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Lower Broadway District Plan

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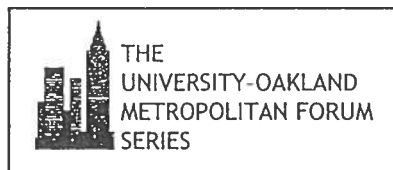
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Lower Broadway District Plan

Michael Horst, Pat O'Brian, Michael Southworth



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

Lower Broadway District Plan

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November, 1988

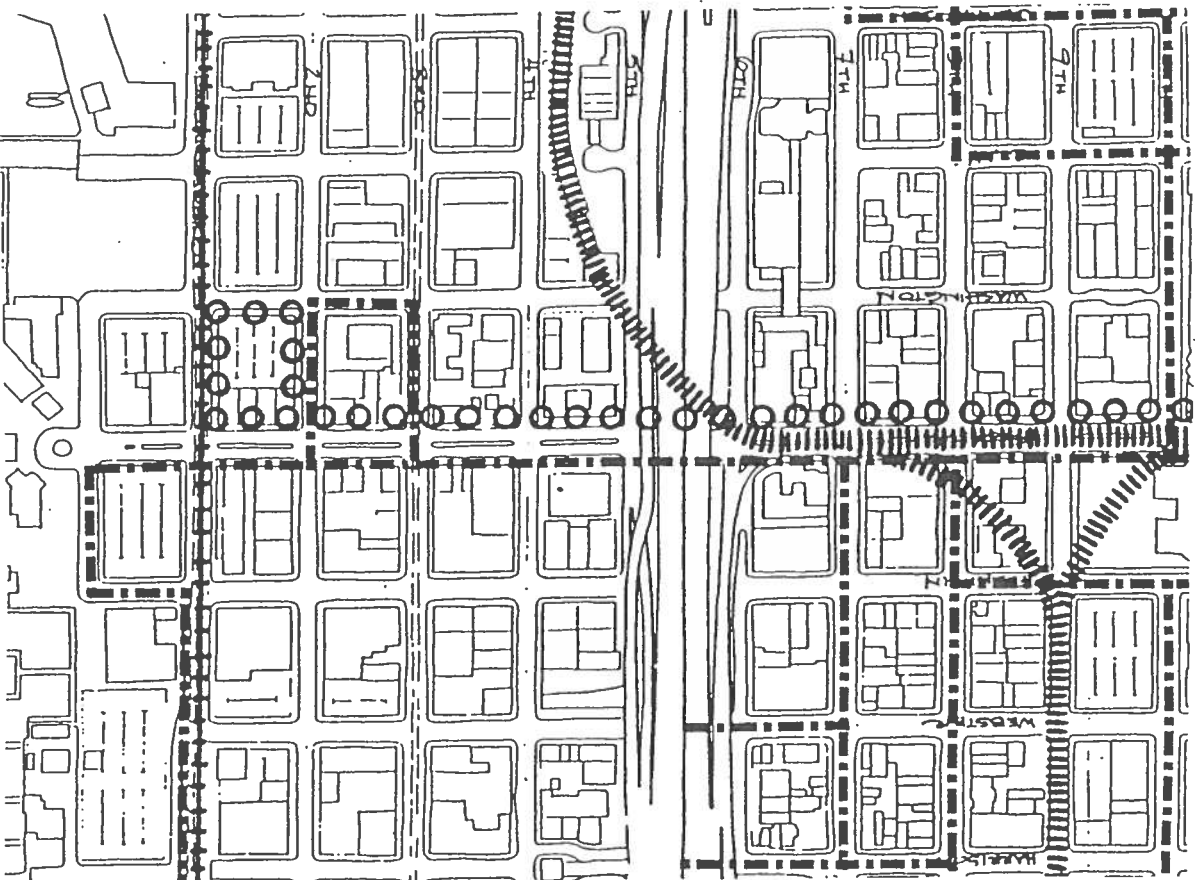


TABLE OF CONTENTS

SCOPE	1.0
PURPOSE	2.0
SETTING	3.0
Oakland	3.1
Broadway District	3.2
Old Oakland	3.21
Chinatown	3.22
Broadway Freeway Area	3.23
Governmental Office Zone	3.24
Oakland Produce Market	3.25
Lower Broadway Retail	3.26
Discount Retail Area	3.27
Jack London Waterfront	3.28
DEVELOPMENT PATTERNS & ASSUMPTIONS	4.0
LOWER BROADWAY DISTRICT PLAN	5.0
Guiding Philosophy	5.1
Goals	5.2
Development Concept	5.3
Development Phasing	5.4
Key Projects	5.5
HOUSING DEVELOPMENT	6.0
Design	6.1
Proforma Assumptions	6.2
Joint Venture	6.21
Financial Analysis	6.22
Housing Benefits	6.3
Phase II Housing	6.4
Phase III Housing	6.5
RETAIL DEVELOPMENT	7.0
Oakland Produce Market	7.1
Produce Market Design	7.2
Design and Locational Benefits	7.21
Proforma Assumptions	7.3
Financial Analysis	7.4

Broadway Corridor Retail Plan	7.5
Commercial Uses	7.51
Building Guidelines	7.52

OFFICE DEVELOPMENT	8.0
Lower Broadway Office Development	8.1
Project Phasing	8.2

LAND USE	9.0
Old Oakland	9.1
Government Facility Zone	9.2
Chinatown	9.3
Freeway Zone	9.4
Bret Harte Boardwalk	9.5
Lower Broadway	9.6
Discount Retail Area	9.7
Proposed Housing Development	9.8
Warehouse/Back Office Areas	9.9

CIRCULATION	10.0
Vehicular Circulation	10.1
Public Transportation	10.2
Pedestrian Circulation	10.3

BUILDING FORM	11.0
Historic Character	11.1
Building Type	11.2
Renovations	11.3
Design of Additions & Expansions	11.4
Design of New Buildings	11.5
Building Heights	11.6
Proposed Height Limit Changes	11.7

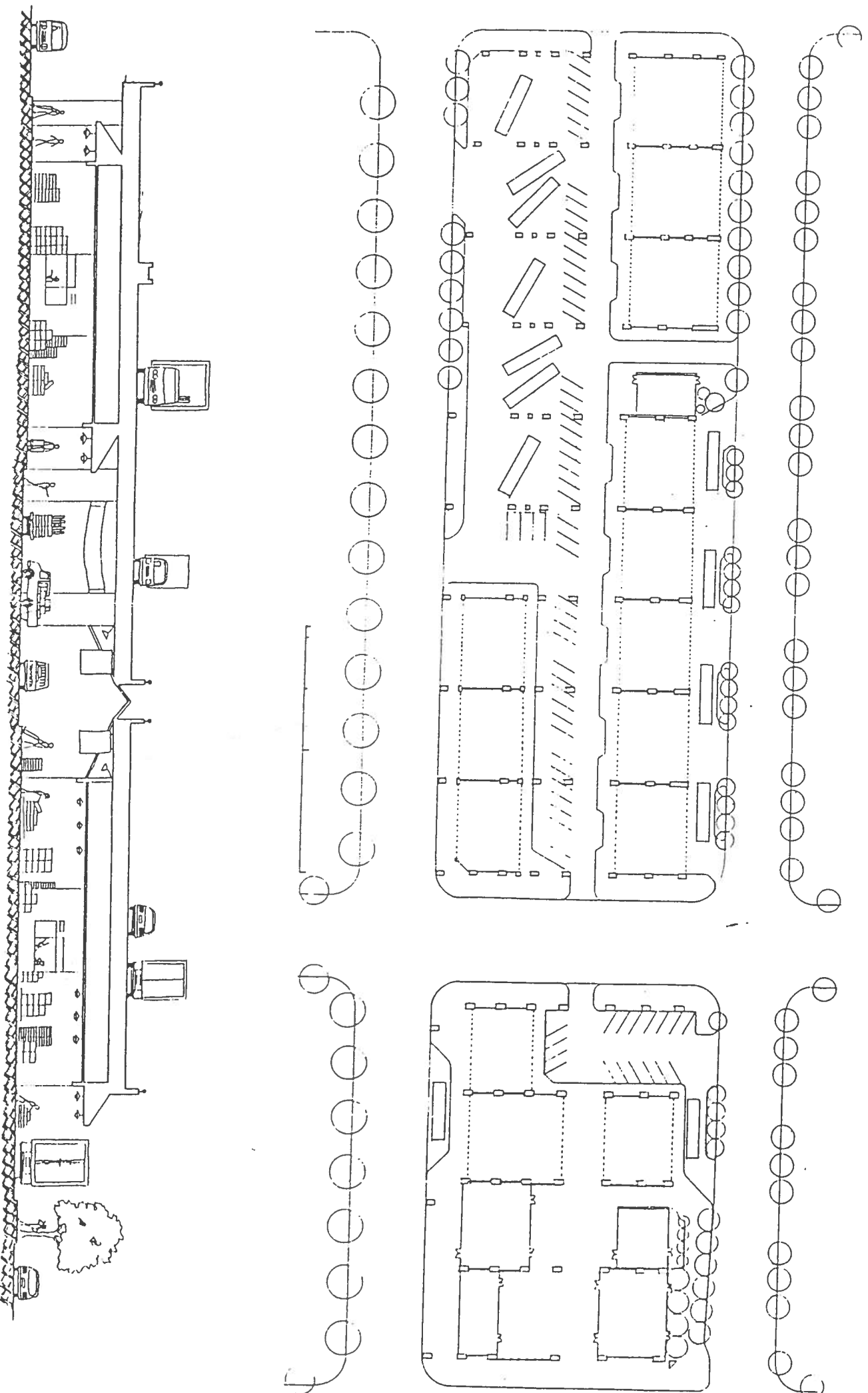
knowing the intentions of Toothman Development, there exists the future opportunity that he may sell the land at a very high price or that he may attempt to renovate the Produce Market with a speciality retail development or office space, which both draw higher rents per square foot. As evidence, the rents at the Produce Market have tripled in the last two years since Toothman has assumed ownership. This site gains importance because of its location near the waterfront, the large assemble of land parcels, and the relatively low value of the buildings.

However, the Produce Market has sentimental value to the community and the people that use the market. From a functional point of view, the market is not conducive to large trucks and often access through this area is extremely difficult. Therefore, because of the wholesale nature of the market, relocation would provide for an attempt to re-design the market by solving some of the circulation problems. It becomes evident that leaving the Produce Market in its present location would not allow for residential development near the waterfront because trucks, forklift and crates of food on the street will not work well with residential uses. The Lower Broadway District Plan strongly believes that the relocation of the market can benefit the users and become the catalyst in revitalizing the area.

The second part of the retail guidelines in the Lower Broadway District Plan refers to improving the Broadway retail corridor. Presently, the majority of users on Broadway are a variety of food retailers. The LBDP proposes guidelines that will continue development of an entertainment/food corridor along Broadway that will support residential and entertainment uses in the area.

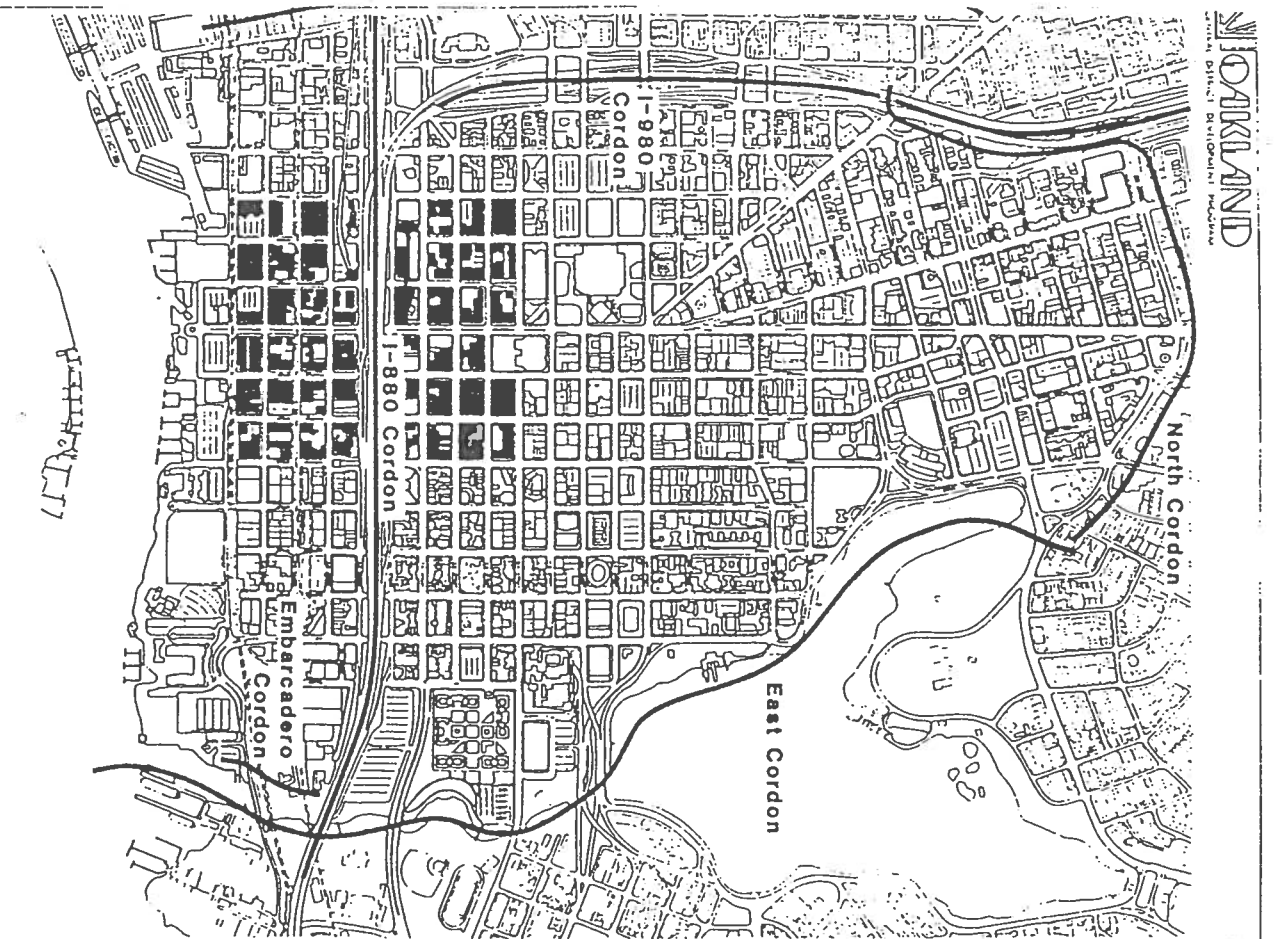
7.1 OAKLAND PRODUCE MARKET

The Lower Broadway District Plan proposes to relocate the Produce Market on Cal-Trans land located beneath the freeway between the intersection of 5th and 7th Streets and Broadway. The Plan calls for



1.0 SCOPE

The following report has been prepared for the City of Oakland as a proposed development plan for the Broadway District located between City Center and the Jack London Waterfront along Broadway. The Lower Broadway District Plan (LBDDP) is defined by 10th Street to the North, Embarcadero to the South, Harrison Street to the East and Jefferson to the West. The Plan considers several areas of influence only as they impact activities and development within the district. The areas of influence considered include: Old Oakland, Chinatown, Produce Market, Discount Retail Area, City Center, and the Waterfront.



2.0 PURPOSE

Downtown Oakland experienced substantial change from 1960 to 1980. A major impetus has emerged for downtown redevelopment efforts, coupled with a renewed local confidence. Emerging is a wave of anticipation based on economic activity, redevelopment efforts, and the local population that intends to transform Oakland into a world class city. The Lower Broadway District Plan intends to capitalize upon this wave and propose a plan that will positively affect the course of development in the area based on economic trends and community needs. Equally important is the need for a current and flexible development guide to assist in the revitalization of the downtown core area of the city.

- (1) Define the City's intent for the future of the Broadway District and aid Oakland's citizens, developers, and government agencies in understanding that intent.
- (2) Establish a set of goals and policies to guide future land use and development decisions within the District.
- (3) Guide the development of the Broadway District through planning recommendations, strategies and programs.
- (4) Assist in achieving economic, aesthetic, and development potential of the Broadway District by strengthening the various sub-districts within the area through policies geared at creating a cohesive urban fabric.

The Lower Broadway District Plan incorporates a process that evaluates existing uses and development trends and proposes impact oriented planning and development that addresses the future needs of the City of Oakland, as well as, considering the City as the primary motivator for development in the subject area.

3.0 SETTING

3.1 OAKLAND

Oakland is located in the northwestern sector of Alameda County, approximately 8 miles east of San Francisco and about 36 miles northwest of San Jose. The city is centrally located in the Bay Area and is a core to an integrated Bay Area transportation network.

As a transportation center, the city is served by three major freeways which are primary north-south and east-west routes: Interstates 580 and 880 and Highway 24. In addition to a well maintained road system, Oakland is the hub of BART and the headquarters for the AC Transit bus system. The city is also the benefactor of the Oakland International Airport and the Port of Oakland, a major cargo handling facility on the west coast.

Oakland, the county seat for Alameda County, is the second largest city in the San Francisco/Oakland MSA. The city contains roughly 30 percent of the county's population and is over three times as large as the next largest city. In 1985, Oakland had an estimated population of 352,000 compared with 339,288 in 1980. Population projections by ABAG anticipate the city's population to increase to 361,500 by the year 2000. These figures represent annually compounded growth rates of 0.74 percent and 0.32 percent for the periods 1980-1985 and 1980-2000, respectively.

Overall, Oakland can be characterized as an urban center which is encouraging quality development and redevelopment. Based on the city's central location and excellent access, Oakland has been able to relocate several large corporations into its downtown area. With continued economic growth and development the city may transform into a world class west coast location.

3.2 BROADWAY DISTRICT

The subject area covers 63 city blocks or



approximately 86.7 acres between City Center and Jack London Waterfront. The area has developed into a variety of sub-districts that lend individual character to the area, but also create a lack of cohesion between the sub-districts. The outcome is a confused urban fabric. Each sub-district achieves its distinctiveness from its particular mix of building age, land uses, heights, size of operations, and bulk of buildings. In addition, each sub-district represents a certain activity node that will be incorporated into the Broadway District Plan.

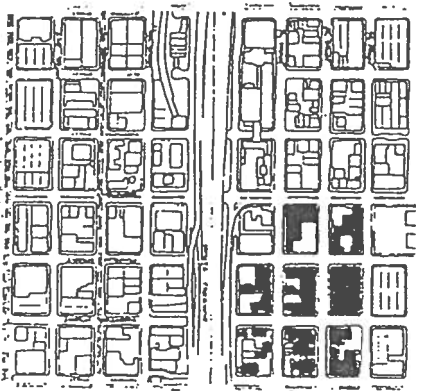
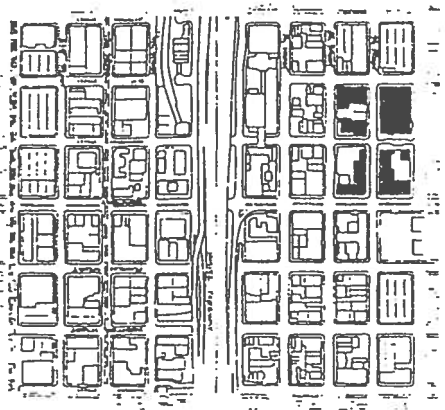
3.21 OLD OAKLAND

This area is located in the northwest quadrant of the subject area and is bounded by 9th and 10th Streets. There are two distinct parts to the quadrant. The eastern block and a half represent the Storek & Storek renovation of old Victorian buildings into retail and office space. The area includes several distinctive restaurants like the Gulf Coast Oyster Bar, Ratto's and recently the Brew Pub. However, in spite of the historic character of the area, Old Oakland has had trouble leasing both its office and retail space and currently has 50% and 80% vacancy rates, respectively.

