

**CITY OF OAKLAND**  
Interoffice Memorandum



**Office of Parks and Recreation**

**TO:** Jeffrey Taylor, Chair, Parks and Recreation Advisory Commission  
**FROM:** Eric Angstadt, Deputy Director, CEDA  
**DATE:** December 09, 2009  
**SUBJECT:** Community preferred land use alternative for the Central Estuary Plan

---

**SUMMARY**

The Strategic Planning Division of CEDA and its team of consultants developing a Specific Plan for the Central Estuary area have completed concepts for the Plan Area and would like to solicit preliminary input on proposals related to open space from the PRAC. The Central Estuary Plan Area is generally encompassed by 19th Ave. to the north, 54th Ave. to the south, I-880 to the east and the Oakland Estuary to the west. Through an extensive community outreach and involvement process, a vision, draft alternative development concepts and a draft community-preferred alternative for the area have been developed. These elements highlight the importance of public access to the waterfront and new park space to serve area residents.

The draft community-preferred alternative includes two significant new parks as well as extensive improvements to bicycle and pedestrian connections and streetscape improvements to improve aesthetics throughout the Plan Area. The most significant change is a new 7-acre waterfront park adjacent to the current Owens-Brockway Glass plant, proposed for substantial residential redevelopment, and near the existing Kennedy Tract residential neighborhood. The redevelopment of Owens-Brockway would allow Alameda Avenue to move inland to better connect to adjacent streets to the West and East and create the opportunity for a waterfront park between the new roadway alignment and the waterfront. Additionally, this residential development would include a 1-acre park at the center of new residential buildings to provide a more attractive and healthy urban neighborhood. The community-preferred alternative plan also proposes continued development of the Martin Luther King Regional Shoreline Park, continued connection and development of a waterfront Bay Trail alignment through the area, as well as improved greening throughout the area's streets to provide more attractive conditions for walking and biking. The preferred alternative recommendations will be forwarded to the Planning Commission and City Council. Once a preferred alternative is adopted by the City Council, environmental review in the form of an Environmental Impact Report (EIR) will be undertaken for the Specific Plan.

**FISCAL IMPACT**

New park and trail facilities could result in both capital and ongoing costs to the City, as well as to private developers of the larger opportunity sites, to be negotiated as part of development agreements. For example, a developer might agree to fund the construction of a new park, provided the City assumed responsibility for its operation and maintenance. Specific capital costs for new open space have not yet been estimated. The Specific Plan's implementation section will include the preparation of rough capital cost estimates for public improvements, including parks, and will also identify priorities for public improvements, potential funding sources and financing options.

December 09, 2009

Rough order-of-magnitude estimates of operation and maintenance costs for the new parks shown in the three draft alternative concepts ranged from approximately \$140,000 to \$325,000 annually at full build out; these estimates are for only the elements collected for and dispensed from the general fund, and may not be fully inclusive of any bond issues or fee-for-service type sources that may be tied to particular expenses and stay within the departments. These figures represent the maintenance and operation expenses incurred by the Public Works Department, and not any programming expenses that might be incurred by the Office of Parks and Recreation. Maintenance expenses vary widely depending on the programming and infrastructure of a given park, so these numbers should only be interpreted as a rough estimate. Maintenance would be much lower if provided by a property owner rather than the City, since fully-unionized labor would not be required.

## **BACKGROUND**

The Oakland Estuary waterfront is a significant citywide and regional resource that connects the City of Oakland and the surrounding region to the San Francisco Bay. The Central Estuary, the focus of this Plan, offers substantial opportunity for new residential and industrial development, infrastructure and open space improvement, and general quality of life gains. The Central Estuary Plan, a Specific Plan and EIR for the Central Estuary Area, aims to develop a coordinated vision for the future development of the area that supports both Citywide and neighborhood priorities.

The Central Estuary Plan Area is generally encompassed by 19th Ave. to the north, 54th Ave. to the south, I-880 to the east and the Oakland Estuary to the west. The Plan Area is roughly 416 acres, of which approximately 319 acres are made up of individual parcels and the remainder are public rights-of-way. For the purpose of this study, the area has been divided into four Subareas representing fairly distinct districts within the Plan Area; see Appendix A: Subarea Map. A detailed description of the existing conditions, challenges and opportunities within the Plan Area is available as a separate Existing Conditions report.

