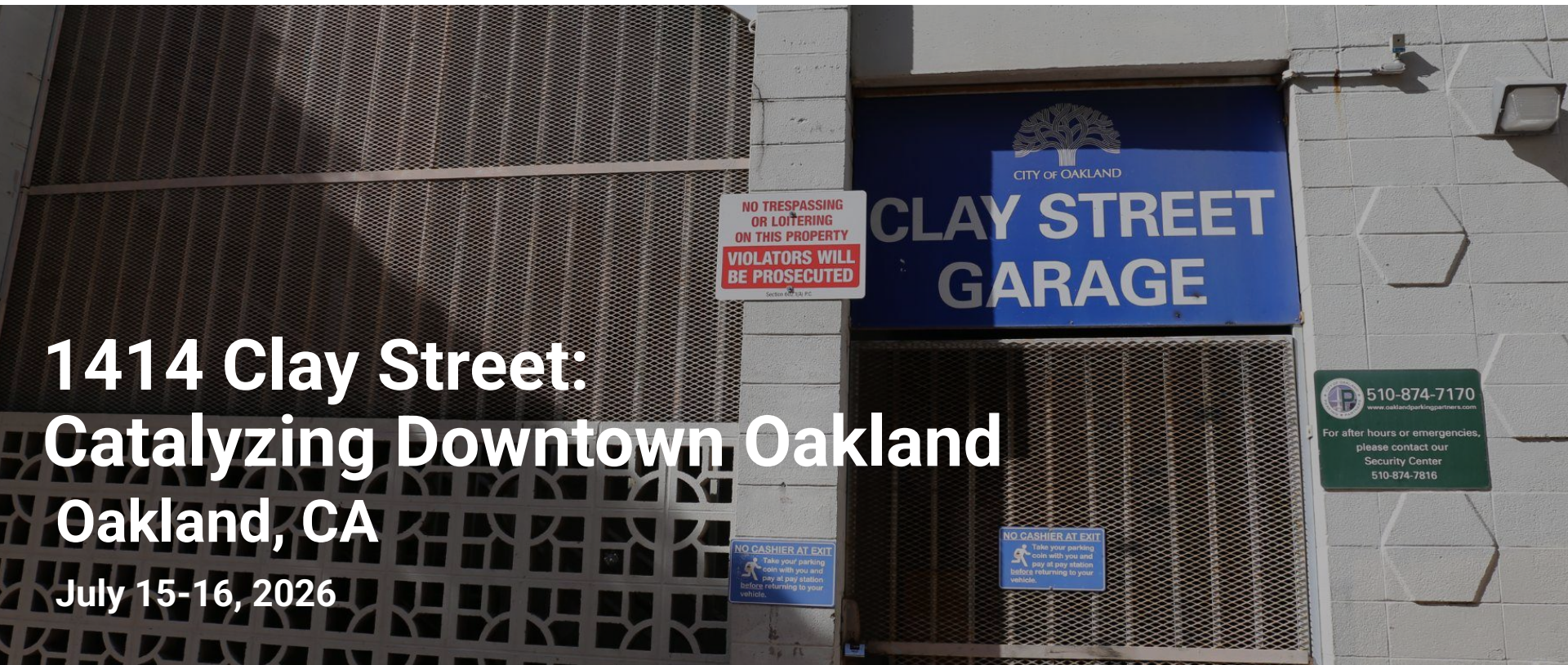




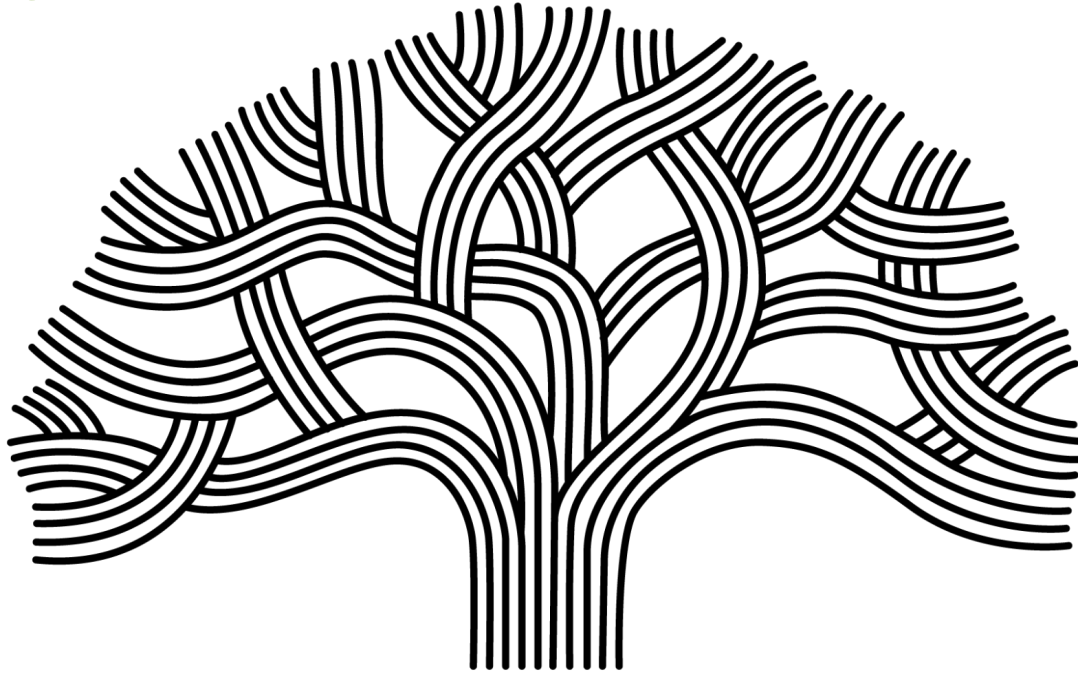
San Francisco

1414 Clay Street: Catalyzing Downtown Oakland Oakland, CA

July 15-16, 2026



Thank you



CITY OF OAKLAND



San Francisco



THE MISSION OF THE URBAN LAND INSTITUTE

Shape the future of the built environment for transformative impact in communities worldwide

MISSION COMMITMENTS

CONNECT active, passionate, diverse members through the foremost global network of interdisciplinary professionals

INSPIRE best practices for equitable and sustainable land use through content, education, convening, mentoring, and knowledge sharing

LEAD in solving community and real estate challenges through applied collective global experience and philanthropic engagement



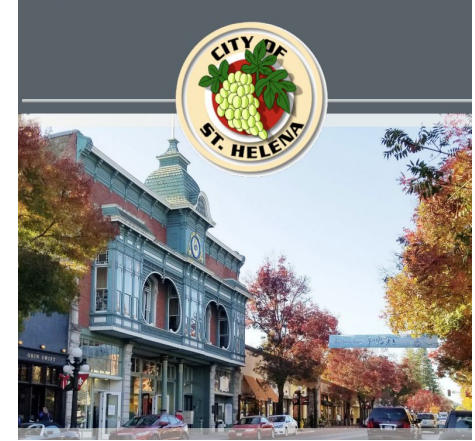
Technical Assistance Panel (TAP) Program

Provides independent, objective, candid advice on important land use and real estate issues

Highly focused + intensive process

- Months of prep by City staff
