MANAGEMENT DISTRICT PLAN FOR THE JACK LONDON [BUSINESS] IMPROVEMENT [MANAGEMENT] DISTRICT (JLID) 2013

OAKLAND, CALIFORNIA





March 27, 2013

MANAGEMENT DISTRICT PLAN FOR THE JACK LONDON [BUSINESS] IMPROVEMENT [MANAGEMENT] DISTRICT (JLID)

Oakland, California

(Formed under the Business Improvement Management District Ordinance #12190, Chapter 4.48 City of Oakland Municipal Code)

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REGULATIONS AND REQUIREMENTS

Prepared pursuant to the City of Oakland's Business Improvement Management District Ordinance of 1999 # 12190, Under Municipal Code Chapter 4.48

4.48.060 - Management District plan—Contents.

The management district plan to be submitted before the City Council can take any action on the establishment of a BIMD under this chapter shall contain all of the following:

- A. A map of the district in sufficient detail to locate each parcel of property within the district;
- B. The name of the proposed district;
- C. A description of the boundaries of the district, including the boundaries of any benefit zones, proposed for the establishment or extension of the district in a manner sufficient to identify the lands included;
- D. The improvements and activities proposed for each year of operation of the district and the maximum cost thereof;
- E. The total annual amount proposed to be expended for improvements, maintenance and operations;
- F. The proposed source or sources of financing including the proposed method and basis of levying the assessment in sufficient detail to allow each property owner to calculate the amount of the assessment to be levied against his or her property;
- G. The time and manner of collecting the assessments;
- H. Any proposed rules and regulations to be applicable to the district. (Ord. 12190 § 6, 1999)

Section 1: Why Create a Business Improvement Management District (BIMD) for the Jack London Neighborhood?

"The Bay Area's diamond in the rough" is how the Jack London neighborhood is often described. Visitors, residents, business owners, and developers alike respond with exasperated confusion when asked why the beautiful Oakland waterfront hasn't realized its full potential.

Jack London property owners have many responses to this question, often citing a lack of City services, noting a general fear of crime in Oakland, and pointing out the filth and darkness of the I-880 underpasses that serve as gateways to the Jack London District. Train noise and track conditions are occasionally mentioned. But efforts to improve the situation have been few and far between. They often are underfunded and successes have gone unrecognized and unrewarded.

In spite of the challenges, the Jack London neighborhood is attracting large number of new residents and major investment – the ingredients are in place for the neighborhood to experience a dramatic transformation.

Hoping to make significant changes throughout the district while creating a public-private partnership with the City, the Port, the County, and the State, a group of Jack London property owners, business owners, and residents formed the Jack London Improvement District (JLID) Steering Committee in July 2012. Committee members initially pledged \$50,000 to hire a consultant to help them form a BIMD. They have continued fundraising while reaching out to hundreds of property owners to enlist their support for the BIMD.

Imagine a Better Jack London District

Imagine the Jack London District as a vibrant and unique waterfront community where residents and businesses collaborate to create a healthy, clean, safe, and entertaining environment for all who live, work, invest, and visit here.

Jack London Square is Oakland's waterfront home to dining, special events (including a year-round farmers' market), and outdoor activities. Many of the most intriguing places to go are found in the surrounding streets, where the wholesale produce market mixes with restaurants, clubs, businesses, new lofts, and artists' studios. Unique businesses are located among the warehouses. Jack London Square has been touted by Yelp as a "hidden gem in Oakland."

A New Way Forward with a Business Improvement Management District

Business Improvement Management Districts (also known as Business Improvement Districts and Community Benefit Districts in other localities) are extremely helpful in planning, financing, and executing improvement projects in struggling urban communities to create a more welcoming and pleasant environment for businesses, residents, visitors, investors, and employees.

A BIMD in Jack London would provide some of the services that the City does not provide, like sidewalk sweeping, consistent graffiti abatement, and safety ambassadors. Additionally, the BIMD could fund infrastructure improvements such as lighting, public art, signage, and beautification of the Jack London District gateways, as well as business recruitment and retention activities. These services and improvements will increase the attractiveness of the neighborhood to potential residents and businesses and bring more positive activity to the area. A Jack London BIMD also would provide the leadership that is currently lacking to ensure the future success of the District.

The services provided through the JLID will make the waterfront more accessible and attractive to the public. Improvements to the waterfront could include way finding signage, landscaping, and enhanced lighting.

