

4

IMPLEMENTATION PROGRAM

What makes this Oakland General Plan different from previous Oakland plans and the plans of many other cities is the emphasis placed on implementation of all its elements. The General Plan Congress is solidly committed to the successful implementation of this plan. The General Plan is designed to function as a living document, and to be continuously used as a tool to guide public and private action through regulations and investments. This chapter provides a foundation for implementation of the Land Use and Transportation Element at two levels:

Citywide: The General Plan Priority Implementation Agenda for 1997-2002 describes five key programs the City will undertake in the next five years to implement the Land Use and Transportation Element citywide. The items on the agenda are listed in the Chapter Contents on the following page.

Area-Specific: Area Views in this chapter characterize each of six parts of the city and discuss how local issues are addressed by this Element.

Together the Implementation Agenda and the Area Views will advance the Land Use and Transportation Element Policy Framework and assist in implementing the Land Use and Transportation Plan. The Implementation Program is based on two key principles:

Focus: Using resources in a concentrated manner to generate the greatest benefits

Priority: Identifying the most important activities to be accomplished first.

Highlights of the Priority Implementation Agenda are described on the following page, followed by a discussion of each of the five agenda items in some detail, describing the work to be done and how it will be accomplished, given adequate funding. The remainder of the chapter is devoted to the Priority Implementation Agenda and the Area Views.

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PRIORITY IMPLEMENTATION AGENDA

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e TRANSIT AND TRANSPORTATION IMPROVEMENT STRATEGIES

AREA VIEWS

WEST OAKLAND

CENTRAL/CHINATOWN

EAST OAKLAND

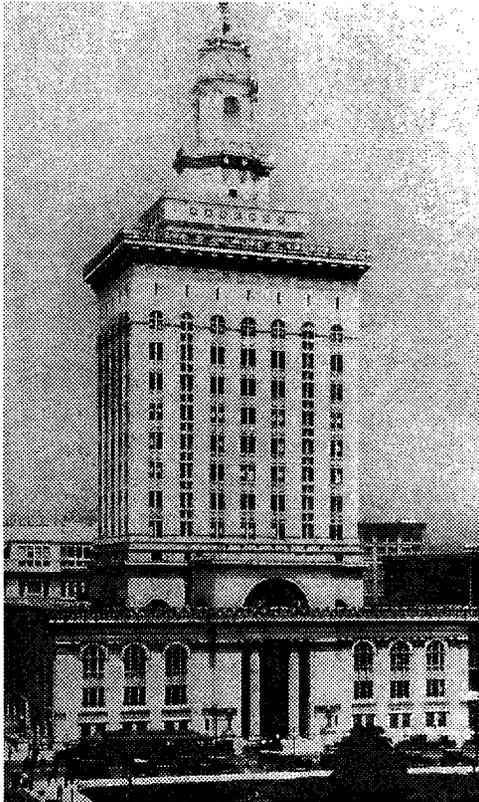
SAN ANTONIO / FRUITVALE / LOWER HILLS

NORTH AND SOUTH HILLS

NORTH OAKLAND

PRIORITY IMPLEMENTATION AGENDA: 1998 - 2003

Highlights of the Implementation Program



Oakland City Hall

Mechanisms will be put in place to ensure that the General Plan is effectively used as the primary guide for the development and conservation of the city. These include:

- ◆ **City zoning made consistent with the General Plan**
Adoption of this Element will be followed by a major overhaul of the zoning regulations, including development of design guidelines. Other planning regulations will also be reviewed for consistency and revised as needed. These update processes will be conducted with substantial public input.
- ◆ **City expenditures linked to the General Plan**
Prior to approval, the budget, capital improvement program, and bond issues will be submitted and reviewed for General Plan consistency.
- ◆ **Establishment of a General Plan Implementation Committee**
A General Plan Implication committee comprised of the Mayor, At-Large City Council member, City Planning Commissioners, and General Plan Congress Member will be established to coordinate implementation efforts for the five years following Element Adoption. The committee will make recommendations to the Planning Commission and City Council, and facilitate community involvement. To support the committee, the City Manager shall convene a General Plan coordinating group composed of Agency Directors, the Planning Director, and key city staff.
- ◆ **General Plan annual review, as required by State Law**
The Implementation Committee will develop a review process which will include a public workshop followed by reports to the Planning Commission and City Council.
- ◆ **Amendment Cycles for the General Plan**
Amendments, when necessary, will be conducted through a process that establishes three distinct Amendment cycles per year, one of which will coincide with the annual review. Multiple amendments may be processed during each cycle. Any amendments will be required to assess implication for the General Plan, and meet a series of strict consistency findings.

- ◆ **Effective interdepartmental procedures**
Procedures will be established to ensure General Plan consistency for major projects and programs, both public and private, including procedures for the review of major City and Port projects to ensure consistency and conformance with the General Plan.
- ◆ **Implementation of the City's Economic Development Strategy**
Implementation of the City's Economic Development Strategy is fundamental to the achievement of the Element's Policy Framework and will be accomplished through both citywide and area-specific initiatives focused on Showcase Districts and target areas and neighborhood activity centers identified in the area views.

The Priority Implementation Agenda outlines five major actions required for successful implementation of the Element. Many of these will also help implement other major initiatives, including the Citywide Economic Development Strategy and Redevelopment Plans for the Downtown and Coliseum Areas. Discussion in this section is supplemented by ideas in the Area Views, and in the Implementation Sourcebook, a separate volume available through the Community and Economic Development Agency.

Many implementation actions directly involve the Port of Oakland. These include activities relating to the Airport and Seaport as well as to other waterfront lands in Port jurisdiction, which will require close coordination between the City and the Port.

a. General Plan Administration Objectives

- ◆ To ensure that the General Plan is maintained as the primary guide for the long-term physical development and conservation of the City and that development, both public and private, is consistent with the General Plan
- ◆ To provide a fully integrated approach to implementing, and updating the General Plan
- ◆ To link the City's budget process to the General Plan
- ◆ To ensure coordinated efforts toward Plan implementation through the activities of various agencies and entities that can help achieve the Policy Framework
- ◆ To maintain consistency between the General Plan and City regulations and programs

- ◆ To provide opportunity for community participation
- ◆ To ensure adequate copies of the Elements are available for staff and citizen use in carrying out the Plan

The General Plan, as a comprehensive statement of goals, objectives and policies, provides direction to City agencies and commissions in making decisions on various activities, programs, and projects. Mechanisms for its use will be institutionalized to establish its function as a primary guide for City activities, and an advisory document for agencies outside the City.

The Land Use and Transportation Element is written to provide flexibility in implementation of the Policy Framework and the Land Use and Transportation Plan. Recognizing that community values and conditions change, adoption of the Element is not viewed as the end of the planning process. Regular monitoring and refinement of the details of the Implementation Program will be needed to ensure that the Plan is responsive to changing conditions, and to track the effectiveness of implementation efforts.

a1

Establish procedures to link the General Plan to the City's investments and resource allocations including the adopted Budget, the Capital Improvements Program, and bond measures

The General Plan will be the basis for many City activities, and will be used as the tool for establishing work programs and associated expenditure and staffing plans. Procedures for the preparation of the budget and the capital improvement program will include evaluation of progress toward meeting General Plan goals. **Prior to adoption of the budget by the City Council**, the City Planning Commission will make recommendations on the proposed operating budget and CIP, with respect to their consistency with the General Plan. Procedures need to be established for review of the operating budget and CIP by the Planning Commission. Interdepartmental coordination is needed to develop an understanding of the General Plan by all City agencies prior to their budget and CIP submissions.

Steps

- ◆ Develop and enhance mechanisms for interdepartmental/interagency coordination for General Plan implementation
- ◆ Work with the Public Works, and Budget and Finance agencies to examine and, if necessary, amend and/or re-prioritize the City Council goals used in the budget and CIP process to reflect the goals of the General Plan

- ◆ Develop procedures for review of the proposed budget and CIP by the Planning Commission, prior to approval of the CIP and budget, and include Planning Commission training on budget and finance procedures

Lead Agency/Division: CEDA, Strategic Planning

a2

Develop procedures for annual review of the General Plan and progress in its implementation

State law requires planning agencies to provide an annual report to the City Council on the status of the plan and progress in its implementation. While annual reports on the plan are made to the City’s Planning Commission, there are no established procedures specifying when the report should be scheduled, its format, or its content. As a result, monitoring efforts may be incomplete in addressing all elements and their respective implementation programs.

Steps

- ◆ Determine the appropriate procedures for the General Plan Annual Review
- ◆ Provide for a public workshop prior to presentation of a report to the Planning Commission
- ◆ Determine the content, format and timing of the General Plan annual review report
- ◆ Adopt General Plan Annual Review procedures and add the procedures to the Planning and Building division’s Policies and Procedures Manual
- ◆ Prepare first annual report

Lead Agency/Division: CEDA, Strategic Planning

a3

Develop General Plan amendment cycles and related procedures

By State law cities are permitted to make amendments to their general plans “if deemed to be in the public interest” and “not more than four times per year” for each mandatory element (with some exceptions). However, more than one amendment may be processed at one time. To avoid erosion of the Plan by piecemeal amendments, the City of Oakland will limit General Plan amendments to occur during three distinct cycles per year to be coordinated with the Plan’s annual review. Additionally, each amendment cycle must include an assessment of the cumulative implication of amendments on the General Plan, and the City must make strict findings that each amendment is consistent with the overall goals, objectives, and policies and the entire General Plan. Findings must specifically address a) how the amendment advances Plan implementation.; b) how it is consistent with the policies in Element; c) any inconsistencies that would need to be reconciles; and d) examination of citywide impacts to determine if the amendment is contrary to achievement of citywide goals.

Steps

- ◆ Develop recommended General Plan Amendment procedures including the following provisions:
 - three cycles for plan amendments, one coordinated with the annual review, each including an analysis of cumulative impacts
 - amendments considered at other times to address extraordinary circumstances
 - annual report on the cumulative effects of all proposed amendments
- ◆ Adopt procedures
- ◆ Incorporate procedures into Community and Economic Development Agency (CEDA) and Public Works Agency’s Policy and Procedures Manual
- ◆ Develop forms and institutionalize procedures through staff training

Lead Agency/Division: CEDA, Strategic Planning

a4

Form a General Plan Implementation Committee

Preparation of the Land Use and Transportation Element was guided by the General Plan Congress, a 32-member body appointed to represent the people of Oakland by the Mayor and City Council. The Congress maintained an active outreach program throughout the development of the Land Use and Transportation Element which ensures that the plan truly reflects community values. For continuity, and to facilitate public involvement in the Plan’s implementation process, a General Plan Implementation Committee, comprised of the Mayor, At-Large council member, City Planning Commissioners, and Congress members will be formed. This committee will provide guidance for the development of implementation procedures as described in this section. The City Manager will appoint a General Plan Coordinating Committee to support the implementation committee, which will consist of Agency Directors, the Planning Director, and Key Staff.

Steps

- ◆ Prepare descriptions of the broad roles and responsibilities of Implementation Committee members
- ◆ Appoint and convene committee members

Lead Agency/Division: CEDA, Strategic Planning

a5

Establish interagency review procedures to maintain consistency between the General Plan and the City's other regulations and plans, and to ensure that future development is consistent with the Plan

Once the City's zoning ordinance and other land use regulations are brought into consistency with the General Plan (See Agenda item B), an interagency process will be established to ensure General Plan consistency prior to approval of proposed ordinances, plans, and projects (both public and private) affecting the future development of the city.

Steps

- ◆ Develop review procedures for evaluating proposed regulations and projects for General Plan consistency; include procedures for Planning Commission review of major capital improvement projects

Lead Agency/Division: CEDA, Strategic Planning

a6

Establish practices and procedures for encouraging use of the General Plan by both City and non-City agencies, and for review of major projects in neighboring jurisdictions

The physical development of the city is influenced to a great extent by the activities of agencies and jurisdictions beyond City control. Among the most significant are the Oakland Unified School District, BART, AC Transit, the Port of Oakland, and neighboring cities. Other agencies that have a role in implementing the Plan include East Bay Regional Parks District, Bay Conservation and Development Commission, Caltrans, and the Alameda County Transportation Authority. Coordination with other local jurisdictions and agencies is an important step in Plan implementation.

Steps

- ◆ Develop and enhance mechanisms for coordinating Plan implementation actions with non-City agencies, including broad distribution of the Plan and supporting documents to other agencies on a timely basis
- ◆ Develop procedures for review of non-City Capital Improvement Programs, and development of major public facilities by non-City agencies for General Plan consistency, consistent with provisions in State law
- ◆ Enhance programs for review of both public and private projects in neighboring jurisdictions that have a potential impact on implementation of the General Plan

Lead Agency/Division: CEDA, Strategic Planning

a7

Prepare and adopt remaining General Plan Elements

State Government Code requires that local general plans contain seven elements, among them Safety, Noise, and Housing. The Safety and Noise Elements, last updated in the mid-1970's, are the elements of Oakland's General Plan most in need of updating. The Housing Element is more current and was last updated in 1991. However, the Housing Element is subject to mandatory five-year updates and certification by the State Department of Housing and Community Development (HCD). A Housing Element can only be certified if it demonstrates that the city is taking specific actions to meet its "fair share" of the region's affordable housing needs (as determined by HCD). Oakland's Housing Element is scheduled to be updated in 1998 (due in 1999). It is recommended that all remaining Elements be updated simultaneously.

Steps required to update the Safety, Noise and Housing Elements:

- ◆ Prepare detailed work programs for the Safety, Noise and Housing Elements and determine budget and staffing requirements
- ◆ Form Citizens Advisory Committees and Technical Advisory Committees, as appropriate
- ◆ Perform data assessments as a basis for policy choices
- ◆ Resolve policy and program issues related to technical aspects of each element
- ◆ Prepare Draft Elements and environmental clearance documents
- ◆ Conduct public hearings and adopt Draft Elements
- ◆ Obtain State certification of the Housing Element

Lead Agency/Division: CEDA, Strategic Planning

b. Zoning Consistency and Planning Code Revisions

Objectives

- ◆ To establish and maintain zoning regulations consistent with the General Plan to ensure that development on individual properties is consistent with the General Plan land use designations and policies
- ◆ To develop regulations sensitive to existing and potential land uses and development types in Oakland, including the various activities described in all Plan Elements and the City's Economic Development Strategy
- ◆ To create a "user-friendly" document by minimizing the complexity of regulations

- ◆ To reduce the number of projects requiring discretionary review and expedite the project approval process by establishing design and/or performance standards for some projects
- ◆ To improve urban design
- ◆ To protect public health, safety and environmental quality

b1**Revise zoning regulations**

The Planning Code currently consists of five ordinances/regulations: the Zoning Regulations, the Zoning Maps, Environmental Review Regulations, Deemed Approved Alcoholic Beverage Regulations, and the Subdivision Ordinance. As the primary tools for regulating development within the City of Oakland, these documents are to be current and consistent with the General Plan.

