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## South Lake District Plan

Peter Bosselmann



The University-Oakland Metropolitan Forum is a partnership of the University of California at Berkeley; California State University, Hayward; Mills College; Holy Names College; the Peralta Community College District; and the Oakland community.

University of California at Berkeley  
Institute of Urban and Regional Development



# **SOUTH LAKE DISTRICT PLAN**

**CP 210 -- SPRING**

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**Janet Mack**

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**CP-210, Spring 1989  
Department of City and Regional Planning  
University of California at Berkeley  
Berkeley, California**

**Studio Report No. 014**

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**on, City of Oakland**

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## I. ANALYSIS

## A. HISTORICAL OVERVIEW OF AREA

Oakland's history is related to the history of transportation, which allowed for growth away from the waterfront. In 1850 Horace Carpentier and two mining buddies leased land at the foot of what is now Broadway from Vicente Peralta, the landholder. They proceeded to hire surveyor Julius Kellersberger to map a grid from a line 300' west of West Street to Oak Street, and from the waterfront north to 14th Street, a pattern which still exists in much of our Study area. All the blocks were 200' by 300', and all streets were 80' wide, except for Main (Broadway), which was 110' wide. Seven blocks were laid out as squares and parks, including those now known as Harrison Railroad Park, Lincoln Park, and Madison Square (which later was moved one block west to accommodate BART headquarters). The three entrepreneurs then sold plots on this leased land, and Oakland began to grow.

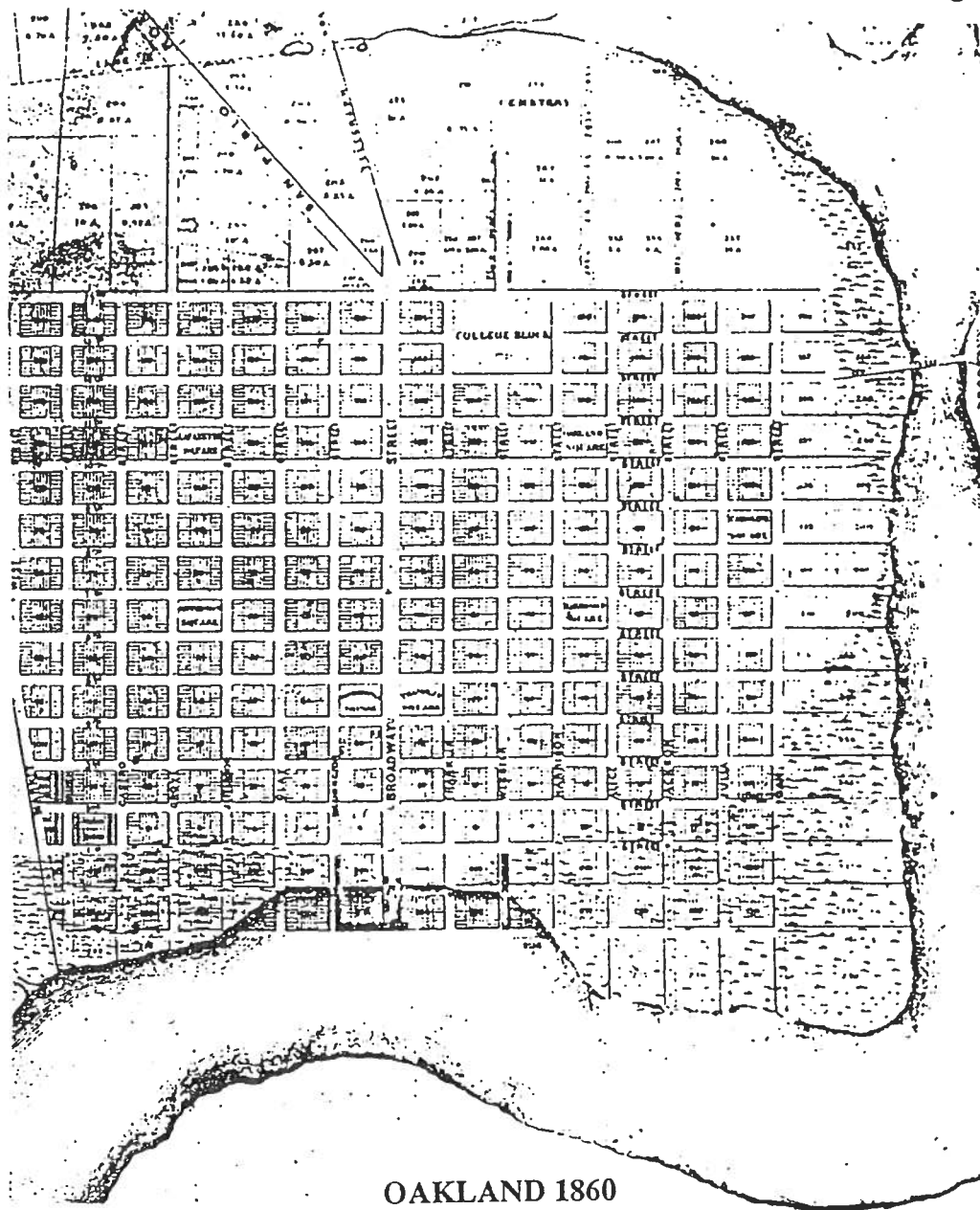
The Jack London Square area was the earliest town center, but this was only when Oakland was a small town. The "center" moved to 7th Street and Broadway in the 1870's, at the point where the steam-driven Southern Pacific passenger trains met the horse-drawn streetcar lines coming from all parts of the developing Oakland, and not too far from the steam ferries to San Francisco. The Nimitz freeway parallels much of the old rail line, and the streetcars followed roads which are now the major thoroughfares of Oakland (such as Telegraph Avenue and Grove Street), encouraging the movement away from the "center."

When the more well-to-do of the Anglo population vacated the closer-in areas for grand houses along Lake Merritt (the country's first wildlife refuge in 1870) and out along the streetcar lines, the Chinese became the first in-migrants, taking their places in the less desirable center. This area, within our study area, is still often the first foothold in the U.S. for recent Asian immigrants of many ethnic groups, not just Chinese. The Chinese-Americans living throughout the East Bay still use the Chinatown commercial district as their shopping district, especially on Saturdays.

The part of our Study area east of Oak Street was marshy, and the estuary between Lake Merritt and San Antonio Creek was much wider, so that development of this area occurred much later than that west of Broadway. The city center edged up Broadway,

and the first City Hall was built at the present site in 1871, facing south toward what was still the center. In 1915 Werner Hagemann created a master plan for the City and, while praising the new City Hall, recommended that a new Civic Center be built around Lake Merritt, with the recently built Civic Auditorium at its center.

The vague idea of a Civic Center centering on the Lake, also proposed by City Beauticians at the turn of the century, did affect the placement of the Convention Center, of the Main Post Office and the County Courthouse in the 1930's, the Public Library in 1949, and the Museum in 1969. It also encouraged the traffic engineers to construct the 12th Street Expressway in 1951, which replaced Samuel Merritt's 12th Street Dam of 1869, which had replaced Horace Carpentier's (private toll) Gilman Street Bridge.



## OAKLAND'S CIVIC CENTER HISTORY

One of the oldest continuing threads in Oakland planning history is the concept of a civic center.

The civic center was originally an expression of the City Beautiful movement at the turn of the century.

**1906:** Mayor Frank Mott commissions planner, Charles Mulford Robinson, to devise a civic center for the City of Oakland. Robinson sets broad goals, outlining objectives for a civic center: A civic center should be incorporated into a park-like setting of natural Beauty. Robinson advises the City to acquire property for parks and civic improvements.

**1907-1911:** City passes \$8 million in bond issues for the dredging Lake Merritt, the construction of a Civic Auditorium on land fill south of the lake and other civic improvements. The Civic Auditorium shifts the idea of a civic center to the south end of the lake.

**1915:** City planner, Werner Hegemann, plans a formal civic center at the south end of the lake using the natural beauty of the lake as the setting for cultural and civic buildings.

**1930:** The Society of Architects of Alameda County designs a civic center to stretch from the south end of the lake to the estuary.

**1933:** City hires Arthur Brown, architect for the San Francisco Civic Center, as consultant for the Civic Center Plan. The Great Depression prevents the plan from moving ahead. The main post office and County Courthouse are products of this period.

**1944:** Committee established to explore the possibility of reviving the civic center idea. City hires St. Louis planner, Earl Mills to devise new plans for civic center.

**1947:** City adopts Civic Center Plan as part of its master plan.

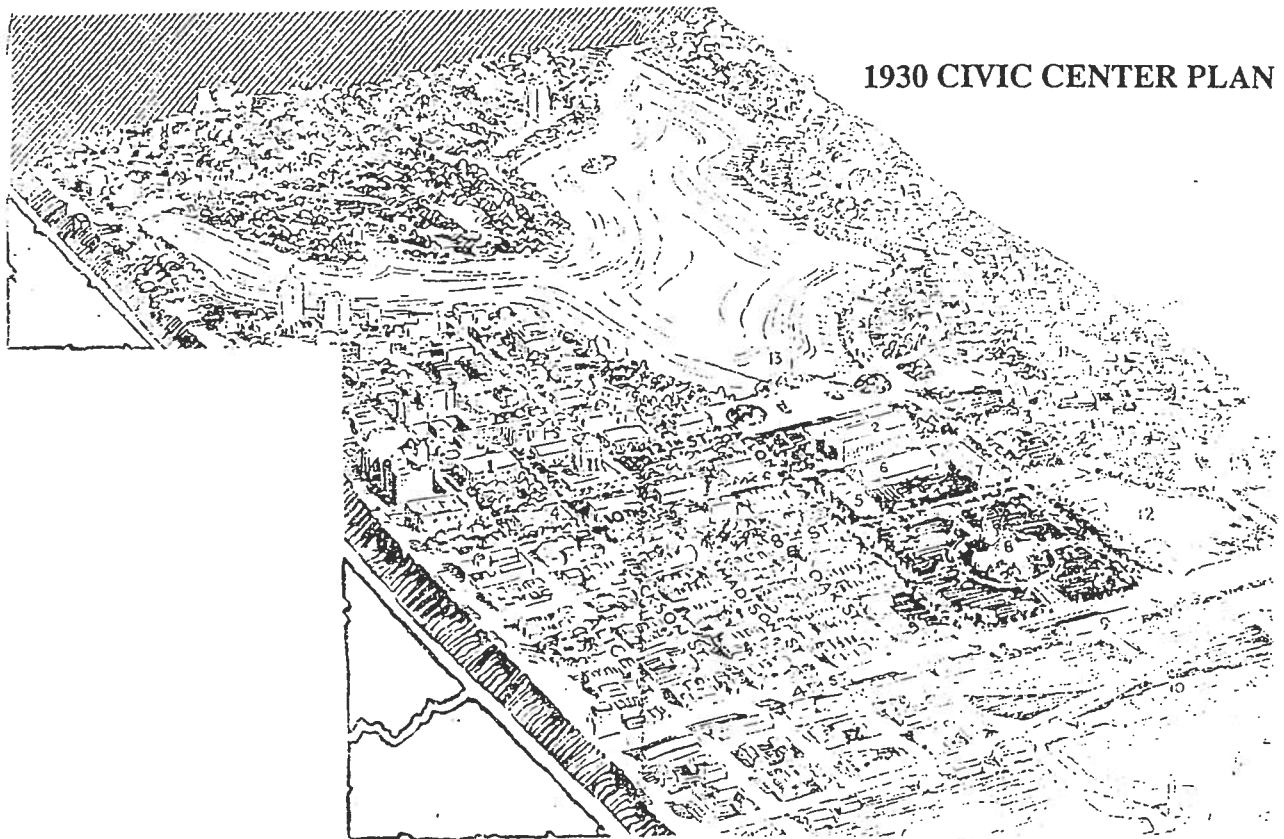
**1948:** City imposes building ban in area. The controversial ban polarizes support for civic center. Land acquisition not completed. The plan is only partially implemented. The Oakland Main Public Library is a remnant of this plan.

**1956:** Civic center plan revised with State and County buildings to be constructed in area. The State and County office buildings are products of this period.

**1961:** Civic center plans are revised again aiming toward maintaining a building status quo in the area until a new plan can be devised.

**1962:** Building ban re-established. Proposal to change zoning from light industrial to Civic Center draws fire, again causing a halt to plan proposals.

**Today,** civic and cultural buildings such as the Oakland Museum, Laney College and Bart Headquarters are located in the area. These uses compete with encroaching small businesses, long established residential uses, auto repair shops and parking lots. While there is an observable presence of government and cultural activity in the area there is no discernable design plan or clear focus. Without a coherent plan and a clear focus the area will remain susceptible to many pioneering and marginal uses. The history of the idea of a civic center in Oakland shows that a strong, united civic will is just as important to the successful implementation of a plan as the plan itself.



## **PLANNING AREA DESCRIPTION**

The planning area is comprised of the areas generally known as residential Chinatown and the Civic Center area.

### **Residential Chinatown**

Residential Chinatown is located just east of commercial Chinatown. This area is characterized by many single family homes on small lots that were built in the last quarter of the 19th century. Interspersed among these homes there are rooming houses and apartment buildings that were built at the same time as the older housing. Many of these buildings are of historical architectural merit. There are medium sized (4-15 units) apartment buildings located in the northeastern part of the study area toward the southern end of Lake Merritt that were built in the first twenty years of the 20th century. Closer to commercial Chinatown there are a few ground floor retail uses and some light industrial uses, remnants of previous light industrial zoning regulations. The area is low in scale with the maximum height being 40 feet in a few places. Many elderly people of Asian descent live in the area. There are three parks in the area. Harrison Square takes up the block bounded by 6th and 7th Streets and Harrison and Alice Streets. It is generally empty as it is separated from the rest of the residential neighborhood by traffic along 7th Street that comes out of the Harrison Street Tunnel. Madison Square, occupies the block bounded by 8th and 9th Streets and by Madison and Jackson Streets. It is frequented by derelicts, children and elderly Asians. Lincoln Square takes up the block between 9th and 10th Streets and between Alice and Harrison Streets. It is a lively park with many children and a community center. It is adjacent to Lincoln School and across the street from a child care center.

### **Civic Center**

The Civic Center area is located east and north of the Chinatown residential area. It is characterized by mixed uses of medium sized apartment buildings, neighborhood serving retail activities and cultural and civic buildings. Laney College, the Oakland Public Library and the Oakland Museum are located in this area. BART and ABAG Headquarters are also located in this area. Other public office buildings in the area include the County Courthouse and Administration buildings, the State office building and the main post office. The Estuary/Channel Park is the major park in the area. It lies along

the edges of an estuary slough that runs south, from 10th Street to the inner harbor channel. It is flanked on either side by a succession of uses. At the north end, near Laney College there are track and field uses and a sculpture park. Light industrial and dry dock facilities are located to the south, near the inner harbor port facilities. Rancho Peralta Park is situated along the channel north of 10th Street up to the 12th Street Dam and Expressway which form the southern edge for Lake Merritt. The park fronts along east entrance to the Henry J. Kaiser Arena but it is little used.

## B. LAND USE

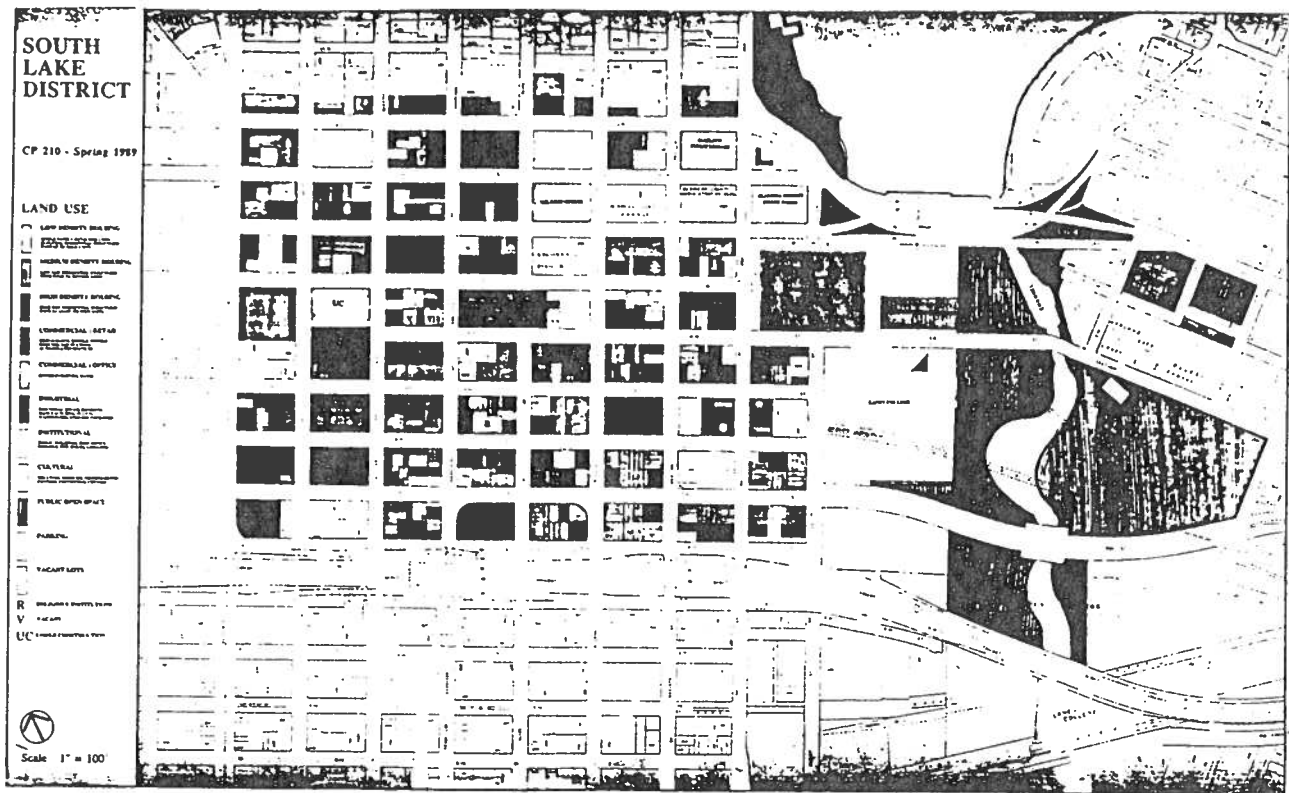
Before one can begin to design for an area, it is necessary and crucial to understand existing land uses, patterns of change and vulnerabilities specific to the area. We need to understand its foundation and the mechanisms for change. Studying an area reveals the concentrations of uses, nodes of activities, and the potential for change and improvement.

In our survey of existing land uses we were guided by two goals: 1) to survey existing land uses; and 2) to determine the pattern and orientation of change. The method used was simple and straightforward. We walked the area, recording the use of every single lot. We noted the difference in ground floor and upper floor uses. If we could not determine the use of the building either by signage or inquiry, we relied on external clues. These clues included the type and size of windows, type of blinds or shades, lighting, nearby activity, mailboxes, and any other visual items which reflected internal activities. These clues were especially important for the determination of upper floor uses which we often could not inspect. This field survey method is the only possible method given the lack of secondary information available. We believe the results are quite accurate.

After accumulating and recording all the information, we formed broad categories of land use:

- 1) Low Density Residential: low rise, residential structures with 1-4 units
- 2) Medium Density Residential: residential structures with 4-15 units
- 3) High Density Residential: residential structures with more than 15 units
- 4) Retail/Commercial: restaurants, food stores, small retail, gas stations, service centers
- 5) Retail/Office: office space
- 6) Industrial: factories, warehouses, storage facilities
- 7) Cultural: theaters, religious buildings, neighborhood centers
- 8) Institutional: government buildings, schools, libraries, post offices
- 9) Open Space: Public open space, parks, plazas
- 10) Religious Buildings: churches, temples, and any structures used predominantly for religious purposes
- 11) Vacant Lots: new or old building or lots not in current use.





Every type of land use is found in this study area. Retail, institutional and residential uses predominate.

Institutional buildings including the Oakland Library, Alameda County Courthouse, the Alameda County Building are concentrated in the Northeast of our study area. Adjacent to these institutions were the cultural facilities comprised mainly of the Oakland Museum, Kaiser J. Convention Center and Laney College. The only other significant cultural facilities are in Chinatown and include the Asian Resource Center, the Chinese Community Center, and the Asian Cultural Center and Library which will be part of the new Pacific Renaissance Development.

The residential uses are primarily confined to the south east of our study area. Low density housing, dating back to the turn of the century, predominates. Higher density apartments and residential hotels are dispersed in the area bordering Broadway and 14th St. Chinatown also has a fair share of higher density housing which is often located above ground floor retail.

Chinatown also has a large concentration of retail. Although some office space is located there, the majority of ground level uses are predominantly retail. They consist of small-scale, food-related stores including markets, bakeries, and restaurants, serving the local and regional community.