Jack London area property owners can establish a BIMD, and follow the footsteps of many other communities in the region and across the country who greatly benefit by pooling their resources to fund improvements and services. In Oakland, nine other Business Improvement Management Districts are successfully making major improvements to their communities.

In October 2012, a mailer was sent to property owners within the preliminary boundary study area inviting participation in two separate outreach meetings, one for commercial and one for residential property owners. In addition, the mailer invited recipients to participate in an electronic survey for the Jack London Improvement District. The following services were prioritized by property owners, residents, and business owners:

- Pro-active business recruitment strategies to enhance the area's business mix with a grocery store considered most important
- Eliminating blight like trash, graffiti, and defaced signs
- Beautification to impact the overall appearance of the district and to improve the gateway to Jack London, especially the I-880 underpasses
- Marketing the district through signage, joint promotion, etc.
- Image enhancement strategies to improve perceptions of safety and attract investment, residents, and shoppers
- Improving safety by hiring Safety Ambassadors and installing more streetlights
- Designating and implementing a train quiet zone.

In response to the survey results, as well as feedback gathered at several events and through informal conversations, the JLID steering committee developed the following list of special benefits to be funded by the BIMD:

- 1. Regular sidewalk sweeping and steam cleaning of sidewalks
- 2. Coordination of security efforts with BART Police, Oakland Police, AC Transit, the Alameda County Sherriff, Union Pacific Railroad security, Port Homeland Security, and private security services that serve the area
- 3. Enhanced landscaping and beautification efforts

- 4. Gateway treatment including I-880 underpasses and other entrances to the district
- 5. Quick removal of graffiti and trash
- 6. Pro-active business retention and attraction strategies
- 7. Ambassador services and lighting to create a safer walking environment for day and evening activities
- 8. Marketing of the district
- 9. Organizational support for preservation and expansion of shuttle services between the district and nearby BART stations and for a train quiet zone.

The district is envisioned to be established for ten years with operations commencing on January 1, 2014. Provisions for annual disestablishment are available if the property owners no longer desire to fund the special services articulated in this plan. The procedure for disestablishment is described in more detail in Section 5.

Section 2: Description of the Proposed District

Name of the District

"Jack London Improvement District" is the proposed name of the BIMD.

Boundaries of the District

The district is located in the City of Oakland south of the downtown central business district and is shown in the Map in Appendix A. The general boundaries of the area are given below.

- Northern Boundary: 6th Street and I-880 freeway
- Southern Boundary: The Waterfront at the Oakland Inner Harbor
- Western Boundary: Castro Street, Brush Street, and Washington Street
- Eastern Boundary: Fallon Street

The precise boundary definition of the district is below. This definition starts at the northwest corner of the district and proceeds in a counter-clockwise direction. Note that the streets in the district are based on a grid that is turned significantly from the north-south axis. For simplicity, this description treats the district as if this were not the case.

The northwest corner of the district boundary is the intersection of Sixth Street and Castro Street which is north of the Interstate 880 freeway. The district includes the parcels that are beneath the I-880 freeway.

The western boundary extends south down Castro Street towards the harbor until it reaches Third Street. The boundary then turns to the west along Third Street between Castro Street and Brush Street. South of Third Street, Brush Street continues as the western boundary south to its end point which is roughly 75 feet north of Embarcadero West. The boundary continues to the south parallel to Brush Street until it reaches the northwest corner of parcel 18-410-010-00.

There are two long rectangular parcels, 18-410-009-00 and 18-410-010-00, consisting primarily of railroad tracks that are to the north of Embarcadero West and run parallel to it between Brush Street and Martin Luther King Jr. Way. The boundary continues east along the northern side of these two parcels. These two parcels are not included in the district.

At the northeast corner of parcel 18-410-009-00 (at Martin Luther King Jr. Way and Embarcadero West), the boundary continues to the east on the north side of Embarcadero from Martin Luther King Jr. Way to Washington.

At the corner of Embarcadero West and Washington Street the boundary turns to the south again, continuing south on Washington Street until its southern end at Water Street. Then it continues south parallel to Washington Street along the western border of parcel 018-415-005-00 all of the way to the harbor where the boundary then continues to the east along the harbor.