To arrive at a vision for this area, in-depth study of existing conditions and recent development, coordinated with extensive public outreach, has defined the realm of potential opportunities in the area.

## **REGULATORY AND PLANNING CONTEXT**

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

*Envision Oakland*, the City of Oakland General Plan, outlines a long-range vision for the City of Oakland. Adopted in 1998, the General Plan was designed to emphasize integration of planning, economic development, and implementation, and spur a commitment to action while serving as the ongoing policy guide regarding physical development for the City. The plan defined a number of subsequent planning efforts that would be required to complete this process and further delineate the vision for certain areas, including the waterfront in particular. A number of the Elements of the General Plan include policies and detail applicable the Central Estuary Plan Area, most notably the Estuary Policy Plan (EPP).

The Land Use and Transportation Element (LUTE) recommends that future residential growth in Oakland be targeted to areas with high transit connectivity (Transit Oriented Districts) and the waterfront, and suggests that land uses, densities, and transportation systems be planned to support increased development in these areas. It also identifies the importance of regional commercial uses in Oakland's future, and suggests the waterfront as one opportune location for these uses. A number of goals and policies related to the waterfront are elaborated in Chapter 2, Policy Framework, of the LUTE. Key goals and policies address the importance of increasing public access to the waterfront and better connecting waterfront areas to the rest of the city, integration of mixed-use development with adjacent land uses, defining the type, density, and quality of development that should be encouraged along the waterfront.

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

The General Plan established important general goals and policies for the waterfront and created a single broad land use designation, "Waterfront," which is applied to the entire Estuary waterfront, including the Plan Area. The EPP, adopted in June 1999, is an element of the General Plan that sets forth policies and principles to guide development in the Estuary area, refining and superseding the policy guidance for this area contained in the City's General Plan Land Use and Transportation Element. The EPP recommended nineteen unique land use designations for the Estuary Waterfront, which supersede and subdivide the broad Waterfront designation of the General Plan into more fine-grained land use areas. Nine of these designations are found in the Central Estuary Plan Area. The existing EPP land use designations for the area consist of Light Industrial, Planned Waterfront Development, Residential Mixed Use, Heavy Industrial, and General Commercial and variations thereof.

The EPP included a recommendation to prepare an "implementation guide" to provide specific strategies and standards to guide the initiation and evaluation of waterfront-related projects. This Oakland Central Estuary Plan is intended to serve as that implementation guide for the waterfront area generally bounded by I-580, 19th and 54th Avenues.

## **EXISTING AND PLANNED PARKS AND RECREATION FACILITIES**

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

One of the most significant current regional planning efforts, the creation of a continuous San Francisco Bay Trail, has many direct implications for Plan Area. The *Oakland Waterfront Trail: Bay Trail Feasibility and Design Guidelines* (2003) includes a detailed feasibility study, site plans and design standards for development of a waterfront promenade and Bay Trail alignment along the Oakland Estuary shoreline. The Central Estuary Plan organizes and prioritizes the City's prior

## Parks and Recreation Advisory Commission

December 09, 2009

funding commitments to construct the Bay Trail, including Measure DD, the Oakland Trust for Clean Water and Safe Parks, a bond passed by voters in 2002 that is projected to provide \$53 million in funding for activities related to the development of the Bay Trail. Additionally, the Plan will complement the East Bay Regional Park District's construction of a new waterfront park at the tip of the Tidewater area.

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

The Embarcadero Cove development includes sections of the waterside Bay Trail, but they are disjointed and hard to follow. With the cooperation of the Port and its tenants, the City proposes to use Measure DD funds to upgrade and connect the trail, especially at interrupted segments at the Harbormaster's Office and the British Marine parcel.