Industrial buildings (mainly warehouses and storage facilities) are few and are dispersed. Open space is in limited supply and often underused. The Lincoln Square, Madison Square, Harrison Railroad Park and the strip along Lake Merritt are the main open areas.

One rather interesting discovery was the great amount of parking located in this area. Large parking lots and structures are located in the north west and south west. They serve the downtown area while the smaller lots dispersed throughout the area serve local businesses and residents.

Analyzing existing land uses and the pattern of change, we came to the conclusion that the study area as a whole was vulnerable. Residential uses and businesses are being replaced by downtown support uses. In fact, there was evidence of patterns of change already emerging. As can be observed from the land use map, there are an increasing number of vacant buildings and lots as we move towards Broadway to the west and 14th street to the north. There is also a significant amount of office and residential construction in progress including the Pacific Renaissance Center and the subsidized Frank Mar Housing Development. These will accommodate new retail, offices, and higher density residential buildings.

Market forces combined with political and social pressures seem to be directing the change toward newer, more modern, and larger structures geared to the support of businesses in the downtown. Consequently, there is much potential for change. There is an opportunity to guide this change in order to ensure the diversity of land uses, and the encouragement of a vibrant, energetic and growing district.

## ZONING

There are a variety of zoning areas in the South Lake District covered in this studio. The three broad types include residential, commercial, and a special district labelled Civic Center. These three broad areas are in turn broken down into more specific zones tailored to their location. A design review overlay designation covers most of the eastern section of the area. The South Lake District has downtown Oakland and Chinatown to its west, the Freeway to its south, an expanding office and commercial area to the north, and Lake Merritt and residential areas to its east. These areas on its boundaries help to explain the variety of zoning areas within the District.

The area from Harrison to Franklin Streets, between 7th and 9th Streets is zoned Commercial-51 and called "Central Business District" and covers most of Chinatown. One of the major features of this area is that the floor area ratio (FAR) is seven (7) for both residential and non-residential. This FAR translates into seven storey structures built lot line to lot line. There is a minimum of 105 square feet per dwelling unit. A conditional use permit is needed for places serving alcoholic beverages, gas stations, and convenience market/fast food restaurants, and for developments over 100,000 square feet or over 120 feet in height. The height limits seem in keeping with its proximity to downtown, but it is surprising that many of the uses commonly found in Chinatown need a conditional use permit. There also are a number of exceptions for this area including: a) 10% more units or floor area on corner lots or lots facing parks; b) 50% more units or floor area if development rights (TDRs) are acquired from neighboring lots and a conditional use permit is granted; and c) more floor area is granted if a plaza is provided by the development.

In the area informally called the residential area from 6th to 8th Streets and from Harrison to Fallon, the City has actually zoned it C-40, "Community Thoroughfare". This designation actually allows most uses except for manufacturing. This zoning appears to contrast with what are the current land uses. The eastern portion of this area does have the S-4 design review overlay, which requires a review of any construction or remodeling. There is a 450 square foot minimum per dwelling unit and 4,000 square foot minimum for new residential lots. The FAR of 3.0 for non-residential buildings is substantially lower than the previously discussed area, but there

is no limit for residential buildings. The major exceptions allowed for this area are: a) 10% more for corner lots or near a park; and b) 50% more for TDRs.

The Civic Center area that covers from 7th to 14th Street between Alice and 4th Avenue, is zoned S-2, "Civic Center Zone". This zone is intended to "create, preserve, and enhance areas devoted primarily to major public and quasi-public facilities and auxiliary uses, and is typically appropriate to portions of the Oakland Central District and to outlying areas of public facilities." (Oakland Zoning Code, p. 163). The entire S-2 area also has the design review overlay. There are many more conditional uses in this area including the following:: general food sales, alcoholic beverages, general retail sales, gas stations, motels or hotels, , research service, convenience market and fast food restaurants. These limitations seem intended to limit the area to public and cultural facilities and as mechanisms to closely monitor the introduction of other types of uses. The zoning calls for a minimum of 300 square feet per dwelling unit, but contains the following exceptions: a) 75% more units in senior citizen housing; c) 50% more units or floor area if TDRs are purchased from neighboring lots; and d) 50% more units or floor area in high-rise housing if a conditional use permit is granted. The FAR is 3.5 for residential and non-residential buildings, whcih again is relatively lower than the commerical area, but the following exceptions are allowed: a) 10% more for corner lots; b) 50% more with TDRs; c) 50% more for high-rise housing if a conditional use permit is granted; and d) developments over 100,000 square feet or 120 feet in height with a conditional use permit.

The area between 7th and 11th Streets, from Madison to Harrison is currently zoned R-80, "High-Rise Apartment". This designation appears to promote high-rise housing near the downtown area, but covers an area that is currently lower-scale and is not predominantly residential. The minimum square feet per dwelling unit is 300 and there is a 3.5 FAR for both residential and non-residential buildings. The 3.5 FAR seems to be in contrast with a designation that is termed "High-Rise", but again there are many exceptions that would allow for much greater height and floor area: a) 10% more if it is on a corner lot or facing a park; b) 50% more if TDRs are purchased; and c) 50% more in high-rise housing if a conditional use permit is granted.

The northern area of the District, from 11th to 14th Streets, between Jackson and Oak, consists of both C-51, discussed previously, and C-55, "Central Core". The major difference with the C-55 designation is that wholesaling requires a conditional use permit and there is no maximum FAR for non-residential. These designations recognize that this area is near the developing office-commercial area to the north and the high-rise downtown to the west.

## C. CIRCULATION

To compile the following we used the 1980 City of Oakland Traffic Flows Map, the latest AC Transit map, a 1984 Working Paper for the Oakland Central District Plan Study, the 1986 Central District Plan Study itself, and the Chinatown Redevelopment Project Supplemental Environmental Impact Report of April 1986, along with interviews and our personal observations.

### Auto Traffic

On the accompanying map auto traffic is shown as Average Daily Traffic (ADT) in increments of 5,000; that is, 0 to 5,000 ADT-flow streets are blank, 5-10,000 ADT streets have the narrowest stripes, and so on, up to streets with ADT greater than 20,000, which have the widest stripes. Only two places have ADT volumes greater than 20,000 - the 12th Street Expressway along the southern edge of Lake Merritt, and on Harrison, emptying the Alameda traffic via the Posey Tube onto 7th Street.

Intersections which experience Levels of Service (LOS) of "C" (occasional peak period congestion) and "D" (peak period congestion) are also shown on the map. In our study area, the "C" levels are at 10th and Oak, and at 9th and Webster; the "D" levels are at 5th and Oak (a freeway ramp entrance) and at 7th and Webster. The latter, at the approach to the Webster Street Tube to Alameda, experiences this level due to three factors, according to the 1984 Central District Development Plan Study Working Paper - a reduction in the number of lanes from three to two, double parking along Webster, and "heavy pedestrian flows which conflict with left-turn movements."

### Local Bus Lines

There is fairly good east-west bus service from 11th to 14th Streets, and north-south along Broadway (the lines on the accompanying map refer to all routes on a street). The routes through Chinatown really serve Alameda. We observed that, for the most part, people going between Downtown and Chinatown walk.

The Downtown Shuttle route was criticized in the Central District Study for lack of frequent service and its lengthy route, resulting in low usage.

AC Transit ridership information is limited. There are average daily counts for all bus lines in the system, but these are for the entire route of a bus line, and are not broken into segments, so that information for our study area alone is not available.

## **BART**

BART provides good service to our study area at 12th Street and Lake Merritt Stations. Ridership shown here is measured as the number of exits per day at each station. Lake Merritt Station has low use, especially on Sundays; an average of 500 people exit the station that day. Even on weekdays it is not heavily used. The employers in the area don't keep track of how their employees travel to work, so it is difficult to ascertain who uses it. BART itself, headquartered here, provides a parking lot for employees underneath the freeway, two blocks away (and even BART doesn't keep track of how its employees travel to work). Laney College has over 10,000 students, but over 8,000 are part-time, and most are evening students. Most of them probably drive, due to the convenience of the large parking lot (and perhaps for safety).

## **Parking Lots**

There are many long- and short-term parking places within our study area. The entire Central District had 25,010 off-street and 3,480 on-street parking spaces at the time of the 1984 Report. This Report included areas north to 19th Street, south to the Waterfront, and the area east of Jackson and south of 12th Street was not surveyed for off-street parking capacity, so that it is not completely adequate to describe parking facilities in our prescribed Study area. But, in general, we observed that our Study area seems to contain adequate parking facilities.

## **Pedestrians and Bicyclists**

We counted pedestrians at each intersection along Webster and Jackson Streets on a Friday afternoon between 3:00 p.m. and 4:30 p.m. We counted, for six minutes, all who

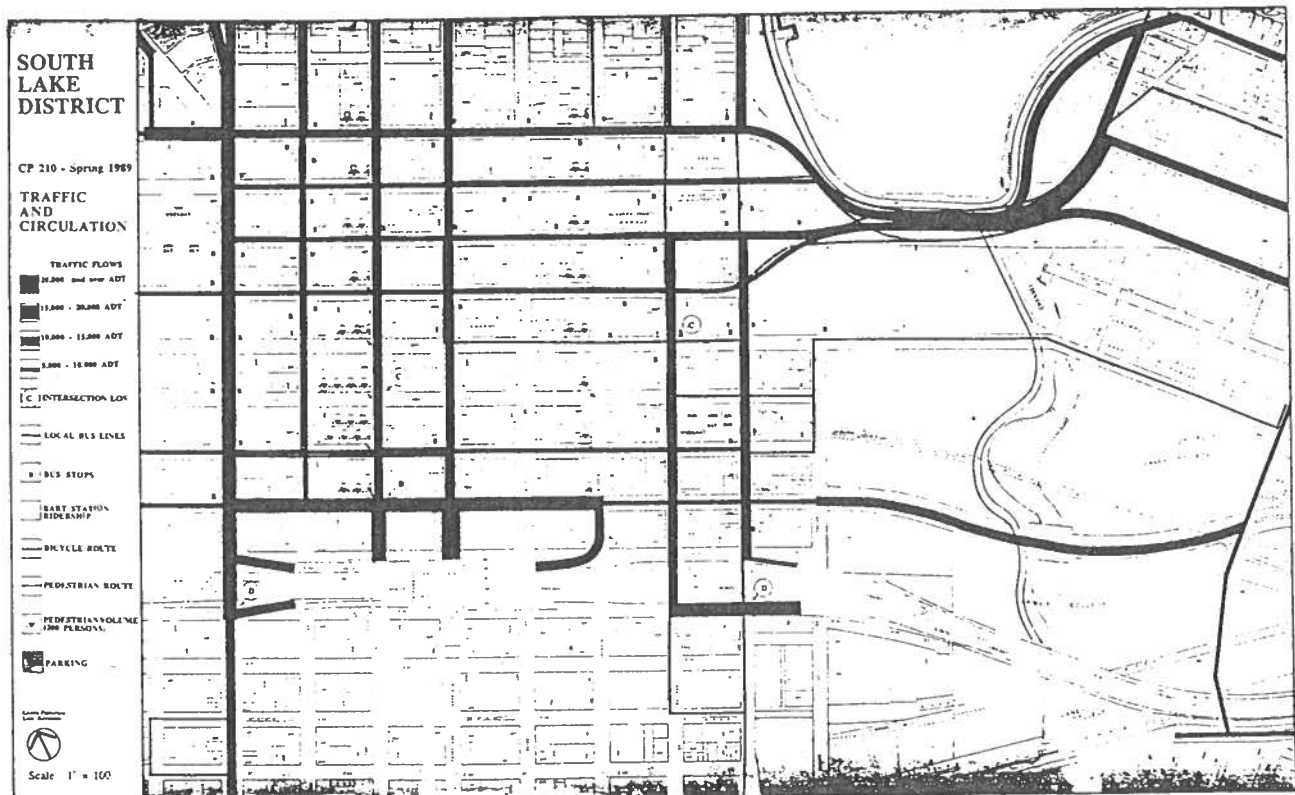
# HOURLY PEDESTRIAN FLOWS<sup>1</sup>

## SOUTH LAKE AREA

### FEBRUARY 24, 1989

<u>INTERSECTION</u>	<u>WEBSTER</u>	<u>JACKSON</u>
14th	410	250
13th	300	280
12th	370	330
11th	330	440
10th	540	430
9th	830	240
8th	1310	180
7th	470	130

<sup>1</sup>Counts were taken in six minute intervals between 3:10 p.m. and 4:30 p.m. To find original six minute count, divide above figures by 10.





entered into the intersection area, and multiplied by ten for the hourly rate. On the map, each "little person" counts as two hundred people per hour.

According to the 1984 Central District Study, Chinatown "has the highest level of pedestrian and street activity in the Central District, and the greatest potential for congestion if adequate pedestrian facilities are not provided."

14th Street acts as a pedestrian corridor to some extent, but use seems limited to trips of a few blocks, not the length between Oak and Broadway. Other streets carry fairly even loads of foot traffic, at least to Eighth Street.

There is some pedestrian activity around the Lake Merritt Bart Station but, as mentioned earlier, the Station is not used to capacity. Pedestrian and bike access along Lake Merritt and the Channel park is, at best, limited. Walkers and bikers do circle the Lake on weekends and holidays but access to the streets and facilities across the 12th Street Expressway is limited, dangerous and unpleasant.

The path along the Channel is not designated by signs. The path also dead ends at the Nimitz Freeway, limiting its use for circulation and recreation.

### **General Observations**

The study area is well served by mass transit (both AC Transit and BART) and auto access is not difficult. Both car and transit users would be better served by additional (and prominent) signs to the Museum and other facilities. Parking lots abound and, while they provide many opportunities for the driving public to park, they tend to create visual voids which detract from the area.

Pedestrian use of arts, and other, facilities could also be enhanced by signs directing walkers to various spots. Also, many of the streets are wide and one-way, have no "walk" signs, and have very short yellow lights. Walking could be encouraged by changing some of the less-used one-way streets to two-way, lengthening the yellow lights, and adding "walk" signs to busier intersections.

Bicycles could also be encouraged by more complete signage; by better connections between the lake front and the Channel park; and by connecting the Channel park path with the Embarcadero, an idea advocated in most Plans and Studies of this area, including the 1986 Central District Plan Study.

## D. DEMOGRAPHICS

### Racial Composition

Most of the study area is comprised of census tracts 4030 and 4033. In these tracts the most relevant feature of the population is its high percentage of Asians. In census tract 4033, 72 percent of the population is of Asian descent.

Census Tract 4029		
<u>Race</u>	<u>#</u>	<u>%</u>
Asian	167	15.0
Black	413	37.0
White	499	44.0
Other	<u>48</u>	<u>4.0</u>
TOTAL	1,127	100.0

Census Tract 4030		
<u>Race</u>	<u>#</u>	<u>%</u>
Asian	659	50.0
Black	221	17.0
White	399	30.0
Other	<u>51</u>	<u>3.0</u>
TOTAL	1,330	100.0

Census Tract 4033		
<u>Race</u>	<u>#</u>	<u>%</u>
Asian	1,428	72.0
Black	165	8.0
White	333	17.0
Other	<u>54</u>	<u>3.0</u>
TOTAL	1,980	100.0

Census Tract 4034		
<u>Race</u>	<u>#</u>	<u>%</u>
Asian	538	16.0
Black	800	24.0
White	1,888	56.0
Other	<u>125</u>	<u>4.0</u>
TOTAL	3,351	100.0

Census Tract 4060		
<u>Race</u>	<u>#</u>	<u>%</u>
Asian	367	17.0
Black	704	31.0
White	610	28.0
Other	<u>532</u>	<u>24.0</u>
TOTAL	2,213	100.0

Source: 1980 U.S. Census

### Housing Tenure

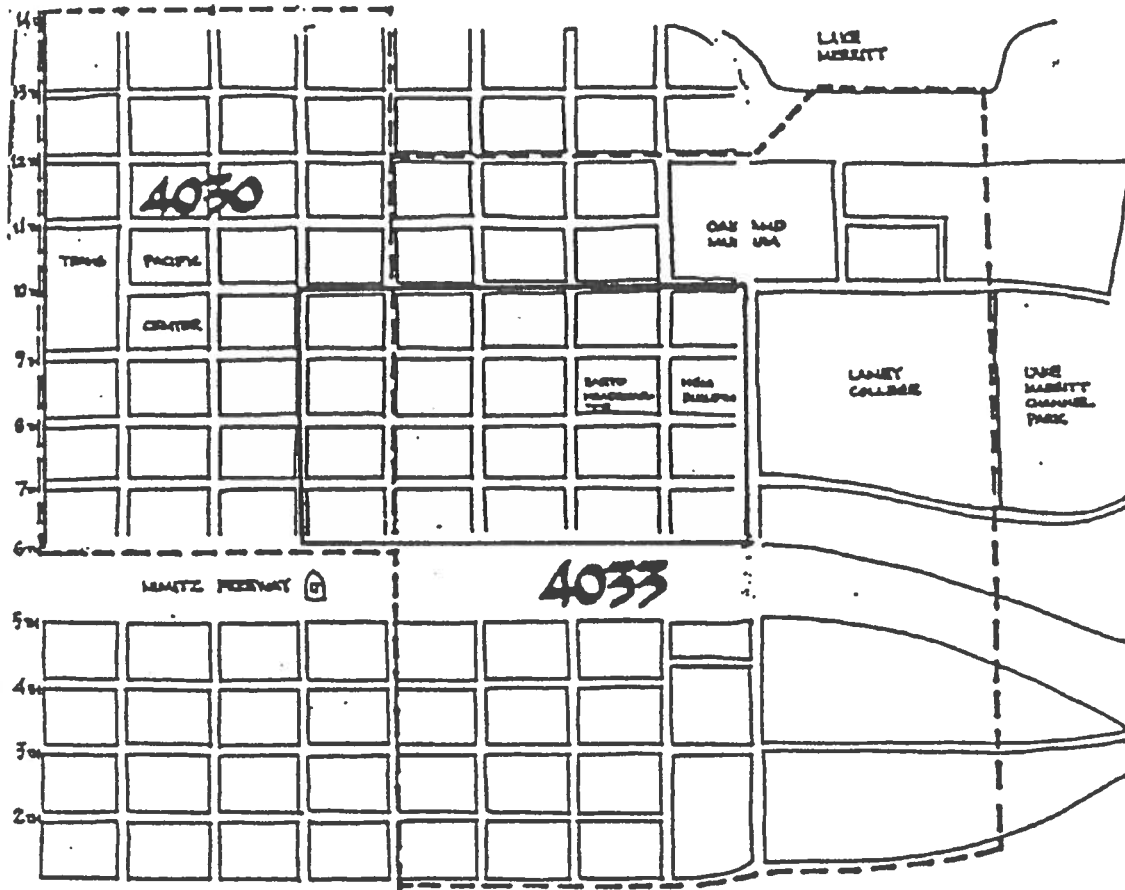
Another feature in the census tracts that comprise the majority of the study area is the high percentage of rental housing. In census tract 4033, 86 percent of all housing units were renter occupied. In census tract 4030, 58 percent of the housing units were renter occupied.

Census Tract 4029		
	<u>#</u>	<u>%</u>
Owner Occ.	4	0.5
Renter	762	95.0
Vacant	<u>40</u>	<u>4.5</u>
TOTAL	806	100.0

Census Tract 4030		
	<u>#</u>	<u>%</u>
Owner Occ.	228	30.0
Renter	439	57.7
Vacant	<u>93</u>	<u>12.3</u>
TOTAL	760	100.0

Census Tract 4033		
	<u>#</u>	<u>%</u>
Owner Occ.	88	9.3
Renter	810	86.4
Vacant	<u>41</u>	<u>4.3</u>
TOTAL	939	100.0

Census Tract 4034		
	<u>#</u>	<u>%</u>
Owner Occ.	150	7.0
Renter	1,769	83.0
Vacant	<u>215</u>	<u>10.0</u>
TOTAL	2,134	100.0



HARRISON

ALICE

JACKSON

MADISON

OAK

FALLON

CP 210  
CHINATOWN STUDY AREA

-----  
CENSUS TRACTS STUDIED

### Census Tract 4060

	<u>#</u>	<u>%</u>
Owner Occ.	124	11.3
Renter Occ.	871	79.5
Vacant	<u>100</u>	<u>9.2</u>
TOTAL	1,095	100.0

Source: 1980 U.S. Census

### Age Distribution

In census tract 4033, 19 percent of the population is 65 or older. Twenty-one percent of the population is below age 20. The 19 percent may understate the number of elderly in the area as a percentage of the total population. Conversations with community leaders and City officials indicate that younger working-age people and young families have moved out of the area to purchase affordable housing while the elderly have remained behind as renters.