The southern boundary of the district is the southern edge of the parcels that lie along the waterfront. This boundary begins with parcel 018-0415-005-00 on the west and proceeds to the east ending at the Portobello Condominiums (parcel 018-0424-022-00). In order from west to east, the complete list of parcels forming the southern boundary is:

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018-0415-005-00,
018-0420-004-02,
018-0425-002-43,
018-0425-002-39,
018-0425-012-00,
018-0425-021-00, and
018-0425-022-00
```

The eastern boundary of the district south of Embarcadero West is along a line that is parallel to the western edge of Fallon. The Portobello Condominiums are on the west side of this boundary and the City of Oakland's Aquatic Park (parcel 018-0430-001-04) is on the east side. The precise boundary of the eastern edge of the district at this point is the eastern edge of the following parcels:

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018-0425-022-00,
018-0425-015-00, and
018-0425-004-01.
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North of Embarcadero West, the eastern boundary of the district is Fallon Street between Embarcadero West and the I-880 freeway.

The northern boundary of the district is the I-880 freeway between Fallon Street (near the northwest corner of parcel 018-0435-001-00) and Castro Street. I-880 runs between 5th and 6th Streets for the entire northern border of the district.

The district includes all of those parcels under the I-880 freeway. It includes all of the parcels to the south of I-880 within this boundary and none of the parcels to the north.

Benefit Zones

To ensure that assessments are matched to special benefits received, the proposed Jack London Improvement District has been divided into three benefit zones, each of which will receive the type and frequency of services appropriate to its conditions and needs. The three benefit zones in the district are as follows:

- Zone 1: the core this is the zone that receives the highest level of foot traffic and therefore will receive the most frequent service
- Zone 2: the waterfront this zone includes Jack London Square and will receive less frequent services
- Zone 3: Interstate 880 this zone consists of the parcels under the 880 freeway and will receive the same level of service as Zone 2.

For locations, please see the Map in Appendix A. For details on service levels for each zone, please see Section 3.

SECTION 3: IMPROVEMENTS AND ACTIVITIES

The Jack London Improvement District will fund four service categories:

- Maintenance, Beautification, Safety & Streetscape Improvements
- Marketing & Economic Development
- Administration & Governmental/Community Relations
- Contingency & Collection Fees

Maintenance, Beautification, Safety & Streetscape Improvements

Cleaning and maintenance staff will be hired to provide services throughout the Jack London Improvement District (JLID), with varying levels of service in each zone. Cleaning and maintenance services may include graffiti removal, landscaping, trash and dog waste pickup, installation of trash receptacles, and sidewalk pressure washing. Safety programs may include guides (also known as Ambassadors), coordination with the police department and other government police agencies, and private security agencies operating within the JLID, and dissemination of safety and promotional information to merchants, residents, visitors, and tourists. Crime Prevention through Environmental Design (CPTED) strategies will be used to improve perceptions as well as mitigate actual security concerns. To actively engage property owners, merchants, employees, and residents in crime prevention efforts, JLID may support and convene meetings of the Jack London District Neighborhood Crime Prevention Council. A

discretionary fund may be created to support capital improvement programs for banners, hanging planters, street median landscaping, lighting, public art, gateway signage, and street furniture.