In the remaining part of the quadrant, however, many of the buildings are vacant and under-maintained. This area is characterized by several single occupancy hotels and missions and includes some low income multi-family residential structures loosely dispersed along Clay Street between 7th and 9th.

3.22 CHINATOWN

The northeast quadrant of the subject area is dominated by Chinatown, which is centered around the intersection of 8th and Webster. Within the area, most buildings are two and three stories with shops and restaurants on the ground floor and offices or residences above. This area is high density in terms of both people and street activity. The area has



experienced a population boom due to the influx of Vietnamese immigrants and the return of the elderly. This demand on space has forced Chinatown merchants and residents to expand into Old Oakland and the Lake Merritt area. In addition, high land values, strict parking regulations and an incredible demand for housing characterize this vibrant area.

3.23 BROADWAY FREEWAY AREA

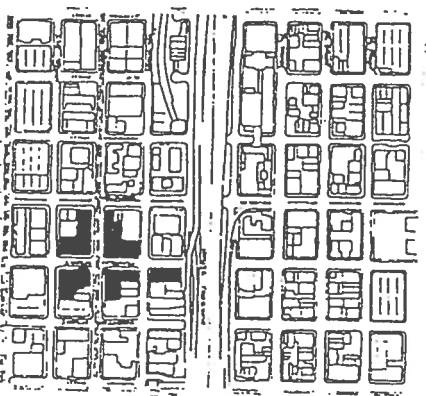
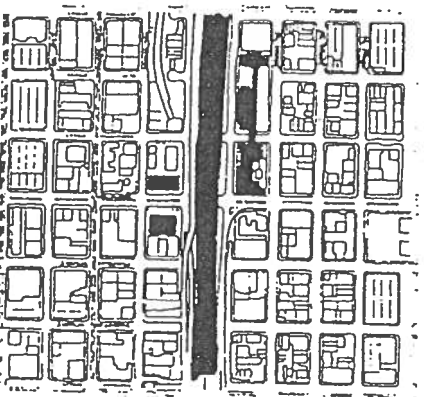
This area is central to the subject area and is the location of a 180 foot freeway overpass that creates a dead zone that runs perpendicular to Broadway. Current uses are parking, both for the public and the police station. The land is owned by Cal Trans and leased to the City of Oakland. In addition, this physical barrier effectively divides the subject area into two districts by impeding pedestrian traffic and visual linkage.

3.24 GOVERNMENTAL OFFICE ZONE

Adjacent to the freeway zone and fronting both 5th and 7th Streets is the municipality area. On three of the corners fronting Broadway are large governmental buildings that add to the static quality of the intersection. The Alameda County welfare service and probation office, the Oakland City Jail, and the Alameda County Courthouse are the primary users.

3.25 OAKLAND PRODUCE MARKET

The market occupies the central portion of the lower Broadway District along Franklin, Webster, 2nd and 3rd Streets. This market is a wholesale distribution center for produce within the Bay Area and is primarily used by small vendors and local restaurant owners that need daily produce. The busiest times of the day at the market is between 2:00 am and 8:00 am when one can see several large trucks unloading produce onto the streets. By 9:00 am, the area is generally quiet with very little pedestrian



activity. The buildings are generally one and a half stories high and open to the street with transparent facades. The buildings are brick with wood trusses and have street front awnings. Recently, a single owner purchased the Produce Market and tripled rents for the merchants. However, since very few have left, it demonstrates that the market is a viable economic use. Adjacent to the market on Webster and Harrison Streets, there has been recent development of warehouse office space.

3.26 LOWER BROADWAY RETAIL

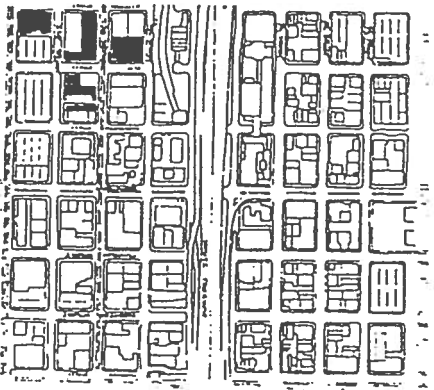
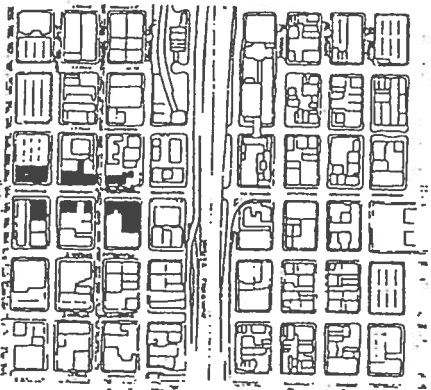
This retail area is located along Broadway from 5th Street to Jack London Waterfront. The buildings range from one to three stories, with the majority of the uses being restaurants. Out of 26 ground floor commercial uses, 13 of them are food or drink establishments offering a range of food choices. In addition, this retail strip suffers from a variety of open spaces used as either building entries or parking lots off of Broadway creating a loose streetscape of facades with many holes. There are several buildings that are boarded up and vacant along the street.

3.27 DISCOUNT RETAIL AREA

This retail area is located in the southwest quadrant of the subject area. The characteristic building is a warehouse with large floor plates. Presently, several discount merchants like Cost Plus and Bed & Bath have renovated some of these structures into retail outlets. This area has developed into a destination retail location that has become quite popular as evidenced by strong dollar per square foot sales figures. The availability of several surface parking lots has supported the retail development in this area.

3.28 JACK LONDON WATERFRONT

Under the auspices of the Port, this area has



aggressively taken the lead in mixed use development with their current construction schedule. The proposed plan calls for speciality and festival retail planned around a variety of outdoor plazas and piers. The Port is currently constructing the 230,000 square feet of office space and the 100 stores including a food pavilion. There exists the possibility that a hotel may be developed on the waterfront. In all, this development must be viewed as a independent entity operating under the premise that the amenities of the water and views will provide for economic success and establishes no connection with the surrounding area.

4.0 DEVELOPMENT PATTERNS AND ASSUMPTIONS

The following section refers to specific projects within the subject area and outside the subject area that will impact the economic development of the Lower Broadway District Plan. Furthermore, these projects are assumed as the basic premise behind justifying future economic development and gaging impact on the subject area.

(1) Rouse Regional Shopping Center

Earlier this year Rouse announced the acceptance of letters of intent from Nordstrom and Emporium Capwell for the purpose of developing a \$250 million dollar shopping center near 20th and Telegraph in downtown Oakland.

(2) City Center

Bramalea Pacific is investing over \$400 million in the heart of downtown at 14th Street and Broadway. At completion the sixteen block site will have 13 office buildings and over 15,000 square feet of retail. In total, the project will develop 4.3 million square feet of office, retail, hotel, health club, parking, and open space. The first phase of the project, City Square, is 90% leased up.

(3) GSA Headquarters

The Federal building will contain 1,000,000 square feet of office space and will contain the Federal Courthouse. The building will employ over 4,700 employees in which 2,700 will be new to Oakland. The project is expected to be completed by 1991.

(4) Pacific Renaissance Plaza

This development will include the new headquarters of EBMUD and will be located in Chinatown. This will be a mixed use project that will supply 100,000 square feet of retail, 100,000 square feet of residential units, and a 24,000 square foot Cultural Center. The project is a three phase plan with completion of the last phase by 1994.

(5) Swan's Central Market

Storek & Storek and Alice Waters have secured financing for a proposed central market located in Old Oakland. The project will house specialty food and produce vendors and will draw people from the entire Bay Area. The market will add 63,000 square feet of retail space to the Old Oakland area.

(6) Jack London Waterfront.

This mixed use project is of most importance and interest because it will be the first project near the subject area to hit the market. Many developers in the area feel that success of the Waterfront may be the barometer in which to measure the possibility of Oakland's economic resurgence. Success of this project is vital to the subject area.

Based on the preceding six projects several economic patterns can be identified. These patterns constitute the economic justification and analysis that forms the basis of the Lower Broadway District Plan. From a supply point of view, it is obvious that both a critical mass of office and retail space has saturated the downtown Oakland market. In addition, the relocation of several large users into the downtown will supply a large market of office workers with disposable income to support the retail uses. Furthermore, there are limited plans to increase the housing supply in the downtown area to accommodate all the office relocation and addition of workers. In all, based on the success of the Waterfront and the saturation of the office and retail markets, the Lower Broadway District Plan will focus on housing and identifying niche markets in the subject area.

5.0 LOWER BROADWAY DISTRICT PLAN

5.1 GUIDING PHILOSOPHY

The Lower Broadway District Plan does not approach city planning through traditional avenues of only addressing zoning considerations and design guidelines. The focus is on identifying market forces and incorporating community needs to develop a framework to direct future growth and development. Inherent in the Plan, is an impact oriented approach that identifies specific sites in the Broadway District that will act as catalysts to the revitalization of the area. Therefore it is the intent of this proposal to demonstrate to the City the importance of a bottom's up approach to developing planning guidelines and actively addressing present day concerns.

5.2 GOALS

- (1) Impact the revitalization of downtown Oakland by creating an environment conducive to a variety of residential development.
- (2) Establish linkages, both pedestrian and visual, between the variety of sub-districts by enhancing the existent character of each area.
- (3) Develop a land use scheme, zoning and design guidelines to further development in each sub-district.
- (4) Reinforce the development of Broadway as a major arterial by increasing the density and massing of retail and residential uses supporting the street.
- (5) Save the Produce Market from the future probability of relocation out of the city due to economic considerations, by providing a site in the subject area.
- (6) Redesign the space under the Nimitz freeway to breakdown the physical barrier and establish linkages between the various sub-districts.

(7) Provide the city of Oakland with current market information concerning office, residential and retail uses in the subject area.

5.3 DEVELOPMENT CONCEPT

The development concept of the Plan recognizes the preceding assumptions and past and present trends. Also incorporated into the concept are public and private investment commitments and the physical characteristics of the subject area.

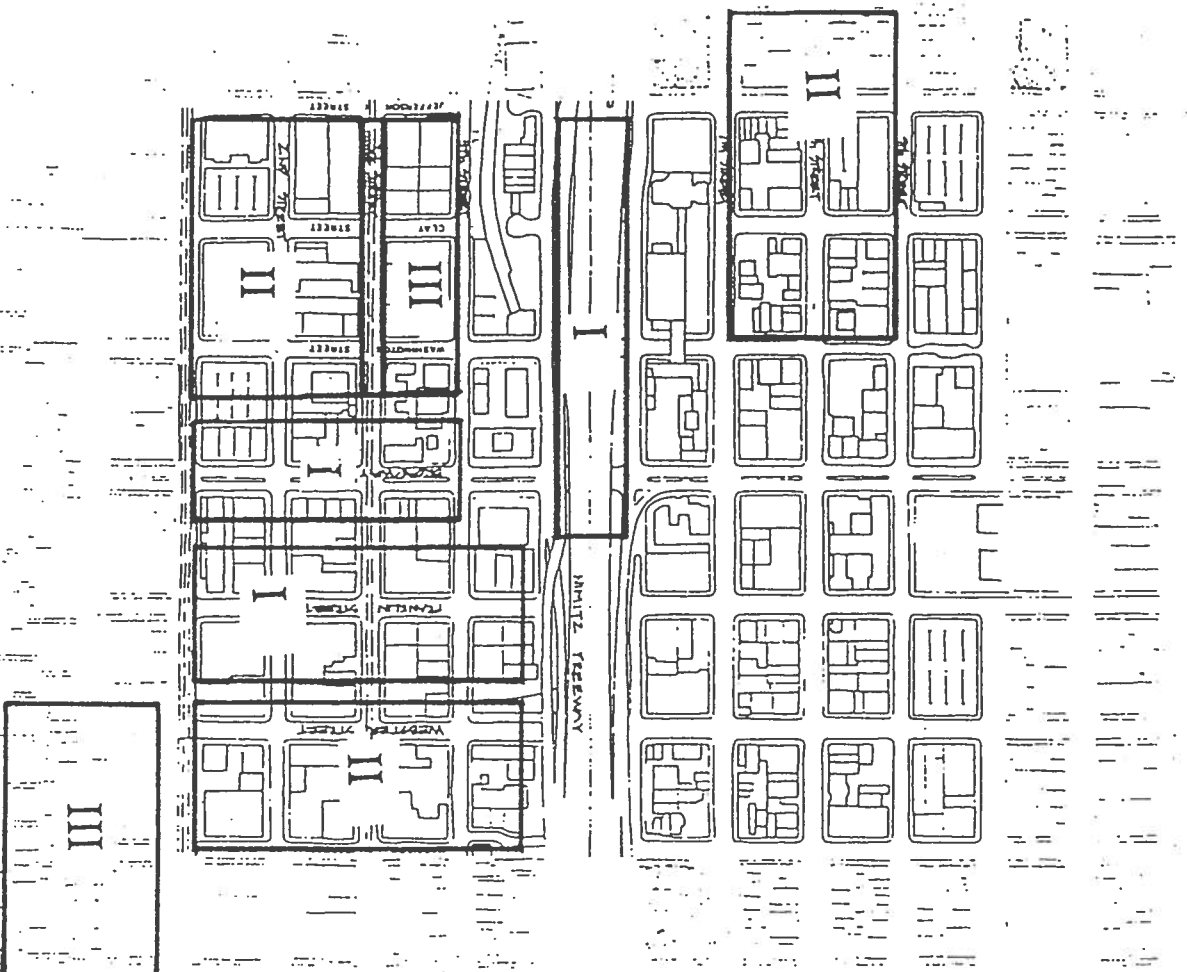
The development concept for the Broadway District is directed towards residential development for a variety of income levels based on a phases time period. A broad range of uses is sought for the area to create a residential community in the downtown. The plan advocates public and private cooperative efforts to foster an economically healthy downtown.

The Plan places emphasis on the development of an efficient transportation and circulation concept as a necessary element of the downtown. Walking is considered of primary importance for getting from place to place. Vehicular circulation, public transit use and parking are all viewed as integral parts of the system. The primary emphasis of these modes is to provide safe and efficient access into the District from all areas of Oakland and the surrounding area.

Continuing development of the Broadway District will result in changes to the rest of the downtown core. The Plan will propose compact, vertical pedestrian oriented development. Retention of the character of the downtown and the utilization of the existing supply of older buildings will be emphasized through adaptive use redevelopment and sensitively designed new development.

5.4 DEVELOPMENT PHASING

The Lower Broadway District Plan considers the development of the area during a three phase plan



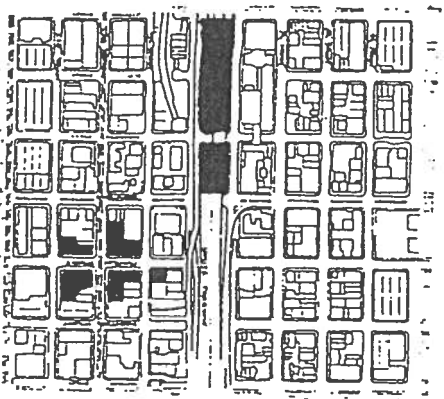
that extends through the year 2000. Phase I examines development for housing, retail and office from 1988 through 1992. This will be the area of greatest detail and analysis. Phase II planning extends from 1993 to 1997 and primarily focuses on low income housing. Phase III provides insight into future possibilities for the Broadway District and extends from 1997 to the year 2000. The primary intent behind the phasing scenario is to acknowledge the gradual process of redevelopment and to present the Lower Broadway District Plan's intent to create a downtown residential community.

5.5 KEY PROJECTS

In accordance with the guiding philosophy of the Lower Broadway District Plan, the Plan advocates an impact oriented approach to redevelopment. Therefore, the Plan is based on two key projects that act as catalysts for the direction of further development in the subject area.

The first project will propose a 240 unit affordable housing community located on the present site occupied by the Oakland Produce Market. This project will also include commercial uses for residential purposes, open space and community services, and adequate parking. The project is intended to set the stage for residential development in the area.

The second project proposes a relocation of the Oakland Produce Market to site specified within the subject area. This relocation allows for the preservation of the produce market due to anticipated economic changes, solving the circulation and traffic problem in the current location, establish a pedestrian linkage between the various sub-districts and allow for the development of the proposed housing project.



6.0 HOUSING DEVELOPMENT

The question of housing in the Bay Area is on everyone's agenda. Recently, the subject has received much press concerning the supply of affordable housing and the rapid rate of appreciation in the housing market. Lack of affordable housing in proximity to downtown San Francisco is listed as one of the main reasons why companies are bypassing San Francisco for other East Bay locations. ABAG population projections for Alameda County predict an increase of 83,000 new residents by the year 2000. Overall, the County is expected to need 111,000 new dwelling units to accommodate the growth. In terms of North County, which includes Oakland, the projections call for 13,750 housing units by the year 2005.

For the development of downtown Oakland as an economically stable environment the need for housing becomes evident. By creating a residential community with a variety of neighborhoods based on levels of affordability, the downtown can begin putting the *there* back into Oakland. It appears that through shear square footage there exists a critical mass of both office and retail uses in the downtown and that the only element missing is people. It is the intent of the Lower Broadway District Plan to place housing as the primary development for the area. Recently, some housing development has occurred in the subject area, however, the majority of the projects have been small and in specialized areas like Chinatown. The LBDP proposes impacting the subject area by introducing 234 affordable housing units in the location of the Oakland Produce Market between 2nd, 4th and Franklin by 1990.

Broadway District Housing Projections

PRODUCE MARKET HOUSING

Demand	Existing	Projected	
	(1984)	(1995)	119 ONE BEDROOM UNITS @ 700 SF
	2250 units	5450 units	115 TWO BEDROOM UNITS @ 900 SF

Source: Oakland Central District Development Program

From 1980 to 1985, 735 housing units were added to the Oakland Central District which includes the subject area. However, fewer than 35 of the 735 units were developed without public assistance. The reasons for the low level of unassisted housing production stem from several causes: high land and construction costs, lack of neighborhood conveniences and amenities, and the overall image of the Central District. It becomes evident from this emerging pattern that the City has to demonstrate its dedication to revitalizing the downtown by not only financing projects, but by becoming an active developer in the area through joint venture vehicles. Even though funds have been appropriated for housing projects over the years, the effort has been piecemeal by only developing small infill projects due to the availability of only small parcels for development and the City's financial priority in supporting office and retail uses in the downtown. Therefore, the Lower Broadway District Plan views the 234 unit affordable housing project as the seed for the redevelopment of the Lower Broadway District as a residential community.

6.1 DESIGN

The program calls for a 234 unit affordable housing complex containing a mix of 1 bedroom and 2 bedroom units and ground floor retail. The project will be massed on 8 different parcels located on the former Produce Market sites along 2nd, 4th and Franklin.