### Census Tract 4029

<u>Age (yrs.)</u>	<u>#</u>	<u>%</u>
<5	28	2.5
5-19	44	4.0
20-64	651	58.0
65+	<u>404</u>	<u>35.5</u>
TOTAL	1,127	100.0

### Census Tract 4030

<u>Age (yrs.)</u>	<u>#</u>	<u>%</u>
<5	34	3.0
5-19	146	11.0
20-64	943	70.0
65+	<u>207</u>	<u>16.0</u>
TOTAL	1,330	100.0

### Census Tract 4033

<u>Age (yrs.)</u>	<u>#</u>	<u>%</u>
<5	105	5.3
5-19	315	16.0
20-64	1,196	60.4
65+	<u>364</u>	<u>18.3</u>
TOTAL	1,980	100.0

### Census Tract 4034

<u>Age (yrs.)</u>	<u>#</u>	<u>%</u>
<5	85	3.0
5-19	238	7.0
20-64	2,145	64.0
65+	<u>883</u>	<u>26.0</u>
TOTAL	3,351	100.0

### Census Tract 4060

<u>Age (yrs.)</u>	<u>#</u>	<u>%</u>
<5	302	9.0
5-19	670	20.0
20-64	2,044	61.0
65+	<u>335</u>	<u>10.0</u>
TOTAL	3,351	100.0

Source: 1980 U.S. Census

### Income Distribution

In census tract 4033 over fifty percent of the households had an annual income between \$5,000 and \$19,999. This figure indicates that over half of the households fell within the lower-middle and middle income range at the time of the survey. Only census tract 4060, immediately to the north, with its more exclusive lakeshore location, had a similar high percentage of the population in this income range. But that census tract did not approach the residential Chinatown tract in the over 25 percent of the population that earned between \$20,000 and \$49,999. The figures indicate that at the time of the survey, almost 75 percent of the population in the residential Chinatown area had incomes in the lower-middle income to upper-middle income ranges. This figure represents a large percentage of the population in these middle ranges compared to surrounding census tracts.

**Census Tract 4029**

<u>Household Inc.</u>	<u>#HH</u>	<u>%</u>
<\$ 5,000	412	54.6
\$ 5,000-\$19,999	288	38.2
\$20,000-\$49,999	46	6.0
\$50,000+	9	1.2
TOTAL	755	100.0

**Census Tract 4030**

<u>Household Inc.</u>	<u>#HH</u>	<u>%</u>
<\$ 5,000	190	29.0
\$ 5,000-\$19,999	185	28.0
\$20,000-\$49,999	209	32.0
\$50,000+	73	11.0
TOTAL	657	100.0

**Census Tract 4033**

<u>Household Inc.</u>	<u>#HH</u>	<u>%</u>
<\$ 5,000	221	24.8
\$ 5,000-\$19,000	461	51.5
\$20,000-\$49,999	209	23.3
\$50,000+	4	0.4
TOTAL	895	100.0

**Census Tract 4034**

<u>Household Inc.</u>	<u>#HH</u>	<u>%</u>
<\$ 5,000	528	26.5
\$ 5,000-\$19,999	1,053	52.7
\$20,000-\$49,999	366	18.3
\$50,000+	50	2.5
TOTAL	1,997	100.0

**Census Tract 4060**

<u>Household Inc.</u>	<u>#HH</u>	<u>%</u>
<\$ 5,000	337	32.6
\$ 5,000-\$19,999	554	53.7
\$20,000-\$49,999	134	13.0
\$50,000+	8	0.7
TOTAL	1,033	100.0

Source: 1980 U.S. Census

**Education**

About one-third of the adult population in census tracts 4030 and 4033 had an eighth grade education; one-third had completed high school and one-third had some college. The percentage distributions were similar in nearby census tracts.

**Census Tract 4029**

<u>Education (yrs.)</u>	<u>#</u>	<u>%</u>
0-8	167	18.0
9-12	470	49.0
13+	314	33.0
TOTAL	951	100.0

**Census Tract 4030**

<u>Education (yrs.)</u>	<u>#</u>	<u>%</u>
0-8	332	30.0
9-12	353	32.0
13+	419	38.0
TOTAL	1,104	100.0

**Census Tract 4033**

<u>Education (yrs.)</u>	<u>#</u>	<u>%</u>
0-8	545	40.0
9-12	420	30.0
13+	421	30.0
TOTAL	1,386	100.0

**Census Tract 4034**

<u>Education (yrs.)</u>	<u>#</u>	<u>%</u>
0-8	235	9.0
9-12	964	36.0
13+	1,483	55.0
TOTAL	2,682	100.0

**Census Tract 4060**

<u>Education (yrs.)</u>	<u>#</u>	<u>%</u>
0-8	399	32.0
9-12	483	38.0
13+	384	30.0
TOTAL	1,266	100.0

Source: 1980 U.S. Census

## **E. INFRASTRUCTURE**

The existing infrastructure was examined, including water, sewer, waste water, and storm water drainage. The infrastructure conformed to the existing street grid. It was determined that available infrastructure was sufficient for the proposed changes.

Additionally, the location of underground construction for BART, the Posey tube, and various pedestrian tunnels was mapped in order to coordinate larger construction proposals.

## F. IMAGEABILITY AND URBAN FORM

An imageable area is one which leaves a strong impression in our collective memory. Urban designers strive to create strongly imageable cities. For this reason, evaluating an area's image is one of the first steps in an urban design scheme. Yet mapping image can be a subjective task. For our study, the well-respected methodology of Kevin Lynch was used to assess the area's imageability. The methodology included field observation and interviews, with the respondents mapping their most salient impressions of the area.

For the most part, the study area was poorly imaged. When asked, "What about this area stands out most in your memory?," respondents most often noted Lake Merritt, the parks and Chinatown. Definition of the imageability study terms and findings are as follows:

**Landmark:** A physical structure used to guide in orientation. The term is not judgemental, as the Alameda County Garage and Lake Merritt are both landmarks. The landmarks are dispersed throughout the area.

**Node:** A locus of activity. Minor nodes have a constant low level or periodic bursts of activity, while a major node is constantly active. Chinatown is the only major node. Minor nodes are dispersed throughout the study area, especially in the cultural area where we find a few minor nodes but no concentration of activity.

**Districts:** An area with a distinct character. The districts in the area (Chinatown residential and commercial, cultural district, BART/MTC commercial, and institutional area) are loosely defined.

**Barriers:** Hard, disruptive edges. The most significant barriers are the 12th Street overpass and the Nimitz freeway.

The predominant character of the study area is fine grain, with a mix of residential and commercial uses. The institutional and cultural areas are characterized by large footprints. Downtown development appears to be moving west, into the Chinatown area and down the 14th Street corridor.

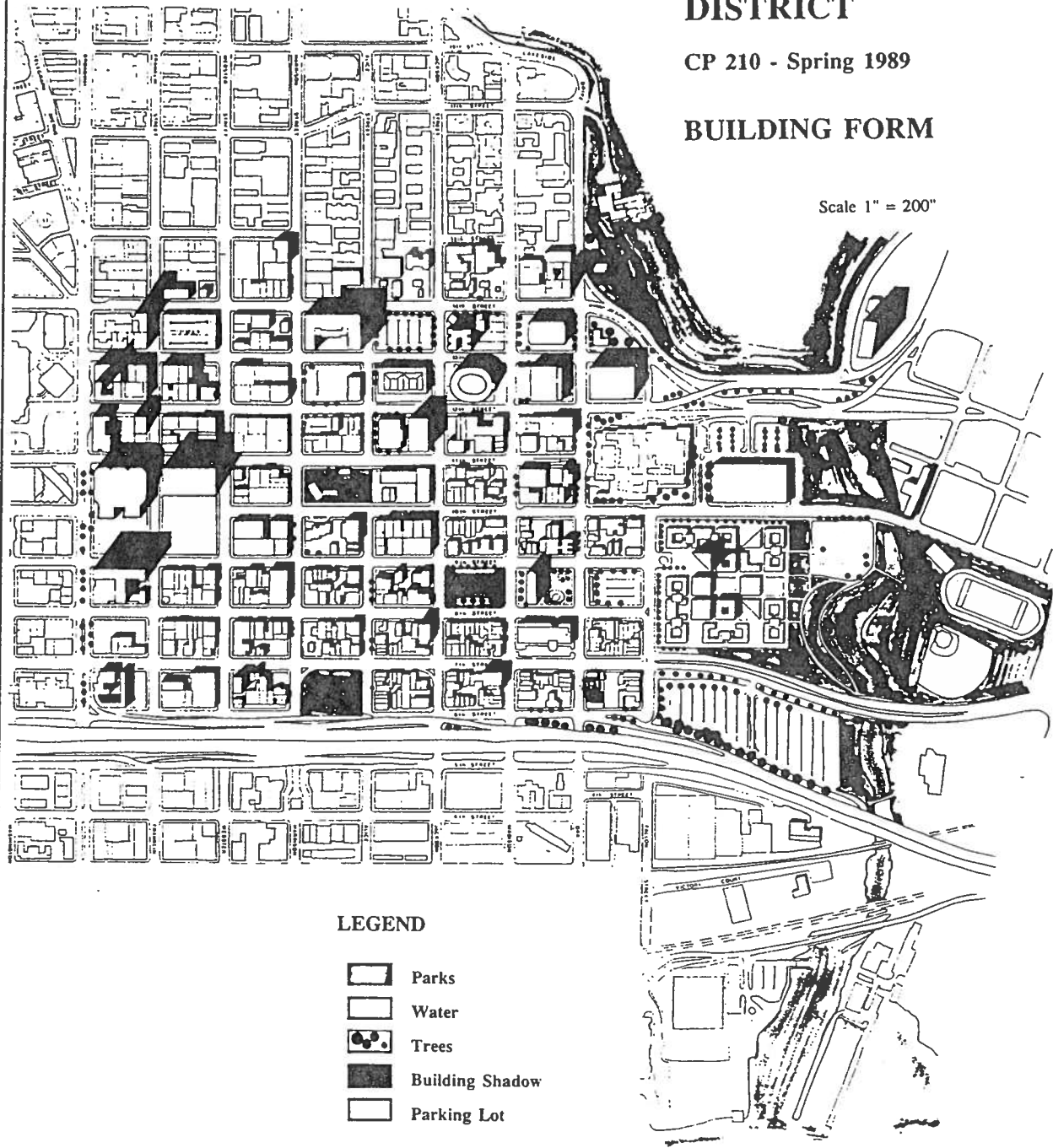


# SOUTH LAKE DISTRICT






CP 210 - Spring 1989

## BUILDING FORM

Scale 1" = 200"



### LEGEND

-  Parks
-  Water
-  Trees
-  Building Shadow
-  Parking Lot

Linda Ruffing

SOUTH LAKE  
DISTRICT  
IMAGE MAP

LEGEND

LANDMARKS

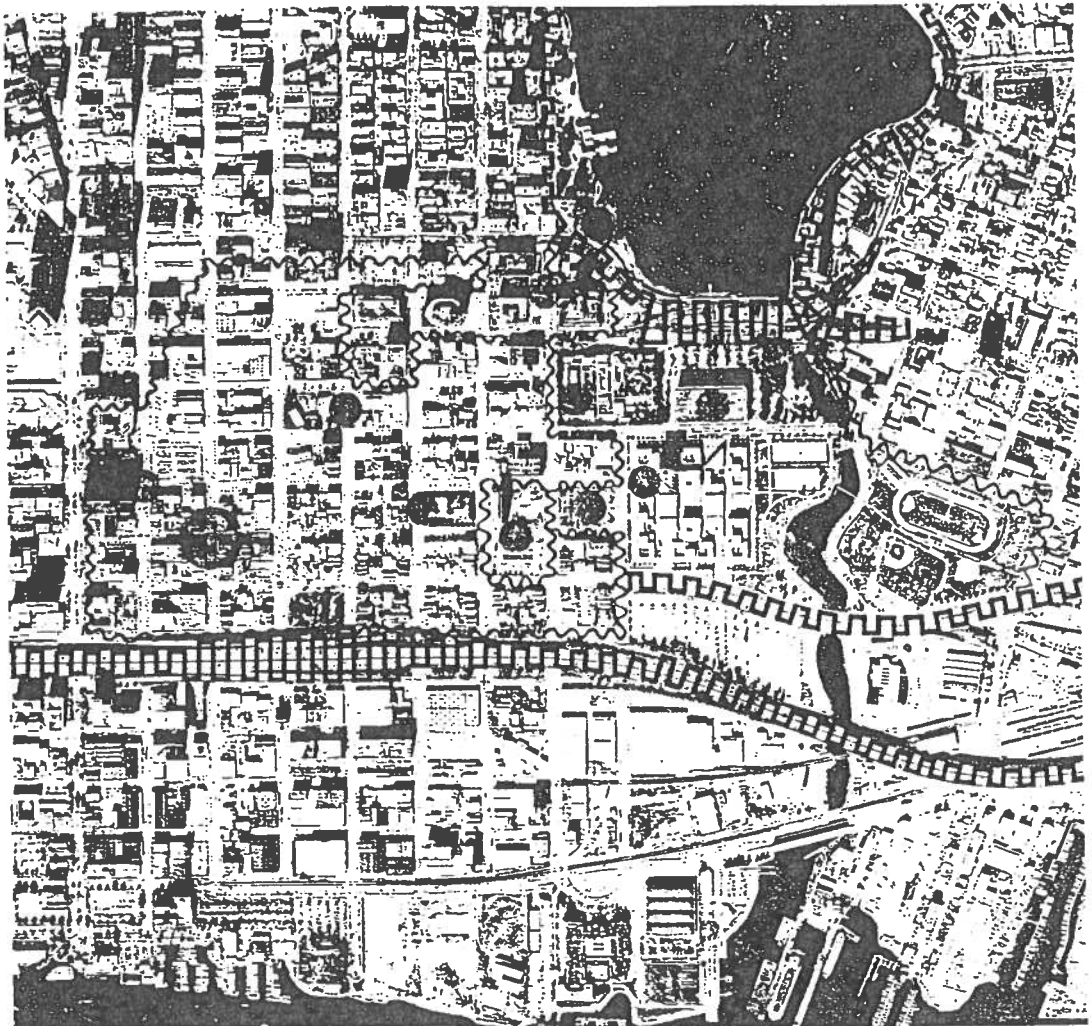
NODES

MINOR 

MAJOR 

DISTRICTS 

BARRIERS 



CP 210

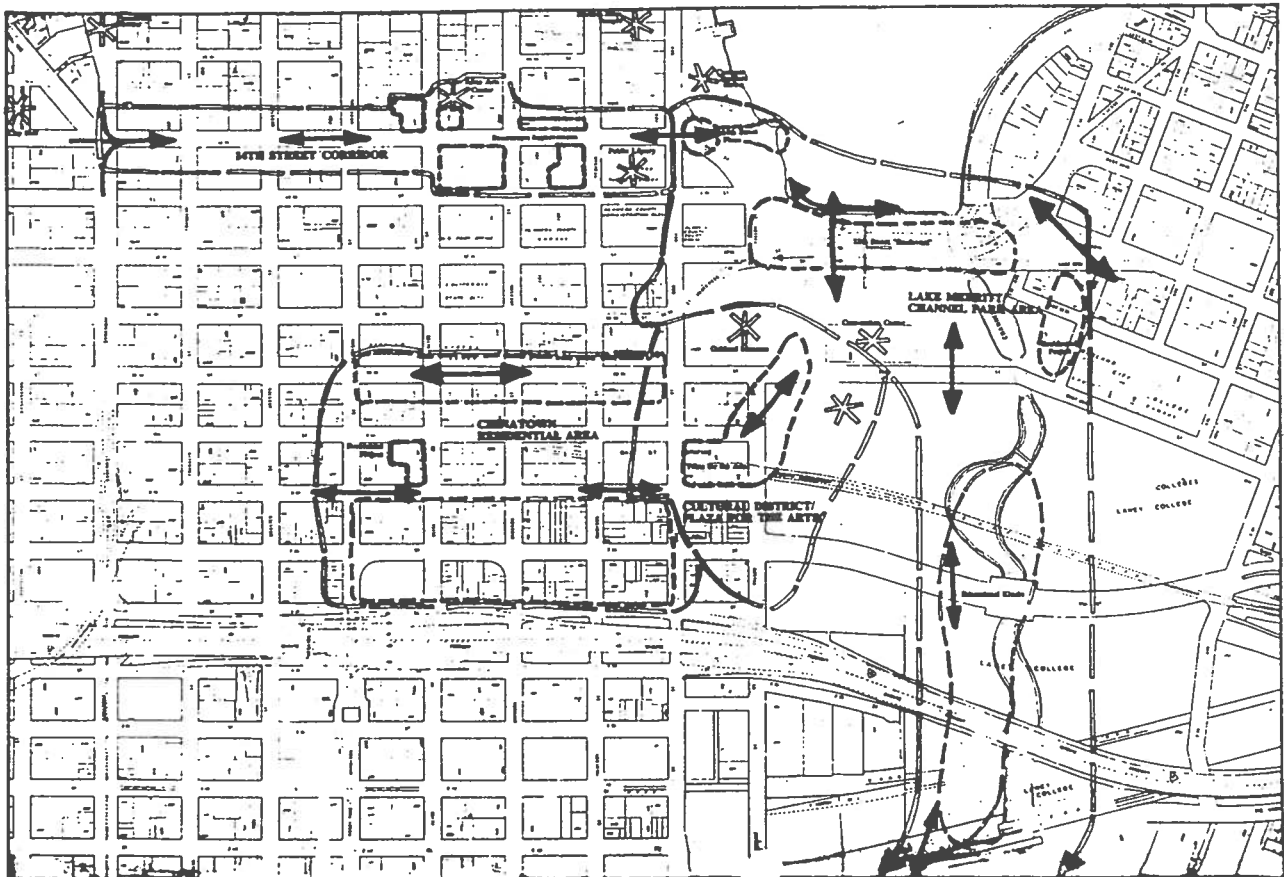
Jane Ostermann

## II. DISTRICT PLANS

## THE VISION

The class envisioned a lively pedestrian atmosphere throughout the broader study area, with recreational activity at the Lake and parks, more cultural programming, an increased number of area residents and visitors, and supporting commercial activity. The study area encompassed several loose districts: Chinatown, the institutional area, the recreational area (Lake Merritt and the parks), the cultural district, and the BART/MTC commercial area. As discussed in the Imageability section, commercial Chinatown has the strongest identity of the districts. Although the study area bordered Broadway to the west, the area has little connection to Oakland's downtown.

Given the broad and poorly imaged study area, the class decided to strengthen the various districts, and to develop links between the individual districts and downtown. The class targeted four opportunity sites for improvement: a) the 12th Street overpass; b) the Plaza for the Arts; c) the 14th Street corridor; and d) the residential opportunity. Improvements to the four key sites will act as a catalyst for change to the larger area. The class developed detailed plans and policies for the four areas.



## A. LAKE MERRITT/CHANNEL PARK STUDY AREA

### 1. Description of Area

The Lake Merritt/Channel Park study area is a linear corridor which extends from Lake Merritt to the Inner Harbor/Estuary. Lakeside Park, Rancho Peralta Park, Channel Park/Sculpture Garden and the Estuary Park are located along this open space corridor; however, the lack of any unified design treatment and linkages between these facilities diminishes the continuity of the parkland.

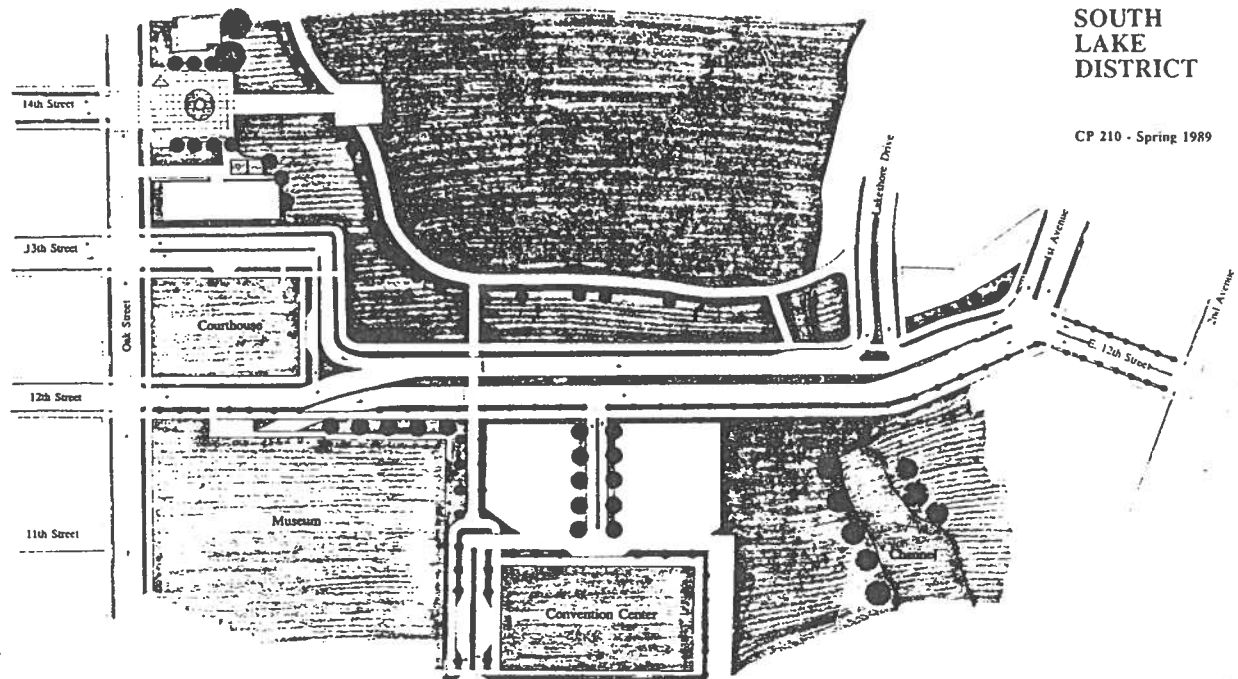
We propose to improve the aesthetic and functional qualities of the parklands. Our focus is on creating an active and dynamic environment, one which encourages a variety of uses by a wide range of user groups. We propose to enhance pedestrian and bicycle circulation throughout the study area, provide additional benches and lighting, develop an educational walk along the lower reaches of the Channel, and enhance the visual linkages between the various park components. In addition, some of our proposed circulation improvements make additional land available for park (or other) uses.