The Zoning Regulations are the most important tool in controlling land development activities. Although the Regulations have been amended many times, there has not been a comprehensive update since August 1965. Amendments have addressed changing laws, land use and zoning issues, changes in economic and community dynamics, and neighborhood concerns.

The Zoning Ordinance translates the Element's land use classifications and Policy Framework into a regulatory format. As a charter city, Oakland is exempt from the statutory requirement that zoning be consistent with the General Plan. However, the City is electing to have and maintain zoning consistency. The Land Use and Transportation Plan Diagram, in concert with the Policy Framework and other Plan Elements, establishes the City's general intent regarding future zoning. Following adoption of the Element, the City will revise its Zoning Regulations and Zoning Map to establish consistency. New zoning designations will be established to reflect changes in land use classifications.

Until the Zoning Regulations are updated, the City will apply land use designations and controls as specified by existing zoning, except where such action would expressly conflict with the updated General Plan. Where a conflict does arise, the City will apply the updated General Plan policies and land use designation.

The work of rewriting the Zoning Regulations will be organized into four major phases which are generally described as follows. Since the existing Zoning Regulations are regarded as cumbersome and difficult to use, a simpler, more user-friendly code will be developed. Ultimately the Zoning Regulations should be accessible through the internet and formatted for easy use. A procedures manual for implementation should be created to assist staff in consistent interpretation.

Lead Agency/Division: CEDA, Zoning and Strategic Planning

Phase I: Assessment and policy development

The first phase involves identifying and making recommendations regarding a number of key issues, including development of new zoning districts, regulations on non-conforming uses, development of criteria and standards to achieve a reduction in discretionary review, and development and design guidelines. This assessment will include diagram and policy direction from all Plan Elements (See Implementation Sourcebook for more detail.)

Phase II: Preparation of updated Zoning Regulations

The next phase of work entails designing an outline and format, then drafting the Zoning Regulations. The Regulations will incorporate agreed-upon solutions and recommendations regarding issues identified in Phase I.

Phase III: Internal consistency review of the updated Zoning Regulations

This phase of work includes internal review of the Draft Zoning Regulations by appropriate City agencies. The intent is to determine if the draft is consistent with the codes and regulations of other City divisions and agencies. As part of administrative review, each division or agency will assess the implications that the Zoning Regulations will have on their staff resources and their ability to implement and enforce its provisions. Draft Zoning Regulations will be revised based on this review.

Phase IV: Public Review and Adoption of Zoning Regulations and Possible Preparation of User Guide

Updated Zoning Regulations will be circulated to the public for comment during this phase of work.

b2

Revise the zoning maps

Once the Zoning Regulations are adopted, the Zoning Maps will be updated to reflect the new districts that have been established and to achieve consistency with the Land Use and Transportation Plan.

Lead Agency/Division: CEDA, Zoning and Strategic Planning

b3

Revise other planning regulations

Concurrently with revision of the Zoning Map, the Environmental Review Regulations and Subdivision Ordinance will be revised to ensure consistency with the General Plan and Zoning Regulations. Land use regulations not included in the Planning Code, such as the grading ordinance, should also be reviewed and revised for consistency. In addition to text changes to zoning districts, administrative procedures will be reviewed for consistency.

Lead Agency/Division: CEDA, Zoning and Strategic Planning

c. Comprehensive Economic Development Strategy for Showcase Areas

c1

Link the citywide comprehensive economic development strategy to economic development efforts in Showcase districts

Objectives

- ◆ To focus choices made through local government in a manner that leverages resources to better achieve sustained economic growth
- ◆ To provide a strategic basis for future planning activities
- ◆ To identify high priority areas for public investment that will in turn stimulate private investment
- ◆ To strengthen the structure of the city as described in this Element

The element recognizes the importance of employment and economic development in shaping the city and providing jobs and revenues to contribute to a better quality of life. While much effort has been dedicated to a variety of City programs and projects aimed at improving economic conditions, adherence to an overall strategy to for future efforts is needed. The Mayor's Economic Development Strategy, 1997, provides guidance toward establishment and retention of targeted industries deemed essential to Oakland's future health. The Land Use and Transportation Element was based on assessment and implementation of that strategy in the business areas of Oakland. In short, Oakland can expect the decline in manufacturing to continue, while the need for more flexible business areas that can accommodate a range of emerging technologies is needed. However, as a built-out City, Oakland has a few areas of open land for development. For this reason, strategies and programs that support reuse, clean up, and targeted relocation of essential industries to areas where support services, distribution networks, and reduce conflicts with residential areas exist will be critical for Oakland's future economic health. Providing support for redevelopment or reuse of vacant or underutilized industrial and business areas is absolutely necessary to encourage business relocation and expansion opportunities in Oakland.

Steps

- ◆ Review the Mayor's Economic Development Strategy to identify those components that can be achieved through General Plan implementation activities in the Showcase districts
- ◆ Develop a work program for implementation of the Economic Development Strategy in Showcase Districts

Lead Agency/Division: CEDA, Strategic Planning

C2

Develop and implement plans to enhance Showcase districts

The approach to planning for each of the Showcase areas is distinct. Drawing upon the Mayor’s Economic Development Strategy and the Guidance of the General Plan Elements, the City should expedite the following actions:

Mixed Use Waterfront Showcase

Planning efforts sponsored jointly by the City of Oakland and the Port will culminate with adoption and implementation of the more detailed Estuary Plan that will guide future development, development standards, Port/City coordination efforts, targeted public improvements, and overall waterfront conservation efforts.

Airport / Gateway Showcase

Conduct detailed planning for the Hegenberger Gateway, including 98th Avenue as the airport's functional gateway, in conjunction with the Port of Oakland, with the Port responsible for planning for Airport operations in consultation with adjoining jurisdictions and responsible regulatory agencies. Link Plans for the Airport area with those of the coliseum Showcase where advantageous and appropriate.

Downtown Showcase

Focus planning for the Downtown Redevelopment area to encourage economic development and define subdistricts of the Downtown through distinguishing distinct land uses, transportation, urban design, and other features. Coordinate the Downtown Redevelopment Plan to work in concert with the General Plan.

Coliseum Area Showcase

Focus planning to encourage region-serving economic development through promoting the introduction of new retail and visitor-serving uses, as well as operation that take advantage of the close proximity of the Airport and plans for the Airport showcase. The Coliseum Area Redevelopment Plan should work in concert with the General Plan. Prepare a Specific Plan for the Coliseum BART area to focus development and investment at this multi-modal center.

Seaport Showcase

The port of Oakland is the planning and operating agency for the Seaport Showcase. Detailed planning to reduce the impact of truck operations on West Oakland neighborhoods, while maintaining a vital business area that capitalizes on the Port is of primary importance. Reuse of the Army Base and FISC sites for economic development is a primary objective of this Plan, and should be implemented through joint efforts with the port of Oakland and other interests. The Army Base

Reuse, which is being planned under the auspices of the Oakland Base Reuse Authority (OBRA), should include a broader analysis of the Base’s linkages to the West Oakland community, and determine economic development opportunities that can be beneficial to both areas.

Steps

- ◆ Assess the level of effort needed for the City to complete Showcase planning efforts for the Airport/Gateway, Downtown and Coliseum Area Specific Plan
- ◆ Identify resources for the development of plans, and potential to coordinate and share funding responsibilities with other jurisdictions and agencies
- ◆ Devise a schedule for plan production/implementation
- ◆ Initiate planning activities for the plans judged to be of highest priority

Lead Agency/Division: CEDA, Strategic Planning

C3

Implement the Economic Development Strategy for “Target Industries” within the framework of the General Plan Elements.

The Mayor’s Economic development Strategy identified target industries to focus on as a means to catalyze economic development and assist Oakland in making the transition to a changing economy. These target industries need to be matched with land use opportunities. While the Land Use and Transportation Elements have identified and mapped areas of the city with broad land use classifications suitable for these emerging industries, further planning involving identification of specific sites, analysis of infrastructure requirements, the potential for adaptive reuse of existing buildings, and other factors necessary to support new business is needed. The Economic Development Strategy lays out the key steps that must be completed, within the framework of the General Plan Elements.

Steps

- ◆ Assess the level of effort needed for the City to complete planing and economic development efforts to capture “Target Industries”
- ◆ Identify resources for the development of plans, and potential to coordinate and share funding responsibilities with other jurisdictions and agencies
- ◆ Devise a schedule for plan production/implementation
- ◆ Initiate planning activities for the plans judged to be of highest priority

Lead Agency/Division: CEDA, Strategic Planning

d. Comprehensive Community and Economic Development Strategy for Neighborhoods, TOD's and Corridors

Objectives

- ◆ To focus and leverage resources to better achieve sustained economic growth
- ◆ To identify high priority activities for public investment that stimulates private investment
- ◆ To improve neighborhood activity centers, neighborhood housing areas, TODs, and corridors
- ◆ To strengthen the structure of the city as described in this Element

d1

Link the citywide comprehensive economic development strategy to community and economic development efforts in neighborhoods, transit-oriented districts and corridors

The City's Economic Development Strategy addresses economic development in neighborhood commercial areas and along corridors. The Economic Development Strategy will be reviewed to identify activities that will implement its objectives in concert with implementation of this Element as it pertains to neighborhood activity centers and housing areas, transit-oriented districts, and corridors. Its implementation should be coordinated with the work of Area Teams, described below, to promote sustainable and environmentally suitable development.

Steps

- ◆ Review the proposed Economic Development Strategy for consistency with the General Plan
- ◆ Develop a work program that will integrate portions of the Economic Development Strategy relating to neighborhoods, TOD's and corridors with Area Teams' strategies

Lead Agency/Division: CEDA, Strategic Planning

d2

Target community and economic development activities based on Area Team work

The Community and Economic Development Agency has established an area-based approach to planning and service delivery in Oakland. Area Teams, made up of diverse staff from across the Community and Economic Development Agency (CEDA) and other City agencies, are in place to prioritize and focus resources and take action. These teams are developing and implementing action programs throughout the city's neighborhoods, and they provide an effective mechanism for identifying locations for targeted investment. Area Team work and successive rounds of community workshops during preparation of this Element have identified a broad spectrum of improvements for many parts of the city.

Limited City resources require that public investments be made in areas where they can derive the greatest benefits. The Area Views in this section identify candidate locations for improvement projects, including Area Team targets, by planning area. A citywide map of target areas developed by CEDA Area Teams in 1996-1997 will be used as a guide for public investment for the first budget cycle.

The Economic Development Strategy proposes that economic development plans be prepared for those neighborhood activity centers which would most benefit from economic development and have a beneficial impact on the economic development of the city as a whole. Area Teams will also identify candidate activity centers for these plans.

Steps

- ◆ Maintain area-based teams to identify priority areas for targeted investment on an ongoing basis
- ◆ The City budget shall include target areas for investment. These target areas shall be identified for inclusion in the budget through a community process. The budget shall contain a detailed schedule and program for expenditure of funds within the identified target area.
- ◆ Develop action programs that are integrated with existing efforts and provide stimuli and/or incentives for private development
- ◆ Within the target areas described below, identify neighborhood activity centers for economic development planning and devise a schedule for production and implementation of economic development plans

Lead Agency/Division: CEDA, Strategic Planning

e. Transit and Transportation Improvement Strategies

Objectives

- ◆ To implement the Element's Transportation Plan
- ◆ To maintain the transit system for existing transit-users
- ◆ To enhance the existing transit system to encourage alternatives to the automobile

The importance of focusing on transit, transit-oriented development, and transportation as an integral part of the planning process has been clear throughout the development of this Element. This emphasis is reflected in the Policy Framework and in the Transportation Plan. Implementation

activities are critical to ensure that the work of agencies other than the city will make decisions and take actions that benefit Oakland

The Transit First resolution passed by the City Council on October 29, 1996 recognizes the importance of striking a balance between economic development opportunities and the mobility needs of those who travel by means other than the private automobile. The policy favors modes that have the potential to provide the greatest mobility for people, rather than vehicles. The support for a Transit First policy is an indication of the importance of public transit to the City and the need for cooperative efforts to improve local transit.

“Transportation is a key topic for the City of Oakland’s economic and social health.”

- Community Workshop Participant

AC Transit and BART provide most of the transit service to Oakland, although other services, such as paratransit, taxicabs, and ferries, provide important alternatives to the personal automobile as well. In 1997, AC Transit is mid-way through a restructuring of the entire system to a multi-destinational route network. AC Transit is in the process of preparing a strategic plan that identifies service priorities and implementation recommendations. The Draft Strategic Plan was issued in September 1996. The report identifies underlying structural problems in AC Transit’s cost and revenue trends that, if unchecked, could lead to major financial problems in future years. In order to preserve the existing network, the City needs to take action to assist AC Transit and ensure that the city’s transit needs are addressed through coordinated efforts among the transit providers and planning agencies.

e1

Create a Transportation Liaison Committee

Coordination with Caltrans, the Port of Oakland, the Alameda County Congestion Management Agency, Metropolitan Transportation Commission, and local transportation service providers such as AC Transit and BART, is important for funding, planning, and construction of improvements to the transportation system, both within Oakland and impacting Oakland’s system. The City needs to work with these and other transit agencies to ensure that the existing services and facilities in Oakland are improved, maintained, and preserved.

Steps

- ◆ Provide the technical resources of planning staff to create and develop partnerships with City and outside Agency transportation providers and operators, as well as the Oakland community
- ◆ Work with transit providers to implement improvements along transit arterials, focusing services at neighborhood activity centers and in showcase areas. Coordinate with AC Transit to implement the Quality Bus Concept, which includes increasing service frequency, improved

bus stop design, signal pre-emption, upgraded buses, and enforcement of bus zone restrictions to provide reliable, frequent bus service along transit streets, and coordinate with private shuttle services to provide paratransit service where needed.