BUILDING A:	37,680 SF
BUILDING B:	37,680 SF
BUILDING C:	38,520 SF
BUILDING D:	73,008 SF
TOTAL:	186,888 SF
GROUND FLOOR USES	
RETAIL	
BUILDING A:	12,000 SF
BUILDING B:	12,000 SF
BUILDING C:	10,600 SF
BUILDING D:	20,350 SF
TOTAL:	54,950 SF

PARKING

443 SPACES @ 279 SF PER CAR
287 SPACES @ 431 SF PER CAR

considered comparable to the proposed project. Based on the survey and the affordability computed as 30% of after tax wages allocated for housing, the project will support \$515 for a one bedroom unit and \$720 for a two bedroom unit.

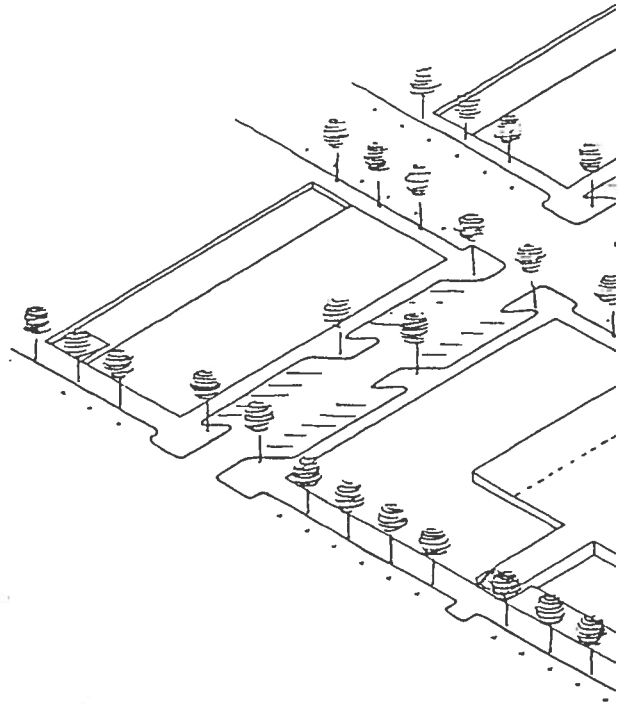
6.2 PROFORMA ASSUMPTIONS

The Produce Market Housing Project will consist of 234 residential units consisting of 119 one bedroom units and 115 two bedroom units above ground floor commercial uses and parking. The units will average 700 square feet for the 1 bedroom and 900 square feet for the 2 bedroom. Total construction for all the infill buildings will be 365,600 square feet of which 54,950 square feet will be for commercial uses and therefore will not be built out completely. The project will also include 11,700 square feet of open space and between 287 to 443 parking spots.

Construction costs for the project are estimated on \$80 per square foot that includes the site finish and all the residential units. Parking construction costs were estimated at \$30 per square foot. Commercial construction costs are \$50 per square foot with unfinished interiors. The estimates are based from the Marshall-Swift Cost approach tables that estimate Class D construction for apartment complexes similar to the subject.

6.21 JOINT VENTURE

The proforma has been structured as a joint venture between Toothman Development (land owners) and the City of Oakland. Toothman will provide the land and existing Produce Market structures and the City will arrange the financing. Total project costs are estimated at \$21,407,000 without the land, this works out to \$91,482 per unit. Based on 4% financing arranged through municipal bonds and an initial cash investment of \$4,281,000, which can be arranged from housing grants, the City of Oakland will maintain control of the cash flow for 10 years. After ten years



the fully developed project will transfer title and ownership back to Toothman Developments at which that time the new owner will also assume the financing and the debt remaining on the property.

6.22 FINANCIAL ANALYSIS

Based on the given construction costs, financing terms and average operating expenses of 35% of effective gross income, this project produces positive cash flow in the first year. The project assumes stabilized occupancy at 95% after one year for the rental units and 80% for the commercial space. Commercial rents are at \$1.10 per square foot per month. Due to the demand for affordable housing we feel the project will have no problem being leased from the first year onward. In addition, once the project is full, the commercial space will lease up due to the favorable location in the project and the opportunity to cater to approximately 400 people.

Therefore, based on the positive cash flow for the ten years in the proforma, the project has an IRR of 12.17%. This figures represents the rate of return on the initial cash invested. In this case, even with the low rents the project performs positively because of the savings involved with the land costs and the favorable financing terms.

If the City of Oakland had to purchase the land from Toothman, initial costs for the project would escalate. In addition, according to the CBD Plan, the major reason why housing development does not occur in the downtown is because of the high land costs and the lack of large parcels that would allow for a project to benefit from the economies of scale involved. Land value in the subject area is between \$50 to \$70 per square foot based on some recent sales. Because of the size of the proposed project (80 units per acre density) the Produce Market Housing could afford to pay \$60 for the land and still break even and have a project IRR of 5% on initial investment.

However, by structuring the joint venture the City can benefit from avoiding higher initial investment

Assumptions			
1 BR Units			
2 BR Units			
Retail			
Total Project SQ/FT			
PROJECT COSTS			
Construction Cost			
Rehab Buildings			
Retail			
Parking			
Total Costs			
Financing			
Value			
L/V Rate			
Loan			
Cash			
Interest Rate			
Term			
Yearly Debt Service			
OPERATION			
		Year 0	Year
Gross Income	Growing @		
Housing	4.50%		\$1,72
Retail	2.00%		\$72
Total Gross Income			\$2,45
-Vacancy Hours	5%	5.00%	(\$8)
-Vacancy Rate	20%	5.00%	(\$19)
Effective Income			\$2,22
Expenses % EI			
Administratio	0.5%	4.5%	\$1
Marketing	0.8%	4.5%	\$1
Payroll	8.0%	4.5%	\$17
Utilities	3.8%	4.5%	\$8
Contract Serv	3.8%	4.5%	\$8
Maintenance	3.0%	4.5%	\$6
Real Estate T	9.0%	2.0%	\$20
Management	5.0%	5.0%	\$11
Reserves	1.5%	1.0%	\$3
Total Expenses			\$70
per unit			\$
% of EI			
Net Operating Income			\$1,45
Less Debt Service			(\$99)
Before Tax Cash Flow		(\$1,281,400)	\$44
Produce Market Cash Flow		(\$1,581,006)	(\$)
Net Cash Flow		(\$5,862,406)	\$43
Project IRR			12.17%
Reversionary Cap Rate		12%	
Discount Rate		12%	
Present Value		1,472,382	52

This location was chosen because of the ownership of the parcels by either one entity (Toothman Developments) or the County, which make the development feasible. In addition, the site enjoys locational advantages from proximity to the Waterfront, views towards the Waterfront, walking distance to a variety of food sources in Old Oakland, and proximity to downtown Oakland and the BART. This area becomes ideal for single or married couples that would work either in downtown Oakland or San Francisco and have a salary range of \$22,000 to \$26,000 a year.

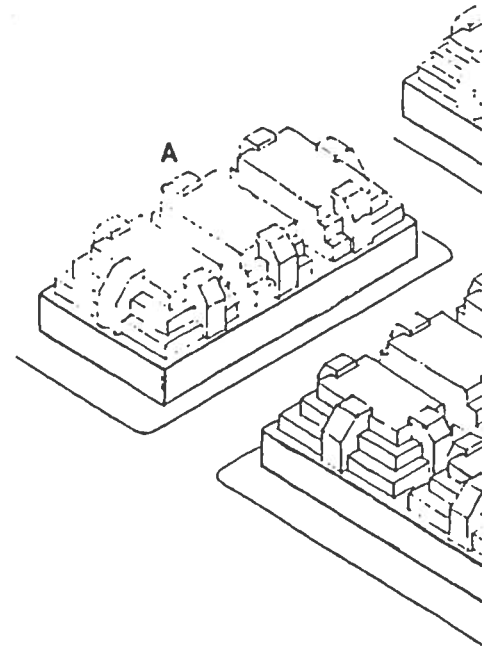
The design also incorporates the following guidelines.

- (* The use of a central open space in the design.
- (* Enhancement of private spaces through the use of building setbacks.
- (* Neighborhood atmosphere through the provision of retail and professional services.
- (* Emphasis of pedestrian scale by the height and massing of the project.
- (* Maintain old produce market character by using the existing building facades for the ground floor retail.
- (* Provide views of the waterfront for the individual units.

Survey of Downtown Housing Rents

Portobello Apartments	1BR/2BR
1535 Jackson	\$650/910
City Center Tower	\$550/715
532 13th Street	\$575/770
	\$425/525

The preceding survey represents a variety of 1 bedroom and 2 bedroom projects that can be



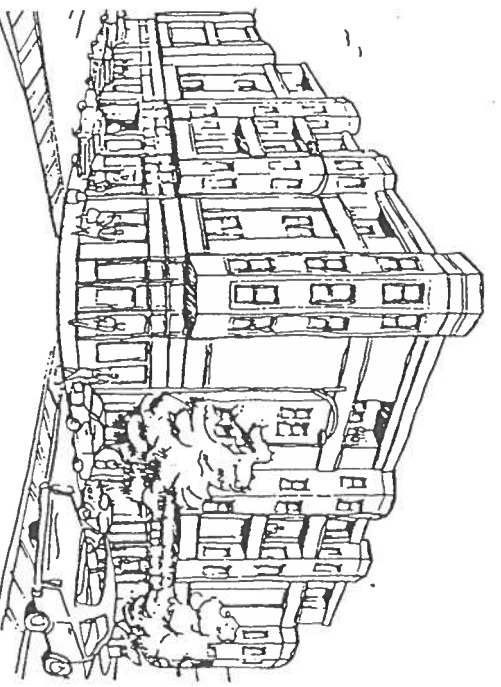
and having a larger positive cash flow that can finance other projects in the area. For Toothman Development, the project brings appreciation benefits, and the future ownership of a fully occupied housing project that will always provide positive cash flow. In addition, after ten years when ownership is transferred or sold to Toothman at a below market value, there may exist the possibility that the surrounding neighborhood will have improved and that this project may be able to draw market rents. In essence, the City of Oakland will get its affordable housing project for the short run and create value for Toothman in the long run.

6.3 HOUSING BENEFITS

The following list provides a summary of benefits that the proposed Produce Market Housing will provide the area.

- (1) Create the critical mass of residential units that will attract further development to the area.
- (2) Establish the City's dedication and priority in redeveloping the Lower Broadway District.
- (3) Provide the immediate need of affordable housing to support the increase in downtown office workers.
- (4) Provide for adaptive re-use of the Produce Market structure to retain the original character of the area and also create a pleasant residential environment.
- (5) Begin creating a community by attracting neighborhood commercial uses, providing open space, maintaining a pedestrian scale, and bringing a critical mass of residents through the Produce Market housing project.
- (6) Establish financial benefits for the Joint Venture to be used for other projects.

6.4 PHASE II HOUSING

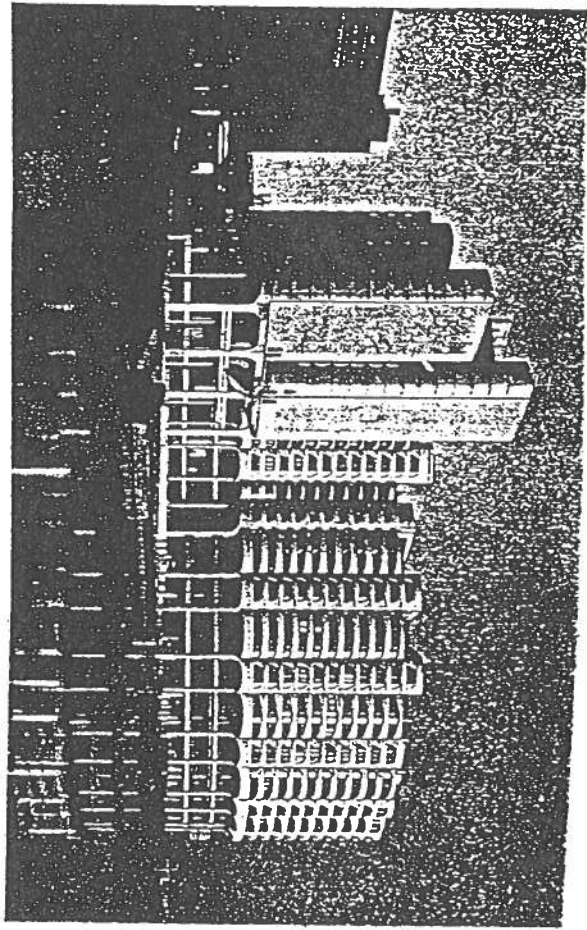


Phase II housing guidelines refers to the second part of the proposed time frame for development of the Lower Broadway District. Phase II projects shall take place between 1991 and 1994. The emphasis on Phase II shall be low income housing that is subsidized by the City of Oakland or the Federal government. The following map will identify the location in the Lower Broadway District that shall be conducive to developing low-income housing projects. The process has already begun in this area, however, because of the time involved and the lack of availability of funds the effort has been very gradual. We have identified this area in the Lower Broadway District as having residential development potential because of the existing stock of multi-family units, the existing open space, and the proximity to food retailers.

According to the Oakland Central District Program several sites in this location have been targeted for residential development. The Lower Broadway District Plan proposes that revenues from the Produce Market housing project be used as subsidies for piecemeal residential development in this area.

6.5 PHASE III HOUSING

Phase 3 housing guidelines refers to the 1997 to 2000 time period involved for the Lower Broadway District Plan. As the area develops and all the amenities are in place, the SONI District (South Of Nimitz area) will be ready for luxury and market rate residential development. The Plan proposes that luxury development for condominium be confined to parcels along the waterfront. Currently, there exists a 10 acre site adjacent to Jack London Waterfront that the Port is interested in developing with a joint venture partner. Waterfront developments shall be limited to very few projects but should have the possibility of constructing high rise type structures for condominiums. The Plan proposes as other areas develop in the Lower Broadway District over the next



ten years, this will be the last phase of development that will create an integrated residential community that will consist of low income, affordable, market rate and luxury residential communities.

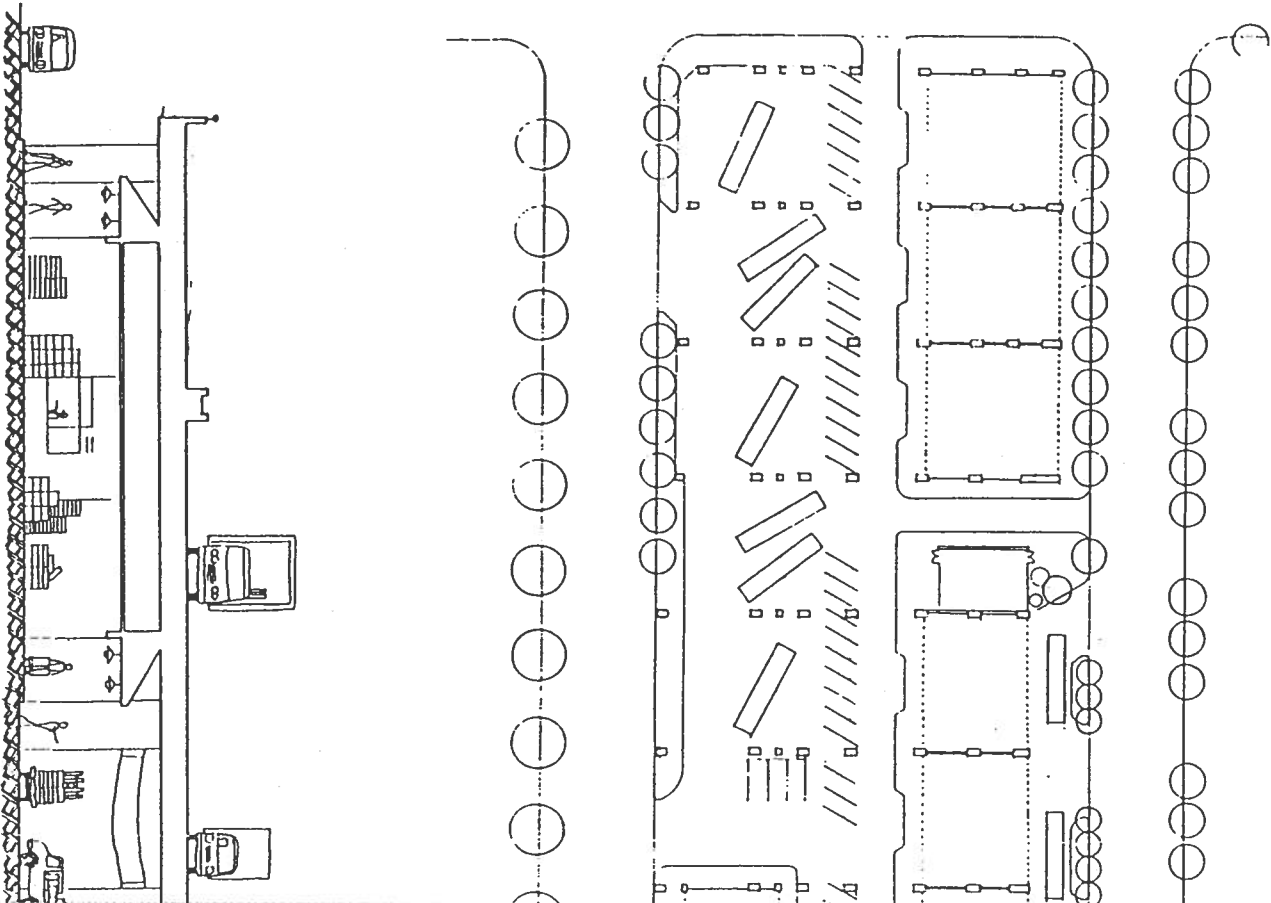
knowing the intentions of Toothman Development, there exists the future opportunity that he may sell the land at a very high price or that he may attempt to renovate the Produce Market with a speciality retail development or office space, which both draw higher rents per square foot. As evidence, the rents at the Produce Market have tripled in the last two years since Toothman has assumed ownership. This site gains importance because of its location near the waterfront, the large assemble of land parcels, and the relatively low value of the buildings.

However, the Produce Market has sentimental value to the community and the people that use the market. From a functional point of view, the market is not conducive to large trucks and often access through this area is extremely difficult. Therefore, because of the wholesale nature of the market, relocation would provide for an attempt to re-design the market by solving some of the circulation problems. It becomes evident that leaving the Produce Market in its present location would not allow for residential development near the waterfront because trucks, forklift and crates of food on the street will not work well with residential uses. The Lower Broadway District Plan strongly believes that the relocation of the market can benefit the users and become the catalyst in revitalizing the area.

The second part of the retail guidelines in the Lower Broadway District Plan refers to improving the Broadway retail corridor. Presently, the majority of users on Broadway are a variety of food retailers. The LBDP proposes guidelines that will continue development of an entertainment/food corridor along Broadway that will support residential and entertainment uses in the area.

7.1 OAKLAND PRODUCE MARKET

The Lower Broadway District Plan proposes to relocate the Produce Market on Cal-Trans land located beneath the freeway between the intersection of 5th and 7th Streets and Broadway. The Plan calls for



7.0 RETAIL DEVELOPMENT

Urban retail provides a large measure of activity and excitement that attracts people to the city's urban core. In Oakland, revitalizing and expanding the retail environment is a key element of the downtown development plan. In recent years, downtown Oakland has enjoyed a retail boom with several large projects under development. In addition, the City of Oakland has concentrated its efforts in accommodating and developing retail along Broadway by way of street improvements such as trees and lights.

The market opportunity is strong for all types of retail in downtown Oakland. Everyone already knows that Oakland is the most under served retail area in the entire East Bay. Therefore, a variety of projects under construction and proposed will add 1,600,000 square feet of retail space to the entire downtown area.

