial and commercial uses, creating a one-of-a-kind neighborhood.

The housing that exists in this area should be maintained, reinforced and promoted, despite the preponderance of non-residential uses. Special efforts should be undertaken to reinforce the integrity of the residential history of the district.

**SAF-4.1: Provide for a mixture of compatible uses with emphasis on a variety of affordable housing types, while maintaining the area’s character of small scale buildings.** A mixture of residential, work/live, light industrial and neighborhood-serving uses should be maintained in the future, with an emphasis on affordability, livability, and an enhanced relationship with the Estuary.

To maintain the attractive, small-scale character of the area, buildings should be constructed to complement existing scale and massing of existing sites. Parcel size should not exceed the predominant pattern of existing parcels.

**Owens-Brockway**

**Policy SAF-5: Retain the existing industrial use of the Owens-Brockway Site.**

The Owens-Brockway site consists of approximately 28 acres of land devoted entirely to the business of glass recycling and manufacturing. Owens-Brockway is one of the largest private employers in Oakland, currently supporting almost 800 jobs. These operations are expected to remain viable in the future.

The company should be supported and encouraged to remain and expand.

**SAF-5.1: Improve the compatibility between industrial and residential uses, and enhance the relationship of the plant with the waterfront.** Improvements along the edges of the Owens-Brockway plant should be undertaken to establish a more positive relationship with surrounding uses, including the neighborhood and the waterfront.

More specifically, a landscaped street edge on Fruitvale Avenue and the proposed Estuary Parkway should be developed to create a more attractive public environment around the plant. Measures such as landscaped sound barriers should be investigated to reduce noise and visual conflicts with single-family homes along Elmwood Avenue.
Owens Brockway is one of the largest private employers in Oakland, supporting almost 800 jobs.

42nd Street & High Street

**Policy SAF-6: Encourage the Reuse of Existing Warehouse Properties South of Alameda Avenue and West of High Street for High-Quality Retail Uses that Complement Adjacent Commercial Uses.**

The Super K-Mart, on a former cannery site, is a major presence within this subarea, benefiting from its proximity to and visibility from the freeway and accessibility to the nearby populations in Oakland and Alameda.

On the east side of Alameda Avenue, the Brinks warehouse and a cluster of small-scale light industrial uses and warehouses are located along the Estuary, impeding public access opportunities.

**SAF-6.1: Provide for New Commercial Activities Adjacent to the 42nd Street Interchange.** At the 42nd Street interchange, there is the opportunity for the expansion and development of new commercial activities that are oriented to both regional and local markets. Commercial development and intensification of this area should be pursued.

Specific uses that should be encouraged in this area include retail, office, general commercial, and light industrial. Generous landscaped setbacks should be incorporated around all new development.

**East of High Street**

**Policy SAF-7: East of High Street, Maintain Existing Viable Industrial and Service-Oriented Uses, and Encourage the Intensification of Underutilized and Vacant Properties**

This portion of the San Antonio/Fruitvale District functions as a service support area, with links to the adjacent Coliseum area. It supports...
a number of different types of uses, including wholesale and retail businesses, container storage, and smaller industrial uses. In addition, Pacific Gas & Electric and EBMUD have service facilities within this area. EBMUD is planning to expand its operations toward the 66th Avenue interchange.

In areas both north and south of Tidewater Avenue, current uses and activities should be maintained and encouraged. However, there are opportunities to intensify underutilized sites, now occupied by rail spurs or used for equipment and container storage. These sites should be targeted for redevelopment as industrial and service-oriented uses, which would contribute to the overall viability of the area.

SAF-7.1 South of Tidewater Avenue, provide for continued industrial use, but also encourage new research and development and light industrial activities which are compatible with the adjacent EBMUD Oakport Facility and EBRPD's Martin Luther King Jr. Regional Shoreline Park. Economic development objectives for this can be realized by de-emphasizing service, storage and heavy industry and focusing more on employment-intensive uses that are more complementary with the public nature of the waterfront.