With the exception of the Schilling property (Tiki Tom's restaurant), the segment of the Bay Trail from 29th Avenue to Derby Avenue is complete and runs through a broad and attractive waterfront landscaped open space that was developed as part of recent residential development there. The trail segment from Derby to Lancaster is under construction. The boardwalk piers that will provide connection under the bridges are currently in the design and entitlements stages. Additionally, the new parking to be provided as part of the redesign of the Park Street Triangle will provide a new access point for people driving to the Bay Trail to begin a walk or cycling trip from this point.

The section of the Bay Trail connecting Fruitvale Bridge Park to the eastern side of the central-east planning Subarea proved challenging, due to the limited easement adjacent to the Capture Technologies industrial facility at 3575 Alameda Avenue, since that building extends to the top of the Estuary bank. Design work began in late 2008 to create a partly pier-supported segment of the trail that will cross two private parcels. Once complete, the Bay Trail will be continuous across this Subarea and will connect across Fruitvale Avenue and High Street via the proposed fixed piers running under the bridges.

Several alternatives were considered for building the Bay Trail around the bridges at Park St. and Fruitvale Ave., including a floating trail, a fixed pier design, an underpass, an overpass, and an inland street crossing. The fixed pier running under the bridge was selected as the preferred solution because it allows Bay Trail users to stay on the waterfront and avoid auto conflicts, and it also has acceptable construction and maintenance costs. In the case of the Park Street Bridge, simply widening the existing maintenance catwalk is proposed, in order to avoid conflicts with the shipping channel. Measure DD funds have been designated for construction and preliminary designs were completed; however, entitlement issues have held up construction. Because this section of the Estuary is part of the OIHTC, a federal waterway, the City is currently negotiating with the Army Corps of Engineers to be granted the easement to construct the improvements.

### **Union Point Park**

Union Point Park is a 9-acre waterfront park that was completed in late 2005. The park includes restroom facilities, parking, and other amenities for Bay Trail users, as well as extensive formal and

informal play and picnic areas. The park is the most substantial new park in Oakland in many years and an exciting destination within the Plan Area.

### **Cryer Site Waterfront Park**

The former Cryer Boatworks site on the Estuary waterfront is located immediately to the south of the landing of the Dennison Street Bridge. The 2-acre park will be adjacent to and extend the existing Union Point Park. The planned improvements include a 450-foot segment of the Bay Trail, a park area, interpretive signage, and parking. Future improvements, subject to funding availability, may include beach restoration, pier replacement, and upgrading and converting the barn-like boatworks building for community use and trail and water-related services. Phase I design work was completed in August 2008, and construction was scheduled to begin summer 2009.

### **Waterfront Skateboard Park**

The vacant site between the Livingston Street Pier and Dennison Street Bridge is an EPA Superfund site that has been capped with a concrete pad. A skateboard park has been proposed for the site, and the Tony Hawk Foundation has applied for grant funding to help with design of the park. The site would be sculpted with skateboard ramps, which will allow it to remain capped, eliminating the need for environmental remediation. The Bay Trail already runs along the water and will be separated from the skateboard park by a landscaped slope. Other uses for the site, which is owned by the Port of Oakland, are also being considered. The anticipated schedule for these improvements is unknown.

### **Livingston Street Pier and Embarcadero Cove**

The Livingston Street Pier is a property of the Port of Oakland that is leased through 2011 to Vortex Marine Construction, a full service marine contractor specializing in marine and heavy civil construction that owns and operates one of the largest fleets of floating construction equipment in the Western United States. As a long-term option, pending the relocation of Vortex Marine Construction or expiration of its lease, the pier could be opened for public use and the existing building could potentially be used for recreational/retail uses that relate to the proposed skateboard park on the adjacent site. In the meantime, a short section of trail is being designed to run across the sidewalk area to connect the existing trail on either side.

### **Kenedy Tract/Jingletown Area**

The Central-West Subarea, between 23rd and Fruitvale Avenues, is unique within the Plan Area, as it includes a substantial amount of residential mixed in with lower-intensity industrial use. The area is home to an increasingly vibrant residential and artist population and is the site of significant new residential development and community reinvestment. The waterfront itself is an evolving model of the kind of access and open space that is envisioned for the whole Estuary waterfront, with a well-developed and attractively landscaped stretch of waterfront Bay Trail created as part of the Signature Properties condominium development.