In addition, based on some absorption data in downtown Oakland, it appears that the supply of destination or speciality retail can be accommodated for the next few years as the large projects capture the retail market.

Based on this development of critical mass in retail space, the Lower Broadway District Plan proposes that retail uses in the subject area be restricted to neighborhood or convenience retail that supports residential development. The Lower Broadway District Plan proposes two projects during Phase I development that addresses this issue.

In terms of the subject area, the retail uses are either on Broadway or located in the Discount Retail area. In addition, the Produce Market represents a vast amount of space that is used by wholesale retailers. The Lower Broadway District Plan proposes that in order to revitalize the SONI district with housing the Produce Market will have to relocate. Furthermore, based on economic analysis of land value and development in the area, there is strong probability that when Jack London Waterfront develops, then the site where the Produce Market occupies will greatly escalate in value. Without

Under Construction or Recently Completed

Project	SF	Target Market	Type
City Square	60,000	Office Workers	Spec Retail & Restaurants
Jack London Square	130,000	Trade Area	Spec Retail & Restaurants
Old Oakland	112,000	Trade Area	Spec Retail & Restaurants
Housewives Market	22,000	Trade Area	Restaurants
Preservation Park	15,000	Office Workers	Farmer's Market
The Ironworks	26,000	Trade Area	Entertainment
The Rotunda	128,000	Office Workers	Home Furnishing
			Spec Retail & Restaurants
Total:	493,000		

Proposed

Jack London Village	63,000	Trade Area	Spec Retail
Kaiser Center	155,000	Office Workers	Service/Conven
Pacific Renaissance	90,000	Asian Resid.	Spec Retail
Swan's Building	63,100	Trade Area	Farmer's Mkt
Rouse Center	850,000	Regional	Spec Retail & Dept Store
Total:	1,221,100		

Retail Absorption Survey

Project	SF	Rent*	TI	Absorbed*	Source
City Square	60,000	\$2.50	None	5,000sf	Paul Stanners
Rotunda	128,000	\$2.00	\$15	2,100sf	Sandy Lipkowitz
1100 B'dwy	3,575	\$1.25	\$15	1,200sf	Greg Sanborn
Averages:	63,858	\$1.92	\$10	2,767sf	NA

* Monthly figures, all leases are triple net

75,286 square feet of retail space that will house the entire current produce retailers and provide additional space for future development.

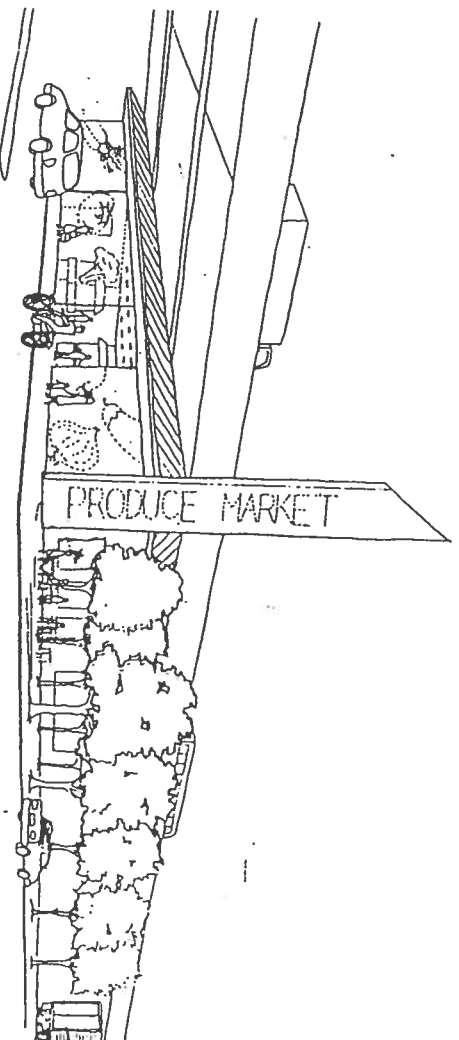
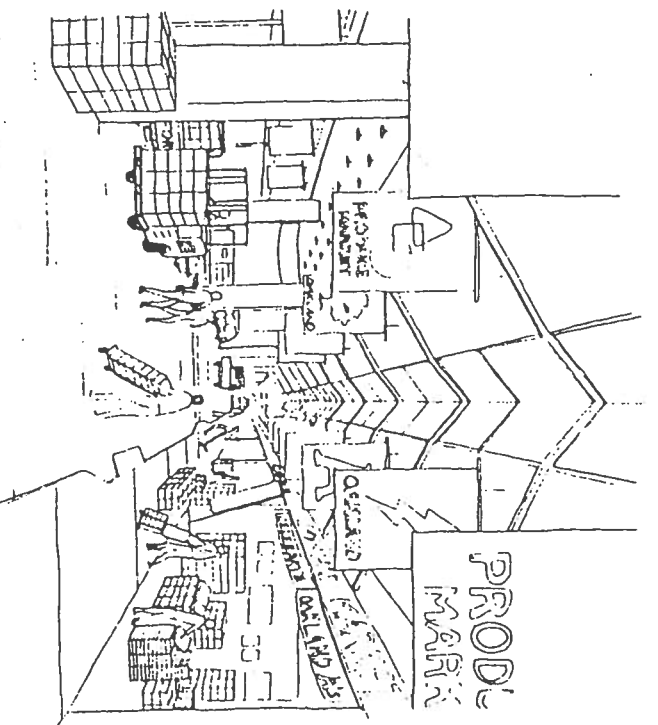
7.2 PRODUCE MARKET DESIGN

The Produce Market will occupy three city blocks along 5th and 7th Streets and provide space for 19 bays between the existing column structure. The space will provide easy access for approximately 15 large trucks and provide 55 parking spaces. The plan is arranged with stores facing both 5th and 7th Streets and an interior street that runs the length of the market. Circulation is separated for trucks on the outside of the market with entry to the market from 7th Street and exit only from 5th Street and vehicular and pedestrian traffic along the interior street. The buildings will be constructed as infill between the column structure of the freeway and will maintain the character of the old Produce Market by keeping transparent facades and rough exteriors with wood truss interiors. The stores will be arranged so that access is provided both from the truck loading area and the interior pedestrian street.

In addition, the interior pedestrian street that runs the length of the market lines up overhead with the freeway medium. The plan proposes that a six foot cut be made in the above freeway to allow for daylight to enter the interior of the space. This light shaft will greatly enhance the use of the space by continually providing daylight to a dark area.

7.21 PRODUCE MARKET DESIGN AND LOCATION BENEFITS

- (1) Provide a permanent place for the Produce Market's activities by insuring against possible economic changes in the surrounding area.
- (2) Provide adaptive re-use of a space that has long been under utilized and creates a dead zone along Broadway.



(3) Provide for improved circulation for trucks by allowing for them to come straight off the freeway and enter/exit the loading area of the market.

(4) With proximity to other food developments like Housewives Market and Swan's, the market presents the formation of a downtown food core that will be used by a variety of people from retailers to wholesalers.

(5) By stretching 3 blocks this activity node will create a pedestrian linkage between the other sub-districts in the area.

(6) If some of the wholesalers begin to sell their goods on a retail basis to the surrounding community after the market finishes its early morning unloading, there exists the possibility of the Produce Market becoming the low income communities answer to Swan's Market and therefore maintaining the development of a low income neighborhood.

7.3 PROFORMA ASSUMPTIONS

The Produce Market will consist of 75,286 square feet of new construction. The construction costs are estimated at \$70 per square foot because of existing site finish and the need for low cost construction that includes transparent facades and employs existing structural columns for support. Rents for the project are .70 per square foot per month which are current produce market rents. Expenses are based on figures quoted from present merchants and the proforma from Housewives Market. Expenses include maintenance, utilities and insurance and are estimated at \$4.70 per square foot annually. The land lease is set at .04 per square foot from Cal Trans, which is the current leasing rate for commercial uses underneath freeway space. However, the length of the lease is negotiable with Cal Trans.

New Oakland Produce Market
Broadway @ 5th/7th

Assumptions:
Total SQ/FT: 75286

PROJECT COSTS

Total Cost: \$5,270,020
per SQ/FT \$70

Financing:
Value \$5,270,020
L/V Rate 70
Loan \$3,689,014
Cash \$1,581,006
Interest Rate 11
Term 40
Yearly Debt Service \$186,382

OPERATION: Year 1
Income
Rent \$0.70 \$632,402
Vacancy Loss @ 5% \$44,268
Effective Gross Income \$588,134

Expenses
Maintenance \$0.50 \$37,643
Utilities \$4.20 \$316,201

NOI \$234,290
-Debt Service (\$186,382)
-Land Lease \$0.04 (\$57,600)

Before Tax Cash Flow (\$9,692)

7.4 FINANCIAL ANALYSIS

The project is assumed to be developed by the City of Oakland at a total cost of 5,270,020. The market will be managed and promoted by the Produce Market Merchants Association. Financing is assumed to be 4% and supported by municipal bonds for construction and the positive cash flow from the proposed housing project on the old Produce Market site. The ten year proforma projects that the project will be in the negative for the first six years. However, in order to induce and compensate for relocation costs, the proforma has provided for a five year freeze on rent escalations for the merchants. Effectively, ten years from now, the merchants will only be paying .83 per square foot per month as rent. We strongly feel that in order to preserve the Produce Market, not only does the location have to be feasible but also the economics involved with wholesale retailing. If market projections for increased land value by the waterfront continues to happen, then the feasibility of a wholesale use in that area becomes impossible. After year six, when the Produce Market provides positive cash flow based on the infusion of new retailers, this cash can be used for maintenance, renovation or promotion of the market. In all, as long as the Produce Market relocation and the new housing project are viewed as the same project in terms of initial investment and cash flow, then the early losses of the market can be offset by gains from the housing project.

In all, the relocation of the Produce Market is the central basis of the Lower Broadway District Plan. Based on a locational, economical, and community needs analysis, we feel that the Produce Market relocation represents the first and critical piece of the puzzle that will begin the formation of a downtown residential core.

7.5 BROADWAY CORRIDOR RETAIL PLAN

The scope of the Plan will refer to the three blocks facing Broadway below the freeway. The Plan

calls for transforming this area into a neighborhood commercial strip. The goals for the Plan as are follows:

- (1) Maintain and promote pedestrian scale
- (2) Offer diversity of services for surrounding residential uses.
- (3) Provide for visual continuity among buildings, facades and entries.
- (4) Provide for ample parking to support uses.

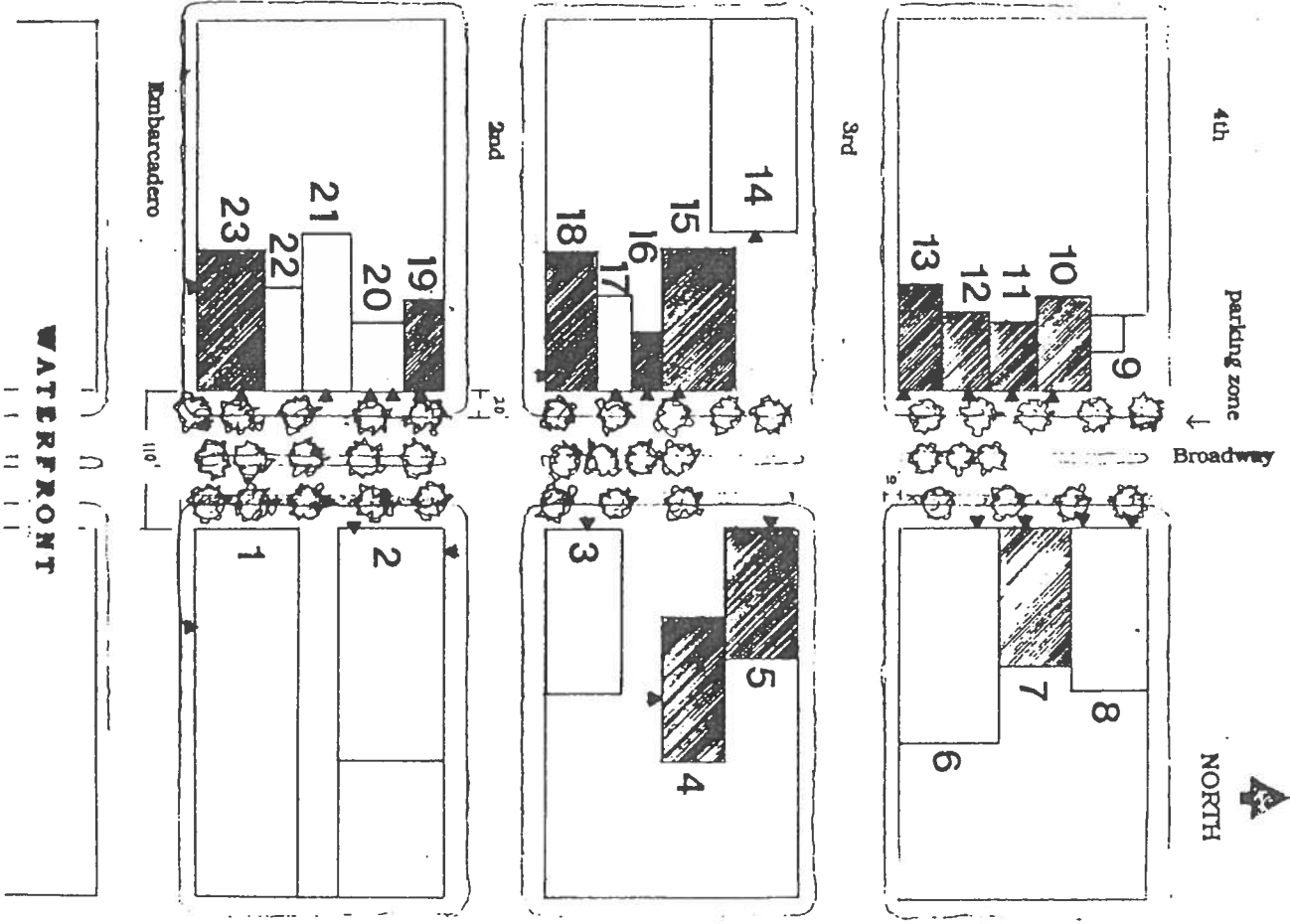
7.51 COMMERCIAL USES

The viability of a neighborhood commercial district depends primarily on its ability to provide required services and maintain customer patronage. The successful district provides a variety of goods and services in an atmosphere of safety, convenience, and attractiveness. An important aspect of the livability of neighborhoods is the accessibility to retail, personal, and professional services.

The variation in function and character of commercial districts should be recognized through zoning controls on building form, scale, commercial use, and operation reflect the differences between districts and reinforce the variations in individual land use patterns. The following Plan will propose possible guidelines for this purpose.

The existing uses along Broadway are primarily food services as marked by the patterned squares on the adjacent map. Approximately 50% of ground floor space is devoted to this use. The following is a comprehensive list of all the users in the three block subject area.

- (1) Jack London Inn
- (2) West Coast Crab Co. (wholesale)
- (3) Boarded and vacant building
- (4) Sirlain & Brew restaurant
- (5) Ocean Harbor Seafood restaurant



- (6) Electric Supply Distributor Shop
- (7) Chinese restaurant
- (8) Bar and Dancing Hall with small apparel designer shop fronting the street
- (9) Gas Station
- (10) Pizza and Subs deli
- (11) Clancy's deli
- (12) Suchi Bar
- (13) Sandwich and coffee shop
- (14) Thunderbird Lodge
- (15) Denny's
- (16) Deli
- (17) Smokey's adult entertainment
- (18) Middle Eastern restaurant
- (19) Cleo's restaurant
- (20) Ships Union Hall and meeting place
- (21) Professional Building
- (22) Vacant space
- (23) Oakland House Grill

Proposed uses for the area would call for food and entertainment uses to be allowed on the west side of Broadway to establish a connection with activities on the Waterfront. On either side of Broadway, neighborhood commercial retail uses such as laundromats, barber shops, dry cleaning, small food stores, pharmacies would be allowed. On the second and third levels either professional services such as dentist or doctor's office or office use would be permitted.

7.52 BUILDING GUIDELINES

The following section proposes recommendations for building forms.

Height

The height limit for the area as proposed in the Lower Broadway District Plan is 45 feet. The majority of the existing structures are either two or three stories (25 to 35 feet) with the exception of the two hotels/motels.

(*) The height of a proposed development should relate to the individual neighborhood character and the height and scale of the adjacent buildings to avoid an overwhelming or dominating appearance of new structures.

Frontage

(*) Facades of new development or rehab should be consistent with design features of adjacent facades that contribute to the visual qualities of the district.

(*) To encourage continuity of "live" retail sales and services, at least one-half of the total width of any new or reconstructed building, parallel to and facing the street should be devoted to entrances, show windows, or other displays. Where a substantial length of windowless wall appears, eye level display, contrast in wall material, outdoor seating, or landscaping should be used to enhance the visual continuity.

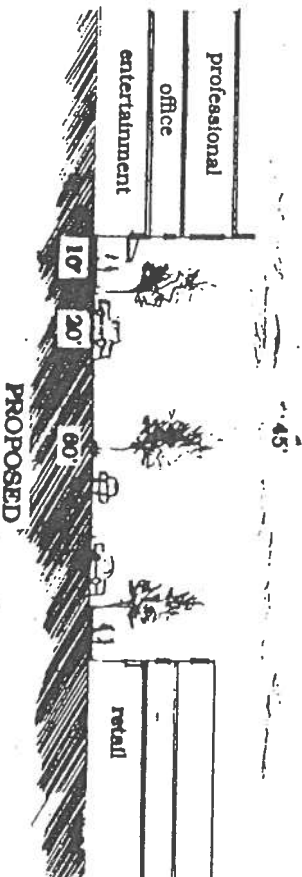
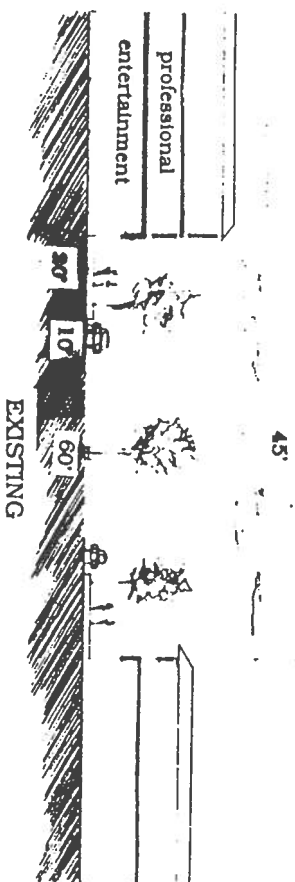
(*) Clear, untinted glass should be used at street level to allow maximum visual interaction between sidewalk areas and the interior of buildings. Mirror glass should not be used.

Signage

(*) Opportunities exist to relate signs and projections more effectively to street and building design. Sign sizes should relate and be compatible with the character and scale of the commercial district. Flashing and the primary use of neon in a sign should be limited in this district.

Pedestrian Scale

(*) In order to create a smaller and more intimate scale for Lower Broadway, the Plan proposes that existing 20 foot sidewalk widths be condensed to 12 feet. This would bring the user closer to the commercial facades.



