

The *Oakland Estuary Policy Plan* is amended as follows:

Executive Summary

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The plan proposes the large-scale transformation of the area from the Lake Merritt Channel to the Ninth Avenue Terminal into a mix of artisan work/live lofts, hotel, residential, commercial, cultural, and ~~commercial~~-recreational uses that will complement the planned open spaces and parks along the water.

Section II: Objectives Issues & Opportunities

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□ *Reuse of the 5th Avenue to 9th Avenue Area.* (paragraph 2) A system of inter-connected open spaces can connect the Estuary shoreline with Lake Merritt. There is potential to build upon the diverse nature of the shoreline and provide for a variety of water-oriented recreational activities (both passive and active). These recreational uses can be complemented by ~~public-oriented~~ a mix of activities, including residential and commercial uses, hotels and restaurants, as well as nonprofit institutions, cultural facilities, and existing artisan studios on private property.

Section III: District Recommendations

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Oak-to-Ninth Avenue District

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

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

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

of the Southern Pacific and Union Pacific railroads, the rail tracks along Third Street have been abandoned, providing the opportunity to extend Third Street eastward near West Oakland and will improve bicycle and pedestrian accessibility from the Estuary to Mandela Parkway.

Caltrans' planned seismic upgrade project for the Fifth Avenue interchange at I-880 could be designed to improve local accessibility and help achieve a better alignment for Fifth Avenue as well as an improved interchange. Finally, the prospect of consolidating maritime activities in the Outer Harbor provides a tremendous opportunity to incorporate a portion of improve the Ninth Avenue Terminal for greater public access and use.

Several unique circumstances within this district afford opportunities for positive changes that could benefit the entire community.

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

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

SHORELINE ACCESS & PUBLIC SPACES

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

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

POLICY OAK-1: PROTECT AND ENHANCE THE NATURAL AND BUILT COMPONENTS THAT ESTABLISH THE WATERFRONT'S UNIQUE ENVIRONMENT.

The Oak-to-Ninth reach of the waterfront has the potential to offer many recreational experiences, in both natural and developed settings. Given the scale and variety of environments

encompassed by this segment of the waterfront, many kinds of recreational activity can take place. While it is advantageous to promote recreational activities, the sites' waterfront location is unique. It is important to focus first on preserving the intrinsic qualities of the shoreline, and to insure that the environmental values of the site are not compromised.

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

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

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

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

To reduce the barrier effect of channels and waterways that penetrate the land in this area, the existing Embarcadero bridges should be improved across the Lake Merritt Channel on south side of the Embarcadero, to provide for pedestrian and bicycle routes.

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

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

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

POLICY OAK-2: ESTABLISH A WELL STRUCTURED, INTEGRATED SYSTEM OF MAJOR RECREATIONAL FACILITIES WHICH ACCOMMODATE A WIDE VARIETY OF ACTIVITIES AND WHICH TAKE ADVANTAGE OF THE UNIQUE WATERFRONT SETTING. PROMOTE A VARIETY OF RECREATIONAL EXPERIENCES.

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

Estuary Park & Mouth of Lake Merritt Channel

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

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

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

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

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

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

OAK-2.2: Create a major new park on the east side of the mouth of the Lake Merritt Channel, at the Estuary. To complement Estuary Park to the west, the former Crowley site on the east side of the channel, ~~between the water, a realigned Fifth Avenue (See Policy OAK-4.1)~~ and the Embarcadero should be converted into a major park suitable for passive recreation. Promenading, viewing and other contemplative activities should be emphasized. Shoreline edges should be restored to tidal wetlands.