The most urgent (and most complicated) proposal is for a major change to the 12th Street "Dam." This two-block long expressway effectively eliminates any connection between Lake Merritt and the Cultural/Civic Center to its south, and between the Lake and the Channel Park. The underground passageways are not safe for pedestrians or bicyclists, and the surface route across the highway poses a formidable challenge to the most able jaywalker.

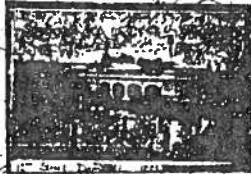
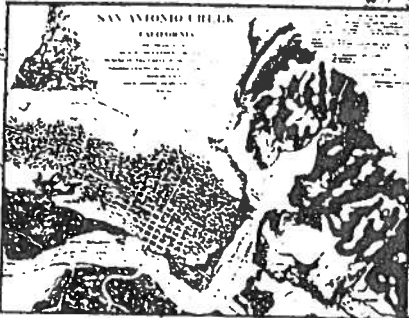
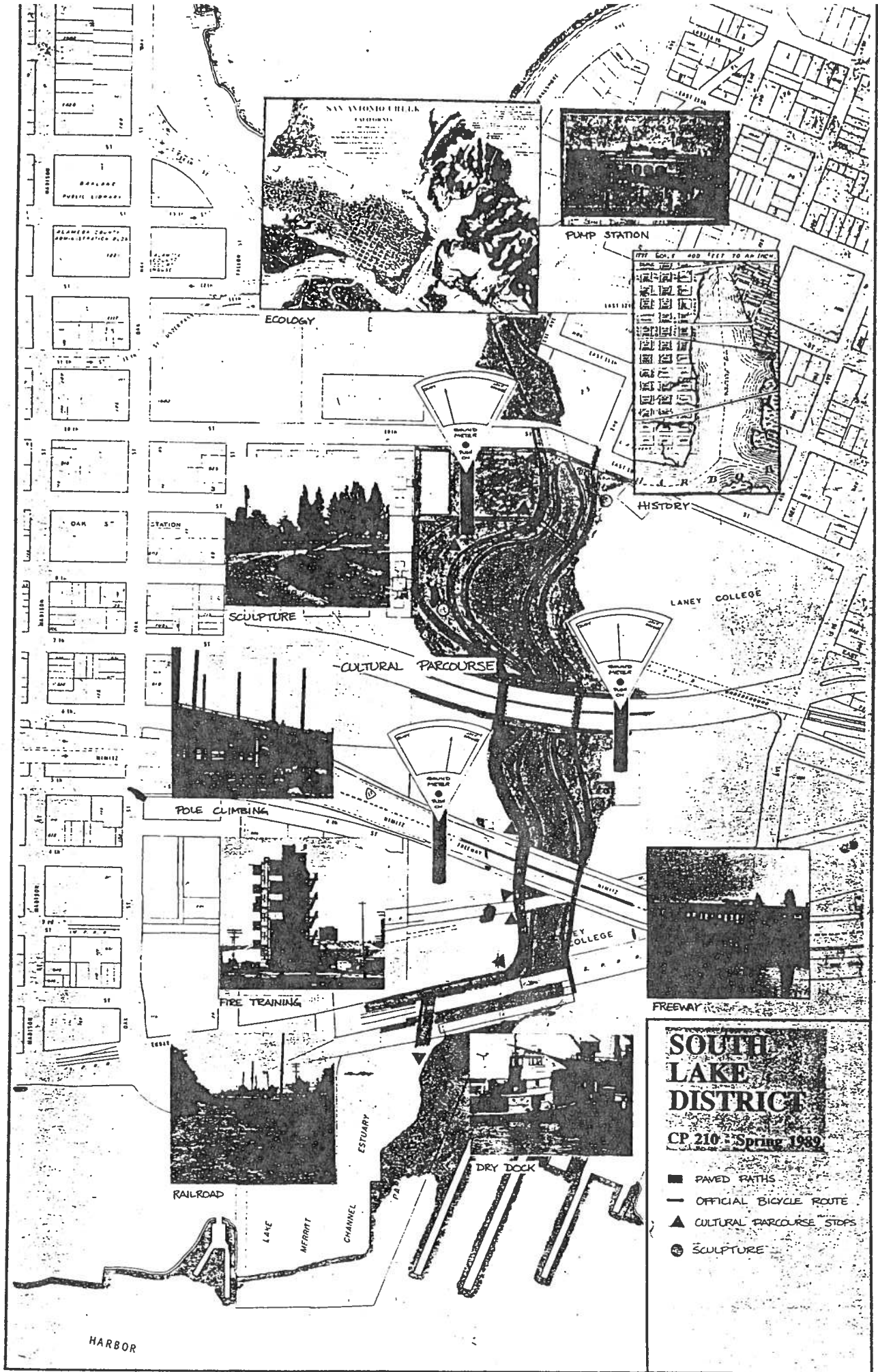
We propose to simplify the weaving freeway-like approaches to this route. Access to the eastbound lanes would be limited to the 11th Street underpass, which begins at Madison Street; eastbound access from 14th and 13th Streets would be eliminated. 12th Street would remain the main westbound corridor, with 13th Street as a secondary westbound connector. 11th and 12th Streets become increasingly important as connections between East Oakland and Downtown/I-980. The reduction of traffic on 14th Street will allow it to become a major public transit corridor.

Pedestrian and bicycle crossings would be brought to grade, instituting a crosswalk with pedestrian-activated traffic signals between the Lake and the Oakland Museum. The entire boulevard would be narrowed to three lanes in each direction (from six) with a planted median. The narrowing of 12th Street will release a wide band of new parkland along the lakefront. A grassy lawn will slope down from the boulevard to a 30-foot wide esplanade. The esplanade will connect with the existing lakeshore pedestrian and bike path. Landscaping and lighting will be designed to complement the existing treatment.

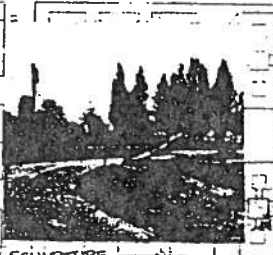
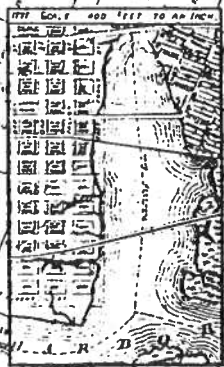
We propose to construct a large plaza on the land made available by the closure of 14th Street east of Oak Street. The plaza will visually connect the 14th Street corridor to Lake Merritt, and serve as a staging area for cultural and civic activities.



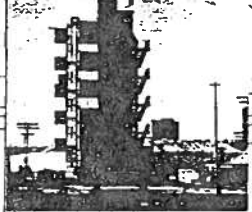
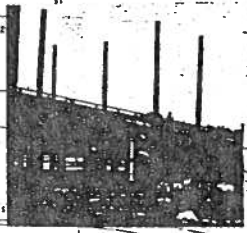
The other major (and long-term) circulation need is for a pedestrian and bicycle connection between the Lake, via Channel Park, to Estuary Park on the far side of the Embarcadero. We propose an at-grade crossing with a train activated barrier/gate across the Southern Pacific tracks near the Embarcadero. This kind of connection has recently been discussed in conjunction with the 1986 Central District Plan and, more recently, the Bay Area Council's Bay Bicycle Path .



PUMP STATION



SCULPTURE



FIRE TRAINING



FREEWAY

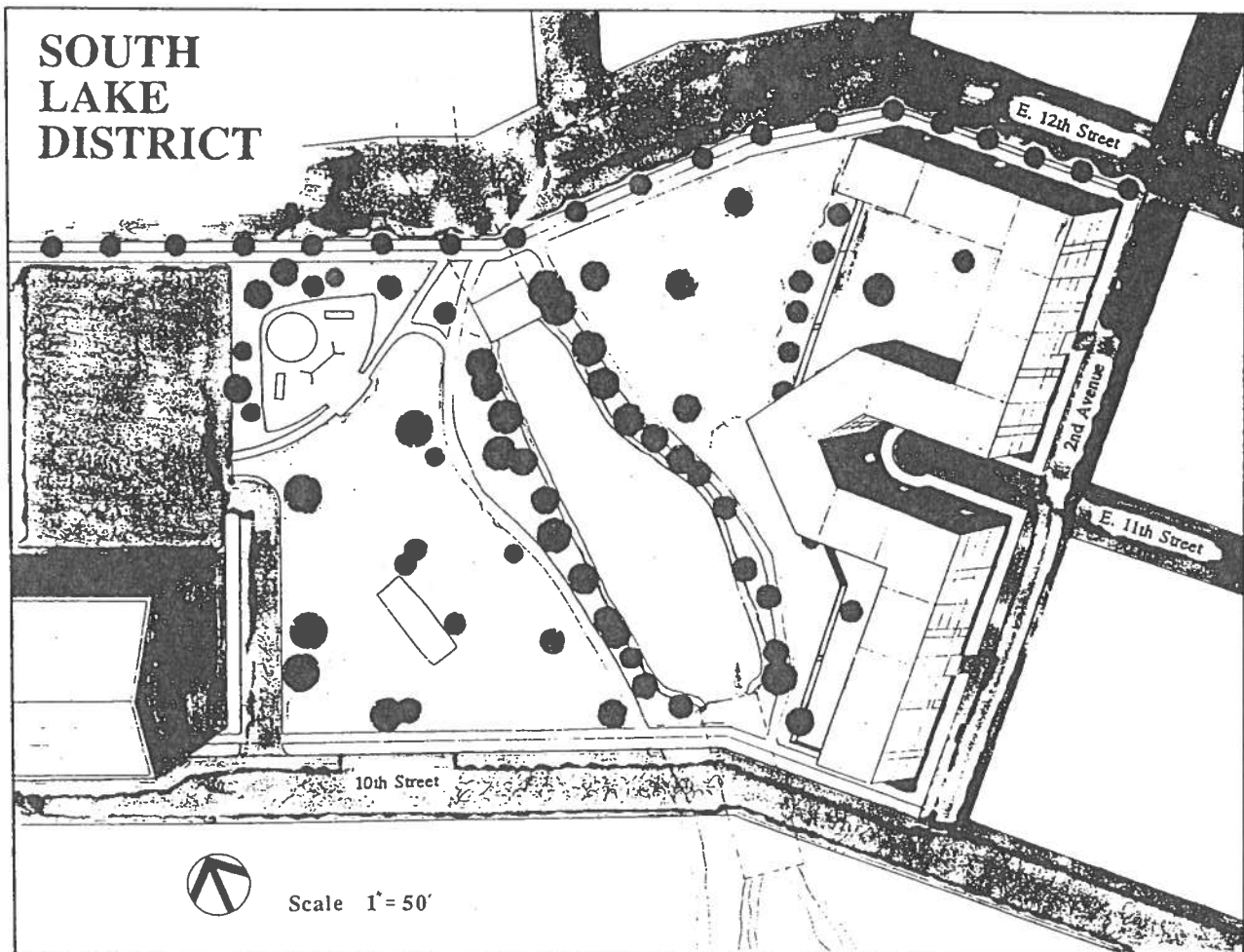
# SOUTH LAKE DISTRICT

CP 210 - Spring 1989

- PAVED PATHS
- OFFICIAL BICYCLE ROUTE
- ▲ CULTURAL PARCOURSE STOPS
- ⊙ SCULPTURE

The major land use change we propose for this area is development of high-density residential housing on the Oakland School District property on 2nd Street between 12th and 10th Streets. Realignment of the 12th Street Expressway opens up a large triangle of land in the current East 12th Street right-of-way. When this land is combined with the adjacent surface parking lot and the land occupied by the Oakland School District Administration Building, a significant piece of property becomes available. The Administration Building is currently posted as seismically unsafe. According to Tadashi Nakadegawa of the Oakland School District, there are no definite long-range plans to upgrade the building, and the District will entertain offers for the site in exchange for office space elsewhere.

We anticipate that the proposed housing will be an attractive place to live, particularly because of its proximity to Lake Merritt, Rancho Peralta Park and Channel Park. The location of residential uses in close proximity to these pleasant, yet under-used park areas will assist in maintaining safety and a neighborhood atmosphere.





## **2. Goals and Policies**

**Goal:** Eliminate the barrier effect of the 12th Street Expressway, creating improved connections between the Cultural District, Channel Park and Lake Merritt.

### **Policies:**

1. Reconstruct the roadway as a six-lane boulevard aligned with the 11th and 12th Street couplet to the west.
2. Eliminate eastbound access to the new "boulevard" from 14th and 13th Streets.
3. Provide for two westbound points of egress, with 12th Street as the primary connector and 13th Street as a secondary connector to Oak and 14th Streets.
4. Provide a signalized intersection at 1st Avenue/12th Street/East 12th Street. Align the intersection to favor traffic movements onto 1st Avenue.
5. Provide an at-grade crossing with pedestrian-activated signals across boulevard. Safety concerns may warrant construction of a pedestrian overpass instead of the crosswalk.

**Goal:** Encourage higher levels of activity in the study area.

### **Policies:**

1. Improve signage throughout the study area.
2. Encourage use of the Park by school and community groups.
3. Increase programming of activities. Potential activities could include: festivals, summer time and weekend arts and crafts programs, seasonal celebrations (Easter

egg hunt, May Day celebration, Fourth of July fireworks, Labor Day picnic, Halloween costume contest, etc.), performing arts events (San Francisco Mime Troupe, Laney College Theater, Jazz in the Park, etc.), and extending Lake Merritt events along the Channel.

4. Permit vendors to sell food in specified locations within the Channel Park.
5. Develop a dog run area east of the Channel; remove "No Dogs" signs from other areas of Park, and replace with "Dogs on Leash Only" signs.
6. Realign basketball courts to open views from Rancho Peralta Park to Channel Park and vice versa.
7. Create crosswalks on 7th, 10th, and 12th Streets, aligned with the pathway.

**Goal: Enhance the aesthetic quality of the study area. Create visual connections between Lake Merritt and the various parts of Channel Park, and between the Lake and 14th Street.**

**Policies:**

1. Improve the upper (north) end of Channel Park with additional landscaping.
2. Increase maintenance of landscaped areas along the Channel (possibly utilizing Laney College landscaping students).
3. Remove chain link fences. Replace with appropriately-scaled wooden fences where necessary.
4. Increase tree plantings and aquatic vegetation along paths in Channel Park.
5. Enhance the southern edge of Lake Merritt along the 12th Street Expressway.
6. Acquire additional sculptures appropriate to the setting.
7. Paint murals in the underground tunnels and under the freeway.

8. Relocate tennis courts to area below 7th Street or across the Channel. Remove retaining wall, regrade and landscape hillside along 10th Street.
9. Redesign 12th Street as a boulevard with adequate pedestrian and bike crossings.
10. Develop a lakeside plaza on reclaimed land at the end of 14th Street, adjacent to the Camron Stanford House.

**Goal: Develop an educative environment on public lands within the study area.**

**Policies:**

1. Develop kiosks providing information about freeway overpass construction, numbers of vehicles, load-bearing capacity, etc.
2. Provide sound meters at various locations, showing decibel levels.
3. Conduct cable TV pole climbing demonstrations.
4. Schedule firemen training exhibitions.
5. Post pumping schedules and information regarding management of the Lake's water levels.
6. Post historic information on the Channel and its natural boundaries, with photographs, maps, etc.
7. Provide information on sculptures, artists, materials, etc.
8. Improve natural history information kiosk about vegetation and wildlife along Channel and Lake.
9. Provide explanation of drydock facilities.

**Goal: Improve the water quality of Lake Merritt and the channel.**

**Policies:**

1. Add fountains to increase the oxygen levels in Channel pond areas.
2. Increase water levels through altered pumping schedules.
3. Enhance plantings along the waters edge; increased use of sedges, rushes and other aquatic plants would improve both the visual and biological environment.

**Goal: Enhance the pedestrian environment in the study area.**

**Policies:**

1. Develop a unified signage plan which directs pedestrians to civic and cultural facilities along designated pedestrian corridors.
2. Unify the landscaping treatment and street lights along key pedestrian corridors.
3. Install additional lighting to improve nighttime safety conditions.
4. Increase patrols by City police and Laney College security forces.
5. Provide more benches in the Sculpture Garden.
6. Add crosswalks (with pedestrian-activated signals, if necessary) on 7th, 10th and 12th Streets to facilitate safe pedestrian crossings.
7. Develop a program of events which attracts more people to the parklands in the study area.
8. Redesign 12th Street to eliminate its present barricading effect. Add at-grade pedestrian crossings.

9. Provide separate pedestrian and bicycle paths wherever feasible.
10. Create path from end of Channel Park (near Freeway) to Estuary Park.

**Goal: Strengthen the linkages (for both pedestrians and bicyclists) between the parks and cultural and natural resources of the study area, particularly between 7th Street and the Estuary, 10th Street and the Lake, and the Sculpture Garden and Rancho Peralta Park.**

**Policies:**

1. Develop an educative pathway from 7th Street to the Estuary.
2. Remove the chain link fence on 10th Street, along Channel Park.
3. Move tennis courts to provide a visual connection between Channel Park and Rancho Peralta Park.
4. Provide steps down the 10th Street embankment to the path on the southern waters edge in Channel Park.
5. Acquire Oakland Unified School District Property bounded by 10th Street, 2nd Avenue, 12th Street and Rancho Peralta Park. Develop interior portions as parkland and 2nd Avenue frontage as garden apartments.
6. Remove paved surfaces in the children's play area of Rancho Peralta Park.
7. Develop a path connection along the channel in Rancho Peralta Park.
8. Either remove and replace, or renovate, existing laboratory facilities in Rancho Peralta Park.
9. Remove fences along the 12th Street and 10th Street frontages of Rancho Peralta Park.

10. Develop a continuous bicycle path extending from the Lake to Aquatic Park.

**Goal: Redevelop the Oakland School District property on 2nd Street to residential use.**

**Policies:**

1. Develop a four-story, market-rate rental apartment building on 2nd Street between 12th and 10th Streets. The building could contain 325 units at an average of 800 square feet each, with a mix of studio, one-bedroom and two-bedroom units.
2. Construct depressed parking one-half level below the apartment building, with two parking entrances off 2nd Street. 1.5 parking spaces will be provided per unit based on standard-sized 10' x 20' stalls.
3. Turn 11th Street into a cul-de-sac.
4. Provide fenced private open space at the rear of the residential building, with gated access to the adjacent park.

**Goal: Encourage increased use of Rancho Peralta Park by both children and adults.**

**Policies:**

1. Reduce amount of paved area and replace with turf.
2. Install new play equipment.
3. Rehabilitate the currently unuseable restrooms.

## **B. CULTURAL DISTRICT / PLAZA FOR THE ARTS**

Creating a cultural center for the city of Oakland, like other cities can and will not only improve and enhance the city's image but also invigorate the social and economic life so vital to a thriving city. Lessons of past successes and failures have taught us that creating a cultural center can only be successful if it builds on and enhances existing assets and potentials. Consequently, before attempting to design a cultural center as called for by Oakland's Strategic Plan for Cultural Development , we studied the area in order to acquire a "feeling" for the area and an understanding of what it represented and what it could become.