Marketing & Economic Development

These services are designed to promote and improve business conditions throughout the JLID. Business attraction and retention services work to keep existing businesses in the district and attract new businesses to fill vacancies. Attraction efforts will initially focus on a full-service grocery store. Promotion services may include district WIFI, website development and operation, business listings, signage, and marketing programs. Funds can also be used to sponsor special events to the extent they specifically benefit assessed property owners. Funds may be used to support expansion of service to Lake Merritt and West Oakland BART stations and/or to create a "train quiet zone" along Embarcadero West.

Administration & Governmental/Community Relations

The BIMD will create a unified voice to promote the interests of the district. Such efforts will include representing property owners at the City Council and other agencies, applying for grants, and seeking additional funding streams to improve the JLID. Specific projects could include support for the "Free B" shuttle to ensure that district residents, businesses, workers, and tourists have access to and from City Center BART and other Oakland Central Business District locations and working with Union Pacific to remove the third railroad track on the south side of Embarcadero West so the street can be properly paved. This line item also includes community outreach to gather input on levels of service needed and administrative expenses such as office space, telephone, postage, insurance, accounting, and similar expenses.

Contingency & Collection Fees

A prudent portion of the budget, maintained in a reserve fund, will cover lower than anticipated collections and unanticipated increases in program costs. It will also be used to repay formation loans, pay County and City collection fees, and provide funds for renewal costs.

TABLE 3-1: SERVICES SCHEDULE BY BENEFIT ZONE

Service	Benefit Zone 1	Benefit Zone 2	Benefit Zone 3
Maintenance, Beautification, Safety			
& Streetscape Improvements:			
Public Safety	5 days per week	2 days per week	2 days per week
 Reporting Incidents to City 	5 days per week	2 days per week	2 days per week
 Crime Prevention through Environmental Design (CPTED) Strategies & NCPC 	Ongoing	Ongoing	Ongoing
Sidewalk Sweeping	5 days per week	2 days per week	2 days per week
Sidewalk Steam Cleaning	Quarterly	Bi-annually	Bi-annually
 Landscaping and Weed Removal 	Monthly	Quarterly	Quarterly
 Reporting & Removal of illegal Dumping 	As needed	As needed	As needed
 Public Space Improvements 	As needed	As needed	As needed
 Gateway Treatments including Underpasses 	As needed	As needed	As needed
Marketing & Economic Development			
 Special and Retail Events Promotion 	Provide support for existing events	Provide support for existing events	N/A
Website/Internet/ Neighborhood Public Wi-Fi	Provide support	Provide support	Provide support
Advertising & Communications	Provide support	Provide support	Provide support
 Transportation (e.g.: Shuttle, Train Quiet Zone) 	Provide support	Provide support	Provide support
Business Retention/ Attraction Strategies	On-going	N/A	N/A
Administration & Governmental/Community Relations			
■ Staffing	One FT Executive Director	One FT Executive Director	One FT Executive Director
 Office & program-related expenses 	Up to 40% of Administration & Advocacy Budget	Up to 40% of Administration & Advocacy Budget	Up to 40% of Administration & Advocacy Budget

City Services

Throughout the process of establishing the Jack London Improvement District, residents, businesses, and property owners voiced concerns that the City of Oakland maintain existing services at verifiable levels.

The assessments proposed in this plan are limited to, and do not exceed, the reasonable cost of providing special benefits to the assessed parcels. The City is required under State law to ensure that the BIMD's services will be over and above those already provided by the City within the boundaries of the district.