- ◆ Coordinate with Caltrans to ensure that highway construction and improvements facilitate local economic development activities, accessibility to the waterfront, and to other region serving locations in Oakland.
- ◆ Work with other agencies such as the Congestion Management Agency, the Metropolitan Transportation Commission, and State and Federal Government agencies, as well as nearby cities, to secure funding for public infrastructure improvements, including light rail or electric trolley service, and to that maintain and enhance transit and transportation operations in the Oakland Area.
- ◆ Complete the Bicycle and Pedestrian Masterplan, coordinate with the Port and Bay Conservation and Development Commission to complete and implement the Public Access Plan for the shoreline, and work with ABAG and the Port to complete Oakland's portion of the Bay Trail.
- ◆ Work with BART to ensure that facilities are upgraded, service is consistent, security is improved, and landscaping and maintenance is provided for the BART System properties in Oakland. Work to implement the Capitol Corridor Rail service in Oakland.
- ◆ Coordinate the provision of street lighting, street improvements, soundwalls, bicycle and pedestrian facilities, and other streetscape elements within Oakland agencies and with adjacent jurisdictions.

Lead Agency/Division: CEDA, Public Works Agency

e2

Include transit, provision of alternative transportation and parking, as integral parts of the planning and development review process.

The needs of transit users are an important part of the planning and development approval process that all-too-often is overlooked. The transit system can and should be supportive of land use and development patterns along the transit corridor, and vice-versa. As the City becomes increasingly congested, both transit and the availability of alternative methods of travel such as biking, walking or, carpooling, will need to be accommodated. Sufficient and appropriate parking for all of these different types of vehicles will need to be established and maintained through implementation activities.

Steps

- ◆ Establish staffing and resources
- ◆ Implement transit-oriented design features along transit streets, giving priority to locations where there already is a high level of transit service
- ◆ Explore incentives for transit-oriented development, such as density bonuses and reduced parking requirements near transit, and integrate these considerations into work on the Zoning Ordinance update
- ◆ During review of applications for major developments, analyze and address transportation (including autos, bicycles, walking, and trucking), transit, and parking needs of the potential employees, dwellers, customers, and visitors to the potential development
- ◆ Utilize and enforce conditions of approval for major projects, including assessments for transportation or transit improvements and conditions to assess and resolve the impacts of truck transportation on residential neighborhoods, where appropriate
- ◆ Participate in efforts to discourage free BART and subsidized employer parking, particularly in the downtown area
- ◆ Assist in the development of intermodal transfer stations, that accommodate multiple travel options, consistent with the General Plan Elements
- ◆ Implement transit priority improvements as part of future developments along transit streets

Lead Agency/Divisions: CEDA, Strategic Planning & Zoning

e3

Explore alternatives to increase funding for transit

Because expanded transit support at the state and federal level is uncertain, the City needs to look closely at ways to increase sources of funding for transit. Local funding sources include the 1/4 cent sales tax and the Measure B program. The current 1/4 cent sale tax dedicated for transit is sensitive to downturns in the economy, but will benefit from future increases in the retail tax base. The County transportation sales tax program, Measure B, approved in 1986, has provided transit operating costs to AC Transit over its 15-year life. Reauthorization of Measure B will be considered by Alameda County voters in 1998.

Steps

- ◆ Establish staffing and resources
- ◆ Support reauthorization of transportation sales tax with a fair share of funds for AC Transit

- ◆ Encourage developer contributions that mitigate traffic impacts of the development project
- ◆ Along transit streets, assess the potential benefit of using developer fees to contribute to improved transit. Weigh the benefit against the need to achieve other General Plan and economic development goals
- ◆ Work with AC Transit to pass benefit assessments that generate revenues for targeted service areas. If necessary, support enabling legislation to allow AC Transit to put on the ballot a measure that assesses fees to targeted service areas rather than district-wide
- ◆ Pursue state Transit Capital Improvement (TCI) funds
- ◆ Support federal funding flexibility in the re-authorization of ISTEA
- ◆ Work with regional planning agencies and other jurisdictions to direct funding and planning efforts towards parts of the region – such as Oakland and other Bay Plain cities – that support high levels of transit ridership
- ◆ Work with the Metropolitan Transportation Committee to pursue a regional gas tax
- ◆ Include transit in the scoring and evaluation criteria of City Capital Improvement Program (CIP) projects
- ◆ Seek ways to support light rail development in the East Bay
- ◆ Seek funding for implementing transit priority improvements along transit arterials

Lead Agency/Divisions: CEDA, Public Works Agency

e4

Prepare a citywide transportation and infrastructure improvement program to define, prioritize, and identify funding sources for each of the projects included in the Transportation Plan

“Money should go toward renewing the city’s failing infrastructure.”

- Community Workshop Participant

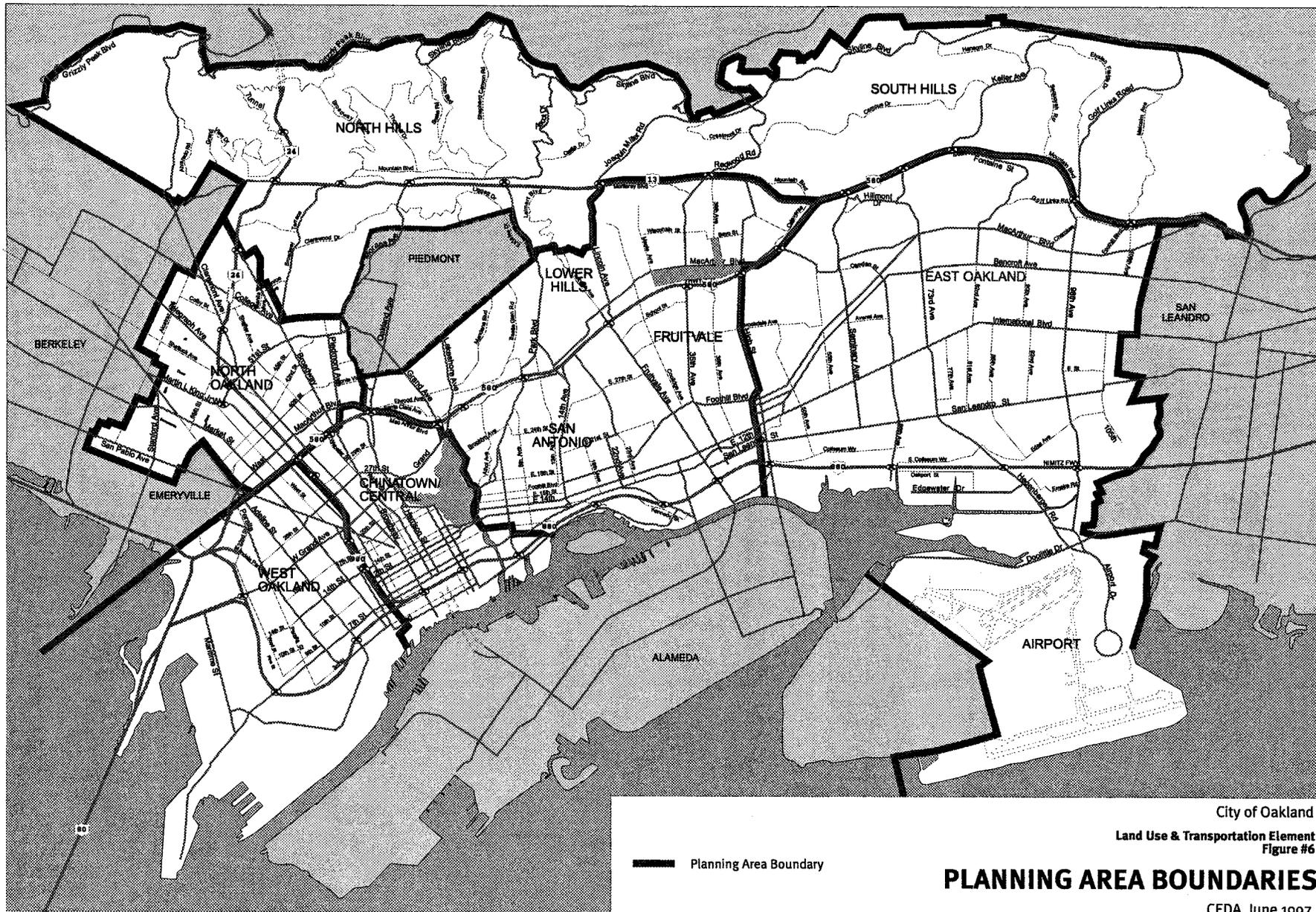
The Transportation Plan includes projects that require further analysis prior to programming. Analysis conducted during preparation of the Element and discussed in Volume 2 indicates a further need for improvements not identified in the Transportation Plan, such as signalization, restriping and other operational improvements that may improve auto, truck, bicycle, and pedestrian movement.

Steps

- ◆ Establish resources to complete this action
- ◆ Analyze Transportation Plan projects in order to better define improvements to be made
- ◆ Compile additional information on projects and funding availability at the regional level.

- ◆ Develop a system for prioritizing projects, including public input and input from Caltrans, AC Transit, MTC and other affected agencies
- ◆ Establish a priority listing to be used in compiling the City's Capital Improvement Program and in preparing the City budget

Lead Agency/Divisions: CEDA, Department of Public Works



City of Oakland
Land Use & Transportation Element
Figure #6

PLANNING AREA BOUNDARIES

CEDA, June 1997



AREA VIEWS

About the Area Views

This part of the Implementation Program sets forth the implementation strategy for six areas of the city, as shown on Figure 6:

- ◆ West Oakland, including the Harbor Area
- ◆ Central / Chinatown
- ◆ San Antonio / Fruitvale / Lower Hills
- ◆ East Oakland, including Central East Oakland, Elmhurst, and the Airport
- ◆ North and South Hills
- ◆ North Oakland

The purpose of the Area Views is to provide a richer description of different parts of the City, to indicate how the Element is applicable to local issues, and to provide direction for the Priority Implementation Agenda specific to each area. Each of the Area Views is formatted similarly and includes:

- ◆ Introductory text characterizing the area
- ◆ Data tables and accompanying commentary estimating area population and employment in 1995 and projecting it for the year 2015. Data is based on work by the Association of Bay Area Governments adjusted to reflect Land Use and Transportation Element policy
- ◆ Key ideas and recommendations summarizing a range of suggestions brought to several community meetings held on the General Plan in 1995 and 1996. Each key concept is followed by an explanation of how the particular concern is addressed by the Priority Implementation Agenda, then cross-referenced to other applicable portions of the Element
- ◆ Descriptions of target areas for focusing investment
- ◆ An Improvement Strategy diagram showing the detail of the City View Strategy Diagram, locations of Area Team target areas, and specific implementation actions

About the Area View Data

Data tables in each of the Area Views is based on 1990 US Census and the Association of Bay Area Government's (ABAG) Projections 1996. ABAG's projections are prepared for the Bay region, and anticipated growth is then distributed to cities and areas within each city. Where the data presented is modified from ABAG projections, changes were made for one of two reasons:

- ◆ Information available at this time was not available at the time of the ABAG work, or
- ◆ Element policies call for a higher level of growth than projected by ABAG

Growth higher than that projected by ABAG, such as is projected by the Element for Downtown, can occur under one of three scenarios, as follows:

- ◆ Regional growth through 2015 is higher than projected by ABAG, and Oakland captures the share of growth that ABAG forecasts
- ◆ Regional growth through 2015 is at the level projected by ABAG, and Oakland captures a greater share of growth than ABAG forecasts (i.e., other cities would capture less growth)
- ◆ Both factors favor Oakland's growth, i.e. regional growth and the City's share of that growth are both greater than projected by ABAG

West Oakland

West Oakland boasts a rich and powerful history, beginning with its selection as the terminus of the transcontinental railroad more than a century ago, to serving as a ship-building center for the nation's defenses in World War II, to functioning as the fourth largest seaport in the United States - a seaport that includes 30 deep-water berths and 30 container cranes supported by a network of interstate freeways, warehouses and intermodal rail yards. West Oakland serves as the gateway for travelers to and from San Francisco, whether traveling by BART, bus, car, or ferry. Throughout the development of West Oakland, transportation in all its forms has been the dominant shaper of the landscape and the primary source of jobs and income for West Oakland residents and related businesses.

The areas adjacent to this lively seaport host a diverse mix of people who are actively engaged in improving their historic neighborhoods and business communities through ongoing dialogue and discussion. Through many cooperative and concerted long-term efforts, the Cypress Freeway (destroyed in the 1989 Loma Prieta earthquake) has been re-routed around the West Oakland neighborhoods to allow central neighborhood areas the opportunity to knit back together. As part of this healing process, the former Cypress Freeway route was renamed the Mandela Parkway, and is in the community planning stages of an extensive beautification effort.

Table 5
West Oakland Jobs and Housing Summary

| Population & Households | 1995 | 2015 | % Change |
|------------------------------------|---------------|---------------|-----------------|
| Population | 24,830 | 25,830 | 4.03% |
| Households | 8,560 | 9,260 | 8.20% |
| Average Household Size | 2.78 | 2.73 | -1.73% |
| Employment by sector | | | |
| Manufacturing | 1,900 | 3,300 | 73.70% |
| Wholesale | 2,500 | 3,800 | 52.00% |
| Retail | 1,000 | 1,300 | 30.00% |
| Services | 4,900 | 5,400 | 10.20% |
| Other | 6,100 | 8,800 | 44.20% |
| Total | 16,400 | 22,600 | 37.80% |

Note:

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

Source:

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

Outlook for Population and Employment:

Population in West Oakland is expected to remain steady with little change in the number of households or average household size.

Household growth of less than 10% is expected over the 20-year period, reflecting the Element's emphasis on maintaining and enhancing existing West Oakland neighborhoods.

