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Publication Date

1991-03-01



Working Paper 91-02

Fruitvale: A Neighborhood Commerical Revitalization Plan

Jeffrey Chew

March 1991

University of California at Berkeley
\$11.50

Working Paper 91-02

**Fruitvale: A Neighborhood
Commerical Revitalization Plan**

Jeffrey Chew



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

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INTRODUCTION

Fruitvale has been the subject of many detailed studies in the past. It is once again in the spotlight as this report attempts to build on efforts of past community organizations who have planned for Fruitvale's future. The Commercial Revitalization Studio 218A in the City and Regional Planning Department at University of California, Berkeley is working in conjunction with the Oakland Forum and citizens of Fruitvale to finally lay a working document on the tables of Oakland's Department of City Planning, Office of Economic Development and Employment, Office of Community Development, Office of Public Works, and other city departments working towards economic development in the City of Oakland. It is the goal of this report to put forth a Neighborhood Commercial Revitalization Plan that Oakland City Council will adopt. Within its covers are draft documents of a public improvements program, a zoning ordinance, a sign ordinance, a facade improvement program and examples of catalyst projects based upon a market analysis of Fruitvale. All of these elements must be shaped by the community; and it is our hope that citizens of Fruitvale who are interested in its future development will step forward, take up this plan, revise it accordingly, and carry it through the steps necessary to put into effect a long-range plan for commercial revitalization in Fruitvale.

Chapter One is a brief description of how this study of Fruitvale was born out of the Neighborhood Revitalization Process implemented by the University and the Oakland Forum.

Chapter Two outlines the methodology employed by graduate students in studio 218A and the results of their research on the opportunities and constraints observed in five areas: Transportation, Land Use, Regulatory Environment, Commercial Activity and Design. Out of this research, five sub-districts were abstracted for further study.

Chapter Three is a detailed analysis of five categories through which the Commercial Revitalization Plan may be implemented in Fruitvale. Each section explains why this mechanism is necessary to expedite the plan, describes what the elements of the mechanism are and how they are to be implemented, and provides a working document, where appropriate, for the community to reconstruct as it sees fit and put into effect.

Chapter Four includes a final word on a most vital element of Fruitvale's Commercial Revitalization Plan, a Fruitvale Community Planning Council who will work to complete the plan, lobby for the plan's adoption and enforce it in the years to come.

The members of Studio 218A would like to thank all who offered input into this report through advice, suggestions and comments.

THE NEIGHBORHOOD REVITALIZATION PROCESS

This study of Fruitvale has been undertaken by the Commercial Revitalization studio entitled City

Planning 218A as part of a larger neighborhood revitalization planning process developed by the University - Oakland Metropolitan Forum. This two-year planning endeavor coordinates the efforts of the University and City of Oakland as they target neighborhoods for revitalization. The Neighborhood Revitalization Process (NRP) consists of four phases that are scheduled within the University semester schedule. They are as follows:

Phase I: The development of a representative group which directs the neighborhood planning;

Phase II: A general analysis of the neighborhood and community surveys to identify issues, opportunities and strategies while working with residents;

Phase III: A focus on specific issues that were previously identified by the community through market analysis, site analysis, and business studies; and

Phase IV: An implementation plan with an emphasis on steps for actions on specific projects. The implementation plan combines the efforts of community organizations, leaders, and city representatives.

UNIVERSITY-OAKLAND METROPOLITAN FORUM
 Neighborhood Revitalization Planning

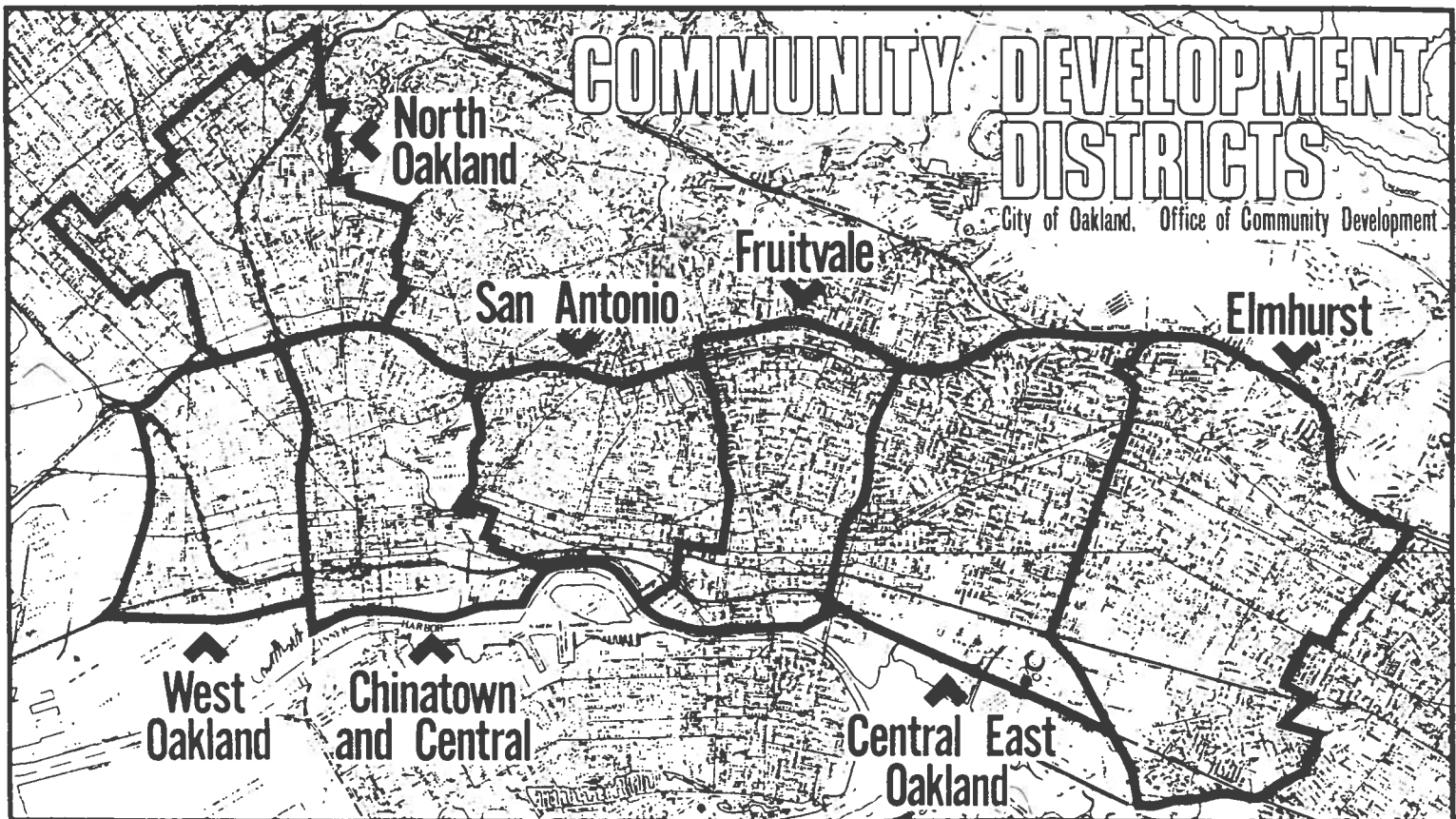
1 to 6 month stage	PHASE I	PHASE II
<ul style="list-style-type: none"> • Issue Identification • Establish Contact Group representative of area: CDC, LDC, residents, merchants, church grps 	<ul style="list-style-type: none"> • Studio: Community Dev. • General Analysis of neighborhood • Community Surveys on Issues: Residential & Businesses • Land Inventories 	<ul style="list-style-type: none"> • Studio/Seminar: Breakdown of issues to faculty, students, staff • Market Analysis • Housing • Environmental Design • Architecture/Urban Design • Business Plan, etc.
PHASE III	PHASE IV	
<ul style="list-style-type: none"> • Specific Reports: Graduate Students' P.R.s • Faculty Reports: Implementation Focus 	<ul style="list-style-type: none"> • Implementation Plan: Steps to implement projects • Financing • Efforts of OEDE, OCD, City Planning, Emergency Services, CDC, LDC 	

(Graphic taken: FORUM News VOLIV, No.1, June 1990)

Phase I, the development of a "Contact Group," was achieved with the assistance of existing local community groups. The Contact Group consists of residents, merchants, and community leaders.

Phase II, was covered in the spring of 1990 by City and Regional Planning students at the University of California at Berkeley. Students developed a report entitled The Fruitvale Community Development Plan, which identifies issues considered by the community to be in need of immediate attention. Key issues cited for further study were housing, community economic development, social services, and crime.

The Office of Economic Development (OEDE) and the University have combined their efforts in the fall 1990 Urban Design studio as Phase III of NRP. The studio has focused on one particular issue related to community economic development: the revitalization of Fruitvale's commercial areas. Members of the studio reviewed previous plans, performed a comprehensive site survey, took a license plate survey at the Fruitvale BART station, and assessed transportation issues. As part of this research, two community meetings were held with Fruitvale representatives. At the first meeting the Fruitvale community expressed their concerns regarding the implementation of any recommendations that are made as a result of this studio. Consequently, the studio shifted its focus to the implementation steps and strategies needed to develop an urban design scheme for commercial strips in the area. The results which were presented to the public in a second meeting were well-received. They have been incorporated into this report.

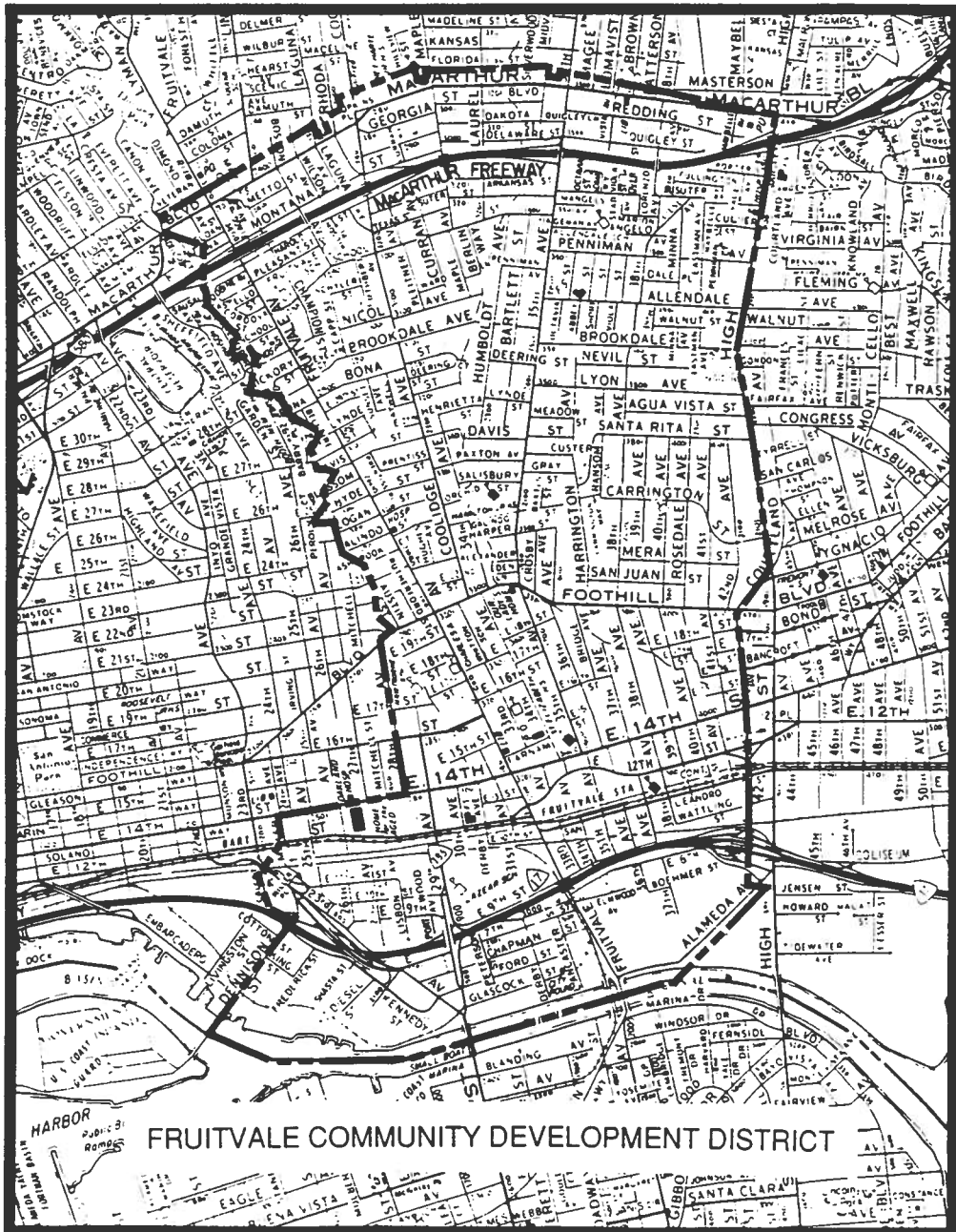


CHAPTER I

ABOUT FRUITVALE

THE GEOGRAPHY OF FRUITVALE

The Fruitvale District in its entirety is bounded by 44th Avenue to the Southeast and 28th Avenue to the Northwest. It extends two blocks Northeast of the MacArthur Freeway and Southwest to the estuary. The geographic area which is the subject of study in the following report includes a) all parcels of property along East 14th Street between 39th and Fruitvale Avenues, b) those land parcels along streets which connect East 14th to East 12th Street and the BART station, and c) the Foothill Boulevard/Fruitvale Avenue intersection.



FRUITVALE THEN AND NOW

The area of Oakland now called Fruitvale was home to the Ohlone tribe up until the time it was offered by the Spanish Crown to Don Antonio Peralta, in recognition of loyal military service. The Peralta Hacienda Historical Park in Fruitvale commemorates the importance of the Peraltas to Fruitvale's early development.

A mix of predominately German, Italian and Portuguese immigrants settled in Fruitvale during the Gold Rush of 1849, where they established many small farms and ranches, including an orchard planted in 1856, from which Fruitvale took its name. Fruitvale enjoyed a period of affluence from the late nineteenth century through the early twentieth century, culminating in its annexation to the City of Oakland in 1909. Its location as the geographic center of the city proved an attraction to businesses such as Montgomery Ward, which opened there in 1923.

The Second World War precipitated a growth of industries at Oakland's waterfront and an influx of thousands of people to temporary workers' housing. This wartime boom brought the first significant numbers of blacks and Spanish-speaking residents to Fruitvale. After armistice, the temporary housing was dismantled and factories struggled to adjust to peacetime demands; unemployment and vagrancy resulted. Moreover, as elsewhere in the nation, families began moving to the suburbs. Fruitvale businesses suffered with the suburbanization process.

By the 1960s, Fruitvale's decline was noticeable. Beginning in 1969, various governmental agencies began conducting studies to revitalize the Fruitvale area. Some of these studies have had little impact, while others have achieved noticeable results. Local grassroots organizations established in the 1960s and 1970s have rallied the community on issues ranging from health care provision to crime prevention and building code enforcement.

Today the Fruitvale District is an ethnically and racially diverse community. The resident population has undergone noticeable change since 1980. Projections indicate that this trend will continue into the mid-nineties.

Racial Composition

	<u>1980</u>	<u>1989</u>
white	28%	8%
hispanic	28%	34%
black	32%	43%
Asian American	12%	12%
American Indian	2%	2%

(Source: Urban Decision Systems)

The percentage in age group of 14-64 year-olds has stayed relatively the same at 65% from 1980 to 1989, while those in the age group 65 and over have decreased in number from 11% to 8%. The number of children under 14 has increased from 23% to 27% of the population. Projections for the future predict the continued increase of this age group in the Fruitvale area. These figures parallel citywide statistics predicting an increasingly younger population.

The median income per household has increased for Fruitvale residents. In 1980, 38% of Fruitvale households earned less than \$10,000 per year, while in 1989, only 21% of households fit into that income range (using 1980 dollars). In 1980 only 9% of households earned \$30,000-\$50,000, whereas 23% fit this category in 1989. These statistics parallel a rising median income level within the entire city of Oakland.

CHAPTER II

A PRELIMINARY ASSESSMENT OF FRUITVALE'S COMMERCIAL AREAS

METHODOLOGY

Over 400 frames of film, shot at street level and covering all of Fruitvale's commercial corridors, were photographed to gain a better perspective of the neighborhood. These pictures form a composite of the length of East 14th Street and the Fruitvale/Foothill intersection. During the semester, these pictures helped to identify building uses, details, and conditions.

The following assignments were divided among studio members: Transportation, Land Use, Regulatory Environment, Commercial Uses, and Design. Each member went into the field to collect pertinent information through consultation with community members and public officials. They gained the following insights into the opportunities and constraints present in Fruitvale.

TRANSPORTATION

The Fruitvale area is very well served by all modes of transportation. The neighborhood is framed by the 580 Freeway to the east and the 880 Freeway to the west. Freeway off-ramps make access to the neighborhood surface streets convenient. The district's major north and south streets are 23rd Avenue, Fruitvale Avenue, and High Street. The Fruitvale BART station is a great community asset, which provides convenient travel to downtown Oakland, Fremont, San Francisco, and all other points served by the transit system. No fewer than eight different AC Transit bus lines serve the neighborhood, connecting with all parts of the East Bay. East 14th Street and East 12th Street provide surface access to downtown Oakland and Hayward.

LAND USE

The predominant land use along neighborhood thoroughfares is commercial -- including services, restaurants and retail establishments. Within the core commercial areas, there are few vacant parcels. Most buildings are occupied, although some appear to be underutilized. East 12th Street borders a few vacant lots. Most blocks contain very little open space, especially where buildings are set on lot lines. One land use which is conspicuously absent in the most vital commercial areas is parking; hence, the lack of street parking is a frequently cited problem. The pattern of development is largely set, with very little land available for new development. In general, the larger the parcel size, the less intensively it is used. As an extreme example, the Montgomery Ward site is the largest site in the neighborhood. It currently lies vacant.

REGULATORY ENVIRONMENT

The level of regulation is quite minimal in this neighborhood, which is in part attributable to the C-40 and C-30 zones along the commercial corridors. C-40 spans East 14th Street and C-30 subsumes the Foothill/Fruitvale intersection. These zones permit a wide variety of uses in all

areas. One section, south of the BART station, is subject to design review under the S-4 ordinance, but even here the enforcement of design requirements appears to be minimally exercised. One of the most glaring manifestations of a lack of code enforcement is the signage which exists within the neighborhood. Not only is the sign ordinance inadequate to deal with the diversity of establishments along the streets, no effort is being made to enforce existing codes. As a result, the streetscape is a hodgepodge of cluttered, poorly designed signs.

COMMERCIAL ACTIVITY

Records show that there are almost 400 commercial establishments in Fruitvale. Of these, 84% are classified as retail and services. The majority of these businesses are located along East 14th Street. East 12th Street is the location of the most of the neighborhood's manufacturing and wholesale trade. Activities in the Transportation, Construction and Finance, and Insurance and Real Estate sectors do not make up a significant portion of the establishments. Auto-related establishments are concentrated south of 39th Avenue, on East 14th Street. In addition, there are a few large auto-related firms north of Fruitvale Avenue.

DESIGN

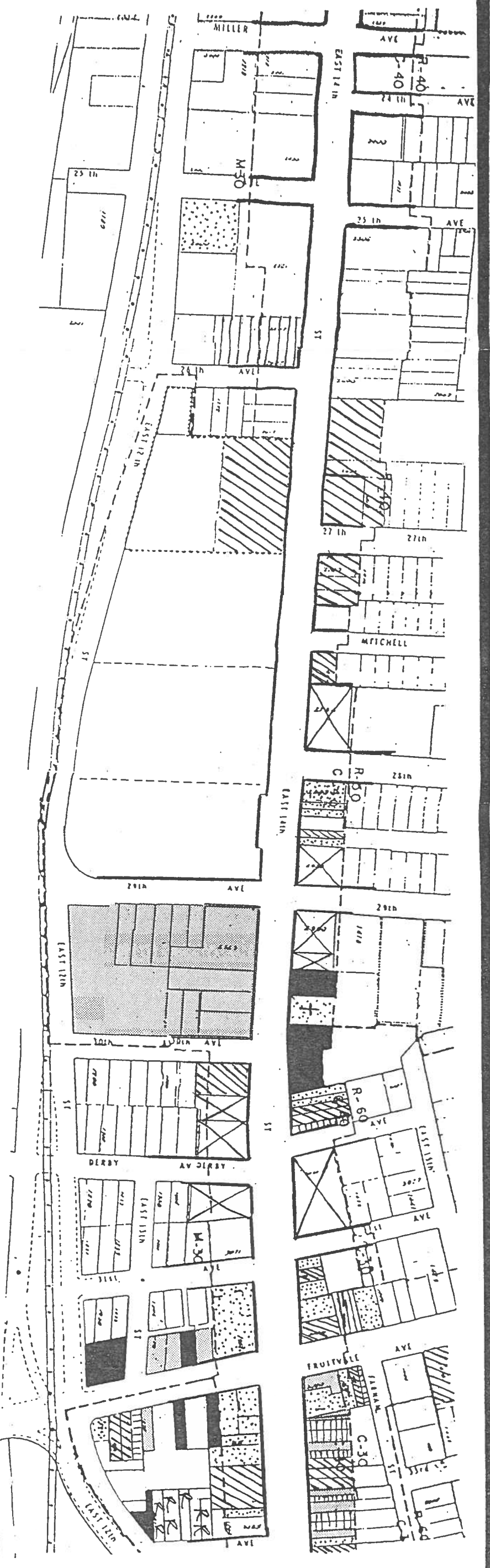
Fruitvale is home to an interesting and diverse collection of structures. Some date back to the early 1900s. The neglect of the physical stock that has occurred over time is obvious. Many buildings are in need of paint, and minor repairs. Two of the worst problems are 1) the careless use of signs, and 2) past renovations which have been done without regard for consistency and compatibility with the existing building and surrounding structures. The area on East 14th Street between Fruitvale and 39th Avenue contains the older and smaller buildings. Moving outward from this section, the buildings tend to be bigger, newer, and more utilitarian. To the south are predominantly masonry single-story buildings. To the north are the larger office/medical and commercial buildings.