### **Derby Avenue and Livingston Street “Pocket” Parks and Bay Trail Connection**

Two streets between the Park Street and Fruitvale bridges terminate at the waterfront – Derby Avenue and Lancaster Streets. Pocket parks providing observation areas along the waterfront are under construction at both these locations. The segment of Bay Trail between them runs behind the Oakland Museum Women's Board warehouse, which required acquisition of an easement and

design of a pile-supported structure. Measure DD and federal funds were secured for the Bay Trail connection project, and construction is scheduled for completion in late 2009.

### **Martin Luther King, Jr. Regional Shoreline**

The 741-acre Martin Luther King Jr. Regional Shoreline Park begins at the eastern end of the Plan Area as it runs along the tip of the peninsula and wraps around the Damon Slough. The park continues east around the San Leandro Bay creating an extensive park that offers great conditions for walking, jogging, cycling, bird watching, picnicking, and other opportunities to take advantage of the preserved waterfront open space. This section of shoreline offers some of the last remaining preserved natural conditions of the Oakland Estuary shoreline, exemplifying the tidal marsh ecosystem that historically defined the entire Estuary and the San Leandro Bay.

### **Tidewater Aquatic Center**

As part of the on-going development of the Martin Luther King Jr. Regional Shoreline, East Bay Regional Parks District is improving the waterfront area around Tidewater Avenue and building a new boathouse and supporting facilities on property currently owned by the Park District. The facility is a partnership between the East Bay Regional Parks District and Oakland Strokes. Early phases of the project are complete, including a continuous segment of Bay Trail through the area with some landscaping and furnishings as well as an access road and staging area with restrooms and picnic amenities. The Tidewater Aquatic Center building and dock are under construction.

This amenity will bring a significant amount of new activity to this area of the Estuary. The Tidewater Aquatic Center will be home to the Oakland Strokes high school rowing program, which serves students from high schools throughout the region, and offer programs in competitive rowing, sea kayaking and canoeing, classes in boating and water safety, and boat rentals. The Center will also host outreach programs for local youth.

## **PEDESTRIAN ENVIRONMENT**

As described in the Existing Conditions Report, “overall, the pedestrian environment across the CEP study area is generally quite poor. The CEP site’s predominantly industrial character makes for an overall uncomfortable pedestrian experience. The lack of adequate connections and long exposed walking distances from the CEP study area to the rest of Oakland reduces the area’s overall “walkability”. The factors that have contributed to the poor pedestrian environment include:

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

December 09, 2009

High Street in particular is described as having a poor quality pedestrian environment due to a large number of industrial uses, narrow sidewalks, a lack of bike lanes and shoulders, prohibited pedestrian crossings at some intersections, and a lack of pedestrian amenities such as street trees. Finally, in terms of accessing areas on the other side of the I-880, pedestrian undercrossings are severely restricted, with several closed due to safety issues, and overcrossings are described as lacking adequate sidewalks, having poor street-level access, and having abrupt grade changes. Specifically, the two bridge structures spanning I-880 at 23rd Avenue and the single bridge structure at 29th Avenue only have narrow sidewalks on one side. Pedestrian access from the street level to the bridge sidewalks occurs at the base of each bridge and via stairways which pose greater difficulties for pedestrians. Plans for reconstruction and reconfiguration of these bridges currently include a five-foot sidewalk on one side of each of the two bridges, as well as improved ADA access ramps.

## **BICYCLE NETWORK**

As described in the Transportation Chapter of the Existing Conditions Report, “The existing bicycle environment is quite poor within the CEP study area. The area’s industrial character, traffic congestion, and the lack of adequate east-west connections all contribute to the overall poor pedestrian/bicycle environment within the study area. A lack of attractive pedestrian and bicycle connections from the CEP area to the Fruitvale BART, E 12th Street, and International Boulevard east of I-880 and the freight rail tracks discourages traveling by these modes. The Bay Trail, which travels along some sections of the shoreline is currently incomplete, although a number of proposals exist to complete a contiguous routing along the water.”