### **The Urban Form**

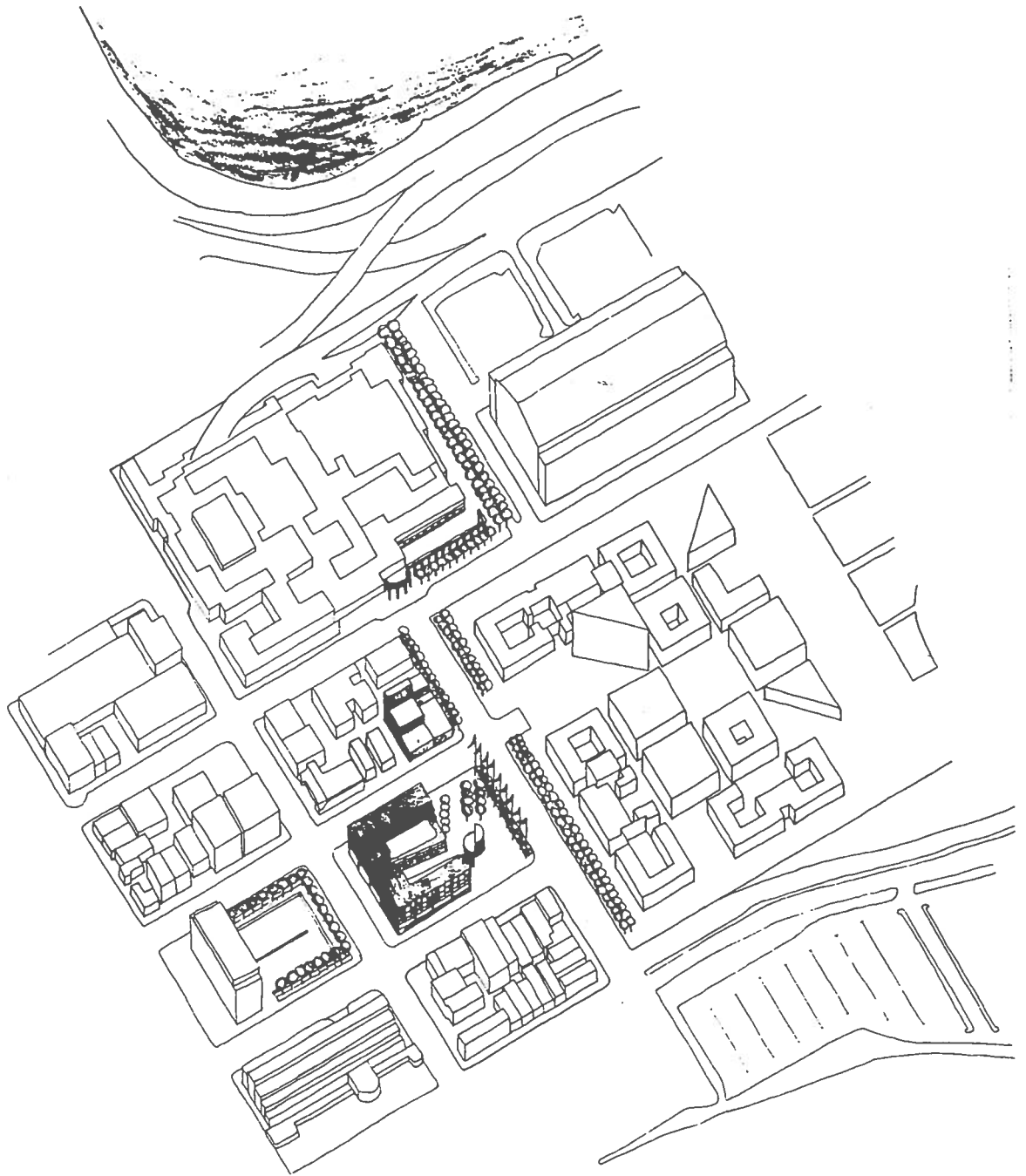
The Cultural District, as our study area came to be known, is bounded by Laney College to the East, Lake Merritt to the north, Madison to the east, and 7th Street to the South. Several visits made to the area at various days of the week and different times of the day revealed several important elements that were to guide us in our subsequent design efforts.

The urban form in the area is dominated by the cultural and educational facilities already located there. By virtue of their mass and volume, the Oakland Museum, the Kaiser J. Convention Center, and Laney College (in particular the administration building) dominate the skyline. Apart from these natural focii of urban form, the surrounding buildings are small in scale and unobtrusive in form. The predominate structures are low density, residential structures of the Victorian style and small food related retail. In general, the pattern is fine grain with small lots, and structures ranging from 2-5 stories in height. The only non-conforming buildings or those whose use did not fit the general pattern of the area were 2 lots. The lot on 9th and Fallon, and the other located on Madison and 10th street; the former being an industrial factory/store, the later being a massive building for auto-body shop use. These were then designated as primary locations for new buildings or uses which could better serve the cultural center.

### **The Design Proposal**

Creating a viable cultural center requires the integration of several elements including physical design, programming, and circulation. Even these elements cannot by

themselves "create" cultural vigor for a city. Other factors such as the political, economic and social "scene" of a city undoubtedly play a vital role. Therefore, it is recognized that physical design cannot create but can only facilitate the evolvement of a cultural center. With this in mind, our main goal in the design process is to lay the foundations for the cultural center by improving existing and future cultural facilities.





## PLAZA FOR THE ARTS

**Goal:** Improve existing and future cultural and educational facilities through mutually supportive mix of land uses.

### **Objectives:**

- 1) Develop site currently used as BART parking lot as urban plaza. Negotiate with BART and OED for joint venture development on existing parking lot and eastern side of headquarters building.
- 2) Designate the area as a mixed use zone and further encourage development of cultural, commercial, and residential mixes.
- 3) Service patrons of BART, cultural facilities, Plaza of the Arts, educational facilities and residential dwellings with new retail and services.
- 4) Articulate entrances at the three major circulation points: the Oakland Museum, Laney College and BART.
- 5) The Plaza of the Arts design will be indoor/outdoor, to offer shelter in an uncomfortable microclimate.
- 6) Enliven plaza activity through programming, such as music; animation (eg mimes, comedians, puppeteers); theater & performance art; children's crafts and theater workshops; community art gallery; folk art programs; arts and crafts fairs.
- 7) Assess capacity of existing performing arts facilities.
- 8) Coordinate ticket sales of performing arts facilities through Oakland central ticketing agency. Agency should sell full-price and discount ticket sales.
- 9) Improve access to the museum roof through signage or redesign.
- 10) Consider 600-800 seat theater for the Berkeley Repertory company, to be located on the northeast corner of plaza (current site of ball bearing supply and vacant lot). Theater needs office and rehearsal space, workshop and storage facilities. Workshop should be transparent on the plaza, with viewing windows.
- 10a) Housing is the alternative use to Berkeley Repertory company facility on the non-conforming northeast corner parcel.

- 11) Accomodate parking needs for cultural facilities, BART and Laney.
- 12) Improve connection to Lake Merritt through a direct, obvious walkway with crossing at 12th Street overpass.

Our proposal comprises three main elements:

1. Creation of a plaza for the Arts on the current Bart parking lot;
2. Utilization of Fallon Street as a spine linking all the cultural facilities together and to Lake Merritt;
3. Enhancing the design of the main entrances to the Oakland Museum, and Laney College and the Plaza in order to increase their prominence.

The location for the Plaza for the Arts on the Bart parking lot was a natural choice. Its location near Laney College, the Oakland Museum, and the Henry J Kaiser Convention Center ensures its viability as a linkage. The fact that Lake Merritt Bart station is located on the proposed plaza guarantees a natural hub of activities. An additional justification for its location is the fact that the block is already designated as a joint development venture by Bart. This will facilitate the financing of development on the site.

The block will be designated as a mixed use zone. We propose an urban plaza with a mix of retail, residential, and open space. Successful urban plazas have been those that provide a variety of activities and those that offer choice. Consequently, we thought it essential to create a variety of spaces, some with a sense of enclosure; others more open to the sky. We incorporated a mix of structures and elements to create a sense of place with enclosure, yet also integrating openness, variety, and choice.

Specifically, we propose to build 5 story structures on the north and south ends of the plaza as can be seen in the axonometric drawing. The ground floor would house small-scale retail (20,000 sq.ft. of space) including cafes, service shops, flower vendors, and art shops and galleries. The second floor would provide ample parking space for the residents of the 40 housing units (34,000 sq.ft) located on the top three floors. A bridge would link the parking floor of the two buildings. On the eastern end of the site would be located an open plaza with a small structure housing a discount ticket booth. This open space would provide an alternative to the enclosed spaces of shops, restaurants and galleries, while providing ample space and opportunity for cultural programming including music performances, arts and crafts fairs, theaters and other live acts.

The creation of a mixed use plaza would ensure a sustained level of activity on the plaza, both day and night. Not only will there be people permanently residing there, but also

the availability of various retail shops will ensure a substantial number of patrons. To support and enhance the urban plaza, Fallon Street would be improved so that it serves as a linkage between the various cultural facilities and activities and the Lake. This would entail the planting of a double row of trees at 15 feet intervals on both sides of Fallon Street. The result would be the creation of a spacious, and beautiful promenade providing an umbrella of greenery and enclosure as one walked along Fallon Street to any of the cultural facilities and to the Lake.

To further enhance Fallon Street and to emphasize its role as the spine of linkage, the entrances of Laney College and the Oakland Museum need to be made more prominent. For Laney College, this would mean the realignment of the entrance with 9th Street, thus reducing the actual entrance space and eradicating the few parking spaces located there. It would also be landscaped with trees and a gently sloping lawn serving as smooth buffer between the "outside" and "inside" of Laney College, while enhancing its entrance aesthetically.

For the Oakland Museum, we propose the construction of a 20 ft high arcade announcing the entrance of the museum and enclosing an adjacent landscaped open space area where a cafe can be located (refer to drawing). This would not only improve the rather hidden and ineffective entrance of the museum, but also enliven the space with people and activities.

The end result would be the creation of a lively, vigorous urban plaza and an aesthetically pleasing promenade; both of which would attract more people and activities which in turn would generate even more activity and more people.

### **Future Design Possibilities**

The proposed design of the urban plaza and the spine are envisioned for the immediate future. In the more distant future, there is more room for expansion and change. In particular, we perceive two potential sites. One is the lot immediately to the north of the urban plaza. If the need for a new theater was ascertained, this lot would be an ideal choice for its location. Presently, it houses the nonconforming use of a small industrial shop which impacts negatively upon the area. If additional theatre space is not needed then housing would be the best alternative. The other potential site is the block immediately west of the proposed urban plaza. The Bart headquarters is presently

located on the western end of the block with the remaining area being open space. In our proposal, we have redesigned the open area as a parking lot serving Bart patrons. In the longer term, when the constraint of a low bearing capacity has been resolved, it would be appropriate and advantageous to create a mixed use development which would support the adjacent urban plaza and the whole cultural district.

## CULTURAL FACILITIES INVENTORY

The group was asked to plan a cultural district, a Plaza for the Arts, which would tie together existing cultural facilities and serve as a development site for new facilities. New facilities to be considered were: a 600-800 seat theater/studio/workshop facility for the Berkeley Repertory theater and a home for the Oakland Ballet. In order to optimize use of existing cultural facilities and assess the need for new facilities, the group needed to analyze programming at the various Oakland facilities. The purpose of our Cultural Facilities Inventory was to assess the capacity, utilization and programming of existing facilities. The Inventory analysis was critical to planning the district's physical design and coordinating facilities' programming.

Our methodology included: a) a site survey of facilities, b) review of an Oakland Cultural Arts Division facilities inventory, c) detailed interviews with relevant facilities managers, program directors and arts administrators at: the Alice Theater, the Berkeley Repertory company, the Laney College Theater, Gary Knecht (Chair of the Cultural Strategic Plan Work/Live Space Committee), the Oakland Ballet, the Oakland Convention Center/Kaiser facilities, the Oakland Library Auditorium, the Oakland Museum (also Director of Education), the Paramount Theater, ProArts, the Scottish Rites Temple Theater; and, d) review of booking schedules at the various facilities. We hoped to set a standard measure of comparison between the theaters for analyzing programming and utilization. It soon became obvious that each facility had very unique programming considerations based on variables such as stage and seating configuration, administration, acoustics, market demand and product availability. For instance, the Paramount sees 250 event days as its annual capacity, and expects to book half. Because of sound leakage from the Arena, the Simmons theater could hold a maximum of 200 event days. The Scottish Rites Theater may only book two nights a week for secular events, however, the two nights are prime-time Friday and Saturday. The museum roof is constrained by its weather-sensitivity--etc.

Given the unique programming considerations and enormous variability between facilities, a standard measure of comparison would bias the interpretation. For this reason, the facilities were analyzed on a case-by-case basis, with maximum expected usage determined through analysis of pertinent data. Usage was analyzed in terms of event days (1).

The two figures illustrate the distinct features of each facility and its expectations for programming. The matrix illustrates the relative strengths and weaknesses of the various facilities and its predominant uses. The map shows the various stage configurations, seating capacity, and utilization.

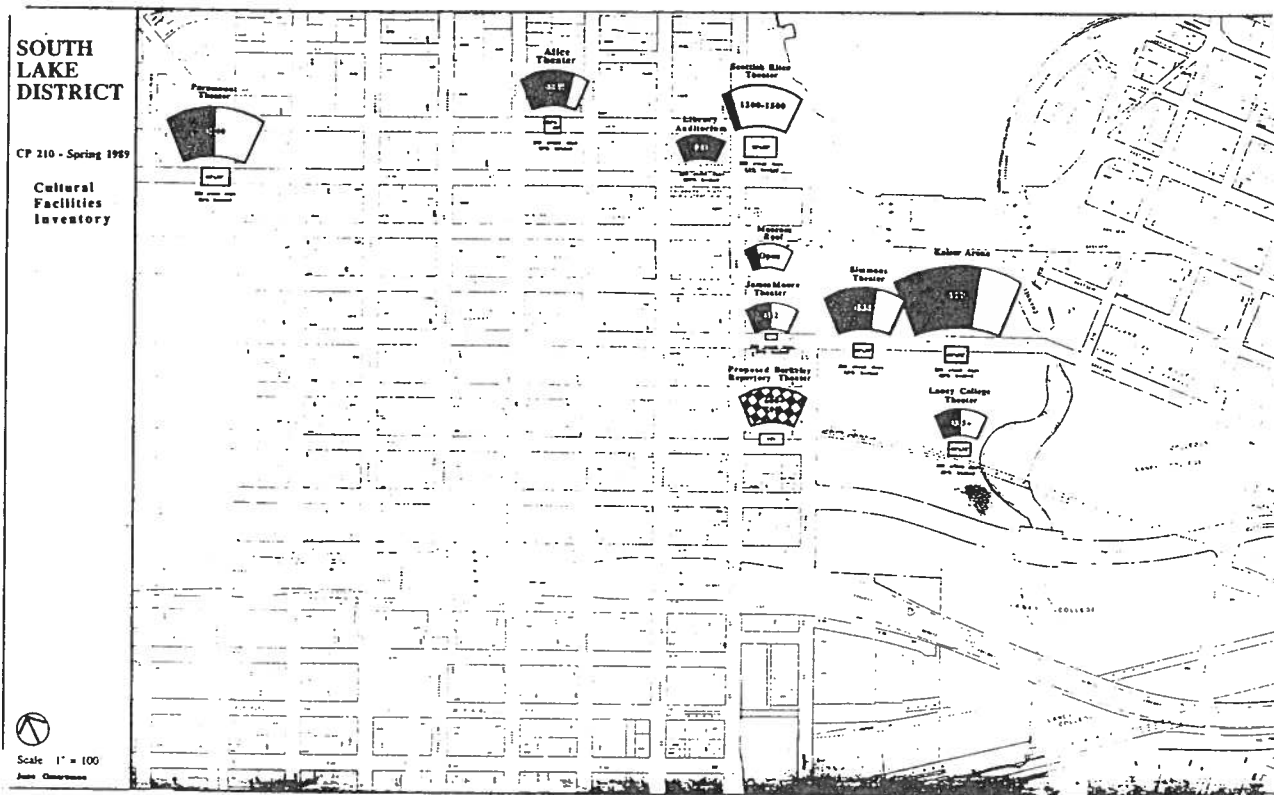
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(1) performing arts term for total number of events. A Saturday with two performances, matinee and evening, would be considered two event days.

The group found data inconsistencies between the expert interviews, booking schedules and earlier facilities inventory. For example, the facilities manager at the Scottish Rites Temple theater is only available on Friday and Saturday evenings and that the theater is approximately 90% booked. However, the booking schedule showed only 1 to 2 events a month for 1988 and the facilities manager admitted that he could accommodate the Ballet for an entire season if they so desired. Likewise, the Alice Theater said that they were fully utilized for 1988, however, they would be willing to book the facility for three months in the summer. In the end, we used our best judgement to sort the facts.

In the final analysis, we found that all facilities were underutilized (refer to graphic). For this reason, the Oakland Ballet should continue to use the University of California Zellerbach Theater and various underutilized Oakland facilities, depending on the demands of its production. Also, our study determined that, if the Berkeley Repertory Company were to relocate in Oakland, it would need a new facility. The new facility should have office and rehearsal space, storage, and a workshop. Furthermore, the facility may strengthen the cultural district if it is located on or near the Plaza for the Arts. Since theaters are not transparent and are low circulation points, the Berkeley Repertory Theater should have window on the street for viewing the workshop and selected rehearsals. However, Oakland should be careful to assess the program direction and expansion rationale of the Berkeley Repertory company before accepting responsibility for the facility.

Last, Oakland's cultural facilities would benefit from a central ticket agency that sells full-price and discounted tickets. Currently, all tickets are available through the Bass ticket outlet. Bass charges up to \$3.50 a ticket, which is especially prohibitive for lower priced events.



<b>Facilities</b>	<b>Pros</b>	<b>Cons</b>	<b>Predominant Uses</b>
<b>Alice Theater</b>	Intimate Lighting System	Isolated Location Outdated Hemp System	Oakland Ensemble Theater
<b>CitiCenter Dance</b>	Open studio and flexible staging Permanent facility to be built	Temporary Seating	Dance Performances Education
<b>Kaiser Arena</b>	Variety of Staging Configurations Capacity	Sound Leakage Parking Decor	Conventions & Trade Shows Musical Events Sporting Events
<b>Laney College Theater</b>	Flexible Programming	Sound System Restroom Orientation	Education Dramatic Productions Dance Performances
<b>James Moore Theater</b>	Suited for Film and Conferences Contemporary Decor	Limited Programming Small Stage	Conferences & Meetings Film Small Dramatic Productions
<b>Oakland Museum Roof</b>	Beautiful Landscape Outdoor Setting	Weather-Sensitive Indirect Access Currently under repair	Education Children's Programs Dance Performances
<b>Paramount Theater</b>	Historic Landmark Stage Width Seating Capacity	Acoustics? Shallow Stage	Musical Events Film Dance Performances
<b>Scottish Rites Theater</b>	Classical Grandeur Generous Stage	Seating Configuration 4th Floor: Poor Access Promotion Prohibited	Religious Ceremonies Cultural Events Dances
<b>Simmons Theater</b>	Acoustics Elegant Decor	Small Stage Sound Leakage Outdated Hemp System	Music Opera & Dance Performances Dramatic Productions Conferences & Meetings



## B. PLAZA FOR THE ARTS: CIRCULATION GOALS

### Circulation:

The goals in planning for improved circulation in the area were:

1. To create better access to and within the site
2. To augment existing parking to accommodate new cultural arts facilities
3. To improve pedestrian safety
4. To enhance the pedestrian environment

### ACCESS TO THE SITE

Access to the Plaza of the Arts site involves bus, BART, pedestrian and automobile travel. The Lake Merritt BART Station provides the focal point for several bus routes. East and Westbound bus service along Oak and Madison, and North and Southbound bus service along 8th and 9th streets, needed a stronger connection and easier accessibility to BART stations. Removing approximately 10 parking spaces for one block in either direction in front of the BART stations, the group instituted two bus lanes, to facilitate offloading of bus-to-BART passengers.

### ACCESS WITHIN THE SITE

The group also focused on improving circulation within the Plaza of the Arts site. The existing North/South street pattern in the area involves one-way (three-lane) streets, Oak and Madison, carrying the bulk of the auto and bus traffic in the area. This pattern remains in the area's new design. The group saw little justification, however, for maintaining East and Westbound 8th and 9th streets as one-way streets. Levels of service for intersections along these streets indicated that both of these streets (at all of these intersections) were below capacity. Group members observed that this low-volume/one-way configuration seemed to encourage speeding along these streets. In addition, several awkward and potentially unsafe intersections along Fallon Street were necessary to facilitate these one-way streets. It was decided that 8th and 9th streets should be changed to 2 lane, two-way streets, thereby potentially lowering traffic speeds and improving accessibility from Fallon Street.

### PARKING

The group also wished to maximize existing parking for residents. It was noted that, while a fairly large number of unmetered parking is available for residents, parking is restricted

throughout the area from 3 a.m. - 6 a.m. Tuesdays and Thursdays for street sweeping. The group recommended that street sweeping be staggered to allow residents to take full advantage of available parking all week long. In addition, the group "built in" sufficient spaces to meet the needs of new residential development.

BART patrons will experience a net loss of 70 spaces with the construction of retail and residential space on the existing BART parking lot. The group recommends that BART form a cooperative agreement with Laney College for use of their parking lot. The lot is nearby (only 1 block away) and quite underused. The campus uses approximately 500 of the total 1500 spaces available. BART requires only that parking be replaced within 1/4 mile -- the Laney lot is well within this distance.