In addition, this space would allow for the parking along Broadway to be redone. The Plan proposes that parking should be horizontal along Broadway rather than parallel to the street. This would affect the perception that Broadway is a very wide street, even though the width of the street would remain the same. In addition, this would provide for additional parking for the area, approximately 106 parking spaces (existing there are only 45 spaces) to support retail activity.

8.0 OFFICE DEVELOPMENT

At present and for the near future, Oakland's office market will be more affected by regional market conditions than it was ten years ago. As Oakland becomes a more significant regional office center and moves beyond the local serving market, it will be affected by regional trends. The City's efforts in creating a Central Business District has proven successful with the City Center project. During the last five years office construction has been at an all time high and far exceeds supply. Therefore, current rents have been dropping in certain sub-markets and overall office vacancy has been increasing to the present rate of 20%.

The total 1988 inventory of both Class A and Class B office space in the downtown Oakland market is approximately 10,662,894 square feet, of which 2,081,928 is available. This represents an average vacancy of 19.5%. In terms of the breakdown, downtown Class A space is 13% vacant while Class B space has vacancy estimated at 32%. The principal reason for this disparity is the movement of tenants from older Class A and Class B buildings into newer Class A or recently renovated Class B buildings. This competition for tenants has decreased rents and increased concessions.

Newer Class A buildings are quoting \$18 to \$28 per square foot annually for full service leases. Older Class A and newer Class B buildings are renting for \$12 to \$15 per square foot annually. Concessions include up to six months of free rent on a lease or additional cash for tenant improvements.

The net absorption in downtown Oakland has historically fluctuated around 300,000 square feet per year. However, in 1985 and 1986, the absorption rate was 600,000 and 450,000 square feet, respectively. In 1987, the net absorption was approximately 410,000 square feet and through the second quarter of 1988, net absorption was estimated at 390,000 square feet. In the following charts we present information regarding the proposed supply of office space into the

New Construction			
Project	Projected Rents	Rentable Area	Status
Rotunda	\$20 - \$34	200,000 sf	early 1988
1300 Clay	\$19	160,000 sf	Sept. 1989
1200 Clay @ City Center	\$16	59,000 sf	Sept. 1989
Water St Two Tower I	NA	63,000 sf	1989
Lake Merritt Tower I	NA	110,000 sf	late 1989
Planned Construction			
Project	Rentable Area	Looking for major tenant	Status
2020 Broadway	475,000 sf		undetermined
Prentiss Building @ 19th/Harrison	400,000 sf		undetermined
Lake Merritt Tower II	800,000 sf		undetermined
American President Co. Frederick St. Office @ 571 19th Street	500,000 sf	APC will occupy 250,000 sf	
	60,000 sf	Construction has stopped	

Office Absorption Survey					
Project	SF	Rent*	TI	Absorbed*	Source
City Square	115,400	\$2.08	\$22	15,000 sf	Bramalea
Latham Square	100,000	\$1.00	\$12	7,500 sf	IML Development
Rotunda	250,000	\$1.65	\$20	5,000 sf	E. Jarvis Co.
Lemington	60,000	\$1.45	\$10	3,000 sf	LCB Associates
1900 Embarcadero	58,000	\$1.75	\$19	2,500 sf	CPS Realty
Dutwin Towers	55,000	\$1.25	\$20	2,300 sf	LCB Associates
2000 Embarcadero	75,000	\$1.75	\$19	2,000 sf	CPS Realty
2201 Broadway	175,000	\$1.25	\$20	1,000 sf	Don Jones
Korcan Building	30,500	\$1.25	\$28	915 sf	LCB Associates
Averages:	102,100	\$1.49	\$19	4,357 sf	NA

* These are monthly rates. All leases are full service. The data have been collected over a 1.5 to 2 year time period, and thus are representative of 1987/88.

IVANFORK/HEALY & CO., INC.

downtown market.

Based on the planned supply of office space and the current levels of absorption, the Lower Broadway District Plan proposes that office development near the downtown core be limited since the market is over-built and needs at least 2 to 3 years to stabilize.

8.1 LOWER BROADWAY OFFICE DEVELOPMENT

SONI OFFICE SPACE SURVEY

Office development in the Lower Broadway District is located in two areas and can be characterized as back office space. The majority of buildings are warehouse conversions and tend to either be subdivided into small offices or used by single users. The buildings are generally low level, with some offices being up to six stories.

A recent survey of existing office space in the two areas reveals the overabundance of space in the SONI district of the subject area. There is currently a supply of 507,925 square feet and the availability of 190,088 square feet, representing an area vacancy rate of 40%. In terms of Phase I development, the Lower Broadway District Plan will limit office development to only those two areas by using zoning guidelines. The office development area by the Produce Market housing project will work as a buffer against industrial uses further down. In addition, since over 200,000 square feet of office space will be added on the waterfront, this space will lease up first because of the amenities provided and therefore it would be very difficult to lease space in this area in the next few years. Office development in the Broadway District should not be encouraged in the short term.

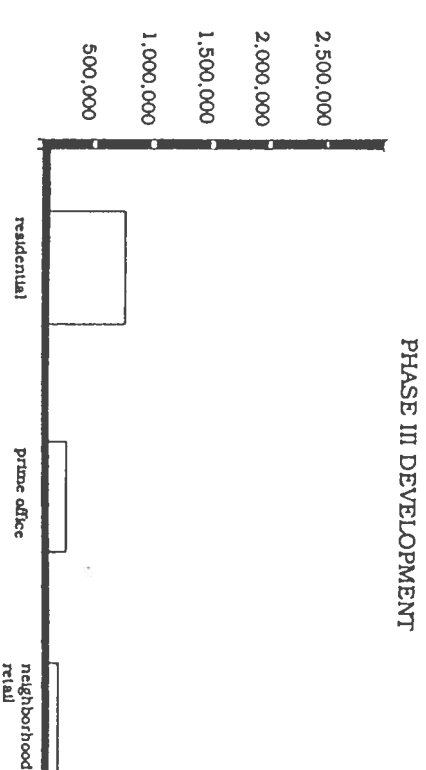
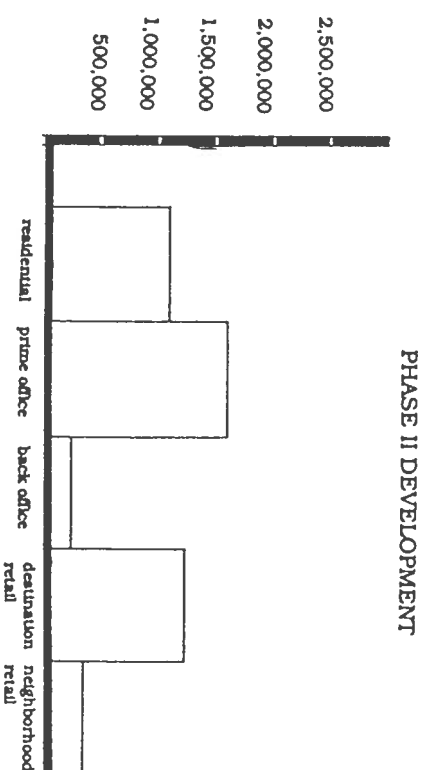
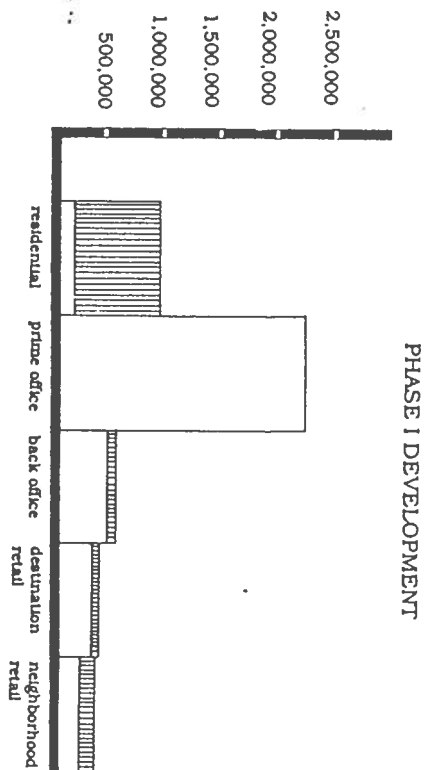
8.2 PROJECT PHASING

The following charts are presented as a summary for the proposed phasing of uses in the Lower Broadway District Plan. During Phase I development, the Plan emphasizes residential development. The lined boxes represent the Plan's

LOCATION	GROSS SF	VACANT SF	RENT/SF
101 Broadway	16,000 (3)	1,280	\$1.15
160 Franklin	44,000 (3)	21,120	\$1.00
330 Franklin	30,000 (4)	28,200	\$1.25
590 2nd St	50,000 (2)	25,000	\$1.35
Port Building	165,600 (7)	80,000	N/A
383 4th	20,000 (4)	4,200	\$1.45
Water Street Two	84,000 (4)	N/A	N/A
200 Webster	26,000 (3)	0	N/A
100 Webster	25,000 (3)	0	N/A
520 3rd St	47,325	30,288	1.35
Total:	507,925	190,088	\$1.25

(*) refers to the number of stories

Proposed addition of square footage for each use. Phase II and Phase III are estimates concerning the future development of the area and include projects that are either planned or proposed. It is evident from these charts that prime office space and destination commercial will be adequately serviced in the years to come.



proposed predominant use is designated as shown in the following diagram. In addition, other permitted uses are specified in the land use matrix that follows. The degree of desirability of permitted uses is expressed with the symbols,

- *** - most desirable
- ** - desirable
- * - permitted

A system of letter codes is also utilized to give more specific information dealing with certain uses on certain blocks. The amount and mix of proposed land uses vary substantially from one subdistrict to another. Land use proposals are included for the following areas:

9.1 OLD OAKLAND

The Plan encourages a node of restaurant and entertainment uses to develop in and around the new Victorian Row development in Old Oakland. These types of uses would greatly benefit from being directly adjacent to the Hyatt Hotel and Convention Center complex as well as City Center, and would help bring much needed nighttime activity to the central downtown area. Upper floor could be used primarily for professional offices.

In the northwest corner of the planning area, the Plan promotes a cluster of specialty food market related uses building on the existing Housewife's Market and the Swan's Market project in development. The block directly north of Housewife's Market is a potential site for a large parking structure preferably lined with some retail or office space to maintain the pedestrian interest along the street frontage.

The three blocks between 7th and 8th running from Jefferson to Broadway are proposed to be primarily residential, service oriented, and office uses moving from west to east. The residential block would

Block #	RES	RET	ENT	OFF	SFR	MFG
1	***	***	***	***	***	***
2	***	***	***	***	***	***
3	***	***	***	***	***	***
4	***	***	***	***	***	***
5	***	***	***	***	***	***
6	***	***	***	***	***	***
7	***	***	***	***	***	***
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27	***	***	***	***	***	***
28	***	***	***	***	***	***
29	***	***	***	***	***	***
30	***	***	***	***	***	***
31	***	***	***	***	***	***
32	***	***	***	***	***	***
33	***	***	***	***	***	***
34	***	***	***	***	***	***
35	***	***	***	***	***	***
36	***	***	***	***	***	***
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49	***	***	***	***	***	***
50	***	***	***	***	***	***
51	***	***	***	***	***	***

be an extension of the lower income housing area described in the Phase 2 Housing section of the plan. The primarily service oriented block to the east relates to the courthouse and jail facilities immediately to the south and buffers the residential area from the more intense office development proposed for the eastern block along Broadway.

9.2 GOVERNMENT FACILITY ZONE

The five blocks contained in the government office "zone" located on either side of the freeway are designated as predominantly service uses based on their existing functions. It is highly unlikely that these uses will change in the near future.

9.3 CHINATOWN

The Chinatown commercial area contains a wonderful combination of almost every type of use mixed together on each block. As the land use matrix shows, there is no intention of altering this intricate mix in any way. All uses, except for manufacturing and distribution functions which are encouraged along the freeway instead, are very desirable throughout the area. To keep the fine grain mix of uses, it is proposed that no single business be allowed to occupy more than a third of the street frontage along east-west streets or half of the frontage along north-south streets. In addition, services specifically designed to meet the needs of the Asian community are especially encouraged.

The blocks of Chinatown that front Broadway have different designations from the commercial core due to the uses that presently exist or are being put in place on them. At the northern end is a block singled out for office uses due to its eventual development as part of the Pacific Renaissance Plaza. This block will serve as a transition zone from the high-rise offices of the central downtown to the low-rise commercial area. Immediately south, are two blocks developed or in the process of being developed as primarily residential

LAND USE NOTES

General:

A	Use to cover less than 50% of block area
B	Use to cover less than 75% of block area
C	Not a ground floor use
D	Required use along at least 30% of ground floor block frontage
E	Based on existing uses
F	Required use along Broadway. 50% block frontage
G	Ground floor use, below housing only
H	No single business more than 30% of ground floor block frontage on east/west streets or 50% on north-south streets
I	No single business more than 30% of ground floor block frontage on east/west streets or 50% on north-south streets
J	Ground floor uses, around parking structure
Residential Uses	
K	Affordable housing above commercial uses and parking
L	Low-income housing above commercial uses and parking
M	Residential uses oriented to 8th Street
N	Residential uses oriented to Franklin and 2nd Street
O	No residential uses along Broadway
P	Future residential expansion area
Retail Uses	
Q	Neighborhood retail
R	Value-oriented retail
S	Home furnishings retail
T	Produce market related retail
U	Specialty food market
V	Retail desired along Embarcadero and Webster Streets
W	Retail preferable use along 7th Street
Restaurant/Entertainment/Hotel Uses	
X	No nightclubs abutting housing
Y	Uses serving produce market employees
Office Uses	
Z	Professional offices/services related to activity in county buildings
a	Office preferable use along Webster
Services/Government Uses	
b	Daycare facilities, any residential block
c	"Spillover" services from county buildings
d	Specifically services for the Asian Community
Manufacturing/Distribution	
e	Produce Market Facility
f	Noise Producing manufacturing/distribution not permitted
g	Appropriate use until housing developed on block

apartments and condominiums. Perhaps a more appropriate location for housing could have been found, but these projects provide much needed housing in the Chinatown area. Finally, the block along the freeway is designated as primarily entertainment due the presence of a large hotel on the site.

9.4 SUB-FREEWAY ZONE

With the development of the proposed new produce market facility beneath the freeway, the blocks currently used as parking lots will become the location of a wholesale market, which falls within the distribution category of uses. Along the Broadway street front, retail space for produce goods is provided to attract the pedestrian through a previously dead and uninteresting space.

9.5 BRET HARTE BOARDWALK

With the new Produce Market to be located across the street, this charming collection of Victorian style houses converted to retail and office space will take on a new role. Presently, the businesses located along the "boardwalk" are struggling to survive due to their isolation from the surrounding commercial areas. When the proposed market facility is developed, businesses and eating establishments which serve the produce market employees and the market's late night users will provide a much needed service and the current disadvantages of the blocks location will be turned into an asset.

9.6 LOWER BROADWAY

Broadway from Embarcadero to 4th Street is currently the location of a number of restaurants. The Plan proposes that this use be preserved and expanded upon. Jack London Square, immediately to the south, is already a destination for many restaurant patrons. With the lower section of Broadway

designated as an area for entertainment uses, the critical mass of restaurants and night clubs increases even more. Together, these two areas can transform the waterfront area into a major entertainment node for the East Bay.

9.7 DISCOUNT RETAIL AREA

In the southwest corner of the planning area, four blocks are designated as predominantly retail. Again, this designation is based largely on existing uses. A very successful Cost Plus store is located along 2nd Street and recently, another group of discount home-furnishing outlets have opened across the street. Clearly, the potential for a discount retail node exists and the warehouse type buildings in the area are very suited to this sort of retail use.

9.8 PROPOSED HOUSING DEVELOPMENT

With the development of the proposed housing project east of Broadway, the blocks currently used for the Produce Market will become the site of a substantial complex of affordable housing in the present Produce Market location. The ground floor of the residential structures will be used for neighborhood retail and services such as day care as well as parking. In the future, residential uses will be encouraged to expand to the east, eventually linking up with the "luxury" housing proposed in the Phase 3 Housing section of the Plan.

9.9 WAREHOUSE/BACK OFFICE AREAS

On both sides of Broadway south of the freeway, a number of blocks have been designated as predominantly office or manufacturing/distribution areas. Originally, much of the waterfront area was industrial in nature, but today, these uses are more appropriate at the circumference of the district as new development spreads outward from the Broadway corridor. Some blocks remain most suitable for

manufacturing or distribution uses, especially along the freeway edge. Other blocks closer to the Jack London Square area or the Broadway corridor will increasingly become the location for "back office" space.

10.0 CIRCULATION

10.1 VEHICULAR CIRCULATION

Unlike many cities, Oakland does not have major traffic problems in most areas of the city. This is especially true in the downtown area where traffic flows relatively smoothly except at the busiest times.

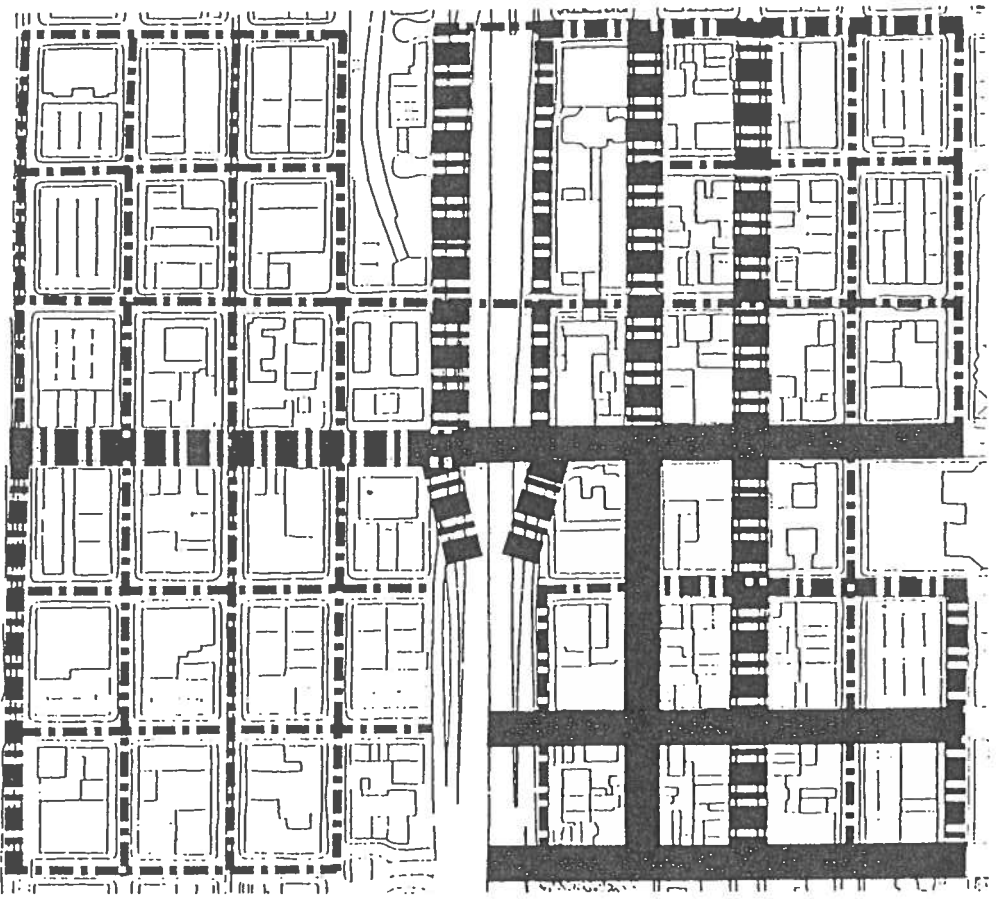
Within the Lower Broadway District however, the average daily levels of vehicular traffic vary widely from one subarea to another. This can be seen in the Traffic Volume Diagram which graphically depicts Average Daily Traffic Volume for all surface streets in the district.