CONSTRAINTS









Most of the "constraints" upon revitalization in Fruitvale are not immutable ones. For the most part, there appears to have been a period of neglect and deferred maintenance which has diminished the attractiveness of the area. Problems such as poor quality commercial signage, and alterations to buildings which are incompatible with the original structure can be changed over time. It is possible to make regulatory changes; and over time, diligent enforcement can lead to positive change in the neighborhood.

Some features of Fruitvale cannot be changed, such as the width of the streets. East 14th and East 12th Streets were designed as major arterials. Because of their widths, the streets are not conducive to pedestrian use. Also, the fact that the BART station is several hundred feet from East 14th Street means that people coming off the transit line are removed from Fruitvale's main shopping area.

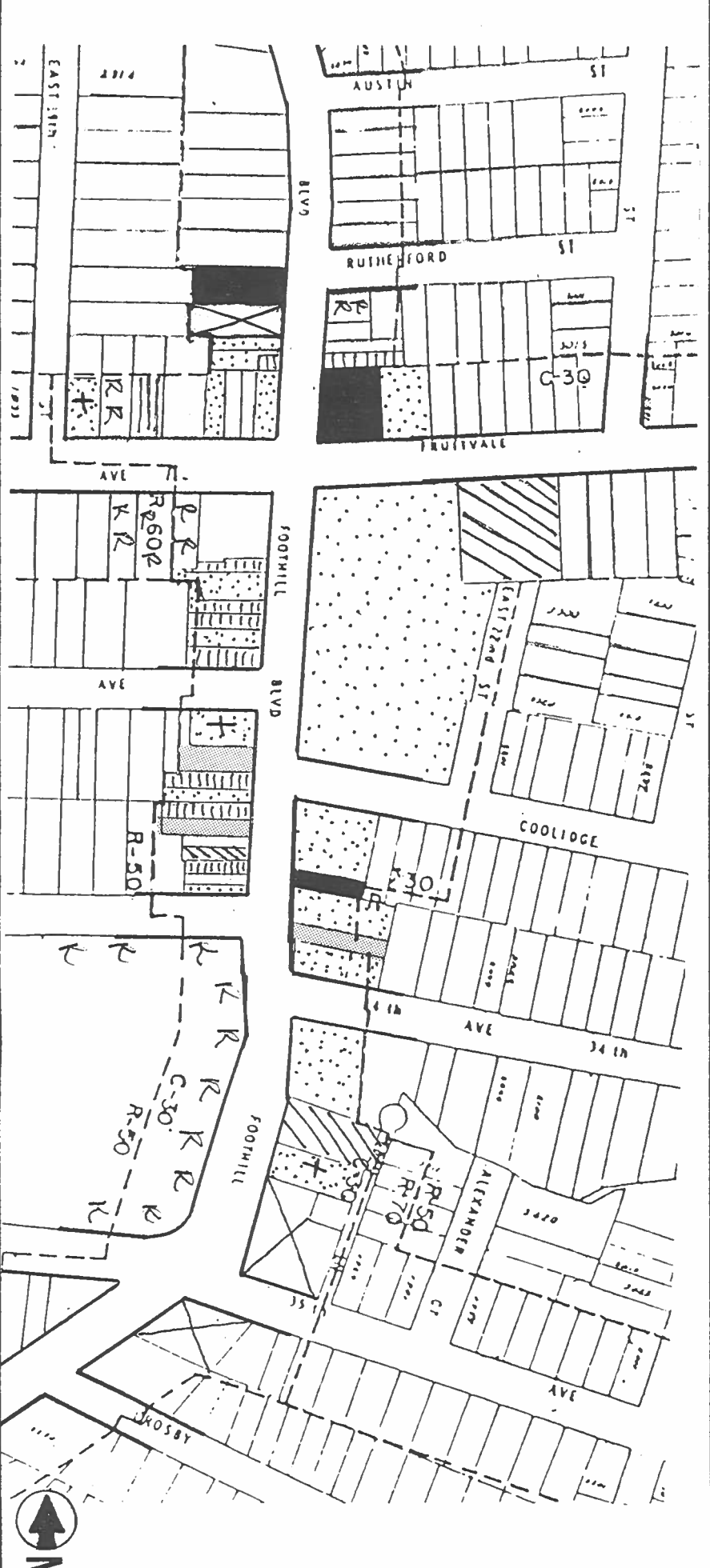
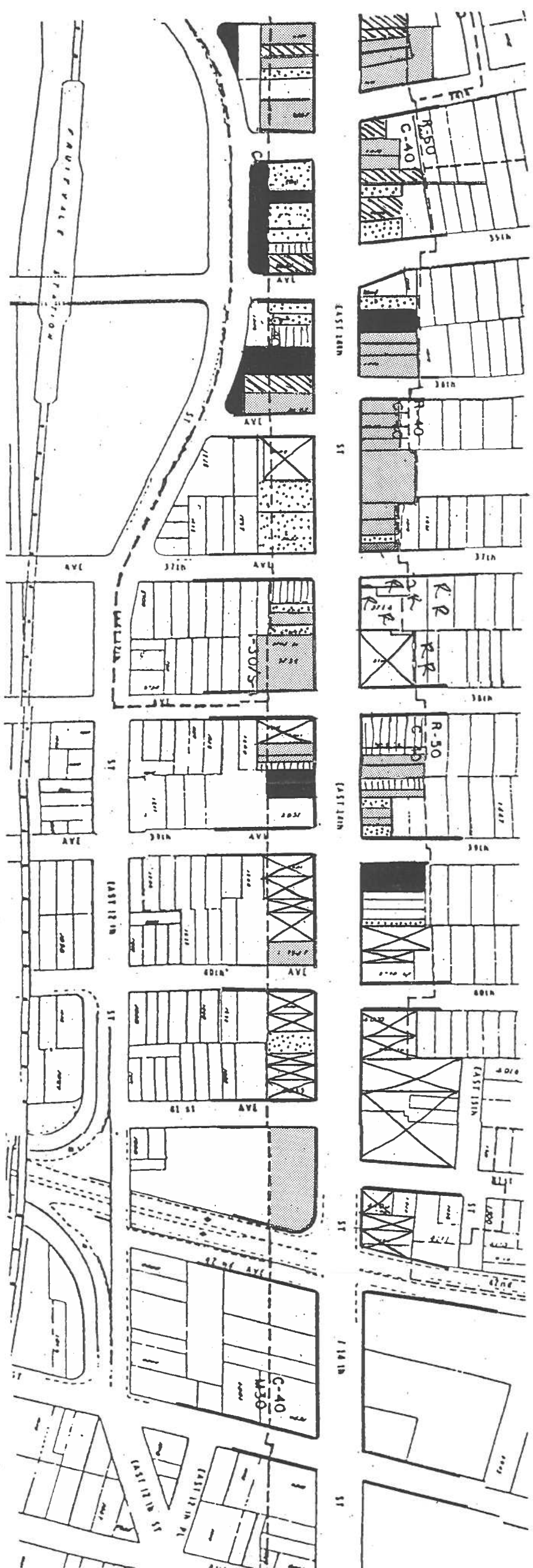
FRUITVALE COMMERCIAL REVITALIZATION PLAN
East 14th Synthesis Map



KEY

	OFFICE (Banks, Medical, Social Services)		FOOD (Markets, Restaurants)
	AUTO RELATED (Sale, Repair, Detailing)		RESIDENTIAL
	RETAIL (Apparel, Furniture, Appliances)		VACANT LOT
	PERSONAL SERVICES (Hair/Nail Salon, Laundry)		VACANT STRUCTURE

1" = 185'



FRUITVALE COMMERCIAL
 REVITALIZATION PLAN
 Fruitvale/Foothill Intersection Synthesis Map



Another physical constraint is the pattern of development. It would be difficult to make a significant change in the pattern of construction within Fruitvale's commercial districts since the area is almost completely built out. The alternative to total redevelopment of the area is to use the existing structures to the best advantage. The existing pattern may work in Fruitvale's favor as it offers an alternative to suburban retail shopping.

External constraints are also difficult to deal with. The national economic climate must be taken into consideration, as well as the aspect of competition with other parts of the city. Large vacant sites, such as the Ward building and the old Oakland Hospital, will not be occupied, unless the regional demand for space of their specific types changes, or the demand for other types of commercial spaces becomes sufficient to warrant conversion to other uses.

OPPORTUNITIES

When viewed in a different light, many of the constraints become opportunities. The fact that East 12th and East 14th Streets are such wide, busy streets is a positive factor when one considers the number of potential patrons driving through Fruitvale every day. Although the BART station is located a short distance from the main commercial corridor, the fact that Fruitvale has a BART station is a plus. Here again is a source of potential shoppers in the people who come to the station every day to commute.

While the appearance of the commercial streets is somewhat discouraging, we believe that, with work, the buildings can once again be made attractive. There are many historically significant, and architecturally interesting buildings within the area. Proper restoration can create an environment which could not be created with new construction. And, although there are few vacant lots available for new construction, there are several which are located in key places. One of the most important, vacant sites is the northeast corner of the Fruitvale/Foothill intersection.

Regarding regulation, a precedent has been set in allowing neighborhoods such as Rockridge and Montclair to draft their own zoning ordinances. A similar process in Fruitvale could raise community awareness of land use issues, design issues and the planning process. The resulting zoning classification could help to focus the design and commercial activity in the neighborhood.

The abundance of commercial establishments provides many important services; however, the concentration of businesses in the service and retail sectors means that there is room for more establishments in other sectors. In addition, there may be opportunities for specific retail and services establishments which are not now present. The market analysis section of this report will provide more specific information regarding unmet demand for products and services within the neighborhood.

THE FRUITVALE SUB-DISTRICTS

From the opportunities and constraints analysis, the concept of Sub-Districts was formed. The land use pattern fell into different sub-districts. The other categories of study mirrored this pattern.

Following are the five sub-districts which have been identified.

Auto-Oriented District - South of East 14th Street, between 39th Avenue and High Street. Contains the bulk of the auto related establishments. In addition to Continental Volvo, this area supports numerous automotive parts stores, body shops and other specialized repair shops. The majority of buildings are one-story garages with roll-up doors, rather than glass display windows.

High Density Local-Serving Commercial - East 14th Street between Fruitvale Avenue and 38th Avenue. Many smaller store fronts. Predominantly two to three-story buildings, with fronts divided into smaller separate shops. There are many types of personal services and retail uses which attract a high level of activity in the neighborhood.

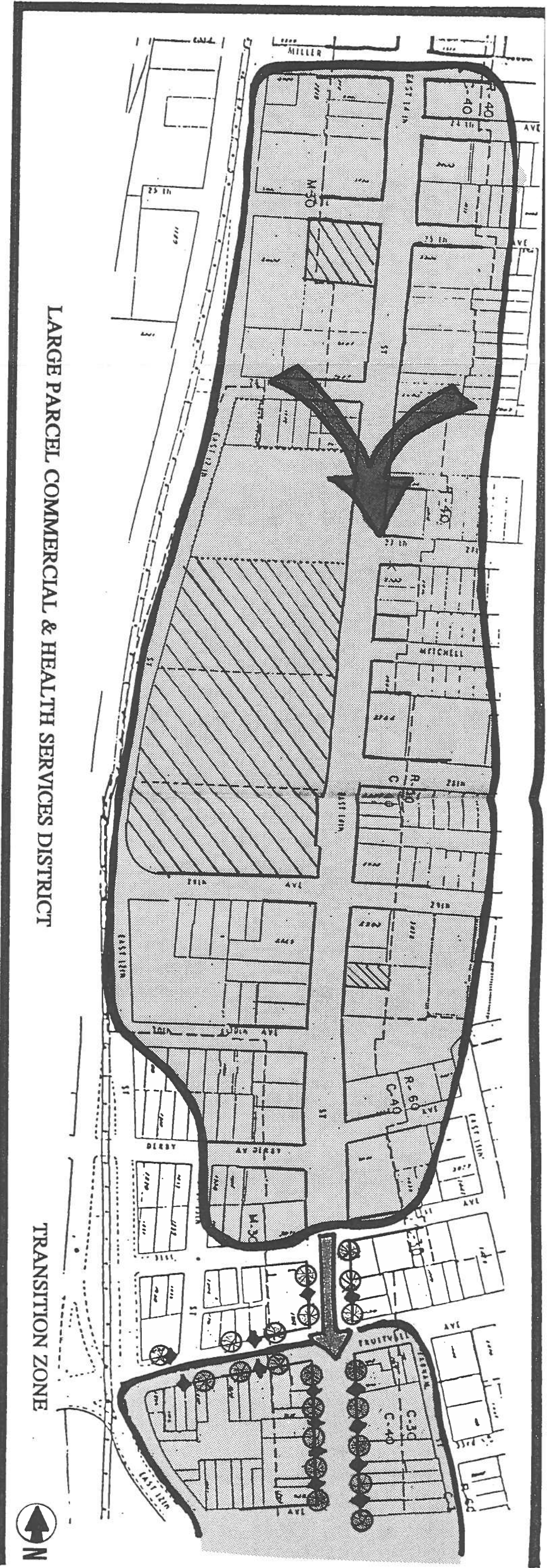
Large Parcel Commercial & Health Services - North of Fruitvale Avenue on East 14th Street, extending up to the border with the San Antonio neighborhood. The street is composed primarily of large parcels of land. In contrast to the small lots in the High Density District, the sites of such places as the Ward building, the Goodwill facility and the Melrose Ford property are quite large. There are also more open spaces between buildings at this end of the street. Many of Fruitvale's health professionals are located here.

East 12th Street/BART- East 12th Street in the vicinity of the Fruitvale BART station. It is an important area because of the number of people who are drawn to the station every day. This area is important because of its relation to the East 14th shopping strip.

Fruitvale Avenue/Foothill Boulevard Intersection- This is a prominent intersection in Fruitvale, since it is where a major north/south street intersects an important east/west thoroughfare. In addition, it lies more in the heart of the neighborhood than East 14th Street.

Note: between the High Density sub-district and the adjacent districts to the north and south along East 14th Street, there are zones of transition. In these short sections the characteristics of the two districts blend together.

The existence of distinct sub-areas within the neighborhood will assist the revitalization effort. Rather than starting from scratch, or worse yet, starting with an area containing many incompatible uses, Fruitvale has a good existing spatial arrangement of uses. Transition areas serve to buffer the uses in one zone from the uses in the other zone. Since similar uses are already clustered in certain districts, the revitalization task is simplified to a process of polishing and refining what is already there.



LARGE PARCEL COMMERCIAL & HEALTH SERVICES DISTRICT

TRANSITION ZONE



KEY



STREET TREES



STREET LIGHTS



NEW DEVELOPMENT



MURAL



GATEWAY

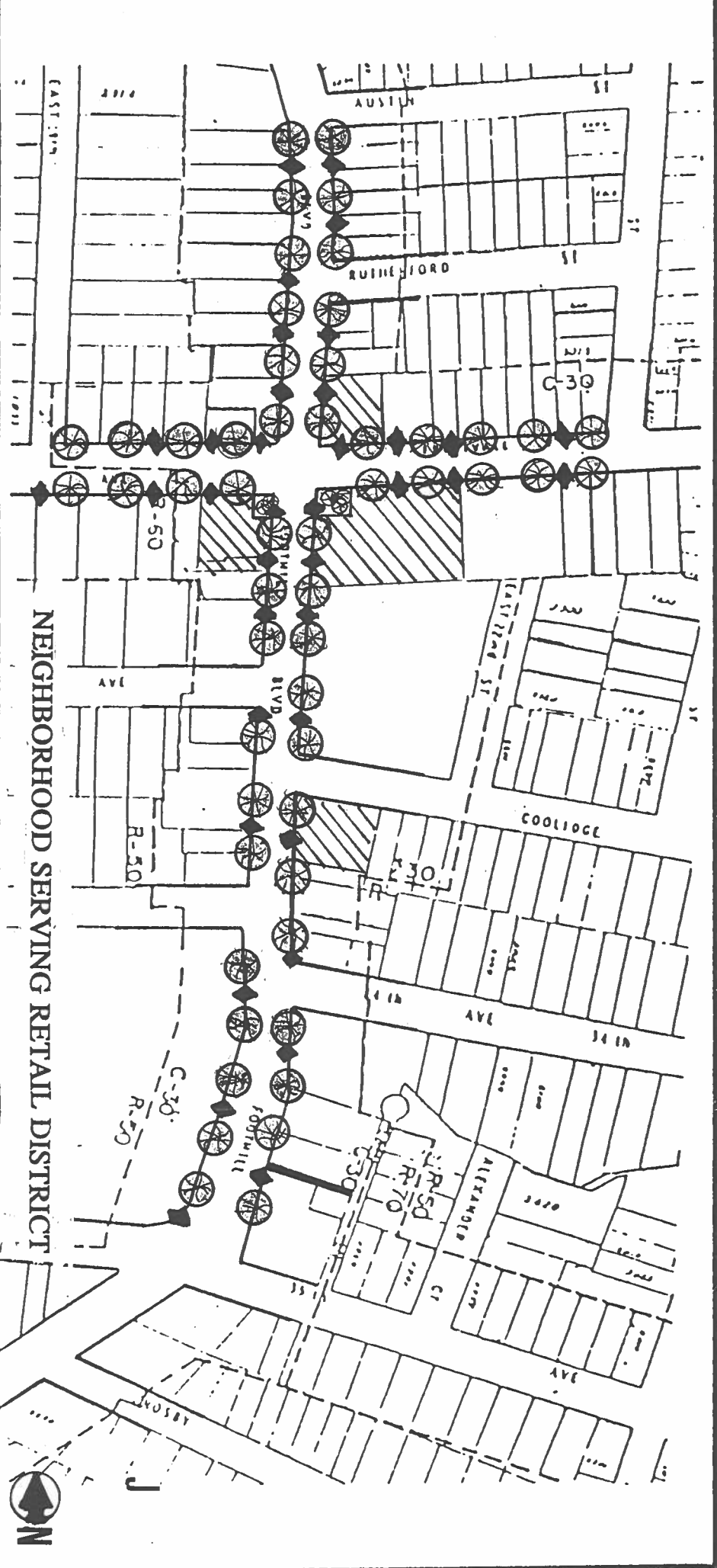
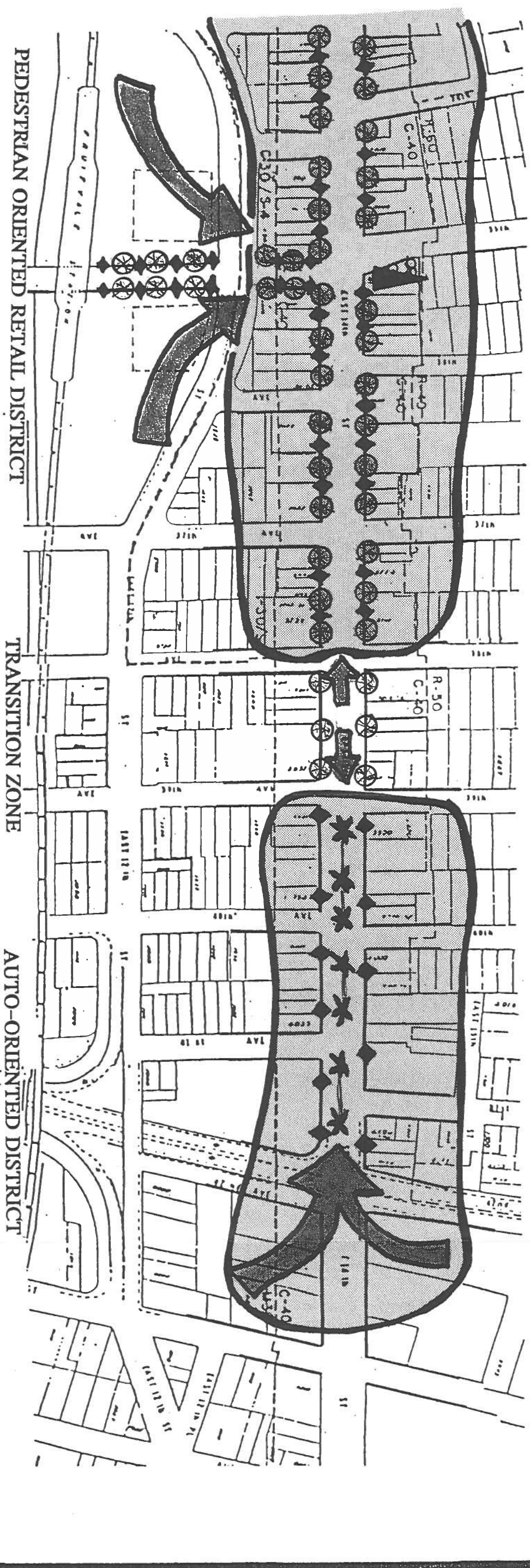


LANDMARK



PALM TREE MEDIAN

1" = 185'



FRUITVALE COMMERCIAL
REVITALIZATION PLAN
Fruitvale/Foothill Intersection Vision Map

CHAPTER III

GOALS AND OBJECTIVES

The purpose of this commercial revitalization plan is to create a vision of the Fruitvale District, a vision of Fruitvale as it once was - a vital economic business locale with a supportive residential community. The programs and ordinances developed in subsequent chapters are implementation tools that share common themes and goals for commercial revitalization. It is the hope that this commercial revitalization plan will work together with community/social planning strategies developed for the area. This plan is for the community to refine and then utilize in realizing the district's full potential. An underlying goal of this report is the hope that Fruitvale will again become a retail and service destination rather than an automobile thoroughfare and transfer point for transportation mode change. The goals and objectives of this commercial revitalization plan for Fruitvale consist of the following.