Clinton Basin

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

- ❑ *Rehabilitate the marina.* If economically feasible, the marina should be upgraded to contemporary standards. In addition to extending the life of the marina, improving the physical condition would provide an interesting focus for waterfront activities. Provisions in the marina for boat rentals and launches, fishing charters, water taxi/ferry services, a limited amount of food services, etc., would all contribute to the liveliness of the area, and should be accommodated.
- ❑ *Establish a linear open space composed of a series of smaller parks around Clinton Basin.* The basin is hidden behind buildings and not highly accessible. In order to improve access to the water and visibility of the boating activities, a series of public spaces should be developed on both sides of the basin and at the head of the basin adjacent to the Embarcadero. This network of public spaces should be composed of a series of smaller connected parks, connected by a continuous promenade along the edge of the basin that connects the open spaces. ~~To improve accessibility around the basin and to reduce its barrier effect, consideration should be given to developing a pedestrian bridge at the bayward end of the basin.~~ Views into Clinton Basin from the Embarcadero should be maintained and enhanced.
- ❑ *Provide for a limited number of new recreational slips east of Fifth Avenue.* A small number of slips for the mooring of recreational boats should be provided east of Fifth Avenue, with support facilities provided accordingly. An area for supply drop-off and the provisioning of vessels should be provided to create a high-quality mooring area, attractive to patrons and complementary to landside uses within the district.

Ninth Avenue Terminal

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

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

The park should be oriented to maximize access and views of the Estuary. It should be adjoined by residential, commercial, hotels, and public uses, which can benefit from the civic events and cultural activity programming. (See Policy OAK-4.2)

The 9th Avenue Terminal provides an exciting opportunity for public-oriented activities and open spaces. Recognize that the Ninth Avenue Terminal bulkhead portion of the buildingshed, or portions thereof, may be suitable for rehabilitation and adaptive reuse. However, the terminal building impedes public access to and views of a key area of the Estuary.

- ~~The Port and City should investigate the feasibility of retaining/keeping and reusing the at least 15,000 square foot bulkhead portion of the 9th Avenue Terminal. The remainder of the 9th Avenue Terminal may be removed to allow for the public park called for above in Policy OAK-2.4, building (or portions thereof). A Specific Plan for the entire District should be initiated prior to development. (See Policy Oak 5)~~
- ~~Encourage the mooring of vessels adjacent to the Ninth Avenue Terminal. Along the southern boundary of the Ninth Avenue Terminal, a limited amount of vessel mooring is encouraged to complement the recreational and cultural uses of the area.~~

Lake Merritt Channel

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

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

POLICY OAK-3: LINK THE ESTUARY TO LAKE MERRITT BY ENHANCING THE LAKE MERRITT CHANNEL

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

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

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

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

Efforts to expand public uses in this area must be carried out in a manner that respects the wildlife habitat value of the wetland areas within and along the channel. Restoration of tidal

wetlands along the shoreline edges should be included as part of the facility development programs that would extend through this area.

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

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

LAND USE

~~A mix of land uses can be accommodated within the Oak-to-Ninth District, including open space, recreation, commercial, civic uses, marinas, and, as designated in the PWD-4 land use classification, residential development. Public space is planned to be the primary new use within the Oak-to-Ninth District, occupying all of the land along the shoreline and extending inland at Lake Merritt Channel, Clinton Basin, and a new 'Creseent Park.' (See Policy OAK-2.4).~~ Recreational use of the shoreline ~~and new housing and commercial development~~ will be the most significant agents of change within the district. ~~It will create a~~ A series of extraordinary amenities and recreational resources for the community will be created, as well as an attractive setting for new and existing development.

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

POLICY OAK-4: PROVIDE FOR LIVELY, PUBLICLY ORIENTED ACTIVITIES THAT COMPLEMENT THE ADJACENT WATERFRONT PARKS AND OPEN SPACES.

Development adjacent to the open recreational spaces should complement them, and should provide public attractions which add to the variety of activities and experiences found on the waterfront. Development should be encouraged on both sides of Clinton Basin, and in areas close to the Embarcadero, as follows.

Fifth Avenue Point

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

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

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

- ~~□The Oakland Museum is investigating options to expand and develop the ‘Treasure House’ concept. An appropriate location for this use would be adjacent to the planned waterfront open space flanking Clinton Basin and the Estuary.~~
- ~~□The ARTSHIP Foundation has recently acquired the *Golden Bear*, a former naval training vessel, to serve as headquarters and primary program venue for the numerous community outreach and art programs run by the Foundation and other art and cultural organizations. Under an extensive renovation project, the ship will be converted into theaters, gallery space, classrooms, meeting space, studios, and other facilities necessary to support a major arts initiative.~~

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

Mixed Use Development

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

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

OAK-4.5: North of the Embarcadero, encourage a mixed-use district while maintaining viable industrial uses. In the more traditional warehouse and industrial area north of the Embarcadero between the Lake Merritt Channel and Oak Street, a mixed-use district is encouraged. Emphasis should be placed on maintaining the existing industrial and manufacturing uses, as well as providing for nontraditional higher density housing (work/live and artist studios). This area is essentially an extension of a larger mixed-use district to the west, extending to Webster Street in the Jack London District.