Average Daily Traffic Volume:

- = over 15,000 vehicles
- ▨ = 10-15,000 vehicles
- ▧ = 5-10,000 vehicles
- ▩ = less than 5,000 vehicles

As the diagram shows, Chinatown suffers from the highest traffic levels in the district. This is partially due to Chinatown's high density and level of activity, but much of the traffic is not local in nature. Instead, it is "pass-thru" traffic on its way to or from Alameda. Webster and Harrison Streets, both major commercial streets for Chinatown, serve as the approach and exit routes for the Alameda Tunnel.

Other highly used streets include Broadway and the 7th and 8th Street one way couplet. Broadway is the major north-south corridor for the city and carries traffic exiting and entering the I-880 freeway where it divides the planning area. 7th and 8th streets serve a similar function for traffic heading to or coming from Interstate 980.



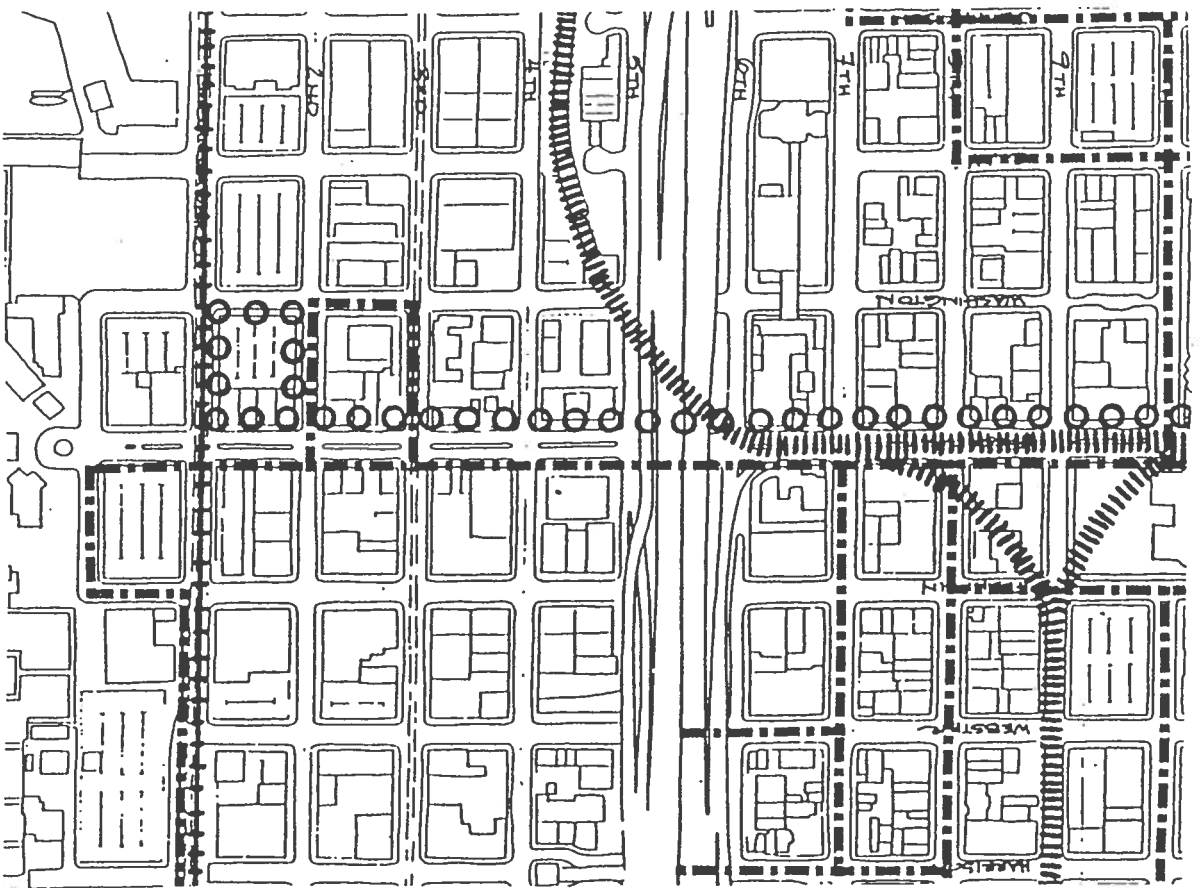
On the other hand, almost every street south of the freeway carries very little traffic considering its proximity to the downtown. Clearly, this is a major asset of the "South of Nimitz" area. A few streets in the Produce Market area presently do get blocked at varying times throughout the day by large trucks that double park in the roadway. However, the proposed new Produce Market facility to be located below the freeway would solve this congestion problem by moving the trucks into larger "pull-off" areas in closer proximity to the freeways. With the Produce Market in this location, the large trucks would have less distance to travel on surface streets to reach their destination.

10.2 PUBLIC TRANSPORTATION

The Lower Broadway District, especially north of the freeway, is fairly well served by a variety of forms of public transportation. A Public Transportation Diagram is included to show the extent and types available, which are represented by the following symbols:

- ||||||| = Bart lines
- ○ ○ = Broadway Downtown Free Shuttle
- = AC Transit Bus routes
- +++++ = Embarcadero Railroad line (used by Amtrak trains)

Although no Bart stations are located within the district, the nearby 12th Street City Center Station and Lake Merritt Station are located within walking distance to the north (at 12th and Broadway) and east (in Chinatown).



A number of AC Transit bus routes criss-cross the area, connecting the district to the entire East Bay and San Francisco. In addition, a fleet of free shuttle buses run five minutes apart along the length of Broadway from Grand Avenue on the north to Jack London Square. Started by a group of developers and property owners along Broadway as a promotional concept for the businesses on Broadway and in Jack London Square, the free shuttle has become an increasingly popular mode of transportation, especially for office workers and shoppers who want to get around the downtown quickly during the day.

Recommendations:

Currently, vehicular access and movement in the Lower Broadway District do not present major problems. However, some circulation related improvements could be implemented that would be particularly helpful to people unfamiliar with the city.

(*) Presently, landmark oriented signage is insufficient in the planning area. The district lacks signs which direct visitors to destinations such as City Hall, City Center, Jack London Square, the Oakland Museum, and so on. This situation could be rectified by placing better informational signs along the streets and freeways. Signs using the international system of graphics would be especially helpful to foreign visitors and tourists.

(*) Signage related to the various forms of public transit are also scarce. Bus routes are frequently difficult to decipher, schedule information is rare, and the stops themselves are poorly marked. It takes repeated use to learn where the free shuttle does and does not stop to pick up and leave off passengers. Directions to the nearest BART station are only clear if you have a detailed BART map with you. If information such as this could be provided at regular intervals along major streets like Broadway, people

would be more likely to use the public transit facilities available to them.

Downtown Oakland and the Lower Broadway District are not only fairly uncongested areas to drive in. They are also relatively easy places to find convenient and inexpensive parking. As further development occurs however, more parking lots and structures will be needed to supplement the existing stock.

Detailed parking studies and analyses have already been conducted as part of the Oakland Central District Development Program but the following guidelines are included to influence the physical design of future lots and structures with the goal of minimizing their impact on the urban fabric of the area.

(*) New parking structures should use high quality materials and should incorporate appropriate detailing.

(*) They should be compatible with surrounding buildings.

(*) If possible, parking structures should be placed underground or within buildings will active uses such as office and retail along the street front.

(*) Surface lots should always be located on the interior of blocks behind the buildings fronting the street. Lots along the street front impair the definition of the street space.

(*) Curb cuts should be minimized.

(*) Landscaping techniques should be used for surface lots to buffer surrounding uses.

(*) Consider depressing surface lots two or three feet to reduce their visual impact.

10.3 PEDESTRIAN CIRCULATION

The previous section dealt solely with vehicular movement and circulation. A second circulation element of even greater importance for the purposes of this plan however, is pedestrian circulation. Pedestrian circulation is considered of prime importance to achieve a compact, densely developed downtown area.

Clearly, automobile traffic is a reality of life for people who live and work in the urban areas, but this does not mean that certain streets cannot be designated as "pedestrian friendly". On these streets, vehicular traffic would not be removed or even necessarily reduced. However, special care would be taken with various aspects of use and appearance which might increase the attractiveness of these streets to pedestrians and even encourage more people to walk as an alternative to driving.

The proposed land use plan attempts to link various areas of the downtown together based on use. For example, housing areas provide a pool of workers for the office sector while accessible jobs make the housing project more attractive, and both new downtown residents and office workers support new retail. The proposed uses are designed to allow symbiotic relationships to form.

What the concept of pedestrian friendly streets attempts to do is build on these linkages by providing improved physical connections between different areas of the plan district.

Several types of existing conditions were examined during the process of designating the pedestrian friendly streets. Of primary importance is the traffic volume map. It makes no sense to designate certain streets as pedestrian friendly if they have no potential for it due to extremely heavy auto and truck use. The Traffic Volume map previously

supplied is included again for comparison with the other factors explained below. Again, the legend is as follows:

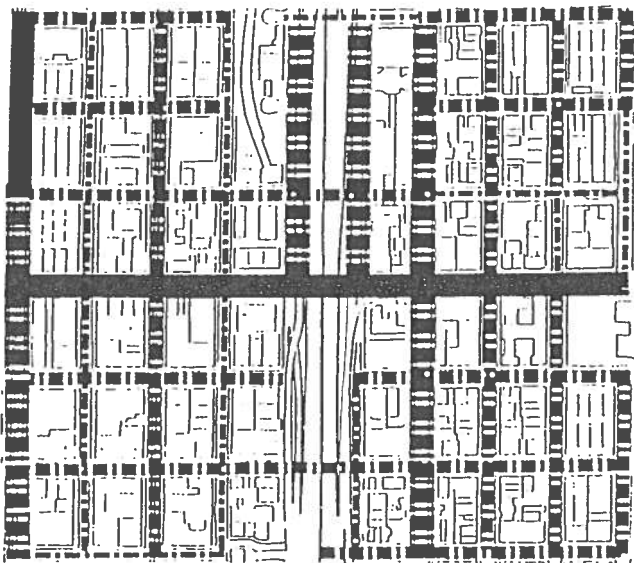
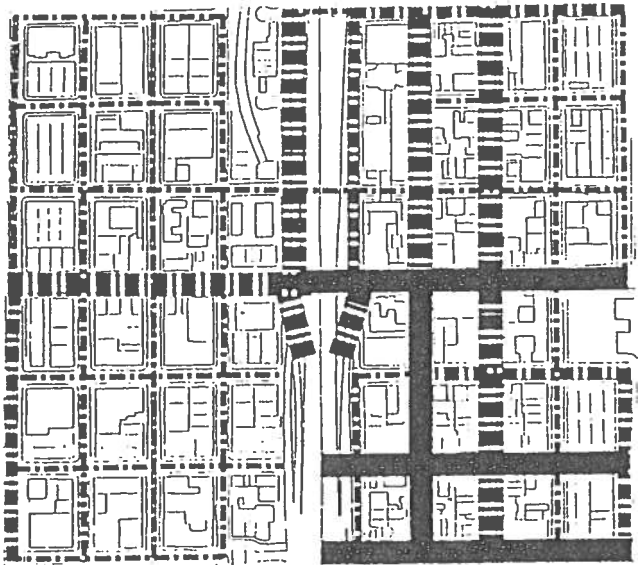
Average Daily Traffic Volumes

- = over 15,000 vehicles
- = 10-15,000 vehicles
- = 5- 10,000 vehicles
- = less than 5,000 vehicles

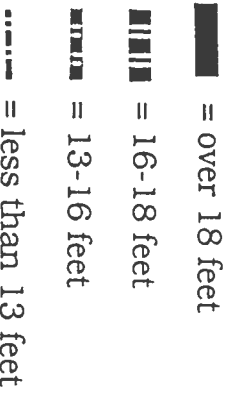
Also include for comparison are existing street and sidewalk widths. The Street Width Map shows how much room on the street is devoted to cars and can alert one to where vehicles might be able to circulate with less space. The Sidewalk Width Map reveals where existing sidewalk space might be insufficient or where a substantial amount of public right of way space is already devoted to pedestrians. The legends for these maps is as follows:

Street Width Map

- = over 70 feet
- = 60-70 feet
- = 50-60 feet
- = less than 50 feet



Sidewalk Width Map

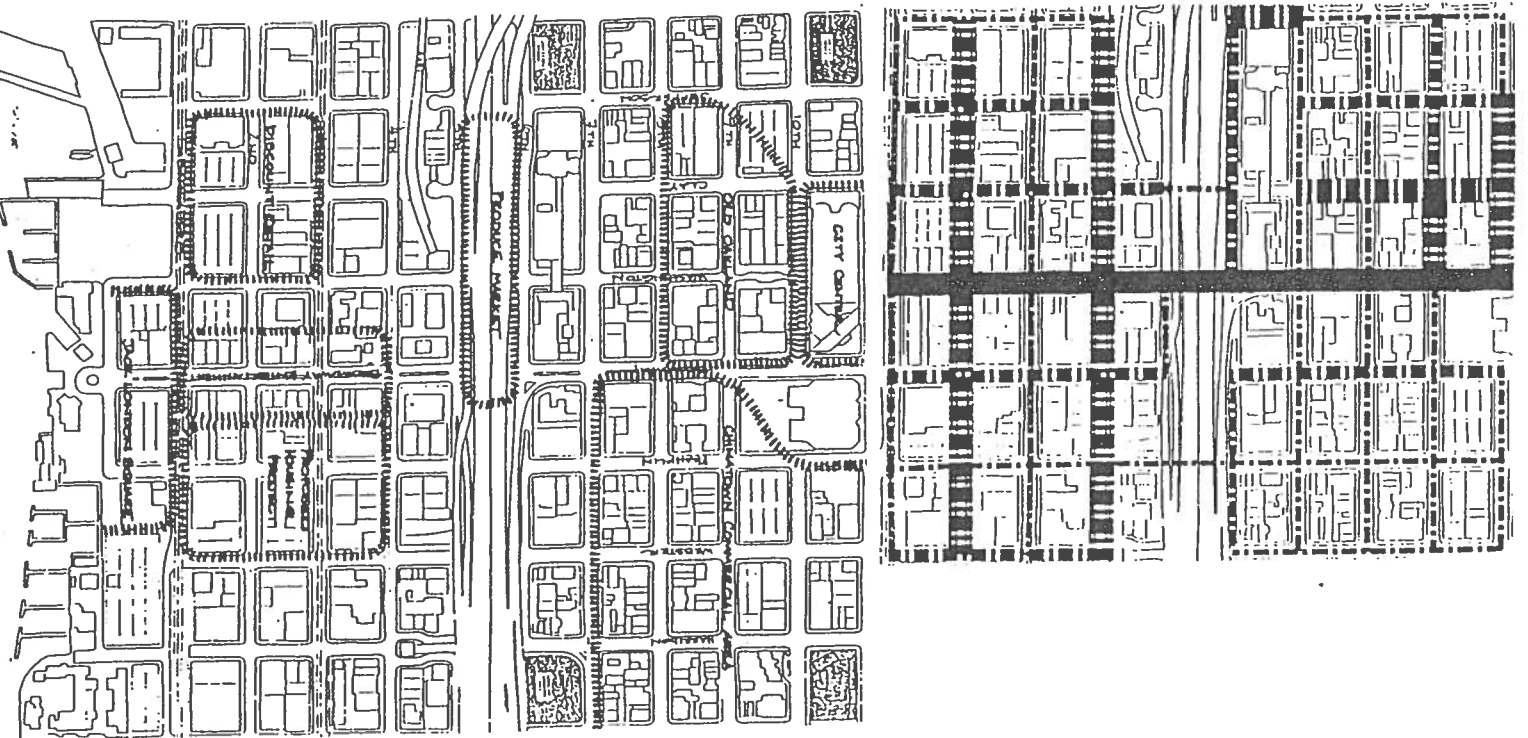


The final and most important element taken into account is existing and proposed land use. This category addresses the "What is there?" and "Who is there?" questions. The simplified "bubble diagram" shown sums up the extent and location of the major areas of pedestrian-oriented and pedestrian generating uses within and surrounding the Lower Broadway District.

To provide the physical linkages between uses previously mentioned, it would be important to link Chinatown, the City Center area, and Old Oakland in the northern half of the district with Jack London Square, the Lower Broadway entertainment district, discount retail area and the proposed housing development to the south. If moved to its new location, the Produce Market project could provide a "halfway" destination within the network.

Using this method of analysis to determine where pedestrian friendly streets could occur and what they would pass through, a network of primary and secondary pedestrian streets is developed. The diagram included shows primary pedestrian friendly streets in a thick dotted line. The thinner line shows where this network could most appropriately be extended in the future. Efforts to make the primary streets more attractive to pedestrians following some of the guidelines explained below could begin immediately. Those designated as secondary could be improved in the future as an expansion of the pedestrian friendly network.

As the diagram shows, almost all the



commercial streets in Chinatown except those with the highest traffic levels are chosen for pedestrian designation. This is due to the high density of people who live, work and shop in Chinatown as well as the existing lack of sufficient open space. Narrow sidewalks, many pedestrians and high vehicular traffic volumes make this entire area an appropriate recipient of improvements.

Two of the pedestrian streets from Chinatown extend across Broadway to link this community with Old Oakland. In this area, many sidewalk improvements have already been completed especially around the Victorian Row project and Swan's Market. Low traffic volumes and wide sidewalks along 9th, 10th, Washington, and Clay streets provide much flexibility regarding sidewalk treatment. An attractive walkable street network in this area would begin to draw people from the City Center area immediately to the north.

South of the freeway, the primary network of pedestrian friendly streets attempts to link the new housing development in the present location of the Produce Market, to Broadway, Jack London Square, and the discount retail district. Pedestrian links between the entertainment and retail areas and the Jack London Square development in progress are especially desirable since these uses could potentially support each other.

Connecting the northern and southern sections of the district, only one primary pedestrian friendly street has been designated...Broadway. Because the freeway is such a substantial psychological barrier for pedestrians moving around the downtown, it appears that Broadway is the only street of the three within the district that do cross under the freeway, that has the potential of becoming inviting to pedestrians.

By siting the new Produce Market facility along Broadway where it crosses under the freeway (an area now given over to dark littered parking lots), this north-south link could be greatly strengthened. Uses that are oriented to and interesting to pedestrians, more plentiful to the north and south, are presently

missing between 4th and 7th streets. This creates a major gap that the proposed Produce Market could begin to fill.

What could be done along streets designated as pedestrian friendly to make them deserving of this name? What follows is a list of just a few of the many desirable elements that could improve the pedestrian environment if carefully designed.