Specifically, the analysis describes “inadequate crossings for bicycles on the three bridges spanning the Oakland Estuary. All three bridges crossing the Oakland Estuary (Park Street, Fruitvale Avenue, and High Street) lack bicycle lanes. Bicyclists currently use the mixed-flow travel lanes and the narrow pedestrian paths on the sides of the bridges to cross from Alameda to Oakland.” In addition, “Major north-south arterial streets such as International Boulevard and E 12th Street lack designated bike lanes. This makes bike commuting to downtown Oakland from areas in the vicinity of the CEP study area difficult.” Reconstruction of the 23rd and 29th Avenue bridge structures will provide adequate width for five-foot wide bicycle lanes in both directions on both bridges. Alameda County Congestion Management Agency (ACCMA) staff indicated that they were planning to provide unmarked five-foot shoulders in lieu of bicycle lanes, due the lack of existing bicycle routes at either end of the structures. However, ACCMA staff indicated that they would consider the City of Oakland’s Bicycle and Pedestrian Coordinator’s request to provide the marked bicycle lanes along these routes, which are designated bikeways in the City’s Bicycle Master Plan.

## **BIOLOGICAL RESOURCES**

While the Plan Area is within an industrial area and almost entirely developed, areas containing native or naturalized habitat are located in the shoreline areas and the MLK Regional Shoreline Park within the Plan Area. The shorelines bordering the western portion of the Plan Area are also considered tidal wetlands and jurisdictional resources. As such, a permit from the U.S. Army Corps of Engineers (USACE), Regional Water Quality Control Board (RWQCB), and the

San Francisco Bay Conservation and Development Commission (BCDC) would be required for any work that would result in fill being deposited into these shoreline areas.

While there are no documented occurrences of special-status wildlife species in the Plan Area, the MLK Regional Shoreline Park within the Plan Area contains habitat that could support special-status wildlife species, such as the salt marsh harvest mouse, salt-marsh wandering shrew, California clapper rail, California black rail, Alameda song sparrow, great egret rookery, great blue heron rookery, burrowing owl (wintering only), northern harrier, and osprey. Several special-status fish species could occur in the marine and estuarine habitats bordering the Plan Area as well. Figure 6 shows the location of the MLK Regional Shoreline Park in the Plan Area that would have the potential to support such habitats. Special-status plant species are also known to have the potential to occur in the MLK Regional Shoreline Park within the Plan Area. Furthermore, a large cluster of trees in the northern portion of 23rd Avenue are considered to be potentially protected by the City of Oakland Protected Tree Ordinance.

## **PLAN ALTERNATIVES**

Based on the priorities expressed by local residents, business owners, and policymakers and the results of the economic and potential for change assessments (see Appendix C: potential for change assessment), consultants developed three alternative development concepts for the Plan Area (see Appendix D: draft alternatives maps). Each alternative represents a market-feasible possible development scenario. The alternatives are illustrative, meaning that each alternative is not intended to represent exactly which land uses or building configurations would be allowed on particular parcels, but rather to illustrate a range of possibilities for development and investment, providing a basis for the analysis of potential benefits and drawbacks of a range of possible futures. Extensive analysis of the effects of the Alternatives included transportation, economic, fiscal impact, demographic, public health and sustainability analyses, the results of which are available in a stand-alone Alternatives Report. In general, the results were mixed, with each Alternative performing well in some areas but poorly in others, illustrating the complex trade-offs among the many policy factors that determine land use.

### **Description of Alternatives**

Elements common to all the Alternatives include maintaining a mix of housing and industry; maintaining food-related industry in the West Subarea; preserving and creating more opportunities for small businesses; maintaining the eclectic character of the Kennedy Tract Neighborhood; creating more housing opportunities near parks and the waterfront; continuing to connect the Bay Trail and connect people to the two major waterfront parks; and improving connectivity, particularly for walking, biking and transit access.