SECTION 4: EXPENDITURES

Service Plan Budget

The service plan budget was developed to provide the services identified as the highest priorities to stakeholders in the JLID area. A breakdown of the budget is included in the table below. The annual budgets for subsequent years will be set forth in annual reports prepared by the district's duly appointed Advisory Board and submitted to the Oakland City Council.

TABLE 4-1:
BUDGET BY SERVICES CATEGORY AND FIRST YEAR BUDGET AMOUNTS

Category	%	Amount
Maintenance, Beautification, Safety & Streetscape		
Improvements	55	\$422,084.19
Marketing & Economic Development	18	\$138,136.64
Administration & Government/Community	19	
Relations		\$145,810.90
Contingency & Collection Fees	8	\$61,394.06
TOTAL	100%	\$767,425.79

SECTION 5: SOURCES OF FINANCING

The method for financing the improvements and activities described in this plan is primarily the collection of assessments on properties within the district boundaries. In addition, it is anticipated that the JLID management corporation, to be formed, will seek other sources of financing such as government and foundation grants and donations from individuals and businesses, especially for projects like establishing a train quiet zone or providing pedestrian-oriented energy efficient lighting where needed.

Assessment Methodology

The methodology for levying assessments on the parcels within the district takes into account characteristics of each parcel. The assessment of parcels other than condominium parcels is calculated based on the following variables:

<u>Parcel Size</u> The parcel (lot) size for each parcel is obtained from county

assessor's records.1

Building Size Gross building square footage is obtained from county

records (see footnote 2). In some cases, the county does not have the building square footage for a particular parcel in its records. In those cases, Urban Transformation obtained data from other sources. Verification letters were sent to all property owners in the proposed district whose building square footage was not obtained from official government

records.

Street Frontage Street frontage is obtained from county parcel maps and

from on-site measurements. Properties are assessed for all

street frontages.

Condominiums are parcels located within a building for which a condominium map has been filed. Condominium parcels have a variety of uses including commercial, residential, and livework. Condominium buildings usually have common area parcels that may include lobbies, hallways, parking garages, recreation areas, and other shared facilities. Common area condominium parcels are exempt from assessment. The assessment of condominium parcels is based on the following variable:

Floor area for each condominium is obtained from county

assessor's records (see footnote 2).

Assessment Formulas

Zone 1:

Parcels other than condominium parcels shall be assessed using the following formula:

 (Parcel square footage x \$0.06) + (Gross building square footage x \$0.06) + (Street frontage x \$1.50).

Condominium parcels will be assessed using the following formula:

Floor area square footage x \$0.20.²

¹ Data in some cases were obtained directly from the County Assessor and in other cases from Parcelquest, a company that aggregates data from the County.

² When the City has approved the condominium map for a building but the units have not yet been sold, it will be assessed in the same manner as a non-condominium building. As each condo unit is sold, the owner of the condo unit will be assessed using the condo formula and the floor area of such condo shall be deducted from the total square footage of the building when calculating the assessment for the building. This

In addition to the four property variables, benefit zones are used to determine the frequency and types of benefits received. Assessments will be reduced by certain factors in each Zone as follows:

Zone 2: the total assessments calculated above will be multiplied by 0.35

Zone 3: the total assessments calculated above will be multiplied by 0.35.

The services provided in each zone will be reduced in proportion to the reduction factor.

Annual CPI Adjustment

The Advisory Board for the district will have the option to increase the assessments annually based upon the Alameda County regional CPI index or by an amount not to exceed 5% from the previous year's assessments.

Table 5-1: Projection of Assessments Over the Life of the District Assuming Optional Maximum Annual Adjustments (assumes a maximum CPI annual increase of 5%)

Year 1	Year 2	Year 3	Year 4	Year 5
767,426	805,797	846,087	888,391	932,811
Year 6	Year 7	Year 8	Year 9	Year 10
979,451	1,028,424	1,079,845	1,133,837	1,190,529

Time and Manner of Collecting Assessments

This plan proposes that the district be in effect for ten years. Following this ten-year term, the district may be re-established using the procedures required to establish such a district in place at that time.

The JLID assessment will be collected at the same time and in the same manner as for the ad valorem property tax paid to the County of Alameda. The assessment will appear as a separate line item on annual property tax bills prepared by the County of Alameda. The County of Alameda shall distribute funds collected to the City of Oakland and the City shall disburse the funds to JLID pursuant to a written agreement between the City and JLID. These assessments shall provide for the same lien priority and penalties for delinquent payment as is provided for the ad valorem property tax.

Tax-exempt parcels not subject to property taxes shall not be exempted from payment into the assessment district. These parcels will be billed directly by the City of Oakland for their assessment obligation.

The district's first assessments will be collected in the 2013-14 property tax cycle, with the first installments due in December 2013. The district will commence operations January 1, 2014 and expire on December 31, 2023.

Method of Adoption

District formation requires the submission of petitions from owners of property representing more than 30% of the total proposed assessments. Once the petitions have been submitted, the Oakland City Council may adopt a Resolution of Intention to establish the district. If the Resolution of Intention is adopted by the Oakland City Council, the City will mail out assessment ballots to all owners of property in the proposed district. The Oakland City Council will hold a public hearing 45 days or more after mailing the ballots. The Board may form the BIMD if the weighted majority of returned ballots support the district formation. "Weight" is determined by the percentage of monetary contribution each property owner will make to the BIMD, based upon the assessment methodology.

During the term of the district, the City Council may vote to disestablish the district if it finds that there has been misappropriation of funds, malfeasance, or a violation of law in connection with the management of the district.

Also, during the operation of the district, there is a thirty-day period each year in which the assessed property owners may request disestablishment of the district. This period begins each year on the anniversary date of the establishment of the district. Upon the written petition of the owners of real property in the area who pay thirty percent or more of the assessments levied, the City Council shall notice a hearing on disestablishment.

A district can only be disestablished if there is no indebtedness, outstanding and unpaid, incurred to accomplish any of the purposes of the district.

SECTION 6: MANAGEMENT; RULES AND REGULATIONS

The proposed district will be managed by a JLID nonprofit organization (to be formed), which will serve as the management corporation. The City of Oakland will contract with the organization to implement the plan for the district.