- **To develop a positive and unique district image that signifies Fruitvale from the rest of Oakland.**

Creating district and subdistrict edges, gateways/entrances, and visual landmarks from three perspectives: pedestrians, auto users, and BART passengers (see Vision Map for E.14th and E.12th Streets and Fruitvale Ave/Foothill Blvd intersection).

Recognizing the different characters and needs of the four existing commercial districts (classified as the large-parcel commercial and health services district, the pedestrian-oriented retail district, the auto-oriented district, and the neighborhood serving retail district) to break up the existing long strip of East 14th Street.

Proposing regulatory changes to support and maintain the uniqueness of these subdistricts.

- **To develop a safe and attractive pedestrian-oriented commercial area with convenient public transportation access and linkages.**

Creating a link between the Fruitvale Bart Station to businesses on East 14th Street and potential business on East 12th Street.

Providing adequate parking to support existing and potentially new business establishments.

Creating and maintaining public improvements such as lighting, trees, and street furniture.

Enhancing the architectural and historical beauty to existing structures.

- **To build upon Fruitvale's assets and support existing businesses.**

Utilizing the Fruitvale Bart Station as a potential anchor point for businesses along East 14th Street and on East 12th Street.

Providing assistance to existing businesses for facade and sign improvements.

Developing the few vacant and underutilized sites as opportunities to support the overall revitalization plan.

Identifying the types of uses that can be supported by local residents and other targeted customers through the market demand analysis.

CHAPTER IV

THE COMMERCIAL REVITALIZATION PLAN

PART ONE: PUBLIC IMPROVEMENTS

The Need for A Public Improvements Program

As part of the overall Fruitvale neighborhood commercial revitalization process, this report recommends that public improvements be paid new attention. Public improvements are the City-owned features of the street, such as street lights, trash receptacles, trees, median strips and so forth. Also included are sidewalks, benches and curbs.

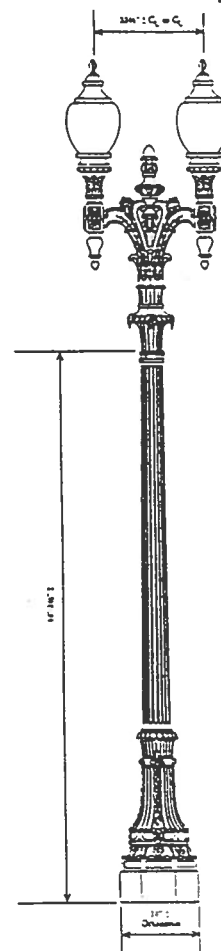
This section contains recommendations for improvements to the City-owned property in Fruitvale's commercial area. A program for installation of new fixtures and renovation of some existing public improvements is outlined, the goal of which is to create a unifying theme for the Fruitvale shopping areas, promoting the sense of a center of commerce, establishing a public transit node linked to shopping areas, while increasing overall economic activity. The completed project may take many years, but ultimately would result in a commercial district with a unique identity. The proposed improvements will encourage more pedestrian-oriented street activity. The plan seeks to de-emphasize the image of East 14th Street as an automobile thoroughfare, and present the Fruitvale section of the street as a destination, rather than an undistinguishable section of the roadway which runs between Hayward and downtown Oakland.

Because of the diversity of views within the neighborhood, the proposals presented are meant to be material for additional community discussion. Ultimately, it will be up to the residents to decide which elements are in the best interest of the community, and which ones merit the effort which would be required for implementation. To assist in this process, cost estimates are provided in the Appendix of this report for all improvements, as well as potential sources of funding for these projects. A brief outline of the process of implementation concludes this section.

Elements of the Public Improvement Plan

I. Street Lights:

Street lights are a prominent feature along any street, day or night. From a car, a line of identical, evenly spaced lights along each side of a street can make a strong visual statement. For pedestrians, the street light poles punctuate the walk down a block. The sidewalk is delineated by the buildings on the one side, and the light poles, street trees, parking meters, and so forth on the other side. At night, the image of street lights is even more powerful,



"Old Oakland" Style Street Lamp

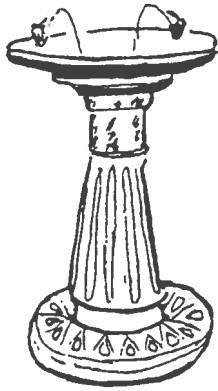
since they lead the way down the street.

The existing street lights in Fruitvale are designed for cars. They extend out over the roadway, casting their light on the passing vehicles. On the sidewalks, the pedestrians do not get the benefit of the street lights, because the lights are up too high, in addition to being hung out over the street. Another observation regarding these lights is that they do not fit well with the neighborhood buildings. A closer look however, reveals that the bases and shafts of the lights are actually quite nice, while the light tops are the weakness. The arching cobra head light tops, reminiscent of the 1950s, when E. 14th Street was a major auto thoroughfare, before the construction of the 880 Freeway, should be replaced with the "Old Oakland" style double globe tops. These tops would be placed directly on top of the old base. This would have the effect of bringing the light source closer to the sidewalk surface, and back over the sidewalk. In addition, the Old Oakland top would match with the existing cast iron appearance of the base. Many of the buildings on the street are of the same era as the "Old Oakland" style lights.

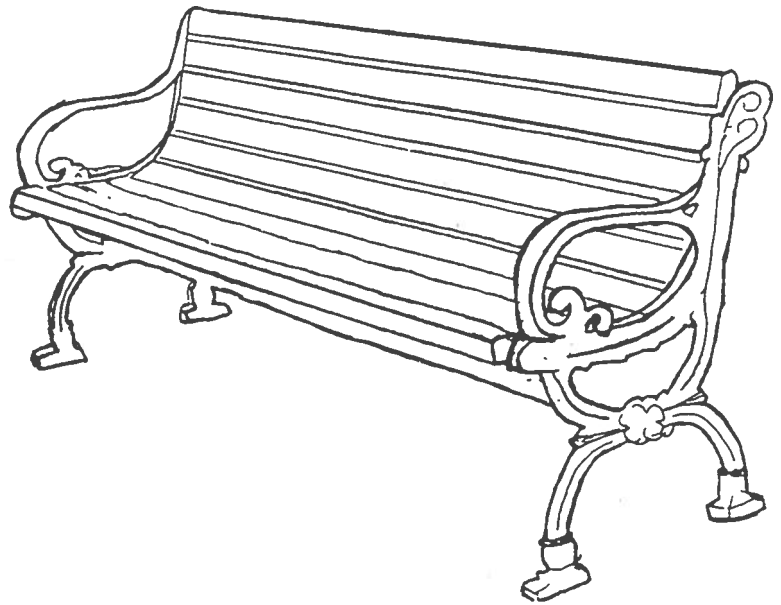
The new light scheme would have several benefits for the commercial areas. First, it would be the first visible step in creating a visual identity for the Fruitvale shopping areas. This would be particularly useful in setting the Fruitvale section of East 14th Street apart from the rest of the long boulevard. Secondly, the new lights would be more pedestrian friendly, and would enhance the sense of security. By putting more light on the sidewalk, people will feel safer walking down the street after dark, and there will be fewer dark corners for vandals to seek out. Finally, the old style lights would accent the historic nature of the shopping district.

II. Street Furniture:

There is currently a minimal level of street furniture in Fruitvale. There are a few benches, few trash cans, and bollards near the Fruitvale/East 14th St. intersection. One design problem with the existing street furniture is that, like the street light tops, it is out of character with the neighborhood. The benches are of geometric concrete, lacking design details. They contrast with the traditional store fronts prevalent on the street. The trash receptacles are the standard issue concrete containers with metal tops. Again, the design lacks sensitivity to the character of the surroundings. Additionally, the existing street furniture is "flat" in design which encourages graffiti. Aside from these design flaws, there are simply not enough of these amenities to make the shopping areas attractive. They are sparsely located along East 14th Street and at the Fruitvale/Foothill intersection, there are none. The minimal amount of existing street furniture should be replaced with furniture which is more compatible with the proposed lights and the existing architecture of the neighborhood. The older buildings call for richer materials, more typical of the period during which most of the street was developed. Furniture of wrought iron would provide a more traditional look; for example, a wrought iron bench with wood slats would complement the proposed street lights.



"1890" Style Drinking Fountain



Wrought Iron Street Bench

These elements, in concert with the improved building facades and signs (called for in other sections of this report) would create a strong identity for the area. People will begin to associate the style with the particular part of Oakland known as Fruitvale.

III. Parking Re-Configuration:

A commonly heard complaint in the Fruitvale commercial areas is that the parking is inadequate. Shoppers feel that patronizing the stores in this neighborhood can be inconvenient because of the difficulty in locating parking nearby. In studying this problem, several alternatives were given consideration. The most obvious solution would be to develop off-street parking lots in the area; however there are few available vacant lots which are located in the areas of highest parking demand. Sites which could be developed for parking unfortunately lie too far from the main hubs of commercial activity to make them practical. This also limits another possibility: construction of a parking structure. The lack of suitable space, combined with the expense of construction appears prohibitive.

Re-configuration of the existing on-street parking is one way to economically bring more parking to the stores which need it most. By creating diagonal parking along the stretch of East 14th running from Fruitvale Avenue to 39th Avenue, more cars could be parked in the same curb space.

According to the City Traffic Engineer's office handbooks, East 14th has sufficient width to meet minimum standards while maintaining two lanes of travel in each direction and two lanes of diagonal parking (see Cross Section on opposite page). The traffic lanes would each be 10 feet wide, and the parking lanes, arranged at an approximate 30 degree angle would be 16 feet wide. (The Oakland street which most closely resembles these dimensions is **Park Boulevard**.)

Before this proposal can be advanced, it is necessary to obtain a traffic engineer's opinion of its feasibility. One consideration is the effect that diagonal parking would have on traffic circulation. Because cars would be backing into the first lane of travel, this parking arrangement would create congestion, especially during rush hours. There is also the question of whether existing street conditions, i.e., the width of the roadway, would be sufficient for adequate safety.

If the project proved feasible, the costs involved would be for re-striping the roadway and the parking spaces, re-spacing parking meters, and purchasing additional meters. If the project is not feasible, it may be possible to provide diagonal parking on one side of the street, leaving parking on the other side parallel.

IV. Street Trees:

There are already many street trees along Fruitvale's commercial streets. They soften the impact of the built environment, unifying an area which is architecturally diverse. Trees lining a street can increase property value as well as pedestrian comfort. Trees can shade the sidewalk, and even dampen the noise from the street. In an area with few open spaces, and few other landscaped areas, street trees provide the only relief from the artificial environment.

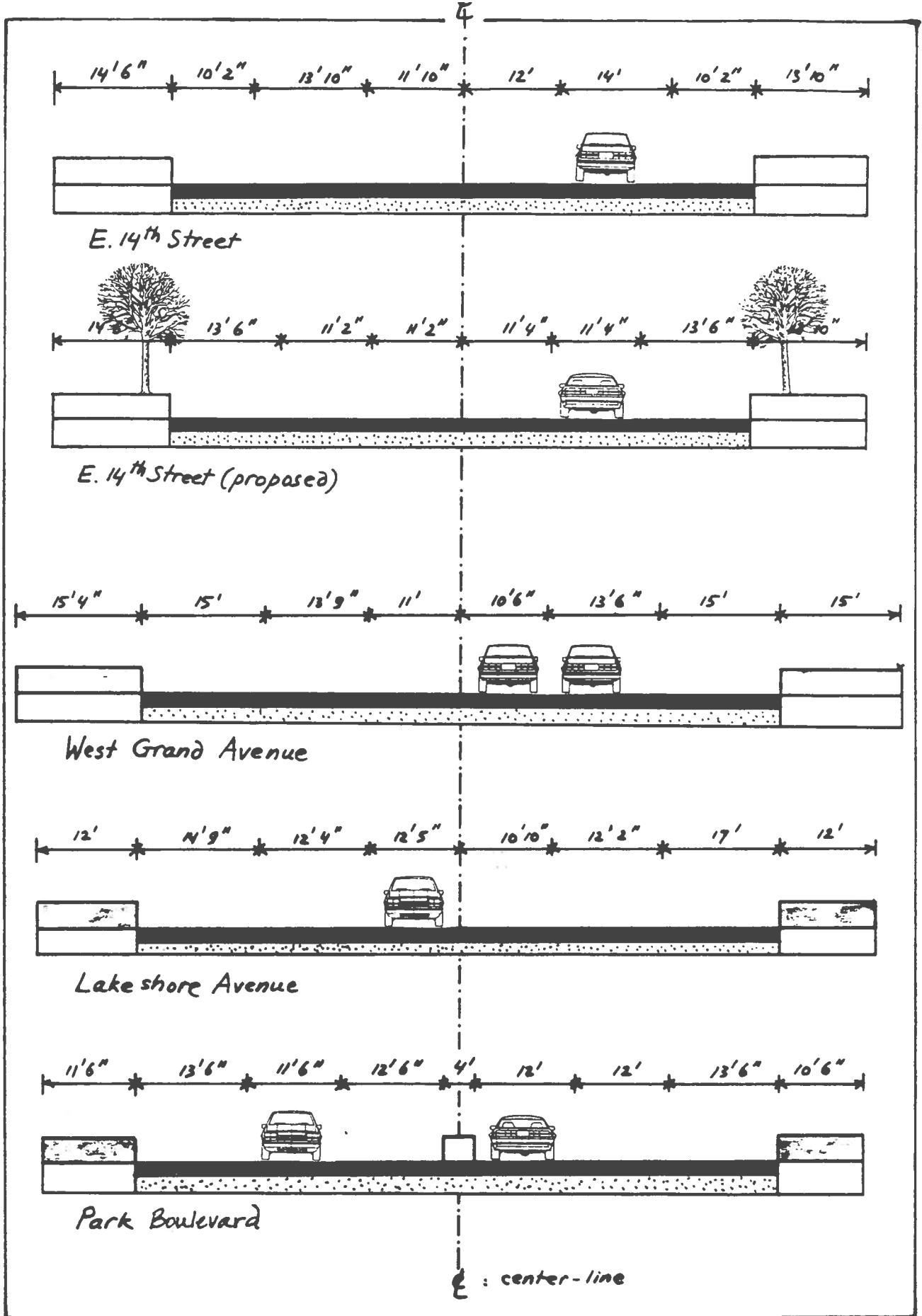
The spacing of existing trees along the street is appropriate. Maintaining roughly forty-foot spacing between trees and light poles results in placement of two evenly spaced trees between each light pole. All gaps should be filled in with new trees, to match the existing trees. As individual trees reach the end of their lifespans, they should be replaced with the same species, in order to develop uniformity. Many trees exhibit poor shape and are in need of pruning. The tree well covers also merit replacement because they are cracked and need to be re-set. As part of the long range public improvement process it is recommended that these covers eventually be replaced with cast iron grates, to complement the light poles.

Maintenance of street trees has been an ongoing neighborhood concern. The City Landscaping and Landscaping and Lighting Assessment district, described in the Appendix, outlines funding options for new improvements. It should be noted, however, that part of the objective for forming this special city-wide assessment district was to augment the level of City maintenance of public landscaping. In adopting the district, the City indicated its commitment to raising maintenance levels throughout the City. The neighborhood should vigorously lobby the Office of Parks and Recreation to have its trees properly maintained.

V. Bart/East 14th Street Connection:

Currently, the link between the Fruitvale BART station and the East 14th Street commercial district is a tenuous one. The wall of buildings which runs between the BART station area and East 14th Street separates the two by only a few hundred feet. Many BART riders may not even know there is a street full of shops, services and restaurants so near this station.

Surveys of the Fruitvale BART parking lots indicate that there are over 800 parking spaces on