Approximately 33 parking spaces will be lost through alterations in the Henry J. Kaiser parking lot and creation of bus lanes. In addition, 300 new parking spaces might be needed if a 600 seat facility such as the Berkeley Repertory Theatre relocates to the site. A perceived parking problem already exists in this area, with available on-street parking as well as Oakland Museum and Kaiser parking lots sometimes filling to capacity during weekend evenings. Though the Laney lot is available, those using facilities in the evening both perceive this lot as too far away and unsafe. To accommodate these additional parking spaces, the group recommended targeting three buildings across from the Oakland Museum as possible sites for a 4-5 story parking lot. These buildings, along 10th and 11th streets, currently house auto-shops, activities which do not conform to the planned cultural character of the area.

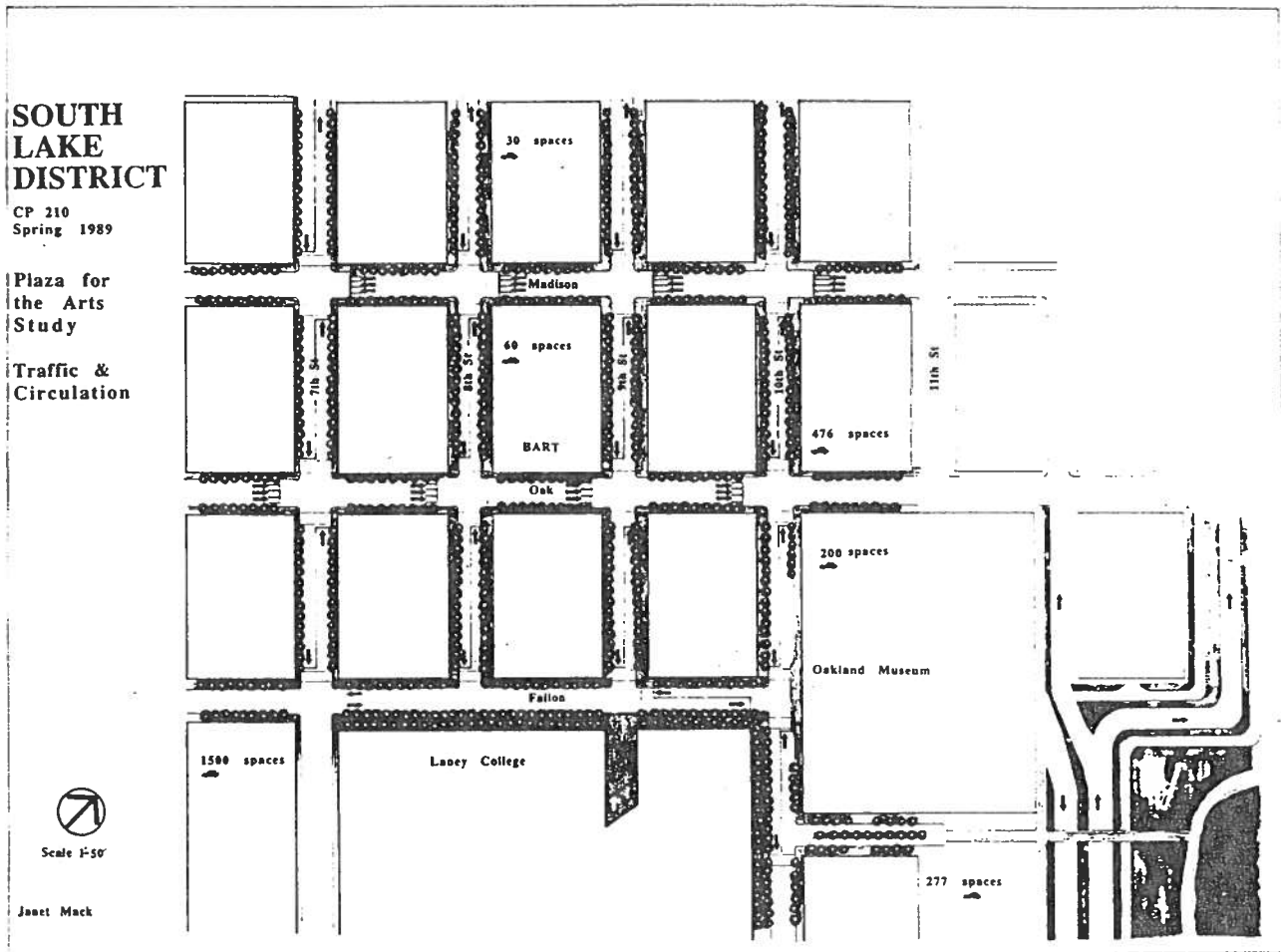
#### PEDESTRIAN SAFETY

The group noted that several key intersections, most notably the one between Laney College and the Oakland Museum, had neither stop signs nor crosswalks. Crosswalks were added at all major access points and at corners, and stop signs were added at various points between 10th and 7th Streets.

#### PEDESTRIAN ENVIRONMENT

Because a desirable area attracts more people, the group considered the area's pedestrian environment as well. Sidewalks were widened on 8th, 9th and 10th and Fallon streets from approximately 10 feet to 20. (Traffic flows on Oak and Madison Streets would not

allow narrowing of street to allow for more generous sidewalks) In addition, tree plantings to augment existing trees (1 every 20 feet) were recommended. In addition, ivy plantings along Laney College should be cut back, and a double row of trees should be planted, to create a "promenade" along both sides of Fallon Street. Better access to and increased awareness of the Oakland Museum necessitates a more visually appealing entrance. As existing, the cold, impenetrable facade of the museum is both confusing to pedestrians (as an entrance point) and uninviting. The group recommends widening the entrance walkway to 25 feet, and creating an arcade, possibly with an outdoor cafe.



## **C. 14TH STREET TO LAKE MERRITT CORRIDOR**

### **1. INTRODUCTION**

The 14th Street Opportunity Area consists of the seven blocks between Broadway and Oak Street, connecting the City Hall area to Lake Merritt. That area of 14th Street is presently a collection of older office buildings, marginal retail uses, residential hotels, and several unimproved surface parking lots.

The 14th Street corridor presents the planning problem of a major urban street which has lost its identity. 14th Street was historically the east-west thoroughfare of downtown Oakland, with office and retail uses, both of which were accessed by automobile. Neither of those uses remain viable, as office uses in this part of Oakland have shifted to the new City Center area, and retail uses are shifting to the shopping area proposed for Broadway. Substantial portions of the buildings and property in the area are under-used. Therefore, 14th Street presents itself as a street in need of a new identity.

As part of the overall plan for the South Lake District, 14th Street is a natural pedestrian connection between the City Hall and Lake Merritt areas, connecting this central office area and transportation facilities to the Cultural Arts District. The length and nature of this connection suggest that downtown Oakland, along with the presence of large residential communities to the northeast and south of this corridor make residential and mixed uses preferable.

### **2. GOALS**

To ensure the success of 14th Street as a pedestrian link and identifiable district, several goals have been proposed. Each of these goals are discussed below in terms of Land Use, Circulation, and Urban Form.

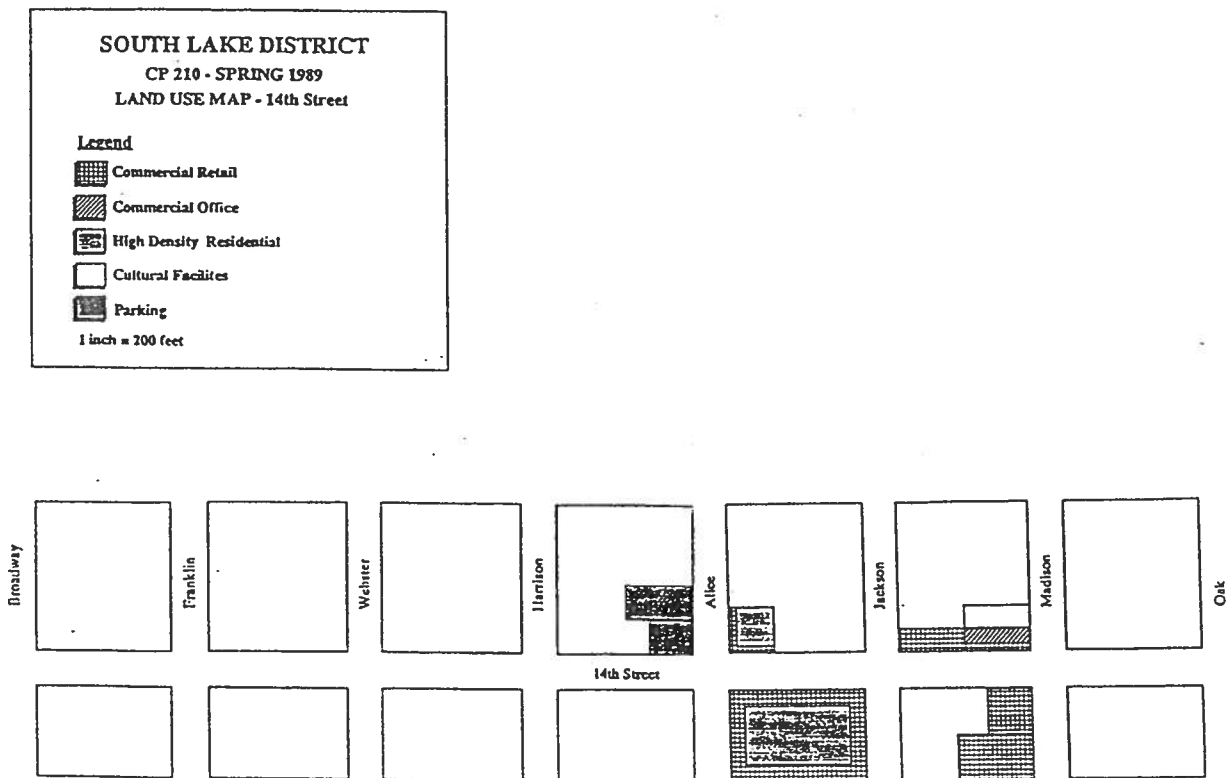
#### **Goals:**

1. Encourage pedestrian access from Downtown Oakland to Lake Merritt along 14th Street.
2. Create an active mix of pedestrian traffic, vehicular traffic, and public transit.
3. Create and promote shuttle service from City Center to Lake/Cultural center.
4. Preserve the fine grain of buildings and uses along 14th Street. Encourage transparent street fronts.
5. Preserve solar access to street level.
6. Promote housing infill.
7. Promote evening uses.
8. Promote neighborhood and support commercial uses for housing and cultural uses.

### 3. LAND USE

As described above, 14th Street contains a collection of older office buildings, marginal retail uses, residential hotels, and several unimproved surface parking lots. The Street can be broken into three subsections. First, between Franklin and Webster, office and professional uses predominate in keeping with the central business district character along Broadway. The second subsection includes the blocks between Webster and Madison Street where low rise commercial retail, high density residential hotels, and parking lots occur. Third, from Madison to Fallon, institutional and office uses predominate.

Current zoning designations include the C-51/S-4 and C-55 categories. Permitted uses allow a range of activities including commercial, office, and residential. The existence of many parking lots and some marginal uses presents opportunity areas for land use changes. Proposed projects are shown on Figure 1. It is intended that these changes promote 14th Street as a viable pedestrian and vehicular link.



**FIGURE 1**  
**LAND USE MAP**

## Opportunity Areas

**Subsection 1:** No major changes are proposed for the area between Franklin and Webster. To replace lost parking in other subsections, an addition to the parking structure between Franklin and Webster is needed. The parking structure, operated by Merchant Park, houses approximately 520 parking spaces in three levels. Warren Isaacs, manager, reports that one more level may be technically feasible. However, the cost is prohibitive at this time.<sup>1</sup>

**Subsection 2:** Due to the presence of many parking lots and marginal uses such as auto repair shops, the blocks from Harrison to Madison represent the area where most efforts are concentrated to shape the area's identity. Three major uses are proposed for this area, housing, commercial retail, and "evening uses".

Several circumstances make housing an attractive option along 14th Street. First, there are well established high density residential neighborhoods to the northeast of 14th Street, recognizable beginning at Alice Street. Housing infill as stated in Goal 6 would be a logical extension of these neighborhoods to 14th Street. Additional residential projects will bring more activity to the street and support existing and proposed commercial uses. Second, the construction of housing will further the City's goal to meet its regional share of housing need. According to the Association of Bay Area Government's September 1988 study, Oakland's total projected need for the years 1988 to 1995 equals 8,874 dwelling units. Approximately 2,662 dwelling units are needed for very low income families and 1,509 dwelling units are needed for low income families.<sup>2</sup>

Two sites are designated with commercial retail and housing uses, 246 14th Street adjacent to the Alice Arts Center and 226 13th Street adjacent to the Old Oakland Hotel. Current uses include an automotive repair shop and a surface parking lot respectively. As proposed, the ground floors will consist of retail commercial activities and the upper floors housing. A maximum of 145 dwelling units and 14 commercial spaces are proposed for 226 13th Street while a maximum of 70 dwelling units and 3 commercial spaces are proposed for 246 14th Street. The "Pencil Out" on the following pages indicates the calculated construction costs and income required to support the development of these uses.

As noted, both projects will require City Redevelopment Funds and the larger project will require Federal subsidies as well. To qualify for the subsidies, twenty percent of the dwelling units must be available to

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<sup>1</sup> Warren Isaacs, Manger, Merchant Park. Telephone interview, April 25, 1989.

<sup>2</sup> ABAG. Housing Needs Determination. Oakland: California, September 1988.

ASSUMPTIONS/SCENARIO>>>>	226 13TH ST	246 14TH ST
LAND COSTS/SQUARE FEET	70.00	70.00
LOT SIZE	60,000.00	11,000.00
TOTAL LAND COST	4,200,000.00	770,000.00
RESIDENTIAL UNITS	145.00	70.00
AVG. UNIT SIZE	750.00	750.00
COMMON SQUARE FOOTAGE	24,000.00	5,250.00
RETAIL SPACE	28,000.00	6,800.00
PARKING SQUARE FOOTAGE	59,800.00	22,750.00
TOTAL SQUARE FOOTAGE	220,550.00	87,300.00
CONSTRUCTION COSTS/SF RES	9,292,500.00	4,042,500.00
CONSTRUCTION COSTS/SF COMM	1,890,000.00	459,000.00
CONSTRUCTION COSTS/SF PKG	1,840,000.00	700,000.00
CONSTRUCTION COSTS	13,022,500.00	5,201,500.00
TOTAL DEVELOPMENT COST	17,222,500.00	5,971,500.00
PROJECT VALUE	17,222,500.00	5,971,500.00
LOAN TO VALUE RATIO	0.52	0.60
LOAN AMOUNT	8,955,700.00	3,582,900.00
INTEREST RATE	0.12	0.12
TERM (YEARS)	30.00	30.00
ANNUAL DEBT SERVICE	1,070,780.17	428,386.20
MONTHLY DEBT SERVICE	89,231.68	35,698.85
AVERAGE RENT/MONTH/UNIT	675.00	675.00
AVERAGE VACANCY RATE	0.05	0.05
EXPENSE RATIO (%)	0.30	0.30
QUICK ANALYSIS		
GROSS SCHEDULED RENT	1,174,500.00	567,000.00
- VACANCIES	58,725.00	28,350.00
- EXPECTED EXPENSES	352,350.00	170,100.00
+ Parking	87,000.00	42,000.00
+ Retail Rent	420,000.00	102,000.00
NET OPERATION INCOME	1,270,425.00	512,550.00
- YEARLY DEBT SERVICE	1,070,780.17	428,386.20

CASH FLOW	199,644.83	84,163.80
DEBT COVERAGE RATIO	1.1864480041	1.1964671152
GAP	8,266,800.00	2,388,600.00
CITY MONEY	3,625,000.00	1,750,000.00
GAP 2	4,641,800.00	638,600.00
APPLY FOR FEDERAL MONEY	YES	N/A
MIN. DEVELOPER CONTRIBUTION	941,800.00	638,600.00

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ASSUMPTIONS

1. LAND COSTS FIGURES \$70/SF, NOT ON ASSESSED VALUES; FIGURE FROM JEFF LEVINE, OFFICE OF COMMUNITY DEVELOPMENT.
2. ASSESSED VALUES FOR 1989 \$1,713,122 FOR 226 13TH STREET; \$414,810 FOR 246 14TH STREET.
3. CONSTRUCTION COSTS \$70/SF; FIGURE FROM JEFF LEVINE.
4. PARKING SPACES EQUAL 325 SF/SPACE. CONSTRUCTION COST \$10,000/SPACE.
5. CITY SUBSIDY \$25,000/UNIT; ASSUMING 20% OF UNITS ARE LOW INCOME. FIGURES FROM JEFF LEVINE.
6. EBLDC RECEIVED \$5,523,579 OF FEDERAL MONEY FOR SITE BEHIND OAKLAND HOTEL. THIS ANALYSIS ASSUMES THAT THE FEDERAL GOVERNMENT WOULD CONTRIBUTE AT LEAST \$3,700,000.
7. RETAIL RENT EQUALS \$15/SF/YEAR. FIGURE FROM GRUBB AND ELLIS BROKERS.



very low and low income families; fifty percent must be available to families of moderate income; and, the balance of the units must be available at market rate. According to Jeff Levine, the City of Oakland would like to promote mixed income housing.<sup>3</sup>

Two categories of uses, neighborhood/support commercial, and "evening uses" make up the remaining uses proposed along 14th Street. Commercial retail uses proposed on the pedestrian levels of the residential projects as well as on other opportunity sites are intended to fulfill Goal 8: "Promote neighborhood and support commercial uses for housing and cultural uses." The lower levels of the residential projects are envisioned to contain uses such as pharmacies, dry cleaners, etc. On a larger scale, a proposed supermarket with ground floor retail at Madison and 14th will serve the larger Oakland downtown area as well as the residential neighborhoods to the northeast and along 14th Street. The supermarket will replace an existing surface parking lot.

Across from the proposed supermarket, between Jackson and Madison, "evening uses," mentioned in Goal 7, are proposed to bring pedestrian and other activities to the area at night. "Evening uses" include a food court containing cafes and fine restaurants and the use of the existing Madison Street Temple as a cultural arts space. Currently, the Temple is vacant and under the supervision of a caretaker.

An existing drive-through dry cleaners will be converted into an arcaded cafe area. In addition, fine restaurants and two floors of office/professional space will be constructed on the adjacent surface parking lot on the northwest corner of Madison Street. The food court and restaurants will support the office, institutional, and cultural uses along 14th Street, 13th Street, and the Cultural Arts Plaza. The addition of cultural activities in the Temple will attract people in the evening. Other sites under consideration include the use of the ballrooms in the Old Oakland Hotel for cultural activities or galleries. This would complement the current activities of the Alice Arts Center. Overall, the presence of people in the area in the evening as well as during the day will draw other interested citizens and lessen the perception of the area as unsafe.

Unlike housing, the major available incentives to construct commercial retail and office uses rely on the market. That is, the proposed commercial uses will not be developed unless developers perceive a market for the uses and have preleased tenants.<sup>4</sup> However, the establishment of additional residential uses, the presence of existing residential neighborhoods, and the ongoing positive changes in the Downtown area of Oakland will increase interest in promoting commercial retail activities.

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<sup>3</sup> Jeff Levine, City of Oakland Office of Community Development. Interview May 4, 1989.

<sup>4</sup> Carol Therien, Broker, Grubb and Ellis. Telephone Interview May 12, 1989.

The above uses in Subsection 2 will rely on the provision of adequate parking. Parking lost in the development of the several parking lots will be replaced. 184 spaces will be located underground at 226 13th Street replacing the existing 130 spaces. This assumes one parking space per unit which is acceptable according to Jeff Levine at the Office of Community Development. The remaining spaces will be sufficient to support the commercial retail activities in the building at one space per 900 square feet (Section 7513 City of Oakland Zoning Code). Over 200 spaces will be provided at a proposed parking structure at the northwest corner of Alice and 14th Street. 70 spaces will be required for the proposed residential project directly across Alice Street. The remaining spaces will support the local retail uses, the Alice Arts Center, and any future cultural activities at the Old Oakland Hotel. The proposed parking structure will include the renovation and addition to an old parking garage located above 14th Street on Alice Street. Finally, as mentioned above, the parking structure between Franklin and Webster may be expanded. Please refer to Figure 2 which details the circulation plan and provides an inventory of existing and proposed parking spaces.

**Subsection 3:** No changes in land uses are proposed for this area.

#### **4. CIRCULATION**

Circulation proposals for 14th Street have been approached with pedestrian uses in mind. Specifically, these proposals are intended to encourage pedestrian use of the street areas and the pedestrian connection between City Hall and Lake Merritt in keeping with Goals 1 and 2. To achieve these goals, changes have been proposed in the area to create the ambience of an urban residential street with mixed retail and restaurant uses proposed in the first floor spaces. The circulation plan facilitates these uses by increasing sidewalk space, enclosure, and street amenities.