**Alternative 1** strikes a balance between industrial and residential development by securing an industrial future in the west Subarea and at the Owens-Brockway site, while allowing intensive residential development in the eastern end of the Plan Area. This alternative secures the food-related industry in the West Subarea by maintaining the ConAgra facility to discourage residential expansion and restricting new residential development in food-related industrial areas. It also provides new smaller-format industrial space at the Owens-Brockway site to accommodate new and growing businesses in the Plan Area. Alternative 1 adds the most retail of any alternative, providing a major new retail center north of Tidewater Avenue in the East



December 09, 2009

Subarea. New waterfront residential development is concentrated in the south of Tidewater area where there is easy access to the Martin Luther King Shoreline Park and in the waterfront area between Alameda Avenue and High Street.

**Alternative 2** strikes a balance between industrial and residential development, by allowing new mixed-use development and planned waterfront development in the western half of the Plan Area and focusing industrial development and job growth in the eastern Subareas. New waterfront residential development at the location of the ConAgra facility and near Union Point Park expands the Kennedy Tract residential neighborhood to the West. The Owens-Brockway site is redeveloped as light-industrial and R&D space around a technology incubator that helps generate new businesses to reinvest in not only that site, but also the industrial areas between Alameda Avenue and High Street and also to the South of High Street. This alternative adds the fewest new residents, loses least industrial space, and adds the most jobs of any alternative.

**Alternative 3** maximizes waterfront residential development opportunities while providing targeted industrial space for the two major industrial opportunities – green and biotechnology startups and food production – in the Plan Area. Alternative 3 provides the necessary development opportunities and associated revenues to potentially facilitate the creation of a continuous Embarcadero Boulevard as envisioned by the Estuary Policy Plan, which could dramatically improve walking, biking and transit availability in the Plan Area. Alternative 3 provides the most new residential development of any alternative, focusing new residential on locations near parks and the waterfront including the ConAgra site and the area South of Tidewater. In the area north of Tidewater, industrial space targeted to green business and R&D startups is provided to capture spinoff businesses from an R&D incubator space that is potentially located on PG&E’s facility. This alternative adds the most new residents and loses the most industrial space. However, it still loses less than half of the total industrial space and will likely add more jobs than it loses due to higher intensity industrial and office uses being added.

## **COMMUNITY-PREFERRED ALTERNATIVE**

A community workshop on November 14, 2009 was devoted to identifying a community-preferred alternative. The workshop was attended by approximately 40 members of the community, including property owners, developers, area architects and representatives of advocacy organizations. The majority of participants had participated in one or more of the previous five workshops in which the vision statement and draft alternative development concepts, described above, were developed. Attendees participated in a hands-on map-based activity to develop a preferred alternative in small groups, then came together as a large group to reconcile the four plans and develop a consensus plan representing the community-preferred alternative; see Appendix E, Preferred Alternative Map. The participants reached general consensus on the future of each subarea, as well as some key ambitions to improve the Plan Area as a whole, as described below.

### **Area-Wide Concepts**

The key area-wide concepts espoused by the community and reflected in the draft community-preferred alternative have to do with increasing connectivity through the area, especially for

December 09, 2009

pedestrians and bicycles, and creating a distinctive place reflective of the unique area character at the center of the Plan Area. Throughout the process of developing the Plan, the community has supported new development and increased density in certain areas as a means to achieve goals elaborated in the vision statement, including increased access to the waterfront, better connectivity through the Plan Area for all modes, increased transit service and more neighborhood-serving retail. The provision of a continuous west-east roadway was a recommendation of the Estuary Policy Plan that has continued to have strong community support throughout the community process. The community-preferred alternative provides such a roadway and will set standards for landscaping and pedestrian and bicycle infrastructure to ensure that it is an attractive and safe facility. Additionally, the desire to convert Fruitvale Avenue into a more local-serving pedestrian and bicycle-friendly corridor is supported by providing opportunities for the desired neighborhood-serving retail on that corridor. Anticipated redevelopment of a number of the parcels along this corridor and the potential opportunity to convert the unused rail spur to Alameda into community-serving open space combine to create a unique opportunity to redefine this area and better connect the immediate neighborhood and the Fruitvale neighborhood to the north to the waterfront.