POLICY OAK-5: PREPARE COMPREHENSIVE DEVELOPMENT PLANS FOR LARGE PORTIONS OF THE OAK-TO-NINTH DISTRICT.

The Oak-to-Ninth district is large and diverse, with several unique, complicated issues that dominate its real development potential. It should be planned in sufficient detail through the Preliminary Development Plan and Final Development Plan process to identify all potential issues, and to understand the options available to address these issues in a timely manner. ~~A Specific Plan should be prepared prior to development.~~ Planning should be based on a strategy which analyzes the areas comprehensively and which accounts for the constraints imposed by subsoil environmental conditions. Transformation of the district will require that several outstanding issues be resolved simultaneously. Development feasibilities should be analyzed, phasing of improvements should be identified, and a funding strategy to finance and implement recommended open space should be addressed. These require that a-realistic development programs and site plans be developed.

REGIONAL CIRCULATION & LOCAL STREET IMPROVEMENTS

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

Regional Access

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

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

POLICY OAK-7: COORDINATE WITH CALTRANS ON THE UPGRADE OF THE I-880 FREEWAY TO IMPROVE REGIONAL ACCESS TO THE WATERFRONT.

As it passes through Oakland, I-880 is substandard. On and off-ramps occur in a random manner, creating short merging distances and associated safety problems. This is particularly true in the Oak-to-Ninth District. As the area evolves and becomes more of a regional attraction, the highway network that serves the district will become a busier and more dangerous place for drivers and pedestrians. However, with the current seismic upgrade program for the freeway, this situation could be remedied to promote highway safety and to provide clear, safe and convenient access to the waterfront. The City should work with Caltrans to develop retrofit plans for the Fifth Avenue Interchange which also include a more direct way to the waterfront. At a minimum, the existing on and off-ramps along the Embarcadero between Fifth and Ninth Avenues should be removed and replaced with a configuration that provides both eastbound onramp and westbound off-ramp connecting to Fifth Avenue.

Local Street Improvements

POLICY OAK-8: ENHANCE FIFTH AVENUE AS THE PRINCIPAL PEDESTRIAN AND VEHICULAR LINKAGE TO THE PUBLIC OPEN SPACE SURROUNDING THE MOUTH OF THE LAKE MERRITT CHANNEL.

Fifth Avenue is a significant north-south street, connecting to Park Boulevard and linking the waterfront to downtown neighborhoods and the Oakland Hills. As such, it is important that Fifth Avenue be improved south of the Embarcadero as the principal pedestrian and vehicular connection to this segment of the waterfront. It should be realigned and straightened to become the edge of the open space and to establish a direct driving route that circumvents the Fifth Avenue Point community. In order to enhance the pedestrian environment along Fifth Avenue, landscaping, lighting, and sidewalk improvements should be undertaken along its entire distance.

POLICY OAK-9: IMPROVE THE EMBARCADERO EAST OF OAK STREET AS A MULTIMODAL LANDSCAPED PARKWAY WITH BICYCLE, PEDESTRIAN AND VEHICULAR FACILITIES.

A key objective of the *Estuary Policy Plan* is to create a continuous multimodal parkway to improve access along the waterfront and enhance the continuity and identity of the Estuary within the city. Consistent with recommendations to develop segments of the parkway in other sections of this plan, the Embarcadero Parkway concept should be implemented between Ninth Avenue, Lake Merritt Channel and Embarcadero Cove, beyond. A three-lane roadway (two moving lanes and a center left-turn lane) should be built, wherever feasible, with an adjacent landscaped corridor to accommodate a continuous bicycle trail and pedestrian promenade on the Estuary side.

POLICY OAK-10: CREATE A NETWORK OF PEDESTRIAN-FRIENDLY STREETS THAT OPENS UP VIEWS AND ACCESS TO THE WATER.