This area is unique in that it adjoins Martin Luther King Jr. Regional Shoreline, one of the larger assemblies of waterfront open space within the Estuary. The East Bay Regional Parks District (EBRPD) plans to continue to develop the MLK Regional Shoreline adjacent to and along both sides off East Creek. EBRPD's parks and open spaces represent a valuable resource for the city—one that should be reinforced appropriately by adjacent development.
At the same time, EBMUD has expansion plans. The Oakport Facility is EBMUD's primary infrastructure support base and maintenance center, serving the Estuary area and the city as a whole.

Successful development will require an effort to balance competing objectives brought about by the proximity of the sites to regional park and utility facilities. (See Policy SAF-7.2)

**SAF-7.2: Initiate more specific planning of the area south of Tidewater Avenue.** The area East of High Street and South of Tidewater Avenue should be comprehensively planned to insure that all objectives are met. A plan should be prepared prior to development. Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development.

Planning should be based on the need to infuse the area with a livelier and more intense mix of office, R&D, commercial, and light industrial uses. It should account for EBMUD's expansion needs, take special consideration of EBRPD's plans for MLK Regional Shoreline Park, and BCDC's 100' shoreline band, which will require that the shoreline be used exclusively for recreational purposes.

As this area redevelops, publicly accessible open space should be created with an emphasis on educational and interpretive experiences, including wildlife habitat in lowland or marshy areas and the development of active sport and recreation fields in the uplands.

**SAF-7.3 At the 66th Avenue interchange, encourage development of commercial uses that can benefit from proximity to freeway interchanges and serve both regional and local markets.** New commercial uses should be encouraged at the 66th Avenue interchange of I-880, where there is the opportunity to capitalize upon the freeway as well as adjacent developments. New uses should be sited and designed in a manner that is sensitive to the near-by natural marshlands that form part of the MLK Regional Shoreline, and developed so as not to preclude potential expansion needs of EBMUD.

Broad landscaped setbacks and a parking/staging area should be established to provide convenient access to the Bay Trail and regional shoreline.

**SHORELINE ACCESS & PUBLIC SPACES**

Compared to other areas of the Estuary, the San Antonio/Fruitvale District appears to have a relatively large supply of open space. Although there are several opportunities to approach and enjoy the shoreline, much of the existing open space is not highly utilized, relates poorly to its surroundings, and is generally fragmented and discontinuous.

The Martin Luther King, Jr. Regional Shoreline, which occupies approximately 22 acres north of Damon Slough, is a regional facility which is the primary waterfront recreational asset in the area. The Bay Trail, which is...
planned to ultimately connect around the entire bay shoreline, enters the study area at 66th Avenue, but abruptly ends approximately 7,000 feet westward. At the western end of the San Antonio/Fruitvale District, within Embarcadero Cove, there is a series of small public access improvements that were built as part of development projects, but these are also very limited in extent.

The access and open space policies for this district emphasize the continuation of a cohesive and interrelated waterfront system advocated by the previous chapters of this plan.

**Policy SAF-8: Develop a continuously accessible shoreline, extending from Ninth Avenue to Damon Slough.**

A continuous system of public open space and connecting networks to inland areas should be completed within this reach of the Estuary, extending from Ninth Avenue to Damon Slough. The system should link the Martin Luther King Jr. Regional Shoreline with the other elements of the waterfront system of open spaces proposed by this plan.

**SAF-8.1: Extend the Bay Trail from Embarcadero Cove.** The Bay Trail should be incorporated as part of the continuous open space system along the water's edge. Gaps in the trail should be filled in, so as to achieve the continuity of the trail and provide better bicycle/pedestrian access to the expanded MLK Shoreline (See Policy SAF-8.3).

While the developed portion of the Bay Trail currently combines both pedestrian and bicycle movement, it is recommended that separate bicycle and pedestrian paths be developed in other areas, with the pedestrian movement adjacent to the shoreline edge and the bicycle lane on the inland side of the open space. At each of the bridges, special provisions should be made to ensure continuity along the shoreline.