### **West Subarea**

In the West Subarea, mixed-use infill would be allowed to continue around the Embarcadero Cove area, but the growing specialty food producing industrial area east of Dennison Street would maintain and protect its industrial use, and the ConAgra flour processing facility would be maintained. Because over 90% of the flour produced at the ConAgra facility is used within 25 miles of the site, the community agreed that the economic and environmental benefits of this use outweigh aesthetic considerations. However, the community stressed the importance of providing Bay Trail connection along the waterfront edge of this facility within their parcel if possible, or, if food security issues will not permit that alignment, on an isolated pier-supported structure, as is currently being implemented further east at the site of the Oakland Museum of California's Women's Board Warehouse.

### **Central West Subarea**

In the Central West Subarea, preservation of the existing neighborhood and its eclectic character including live/work uses, was a priority. Additionally, the residents indicated acceptance of some additional residential and neighborhood retail development in order to increase vibrancy in the neighborhood and improve neighborhood convenience, area security and transit availability. To this end, existing waterfront warehouse uses that do not take best advantage of their location or allow waterfront access were determined to be good candidates for redevelopment, as medium-density residential development with landscaped and publicly accessible waterfront setbacks. New retail and north-south pedestrian and bicycle connections could be provided along Fruitvale Avenue, as described above.

### **Central East Subarea**

In the Central East Subarea, the Owens Brockway glass manufacturing plant is a key opportunity site that is over 25 acres and has sought to relocate numerous times in recent years. The community felt this site presented the best opportunity for new residential development, as it would expand the existing Kennedy Tract neighborhood and provide the density needed to achieve various community goals. The community-preferred alternative for this site includes a large publicly accessible waterfront park at the existing location of Alameda Avenue. In addition, the illustrative development concept also includes an approximately 1-acre urban park within the

December 09, 2009

redeveloped Owens Brockway site. The community expressed a preference for mixed-use development with ground floor retail uses, which may be achievable in limited amounts due to economic constraints on retail uses. Retail located in this area could front onto an improved Fruitvale Avenue, creating a vibrant main street through the area that better connects the Kennedy Tract to the new residential development and creates a pedestrian corridor linking the Plan Area to Fruitvale BART and to Alameda. Regional-serving retail to provide jobs and convenient services could be located along High Street near the existing Home Depot center, expanding that retail center near the reconfigured I-880 interchange and capturing Alameda traffic. Redevelopment throughout this area not only provides the opportunity for a substantial waterfront park and continuous Bay Trail connection, but also creates a significantly more interconnected street grid that allows for more convenient pedestrian and bicycle access across the Plan Area.

### **East Subarea**

The East Subarea currently supports a number of light industrial employers as well as some regionally-significant heavier industries, all of which the community hoped to preserve, while revitalizing industry, providing improved Bay Trail connections, and creating an opportunity for limited residential development adjacent to the Martin Luther King Regional Shoreline Park to take better advantage of the scenic location and existing park. The community-preferred alternative reflects this mix of desires in a carefully constructed balance that hinges on redevelopment of the nearly 20-acre PG&E facility as a green jobs incubator surrounded by light industrial space to provide new jobs. The new residential development fronts onto the expanded EBRPD park, and is buffered from industrial uses by R&D employment uses.

### **KEY ISSUES AND IMPACTS**

The following issues and impacts summarize the above described community-supported alternative and focus discussion on new or changed parks and recreation facilities and pedestrian and bike improvements.