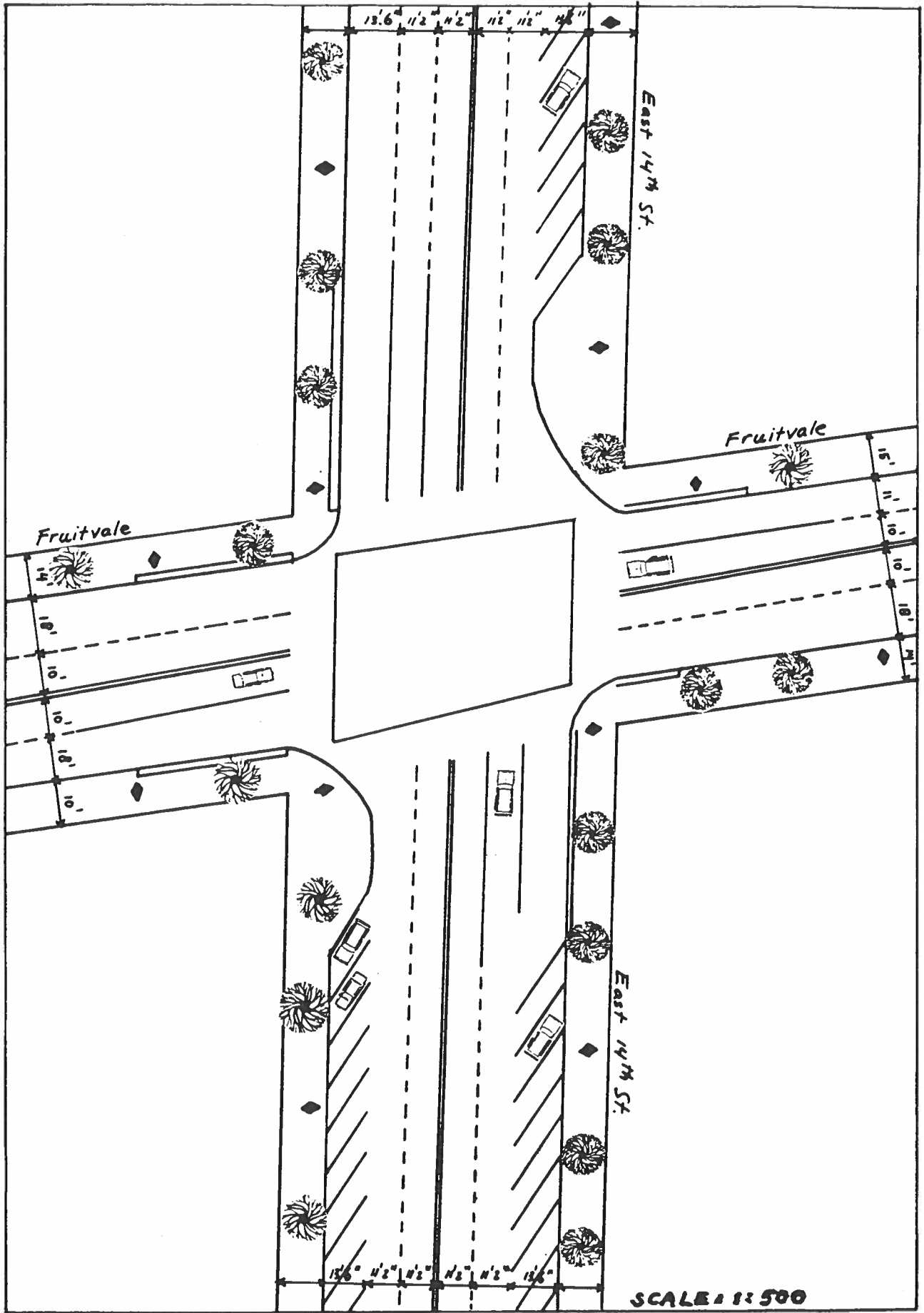
**FRUITVALE COMMERCIAL
REVITALIZATION PLAN**

Comparable Cross-Sections of East 14th & Similar Streets

SCALE: HORIZONTAL 1:200

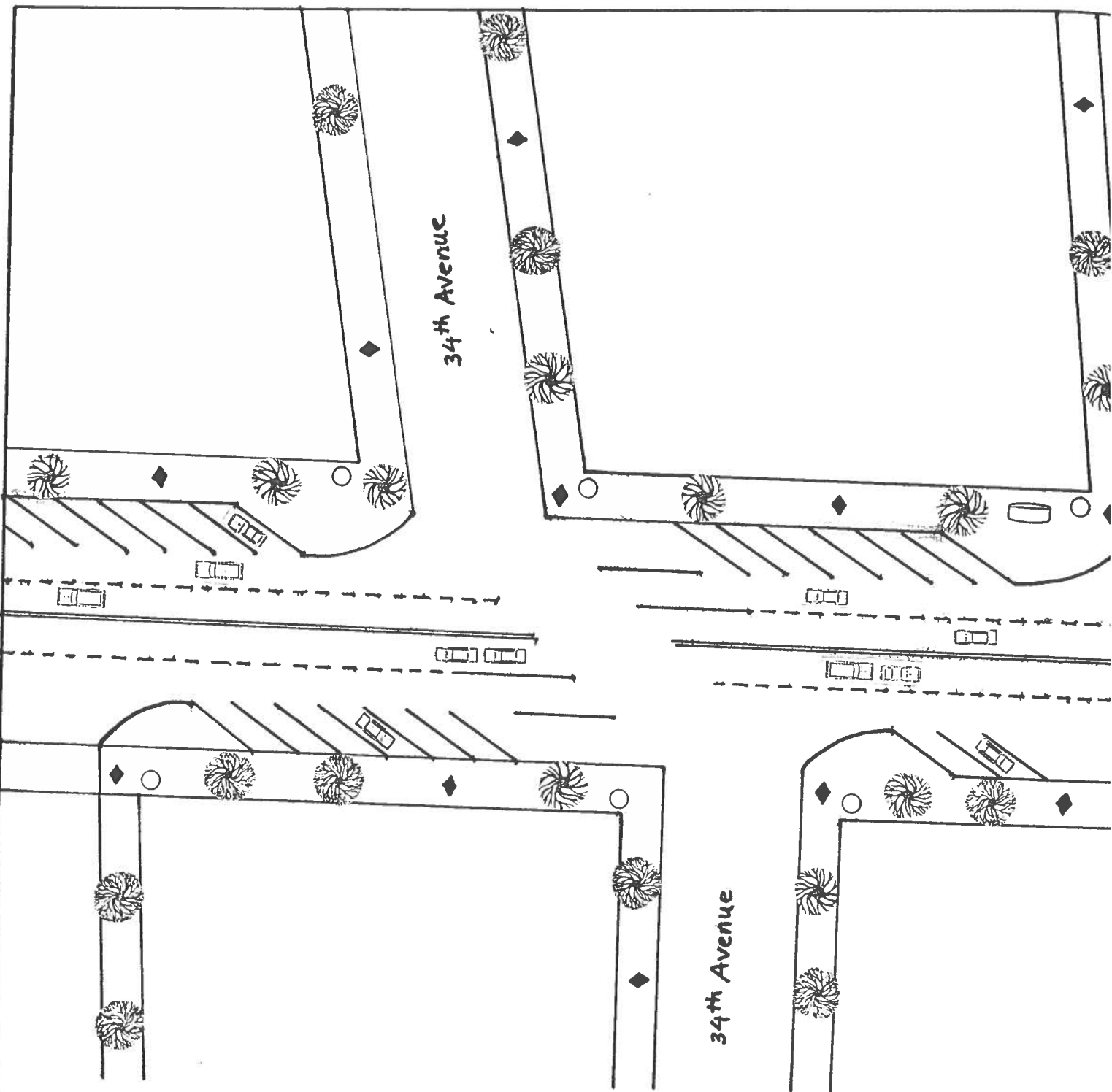
VERTICAL 1:40





FRUITVALE COMMERCIAL REVITALIZATION PLAN
Fruitvale/East 14th Intersection





FRUITVALE COMMERCIAL REVITALIZATION PLAN
East 14th Public Improvements

BART property. When the lots are full at peak hours, many patrons park on the streets surrounding the station. These people are potential patrons of Fruitvale establishments. Some effort must be made to divert them to East 14th Street.

To draw the interest of people in the station area, it is recommended that a combination of different elements be used to create a pathway, or connection between the station and East 14th Street. The proposed pattern of street lights, street trees and street furniture should be extended from East 14th Street down 35th Avenue and into the BART parking lot. This would create a pedestrian corridor, directing people on foot towards East 14th Street. At night, a line of street lights would direct people and signs at either end of the connection would guide people to their destinations.

Another, more dramatic, approach would be to close off one of the small streets which comes off East 14th Street and dead ends into East 12th. Doing so would create a pedestrian plaza/courtyard. Lighting and landscaping again should be used to lead people between the two ends of the connection. Blocking off the street would be attractive to business people who want to cater to a pedestrian-oriented clientele. A cafe or delicatessen with outdoor seating would fit in well between the BART transit node and the East 14th shopping area. Flower shops, newsstands, walk-away food establishments, and personal services all depend upon the impulse of foot travelers. Commuters using BART are also in need of special services, such as take home food, cleaners and convenience groceries. Creation of a courtyard area in close proximity to the BART station would serve as the link between BART passengers and the rest of the commercial district, which is not visible from the station. Either, or both of these suggestions should be implemented to help attract new people into the commercial district, by changing the impression that Fruitvale has nothing to offer BART riders other than a convenient place to park a car.

VI. BART Parking Structure

BART is presently undergoing a design for a parking structure at the Fruitvale BART station by completing a draft Environmental Impact Report.

This structure could set up opportunities for public improvements in the area and provide a clear visual linkage with East 14th and East 12th Streets. More importantly, it has the potential to support existing businesses economically by providing appropriate ground floor activities that can link the station with the rest of the commercial establishments. If the parking station is designed with underutilized sites and existing businesses along East 12th Street in mind, it will create two important commercial nodes/areas, BART/East 12th Street at one end and East 14th Street at the other. The placement of the structure on the site, located close to 34th or 35th Avenue, along with public improvements can begin to create a gateway for East 14th Street (see the Pedestrian Oriented Retail District designated on the East 14th Street Vision Map). Therefore, the design, location, orientation, and possible ground floor uses of this parking structure are critical elements that can enhance existing business establishments.

A parking structure at the Fruitvale BART station, if designed with sensitivity to the community, can help the area's economic vitality and perceptions of safety. If the structure is not designed within the community context, it will be a liability to the community by stimulating crime and blight. Therefore, it is critical that BART understand the goals brought forth in this report and work closely with the Fruitvale community throughout its design and review process.

Implementation

It is recommended that the public improvements be undertaken in three phases. Following is a listing of each element of the public improvement program, and the estimated costs during each phase. The phasing scheme reflects the relative priority of each improvement. In general, improvements in the section of E. 14th St., between 29th and 39th Avenues take precedence. Once all improvements are finished in that section, work on the remainder of Fruitvale's section of E. 14th St. and the BART/E. 14th St. should be undertaken. As a final phase, improvements should be made at the Fruitvale/Foothill intersection. In addition, by the third phase, it will be possible to tell if there will be support for closing a street link between E. 14th and E. 12th St., in order to create the pedestrian courtyard/plaza. The overall program of public improvements could be implemented over a period of 3-8 years, depending on the funding used (see Appendix A for the total cost schedule for each phase).

All of these proposals cost money, and any community activist will attest to the fact that cities never have money which is simply waiting for the right good proposal. It is important to have realistic expectations about finding sources of funding for these projects. In order to help residents who are interested in seeing these projects carried out, this study contains a brief discussion of the various possible sources of funding for these projects (described in more detail in Appendix A). Sometimes there is money which could be made available for a project, but a strong case must be made for the expenditure, since it would mean taking money from some other worthy project. However, since it will be rare to find money in great amounts, the recommended phasing schedule of these improvements is critical. By dividing the program into discrete chunks, City policy makers can see them as small bites which can be taken one at a time, rather than one large project which would swallow large portions of any available City-wide funds.

PART TWO: COMMERCIAL ZONING REGULATIONS

The Need for A New Commercial Zone Designation

Based on a study of the regulatory environment prevailing in Fruitvale and with a view toward the objective of commercial revitalization, it is recommended that the citizens of Fruitvale apply for a rezoning of the commercial thoroughfares at a) East 14th between Fruitvale and 38th Avenues, and b) the Fruitvale-Foothill intersection.

Existing zones C-30 and C-40 are currently in effect in the commercial areas of Fruitvale. These zones do not require design review for new development. Because this area is not subject to

design review, no guidelines are enforced. The results of the omission of any design plan for the area are evident in the eclectic array of signs and architectural forms along East 14th. Many of the buildings are aesthetically interesting and pleasing, but are in need of upkeep and regulation of signage. Rezoning is one answer to this problem, and, arguably, a very effective one.

Rezoning the subject areas of Fruitvale to a commercial zone specifically tailored to Fruitvale's needs, both as merchant and consumer, is advisable for the following reasons:

- 1) Zoning is an existing and well-established mechanism for unifying land use in a particular geographic area.
- 2) Zoning provides a legal method of enforcement for common practices agreed upon by residents of a community.
- 3) Zoning will serve as a blueprint for the objectives of the citizens of Fruitvale as they seek to improve the business environment in their community.

Elements of the Zoning Ordinance

A zoning ordinance has several sections which regulate the use, bulk and height of structures within the zone. Commercial Zones C-31 and C-27 have been used as templates for zoning ordinance C-32. Certain modifications have been made to these zones to customize a zoning ordinance for Fruitvale.

First, permitted and conditionally permitted uses and facilities are listed, followed by restrictions on ground level uses, convenience markets, fast food restaurants, businesses selling alcoholic beverages and electronic game arcades. All of the uses permitted in the C-31 zone have been allowed because the intention of this ordinance is not so much to limit uses, but subject them to certain guidelines under Design Review and the Sign and Facade Ordinances.

Section 9304 describes design review criteria:

a) That the proposal will help achieve or maintain a group of facilities which are well related one to another and which, taken together, result in a well-composed design, with consideration given to site, landscape, bulk, height, arrangement, texture, materials, colors, and appurtenances; the relation of these factors to other facilities in the vicinity; and the relation of the proposal to the total setting as seen from key points in the surrounding area. Only elements of design which have some significant relationship outside appearance shall be considered.

b) That the proposed design will be of a quality and character which harmonizes with, and serves to protect the value of, private and public investments in the area.

c) That the proposed design conforms in all significant respects with any applicable district plan or development control map which has been adopted by the City Council.

Because sections (a) and (b) are not specific, section (c) provides the opportunity to submit new development to criteria laid out in a neighborhood plan, in this case, the Fruitvale Commercial Revitalization Plan. This is where the teeth of the ordinance are found.

Use permit criteria have been added to zone C-32 to provide some guidelines for development beyond those described under Design Review in Section 9300. Please see the section headed **USE PERMIT CRITERIA** in the following draft ordinance.

Lot area, density and height are regulated in the next sections.

Finally, open space, buffering and planned unit developments are regulated and other ordinances cited where questions of nonconformance come up.

Finally, sign and facade improvement ordinances are included in this zone and referenced in another section of the City Zoning Ordinances to further expand the Neighborhood Commercial Revitalization (NCR) Plan as a mechanism of enforcement. If these elements are not adopted singly, or in conjunction with the NCR plan, they may be adopted as part of this zoning ordinance and enforced as part of C-32 guidelines.

Implementation

Rezoning applicants must follow the procedure outlined in Section 9500 of the Oakland Zoning Ordinance. A new ordinance may be initiated by a private party, the Commission or the Landmarks Board. The community may also decide to designate Fruitvale a Landmark zone, an option which should be considered.

Within 60 days after the application has been submitted with proper maps and payment of fees, the Planning Commission will hold a public hearing and make a decision on the application. The Commission will consider whether the existing zone or regulations are inadequate or contrary to the public interest, and may approve, modify, or disapprove the application. The Commission forwards its decision to the City Council, who will set a date for consideration. The City Council will vote on the case within 30 days after its first hearing.

COMMERCIAL ZONE C-32: NEIGHBORHOOD COMMERCIAL THOROUGHFARE

TITLE, PURPOSE, AND APPLICABILITY

To create the conditions for a pedestrian-oriented, thriving commercial thoroughfare on East 14th Street in Fruitvale from Fruitvale Avenue to 39th Avenue; to improve facades, street landscaping and furniture for an overall upgrading of appearance.

All new commercial development will be subject to **Design Review** pursuant to Section 9300 of the City of Oakland Zoning Ordinance.

DESIGN REVIEW IS REQUIRED FOR CONSTRUCTION AND ALTERATION

PERMITTED ACTIVITIES

- (a) Residential Activities:
 - Permanent
 - Semi-Permanent

- (b) Civic Activities:
 - Essential Service
 - Limited Child Care
 - Nursing Home
 - Community Assembly
 - Community Education
 - Non-Assembly Cultural
 - Administrative
 - Health Care

- (c) Commercial Activities:
 - Convenience Sales and Service
 - Medical Service
 - General Retail
 - General Personal Service
 - Consultative and Financial Service
 - Consumer Laundry and Repair Service
 - Administrative
 - Business and Communication Service
 - Retail Business Supply

CONDITIONALLY PERMITTED ACTIVITIES

The following activities, as described in the USE CLASSIFICATIONS at Section 2200, may be permitted upon the granting of a conditional use permit pursuant to the CONDITIONAL USE PERMIT PROCEDURE at Section 9200:

- (a) Civic Activities:
 - Residential Care
 - Utility and Vehicular
 - Extensive Impact

- (b) Commercial Activities:
 - General Food Sales
 - Convenience Market
 - Fast-Food Restaurant
 - Alcoholic Beverage Sales
 - Mechanical or Electronic Games, subject to the provisions of Section 7023
 - Group Assembly
 - Automotive Fee Parking
 - Animal Care

- (c) Agricultural and Extractive Activities:
 - Plant Nursery
 - Crop and Animal Raising

- (d) Off-street parking serving activities other than those listed above, subject to the conditions set forth in Section 7011.

- (e) Additional activities which are permitted or conditionally permitted in an adjacent zone, on lots near the boundary there are subject to the conditions set forth in Section 7012.

PERMITTED FACILITIES

- (a) Residential Facilities:
 - One-Family Dwelling
 - Two-Family Dwelling
 - Multi-Family Dwelling
 - Rooming House

- (b) Nonresidential Facilities:
 - Enclosed

- (c) Signs:
 - Residential
 - Special
 - Development
 - Realty
 - Civic

Business

CONDITIONALLY PERMITTED FACILITIES

The following facilities, as described in the USE CLASSIFICATIONS at Section 2200, may be permitted upon the granting of a conditional use permit pursuant to the CONDITIONAL USE PERMIT PROCEDURE at Section 9200:

- (a) **Nonresidential Facilities:**
 - Open, limited to the following:
 - Off-street parking and loading facilities
 - Open-air dining facilities
 - Parks and plazas
 - Sidewalk cafes

RESTRICTIONS ON GROUND-LEVEL USES

- (a) **Parking and Loading at Ground Level.** No off-street parking or loading area or driveway shall be located on any portion of the ground level of any lot except upon the granting of a conditional use permit pursuant to the CONDITIONAL USE PERMIT PROCEDURE at Section 9200.
- (b) **Non-Retail Uses on the Ground Floor.** No Residential activity.

SPECIAL REGULATIONS APPLYING TO CONVENIENCE MARKETS, FAST-FOOD RESTAURANTS, AND CERTAIN ESTABLISHMENTS SELLING ALCOHOLIC BEVERAGES OR PROVIDING MECHANICAL OR ELECTRONIC GAMES

(See 7023)

USE PERMIT CRITERIA

- (a) That the proposal will contribute to an integrated pedestrian thoroughfare.
- (b) That the proposal will conform to a unified design theme as described in the Facade and Signage Guidelines.
- (c) That the proposal will conform in all significant respects with any applicable district plan which has been adopted by the City Council.
- (d) That the proposal will not interfere with the movement of people along an important pedestrian street.

LIMITATIONS ON SIGNS, MARQUEES, AND AWNINGS

(See separate Signage and Facade Guidelines)

MINIMUM LOT AREA, WIDTH, AND FRONTAGE

Every lot containing a Residential Facility shall have a minimum lot area of 4,000 square feet and a minimum lot width of 25 feet, except as a lesser area or width is allowed by Section 7050. No minimum lot area or lot width is prescribed for any lot which does not contain a Residential Facility. Every lot shall have a minimum frontage of 25 feet upon a street, except as this requirement is modified by Section 7051.

MAXIMUM RESIDENTIAL DENSITY

Residential uses shall be subject to the same maximum density and other, related regulations as set forth in Section 3815 for the R-70 Zone.

MAXIMUM HEIGHT

Except as otherwise provided in Sections 7071 and 7075, the maximum height of buildings and other facilities shall be 45 feet. However, the height of facilities shall be further limited, as R-30, R-35, R-40, or R-50 Zone. See Section 4413 for maximum height of facilities within minimum yards and courts.

MINIMUM YARDS AND COURTS

No yards or courts are generally required except as indicated below. The following minimum yards and courts shall be provided unobstructed except for the accessory structures or other facilities allowed therein by Section 7090:

- (a) **Front Yard.** A front yard shall be provided, as prescribed in Section 7078, in certain situations where part of the frontage on the same side of a block is in a residential zone.
- (b) **Side Yard-Street Side of Corner Lot.** A side yard shall be provided as prescribed in Section 7081, on the street side of a corner lot in certain situations where a lot to the rear of the corner lot is in a residential zone.
- (c) **Side Yard-Interior Lot Line.**
 - 1. A side yard shall be provided along an interior side lot line, when and as prescribed in Section 7082, for Residential Facilities.
 - 2. A side yard shall be provided along an interior side lot line lying along a boundary of certain other zones.
- (d) **Rear Yard.**

1. A rear yard with a minimum depth of 10 feet shall be provided for all Residential Facilities, except as a lesser depth is allowed by Section 7086.

2. A rear yard shall be provided, as prescribed in Section 7085, along a boundary of any of certain other zones.

(e) **Courts.**

On each lot containing a Residential Facility, courts shall be provided when and as required by Section 7087.

MINIMUM USABLE OPEN SPACE.

Usable open space shall be provided for Residential Facilities in accordance with the same requirements as are set forth in Section 3821 for the R-70 Zone.

BUFFERING

All uses shall be subject to the applicable requirements of the BUFFERING REGULATIONS at Section 7100 with respect to screening or location of parking, loading, and storage areas; control of artificial illumination; and other matters specified therein. See also Section 4407.

SPECIAL REGULATIONS FOR MINI-LOT AND PLANNED UNIT DEVELOPMENTS.

(a) **Mini-Lot Developments.** In mini-lot developments, certain of the otherwise applying to individual lots in the C-27 Zone may be waived or modified when and as prescribed in Section 7038.

(b) **Planned Unit Developments.** Large integrated developments shall be subject to the PLANNED UNIT DEVELOPMENT REGULATIONS at Section 7800 if they exceed the sizes specified therein. In developments which are approved pursuant to said regulations, certain uses may be permitted in addition to those otherwise allowed in the C-27 Zone, and certain of the other regulations applying in said zone may be waived or modified.

OTHER ZONING PROVISIONS.

(a) **Parking and Loading.** Off-street parking and loading shall be provided as prescribed in the OFF-STREET PARKING AND LOADING REQUIREMENTS at Section 7500.

(b) **Home Occupations.** Home occupations shall be subject to the applicable provisions of the HOME OCCUPATION REGULATIONS at Section 7300.

(c) **Nonconforming Uses.** Nonconforming uses and changes therein shall be subject

to other NONCONFORMING USE REGULATIONS at Section 7400.

- (d) **General Provisions.** The general exceptions and other regulations set forth in Section 7000 through Section 7039, inclusive, shall apply in the C-27 Zone.

PART THREE: SIGN REGULATION

The Need for a Sign Ordinance

Signs, of all forms, create one of the first impressions a visitor has of an area. To a driver, signs are clues of where to shop, where to turn, and whether to drive quickly or slowly. They also determine the character of an area - the signs in Las Vegas or on Time Square indicate very different purposes from signs on College Avenue in Oakland.