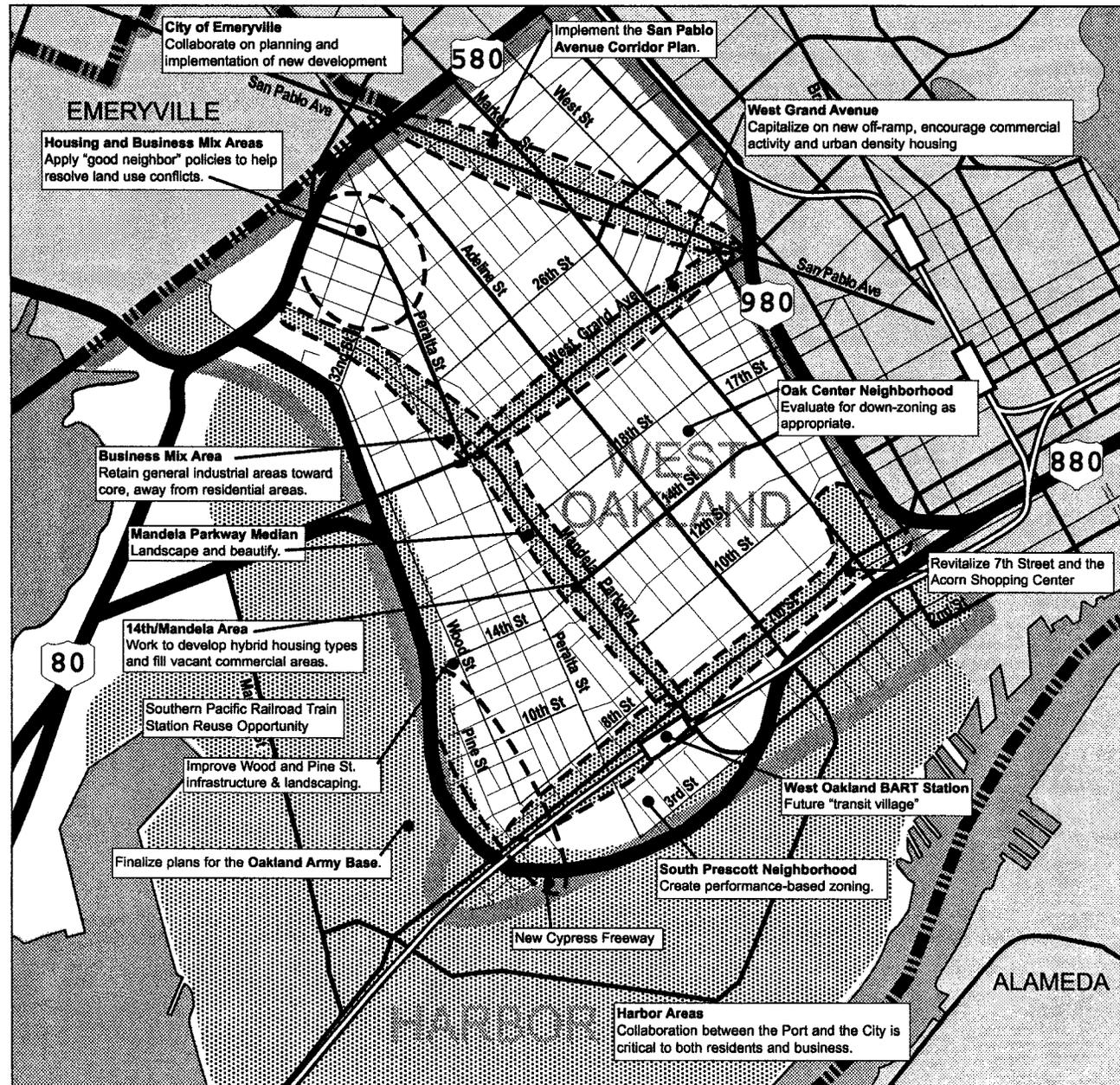
Very strong job growth in the "other" category, which includes potential jobs at the Port of Oakland as well as healthy growth in the manufacturing and wholesale sectors, is expected.

Increases in the retail and service sectors should result in greater choice and convenience for area residents.

- Maintain and Enhance 
- Growth and Change 
- Target Area for Community and Economic Development 

City of Oakland
Land Use and Transportation Element

Figure 5
IMPROVEMENT STRATEGIES
WEST OAKLAND



Key West Oakland Implementation Strategies

During 1995, 1996, and early 1997, important ideas and recommendations were expressed by the residents and business persons who attended community meetings in West Oakland. The following discussion describes these local issues and demonstrates how they are being addressed by the Priority Implementation Agenda. Figure 7 illustrates improvement strategies recommended for West Oakland.

Community Character and Identity

Maintaining and enhancing established neighborhood areas, encouraging business expansion to take advantage of the new Cypress Freeway alignment, and resolving land use conflicts between business and residents are key land use objectives for West Oakland. In community meetings, which were very active and well-attended, participants also expressed the need for economic development assistance, access to the waterfront, better transportation linkages, and overall improvements to the appearance of the community.

West Oakland is a community with a number of persistent land use conflicts between residential and businesses uses. The area of the community most affected by these issues has historically been the West Clawson neighborhood. In this area, land uses are thoroughly mixed with no clear dominance of one use over another. This Element seeks to address these long standing conflicts through collaborative efforts between business, community, and city representatives.

These efforts have resulted in a recommendation to create a land use framework supported by a series of mechanisms and policy actions that address the complex issues in these areas of the community. The Housing and business Mix classification becomes the first initiative or building block that can be used in places such as West Clawson. In addition, a number of additional mechanisms are to be provided in these areas which can become “good neighbor” criteria. These include:

- ◆ programs to address disinvestment
- ◆ mediation of disputes between neighbors
- ◆ organization of neighborhood clean-up
- ◆ investment and maintenance of infrastructure
- ◆ establishment and enforcement of development guidelines and City codes

- ◆ development of new codes specific to the various types of conditions found on each block
- ◆ targeted relocation of specific high impact or heavy industry away from residences
- ◆ shift to businesses with low impacts on surrounding community
- ◆ encouragement for adaptive reuse of vacant buildings and development of compatible infill projects

Residences that abut remaining industry can be better protected against impacts by a range of treatments that include landscaping, lighting, and fencing. Further development of this holistic approach to resolving land use incompatibilities will be explored and implemented as part of the work of the Community and Economic Development Agency's West Oakland Area Team.

The Priority Implementation Agenda calls for a comprehensive overhaul of the City's Zoning Ordinance, including development of new zoning districts, criteria and standards for development, and a set of clear and concise design guidelines. Specific direction regarding the zoning revisions in West Oakland is recommended below.

See also Objectives W2, N9, N10, N11, N12.

Residential Densities

The majority of housing areas in West Oakland are shown on the Land Use Diagram in the "Mixed Housing Type" land use classification. The Priority Implementation Agenda includes direction for tailoring zoning to support both the character of established neighborhoods, and provide guidance for development of the range of housing densities anticipated along the major corridors. West Oakland residents support maintenance of established residential densities in most neighborhoods, while realizing the extent of existing and potential "Urban" residential housing with ground floor commercial, along travel corridors such as San Pablo Avenue, 7th Street, and West Grand Avenue.

Creation of performance-based zoning for the South Prescott neighborhood is included in the Priority Implementation Agenda. This zoning will permit a wide variety of "live-work" and other home based businesses that meet the "good neighbor" criteria described above. As a part of this effort, clearer definitions and standards for live-work type of developments will be established, and non-conforming uses will also be addressed.

See also Objectives N3, N4, N6, N7, N8.

Commercial and Industrial Revitalization

West Oakland offers many opportunities for new and expanded commercial and industrial businesses. To avoid the creation of major land use conflicts in the future, both the business community and residents agree that “a line must be drawn” where appropriate, to separate heavier industry from residential areas. One principle for “drawing the line” was to use the new Cypress Freeway as a border to protect the community from the impacts of heavy industry trucking and container storage related to maritime uses. Further, the new Cypress Freeway design would include on- and off-ramps that would allow other business concerns that use trucks to have immediate access to the freeway to move goods, thereby avoiding travel on local residential streets.

A second principle for determining the extent of the “Business Mix” designation in West Oakland was consideration of existing, contiguous, business or residential areas. This resulted in application of the “Business Mix” classification in large areas surrounding West Grand and Mandela, and along the east side of the new Cypress Freeway. In these areas, retention of general industrial uses toward the “core” of this area (away from residential neighborhoods) will be allowed, although the predominant uses are expected to be a mix of commercial business and office. Live-work space should be encouraged to locate at the edges of the Business Mix area and in Housing Business Mix areas. In areas where no clear land use predominates, the “Housing Business Mix” classification allows a low-impact mix of living and working to co-exist with provision of appropriate “good neighbor” policy criteria.

West Grand Avenue is anticipated to become a well traveled cross-town route as a result of the new Cypress Freeway alignment, and has been designated as “Community Commercial” to provide opportunity and encouragement to commercial or urban density housing development that may wish to take advantage of the new off-ramp. The 7th Street area continues to be classified as a commercial corridor, and a target area for improvement along with the Acorn Shopping Center. The 7th Street BART Station has been designated as a Transit-Oriented District. Efforts to improve the Mandela Parkway corridor, to develop an afrocentric commercial area, and retain the nearby South Prescott residential neighborhood are supported and encouraged through application of this designation.

See also Objectives I/C2, N1 - N5, N9 - N11.

Inter-jurisdictional Cooperation and Coordination

The Outer and Middle Harbor areas which adjoin West Oakland's neighborhoods are largely under the purview of the Port of Oakland. As such, it is extremely important to make joint commitments toward ongoing, cooperative, and coordinated planning and implementation of projects or programs in the West Oakland area and with the OBRA process. Additionally, West Oakland is greatly affected by the growth and development of Emeryville, particularly along the San Pablo corridor and the new Mandela Parkway extension. Continued efforts to collaborate with Emeryville on planning and implementation of new projects are very important to the health and welfare of West Oakland residents and business.

See also objective W4.

Public Safety

Residents and business people alike are concerned that criminal activity has degraded the quality of life in West Oakland. A comprehensive economic development strategy, as described in the Implementation Agenda, recognizes safety as a key element to a healthy business climate. Furthermore, CEDA's West Oakland Area Team, an interdepartmental City staff group dedicated to service delivery through an area based approach, will focus City resources, including law enforcement, where the greatest benefit will be provided.

See also Objective N1, Policy N1.7.

Target Areas

A very important part of the Implementation Agenda is the identification of target areas for focusing public investment, and encouraging private investment to follow. In West Oakland, both residential and commercial areas are in need of targeted improvement. Target areas provide the focus for city improvement strategies, particularly through the West Oakland Area Team. In West Oakland these target areas include:

West Oakland BART Station/Mandela Parkway area

Encourage and support beautification of the Mandela Parkway corridor, and offer business support and public improvements toward establishment of a "Transit Village" near the BART Station. Preliminary ideas for this "Transit Village" include the creation of an afrocentric

marketplace and community center that takes advantage of both BART and the new Mandela Parkway.

San Pablo Avenue corridor

Complete the San Pablo Avenue Corridor Study sponsored by the Alameda County Congestion Management Agency, and implement its recommendations where possible. Improve the appearance of San Pablo Avenue itself, especially as it travels through Emeryville to Oakland. Improve the connection of West MacArthur Boulevard to San Pablo Avenue.

Wood Street Pine Street and Frontage Road

Create a Frontage Road to take heavy haul truck and auto traffic to the new Cypress Freeway, thereby avoiding truck impacts to local streets. Improve Wood and Pine Streets, including installation of curbs, gutters, sidewalks, lighting, and landscaping to buffer the New West neighborhood from truck traffic and freeway noise.

West Grand Avenue from the new freeway

Position West Grand Avenue as the new “direct” route into West Oakland and to and from San Francisco. Take steps to market and promote the Avenue’s commercial and urban housing potential.

Raimondi Park

Make capital improvements to Raimondi park. Improve security.

7th Street and Acorn Shopping Center

Revitalize 7th Street and Acorn shopping center. Take advantage of the new Cypress Freeway exit at Adeline to attract business into West Oakland. Consider a mix of urban housing and commercial uses surrounding the potential “Transit Village” at the area near Mandela Parkway and 7th Street.

Transportation and Planning Links

Establish strategically located business centers, target economic development support, and create direct freeway access routes for industry and business. Completion of the West Oakland Transportation and Economic Development Study is expected to establish policies to address these issues.

Oakland Army Base

Work with the West Oakland Citizen's Advisory Group WOCAG, the Port of Oakland, the Oakland Base Reuse Authority, and other affected agencies and individuals to establish reuse options for the base. The final reuse plan should benefit both business and community interests, and, if necessary, result in a General Plan Amendment to the diagram and policy to reflect agreements made after Element adoption.

New Park at the Finger Piers and Bay Bridge Touchdown

The Outer Harbor crescent, which includes the finger piers near the Fleet industrial Supply center is designated as open space. This area will require direct and understandable access for pedestrians, bicyclists, and automobiles via 7th street and/or the realigned Middle Harbor Road. (Refer to the Open Space, Recreation, and conservation Element for more information.) Similarly, as the Bay Bridge is developed, parkland is designated at the end of the spit that will also require improved multi-modal access.

Trucking Impacts in Neighborhoods

Work with the Port of Oakland to locate new businesses that require trucking services away from residential neighborhoods, in once with the intent of the General Plan. Expand and continue educational and enforcement efforts addressing illegal truck parking and operation that occur in residential areas.

Central / Chinatown

More than any other part of the city, this vital core area is what distinguishes Oakland from other East Bay cities. Not only is this the heart of Oakland, but it also serves as the essential urban center for the region.

The Central/Chinatown planning area contains the Downtown Showcase, the Jack London Square portion of the Mixed Use Waterfront Showcase, and other distinct areas including extensions of the Telegraph and Broadway corridors and neighborhoods in and around downtown: Adams Point, Richmond Boulevard, Mosswood, and the Gold Coast. North of Downtown, just south of Highway 580, Pill Hill, located between Telegraph and Broadway, is the East Bay's largest concentration of hospitals and medical services. Pill Hill's influence extends onto both the Broadway and Telegraph corridors. Another regional attraction is Auto Row, the long-time home of many of the city's auto dealers. Institutional and large-scale commercial uses co-exist in the area with neighborhood housing and activity areas.

Table 6
Central / Chinatown Jobs and Housing Summary

| Population & Households | 1995 | 2015 | % Change |
|------------------------------------|---------------|---------------|-----------------|
| Population | 30,700 | 35,090 | 14.30% |
| Households | 15,800 | 18,500 | 17.09% |
| Average Household Size | 1.80 | 1.80 | 0.00% |
| Employment by sector | | | |
| Manufacturing | 5,000 | 4,200 | -16.00% |
| Wholesale | 2,200 | 1,800 | -18.18% |
| Retail | 6,100 | 9,800 | 60.66% |
| Services | 25,800 | 36,650 | 42.05% |
| Other | 27,300 | 34,300 | 2564.00% |
| Total | 66,400 | 86,750 | 30.65% |

Note:

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

Source:

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

Outlook for Population and Employment:

The Policy Framework established by the General Plan Congress provides for significant population and employment growth in the Central/Chinatown area. Given allowable densities, population is expected to increase by 14% and employment by 30%.