- **Bay Trail** – Existing gaps in the Bay Trail are addressed through redevelopment in some locations, but some gaps may remain in locations adjacent to waterfront industrial uses anticipated to remain. There is a potential for negotiation with ConAgra about securing right-of-way along the existing edge between the active rail spur and the waterfront. However, potential food-security issues may prevent this alignment, in which case development of the trail on on piers, as is currently being constructed adjacent to the Oakland Museum Women’s Board Warehouse, should be studied. In the community-preferred alternative, a new continuous Bay Trail connection between Fruitvale Avenue and High Street would run through green space in a 100’+ buffer on the waterfront, closing an existing gap. At this point the trail would move to the street, where it would connect across High Street to Tidewater Avenue, bypassing the existing waterfront aggregate and asphalt facilities before rejoining the existing waterfront trail in the MLK Shoreline Park.
- **Fruitvale Avenue Main Street** – New residential and retail development along Fruitvale Avenue would create the opportunity to provide a greener, more pedestrian and bike friendly main street to serve local businesses and area residents of the existing and proposed neighborhoods. Redevelopment of the Owens Brockway site could create the

December 09, 2009

opportunity for dedication of additional street right-of-way, if needed to support pedestrian friendly streetscape designs and on-street parking configurations.

- **Fruitvale Avenue rails/trails bridge** – the under-used rail bridge to Alameda could be converted to a bike and pedestrian facility to connect the new bicycle improvements on Tilden Way in Alameda to the improved Fruitvale Avenue corridor and to the BART station to the north. This would improve connections between neighborhoods and local retail on each side of the bridge while providing a unique and attractive new multi-modal recreation facility.
- **Waterfront park between Fruitvale and High** – redevelopment of the Owens Brockway Glass Plant and some light industrial and warehouse space between Alameda Avenue and High Streets would create the opportunity to run a continuous waterfront roadway across this section of the plan area. The buffer between the waterfront and the roadway could provide a substantial new waterfront park, approximately 7 acres depending on configuration. The park would serve existing Kennedy Tract residents, residents of new development in the area, and, because it is connected to the improved Fruitvale Avenue corridor, also residents of the Fruitvale area.
- **Central green in new residential development** – the redevelopment of the Owens Brockway glass plant as medium to high density residential could surround a central green to provide more attractive views from many units and a greener more livable neighborhood. This park could be approximately 1 acre in size. It is possible that the City would need to finance its construction and/or maintenance as part of a master developer agreement for this site.
- **Martin Luther King Regional Shoreline Park (EBRPD)** – New roads connecting to and new residential development fronting on MLK Shoreline Park will increase access to, visibility and safety of the park. Existing trailer storage on parklands will be removed.
- **Improved pedestrian and bicycle connections throughout the Plan Area** – the improved street network connectivity proposed for the Plan Area would increase the ability of residents, workers and visitors to walk and bike conveniently and safely through the Plan Area. Some additional specific proposed improvements include improved pedestrian and bicycle facilities crossing I-880 at Fruitvale Avenue in particular and also High Street. Additionally, to the west of Fruitvale Avenue, a new pedestrian and bike only undercrossing of I-880 under the existing elevated structure at Derby Street would allow direct access to the Fruitvale Station shopping center. Finally, east of High Street potential connections from the new roadway at the eastern end of the site across I-880 will be explored and may be proposed for further study.

## **NEXT STEPS**

The consultant team is currently soliciting feedback from a number of public advisory bodies including:

- Landmarks Preservation Advisory Board
- Parks and Recreation Advisory Commission
- Planning Commission
- Community and Economic Development Committee
- City Council (potentially)

Based on input from these bodies, The City's consultants will refine the preferred alternative and develop a draft Specific Plan including proposed land uses as well as design standards and guidelines reflective of community and City priorities, including input from the PRAC.

The next public workshop, the seventh of a total of eight, will be held in February or March, when key elements of the draft Specific Plan will be presented for public input. The public review draft is anticipated to be circulated in April and presented to the PRAC and other City advisory bodies for review and comment in May. Based on this input, a revised public review draft will be prepared and circulated in June and following inclusion of public and City comments, the Specific Plan will be finalized, and the EIR development process will begin. Once the Specific Plan and EIR are complete, adoption hearings will be held.

**RECOMMENDATIONS:** 1. Consider community preferred alternative and identify areas of potential concern and additional opportunity.

Respectfully submitted,

Eric Angstadt  
Deputy Director, CEDA

Attachments:

- A. Subareas Map
- B. Pedestrian/Bicycle Connectivity Map
- C. Potential for Change Assessment
- D. Draft Alternatives Maps
- E. Preferred Alternative Map