The purpose of signs is to display information, and while a single sign may do so adequately, shop owners and advertisers think that the more signs, the better the advertising. The fact is that studies have shown that there is a limit to the number of signs a driver or a pedestrian can read as they move down the street. Beyond that limit, drivers are overloaded and they stop looking at the signs. They may accidentally drive past what they are looking for or be forced to make quick turns or U-turns which create safety hazards. By reducing the number of signs in an area and increasing their legibility, a shop owner will receive more productive advertising for his dollar. Of course, no single shop owner can improve his sign area and have any effect - it must be done on an area-wide basis, with full cooperation of all business persons.

Both of the major commercial areas in Fruitvale, East 14th Street and the Fruitvale/Foothill Intersection have fallen victim to the "more signs the better" mentality. Signs are painted onto buildings, windows and brick work; they project out from roof tops and facades, and they disguise formerly beautiful buildings. Many signs do not advertise the business on the premises and others advertise "sales" or "grand openings" which are long over. Peeling paint, falling letters, and signs so dirty they almost cannot be read, are visible everywhere.

Unfortunately, this situation is happening across the City of Oakland. Only a few areas including Rockridge and Montclair have taken sign control into their own hands and have succeeded at creating attractive and profitable commercial areas. If Fruitvale wishes to make its commercial areas vital again, it must distinguish itself from other commercial areas in Oakland, particularly those along the East 14th Street corridor. Any sign regulation should cater to the needs and character of the Fruitvale neighborhood as distinct from other parts of the City.

The purpose of this section is to provide the Fruitvale neighborhood with enough background information to be able to write its own sign ordinance, as well as provide the residents and businesspersons with a draft ordinance which can be modified to satisfy all parties involved.

Elements of the Sign Ordinance

I. Goal Statement

The Fruitvale sign ordinance should begin with a statement of purpose and goals. The Fruitvale ordinance may be written as a response to the extremely permissive Oakland sign ordinance and the excessive and inappropriate signage that presently exists in the Fruitvale neighborhood. Its goal may be to distinguish Fruitvale from the rest of East 14th Street and create a more pleasant street

atmosphere.

II. Definitions

Any successful sign ordinance should differentiate between the different types of signs and their regulations. Two types of signs with the same advertising area may impact the street in different ways. In the high density local-serving subdistrict, a free standing pole sign may be completely inappropriate, while it may be an attractive addition to the auto-oriented subdistrict. Some types of signs which may want to be addressed in the Fruitvale sign ordinance are:

Wall Sign	Free Standing	Rooftop Sign
Projecting Sign	Ground Sign	Window Sign
Awning/Canopy Sign	Pole Sign	Billboard

III. Regulations

Any sign ordinance can, at a minimum, address the following characteristics:

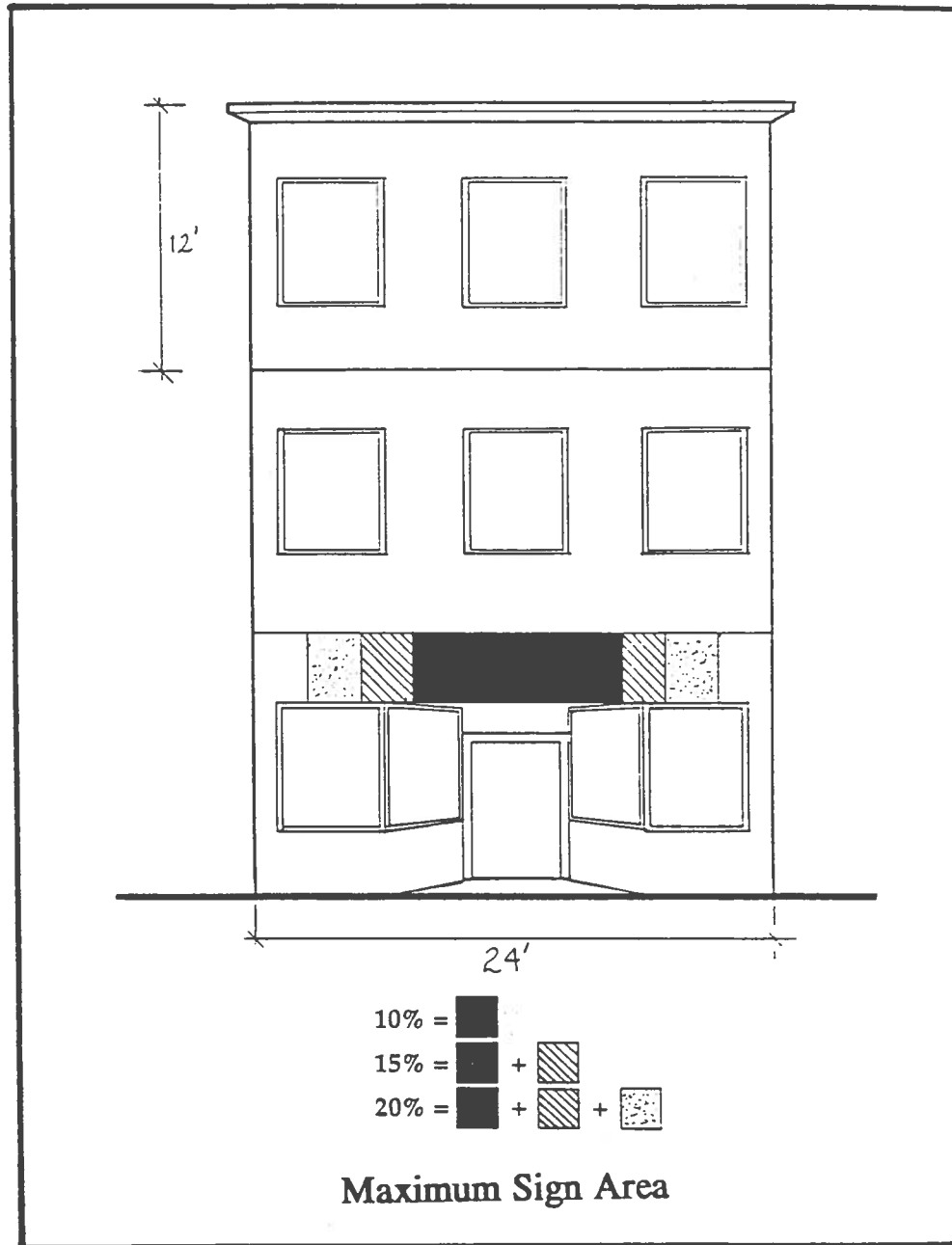
Size	Lighting
Location	Materials
Legibility	Color

Size

The maximum allowable sign area is perhaps the most critical element of a sign ordinance. Presently the Oakland ordinance allows a 75 square foot sign for all civic and business activities. While 75 sf. may be reasonable, or even restrictive, for some businesses (such as large auto dealers), it may be excessive for others (such as small clothing shops or restaurants). What is needed is a sign ordinance which bases size on characteristics of the place where it is to be posted. Some issues can be used to determine the appropriate size are:

Building Size	Type of Activity
Lot Size	Area Character
Road Frontage	Number of Floors
Facade Area	

As an example, the draft ordinance uses first floor facade area as the determinant of wall sign size. In this draft, 15% of the facade area is allowed to be covered with signage. The 15% figure is based on a series of drawings and is most applicable to the High Density Local Serving subdistrict where more sedate signs which have use for both drivers and pedestrians is appropriate. In the other districts, a much less restrictive percentage should be used. The exact percentage of coverage is an issue which needs to be discussed between residents and business persons.



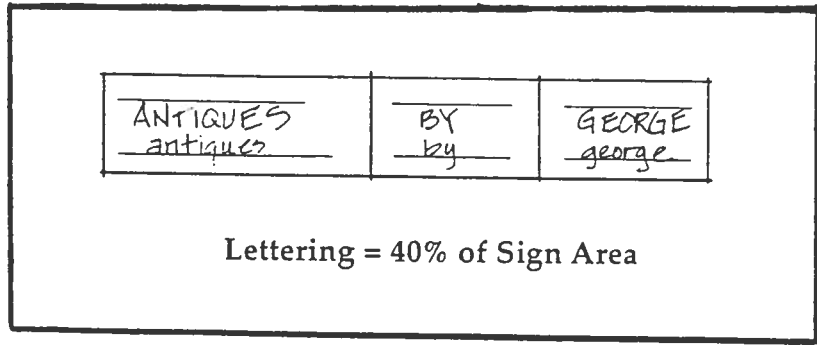
Location

Signs should be located where they do not detract from the architectural character of the buildings. Presently, many signs cover beautiful architectural details such as cornice lines and tile work. The Fruitvale sign ordinance should limit where signs can be placed in order to bring out the richness of the buildings on the street.

Legibility

Ultimately, the purpose of the sign ordinance is to allow for signs which are easily read and attractive. There should be a limit on the percentage of graphic coverage of a sign, as well as the

number of different styles of type used. For a sign to be legible, a certain amount of background area is needed - in the draft ordinance, only 40% of the allowable sign area can be covered with graphics, this includes letters, figures, and drawings. Signs which have no backgrounds, i.e., letters attached directly to a building, should only be as large as the amount of graphic coverage allowed. Otherwise, all signs would just be letters because a business person could get the most advertising area in this way. On the issue of type style, some advertising experts believe that when more than two styles are used, the sign becomes very difficult to read. The Fruitvale neighborhood must decide whether limiting the number, as well as styles, of type is worthwhile given the character of the area.



IV. General Limitations

The general limitations are issues which apply to all signs, not based on the type of sign. This is where the issue of color, lighting, and materials may be discussed, along with larger goals, such as preserving the architectural integrity of the buildings.

V. Amortization

In order for the sign ordinance to be successful, business persons must be given the incentive to change and improve their signs. It is possible, under California law, to set an amortization period for nonconforming graphics. The amortization period assumes that a community can require the removal or modification of a nonconforming sign after a designated period of time.

VI. Enforcement

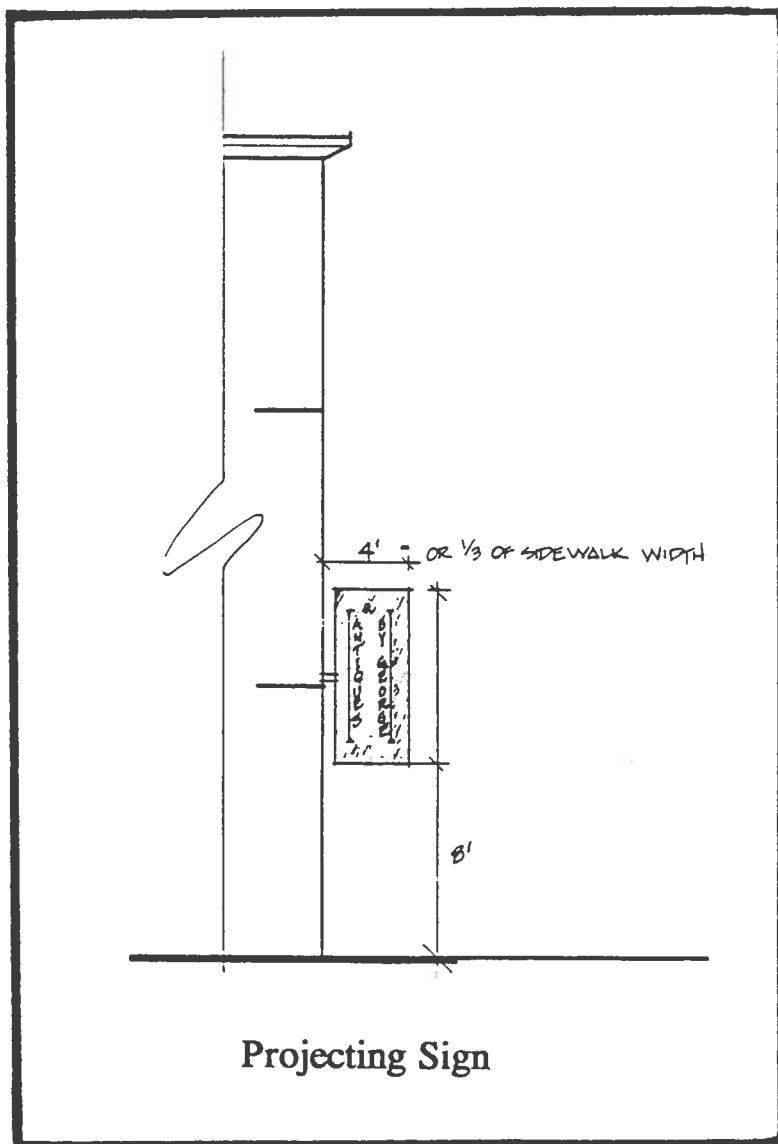
The sign ordinance should be clear enough that Oakland Planning Department staff are able to use and enforce it. This includes the time when the businesspersons apply for a permit to construct the sign, as well as later, when Code Enforcement officials want to make a business remove an illegal sign. The means to determine allowable sign area, location, and material, etc. must be easily understandable and reasonable. Since the sign ordinance is a law, summons to appear in court can be written for violations and reasonable fines can be given by an officer of the court to violators. The courts of the City of Oakland are busy, however, and a judge may be displeased to see petty sign violations appearing frequently. For this reason, a local body, such as the Merchants

Association, may wish to handle the issue of enforcement.

The following is a **draft** sign ordinance which can be used as a basis for creating a Fruitvale sign ordinance. The draft was written using the High Density Local Serving subdistrict and Fruitvale/Foothill intersection as the focus. Any sign ordinance should treat these areas differently from the Auto Oriented and Large Parcel subdistricts or it will be as unresponsive to changing character and needs as the existing Oakland sign ordinance is. A book that would be useful in constructing the ordinance is Street Graphics by William R. Ewald, Jr., published by the American Society of Landscape Architects Foundation in Washington, D.C. (1971).

Implementation

This ordinance may be adopted as one element of the zoning ordinance which is proposed in this report and put into effect as part of the City's zoning regulations. As an alternative, this ordinance may be implemented, after its adoption by City Council, as a document which stands alone in its application to Fruitvale.



SIGN ORDINANCE

In realization that excessive and inappropriate signage can dramatically impact the appearance, liveability, and viability of commercial areas of the City and that all commercial areas of the City are not the same, the following sign regulations have been developed. The purpose of regulating street graphics is to create a legible streetscape which is sensitive to the unique character of different areas of the City. These graphics shall be: 1) Compatible with their surroundings, 2) Appropriate for the type of activity which they represent, 3) Expressive of the individual proprietors, and 4) Legible in the circumstances in which they are seen.

Definitions

- I. Wall Signs - Signs which are directly attached to, or pinned no more than 12 inches away from, yet parallel to, a wall surface.
- II. Projecting Signs - Signs which are not parallel to any wall surface upon which they are posted.
- III. Free Standing Signs - Signs which are not attached to any building structure.
- IV. Ground Signs - Free Standing signs which are placed directly upon the ground.
- V. Pole Signs - Free Standing signs which are placed upon poles.
- VI. Roof Signs - Signs which are placed above the top floor cornice line, or projected cornice line where none exists.
- VII. Window Signs - Signs placed in, or on, any window surface.
- VIII. Awning/Canopy Signs - Signs placed in, or on, any awning/canopy surface.

Regulations

a) Wall Signs

The maximum aggregate area of the display surface of all business or civic signs shall be no more than 15% of the first floor nonresidential facade area facing the commercial street.

Where more than one business operates from a building, each business shall be permitted a sign no greater than 15% of the first floor facade area of the individual business facing the commercial street.

A business operating from above the first floor shall be permitted to post a 2 sf. plaque near its street level entrance and a 1 sf. sign in a window facing the street. Such signs shall be indirectly illuminated.

b) Projecting Signs

Projecting signs shall not be permitted on structures less than 20 feet in height.

The maximum aggregate area of a single display surface shall be no more than 20 sf.

Projecting signs shall clear the sidewalk by a minimum of 8 feet and shall project no more than 4 feet from the building, or 1/3 of the sidewalk width, which ever is less. Any projecting sign shall be pinned a minimum of 6 inches from the wall and shall extend no higher than the middle of the second story.

No more than one projecting sign shall be permitted on a property.

c) Freestanding/Ground and Post Signs -

On commercial lots with greater than 100 linear feet of road frontage along a commercially zoned street and which contain businesses with front yard parking areas, one free standing ground or post sign shall be conditionally permitted.

Ground signs shall have a maximum aggregate area of 20 sf., with a maximum height of 4 feet, and a minimum 10 foot setback from the right of way. They shall not be placed where they interfere with the vision of drivers and pedestrians or where a traffic hazard exists or may be caused.

Post signs shall have a maximum aggregate sign area of 40 sf., a maximum height of 25 feet, and a minimum 10 foot setback from the right of way and 20 feet from adjoining property.

d) Roof Signs -

Roof signs shall be prohibited.

e) Window Signs -

The graphic coverage (i.e. non-background coverage) on any window shall be no more than 40% of the maximum aggregate wall sign area permitted on the business. The graphic coverage area multiplied by 2.5 shall be subtracted from the total wall sign area permitted for the business.

No greater than 15% of the window area shall be covered with signage.

f) Awnings/Canopy Signs -

The graphic coverage (i.e. non-background coverage) on any awning or canopy shall be no more than 40% of the maximum aggregate wall sign area permitted. The graphic coverage area multiplied by 2.5 shall be subtracted from the total wall sign area permitted for the business.

g) Temporary Signs - Additional wall, window, or awning/canopy signs shall be permitted on a limited 2 week basis to advertise a sale or special occasion. Banners, flags, and streamers and other similar advertising apparatus shall be considered temporary signs subject to the same time limitation.

General Limitations

Under no circumstances shall the sum of all sign areas on a property exceed 20% of the first floor nonresidential facade area facing the commercial street.

Businesses operating on corner properties which do not abut residential zones shall be permitted 80% of the total aggregate sign area calculated for all sides located on a commercial street.

Businesses operating on corner properties which abut residential zones shall be permitted the total sign area for the side located on the single commercial street. This sign area may be distributed on both street sides of the structure provided that they throw no illumination or cause any undue impact on the residential areas.

No signs shall cross or cover significant architectural details, including, but not limited to ground level cornices, windows, shutters, columns, pilasters, transepts. No signs for a business at the ground level (except projecting signs) shall be permitted above the first floor cornice line or projected cornice line where none exists.

All signs shall be sensitive to the architectural integrity of the building and its context within the surrounding area.

No signs (except window signs) shall be painted directly upon the surface of the building.

Flashing or moving signs shall be prohibited.

No permanent signs shall be posted on street furniture such as bus stops or trash receptacles.

Amortization

All businesses must conform with this sign ordinance within 3 years of the approval of this ordinance.

Although no grandfather clause is included with this ordinance, relief may be granted where an existing nonconforming sign significantly contributes to the historical or architectural significance of the structure on which it is posted.

Enforcement

Prior to closure of the building permit file, the building inspector or his equivalent shall inspect the newly installed sign. He shall photograph the property for future reference.

-Violation procedure: Code enforcement official shall send property owner a letter stating

the nature of the violation. A reasonable period of time shall be allowed to abate the violation. Failure to abate shall result in court proceedings resulting in up to a \$500 fine.

PART FOUR: FACADE IMPROVEMENT PROGRAM

The Need for A Facade Improvement Program

A Facade Improvement Program for the Fruitvale District could promote commercial revitalization in the area. By providing facade improvements, businesses establishments in the commercial districts benefit from the financial and technical assistance. The results of a successful program would promote pedestrian traffic and increase patronage for the businesses. A well written program with all the important components of eligibility, technical design assistance, and financing can be developed with adequate research of other facade improvement programs and an assessment of available resources. However, a facade improvement program cannot succeed without a context in which to work such as a comprehensive neighborhood and commercial revitalization plan. The Design Review component (final approval or disapproval of changes to a storefront), Zoning Proposals, and Sign Ordinance will work in conjunction with the Facade Improvement Program to implement changes toward commercial revitalization. The program is also dependent upon several critical implementation factors.

Elements of a Facade Improvement Program

I. Program Objectives/Goals:

Although a facade program would be beneficial for all of Oakland, phasing such a program for implementation is essential to its success. Therefore, focusing a facade program in the Fruitvale District could act as a pilot program for a larger facade improvement program. Due to Oakland's lack of funding for its community development districts, a program focusing on East 14th Street and East 12th Street, between Fruitvale Avenue and 38th Avenue, and the intersection of Fruitvale Avenue and Foothill Blvd are priority areas for this revitalization plan and could used as a model for implementing the facade program in other commercial blocks within and outside the Fruitvale District.

Depending on the goal of the program, there are two overlapping elements the program can focus on, historic preservation and economic development. The area of East 14th Street between Fruitvale Avenue and 38th Avenue have been defined based on revitalization efforts for economic development needed for district. However due to the substantial amount of historical buildings along East 14th Street and at the intersection of Fruitvale Avenue and Foothill Blvd, historic preservation elements should be part of the program.

For Facade Improvement Programs, certain components are essential to identify and specify; eligibility, financial assistance, design assistance, design guidelines, and design review.

Other programs permit funds for other improvements such as energy conservation and security systems. A program for Fruitvale should consider specific terms for improvement used for security systems due to the perception of crime in the area.