Within the Fifth Avenue Point area and the ~~commercial-recreational~~ district east of Clinton Basin, a network of local streets should be provided to serve individual properties. In future planning (See Policy OAK-5) this network should be designed in a block configuration to allow

for a diversity of ways through the district and a comfortable and safe pedestrian environment. The configuration of streets should be aligned to promote views and access to the shoreline, provide convenient access to and parking for open spaces, and discourage fast-moving through traffic. Streets should include generous provisions for pedestrians and be landscaped in a manner that extends the open space amenity inland from the shoreline. New local streets should continuously follow the Estuary and Clinton Basin open space, in order to create a more public and open feeling along the water and increase accessibility. Connections should be made from this area across the head of Clinton Basin to the Fifth Avenue Point community to ensure that both sides of the basin are tied together by local streets.

Parking

OAK-11: DESIGN PARKING TO BE CONVENIENT AND COMPLEMENTARY TO THE PUBLIC ORIENTATION OF USES WITHIN THE AREA.

Convenient and visible parking is important in ensuring the success of open space improvements as well as new development. In future planning (See Policy OAK-5) parking should be provided in a manner that complements the open space character of the area. Large expanses of asphalt should be avoided in favor of landscaped roadways with parking alongside them. Such an approach will minimize the visual impact of parking while maximizing access and visibility to adjacent activities. Parking areas should be well lit and linked to pedestrian trails. Development projects should provide all of their parking requirements onsite, and be generously landscaped to promote continuity with open space areas. Parking should be screened from predominant public view with landscaping and/or encapsulated and architecturally integrated within buildings. Parking that serves private uses should be made available to the public during non-peak periods. Permanent onsite parking along roadways can only satisfy a small percentage of the overall parking needs. Additional opportunities for events parking north of I-880 such as the existing rail yards, existing parking facilities at Laney College, and private parking facilities within the waterfront area should be pursued and programmed.

OAK-12: ESTABLISH A MANAGEMENT PROGRAM FOR SPECIAL EVENTS ACCESS AND PARKING.

A major event at the waterfront (See Policy OAK-2.4) could attract several thousand people. As a result, transportation and parking will be significant issues. Events planning should include a comprehensive transportation management program that includes shuttles, vans, and special transit vehicles providing service to the downtown, the Jack London District, and key regional transit providers (e.g., BART, Amtrak, [AC Transit](#), Transbay ferries). Events' parking should also be provided within walking distance of the planned celebration space.

Section IV: Moving Forward

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Land Use Classification: – PWD-1: Planned Waterfront Development ([land area north of Embarcadero and Fifth Avenue Point south of Embarcadero](#)) (~~Estuary Park to 9th Ave.~~)

Intent: Provide for the transformation of maritime and marine industrial uses into a public-oriented waterfront district that encourages significant public access and open space

opportunities. Encourage a unique mix of light industrial, manufacturing, artist lofts and workshops, hotel, commercial-recreation, cultural uses, and water-oriented uses that complement the recreational and open space character of the waterfront.

Desired Character: Future development in this area should be primarily public recreational uses including boating clubs, community and cultural uses, parks, and public open spaces; with primary uses including light industrial, manufacturing, assembly, artist workshops, cultural, work/live studios, offices, neighborhood commercial, and restaurants; and including hotel conference, restaurant, commercial-recreational, and cultural. Water uses also included.

Maximum Intensity: FAR of 1.0 and 30 units per gross acre for privately owned parcels. Average FAR over entire area of 1.0. Average 30 units per gross acre.

Add new land use category

Land Use Classification: - PWD-4: Planned Waterfront Development (Estuary Park to 9th Avenue except for Fifth Avenue Point area)

Intent: Provide for the transition of underutilized industrial land to public parks and open space, commercial/retail, multifamily residential, cultural and civic uses. Improve public access to the waterfront by providing additional public parks and open space areas and a waterfront trail.

Desired Character: Create a new mixed-use residential, commercial/retail, recreational neighborhood in the area south of the Embarcadero. New parks and open space areas will provide public access to the Estuary and will continue the series of waterfront parks and the San Francisco Bay Trail. Civic and cultural uses may be incorporated into the development. Two existing marinas will be renovated to enhance boating and marine-related uses in the area.

Maximum Intensity: Average 50 residential units per gross acre over the entire 64.2 planning area (PWD-4); approximately 200,000 square feet of commercial development.