(The growth projections prepared by the ABAG and based on previous trends anticipate smaller increases - 9% population growth and 11% job increase.)

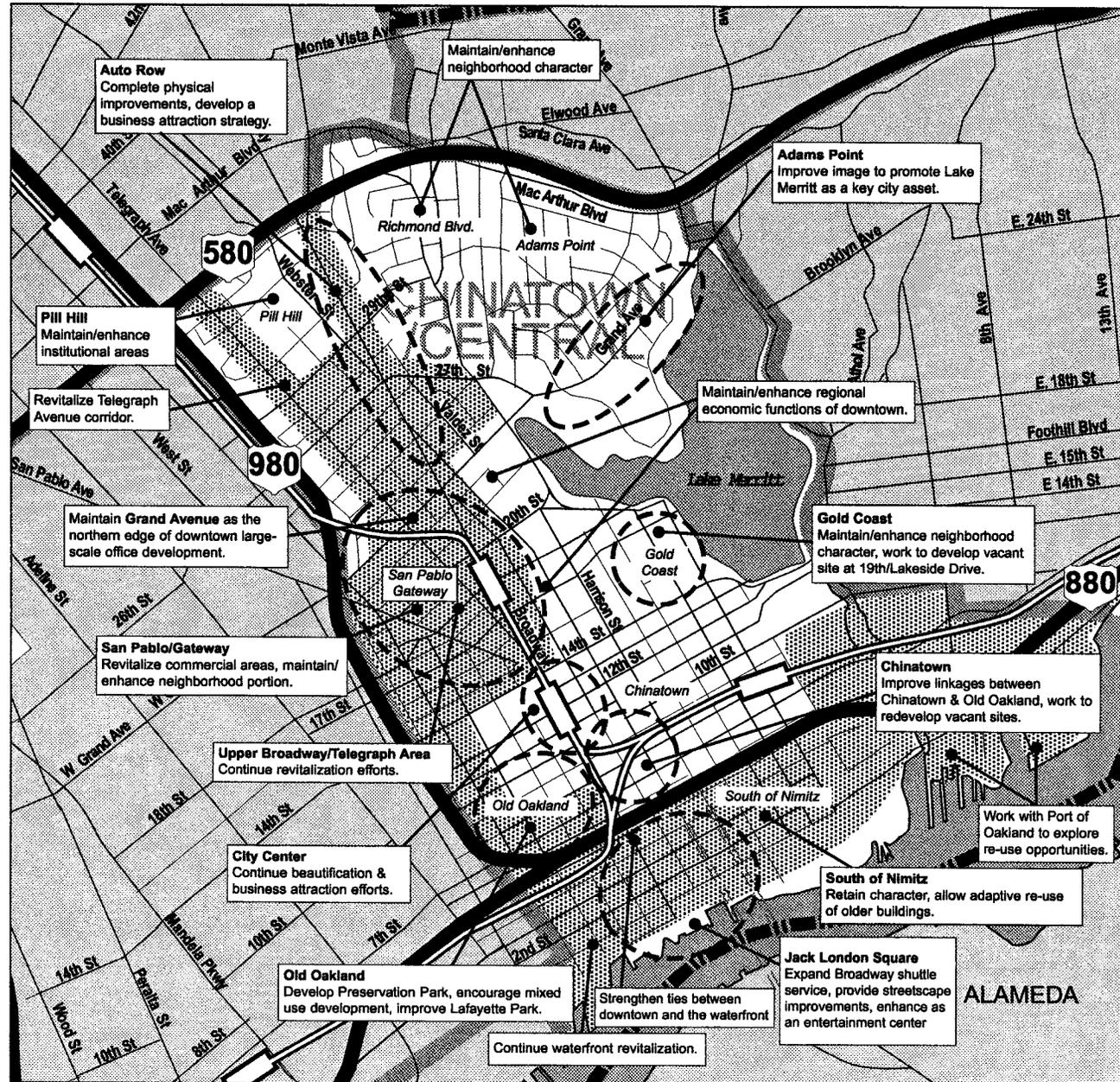
Almost half of year 2015 housing units and over 75% of future jobs in the Central/Chinatown area are projected to occur in the Downtown - the area south of West Grand.

Employment in the area is expected to shift from manufacturing and wholesale to the service sector which is expected to increase by 42% over the next 20 years.

- Maintain and Enhance 
- Grow and Change 
- Target Area for Community and Economic Development 

City of Oakland
Land Use and Transportation Element

Figure 6
IMPROVEMENT STRATEGIES
CENTRAL/CHINATOWN



Key Central / Chinatown Implementation Strategies

Discussion of the Central / Chinatown planning area at General Plan workshops in 1995 and 1996 emphasized a number of ideas and suggestions. Many of these are discussed in the Downtown and Mixed Use Waterfront showcase sections. Others are discussed below with reference to the Priority Implementation Agenda and other pertinent sections of this Element.

Figure 8 illustrates improvement strategies for the Central/Chinatown Planning Area. See also the Downtown Showcase map.

Corridor Revitalization

Workshop participants recognize the need to revitalize the Telegraph and Broadway corridors to accommodate both regional and local-serving uses while controlling the impacts of corridor uses on adjoining housing areas. Major sites on these corridors, including the old Sears store and the MacArthur/Broadway Center, are available for reuse or intensification. Vacant sites are also available for new development.

See also Downtown Showcase discussion, Objectives D1, D2, D4, D6, I/C1, I/C3, I/C4, N1, N5, N8, N10, and all related policies.

Image, Safety, and Accessibility

Many of the suggestions heard during public meetings were geared toward making the central area more inviting for residents, visitors, and workers. Specific concerns include public safety and security risks, blight associated with vacant and earthquake damaged buildings, accessibility of public parking areas, and a general need to intensify activities. Additionally, there is great appreciation of the area's "jewels" and support for their protection, enhancement and improved accessibility. Environmental assets include Lake Merritt, Mosswood Park and the Estuary Channel. Other important assets are the area's cultural, educational and performing arts facilities.

See also Downtown Showcase discussion, Downtown Goals, Objectives, and policies. See also OSCAR and Historic Preservation Elements..

Target Areas for Community and Economic Development

As indicated above, one component of the Implementation Agenda is the identification of target areas for focusing public and private investment. Seven targets have been identified in the Central/Chinatown planning area. Many immediate and short-term actions have been identified to benefit the appearance and vitality of each of the downtown target areas, including street cleaning, improved signage, heightened security, abatement of seismically unsafe or blighted buildings, expansion of downtown shuttle service, festivals and events, and installation of decorative elements to accentuate unique downtown sub-areas.

Upper Broadway and Telegraph

In concert with improved safety and appearance, continued efforts are being directed toward creating an Uptown Retail and Entertainment Area in and around the Fox Theater and at Broadway and 20th Street. Other properties such as Latham Square and the old Sears Building are specifically identified for reuse activities. Also, efforts to attract government offices such as BART administrative headquarters to Downtown will continue.

City Center District

In addition to visual improvements, actions proposed for the City Center area include attracting high intensity infill hotel/office development at 12th and Broadway and locating a transit center at 14th and Broadway.

Chinatown

Actions for Chinatown focus on the Broadway corridor. To better link Chinatown with Old Oakland, development proposals for Broadway between 7th and 8th are needed. A new office or mixed use project is also sought for the vacant site at 9th and Broadway.

Jack London Square

The Estuary Plan to be adopted as part of the General Plan will give direction for the future of the Jack London District. The CEDA Area Team has identified the following principal actions for the target area: 1) to initiate streetscape improvements, including increased lighting and public art elements under the I-880 overpass, for an exciting, pedestrian-friendly environment, and 2) to expand the Broadway Shuttle service to support evening and weekend retail and entertainment activities within uptown and Jack London Square. Support preliminary plans to install bicycle lanes between Jack London Square and City Center, as well as freeway planning to offer a direct off-ramp to the Jack London Square area from newly reconnected I-880.

Old Oakland

The Area Team has identified a variety of significant projects in Old Oakland that are intended to increase the attraction of new residents and mixed use development, including:

- ◆ Old Town Square mixed use housing development
- ◆ Swan's Market mixed use project
- ◆ Preservation Park
- ◆ Housewives' Market mixed use housing development
- ◆ Reuse/redesign of Lafayette Park
- ◆ Creation of a unique eating environment niche

Auto Row

Actions for this target area seek to support and enhance automobile dealership activities through physical improvements and development of complementary uses which will help retain this important sector of Oakland's economy. Where possible, include provisions for pedestrian and bicycle facilities.

Adams Point

Efforts are focused on increasing pedestrian safety and improving the target area's appearance through graffiti abatement and litter removal, particularly in areas adjacent to Lake Merritt.

East Oakland

The area now known as East Oakland became part of the City's history when Henry Fitch purchased a parcel of land near what is now the Oakland Alameda County Coliseum. In 1850, he developed the hamlet of "Fitchburg", and rail service through Oakland was established in 1877. The nearby racetrack (which doubled as a baseball field) was the site of the Oakland Athletics' first baseball championship in 1878. A short distance to the north, local cattlemen founded the village of Melrose, and to the southeast, Elmhurst. These settlements grew as people came to raise cattle, fruit, and vegetables in the balmy flatlands.

Mills College accepted its first students in 1871, and soon became the premier women's liberal arts college in the United States. Elmhurst grew rapidly around its new train station; Realtors began subdividing the region and selling modest home sites to cannery and factory workers moving into the area after Elmhurst was annexed by Oakland in 1911.

In 1916, General Motors built a Chevrolet assembly plant at 73rd and Bancroft while other industrial employers (including General Electric) moved in along the Southern Pacific Railroad Tracks. The GM auto plant was later demolished to construct Eastmont Mall. Rapid home construction began in the 1920's, and between 1920 and 1924, over 13,000 housing units were built (compare to current housing production Citywide, of about 400 units per year). Larger housing projects were developed during World War II to house blue collar wartime production workers. After World War II, both industrial and housing production declined, and many long time residents were left without jobs and/or in deteriorating housing. The area has since struggled to maintain industry and commercial development along its major corridors, and to rehabilitate aging housing stock.

East Oakland also has some of the best assets Oakland and the Bay Area have to offer: professional sports and entertainment, a range of housing, open space, and recreational opportunities, essential-service industrial commercial areas, and easy access to the regional transportation network and the Metropolitan Oakland International Airport.

Table 7
East Oakland Jobs and Housing Summary

| Population & Households | 1995 | 2015 | % Change |
|------------------------------------|---------------|---------------|-----------------|
| Population | 105,600 | 109,200 | 3.41% |
| Households | 33,600 | 35,300 | 5.06% |
| Average Household Size | 3.10 | 3.04 | -1.94% |
| Employment by sector | | | |
| Manufacturing | 4,200 | 5,900 | 40.48% |
| Wholesale | 3,800 | 4,700 | 23.68% |
| Retail | 4,100 | 5,900 | 43.90% |
| Services | 11,300 | 13,230 | 17.08% |
| Other | 12,700 | 16,100 | 26.77% |
| Total | 36,100 | 45,830 | 26.95% |

Note:

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

Source:

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

Key East Oakland Implementation Strategies

Discussions with the community regarding the East Oakland area in 1995 and 1996 emphasized a number of ideas and suggestions for the Airport, Elmhurst, and Central East Oakland areas. Many of these are discussed in the Policy Framework and the Priority Implementation Agenda. Figure 9 illustrates improvement strategies for East Oakland.

At community workshops, East Oakland residents and business people emphasized the following points:

Blighted Properties and Land Use Conflicts

The checkerboard nature of existing industrial and residential uses in parts of East Oakland tends to act as a disincentive to owners to repair or improve their properties. Decay and neglect are found along the major travel corridors and in some residential neighborhoods. Home to many older industrial operations, the area along San Leandro Street between High Street and the City of San Leandro includes many locations where there are conflicts between residential and industrial uses. Pockets of industry are interspersed with housing, particularly in the Railroad Avenue area

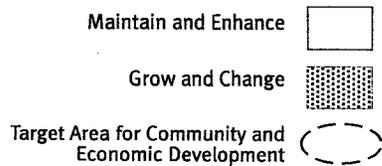
Outlook for Population and Employment:

Employment growth is expected to be very strong, with about a 27% overall increase, and growth in all sectors.

The largest number of jobs expected to be created in the area are projected airport and related jobs, which are included in the 'other' category in the table.