Implementation

I. Recommendations

City of Oakland Inter-agency Commitment:

For any type of facade improvement program to work in Oakland, it is critical that the program have "inter-agency" commitment and support. As Robert Dobruskin and David Guyer rightly emphasize,

It (a facade improvement program) cannot operate in a vacuum and cannot expect to "go it alone" without the cooperation and assistance of other agencies. Such assistance and cooperation does not guarantee the success of any program, but the complexities and problems of starting a new program can be mitigated by cooperation.

Support of the Merchants Association, Neighborhood/Community Organizations:

Due to a significant amount of small businesses in the Fruitvale area, it is important to realize the lack of understanding these businesses may have in the city's political process, a process in which a facade improvement program would exist. Therefore, it is important that the Fruitvale Merchants Association, District Council, Oakland Community Organizations, St. Elizabeth Organization, Spanish Speaking Unity Council, and Spanish Speaking Citizens Foundation work together to support these individual business tenant or owners and show them how to effectively deal with the city bureaucracy and agencies. Special attention and aid may be necessary for these small businesses.

Financing:

Financing is another element that is important to the success of the program. Sources of funding such as Office of Economic Development and Employment's NRP Program, city-raised bond issues, corporate and foundations should be tapped. Additionally, financial commitment from the Community Development Block Grant funds and funds from local development corporations or Merchants Association would help ensure the success of the program. A comprehensive study on the financing of this Facade Improvement Program is a necessary next step.

Continual Promotion of the Program:

A Facade Improvement Program must be promoted to city agency officials, to neighborhood business districts, and to residents of Fruitvale.

The program must be mentioned in promotional literature available at many locations. It must be touted as a key to a revitalization project.

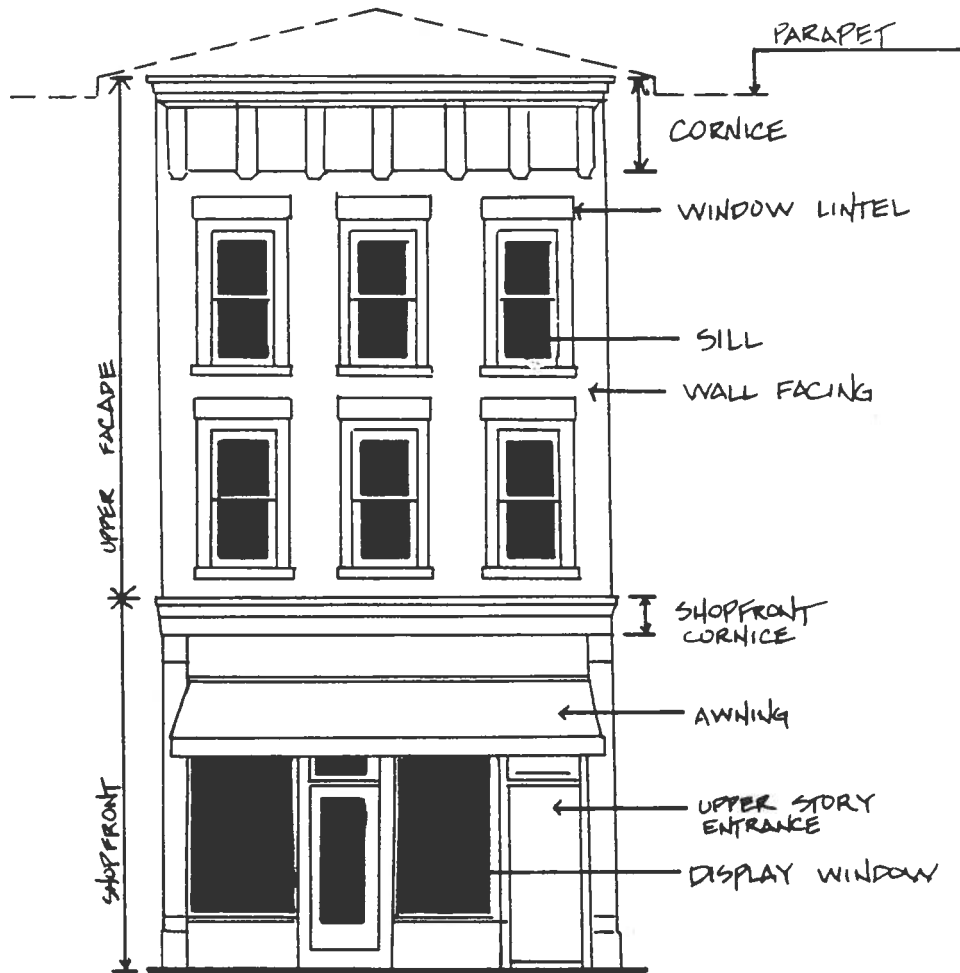
In Fruitvale, it is important that the promotional literature, application forms, and directions of the process be available in various languages due to the diverse population.

Complementary to Other Regulations:

As the study states, the design review process is probably the most important element in a facade improvement program, because this stage will approval or disapproval any changes to a storefront. Additionally, Zoning Regulations, which include ordinances for signs, and Building Codes will affect the ability to implement changes. Therefore, it is critical that a Facade Improvement Program for Fruitvale work in conjunction with the Design Review Component, Zoning Proposals, and Sign Ordinances, while still comply to Building Regulations.

II. Program Description

The following is a draft for a Facade Improvement Program that the community can use as a basis for a program for Fruitvale's commercial areas. The community can take this and tailor it to meet the specific needs (refer to Appendix B for other programs as reference).



FACADE IMPROVEMENT PROGRAM

I. Introduction

The Facade Improvement Program is a component of the commercial revitalization process of the Fruitvale neighborhood plan. A Facade Improvement Program for Fruitvale can assist in promoting commercial revitalization in the area by preserving and restoring existing building storefronts. Financial and technical assistance will be provided for businesses participating in the program.

II. Eligibility

A. Applicants:

Owners and tenants (with owner written consent) of ground level commercial/retail property in the following commercial areas may apply.

- East 14th Street between Fruitvale Ave and 38th Ave
- East 12th Street between Fruitvale Ave and 38th Ave
- Intersection of Fruitvale Ave and Foothill Blvd

In cases where free standing franchise business apply, each case will be reviewed on an individual basis as to eligibility to participate in the program. Applicants complying with the program's design guidelines and working with the Merchants Association will have significant bearing on acceptance into the program.

No official or employee of the City of Oakland shall be eligible to participate in the program.

B. Improvements:

Improvements under the Facade Improvement Program may include: complete facade renovation, new signs, graphics, windows, doors, awnings, and certain types of passive security systems.

Improvements to any facade exposed to public view from vantage points commonly used by shoppers in the district shall be eligible for program assistance. However, phasing of the Facade Improvement Program will be prioritized as 1) ground floor storefronts on East 14th Street, 2) establishments fronting East 12th Street, and 3) second floor facades on East 14th Street. If the building has significant architectural and historical elements (see identified buildings listed _____), other stories may be included as priority 4.

All proposed improvements and rehabilitation work will be subject to design review and approval of the (____ Designated Fruitvale Board____). The improvements must conform to all City of Oakland Zoning, particularly to the proposed Fruitvale Zone, and Building Code Regulations.

III. Financial Assistance

A financial structure must be further designed by exploring the application of matching grant programs with a maximum amount allotted. This is currently being provided in the City of New York's Facade Improvement Program. Other recommendations include tax incentive programs where individual property owners invest a percentage of their assessed value in building improvements or property owners invest a percentage of that assessed value towards a general fund for facade improvements. An Assessment District could also be created in which owners of the district could be given tax breaks for participating in the program.

A long term goal (perhaps in six years) of a Fruitvale Facade Improvement Program could be a self taxation mechanism for a Business Improvement District.

Loan programs are also a possibility but require repayment with interest. CDBG funds may be difficult to acquire due to the competitive nature of those funds in the Fruitvale District.

IV. Technical Design Assistance

Participants of the program can select an architect on a list recommended by the (___ Fruitvale Board___). The architect must comply with design parameters and with financial criteria, the set amount allotted for architectural and design assistance.

V. Design Guidelines

- Changes and additions should be compatible with the original design of the building.
- Original details and materials are to be maintained wherever possible, particularly for historical buildings.
- Signs should comply to all restrictions within the Sign Ordinance
- Awnings can be attractive improvements for a storefront and are good location for the store's name or logo. Providing shelter from the sun and rain, cloth and vinyl awnings are recommended. Metal or wood type awnings should not be allowed. Awnings should be not less than seven feet above grade and should be installed against the building. All awnings should be authorized by(___ Fruitvale Board___).

VI. Design Review (see the zoning section for process description)

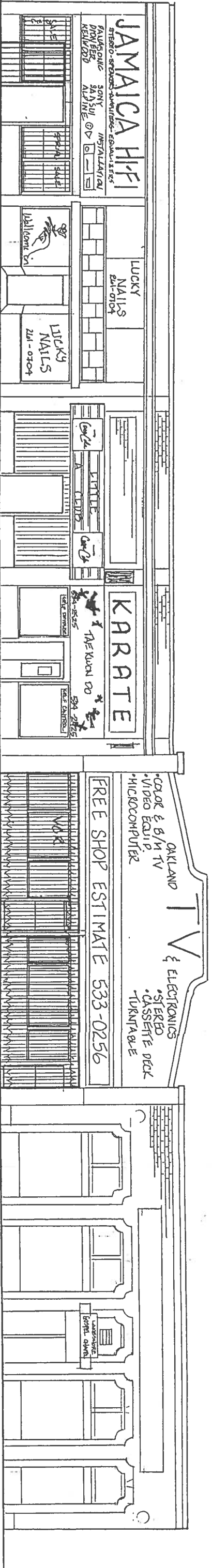
VII. Description of the Application and Financing Process

1. The owner or tenant submits the completed application for assistance to the Fruitvale Facade Improvement Program under (___ Fruitvale Board ___);
2. In consultation with the applicant, the chosen architect recommended by the (___ Fruitvale Board ___) prepares and presents a preliminary design and cost estimates for the applicant;
3. The applicant prepares final plans and specifications and obtains firm competitive bids from contractors to be selected by the applicant;
4. The (___ Fruitvale Board ___) will review the application. Upon approval of the plan by the (___ Fruitvale Board ___), a letter will be sent to the applicant.
5. Upon satisfactory completion of the proposed facade improvement as certified by the (___ Fruitvale Board ___) and receipt of all invoices for expenditures made by the applicant in carrying out the work, the (___ Fruitvale Board ___) will issue a check reimbursing the applicant for ___% and a maximum amount for \$_____.

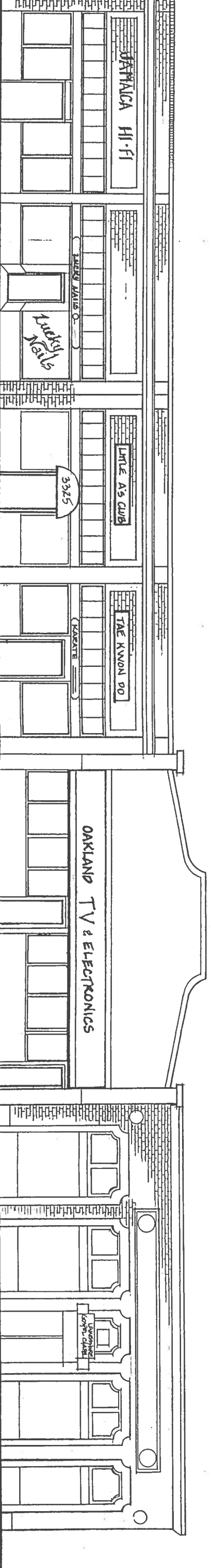
West Side - Foothill Blvd

33rd to 34th Ave

Existing Elevation



Proposed Elevation



PART FIVE: MARKET ANALYSIS

The Need for a Market Analysis

The summary of the market analysis presented in this section reviews several commercial areas in the San Antonio and Fruitvale Community Development Districts. A larger geographical area was targeted for the market analysis because it provides a realistic assessment of the prospects for the type of commercial development that may be undertaken in the Fruitvale neighborhood. The goal of the market analysis was to identify potential uses that may be targeted for commercial development in the San Antonio and Fruitvale Community Development District areas. For the purpose of the Fruitvale report, the market analysis served to assist representatives of the Fruitvale Community Development District area, the University-Oakland Metropolitan Forum, and the Fruitvale Urban Design Studio class to identify catalyst project(s) for Fruitvale's commercial areas, especially along the East 14th Street commercial area. Another objective of the market analysis was to assist the San Antonio Community Development Corporation and the East Bay Asian Local Development Corporation to identify specific commercial uses for several joint development mixed-used housing and commercial projects along East 14th Street.

The purpose of the market analysis was to assess the existing and potential buying power of residents from a geographical area, known as a trade area. The market analysis is divided into two components. One component is an analysis of the existing commercial uses and sites in a targeted area. The second component is the analysis of existing and potential customers within the targeted trade area. The market analysis looks at the existing commercial uses and sites within the trade area, and matches this to how much money is being spent in the commercial areas. By matching this information, the analysis helps to identify what types of commercial uses may be lacking and may be supported by the existing and projected population.

Elements of a Market Analysis

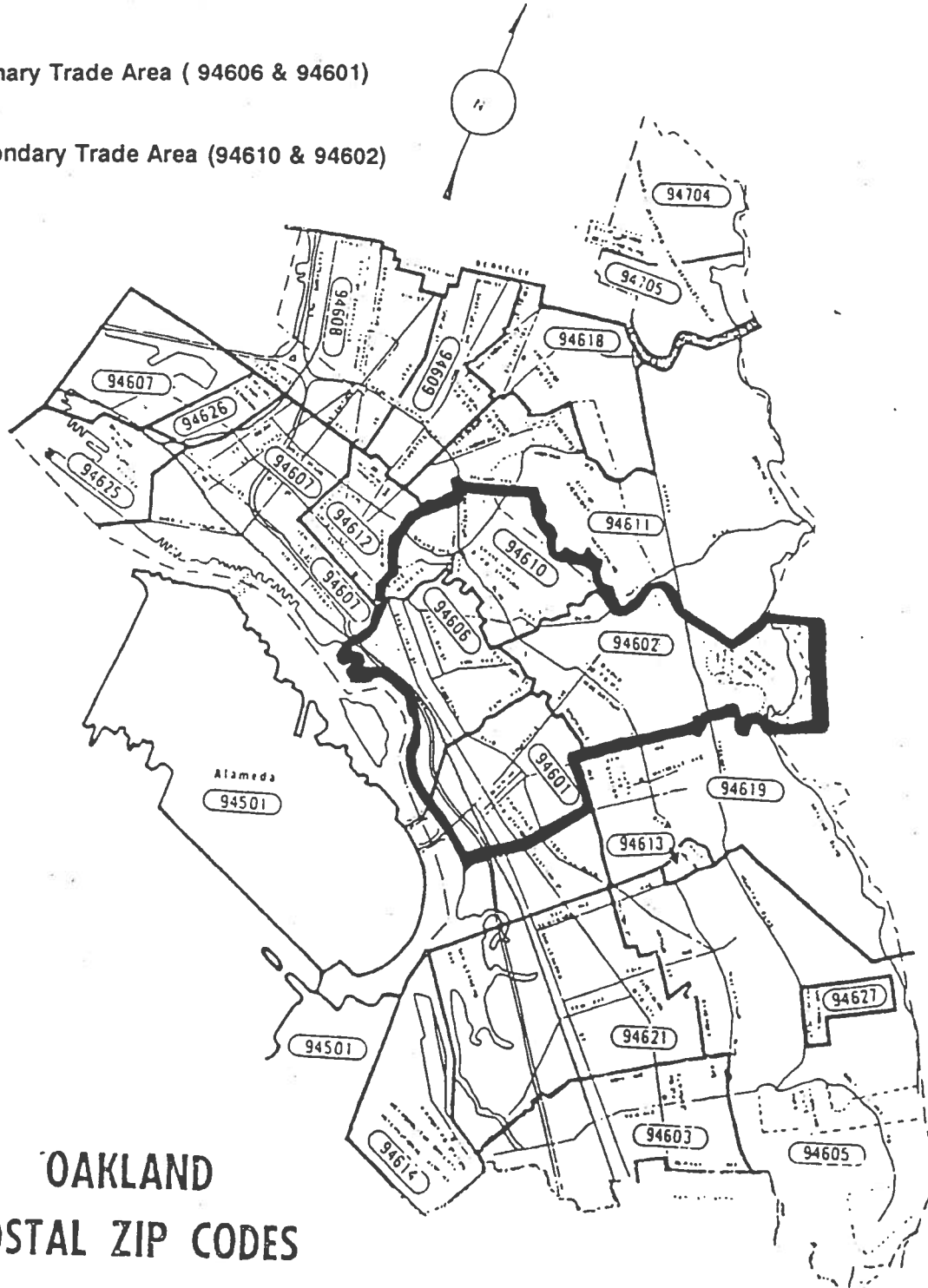
I. The Trade Area:

A trade area is a geographical area from which people are willing to travel from home or work to shop on either a daily or weekly basis. The trade area studied for this market analysis is the area covering the San Antonio and Fruitvale neighborhoods. A primary and secondary trade area was delineated based on distance and willingness of potential customers to shop in the four commercial areas reviewed for this study (see map 1). The primary trade area is located in the southern areas of San Antonio and Fruitvale made up of the two zip code areas of 94606 and 94601. The secondary trade area is located in the northern areas of San Antonio and Fruitvale consisting of the zip code areas of 94610 & 94602.

The primary trade area is a low-income community. The median household income ranged from \$18,000 to \$20,000 in 1989. The median household income for the 1994 year is expected to increase from a low of \$22,000 to a high of \$24,000. The primary trade area had a faster rate of change in total population from 1980 to 1989 than the secondary trade area, at 13.2%, with a total population of 79,878 in 1989. This population change is expected to level off between the 1989 year and the projected 1994 year, with a total population of 83,637 and a 4.7% percentage change in 1994. An assessment of the potential expenditures by this population was used as a basis for an analysis of the types of uses that may be supported in the commercial areas. A detailed demographic profile of the primary and secondary trade areas is provided in the appendix to this report.

The Primary Trade Area (94606 & 94601)

The Secondary Trade Area (94610 & 94602)



OAKLAND POSTAL ZIP CODES

The boundaries of the primary trade area are East 30th Street through Brookdale Avenue in the north, Lake Merritt in the west, 55th Avenue in the east, and I-880 in the south. The boundaries of the secondary trade area are Hampton Road and Joaquin Miller Park in the north, Oakland Avenue in the west, 35th Avenue in the east, and 30th Street through Brookdale Avenue in the south.

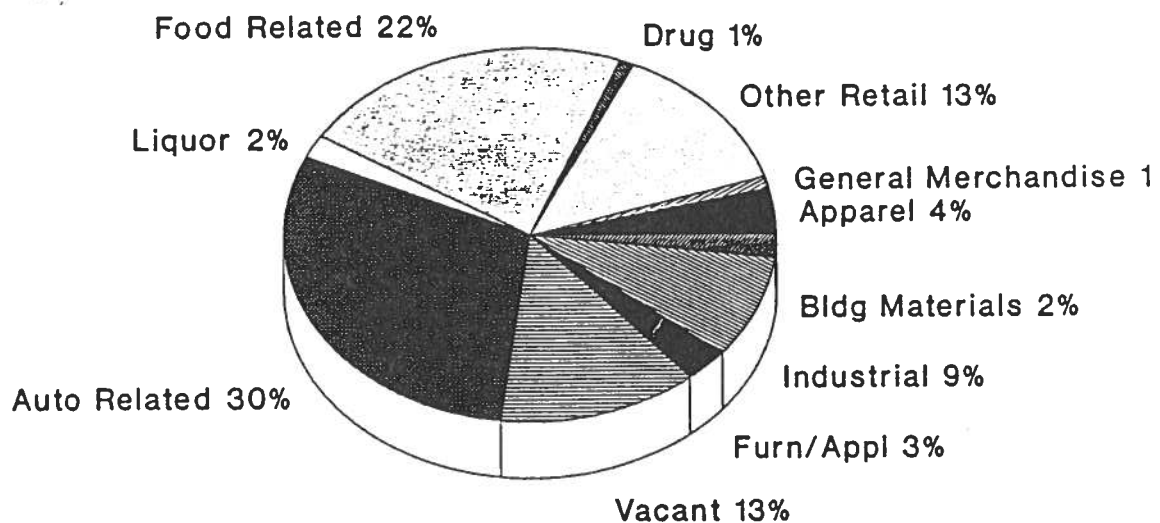
II. The San Antonio & Fruitvale Commercial Areas:

An inventory of uses and sales information was collected for four major commercial areas in the trade area. The four commercial areas are: 1) East 14th Street from 1st to 43rd Avenues; 2) East 12th Street from 1st to 43rd Avenues; 3) 23rd Avenue from 12th to 22nd Streets; and 4) Foothill Boulevard from 2nd to 43rd Avenues. The four commercial areas are characteristic of local neighborhood shopping districts, predominantly made up of local small retail and service uses. The four commercial areas were first studied separately and then as a group. The areas were studied in this manner because the types of commercial uses located in one area affect the type of commercial uses that may be placed in other commercials throughout the trade area.