**SAF-8.2: Develop a major new public park at Union Point.** A new park should be developed between Dennison Street and the existing Con-Agra facility, south of the Embarcadero at Union Point. The park is intended to serve the adjacent San Antonio and Fruitvale neighborhoods, as well as provide an important citywide amenity along the Estuary.

**SAF-8.3: Extend the Martin Luther King, Jr. Regional Shoreline.** The MLK Regional Shoreline should be extended from High Street to Damon Slough. Within this area, the existing public open space between the East Creek and Damon sloughs should be expanded westward to include existing industrial properties owned by the EBRPD.
EBRPD’s planning objectives identify this portion of the Estuary as an important component of the regional shoreline park system, as well as a potential open space resource for the adjacent Central East Oakland and Coliseum neighborhoods. It should be designed to preserve the significant wetlands between the Damon and East Creek sloughs. In addition, extending Tidewater Avenue across the East Creek Slough to the 66th Avenue interchange would significantly improve visibility and accessibility to the park.

Areas on the shoreline side of the railroad tracks should be subject to a planning effort, coordinated among the City of Oakland, EBMUD, and the EBRPD, to address EBMUD expansion needs and the extension of the shoreline park. (See Policy SAF-7.2)
A key objective of the Estuary Policy Plan is to enhance the continuity of movement along the shoreline in order to enhance public access and the public perception of the waterfront as a citywide resource. To accomplish this objective in the San Antonio-Fruitvale District, the circulation policies recommend a basic restructuring of the modes of circulation.

Policy SAF-9: Provide a continuous Embarcadero Parkway from Ninth Avenue to Damon Slough.

Consistent with recommendations of the Estuary Policy Plan in other subdistricts, the Embarcadero Parkway should be a continuous parkway, developed to parallel the entire shoreline; ultimately extending from Broadway to 66th Avenue. In the San Antonio-Fruitvale District, it should be upgraded between Ninth Avenue and Kennedy Street, and extended via a new right-of-way between Kennedy Street and High Street, to connect directly into Tidewater Avenue. The alignment of the proposed parkway (see Figure 19) is illustrative only. Specific alignments (and their potential impacts on adjacent property owners) should be evaluated through a coordinated planning effort involving property owners, the City of Oakland, and the Port.

The Embarcadero Parkway should be developed as a recreational street, providing access to the diverse waterfront experiences that exist in the San Antonio-Fruitvale District. It should be designed to promote slow-moving vehicular access to the waterfront; limited to two traffic lanes and one-sided parking (in bays). It should not be designed as a through-movement traffic carrier, or frontage-road reliever for I-880.

In addition, traffic management programs that prohibit through movement of trucks between 23rd and Fruitvale Avenues should be developed to protect the Kennedy Tract neighborhood against unnecessary truck traffic.

SAF-9.1: In conjunction with the extension and enhancement of the Embarcadero Parkway, provide a continuous bikeway from Ninth Avenue to Damon Slough. The Bay Trail should be extended and completed in this reach. In developing the Embarcadero Parkway, provisions should be made to accommodate a continuous pedestrian trail and bikeway paralleling the parkway.

It should be extended along the shoreline adjacent to the Con-Agra site, and follow the new Embarcadero Parkway, providing a separated bike path along the shoreline. East of High Street, it should follow the shoreline, ultimately connecting to the existing trail system in the MLK Regional Shoreline.

Policy SAF-10: Work with Caltrans, BART, and other transportation agencies to upgrade connecting routes between inland neighborhoods, I-880, and local streets, to enhance East Oakland access to the waterfront.

This segment of the I-880 freeway, between 66th Avenue and Oak Street, is substandard, with partial interchanges spaced at random intervals. Freeway on and off-ramps are difficult to find, and have no strong relationship with arterial roadways.
As part of the seismic upgrades to the I-880 freeway being undertaken by Caltrans, the freeway ramps should be reconfigured in a manner that complements and reinforces the land use and open space objectives for the area and provides a more legible circulation system. All should be investigated with Caltrans, to test the feasibility of redesigning the interchanges, and to insure that local access needs are also being addressed in Caltrans' upgrade efforts.