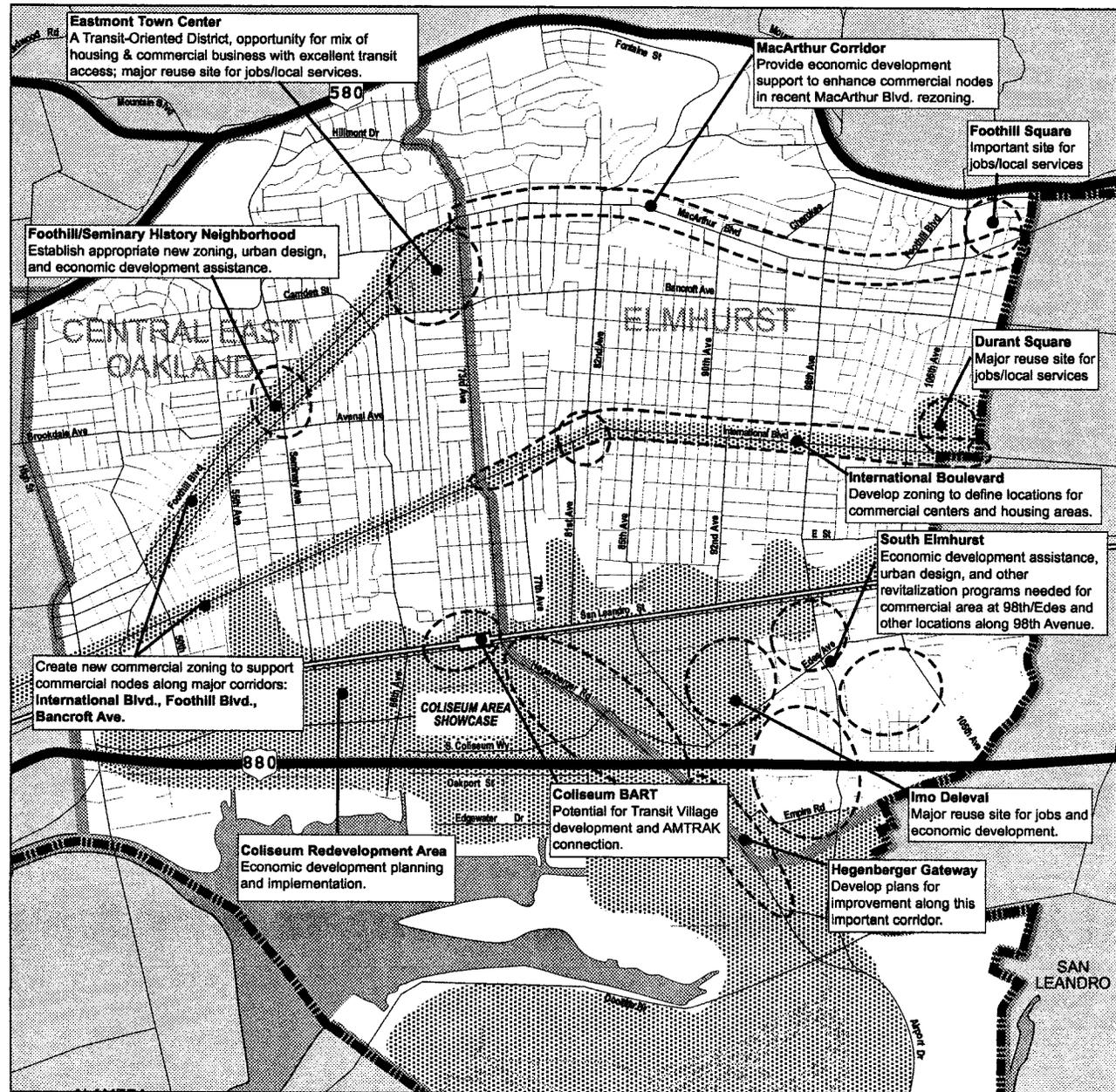
The largest percentage increase in jobs is in the manufacturing sector, emphasizing the importance of providing sufficient land in the industrial and business mix land use classifications.

Population and household growth in East Oakland is expected to be modest, with average household sizes decreasing over the 20-year period.



City of Oakland
Land Use and Transportation Element

**Figure 7
IMPROVEMENT STRATEGIES
EAST OAKLAND**



near Pearmain Street. Both residents and industries suffer from conflicts over noise, emissions, toxins, odor, glare, and other impacts associated with older industrial operations.

These long standing blighted areas and land use conflicts are addressed in the Land Use and Transportation Plan by separating heavy industry from housing where possible, and establishing the Housing and Business mix classification. The Housing and Business Mix classification is used in East Oakland areas where low impact industry and housing can peacefully coexist. Successful implementation of the Housing and Business mix classification will require focused City efforts to establish regulations as part of the Priority Implementation Agenda, and to conduct ongoing enforcement of regulations such as building and fire codes (see “good neighbor” criteria discussion in West Oakland Area View). Additional activities to address concerns about image and safety include abatement of abandoned vehicles, community policing, and community based planning. Resolving blight and land use incompatibilities is also one of the objectives of the Coliseum Area Redevelopment Plan.

See also Objectives I/C2, I/C4, N1, N5, N12.

Redevelopment and Corridor Revitalization

East Oakland has a number of large-scale redevelopable sites. These sites provide significant redevelopment potential for newer industrial operations that have few negative off-site impacts. Major reuse sites that are available include Eastmont Town Center (designated as a Transit-oriented district), Durant Square, Imo Delaval, and Foothill Square.

East Oakland needs commercial revitalization and basic services; residents generally go outside East Oakland for their banking and shopping. Existing neighborhood centers need urban design and economic development assistance. The Priority Implementation Strategy directs the preparation and application of new zoning to support creation of commercial nodes along the major corridors, such as International Boulevard, Foothill Boulevard, and Bancroft Avenue. In areas where this zoning pattern is already in place, such as MacArthur Boulevard, economic development efforts are important to support transformation of the corridor into thriving commercial areas that have safe and healthy housing segments in between.

See also Objectives I/C1 - I/C4, N1, N8

Institutional Uses and Open Space

Community treasures should be used, preserved, and enhanced as the anchors of East Oakland. These include Arroyo Viejo Park, Rainbow Recreation center, Courtland Creek Park, Martin Luther King, Jr. Shoreline, Arrowhead Marsh, the Bay Trail, East Oakland Youth Development Center, and Melrose Library. Mills College, established in 1871, continues to be a strong and well-respected regional educational center which needs better interfaces with the surrounding community. The Land Use and Transportation Plan diagram and the Policy Framework support the maintenance and enhancement and of these uses and activities in East Oakland.

See also Objectives I/C5, N2, N9, N14, and the OSCAR Element.

Residential Density and Character

Outside of the airport environs, East Oakland contains a mix of detached housing units and mixed housing types. Rehabilitation programs that offer assistance to renters as well as owners are needed in some neighborhood areas. As a part of the Priority Implementation Agenda, zoning will be created to reflect East Oakland's densities and housing types, with the objective of maintaining and enhancing the character of established neighborhoods.

See also Objectives N3, N4, N6 - N11.

The Airport

The future of the airport area is discussed in detail in the Airport/Gateway Showcase in the Waterfront section in Chapter 2. Please refer to that section for more information.

Target Areas for Community and Economic Development

Eastmont Town Center

The Eastmont Town Center area offers an exciting opportunity for the creation of a new mixed-use living and working environment that is well located to become a transit-oriented district. The former mall, located on the MacArthur Boulevard Highway (now a regional Transit Street) lost its advantage as a regional destination when Highway 580 was built to the east, thereby diverting traffic from its location. Several major transit lines and corridors of the transportation network meet at Eastmont Town Center, and revitalization plans are assessing how best to include and encourage use of a wide range of types of access to the area. The 73rd Avenue

arterial offers a direct route to the Coliseum area, I-880, and the Airport, while cross-town routes such as MacArthur Boulevard, Foothill Boulevard, and Bancroft Avenue also serve the site. The addition of well-designed, compatible housing and neighborhood services to the mall area would strengthen this neighborhood and provide a revitalized focus for the district.

Foothill/Seminary Commercial Area

Revitalization of this historic neighborhood commercial center which is located on a Regional Transit Street, will be supported through establishment of appropriate new zoning, urban design, and economic development assistance.

Hegenberger Road Gateway: Planning and Improvements

The City and the Port of Oakland are collaborating on an effort to prepare a development improvement plan for the Hegenberger Road Gateway area. The Gateway Plan will describe how public and private investment, City and Port initiatives, local procedures, and land use controls might be used to enhance economic development opportunities and create a positive image for the City of Oakland. The Gateway Plan will be used by the City of Oakland, Port of Oakland, and the development community as a guide for development of the area, a road map for public investment, and a marketing tool to attract new development to Oakland.

98th Avenue Improvements

98th Avenue, from Highway 580 to I-880 undergone widening and then reconstruction of the bridge over I-880, linking the Elmhurst community with the airport area. Also, a pedestrian and bicycle bridge that is separate from the auto and truck traffic lanes is being constructed. These improvements will enable direct access to the Airport for East Oakland employees, travelers from Highway 580, and those arriving via I-880 from the South Bay.

73rd Avenue Improvement

Public Improvements to widen and/or straighten 73rd Avenue east of MacArthur to Highway 580 have been discussed and contemplated for some time among community members, City Council, and staff. The Transportation Plan includes improvements to the 73rd Avenue Corridor, and further study is necessary to identify the preferred option for improving traffic operations. Projection of future traffic conditions indicates a need for improvements to the corridor to avoid over-capacity conditions.

Coliseum BART

The Coliseum BART Station is designated as a Transit Oriented District, and is discussed more fully on page of the Transportation and Transit-Oriented Development section. The station

is also designated as an intermodal transfer point, with connections between BART, Amtrak and the Airport. The Transportation Plan calls for a direct, fixed-route link from BART to the airport, with a potential mid-route stop near the Edgewater business park area. Location of an additional stop for the Amtrak Capital Express (intercity rail line) is also anticipated at this station.

Coliseum Redevelopment Area

Economic development planning and implementation are key objectives for the Coliseum Redevelopment Area, which encompasses 6,500 acres (the largest in California). The Redevelopment Plan identifies specific locations and degrees of physical and economic blight, a preliminary assessment of the proposed method of financing the redevelopment of the project area, and a description of how the proposed projects will improve or alleviate the economic and physical conditions. See also discussion of the Coliseum Area Showcase.

South Elmhurst

The commercial area at the intersection of 98th and Edes needs economic development assistance. Completion of the new 98th Avenue freeway exit and on-ramps will provide easier access to the entire Elmhurst area, and the neighborhood activity center at 98th and Edes in particular. Urban design assistance and revitalization programs are expected to be used in this effort.

MacArthur Corridor

Economic development support is needed for this Regional Transit Street to enhance commercial nodes and support new residential development recommended by the recent MacArthur Boulevard rezoning. The MacArthur Boulevard Rezoning, which was created through community consensus, is intended to stimulate both commercial and residential development.

International Boulevard (formerly East 14th Street) Corridor

A major recommendation of this Element is the redesignation of long commercial strips into nodes of commercial activity supported by segments of housing. This principle will be applied as shown on the Land Use and Transportation Plan Diagram to International Boulevard, and zoning will indicate the precise locations of commercial and housing areas. One focus will be the re-establishment of a neighborhood activity center at 81st-82nd and International Boulevard. This heavily traveled corridor is designated as a Regional Transit Street and is one of two candidates for light rail or electric trolley buses in Oakland.

North and South Hills

Rising eastward from the bay plain are the Oakland Hills. These hills provide a spectacular backdrop and natural divide between Oakland's urban areas and the greenbelt formed by the East Bay Regional Parks system and rural Contra Costa County further east. The North and South Hills are comprised mostly of wooded, hillside housing areas with easy access to renowned open space and recreation lands. Together they form a defining feature of Oakland's geography.

The North Hills, perhaps more than any other part of Oakland, have a development pattern influenced by topography and natural features. The area originated as a lumbering center and vacation retreat for San Franciscans and evolved during the early and mid-1900s into a residential area best known for its spectacular views, forested character, winding streets, and hillside architecture. The 1991 Firestorm affected the North Hills almost exclusively. One result has been a significant change in architectural styles in some North Hills neighborhoods.

Commercial activities in the North Hills are centered around Montclair Village, a well-established and successful community shopping district with distinctive charm. Smaller commercial centers are along Thornhill Avenue, Lower Broadway Terrace, Leimert Avenue, and Joaquin Miller Road.

The South Hills does not have a strong activity center comparable to Montclair Village. For the most part, the South Hills were subdivided and developed later than the North Hills. The South Hills area is the most suburban section of Oakland, with large-scale post 1960 developments of wide, engineered streets and ranch-style homes. Neighborhoods in the South Hills are separated from each other by large open spaces and institutional uses such as Holy Names College, Merritt College, and Knowland Park. While these conditions hinder the perception of the South Hills as a single community, they evoke a strong sense of identity within each neighborhood. Unlike most of the city's planning areas, the South Hills include some still undeveloped areas that may accommodate some future growth.

Outlook for Population and Employment:

Population and household growth of approximately 15% is expected in the North and South Hills. The higher population growth estimate made by ABAG for the South Hills has been adjusted downward to reflect Element policies as well as City acquisition and preservation of open space lands which would otherwise have been available for development

Job growth of about 20% is anticipated, almost all in the retail and services sectors

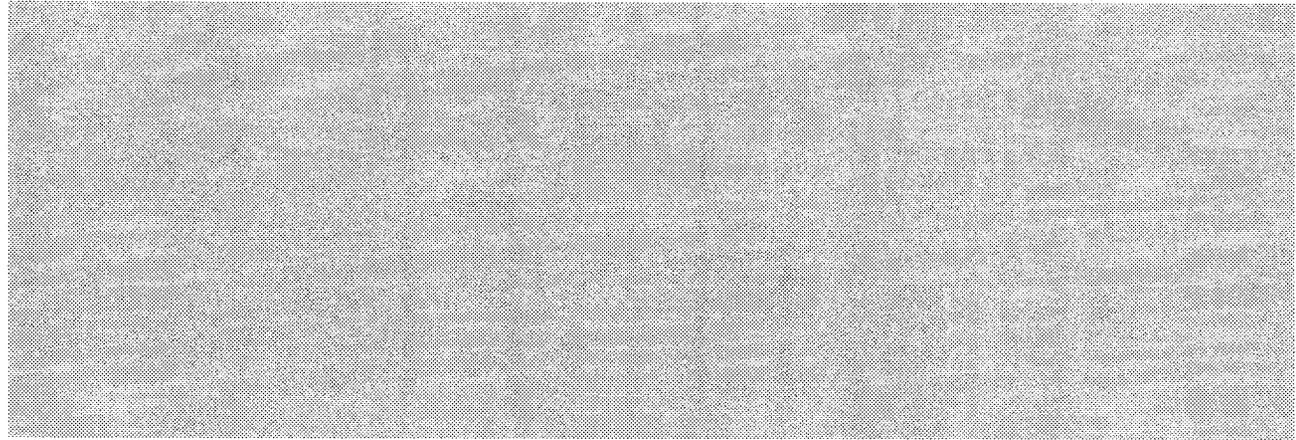


Table 8
North/South Hills Jobs and Housing Summary

| Population & Households | 1995 | 2015 | % Change |
|------------------------------------|--------------|---------------|-----------------|
| Population | 42,400 | 48,700 | 14.86% |
| Households | 16,500 | 19,400 | 17.58% |
| Average Household Size | 2.50 | 3.00 | 20.00% |
| Employment by sector | | | |
| Manufacturing | 80 | 120 | 50.00% |
| Wholesale | 380 | 450 | 18.40% |
| Retail | 1,500 | 1,940 | 29.30% |
| Services | 4,070 | 5,410 | 32.90% |
| Other | 2,470 | 2,300 | -6.80% |
| Total | 8,500 | 10,220 | 20.20% |

Note:

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

Source:

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

Key North and South Hills Implementation Strategies

Given the unique nature of hillside development issues, it is not surprising that concerns and ideas discussed at North/South Hills community workshops for this Element were very different from those discussed in other areas of the city. Planning issues relating to hill area topography and community character led to preparation of two area plans for portions of the hills in the 1970s. These documents – the North Oakland Hills Area Specific Plan and the Shepherd Canyon Plan, provided the foundation for zoning amendments and open space, designations which remain in force consistent with the General Plan.