The existing street consists of twelve foot wide sidewalks, with a parking lane on either side, and four traffic lanes in the center. Each traffic lane width equals ten feet. The total width of the street right-of-way from lot line to lot line equals eighty feet. Figure 2 presents the circulation plan for 14th Street.

The circulation plan proposes the addition of extended pads at either end of each block, one of twenty feet and another of eighty feet, adding the previous parking lane width to the sidewalk in those areas. That will result in each pad being twenty feet wide. Replacing the existing trees with twelve trees is proposed to increase enclosure. Trimming the bottoms of trees lower is proposed to increase enclosure, and relocation of commercial signage to pedestrian eye levels rather than existing automobile levels. Replacement of existing freeway style lights with seven equally spaced street lamps of the style used in Old Oakland is also

proposed. Street furniture, including benches, flower pots, trash cans, newspaper racks and other amenities will be located on the larger pads. A typical street section is depicted in Figure 3.

Overall, Oakland traffic circulation and the economics of this street require that automobile traffic uses be maintained on the street. Thus, the four lanes of traffic will be preserved as reflected in Goal 2. The center lanes will be automobile lanes only with the right hand lanes for both buses and automobiles. The longer sidewalk pads will also serve as bus stop areas. In addition to the existing bus transit service provided by AC Transit, a shuttle service is proposed to carry passengers to main points of interest along 14th Street, Lake Merritt, and the Cultural Arts Plaza as stated in Goal 3. However, it is intended that the sidewalk treatments will reduce the primacy of the automobile in the street scene.

The proposed improvements will result in a loss of existing parking spaces. Lost parking will be compensated for by the addition of one floor to the Merchant Park structure between Franklin and Webster, for which it is presently engineered, a new structure at Alice and 14th Street, and additional parking in the new residential and retail structures on the street. These parking additions are discussed in the Land Use section. For further information, please refer to Figure 2 for an inventory of existing and proposed parking spaces.

The economic and social viability of the street must first be established before it can be a successful pedestrian connection in the overall South Lake District Plan. Therefore, the primary purpose of the street improvements will be to complement the residential and related mixed use development of the street, by making it a comfortable place for pedestrians to linger. The economic success of the proposals for the street requires that pedestrians browse and congregate in the mixed use developments, and feel sufficiently comfortable with the street to consider living there. The development of an amenable street will then result in a pedestrian paced connection between the City Hall and Lake Merritt focal points.

## **5. URBAN FORM**

Proposed circulation improvements, such as additional trees and old fashioned street lights, frame the entrance to 14th Street as one faces east. In the distance, one will be able to view the plaza in front of Lake Merritt as proposed by the Lake Merritt/Channel Park Study Area. In addition, the proposed land uses will help to draw pedestrians and visitors during the day as well as the evening. The proposed urban form changes will enhance the perception of the street and individual buildings by pedestrians, and, in addition, create a sense that 14th Street is a main link to the Lake Merritt and Cultural Arts Plaza area.

SOUTH LAKE DISTRICT  
14th Street  
Circulation Map



FIGURE 2  
CIRCULATION MAP

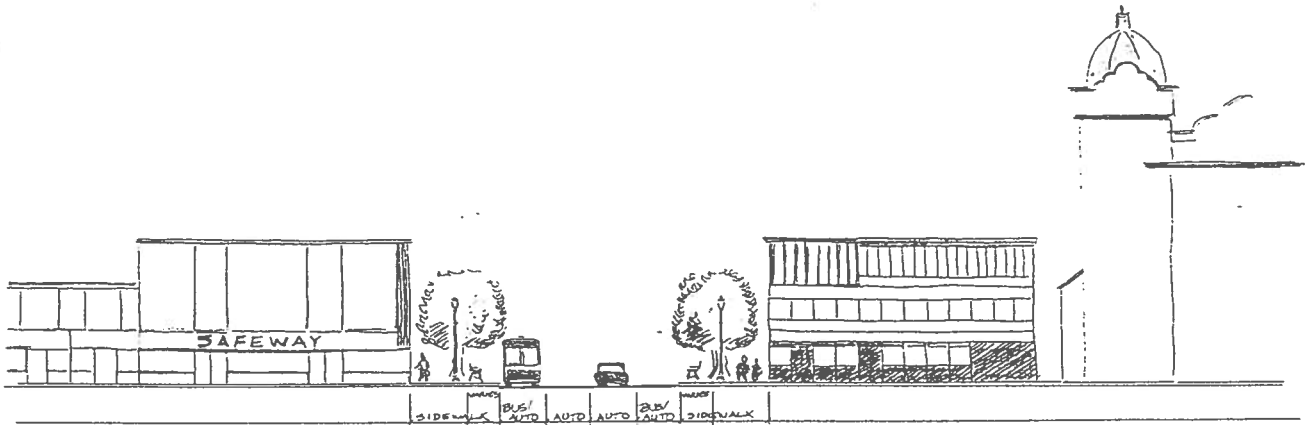


FIGURE 3  
SECTION:  
14TH and MADISON

Some of the goals and policies for the 14th Street Corridor can be encouraged through managing the urban form of the street. These goals specifically include Goals 1, 4, and 5. In accordance with these goals, the urban form of 14th Street can be shaped primarily through four means: height limits, floor area ratio (FAR) limit, street facades, and solar access. These four methods of affecting urban form would simultaneously preserve and encourage the fine grain of buildings and uses along 14th Street and preserve solar access to the north side of 14th Street. Figure 4 presents an axiometric drawing of 14th Street from Harrison to Oak Street which illustrates how the height, FAR, and street treatment could appear if the above policies are implemented.

There should be a height limit of 85 feet that applies to buildings located 100 feet north and south of 14th Street from Harrison to Oak Streets. The 85 foot figure was derived by calculating the maximum height possible for buildings on the south side of 14th Street that would still allow for sunlight on the north side of 14th Street. Taking into consideration that 14th Street is approximately 15 degrees off of true east-west and that the street is 80 feet wide, one can calculate the height that the buildings should reach on the south side of the street. In order to have sunlight along the twelve foot wide sidewalk on the north, the buildings cannot be taller than 85 feet. The 85 foot height limit is also in keeping with the present height of most of the buildings along the proposed stretch of 14th Street. Unfortunately, the last building along 14 Street at Oak would exceed this limit. The height limit would help to achieve not only solar access, but would result in building facades that are not overwhelming to a pedestrian. Very tall buildings should be concentrated in downtown Oakland and should only extend along 14th Street as far as Harrison.

Although the controlling factor for building size will be the 85 foot height limit, the present FAR of 7 should be maintained. This would allow a structure built lot line to lot line to be 7 stories tall. Assuming a fifteen foot high first floor and 6 stories at 10 feet each, buildings should be able to comply with the 85 foot height limit. In the event that a developer does not want to cover the whole lot and formerly could build higher than 7 stories, he or she would now be bound by the height limit.

The proposed street treatments will affect a pedestrian's view of the urban space. The lights, benches, and street chokers will help make the street space inviting to pedestrians, as well as vehicular traffic. Along with these treatments, promoting a variety of building facades and transparent facades will give the Street a more human scale. Currently 14th Street has two different block long facades: the north side of the Old Oakland Hotel and the parking structure between Webster and Harrison. This type of treatment should be avoided because it appears as a barrier and provides no visual interest to pedestrians along that side of the street. In contrast, many of the blocks have a variety of different architectural styles. Examples of this include the north side of 14th Street between Webster and Harrison and a majority of the block between Harrison and Madison.

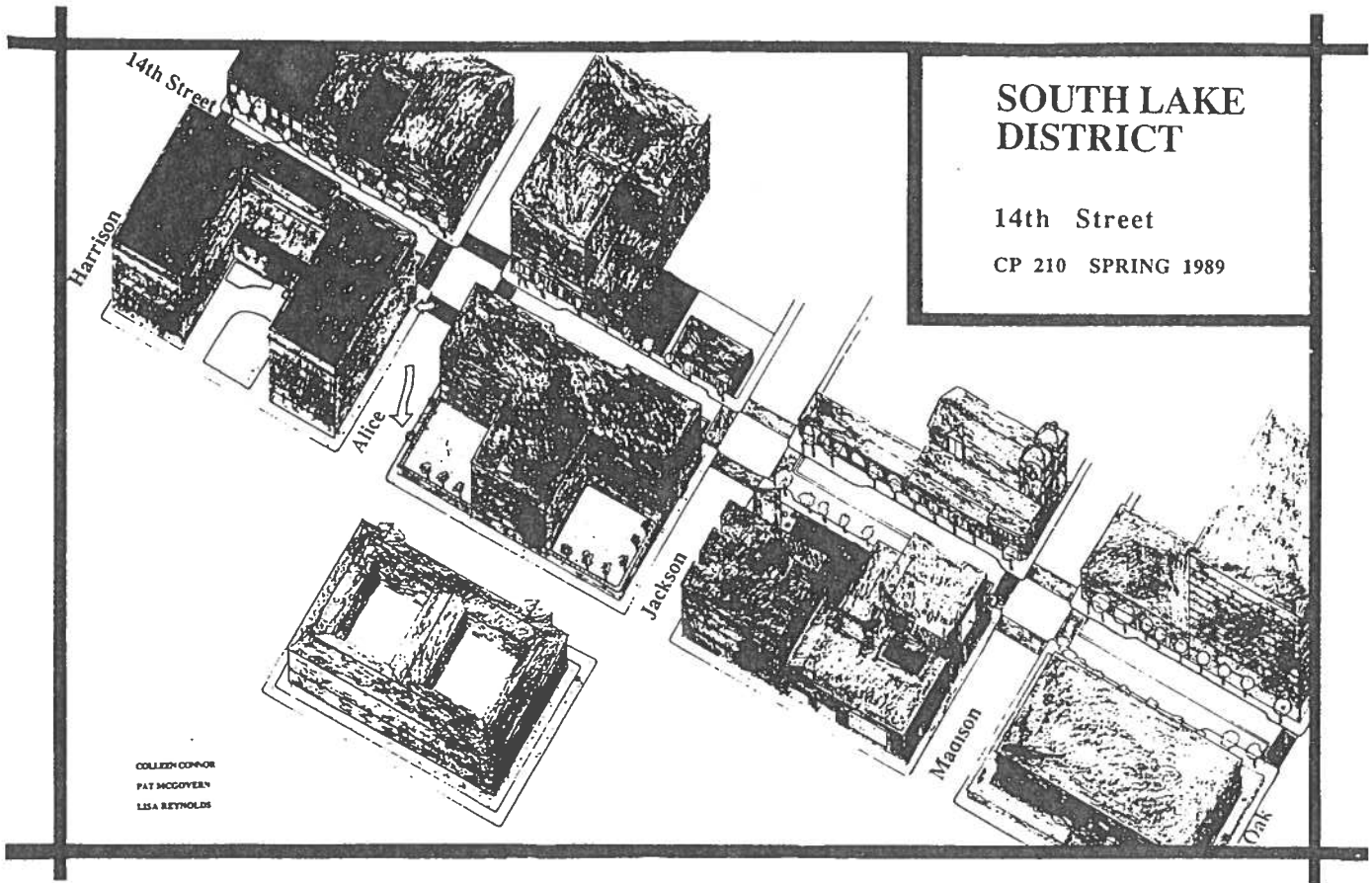


FIGURE 4  
AXIOMETRIC

There are different ways of achieving facade variety. These methods can include:

- the architectural treatment of doorways >> they could be slightly recessed from the rest of the facade to give a sense of rhythm to the street.

- store lengths >> again they should not be a block in length without including some changes with preference to varied lengths

- differentiation between the first and second (or remaining) floors of a building. This could be accomplished either through architectural means or through the use of canopies.

14th Street is located in the center of Oakland near redeveloping areas, and, as a consequence, the urban form will be shaped by market pressures. The restrictions proposed will allow for economically reasonable and feasible development while promoting a space that is pleasant for pedestrian use.

## 6. IMPLEMENTATION

The ultimate success of a plan depends on its implementation. The following pages provide the programs/policies, legal authority, financing, responsibility, and review criteria intended to put the goals into action.

### Goal

1. Encourage pedestrian access from Downtown Oakland to Lake Merritt along 14th Street.

### Program

#### A. Differentiate height and bulk requirements along 14th Street:

- 1) Allow existing Floor Area Ratio and height standards for blocks from Broadway to Harrison.
- 2) Impose maximum height limit of 85' for blocks from Harrison to Oak to preserve solar access. This height limit will take precedence over FAR allowances. These requirements shall apply to properties along 14th Street and 100 feet to the north and south of 14th Street.

#### B. Interview 14th Street property owners to see if interest exists to establish Landscaping and Maintenance Assessment District to fund landscaping, street furniture, sidewalk, and street light improvements. Alternate forms of funding may include developer fees and/or City street improvement funds.

#### C. Unify landscaping, signs, and street lights:

- 1) Street lights shall be of the same character as those on Broadway near Victorian Row.

2) Create theme banners to hang from street lights. Banners shall indicate points of interest such as the Alice Arts Center, Lake Merritt, and others.

D. Create a non-profit tour center for walking tour staffed by interested citizens and historical society members.

### **Legal Authority**

Zoning Code - Height and Bulk

Landscape and Lighting Act of 1972

### **Financing**

Assessment District

or Developer Fees/City Funds

### **Responsibility**

Zoning Administrator

Planning Department

Department of Public Works

### **Review Criteria**

1. Has the landscape and maintenance assessment district been formed?
2. How many merchants are participating?
3. How many and which improvements have been installed?
4. What are the heights of recent projects on 14th Street? Have any variances been granted? For what reasons?

### **Scheduling**

One year from Plan adoption, assessment district shall be considered and accepted or rejected.

Zoning changes shall be completed within six months of Plan adoption.

Begin formation of tour center within one year of Plan adoption.



## **Goal**

2. Create an active mix of pedestrian traffic, vehicular traffic, and public transit.

## **Programs**

- A. Interview 14th Street property owners to see if interest exists to establish Landscaping and Maintenance Assessment District to fund landscaping, street furniture, sidewalk, and street light improvements. Alternate forms of funding may include developer fees and/or City street improvement funds.
- B. Create a non-profit tour center for walking tour staffed by interested citizens and historical society members.
- C. Create 14th Street Merchant's Association to fund expanded shuttle bus service.
- D. Install road improvements including chokers. Limit auto traffic in right lanes except for turning movements to permit greater access to buses.
- E. Widen cross-walks and install protected bus stops.

## **Legal Authority**

Landscape and Lighting Act of 1972

## **Financing**

Landscape and Maintenance Assessment  
or Developer Fees/City Funds

## **Responsibility**

Public Works Department

## **Review Criteria**

1. Has the landscape and maintenance assessment district been formed?
2. How many merchants are participating?
3. How many and which improvements have been installed?

## **Scheduling**

One year from Plan adoption, assessment district shall be considered and accepted or rejected.

Begin formation of tour center within one year of Plan adoption.

## **Goal**

3. Create and promote shuttle service from City center to Lake/cultural center.

## **Programs**

A. Create 14th Street Merchant's Association to fund expanded shuttle bus service.

## **Legal Authority**

Corporate Law

## **Financing**

Private - membership dues

## **Responsibility**

14th Street merchants

## **Review Criteria**

1. How many merchants are participating?

## **Scheduling**

Hold citizens scoping meeting to discuss formation of merchant's association. Scoping meeting shall be held within one year of Plan adoption.

**Goal**

4. Preserve fine grain of buildings and uses along 14th Street. Encourage transparent street fronts.

**Programs**

A. Expand design review requirement for entire length of 14th Street.

1) Ensure architectural variety in street level treatment of structures.

**Legal Authority**

Zoning Code

**Financing**

City Staff time

**Responsibility**

Zoning Administrator

Design Review Board

Planning Department

**Review Criteria**

1. How many proposed projects along 14th Street have come before the Design Review Board?

**Scheduling**

Amend Zoning Code and Zoning Map within six months of Plan adoption.

**Goal**

5. Preserve solar access to street level.

## **Programs**

### **A. Differentiate height and bulk requirements along 14th Street:**

- 1) Allow existing Floor Area Ratio and height standards for blocks from Broadway to Harrison.
- 2) Impose maximum height limit of 85' for blocks from Harrison to Oak to preserve solar access. This height limit will take precedence over FAR allowances. These requirements shall apply to properties along 14th Street and 100 feet to the north and south of 14th Street.

## **Legal Authority**

Zoning Code

## **Financing**

City Staff time.

## **Responsibility**

Zoning Administrator

Planning Department

## **Review Criteria**

1. What are the heights of recent projects on 14th Street? Have any variances been granted? For what reasons?

## **Scheduling**

Zoning changes shall be completed within six months of Plan adoption.

## **Goal**

6. Promote housing infill.

## **Programs**

- A. The City shall implement a fast-track processing procedure for proposed mixed-income housing projects within the Downtown Redevelopment area.
- B. Where applicable, the City shall apply for Federal and State housing monies.
- C. City shall use its eminent domain powers to acquire critical parcels for infill housing development.

## **Legal Authority**

Eminent domain  
Redevelopment Law

## **Financing**

Federal and State subsidies  
City Redevelopment Funds  
City Staff time

## **Responsibility**

Redevelopment Agency  
Planning Department

## **Review Criteria**

1. How many proposed housing projects has the City considered?
2. How many parcels have been acquired?
3. Has the City received any housing subsidies

## **Scheduling**

The City shall develop a fast-track development processing system within one year. Implement system within two years.

**Goal**

- 7. Promote evening uses.

**Programs**

- A. Study feasibility of using Madison Street Temple and Oakland Hotel ballrooms for cultural arts activities.
- B. Promote upscale restaurants in proposed "food court" area. Amend Zoning Code to allow only the following permitted and conditionally permitted uses:

Permitted:

- Restaurants (excluding fast-food)
- Cultural Arts Facilities

Conditionally Permitted Uses:

- Alcoholic Beverage Sales associated with the above uses

**Legal Authority**

Zoning Code

**Financing**

City Staff time

**Responsibility**

Zoning Administrator  
Planning Department

**Review Criteria**

1. What are the results of the Madison Street Temple Study? What is the Temple's feasibility as a cultural arts center?
2. How many proposed projects have included restaurant uses on 14th Street?

**Scheduling**

Study of the Madison Street Temple shall be completed within one year of Plan adoption.

**Goal**

8. Promote neighborhood commercial and support commercial uses for housing and cultural facilities.

**Programs**

A. Amend Zoning Code to restrict commercial retail uses on parcels located near housing and cultural areas to commercial uses such as the following:

- |              |               |
|--------------|---------------|
| Supermarket  | Art Galleries |
| Pharmacy     | Boutiques     |
| Dry Cleaning | Cafes         |
| Laundromats  |               |

**Legal Authority**

Zoning Code

**Financing**

City Staff time

**Responsibility**

Zoning Administrator  
Planning Department

**Review Criteria**

1. How many proposed projects have included neighborhood commercial uses?

**Scheduling**

Amend Zoning Code within six months of Plan approval.

#### D. CHINATOWN RESIDENTIAL AREA

Historically, our study area is one of change and flux. It has traditionally been a Chinese settlement area, but in the past few years many Southeast Asians have settled in the area as a first living place in this country. There are more and more signs of an expansion of commercial and residential areas by many different Asian groups, among them Vietnamese, Thai, Laotians, Koreans and others. There is a lack of vacant units at the lower end of the rental scale. More than 500 units were lost and not replaced when the area was redeveloped for BART and the ABAG building. Most newcomers are able to find some sort of housing through an extensive support network for newly arrived immigrants.

To answer the need for affordable housing, one project, the Frank G. Mar housing project, was funded through a variety of sources through the services of the East Bay Asian Local Development Corporation (EBALDC). The project was originally planned with the assumption that it would be transitional housing for newly arrived Asian families. Later, more units were requested by the city of Oakland. As a result, the complex will now provide a mix of subsidized and market-rate housing.

Chinatown and its surrounding area is one of the most dynamic areas in Oakland. It is within walking distance of City Hall, Jack London Square, Laney College, BART headquarters and the proposed Plaza for the Arts. The area is well served by an excellent transportation network that includes two BART stations and AC Transit.