Important Elements for an Attractive Pedestrian Environment:

- * Frequent and comfortable places to sit
- * Healthy street trees and landscaping treatments
- * Well designed miniparks and plazas
- * Varied sidewalk surface treatments
- * Interesting water elements such as fountains and pools
- * Public art displays especially sculptures and wall murals
- * Attractive and understandable directional and transit signage
- * Creative informational graphics
- * Colorful banners and flags
- * Symbolic gateways
- * Safe, well marked cross walks
- * Limited curb cuts
- * Streetfront display cases
- * Plazas, courtyards and terraces incorporated into developments
- * Human scaled lighting fixtures using warm colored light
- * Imaginative night lighting schemes to highlight street activity and attractive buildings
- * Protective awnings
- * Commercial signage guidelines
- * Midblock pedestrian alleys
- * Zero setback regulations to preserve a strong street edge
- * Well placed vendors
- * Accessible public telephones and restrooms

- * Well designed street furniture including bus shelters, trash receptacles and news boxes
- * Outdoor uses such as cafes and food stands

It is beyond the scope of this plan to deal specifically with the design and placement of all of these elements. The basic idea is to concentrate limited resources on the streets that have been designated as most appropriate for pedestrian activity so as to have the greatest impact. In the future, as street improvements are completed and as more funds become available, this network could certainly be expanded.

1.1.0 BUILDING FORM

There are many aspects to building form. This plan concentrates on two of the most crucial factors for building form in the Lower Broadway District, the historic character of the district's existing buildings and the height limits that should be established to maintain the area's unique character.

1.1.1 HISTORIC CHARACTER

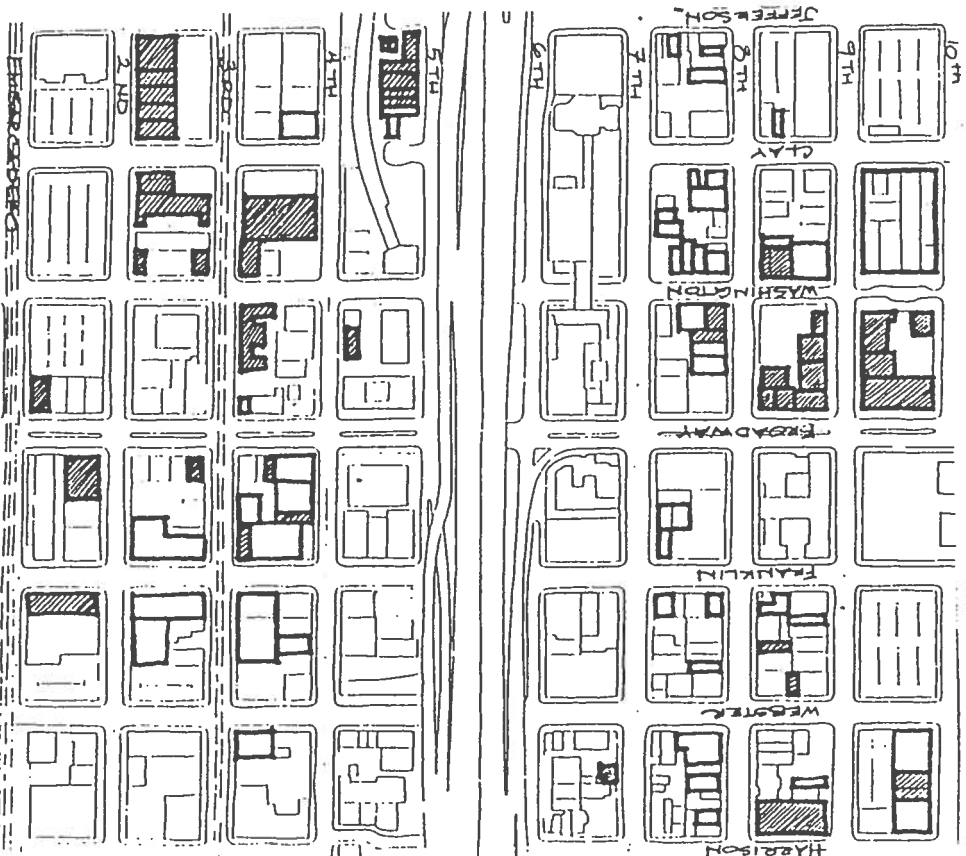
One of Oakland's most significant assets is its rich architectural heritage. Throughout the city, one can find a great variety of historically significant buildings of impressive quality. The same can be said for the Lower Broadway District, an area of great historic interest both culturally and architecturally.

The architecture of the Lower Broadway district is a rich and varied collection of retail, residential, warehouse and light manufacturing buildings which reflect their origins and provide the City with an important link to its past.

Several structures located throughout the district have been identified by the City for potential historic landmark designation, but many more exist that contribute to the historic character of the area without being official landmarks.

The following diagram shows the widespread presence of buildings of historic character in the area. In this diagram, no differentiation is made between authentic "landmarks" and buildings of historical character or interest. However, buildings of historic character that have been renovated are noted.

If the Lower Broadway District is to retain its unique historic character, guidelines must be put in place to promote the renovation and expansion of all buildings of historic character in ways that respect their original style and form. Fortunately, interest is widespread among business people, community groups, developers and design and planning professionals to strive for the preservation of valued historic resources as they are so important to the



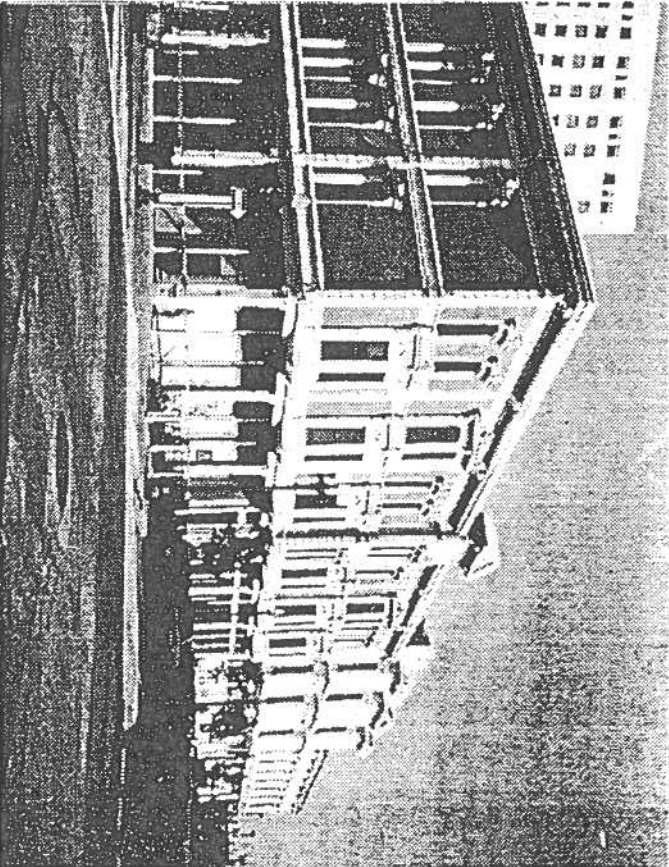
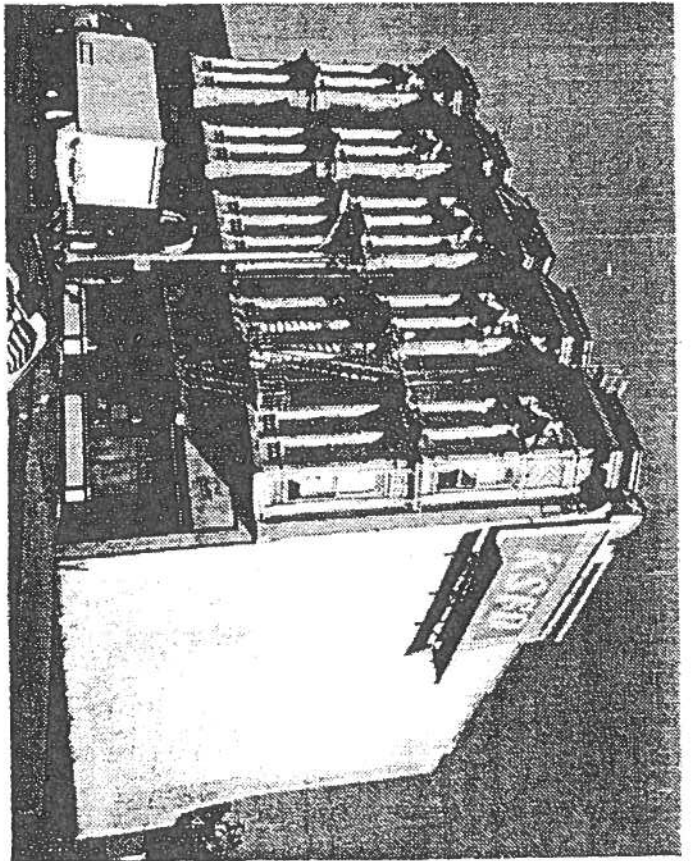
quality of a downtown's urban environment.

11.2 BUILDING TYPES

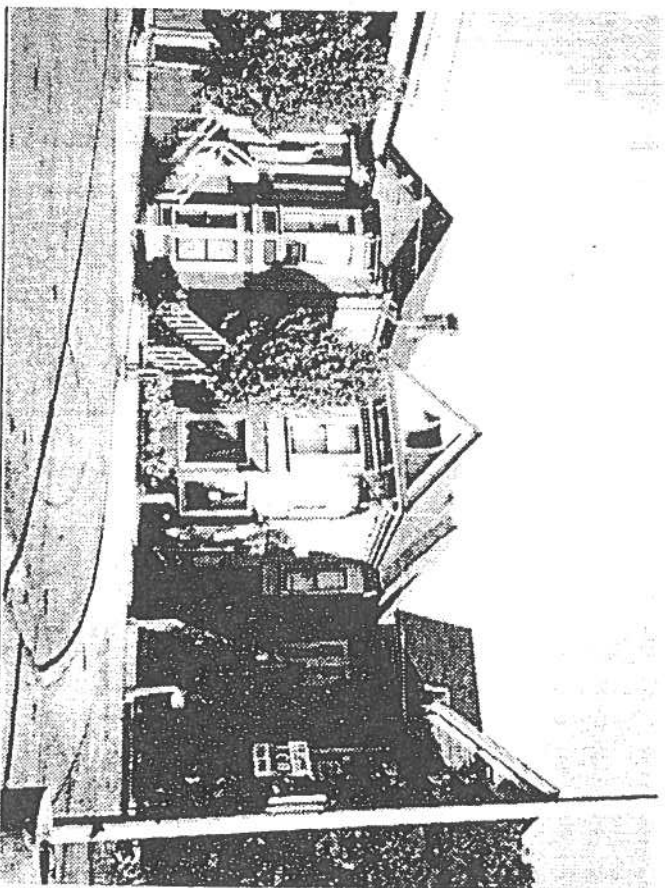
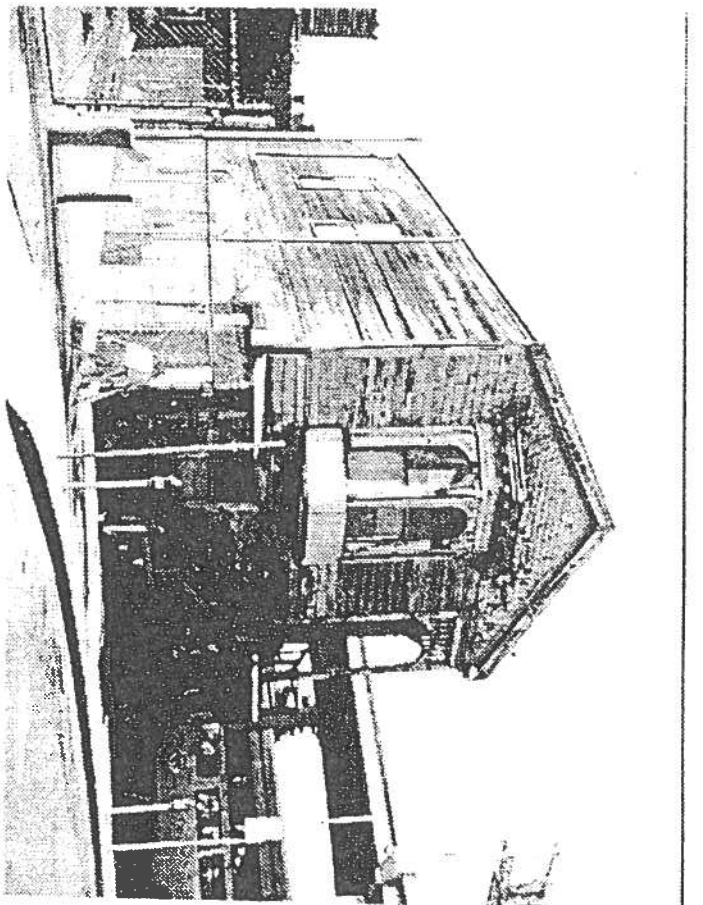
A number of general categories of structures can be identified within the Lower Broadway District, and each type has certain distinguishing characteristics related to the buildings original function. Photographs of examples of these general types are included throughout the text to supplement the description of prominent characteristics. For each category, two pictures are provided, one of a building of that type that has not been fully renovated and one that has. These "before" and "after" examples are included to show the great potential that buildings found within the district have to be renovated very successfully for a variety of uses.

The following is a description of each of the major types as well as information regarding where they are found most frequently in the Lower Broadway District.

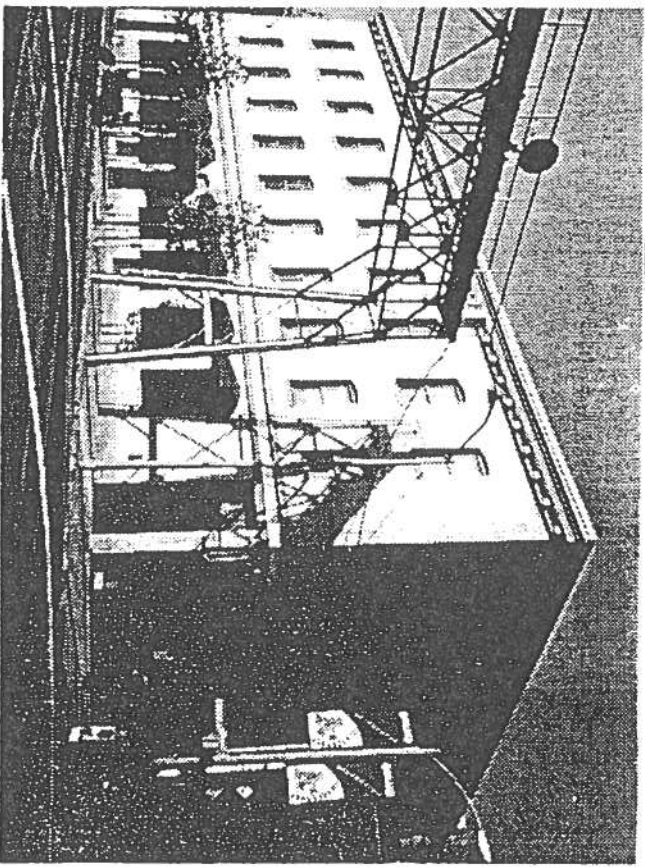
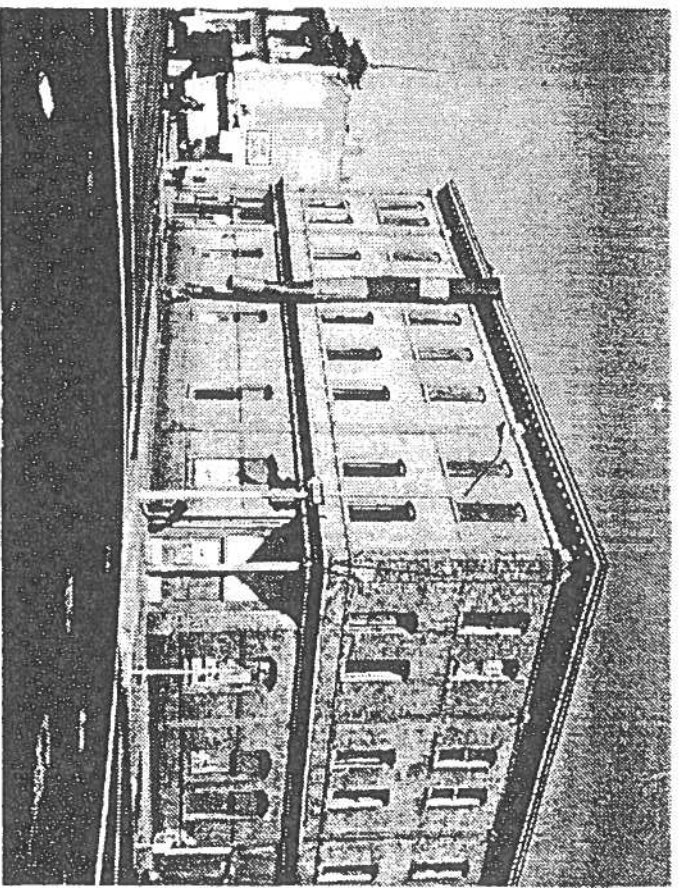
The *Mixed-Use Row Building* Found predominantly north of the freeway in Old Oakland and Chinatown, the mixed-use row building is generally 2 to 5 stories in height with residential units located above ground floor retail or office space. The facade reflects a tri-partite organization consisting of a "base" (the ground floor), "body" (upper floors), and cornice (an ornamental "cap") and is usually broken into 25 foot repeating units containing a rhythm of bay windows. In Old Oakland, the Victorian Row area contains very ornate Victorian style examples of this type, many of which date from the 1860's and 70's. Similar examples can also be found in Chinatown, but in general, they do not appear as old or ornate.



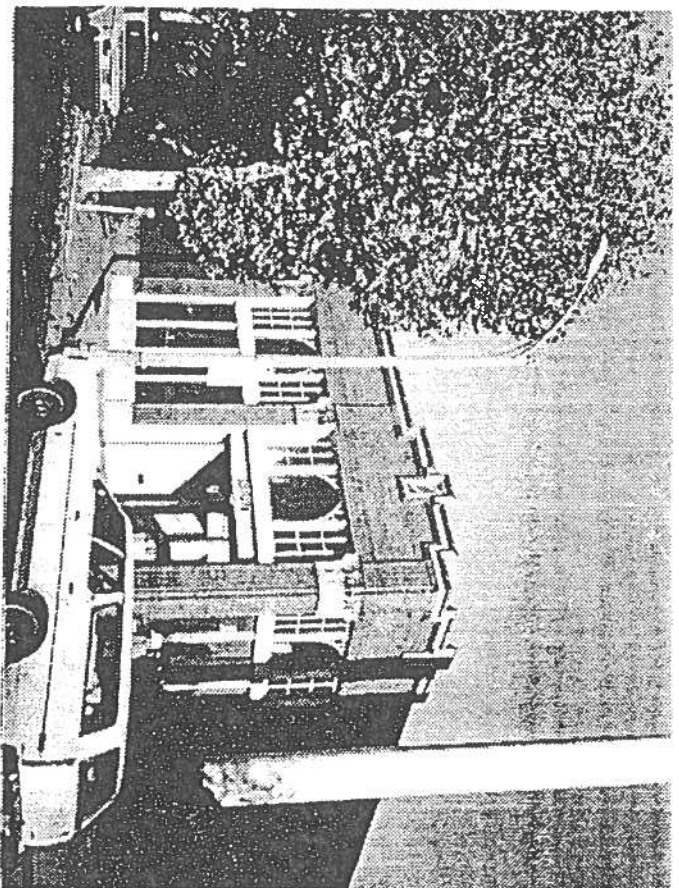
The *Open Lot House* Although few of these buildings still exist in the planning area, several examples of this free-standing single or multi-family residential type can be found scattered through Old Oakland, Chinatown, and even the warehouse district. The Bret Harte Boardwalk, just south of the freeway between Jefferson and Clay, is the location of an interesting cluster of these Victorian one or two story structures.