**SAF-10.1:** If feasible, construct a new full-movement interchange at 23rd Avenue, with direct linkages to the Park Avenue Bridge. The 23rd Avenue Bridge should be reconstructed to create a full-movement interchange, which could include retention of the existing eastbound off-ramp to Kennedy Street, reconstruction of the westbound on and off-ramps at 23rd Avenue, and a new eastbound on-ramp at 23rd Avenue and the Embarcadero. Traffic circulating between Alameda's Park Street Bridge and I-880 would utilize 23rd Avenue and Kennedy Street, providing more direct access and reducing regional traffic on adjacent local streets, including 29th Avenue.

**Embarcadero Parkway: Between 9th and 23rd Avenue**
(With one lane in each direction and a single shared turn lane.)

**Embarcadero Parkway**
Between Livingston Street and Dennison Street
(With one lane in each direction and a single shared turn lane.)

*FIGURE III-18: San Antonio/Fruitvale District: Illustrative Cross Sections*
FIGURE III-19: San Antonio/Fruitvale District Illustrative Circulation Plan

- Gray: Interstate Highways/Freeways
- Pink: Arterial Roadways
- Green: Estuary Parkway
- Pink: Local Streets
- Blue: Class I Bikeways/Pathways
- Red: Class II Bikeways/Pathways
- Yellow: Class III Bikeways/Pathways

- Dashed Line: BART - Bay Area Rapid Transit
- Waterborne Transit (Ferry, Water Taxi)
- Dotted Line: Passenger/Freight Rail
- Solid Line: Light Rail

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SAF-10.2: If feasible, construct an urban diamond interchange at 42nd Avenue, with frontage road connections to Fruitvale. In order to provide efficient regional circulation to the freeway from Oakland and Alameda, a diamond interchange should be investigated at 42nd Avenue, connected by frontage roads parallel with the freeway corridor to Fruitvale Avenue. The existing ramps at Fruitvale Avenue and at High Street should be replaced with these improvements.

High Street south of I-880 should be realigned to connect directly to the 42nd Avenue interchange, with the segment north of the freeway serving as a local roadway connection to the waterfront area.

SAF-10.3: Enhance 29th Avenue as a local connecting street. With regional traffic between the Park Avenue Bridge and the I-880 freeway diverted to the Kennedy and 23rd Avenue corridors, 29th Avenue should be converted to a local street connecting the San Antonio, Fruitvale, Jingletown and Kennedy Tract neighborhoods. The street should be improved to provide enhanced bicycle and pedestrian access across the freeway.

FIGURE III-20: San Antonio/Fruitvale District: Illustrative Cross Sections (cont'd.)
SAF-10.4: Improve the Fruitvale Avenue corridor as a pedestrian and transit link between the waterfront and the BART transit village. As industries that require rail spur access relocate or convert entirely to trucking, the existing rail corridor along Fruitvale Avenue can be converted to provide stronger pedestrian, transit or bicycle links between the planned BART transit village at the Fruitvale station and the waterfront. In addition, the existing rail bridge parallel with the Fruitvale Avenue Bridge to Alameda should be investigated for transit and pedestrian/bicycle use.

The Fruitvale Avenue corridor should be improved to accommodate and enhance pedestrian circulation along both sides of the street. Class II bicycle lanes should be provided along Fruitvale Ave. to the waterfront and BART. The potential of rail transit service connecting Alameda and the Estuary with BART service should also be considered.

SAF-10.5: Enhance High Street as a local connecting street. With regional traffic diverted to 42nd Avenue north of I-880, High Street should be enhanced with improved pedestrian and bicycle facilities. As part of
redevelopment of the area south of I-880, pedestrian and bicycle facilities should also be extended along High Street to the shoreline trail and bridge to Alameda.

FIGURE III-21: Fruitvale Avenue Illustrative Cross Section