There are a total of 448 small enterprises located in the four commercial areas. the commercial enterprises are mostly made up of auto-related uses (30%), varied small retail uses (13%), vacant (13%), food and drinking related uses (22%), and with the remainder of uses at 4% or less each of all commercial uses (see Figure 1).

Figure 1

San Antonio & Fruitvale Market Analysis Inventory of the Four Commercial Areas



Type of Use by Percentage

III. The Four Commercial Areas:

East 14th Street is one of the longest commercial areas in the trade area running from 1st to 43rd Avenues. Two region-serving institutions were located here up to two years ago. They were the Montgomery Ward department store and distribution site, and Oakland Hospital. East 14th Street still maintains a large number of auto dealerships, especially along the entrances to and off the major highways. East 14th Street contains 278 businesses with the majority of uses automotive-related.

The East 12th Street/BART station area, located further away from the residential area and adjacent to the Fruitvale BART station, is isolated from the main commercial activity along East 14th Street. The length of this street is smaller than East 14th Street, therefore the number of business establishments are minimal. There are 25 businesses located on East 12th Street, of which 40% are service oriented, 36% retail trade, and 24% manufacturing and wholesale trade. There are two large vacant parcels along East 12th Street which create the appearance of abandonment.

23rd Avenue consists of small retail (12%), food stores (18%), and contains the largest number of vacant spaces (29% of all uses). Small business and repair uses are scattered throughout the commercial area and make up 12% of the uses.

Foothill Boulevard is the least stable of the commercial areas examined. Foothill Boulevard consists of 40 businesses, of which 39% are retail, 50% are service, and the remaining 12% are manufacturing, construction, and transportation. The large vacant site at the corner of Fruitvale and Foothill Boulevard creates a harsh view of the area. **Fruitvale Avenue** crosses perpendicular to East 14th Street and connects to another local commercial area at Foothill Boulevard. It is characterized by its health, social, and membership organizations. Of the total of 86 businesses, 53% are service oriented. The second largest number of businesses found along Fruitvale Avenue are retail, at 36%.

IV. Fruitvale BART Station - License Plate Survey:

An important aspect of the East 12th Street, East 14th Street, and Fruitvale and East 14th Street intersection is the immediate access to the Bay Area Rapid Transit System (BART). In order to access the potential development of the commercial areas, as related to the usage of the BART system, a license plate survey of the BART station was undertaken. By knowing how many cars are there as well as where the owners of the cars registered their vehicles, some assumptions on what types of improvements to target for the East 12th Street/BART station area may be made. The license plate surveys were undertaken on three occasions. Two license plate surveys were undertaken during a weekday: Thursday, October 25, 1990 at 3:00 P.M. and 7:00 P.M.. These hours were picked to get a sense of weekly usage. One weekend was also surveyed: Saturday, October 27, 1990 at 11:30 A.M.. The results of the license plate survey were:

- * The majority of the cars counted came from a radius of less than a fifteen minute drive from the Fruitvale BART/Station;
- * The largest number of cars counted were registered in the city of Alameda;
- * The second highest number of cars counted were registered within the Fruitvale Community Development District area;
- * The highest number of cars counted occurred on Thursday, during the weekday, at 3:00 P.M. with a total of 191 cars;
- * The second highest number of cars counted was 161 on Saturday at 11:30 A.M.; and
- * The least was on Thursday at 7:00 P.M., with 136 cars;

Market Demand in the San Antonio & Fruitvale area

I. Findings:

Demand for Goods and Services

The total demand for goods and services from the primary trade area was estimated at \$130,016,782 for the 1989 year (see table 1). Based on the income levels of the primary trade area, total capturable sales was estimated for ten retail uses. The four items with the largest potential sales to be captured are food stores at \$44,528,790, auto dealers and suppliers at \$20,069,827, general merchandise at \$15,516,781, and restaurants at \$13,914,109. The other items included building materials and service stations at \$8,978,607 each, apparel stores at \$6,101,082, home furniture and appliances at \$5,700,414, drug stores at \$4,316,288, and package liquor stores at \$1,912,279 of potential capturable sales.

Table 1

San Antonio & Fruitvale Market Analysis

POTENTIAL RETAIL DEMAND FROM PRIMARY TRADE AREA

RETAIL TYPE	1989 Statewide Per Capita*	Adjusted Trade Area Residents Per Capita (38% adjustment)	Total Potential from Trade Area	Likely Capture Rate	TOTAL CAPTURABLE SALES
Food Stores #	\$1,630	\$619	\$49,476,433	90%	\$44,528,790
Auto Dealers & Suppliers	\$1,102	\$419	\$33,449,711	60%	\$20,069,827
General Merchandise	\$852	\$324	\$25,861,301	60%	\$15,516,781
Restaurants	\$764	\$290	\$23,190,181	60%	\$13,914,109
Building Materials	\$493	\$187	\$14,964,345	60%	\$8,978,607
Service Stations	\$493	\$187	\$14,964,345	60%	\$8,978,607
Apparel Stores	\$335	\$127	\$10,168,469	60%	\$6,101,082
Home Furniture & Appliances	\$313	\$119	\$9,500,689	60%	\$5,700,414
Drug Stores	\$158	\$60	\$4,795,875	90%	\$4,316,288
Package Liquor Stores	\$70	\$27	\$2,124,755	90%	\$1,912,279
Total			\$188,496,104		\$130,016,782

**Primary
Trade Area**

1989

California population = *	29,063,200
Total personal income =	\$531,250,700
California per capita =	\$18,279
Trade Area per capita =	\$7,000
Percentage of State Expenditure per capita =	38%
Therefore percentage adjustment per capita =	0.38
Trade Area population =	79,878

Capture Rate Assumption

Convenience Goods = 90%

Comparison Goods = 60%

* Source: California Statistical Abstract, 1990.

+ Source: State Board of Equalization, Taxable Sales & Use Tax, During 1989, 29th Annual Report.

State Board of Equalization notes that non-taxable items equals 70% of total grocery sales. An adjustment to sales revenue of \$489 for food items was made to reflect total expected sales revenue.
\$489/.30 = \$1630

Supportable Square Feet

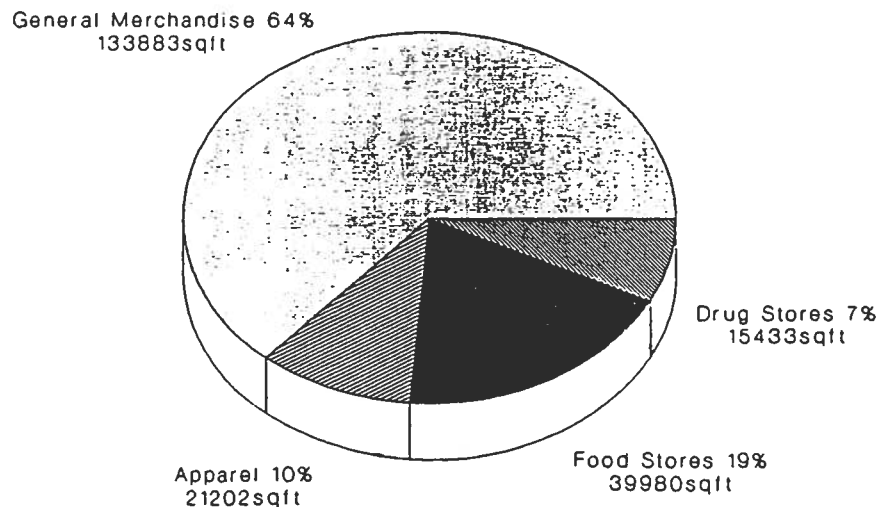
The analysis of supportable square feet of commercial space indicated four categories of goods and services for which an increase in square footage may be supported by the primary trade area (see table 2 & figure 2). The four categories are:

- * general merchandise at 133,883 square feet;
- * food stores at 39,980 square feet (mostly food at home items);
- * apparel at 21,202 square feet; and
- * drug stores at 15,443 square feet.

General merchandise and drug stores have the highest sales leakage at 90.4% and 90.6%, respectively. Food items have a sales leakage of 79.5% and can support approximately 39,980 additional square feet of space. Apparel has a sales leakage of 28.1% and can support an additional 21,202 square feet of space. Given the sales leakage information and the supportable square footage projected for each item, the placement of these types of stores in the trade area is probably best met with the combination of these items; food stores, drug stores, and general merchandise with limited apparel items.

Figure 2

San Antonio & Fruitvale Market Analysis SUPPORTABLE SQUARE FEET BY TYPE



Square Feet in thousands

Table 2

San Antonio & Fruitvale Market Analysis
SUPPORTABLE SQUARE FEET BY TYPE

RETAIL TYPE	Capturable Sales	Sales Per Square Foot (ULI 1990*)	Supportable Square Feet	Actual Square Feet Four Commercial Areas	ADDITIONAL SUPPORTABLE SQUARE FEET FOUR AREAS#
GENERAL MERCHANDISE	\$15,516,781	102	152,125	18,242	133,883
FOOD STORES	\$44,528,790	209	213,056	173,076	39,980
APPAREL	\$6,101,082	131	46,573	25,371	21,202
DRUG STORES	\$4,316,288	172	25,095	9,662	15,433
LIQUOR STORES	\$1,912,279	155	12,337	26,247	(13,910)
BUILDING MATERIALS	\$8,978,607	115	78,075	97,540	(19,465)
SERVICE STATIONS	\$8,978,607	N/A	N/A	58,842	(58,842)
RESTAURANTS	\$13,914,109	127	109,560	190,160	(80,600)
CAR DEALERS/SUPPLIES	\$20,069,827	120	167,249	318,817	(151,568)
FURNITURE/APPLIANCES	\$5,700,414	153	37,258	200,662	(163,404)
BUSINESS & REPAIR	N/A	N/A	N/A	459,082	N/A
Total				1,577,701	

Note: Figures in parentheses indicate that there is more square footage than the primary trade area alone can support.

N/A = not available

* Source: Dollars and Cents, ULI, U.S. Neighborhood Commercial, 1990

II. Sales Generated From the Four Commercial Areas:

Total sales generated for the four commercial areas was \$116,669,291 million dollars for the 1989-1990 year (see table 3 & figure 3). For all the commercial areas, the highest sales volume was generated by car dealers and suppliers at \$31,631,789 for the 1989-1990 year. In three out of the four commercial areas examined the highest sales revenue was generated by **car dealers and suppliers**; the three commercial areas were East 14th Street, East 12th Street, and Foothill Boulevard. The highest sales revenue in the car dealers and suppliers was generated on East 14th Street at \$24,295,789, the second highest was East 12th Street at \$5,497,158, and the least from Foothill Boulevard at \$1,838,842.

Industrial uses made up 9% of all uses in the four commercial areas and generated the second largest revenue within these areas at \$23,458,948. The industrial uses were located on East 14th Street and East 12th Street. Industrial uses are usually not targeted for placement along commercial areas, therefore these were not analyzed for potential supportable square footage for the commercial areas.

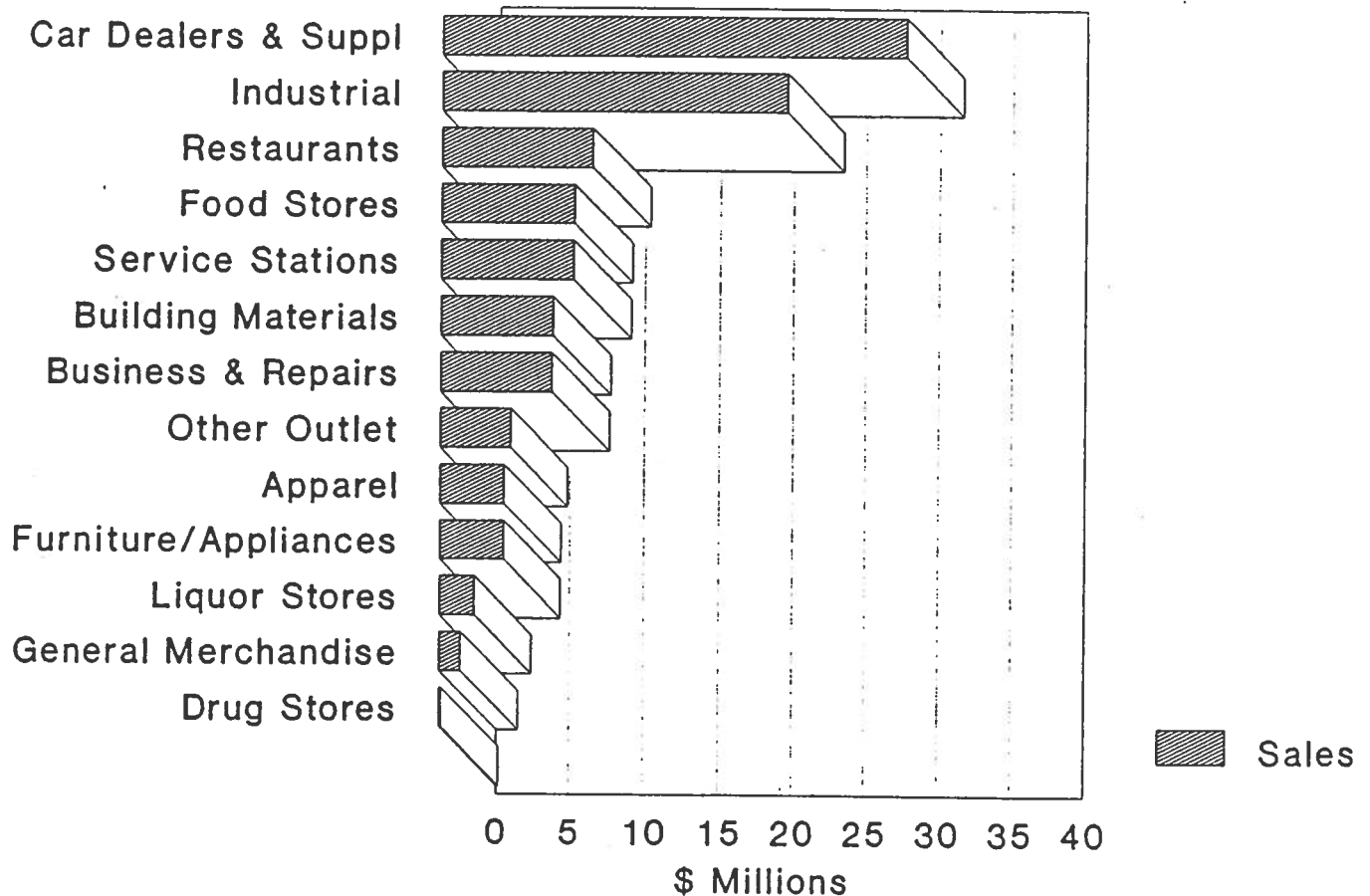
Although the sales per square foot for the **restaurant** category at \$54.00 was moderate when compared to the other categories the sales volumes were fairly high. The restaurant category showed the third largest for the 1989-1990 year, at \$10,351,895 for all the

commercial areas. This is primarily due to the fast food industries that are located along the East 14th Street and East 12th Street commercial areas. These businesses draw customers from beyond the existing residential area and have a regional draw.

Food stores was the fourth largest sales revenue generating category at \$9,132,737 for the 1989-1990 year. Although when compared to supportable square feet and sales leakage (79.57%), there is still additional sales revenue that may be generated by food stores in the area. The highest sales per square foot was found for items sold as apparel goods. Apparel goods were exclusively located along the East 14th Street area. The sales per square foot for apparel items was \$173.00 per square foot, slightly higher than the expected capturable rate for the 1989-1990 year of \$133.00.

Figure 3

San Antonio & Fruitvale Market Analysis Sales Volume for the 1989-1990 Year



Source: The sales tax data was supplied by the State Board of Equalization to the City of Oakland's OEDE.

Table 3

San Antonio & Fruitvale Market Analysis

TOTAL SALES & SQUARE FEET BY HIGHEST VOLUME OF SALES TO LOWEST FOR THE 1989-1990 FISCAL YEAR

RETAIL TYPE	Total Sales+	Total Square Feet	Sales Per Square Foot
Car Dealers & Supplies	\$31,631,789	318,817	\$99
Industrial	\$23,458,948	326,650	\$72
Restaurants	\$10,351,895	190,160	\$54
Food Stores	\$9,132,737	173,076	\$53
Service Stations	\$9,071,895	58,842	\$154
Building Materials	\$7,727,684	97,540	\$79
Business & Repair	\$7,656,210	459,082	\$17
Other Outlet	\$4,829,685	164,375	\$29
Apparel	\$4,388,526	25,371	\$173
Furniture & Appliances	\$4,387,579	200,662	\$22
Liquor Stores	\$2,400,105	26,247	\$91
General Merchandise	\$1,487,292	18,242	\$82
Drug Stores	\$144,947	9,662	\$15
Total	\$116,669,291	2,068,726	\$56

+ Sales information is from the State Board of Equalization, 1989-1990.

Source: City of Oakland's Office of Economic Development and Employment, 1990.

III. Percent Sales Leakage:

An assessment of the sales generated in the trade area during the 1989-1990 year was undertaken to see whether the retail stores in the area were not capturing the full potential of sales from the primary trade area (see table 4 and figure 4). A comparison of actual sales versus the potential capturable sales, based on the buying power of residents from the primary trade area, was made to assess the sales leaked to areas outside the primary trade area. Three retail types captured the full potential of sales revenue from the primary trade area including an additional amount of sales from outside the trade area. They were: liquor stores which generated sales over 100% at 125.5%, car dealers and suppliers which generated sales at 157.6%, and service stations at 101% for the 1989-1990 year. This indicates that these items are getting more than the expected capturable sales from the primary trade area and may be getting some percentage of capturable sales from beyond the primary trade area examined. These numbers also confirm expressed community thoughts about these types of items and their draw of customers from outside the immediate area.

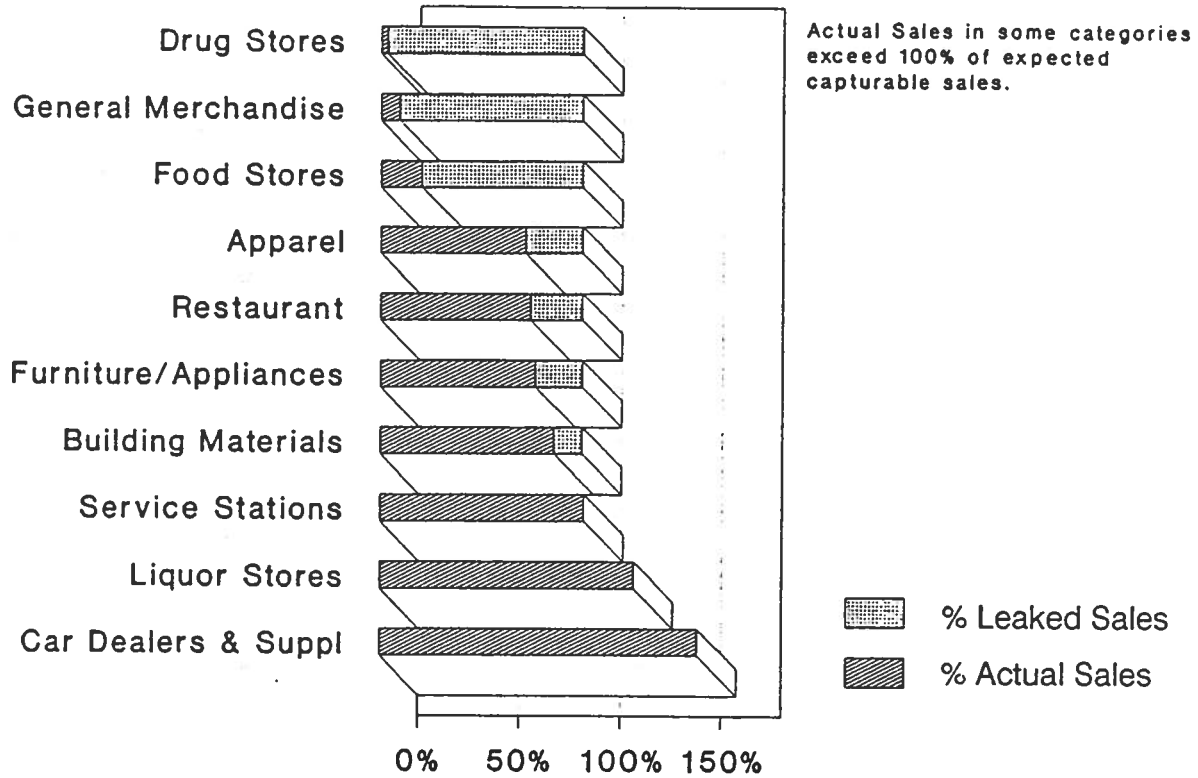
Items that did not capture the full potential of sales from the primary trade area were apparel which lost 28.1%, restaurants lost 25.6%, furniture/appliances lost 23.0%, and building material lost 13.9% of potential capturable sales. The items with the most percent sales leaked were drug stores at 96.6%, general merchandise at 90.4%, and food stores at 79.5%. This leakage indicates that stores that sell these type of goods could be targeted for placement in the San Antonio & Fruitvale commercial areas and may generate sufficient sales revenue.