Increased immigration into the area has put great pressure on the community and land values have increased dramatically in the past few years. Some of the highest commercial rents in Oakland are in the traditional Chinatown core (the four-block area around the intersection of 8th and Webster Streets). Even the smallest, free-standing, commercial building on a minimum-sized lot (25' by 100') would, if sold, command a price of close to \$500,000. Because of the scarcity of commercial and residential space, mixed use condominium projects have been popular. Such projects include:

1. City Center Towers--1972  
801 Franklin Street  
328 residential units  
39,000 square feet of retail



2. Star Building--1984  
24 residential units  
8 offices, 5 stores
  
3. Oakland Professional Center--1986  
367 9th Street  
4,290 square feet of retail space  
18,000 square feet of office
  
4. Phoenix Plaza--1988  
Southwest corner, 8th Street and Franklin  
42 residential units  
15,000 square feet of retail space

The housing in Phoenix Plaza, newest of these mixed use developments, is sold out and the building is not yet ready for occupancy. A sampling of real estate costs in the area reveals:

1. Residential: \$100.00 to \$140.00 per square foot
2. Office: \$130.00 to \$180.00 per square foot
3. Retail: \$200.00 to \$275.00 per square foot

A sampling of rents in the area reveals:

1. Office: \$.80 to \$1.50 per square foot
2. Retail: \$1.00 to \$2.00 per square foot

Development pressure has pushed Asian businesses north and west across Broadway and to the east of Lake Merritt. Both East 12th Street and East 14th Street are lined with new Asian businesses and the area has earned the name, "New Chinatown". Lack of affordable commercial rents in Chinatown has forced many proprietors who would prefer to remain in Chinatown and its immediate vicinity to move to other "fringe" areas.

Depending on age and condition housing prices range from \$150,000 to \$200,000. One bedroom condominiums are available at \$90,000 to \$112,000. Two bedroom units sell for \$100,000 to \$140,000. Typical rents for a modern one bedroom are \$500.00 to \$550.00 and range from \$600.00 to \$700.00 for a two bedroom unit.

and command high prices, especially those near the Chinatown commercial core. Because of lack of area definition of the Chinatown residential area and the scarcity of housing there, one of the goals of the housing study group is to enhance the residential character of the neighborhood. The group chose to plan for more housing opportunities in the neighborhood.

A strengthened housing presence in the neighborhood could help to improve the Chinatown residential neighborhood. It would serve the housing needs of Chinatown residents and it would complement the Plaza for the Arts. In order for the study area to develop more of an identity the area needs to have a housing and neighborhood serving retail focus. Without intensifying these uses the area will remain unfocused and underutilized. This lack of focus will make it harder for people to utilize the adjacent Plaza for the Arts. Areas of strong definition often attract adjacent strongly defined areas.

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Chinatown and Downtown. The housing analysis group chose a specific sub-area in which to plan for housing needs. The sub-area is bounded by Harrison Street to the west; 10th Street to the north; Madison Street to the east and Seventh Street to the south. The housing

analysis group chose this specific sub area because it is bounded by heavily traveled arterial streets: the complementary, one-way Webster and Harrison Street pair to the west, Seventh Street to the south, the complementary one-way Oak and Madison Street pair to the east and Tenth Street to the north as it runs along the joined blocks created by Lincoln Square and Lincoln School. Within these boundaries the housing analysis group identified a "protected area" that was not as heavily influenced by traffic, transit, and high intensity, mixed uses as was the surrounding neighborhood. The housing analysis group chose specific goals designed to enhance the residential identity of the chosen sub-area.

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## **Residential Goals**

- 1. Strengthen the residential character of the neighborhood;**
- 2. Encourage new housing construction;**
- 3. Strengthen and maintain existing housing;**
- 4. Strengthen and protect the architectural heritage of housing in the area;**
- 5. Improve the amenity value of the neighborhood;**
- 6. Encourage neighborhood-serving commercial uses.**

Housing availability in the sub area follows the pattern that exists for the entire study area: There is not enough housing to accommodate demand. There is a lack of two, three, and four bedroom units. Because of the continuing housing shortage, individuals and families who want to live in the area have been forced to move east of Lake Merritt to the "New Chinatown" in the East 12th and East 14th Street areas out to 14th Avenue. Rents in the sub-area of housing analysis are comparable to those for the entire study area. Housing may be slightly cheaper to purchase but recent real estate transfer records for the area indicate that selling prices range from \$100,000 to \$160,000.

The housing analysis group determined that there were certain characteristics of its sub area that would influence housing policy recommendations for the area:

- 1. Presence of an elderly Asian population;**
- 2. Low scale housing units on small lots;**
- 3. Buildings having historic architectural merit;**
- 4. High cost and high demand for new housing;**
- 5. Wide range of housing quality from poor to excellent;**

## **Residential Policies**

### **Encourage Medium Scale, Market Rate Housing**

The housing analysis group determined that maintaining the low residential scale of the sub-area would be one way to enhance and strengthen the existing residential character of the neighborhood. Simultaneously the group sought to serve the housing needs of elderly people on fixed incomes in the sub-area. The housing analysis group studied the financing and

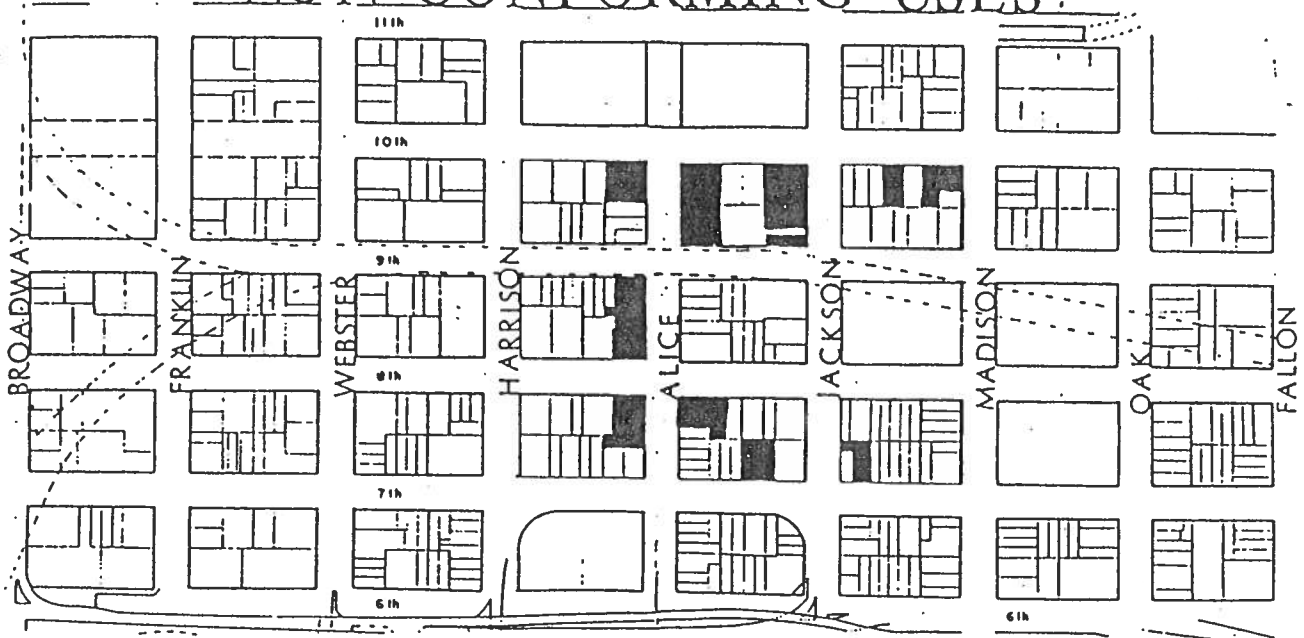
design of the nearby Frank G. Mar subsidized housing development for families and senior citizens currently under construction. Members of the group interviewed the project architect and the developer. The group determined that in order to accommodate the high land costs in the sub-area any subsidized housing, even with deep subsidies, would have to reach up to heights of 75 to 85 feet with a minimum lot size of 30,000 square feet. The group decided that the specific sub-area should be considered a protected residential area with the scale kept low in line with the surrounding existing heights. Therefore, it was determined that subsidized housing could not be accommodated in the specific sub-area. Further, the group reasoned that higher scale housing would be better located on or nearer to major thoroughfares such as 13th or 14th Streets and not in the middle of low scale area.

The housing group decided upon market rate housing for the area. The prices of market rate housing could cover the high land costs while remaining at a lower scale, more in line with the lower scale and height of the existing housing within the sub area. Because of the architecturally historic significance of the surrounding housing the new housing would have to be sensitively designed to fit in with architectural character of the existing neighborhood.

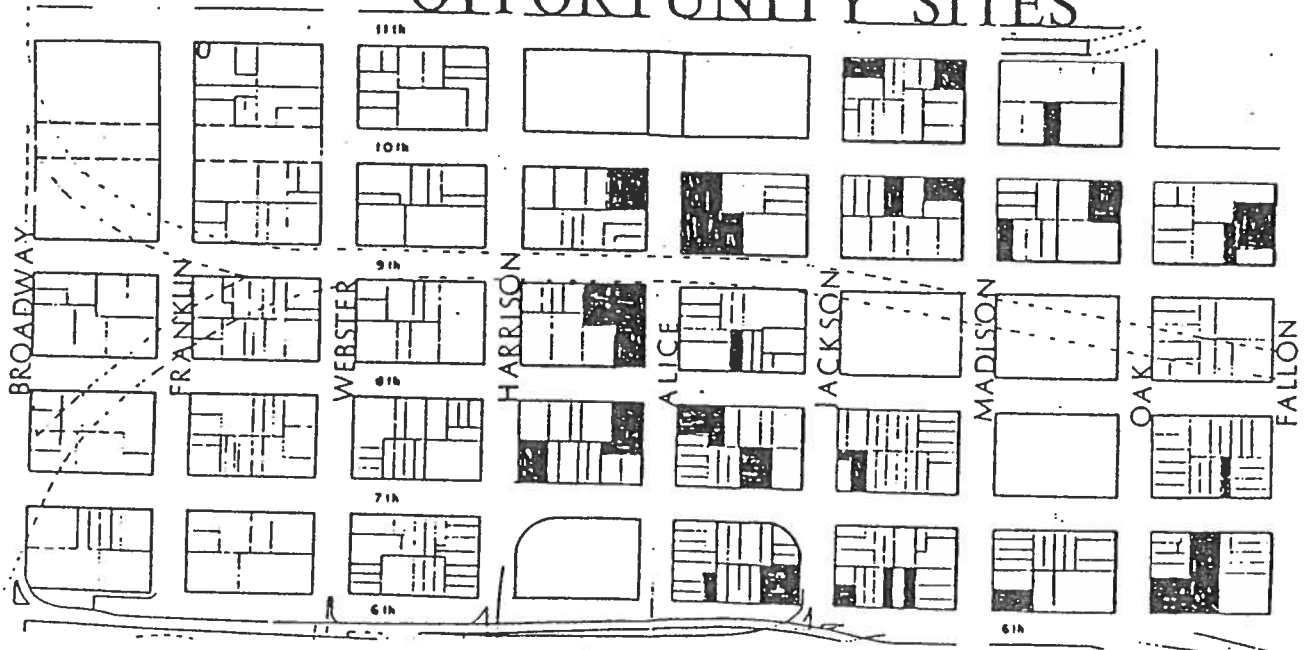
The group then identified housing opportunity sites in its sub-area of residential analysis and implementation. The group identified vacant lots, vacant buildings, and non-conforming uses. These sites were mapped as housing opportunity sites: sites likely to become available for housing as housing demand rises and non-conforming uses become obsolete or cease their current use. The group chose such a site with 27,000 square feet along the west side of Alice Street between 8th and 9th streets. The housing group proposed market rate housing for that site: 78 condominiums ranging from 400 to 1,000 square feet priced at \$1,000 per square foot. There would be two levels of parking with the lower level 5 feet below street level. The upper three floors would be housing units. The newest condominium housing in the neighborhood has been built in a similar manner.

This type of development should fill a growing need and demand for housing by people who want to purchase housing in the neighborhood but cannot because of lack of supply. The housing would be adjacent to a thriving Chinatown commercial core, and within a short walking distance of Lake Merritt, The City Center and the proposed Plaza for the Arts.

# NO-NONCONFORMING USES



# OPPORTUNITY SITES



## Housing Maintenance and Improvement

The housing analysis group recognized the importance of maintaining the quality and appearance of the existing housing in the area. The group recommends that the housing maintenance and improvement programs offered by the City's Office of Community Development be focused in on this area to insure that eligible homeowners are able to take advantage of these programs to maintain their housing. Some of the programs are outlined:

1. Housing Maintenance and Improvement Program(HMIP):  
Provides low-interest loans to low and moderate income, owner occupants of 1-4 unit buildings (\$45,000 maximum);
2. HMIP Deferred Payment Loan:  
Provides rehabilitation resources to homeowners unable to qualify for interest bearing loans (\$15,000 maximum);
3. "312" Loan:  
A federally insured loan that provides low-interest loans in declining neighborhoods (\$33,500 maximum);
4. Rental Rehabilitation:  
Six percent, deferred loan up to \$8,500 per unit to rehabilitate rental housing in substandard condition. Displacement protection is recommended;
5. Minor Home Repair Grant:  
Grants for emergency home repair for elderly and disabled homeowners (\$1,000 maximum);
6. Self-help Paint and Weatherization Program:  
Free paint and weatherization "kits" for low to moderate income homeowners.

These programs and others are available from the City of Oakland to help preserve and protect residential housing. These programs enable homeowners to stay in their homes rather

than face displacement as a result of deteriorating housing or an inability to pay for repairs.

### **Zoning Proposals**

The housing group has proposed two policies to maintain the low scale of the existing neighborhood.

1. The current zoning designation of R-80 --no height limit-- in our sub-area should be changed to R-70 which allows for a 40 foot height limit.

Such a zoning change would preclude high rise structures in the sub-area and remove some of the pressures of high rise development.

2. The residential zoning regulations should be strictly enforced. Non-conforming uses should not be allowed through the use of variances.

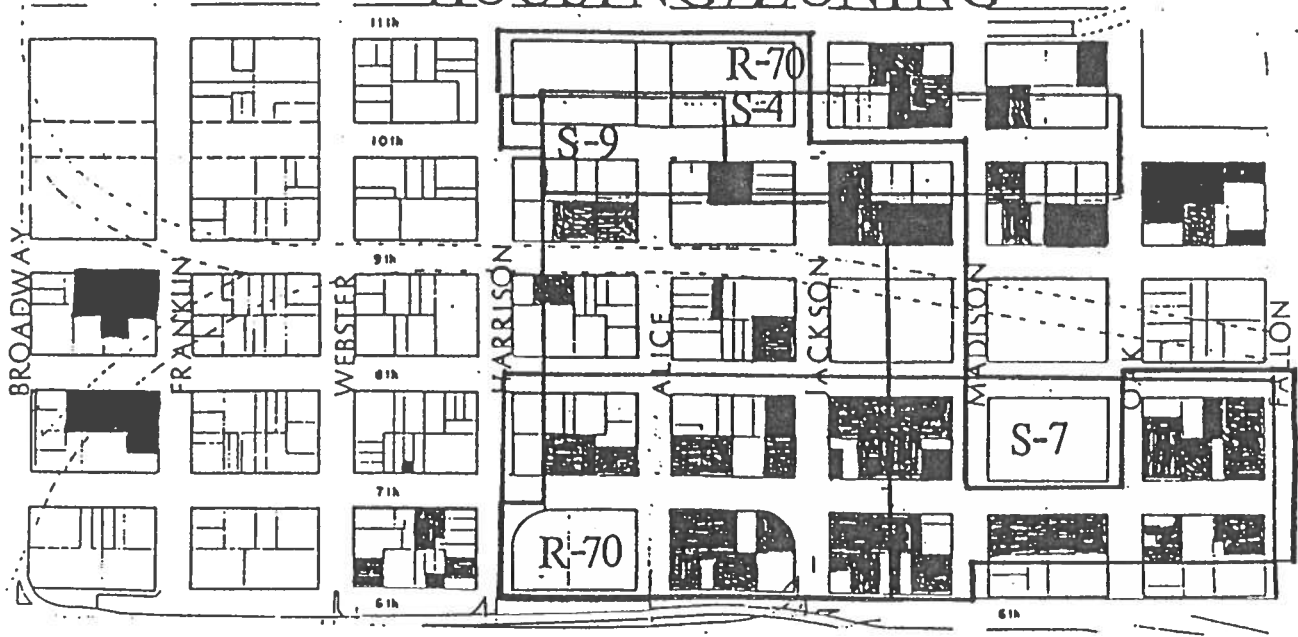
Ground floor retail uses should be allowed along 10th Street. Such uses would help to provide neighborhood amenities and help to enhance a low-scale pedestrian corridor between the Oakland Museum/Plaza for the Arts and the commercial Chinatown core.

The housing analysis group proposes a S-9 overlay zone along 10th Street between Harrison and Oak Streets that allows for neighborhood serving, ground floor retail uses.

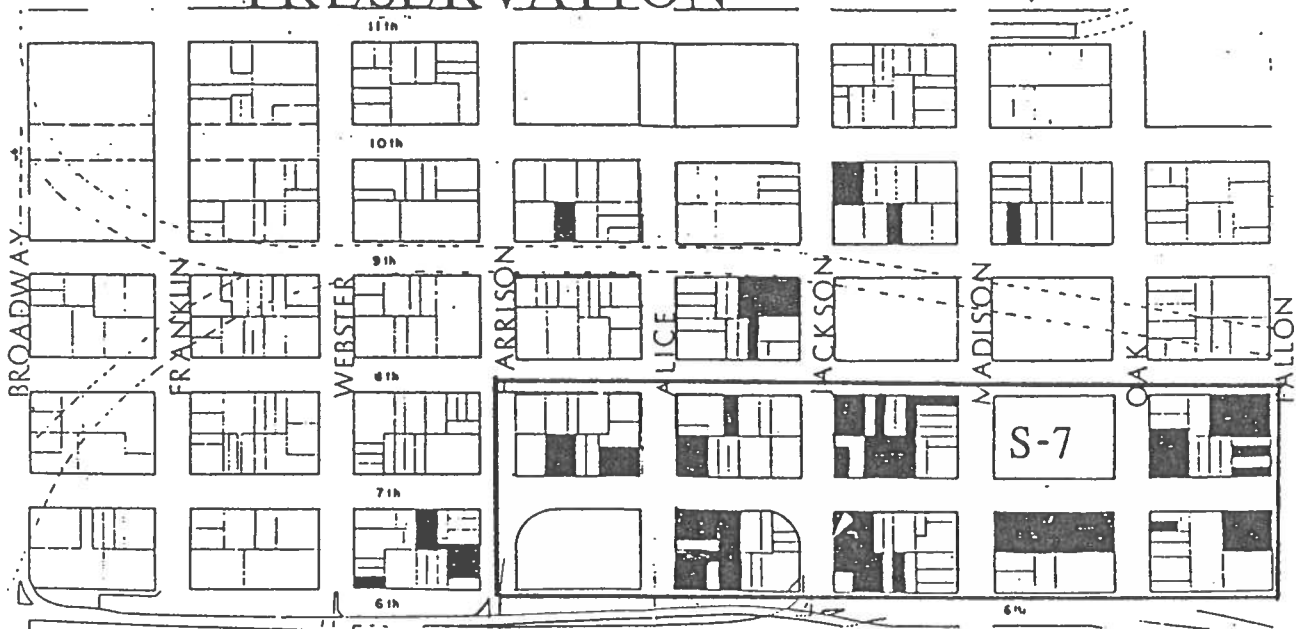
### **Historic Preservation**

There are many buildings in the area that are of architecturally historic merit. The preservation of these buildings with their distinctive architectural character would serve to greatly enhance the neighborhood's residential identity and amenity value. Historic preservation would serve a complementary function in highlighting the past and current cultural significance of the area. The housing group proposes an S-7 preservation overlay zone encompassing the block fronts between 6th and 8th Streets, from Harrison to Fallon Streets. Within this zone any construction would be subject to design review to insure that the design and character is in keeping with the architecturally significant structures in the area. Any demolition would be subject to review for possible loss of historically significant buildings.

# HOUSING/ZONING



# PRESERVATION





## **Circulation**

Currently, the number of one way streets in the neighborhood allow vehicles to travel through the neighborhood at high speeds. In order to make the area safer and more attractive for residents and pedestrians, Eighth and Ninth streets, which are currently one-way streets, should be changed to allow two-way traffic. Seventh Street should be converted to two way traffic between Fallon and Jackson Streets. More parking will be needed in the neighborhood to accommodate increased housing. Head-in parking should be allowed on Alice Street.

## **Overall Design Enhancement**

In line with the stated goals of:

1. Improving neighborhood amenities and;
2. Enhancing neighborhood identity;

The group recommends that an overall design amenity program be implemented for the neighborhood. This would involve the enhancement of sidewalks, crosswalks, paving treatments, street furniture, street signs and lighting fixtures with a coherent design motif that would reflect the cultural and historical significance of the area.

## **Conclusion**

The housing analysis group has determined goals and presented policies that help to provide much needed housing in the area and help to strengthen the residential identity of the neighborhood. The policies will help to make the Chinatown residential area a place of greater pedestrian activity and residential identity. Market rate housing in at least part of the area will help to provide a complementary use to both commercial Chinatown and the Plaza for the Arts. Through enhancing the possibilities for market rate housing while preserving the architectural heritage of the area the housing group hopes to help create an area of strong identity that will help to bridge the gap between a well defined City Center and Chinatown core and an emerging Plaza for the Arts.