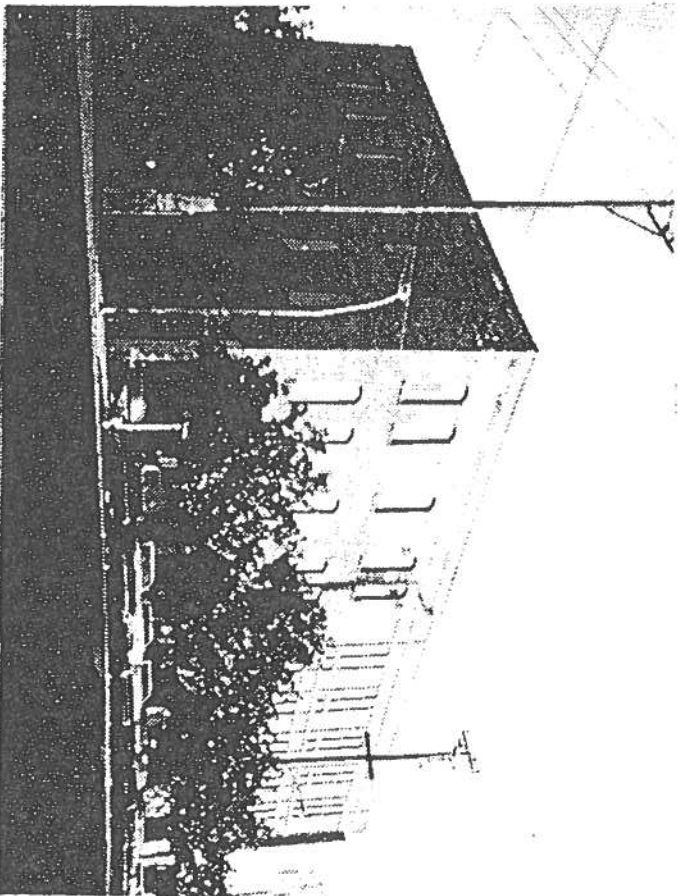
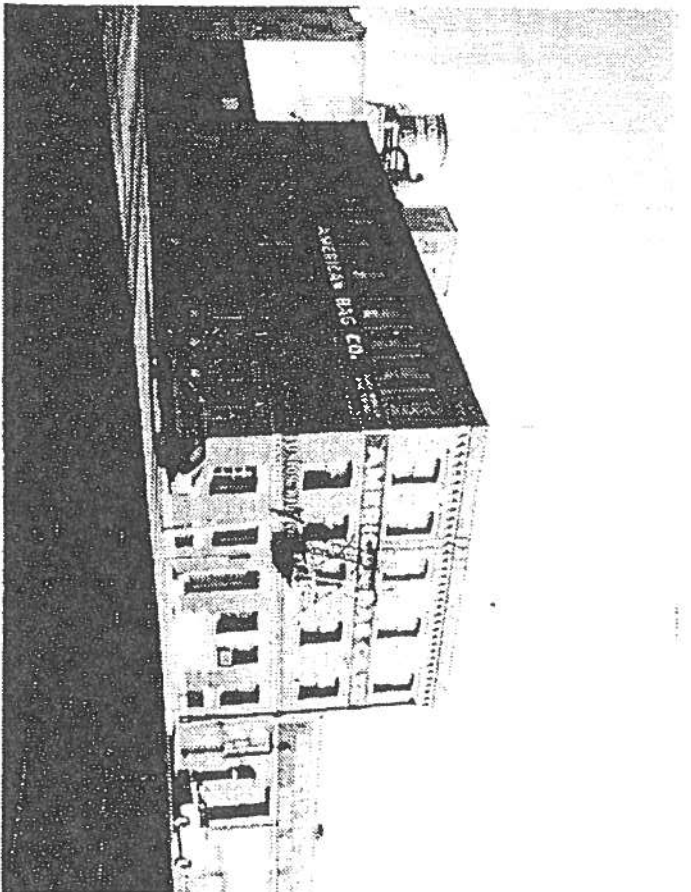
The *Mixed-Use Apartment Block* Only a few examples of this impressive building type still survive in the planning area. The apartment block is generally a three story structure with a roughly square floor plan. The ground floor can accommodate retail uses with apartment units above. One fine example of this type, the Overland House on Broadway and Embarcadero, appears to have been used originally as a hotel with lobby areas and a restaurant on the ground floor. Today, the Washington Inn in Old Oakland, another example of this type, has been renovated as an alternative to the Hyatt Hotel across the street.



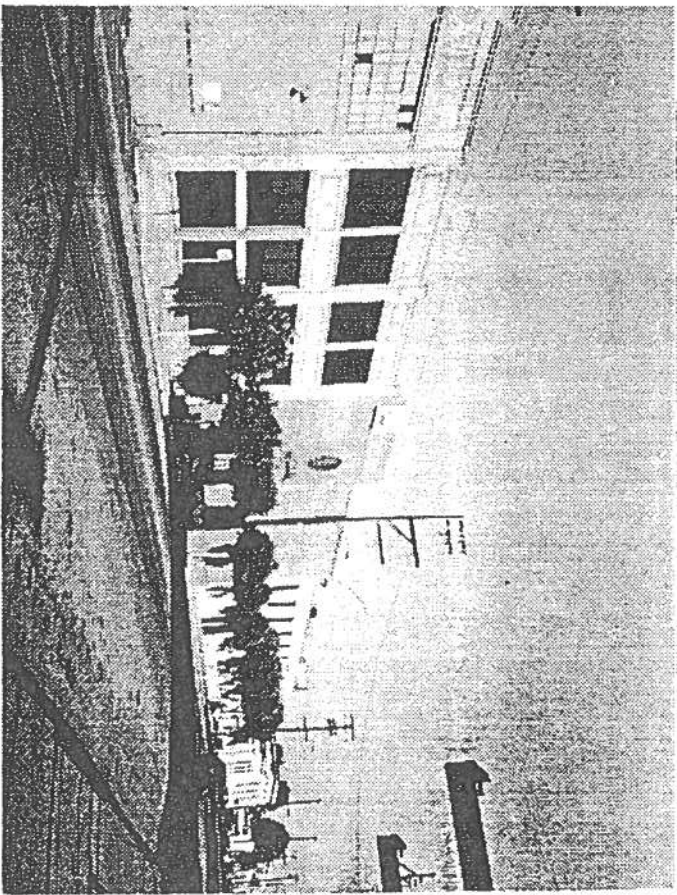
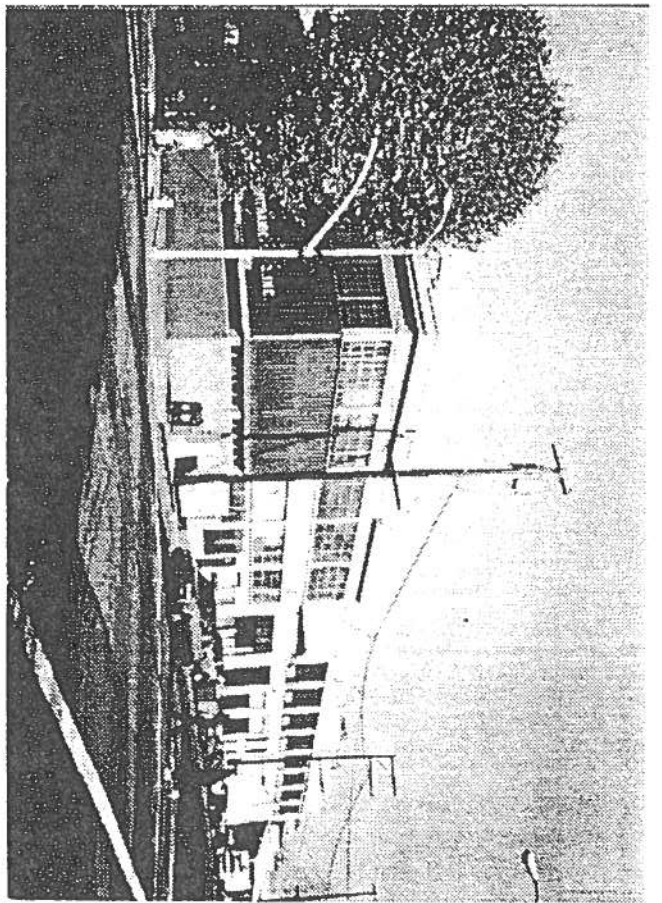
The *Warehouse Loft* This building type can be seen frequently throughout the entire Lower Broadway District. It is almost always a single story building with very high ceilings and a large unencumbered floor plan which makes it suitable for many uses. The facade is usually simple and reflects the structural system of the building in a series of regular bays articulated with pilasters. Between the bays, there are large expanses of glass and usually large transom windows. Often the exterior ornamentation is quite subtle with detailing concentrated on the pilasters or cornice. A slight variation on this category is the typical Produce Market building, which has all of the above-mentioned characteristics as well as a deep metal awning which extends almost the complete width of the sidewalk. A small group of these buildings with matching facades can be seen in the Produce Market District



The Warehouse Building In contrast to the warehouse loft, this building type is generally three or four stories in height with small windows and a flat roof. Unlike the loft, there is no rythm of bays expressed in the facade and the ground floor is much less transparent. The predominant building material used is brick. Warehouse buildings are found almost exclusively south of the freeway both east and west of Broadway.



The *Industrial Frame Building* Another building type found predominantly below the freeway is the industrial frame building. Usually two to four stories, these buildings have very large windows to let in light on all floors. Originally used for industrial processes, several of the frame buildings in the District have been converted to office space.



Although buildings of historic character are scattered throughout the Lower Broadway District, four primary "zones" of historic character of varying size and makeup can be identified: the Chinatown Zone, the Old Oakland Zone, the Bret Harte Boardwalk Zone, and the Waterfront Warehouse Zone. These are identified on the following figure superimposed on the "Buildings of Historic Character" map included previously.

In these areas, the potential exists to strengthen the existing historic character by applying a series of guidelines for the renovation and expansion of buildings of historic character as well as for new construction. These guidelines are designed to be general enough to apply to all of the various building types reviewed. Once applied to the historic zones identified, the following guidelines could aid property owners and developers in respecting the historic character of the area while allowing for growth and new development.

11.3 RENOVATIONS OF BUILDINGS WITH HISTORIC CHARACTER

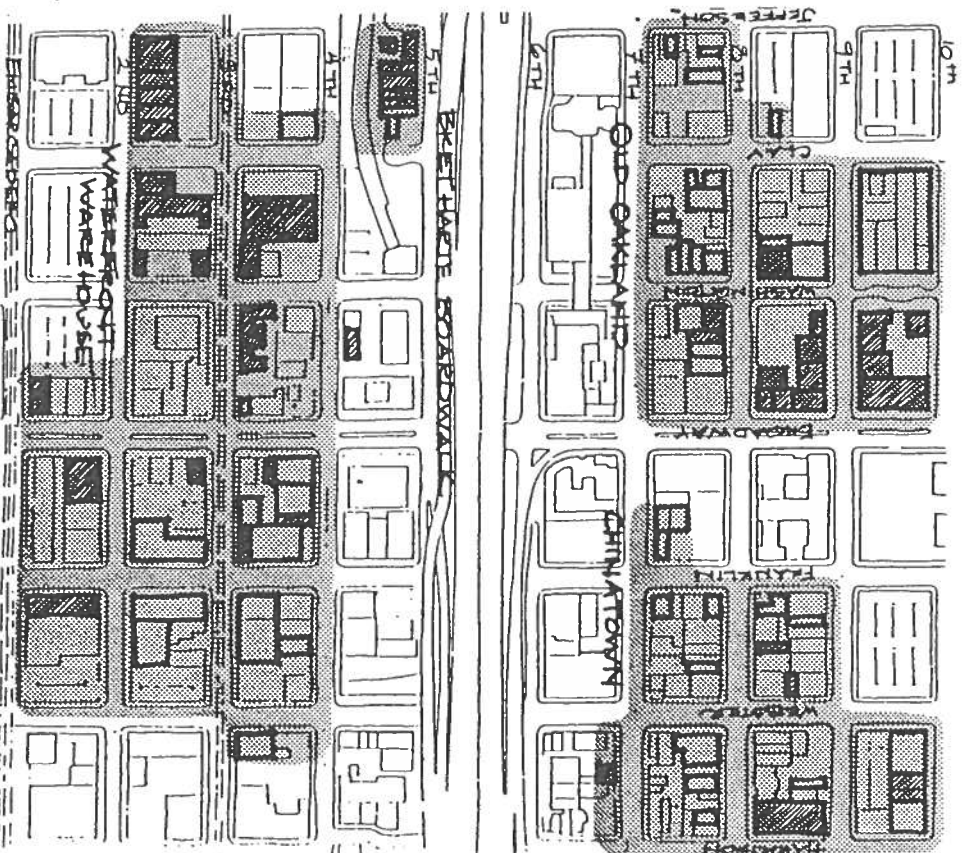
- (*) Maintain original distinguishing characteristics of the facade including:
 - size, shape, and location of windows, doors and openings
 - ornamentation and details
 - materials

(*) Do not add new design themes that alter a facades character.

(*) Use color to coordinate facade elements, reserving bright colors for architectural details and ornamentation.

(*) Distinctive stylistic features and examples of skilled craftsmanship should be treated with sensitivity.

(*) When possible, use building for a purpose that does



intended purpose.

11.4 DESIGN OF ADDITIONS AND EXPANSIONS TO BUILDINGS WITH HISTORIC CHARACTER

(*) Contemporary designs for additions to existing buildings should not be discouraged when they do not destroy significant historical architectural material and are compatible with the size, scale and character of the existing building and surrounding neighborhood.

(*) Additions should echo the original portion of the building in:

- proportions
- rhythm of facade widths
- materials and colors
- spacing patterns of windows, doors and openings
- degree of detailing

(*) Maintain a distinction between upper and ground floors by expressing floor positions on the facade.

(*) When adding floors to an existing building, it is often appropriate to "set back" additional floors to lower the perceived height from the sidewalk and preserve sunlight on the street.

11.5 DESIGN OF NEW BUILDINGS IN AREAS OF HISTORIC CHARACTER

(*) Maintain the rhythm of facade widths

(*) If the new building is to abut buildings of historic character, reinforce the established horizontal lines of the facade.

(*) Use traditional materials

(*) Floor positions should be expressed on the facade

(*) Consider the impact of the new building on the sunlight access of surrounding public space.

(*) Incorporate traditional facade components into new designs

11.6 BUILDING HEIGHTS

The character of the Lower Broadway District is very much dependent on the height of its buildings. As development occurs in the future, this character could easily be damaged if general height guidelines are not established.

Currently, height limitations are written into a number of zoning classifications. However, of these zones, only one appears within the subject area. The Old Oakland commercial zone (C-52) limits heights between Broadway and Clay from 7th to 10th Streets to 50 feet

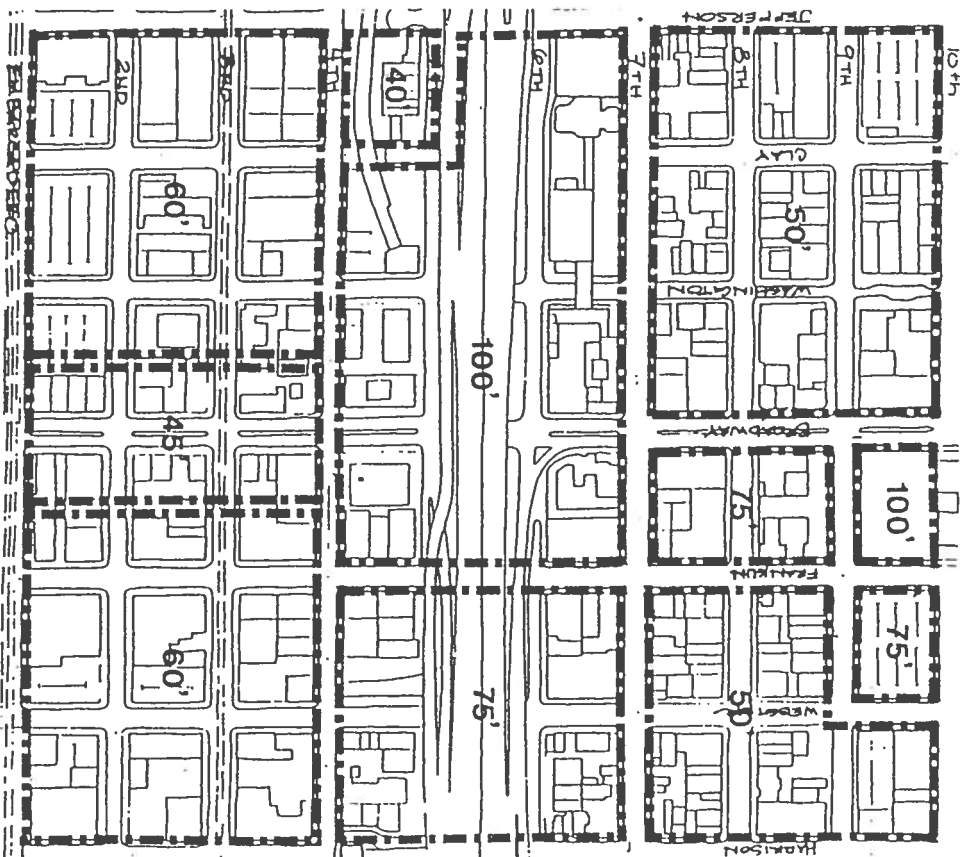
As the diagram shows, the plan proposes a series of height districts in order to clarify the form of the city, retain the existing character of the planning area, prohibit out of scale development, and preserve sunlight on intensely used streets.

11.7 PROPOSED HEIGHT LIMIT CHANGES

In the Old Oakland area, extend the 50 foot height limit to the west to include the blocks between Clay and Jefferson from 7th to 10th Streets. These three additional blocks are part of the Old Oakland "neighborhood" and should be subject to the same height limitation since they have the same character.

Apply this same 50 foot height limit to the core area of Chinatown's commercial district along 8th and 9th Streets. Most of the existing development in this area is quite low already and the streets are heavily used by pedestrians. Keeping building heights at a lower level will help preserve sunlight and a feeling of openness in this area.

Bordering the freeway, and the east side of Broadway north of the freeway, height limitations are increased to 75 and 100 feet. Higher buildings in these areas can help buffer surrounding areas from the noise of the freeway and make the most efficient use of valuable Broadway frontage. The 100 and 75 foot gradations stepping down from the northwest corner of



Chinatown into the commercial core will provide a transition between the downtown office towers to the north and the lowrise commercial and residential structures of Chinatown. On several of these blocks, higher buildings of seven to ten stories are already in place (for example, the county buildings bracketing the freeway and the residential tower along Broadway above 9th street). These height limits reinforce the existing "midrise" character.

South of the freeway, the heights step down somewhat towards the water. A general height limit of 60 feet insures that the existing pattern of low warehouse buildings and industrial structures will not change dramatically, while still leaving room for residential and office development (and warehouse conversions) of four to six floors.

For a half block on either side of Broadway, height limits are decreased slightly to promote a low, pedestrian scaled street. No buildings along these three blocks between Embarcadero and 4th Street presently exceed three stories and the 45 foot limit will continue this pattern.