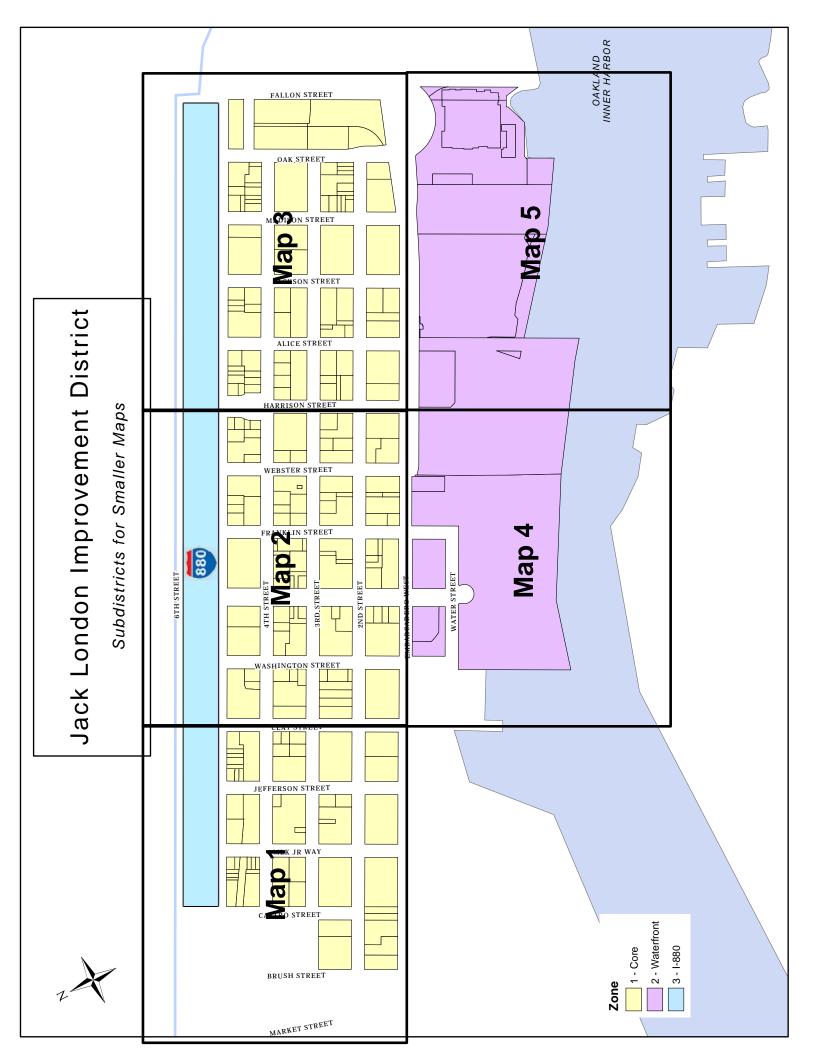
The organization's board shall serve as the JLID Advisory Board and will include representatives from both the assessed property owners and business owners in the district as well as stakeholders at large. The City of Oakland requires that at least one member of the Advisory Board shall be a business licensee within the district who is not also a property owner within the district. A nominating committee will solicit nominations from district property owners, businesses, and residents prior to board elections.

Budget Management. The management corporation may reallocate funding within the service categories, not to exceed 10 percent of the annual budgeted amount for each category consistent with the Management District Plan.

Rules and Regulations. The management corporation will establish rules and regulations to be employed in its administration of the district.

Maintenance of Parcel Data. It shall be the responsibility of the management corporation to maintain the master list of parcels within the district and to update the list and corresponding assessment roll, as needed, such as when ownership changes, there is new construction, condominium conversions take place, errors are discovered in county data, etc.

OAKLAND INNER HARBOR FALLON STREET OAK STREET MADISON STREET Jack London Improvement District ALICE STREET HARRISON STREET WEBSTER STREET Appendix A FRANKLIN STREET 188 WATER STREET 6TH STREET EMBARCADERO WEST 3RD_STREE CASTRO STREET 2 - Waterfront 3 - 1-880 1 - Core BRUSH STREET Zone MARKET STREET



Jack London Improvement District

Detailed Map 1 with Map ID Numbers



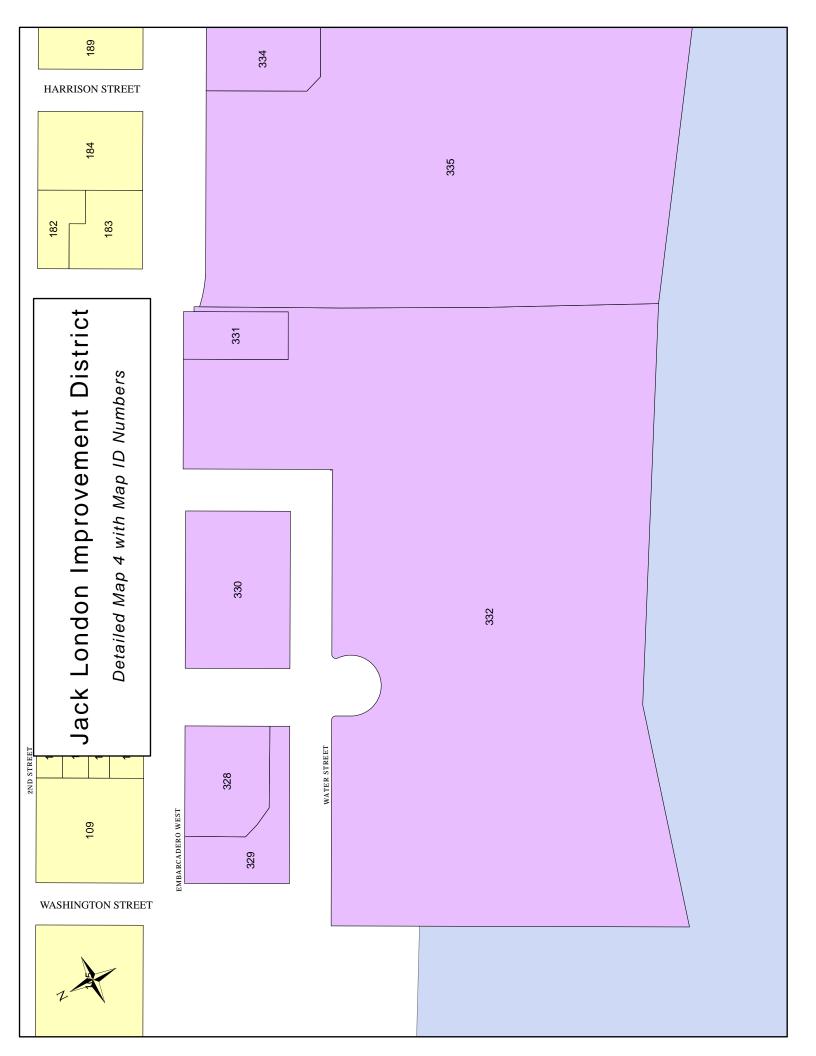




HARRISON STREET WEBSTER STREET Jack London Improvement District Detailed Map 2 with Map ID Numbers FRANKLIN STREET 3RD STREET 4TH STREET 2ND STREET WASHINGTON STREET-

FALLON STREET OAK STREET 249 247 Jack London Improvement District 240 239 238 251 250 242 241 Detailed Map 3 with Map ID Numbers 254 MADISON STREET 3RD STREET 4TH STREET 2ND STREET JACKSON STREET 219 🗀 ALICE STREET 201 200

HARRISON STREET





Appendix C Special Notes Regarding Assessment Calculations

Parcels Under the Interstate 880 Freeway

Since the State of California is an exempt governmental agency, these parcels are not included in the County Assessor's rolls. Caltrans provided maps of the lots beneath the freeway that show the net lot area and the linear distances for the perimeter of each parcel. The net lot area was used as the parcel square footage in assessment calculations. The linear frontage used for assessment calculations is the perimeter of each lot where services could be provided.

These 15 parcels are identified using the Caltrans numbering system:

04-ALA-880-36 04-ALA-880-37 04-ALA-880-38 04-ALA-880-39 04-ALA-880-40 04-ALA-880-41 04-ALA-880-42 04-ALA-880-43 04-ALA-880-44 04-ALA-880-45 04-ALA-880-46 04-ALA-880-48 04-ALA-880-49 04-ALA-880-50

Southern Pacific Parcels on Embarcadero West

There are five parcels owned by Southern Pacific that run along Embarcadero West and contain railroad tracks. These parcels are not included in the district since no services will be provided to these parcels.

The Assessor's Parcel Numbers for these parcels are

018 040500500 018 041000900 018 041001000 018 044001100 018 044001300

Parcels Within the Jack London Square Area

The area to the south of Embarcadero West between Washington Street and Franklin Street is Jack London Square. The public rights-of-way within Jack London Square are maintained by the Port of Oakland and will not receive services from the BIMD. Therefore the linear frontage that is adjacent to

public rights-of-way within Jack London Square was not included in the calculation of total linear frontage of these parcels.

The Assessor's Parcel Numbers for these parcels are

018 041500101 018 041500102 018 041500200 018 041500500