Figure 4

San Antonio & Fruitvale Market Analysis

Sales in Area vs. Sales Leaked to Other Areas, 1989-1990

Retail Type



Source: Sales Tax, State Board of Equalization, 1989-90

Table 4

San Antonio & Fruitvale Market Analysis
SALES IN AREA VS. SALES LEAKED TO OTHER AREAS, 1989-1990
1989-1990

RETAIL TYPE	Capturable Sales*	Actual Sales+	Sales Leakage in Dollars	PERCENT ACTUAL SALES	PERCENT SALES LEAKED
DRUG STORES	\$4,316,288	\$144,947	\$4,171,341	3.4%	96.6%
GENERAL MERCHANDISE	\$15,516,781	\$1,487,292	\$14,029,489	9.6%	90.4%
FOOD STORES(Grocery Store)	\$44,528,790	\$9,132,737	\$35,396,053	20.5%	79.5%
APPAREL	\$6,101,082	\$4,388,526	\$1,712,556	71.9%	28.1%
RESTAURANT	\$13,914,109	\$10,351,895	\$3,562,214	74.4%	25.6%
FURNITURE/APPLIANCES	\$5,700,414	\$4,387,579	\$1,312,835	77.0%	23.0%
BUILDING MATERIALS	\$8,978,607	\$7,727,684	\$1,250,923	86.1%	13.9%
SERVICE STATIONS	\$8,978,607	\$9,071,895	(\$93,288)	101.0%	-1.0%
LIQUOR STORES	\$1,912,279	\$2,400,105	(\$487,826)	125.5%	-25.5%
CAR DEALERS/SUPPLIES	\$20,069,827	\$31,631,789	(\$11,561,962)	157.6%	-57.6%

* Source: State Board of Equalization, 1989/90.

+ From Table: Potential Retail Demand from Primary Trade Area.

CHAPTER V CONCLUSIONS AND NEXT STEPS

The students in the Fruitvale Urban Design Studio look forward to the implementation of this plan. Drafted as one part of an ongoing process, the plan is not a stand-alone document. Rather, we built on previous work and offer our plan as a springboard for future action. To that end, we suggest the following points to insure that Fruitvale remain on the agenda of policymakers and funders.

Most important is that Fruitvale residents remain involved. As we have pointed out, there is a strong tradition of community activism in Fruitvale. It is this energy, which inspired us in our community meetings there, that will carry this plan forward. While we received input from many Fruitvale residents, there is currently no single organization representing ALL of Fruitvale--individuals and families, community organizations, merchants, employees, property owners, etc. A unified contract group representing these diverse interests is at the heart of the University-Oakland Metropolitan Forum's Neighborhood Revitalization Process, of which this plan is a part.

Furthermore, as the preceding sections of this plan highlight, one representative body would facilitate participation at all levels of government with influence over the funding and implementation of this plan, and of the destiny of Fruitvale as a whole. City officials stressed the importance of a strong, continuous, identifiable presence if neighborhoods are to succeed in the race for dwindling funds and political attention.

We recommend the establishment of a Fruitvale Community Planning Council to serve as a voice for the community. We met many people who expressed interest in furthering the planning process in Fruitvale who would likely participate in this Council. The intricacies of dealing with various City departments, other neighborhood groups, and funding institutions necessitates a staff person with a technical understanding of planning. We urge the Council to undertake as its first step a proposal for funding this position.

It is clear that the public improvements, regulatory changes, facade and signage enhancements and marketing efforts contained in this plan need to be nurtured over the long term. As a community of proud citizens and great economic potential, Fruitvale could use this plan as a tool to guide its own revitalization. The community planning council could chart a course for this growth and represent the interests of Fruitvale for years to come.

APPENDIX A

PUBLIC IMPROVEMENTS SCHEDULE

TOTAL PHASE I COSTS:

Street Lights	\$53,500
Street Furniture	26,973
Parking Re-configuration	-n.a.-
Street Trees & Grates	(add)
BART Connection	(add)
TOTAL	\$ (ADD)

TOTAL PHASE II COSTS:

Street Lights	\$63,000
Street Furniture	20,523
Street Trees & Grates	(add)
TOTAL	\$ (ADD)

TOTAL PHASE III COSTS:

Street Lights	\$48,000
Street Furniture	5,524
Street Trees & Grates	(add)
BART Connection	-n.a.-
TOTAL	\$ (ADD)
<u>TOTAL, ALL IMPROVEMENTS</u>	\$ (ADD)

STREET LIGHT RENOVATION AND REPLACEMENT

Phase I:

(E. 14th St., 29th to 39th Ave.)

39 lights X \$1,500 per light = \$53,500

Phase II:

(E. 14th St., 29th to Mitchell Ave. and 39th Ave. to High St.)

42 lights X \$1,500 per light = \$63,000

Phase III:

(Fruitvale/Foothill intersection)

16 lights X \$3,000 per light = \$48,000

STREET FURNITURE PROGRAM

Phase I:

(E. 14th St., 29th to 39th Ave.)

9 benches X \$1,150 per bench = \$10,350

33 receptacles X \$231 per receptacle = \$7,623

9 fountains X \$1,000 per fountain = \$9,000

Phase II:

(E. 14th St., 29th to Mitchell Ave. and 39th Ave. to High St.)

6 benches X \$1,150 per bench = \$6,900

33 receptacles X \$231 per receptacle = \$7,623

6 fountains X \$1,000 per fountain = \$6,000

Phase III:

(Fruitvale/Foothill intersection)

4 benches X \$1,150 per bench = \$4,600

4 receptacles X \$231 per receptacle = \$ 924

PARKING RECONFIGURATION

Phase I:

(E. 14th St., Fruitvale Ave. to 39th Ave.)

Will require additional study for feasibility and cost.

STREET TREE AND TREE GRATE REPLACEMENT PROGRAM

Phase I:

(Replace All Missing Trees on E. 14th St. Install new grates between Fruitvale and 39th Ave., on E. 14th.)

13 trees X \$ _____ per tree = \$ _____

68 grates X \$371 per grate = \$25,228

Phase II:

(Install new grates on the remainder of E. 14th St. in Fruitvale.)

40 grates X \$371 per grate = \$14,840

Phase III:

(Fruitvale/Foothill intersection)

16 Trees X \$ _____ per tree = \$ _____

16 Grates X \$371 per grate = \$5,936

BART/E.14TH ST. CONNECTIONS

Phase I:

(Pedestrian Connection)

2 trees _____ X \$ _____ per tree = \$ _____

Phase II:

(Closed Street Courtyard)

Costs will be dependent upon design of courtyard and type of amenities provided.

FINANCING DESCRIPTIONS

GENERAL REVENUES

General revenue funds are the funds which come to the City each year from sources such as sales tax allotments, and property tax. These funds are typically used for the day to day operations of the City. If there are excess revenues, the process of spending them can be very political. According to city sources, these funds are usually spend on urgent priorities, or as stopgap funding for on-going projects. The likelihood of getting a city commitment for some of this money is low.

TAX INCREMENT FINANCING

Tax increment financing (TIF) is a powerful way of generating revenues, without raising tax rates. In order to use TIF, a redevelopment area must be established and a redevelopment plan adopted. Beginning with the year the redevelopment area is declared by the City Council, the amount of tax revenues going to all agencies, except the redevelopment agency, is frozen. In subsequent years, increases in tax revenues will go primarily to the redevelopment agency. The idea is that the redevelopment agency will invest money in the redevelopment area in order to stimulate private investment and increase property values. As property values rise, tax assessments will increase and the redevelopment agency will receive income which must then re-spend within the redevelopment area. Typically, rather than wait to accumulate money, the redevelopment agency projects the anticipated tax increment revenues and based on those figures, issues tax exempt bonds to raise the initial cash for projects. As the TIF money starts to flow in, it is used to pay off the bonded obligations. If done properly, the TIF funds will exceed the debt, and the redevelopment agency will retain excess funds for reinvestment within the redevelopment area.

There are restrictions on the use of TIF money. Most importantly, except for housing set-asides, the TIF money must be spent within the designated redevelopment area. This is why redevelopment money from downtown cannot be spent in the neighborhoods. In addition, TIF money lasts only for a specific period of time, usually for the time needed to retire the bond debt.

There is the possibility that part of Fruitvale will be included in a proposed new redevelopment area. The Coliseum Redevelopment area could encompass that part of Fruitvale which lies between E. 14th St. and the estuary. This proposal is in the works and will likely come before the City Council in early 1991. If the plan is developed and adopted, funds could be available as early as 1992 for the areas of Fruitvale which are included in the plan. It is important for the Fruitvale community to advocate this project by lobbying for inclusion of the neighborhood in the project area. The earlier the neighborhood gets involved in the process, the better the chances of having elements of this proposal included in the redevelopment plan.

LANDSCAPING AND LIGHTING ASSESSMENT DISTRICT

In the past, Oakland residents voted to establish a city-wide landscaping and lighting assessment district. This was voted into effect to raise money for maintenance of parks and landscaping within the city. In addition, the assessment district was also to raise funds for improving landscaping and lighting in the city. Each property owner in the city pays an annual assessment into this fund. Each year, the city sets priorities for spending this money. These funds may be used for maintenance and installation of lights, street trees, and possibly street furniture. Landscaping and Lighting Assessment District funds have already been spent to retrofit the lighting along streets such as Grand Avenue. These funds are administered through the Office of the City Manager.

The most effective way of seeking the use of some of these funds for Fruitvale projects is through the Fruitvale City Council representative, who would then gather votes from other Council members in support of the project. In addition, the City Manager must also be convinced of the wisdom and strategic importance of spending funds on the particular proposal. There are two possible way of gaining access to these funds. If the proposal comes in at a time when there are surplus, uncommitted funds available, the community can request that some be earmarked for their project. However, if all funds are committed, the City Council could possibly be convinced to increase the city-wide assessment in order to raise the extra funds. Obviously the former situation would have a higher likelihood of success. If the City Council approves the project, city staff will be directed to carry it out. In order to lobby for Landscaping and Lighting District funds, the community must begin presenting the proposals well before the budgets are established for the next fiscal year. The fiscal year begins on July 1, so lobbying should begin as soon after the January 1 as possible.

MELLO-ROOS FINANCING

If funds cannot be attained any other way, the residents of the neighborhood could decide to form a new assessment district. A particularly flexible type of assessment district is the Mello-Roos financing district. Similar to the Landscaping and Lighting Assessment district, property owners would pay a certain additional assessment each year. As in TIF, the first step of the process is to calculate the amount of bonds which can be supported by the expected revenues. Bonds can then be sold to raise money for capital improvements. The revenues collected each year are used to pay off the debt. If the amount of money needed is too small to make issuing bonds feasible, the City may act as a lender to the district. The key difference between this arrangement and TIF is that the members of the assessment district must agree to impose an additional tax on themselves. The Mello-Roos district funds are to be used for capital improvements, including trees, street furniture, and lighting. If a City Council member will sponsor the project, it would be possible to get assistance from city staff in establishing and administering the new assessment district. This type of assessment district requires a majority of property owners within the district to support its creation.

COMMUNITY DEVELOPMENT BLOCK GRANT FUNDS

Community Development Block Grant Funds are federal monies which are administered by the City's Office of Community Development. Although the Federal Government has been reducing this source of funding over the years, some is still available to the City every year. Much of this money is spent on Oakland's Housing Improvement Program, however, some is also set aside each year for street improvements. (In fact, CDBG money financed the existing street furniture on East 14th Street.) It may be possible to gain access to some more of this money. Recommendations for specific projects are submitted to the Council of Seven District Chairpersons, the Community Development and Economic Development Advisory Commissions by each of the Community Development District Councils. These bodies make their recommendations to the City Council. Ultimately, the City Council must approve expenditure of CDBG funds. Because of this arrangement, the Fruitvale Community Development Council would be a key player in the process of seeking CDBG funds. The Council Chair would be a very important advocate for the project proposal, since this person represents the district at the Council of Seven meetings. Finally, again, the City Council representative of Fruitvale would also play a key role in gaining support for the proposal once it reached the City Council agenda.

1. Donneley's 1989 income "estimates are expressed in current dollars and represent the total gross income received, before deductions for personal income taxes and social security."

APPENDIX B

FACADE IMPROVEMENTS PROGRAM

In December 1987, a study of facade improvement programs and how such a program could exist in Oakland, California was prepared for the University-Oakland Metropolitan Forum. The following information is based on this project prepared for Steve Costa of the Bay Area Partnership. The study is written by Robert Dobruskin and David Guyer, *A Preliminary Study for the Development of a Facade Improvement Program for Oakland, California*. The study analyzes existing facade improvement programs in the United States to determine important elements and to solicit opinions from property owners, tenants, chamber of commerce, and others interested in facade improvement programs. The following are the Facade Improvement Programs that were analyzed.

- City of Chicago, Department of Economic Development and the Lawrence Avenue Development Corporation's **Facade Rebate Program**.
- City of Livermore, Redevelopment Agency's **Storefront Improvement Loan Program**.
- City of Norwich, Community Development Agency's **Facade Restoration Program**.
- City of Redlands, Redevelopment Agency's **Revitalization Program: Phase 2**.
- City of Salamanca, Office of Promotion and Development's **Salamanca Cityscape Program**.

Other documents reviewed are:

- Main Street, A Publication of the National Trust for Historic Preservation, *Keeping Up Appearances: Storefront Guidelines*.
- Jandl, H. Ward, *Preservation Briefs: Rehabilitating Historic Storefronts* for the Technical Preservation Services, Preservation Assistance Division, National Park Service, and U.S. Department of Interior.

APPENDIX C

MARKET ANALYSIS

Estimates of the Supportable Square Feet of Commercial Space

The method used in analyzing the total capturable sales and supportable square feet for the four commercial areas in San Antonio and Fruitvale was based on a study undertaken for East Santa Clara Street by Bay Area Economics in 1989¹. This method was chosen because it was a good example of how a market study can be undertaken in a low-income community. The East Santa Clara Report also provides a realistic assessment of the potential demand and supportable square footage for the study area.

The population is estimated to remain relatively the same between 1989 and 1995 and per capita sales are not expected to change dramatically within the next five years. Business and Repair items could not be included because per capita sales were not available for this category. Industrial items were not included because they do not fall under capturable sales for local commercial areas and usually sell on a wholesale or contract term.

Demographics

The demographic profile of the primary and secondary trade areas for the market analysis demonstrates the general social and economic characteristics of the trade areas. The years reviewed for this analysis were 1980, 1989, and 1994. For 1980, the total population of the primary and secondary trade area together was 125,601, with the largest population concentrated in the southwestern areas along the flatlands (94606 and 94601).

Primary Trade Area: Between 1980 and 1989, the highest rate of change occurred south of Lake Merritt in the primary trade area with a percentage change of 15.5%. The increase in population of the primary trade area is expected to be less dramatic between 1989 and 1994, the rate of change is still positive with a slight percentage change of 4.7%.

Secondary Trade Area: Between 1980 and 1989, the lowest rate of change occurred in the hills (94610) in the secondary trade area, with a 4.3% change. A decrease in population is expected for the northernmost area between 1989 and 1994 at -0.4%. Between 1989 and 1990, the rate of change in population was lower at 1.1% with the northernmost area (94610) undergoing a decrease of population of -0.4%. The total

¹ Phase One Report: East Santa Clara Street Neighborhood Business District, Market Analysis and Action Plan Prepared for the Redevelopment Agency of the City of San Jose, June 1988.

projected population change for the secondary and primary trade areas, between 1989 and 1994 for the both areas is fairly small at 3.2% as compared to the rate of change of population between 1980 and 1989 (10.6%). This indicates that the population growth will stabilize during the 1989 and 1994 period.

**The San Antonio & Fruitvale Market Analysis
Total Population by Trade Area
Primary and Secondary Trade Areas**

	1980	1989	% Change	1989	1994	%Change
Primary						
94606	31,561	36,444	15.5%	36,444	38,415	5.4%
94601	39,003	43,434	11.4%	43,434	45,222	4.1%
Subtotal	70,564	79,878	13.2%	79,878	83,637	4.7%
Secondary						
94610	26,399	27,522	4.3%	27,522	27,403	-0.4%
94602	28,638	31,529	10.1%	31,529	32,304	2.5%
Subtotal	55,037	59,051	7.3%	59,051	59,707	1.1%
Total	125,601	138,929	10.6%	138,929	143,344	3.2%

Source: Donnelley Demographics based on 1980 Census Data.

Income Levels

In 1980, the median household incomes for the primary trade area was \$11,691 (94606 -- San Antonio) and \$12,871 (94601 -- Fruitvale) in the southernmost areas adjacent to Lake Merritt (Table 2). The median household incomes in the northeastern area, the secondary trade area, was higher but not dramatically higher at \$17,209 (94610 in San Antonio) and \$19,108 (94602 in Fruitvale). In 1989, the contrast in income levels between the primary and secondary trade areas is much more dramatic, with income levels in the flatlands close to half of those found in the hills. Median household incomes changed by close to 55% in the two zip codes in the flatlands while they changed at a faster rate in the hills of close to 83% in the hills. The projected median household incomes for the four zip code areas are approximately \$22,000 to \$24,000 for the primary trade area (the flatlands) and \$40,000 and \$44,000 in the secondary trade area (hills).

**San Antonio & Fruitvale Market Analysis
Median Household Income by Zip Code
The Primary and Secondary Trade Areas**

Primary	1980	1989	% Change	1989	1994	%Change
94606	11,691	17,885	53.0%	17,885	21,389	19.6%
94601	12,871	19,941	54.9%	19,941	23,874	19.7%
Secondary						
94610	17,209	31,228	81.5%	31,228	39,566	26.7%
94602	19,108	34,818	82.2%	34,818	43,707	25.5%

Source: Donnelley Demographics based on 1980 Census Data.

Note: Donelley's 1989 income "estimates are expressed in current dollars and represent the total gross income received, before deductions for personal income taxes and social security."

Methodology

The market analysis was broken up into several phases. The first phase was the identification of a trade area, the geographical area where buyers are now coming from or may come from in the future. For purposes of this analysis the geographical area selected consist of the four zip code areas of 94606,94601, 94610, and 94602.

The second phase was the identification of all the necessary data needed for the analysis. The data needed for the analysis included information about the supply of commercial land uses in the commercial areas as well as information about the existing and future demand for these commercial sites. The information gathered included the type of uses, the square feet of these businesses, the sales by type of business for 1988/1989 and 1989/90.

Demographic information about the existing and future population in the four zip code areas was gathered through the use of D & B- Donelley Demographics, a private database service. The demographic information was matched to the Bureau of Labor Statistics data for percentage of income spent on different retail categories. By estimating the total existing and future expenditure (buying power) and the existing commercial uses of the trade area, an analysis of existing gaps and capturable square feet for different retail/service categories was made.

The third phase will use the information gathered from a consumer demand survey for the San Antonio Community Development District to better understand the existing buying

patterns of a sampled population in the trade area. In addition, the license plate survey undertaken at the Fruitvale BART station helped to identify where some of the BART riders may be coming from.

The fourth phase makes some recommendations about the types of uses and square footage for general categories to target for placement along the commercial areas reviewed.

In assessing the market potential of the trade area three key questions were posed. They were: 1) Given the current and projected income levels of the San Antonio and Fruitvale Community Development Districts, what types of retail/service uses should be recommended for the East 14th Street commercial area?; 2) How may the income levels of the trade area be affected by the projected population changes?; and 3) What is the market for commercial growth in the San Antonio/Fruitvale Community District area?

The inventory of the commercial areas was matched with information provided by the Office of Economic Development and Employment and the Finance Department. The inventory of uses were categorized according to State Board of Equalization Business Classification categories. By matching the commercial property data to the sales tax data from the State Board of Equalization, an assessment of the sales revenue for those categories was made. This information provides an estimate of the sales generated in the commercial areas by type and per square foot.

An analysis of the trade area was made by reviewing existing and projected demographic information for the four zip code areas. The information gathered for the years 1980, 1989 and 1994 includes total population, total number of households, median and average household income, population by race, male and female population, and total population over 15 years of age. The problem with this demographic data is the lack of current information. The projections made by Donnelley Demographics are based on the 1980 census, which does not break down ethnicity well and does not reflect recent changes in these areas. This is important because of the changing ethnicity of the population, especially the Asian population in the San Antonio Community Development District. An attempt to gather more accurate information will be made through the use of the Oakland Unified School District enrollment data for neighborhood schools.

The market analysis was prepared in cooperation with the University Oakland Metropolitan Forum and the Community Development studio class in the Department of City and Regional Planning at the University of California at Berkeley (Fall 1990) with the assistance of the City of Oakland's Office of Economic Development and Employment (OEDE) and the San Antonio Community Development Corporation (SACDC).