Suggestions from hill area community members are described below, each followed by a discussion of how the Priority Implementation Agenda responds to the issue.

Cross-referencing to related objectives and policies, as well as other related parts of this Element, are in italics.

Figure 10 illustrates improvement strategies recommended for North/South Hills.

Residential Density and Character

Lot size, site and building design, and view and slope protection are key considerations in planning for new development and improvements in hill areas. Several policies addressing these issues in the Neighborhood GOPs were developed through conversations with hill area residents and others interested in the areas future. In addition to the impact of zoning and other regulations on area development, existing neighborhood covenants provide guidance relating to density and character.

There has been heightened awareness of public safety in the hill areas since the 1991 firestorm. Emergency vehicle access and evacuation on narrow hillside streets are of particular concern. In certain localized areas there is a perception that added cars from secondary housing units further reduce mobility and safety.

See also Objectives N3, N6, N7, N10, N11, and N12 and related policies, and North Hill Area Specific Plan.

South Hills Commercial Needs

Most South Hills residents must travel outside their neighborhoods for shopping and services. While there is community support for additional commercial development, residents ask that there be sensitivity to local neighborhood needs and concerns about traffic, noise and lighting. This Element provides for commercial development on the Oak Knoll site. It also includes policies regarding compatibility issues.

See also Objectives N1, N10, and N11 and related policies.

Institutional Uses and Open Space

Hill areas are rich in protected open space and hold large expanses of land dedicated to public institutions, including Merritt College, Knowland Park/Zoo, and Dunsmuir House. Maintenance and enhancement of these assets are important to the surrounding neighborhood and the wider community.

See also Objectives N2, N10, N13 and OSCAR Element.

Target Areas for Community and Economic Development

Identification of specific target areas for focusing public and private resources is an important piece of the Implementation Agenda. (See Priority Implementation Agenda, part d.) Many of the city's target areas are identified along the commercial corridors, with multiple actions to address a variety of problems and opportunities per location. Targeted locations in the hill areas generally exhibit less severe problems, and require fewer actions than the more intensely developed parts of the city.

Firestorm Area

In 1991, fire destroyed nearly 2,800 single-family homes and apartments in the North Hills. By 1997, over half had been rebuilt and much work had been accomplished toward restoring the area. However, north hills residents identified additional clean up needed, such as removing remaining foundations and dead trees and addressing abandoned and problematic construction sites. Fire safety is a primary concern of residents throughout the hill areas. Residents have also expressed a desire for a small shopping center in the Tunnel Road area, if economically feasible.

Montclair

Residents and merchants believe that further success of the Montclair Village business district is hampered by a parking shortage. They are interested in investigating convenient location for additional customer parking. Residents have also asked that parking needs in residential areas be evaluated.

Oak Knoll

This is a key opportunity site for sizable new development in the South Hills area. Future use of this site will emphasize the compatibility with surrounding development.

The former Oak Knoll Naval Hospital site has received federal approval of a reuse plan which identifies a mixture of uses including housing, recreation, small scale commercial, and public services. The City is currently seeking proposals for a master developer to implement the final community reuse plan for the site. (See also Strategy Diagram.)

Leona Quarry

Leona Quarry will be closed within the life of this Element. Subsequent reclamation of this site will provide opportunities for open space, housing and commercial uses. The reclamation of the Leona Quarry mine is a priority for the improvement of the South Hills area. The Oakland General Plan envisions reclamation and reuse of the Leona Quarry site with residential development that is sensitive to the low density, residential character of the area, and serves the needs of the Central Oakland communities.

San Antonio, Fruitvale, and Lower Hills

Three distinctive communities make up this central area of the City which stretches from Lake Merritt to High Street and Highway 13 to the Bay. Each community has its own mosaic of residential neighborhoods and business areas.

The San Antonio district (named for the Spanish land grant that covered much of Berkeley, Oakland, and San Leandro) extends from the east side of Lake Merritt to Sausal Creek. This area became home to three pioneer towns, San Antonio, Clinton, and Lynn, which were later consolidated into the town of Brooklyn. Much of the existing street pattern was established prior to being annexed to Oakland in 1872. Buildings from the original towns, scattered among early 20th century and post W.W.II development, result in a diverse assemblage of land uses and building types.

Fruitvale was the location chosen for the homestead of the Peralta family, grantees of the Rancho San Antonio. Preceding annexation to Oakland in 1909 the district had become a major fruit-growing and canning center. Most housing development took place after 1920. As was true in San Antonio, industrial development occurred early on, benefiting from waterfront transportation opportunities. In lower Fruitvale, intermixing of residential areas with industry stems from the 19th century; incompatibilities have become more pronounced with growth and change.

Both San Antonio and Fruitvale are characterized by diversity of population which contributes to their strong ethnic character. Census data for 1990 reveals this diversity: in all but three of the area's 18 census tracts no single ethnic group comprised more than 50% of the population.

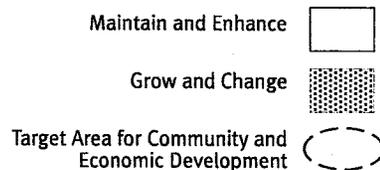
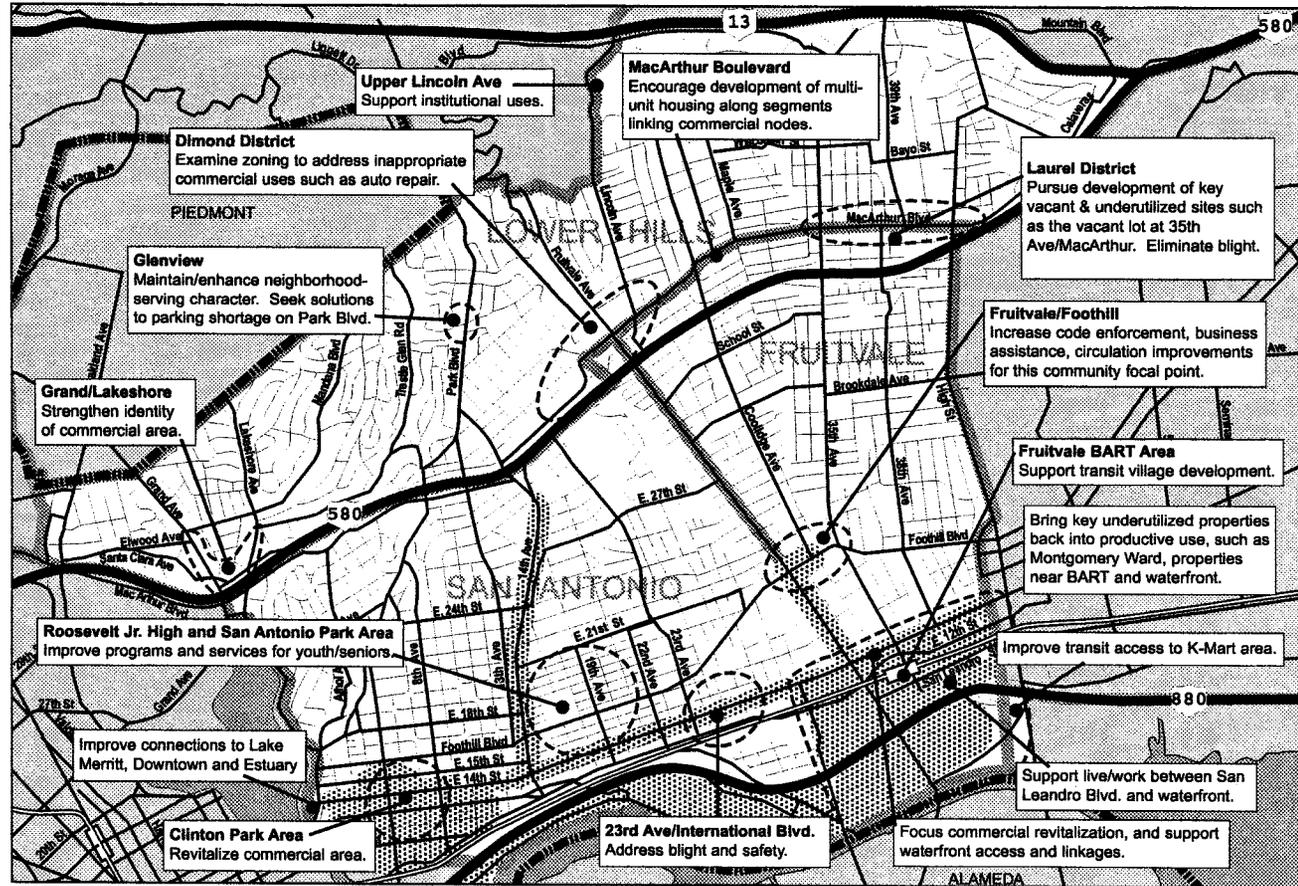
As is indicated on the Land Use and Transportation Plan Diagram, San Antonio and Fruitvale neighborhoods are largely comprised of mixed housing types, with mingling of single family attached and detached units and apartment buildings. Commercial activity is concentrated along the corridors of MacArthur, Foothill, International Boulevard, East 12th Street and San Leandro Street, and in transition areas in and south of the I-880 corridor. South of East 12th Street some older industrial properties, such as the Del Monte cannery, are being redeveloped to community commercial uses.

The Lower Hills planning area is separated from San Antonio and Fruitvale by MacArthur Boulevard and I-580. The Lower Hills are known for architectural diversity, strong neighborhood identity, and successful pedestrian-oriented shopping districts: Grand Avenue, Lakeshore,

Outlook for Population and Employment:

Household and population increases will slow over the coming years, with population projected to increase 6% through 2015, and household size projected to barely increase.

Total job growth is projected to be modest at 3%. Most notable is the decrease in manufacturing jobs, offset by increases in retail and service jobs for a net increase in the area.



City of Oakland
Land Use and Transportation Element

Figure 9
IMPROVEMENT STRATEGIES
SAN ANTONIO/FRUITVALE/LOWER HILLS

notable exceptions that appear on the Land Use and Transportation Diagram. Most of the issues of concern to Lower Hills residents relate to neighborhood preservation and the future of the area's shopping districts.

Table 9
San Antonio, Fruitvale, Lower Hills Jobs and Housing Summary

| Population & Households | 1995 | 2015 | % Change |
|------------------------------------|---------------|---------------|-----------------|
| Population | 136,200 | 144,300 | 5.95% |
| Households | 47,800 | 50,800 | 6.28% |
| Average Household Size | 2.80 | 2.90 | 3.57% |
| Employment by sector | | | |
| Manufacturing | 3,470 | 3,200 | -7.78% |
| Wholesale | 1,130 | 1,110 | -1.80% |
| Retail | 4,200 | 5,100 | 21.43% |
| Services | 11,300 | 13,200 | 16.81% |
| Other | 4,600 | 4,900 | 6.52% |
| Total | 24,700 | 26,900 | 3.00% |

Note:

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

Source:

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

Key San Antonio, Fruitvale, and Lower Hills Implementation Strategies

Participants in community meetings in 1995 and 1996 emphasized key issues of importance for the future of San Antonio, Fruitvale and Lower Hills. These key ideas and how they are being addressed by implementation of this Element are described below.

Figure 11 illustrates improvement strategies recommended for these areas and gives more detailed direction for Element implementation.

Population Growth and Public Services

Given recent population increases, particularly in the San Antonio and Fruitvale districts, there is concern about the ability of public services to keep pace with growth. Of particular concern is school overcrowding, the need for more and better recreation facilities, and demand for transit, police and library services.

See also Objectives N3, N4, N7, N8, N14, T8 and all related policies.

Corridor Revitalization

In all three districts there is community support for improvement to the corridors. Existing business districts should be supported, and neighborhood shopping experiences should be enhanced through business retention and attraction efforts as well as through physical streetscape improvements. Designation of International Boulevard and Foothill Boulevard as Regional Transit Streets supports a high level of transit service on those corridors. Many of the target areas for Lower Hills, San Antonio and Fruitvale are aligned with commercial corridors. Strategies for these are described under Target Areas for Community & Economic Development.

See also Objectives I/C1, I/C3, I/C4, N1, N8, N9, N12, and all related policies.

The Waterfront Connection

San Antonio and Fruitvale communities express a need for greater open space opportunities. Although their waterfront lands offer a prime open space resource, the development history of shore areas has resulted in industry and transportation activities that have limited community access to the water's edge. The waterfront should be re-connected to the San Antonio and Fruitvale neighborhoods, and waterfront open space opportunities should be increased. part c of the Implementation Agenda refers to the importance of committing resources for implementation of the Estuary Plan, to be adopted as part of the General Plan. The Plan will address land uses, urban design, and a improving access to and along the water's edge.

See Estuary Plan, Bicycle and Pedestrian Plan, Objectives W1, W5, W6, Policy T10.3, and the OSCAR Element.

Housing Rehabilitation

Many residents feel that some housing areas have lost integrity over the years with the introduction of higher density units and overcrowded conditions. Many of the older neighborhoods with large homes were irrevocably changed with the addition of incompatible multi-family buildings in the 1960's and 70's. Also many of the large homes have been divided into apartments. Strengthening of multiple-unit neighborhoods, and preservation of single family areas, through zoning, housing rehabilitation, and code enforcement are widely supported. Solutions to alleviate overcrowded housing conditions are also desired.

See also Objectives N3, N4, N5, N6, N7, N8, N10, N13, and all related policies. See also the Housing Element

Reuse of Under-developed Sites for Community and Economic Development

In San Antonio and Fruitvale as in other neighborhoods, there is community interest in bringing vacant and underutilized properties back into productive use to increase employment opportunities and improve economic vitality. Key sites include Montgomery Ward, Fruitvale BART, and areas in the I-880 corridor and along the waterfront. This interest in revitalizing underutilized commercial properties on the corridors is shared by Lower Hills communities.

See Corridor Revitalization section above.

Target Areas for Community and Economic Development

As indicated above, the identification of specific target areas for focused investment is a key part of part d of the Implementation Agenda. There are nine targeted locations within San Antonio, Fruitvale & Lower Hills. Specific strategies for improvement are summarized below.

San Antonio

East Lake District:

This San Antonio target area, along with its immediate 'sphere of influence', is experiencing growth in population and entrepreneurial growth in the Southeast Asian business community. Specific actions for this area are directed toward:

- ♦ Neighborhood commercial revitalization through business support and physical improvements

- ◆ Code enforcement efforts
- ◆ Increased parking and traffic calming
- ◆ Possible library and transportation/circulation improvements

Roosevelt Jr. High/San Antonio Park:

Roosevelt Jr. High School is being designated for one of several homework centers in Oakland. The surrounding community is interested in the 'Village Center' concept which has potential to expand the homework center program into a multi-service for youth, seniors, and the community at-large. Strategies for this target area are focused on improving services and programs for youth and seniors.

23rd Avenue and International Boulevard

This target area suffers from blighted conditions, many vacant buildings, and illegal activities, with serious implications regarding safety and attracting businesses and other positive activities. Specific actions stress code enforcement, police enforcement, historic preservation, and facade improvements for commercial revitalization.

Fruitvale

Intersection of Fruitvale Avenue and Foothill Boulevard

Although this area is currently underused, it has historically been a focal point for the Fruitvale community. There are active commercial businesses and non-profit services combined with heavy automobile and pedestrian traffic. The action program for this target area prescribes code enforcement, business assistance, facade improvements, traffic and circulation improvements, and addressing issues related to the congregation of day laborers.

International Boulevard, Fruitvale Avenue, BART Station Area, and adjacent Waterfront

This area is the focus of concentrated, ethnically diverse businesses with the beginnings of a transit village, mixed use development at the Fruitvale BART station. Major opportunities for revitalization exist between the BART station and the estuary. The action program focuses on transportation and circulation improvements, accommodating live/work activities in the waterfront area, commercial business assistance and facade improvements, code enforcement, and coordination for transit village development at the BART station.

Lower Hills

All four target areas in the Lower Hills area are concentrated on the primary community shopping areas. Actions are geared toward commercial revitalization through clean up programs, merchant assistance, securing vacant properties and bringing them into productive use, and addressing parking needs. Actions specific to each target area include:

Grand and Lakeshore Avenues

Creation of a festive atmosphere to enliven the street for visitor and pedestrian attraction, i.e., installation of lights and decorative banners, etc.

Glenview

Developing solutions to parking inadequacies and support retention of viable neighborhood commercial uses.

Laurel

Applying focused, sustained, interdepartmental code enforcement to address blight at selected properties, and encouraging the development of mixed use and housing on MacArthur Boulevard.

Dimond

Encouraging mixed-use and housing development along MacArthur Boulevard and examining zoning regulations to address inappropriate commercial activities such as auto repair.

Outlook for Population and Employment:

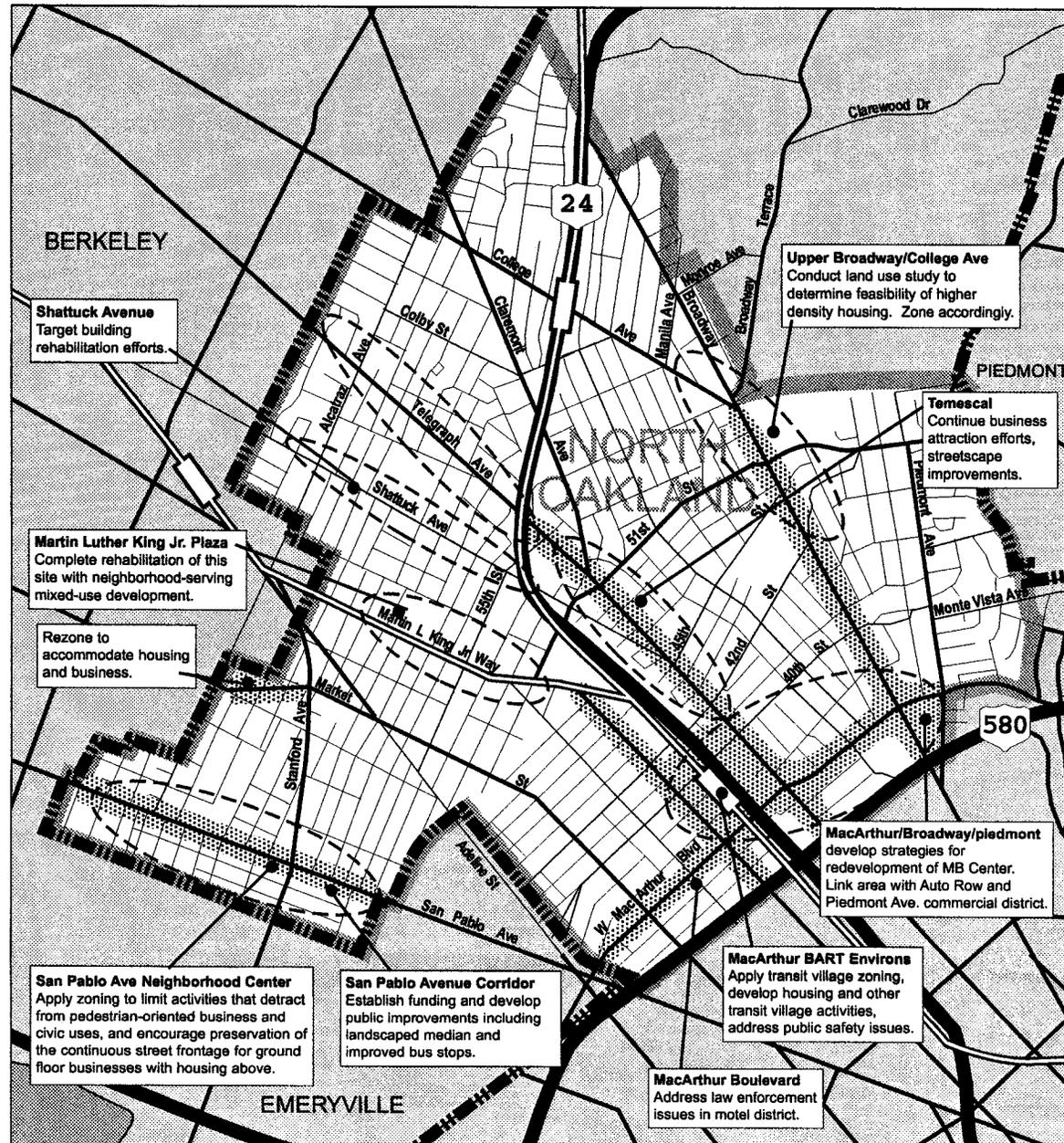
The Jobs and Housing Summary table indicates relatively low growth in both population (4% over the 20 year period) and total employment.

While jobs are projected to increase only about 3% through 2015, sectoral change is notable. As in other areas of the city, projected job loss in the manufacturing sector will be more than compensated for by projected gains in retail and service employment.

- Maintain and Enhance 
- Growth and Change 
- Target Area for Community and Economic Development 

City of Oakland
Land Use and Transportation Element

Figure 10
IMPROVEMENT STRATEGIES
NORTH OAKLAND



North Oakland

Annexed to the city in 1897, North Oakland reflects the character of a mature urban community. Its physical structure is provided by principal corridors that radiate from downtown along historic roads and streetcar routes. These provide mobility and business areas for surrounding residential neighborhoods. Housing areas are typically comprised of early 20th century residential stock, attractively arranged with a strong orientation to the local streets. North Oakland neighborhoods are well known for a keen sense of identity that is supported by established community organizations within the Golden Gate, Rockridge, Piedmont Avenue, and Temescal areas.

North Oakland has six key corridors: San Pablo Avenue, Martin Luther King Jr. Way, Telegraph Avenue, Broadway, College Avenue, and Piedmont Avenue. Neighborhood activity centers and the Rockridge TOD are centered on these corridors. There is significant potential for reuse and intensification along San Pablo, Telegraph, Broadway, and MacArthur, while College and Piedmont Avenues are examples of the most-successful corridor development patterns in the city.

Table 10
North Oakland Jobs and Housing Summary

| Population & Households | 1995 | 2015 | % Change |
|------------------------------------|---------------|---------------|-----------------|
| Population | 48,200 | 50,100 | 3.94% |
| Households | 21,700 | 22,800 | 5.07% |
| Average Household Size | 2.20 | 2.20 | 0.00% |
| Employment by sector | | | |
| Manufacturing | 1,000 | 900 | -10.00% |
| Wholesale | 700 | 700 | 0.00% |
| Retail | 3,000 | 3,300 | 10.00% |
| Services | 7,700 | 7,900 | 2.60% |
| Other | 2,200 | 2,200 | 0.00% |
| Total | 14,400 | 15,000 | 3.17% |

Note:

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

Source:

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

Key North Oakland Implementation Strategies

More than other parts of the City, North Oakland affects and is affected by surrounding jurisdictions. Piedmont Avenue serves City of Piedmont residents as well as Oaklanders, and Berkeley's university population strongly influences Rockridge and the northern portion of Telegraph. San Pablo is influenced by Berkeley and, increasingly, Emeryville, with both benefits and impacts of recent growth in that city apparent in North Oakland.

Important ideas and recommendations were expressed by the residents and business people who attended the 1995 and 1996 General Plan community meetings in North Oakland. The following discussion describes these local issues and demonstrates how they are being addressed by the Priority Implementation Agenda.

Cross-referencing to specific objectives and policies, as well as other related parts of this Element, are in italics.

Figure 12 illustrates improvement strategies recommended for North Oakland.

Community Character and Identity

Preservation of character and strengthening community identity are key objectives for North Oaklanders. Community members proposed that better design standards be created for new development to ensure compatibility of scale and appearance with established neighborhood character. Participants also suggested that enforcement of existing regulations be strengthened to combat blight and deterioration of the community's image.

See also Objectives I/C4, N1, N2, N3, N5, N7, N10, N11, N12, and N13.

Residential Densities

In North Oakland there is support for maintaining the established residential densities in most neighborhoods, while realizing the potential for higher density housing types along corridors and in other areas served by transit. Most North Oakland housing areas are designated with the Mixed Housing Type classification, and in the areas for "maintain and enhance" on the Strategy Diagram. Areas along the North Oakland corridors are shown in the Urban Residential and mixed use classifications on the Land Use Diagram, much of which are categorized for "growth and change"

on the Strategy Diagram. Also noteworthy is the designation of Transit-Oriented District to the two BART stations, with significant change expected at the MacArthur station over the life of the plan. Zoning changes associated with these designations will be conducted as part of part b of the Implementation Agenda.

See also Objectives N3, N6, N7, N8, and T2.

Commercial Revitalization

Some locations need commercial revitalization. Vacant and underutilized commercial properties, and activities that are incompatible with neighborhood shopping, such as auto repair and derelict signs/fencing, detract from the local business climate along certain corridors. Some neighborhoods, such as Golden Gate, lack goods and services for residents.

See also Objectives I/C1, I/C3, I/C4, and N1

Inter-jurisdictional Coordination

Because North Oakland shares boundaries with other jurisdictions, efforts need to be made to communicate with adjacent cities on projects that affect North Oakland. Inter-jurisdictional coordination with Berkeley and Emeryville is ongoing, and is particularly important along the San Pablo Avenue corridor where activities are effected by recent growth in Emeryville.

See also Policy N14.6.

Public Safety

Residents and business people alike are concerned that criminal activity has degraded the quality of life in North Oakland. In particular, the West MacArthur motel district is perceived as a concentration of criminal activity.

See also Objective N1, Policy N1.7.

Target Areas for Community & Economic Development

An integral component of the Implementation Agenda is the identification of target areas for focusing public and private resources in the city's neighborhood corridors and TODs (part d). In North Oakland, as in many parts of the City, it is not the residential neighborhoods but the commercial areas, particularly the corridors, that are in need of significant improvement. Target areas in North Oakland are as follows:

San Pablo/Golden Gate

With underutilized properties, blighted conditions, and an unattractive streetscape, this area demonstrates the greatest need for commercial corridor improvements. The current action program for this target area calls for blight abatement, facade and streetscape improvements, and business attraction activities.

Martin Luther King Jr. Plaza and MLK Way

After long term neglect, the historic University High School and Merritt College property is undergoing rehabilitation. The completion of the MLK Jr. Plaza project will be accompanied by streetscape improvements and commercial revitalization efforts along MLK Jr. Way south to 51st Street.

Temescal

Recent commercial development along Telegraph Avenue at 51st Street, and interest from the residential and business community, have triggered revitalization of this historic neighborhood. Focus is needed to improve other key properties. Near-term activities will focus on providing assistance for specific properties, residential rehabilitation assistance, business marketing, facade improvements, and street maintenance and improvements.

Upper Telegraph

Improvements to the area's physical appearance through streetscape improvements and blight abatement are key objectives for this area.

Upper Shattuck

In addition to targeted housing rehabilitation and code enforcement, there are opportunities for improvements to Bushrod Recreation Center and to properties near Children's Hospital.

Upper Broadway/College Avenue

A mixture of educational institutions, neighborhood and community commercial activities, and housing occupy this area. The key objectives are to reduce loitering, improve traffic safety, code

compliance, street maintenance, and development of vacant and underutilized properties.

MacArthur BART

This target area has enormous opportunity for improvement. The MacArthur BART area is an important transit hub with transit village potential. Current efforts are being made to develop housing and other uses at this location and to apply transit village zoning. See the Transportation Section's "Transit-Orientated Districts" discussion or a more detailed description of the future envisioned for MacArthur BART.

MacArthur/Broadway/Piedmont Ave Area

The underused MacArthur/ Broadway center has significant attributes of a major opportunity site: transit and auto access, and a location that is central to a variety of urban activities including, Broadway Auto Row, neighborhood-serving business, medical and health services, unique residential neighborhoods, and park land. Business attraction efforts are currently focusing on this area

Claremont Hotel

The Claremont Resort Hotel, Spa, Pool, Tennis Club is an important local and regional resource and is a critical asset to the East Bay economy. As such the expansion and facility improvement needs of the Hotel should be supported and flexible zoning should be applied to the site to meet those needs. The community Commercial designation for the Claremont Hotel site is intended to allow visitor-orientated and commercial uses associated with and required for the effective and efficient operation of the greater Oakland community, such as entertainment, recreation, lodging, parking, and other related uses.