- Engagement by panelists for at least one month prior
- Two-day on-site engagement

40+ TAPs conducted throughout the Bay Area since 2006



San Francisco

Panel Co-Chairs

Kate Collignon, Managing Partner, HR&A

Rosalynn Hughey, Deputy City Manager, City of San José



Panelists

Lisa Follman, Associate Principal, SOM

Faith Kirkpatrick, Director of Housing Finance, Related California

Ben Sigman, Managing Principal, EPS

Ruth Todd, Principal, Page & Turnbull

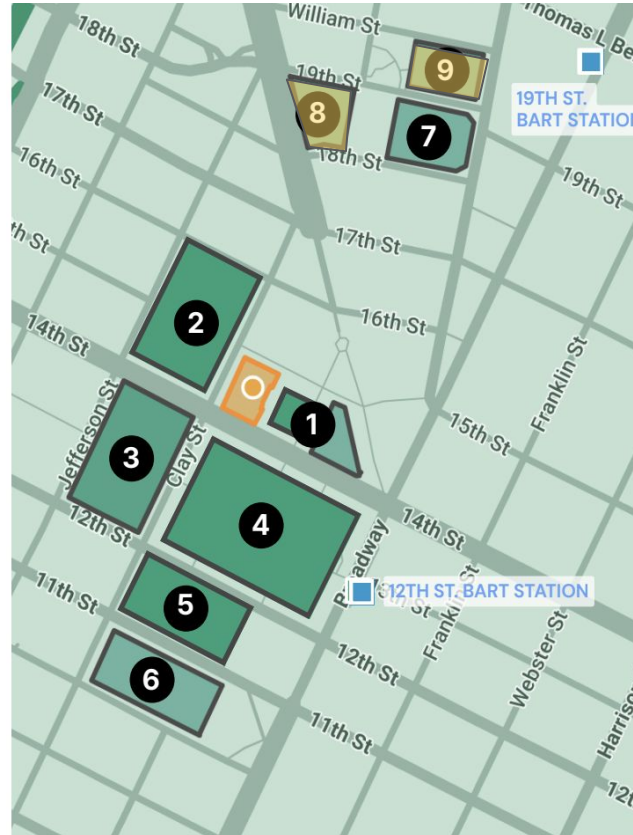
Warren Ritter, Senior Project Manager, PEP Housing

Mariana Ricker, Associate Principal, SWA

Problem Statement & Study Area

The City's goal is to transform the former Clay Street Parking Garage into a catalyst for downtown revitalization.

Using the TAP process, the City seeks recommendations for a feasible redevelopment strategy that maximizes public value, economic viability, and long-term community benefit.



Clay Street Garage
1414 Clay St.

- 1 Oakland City Hall / Frank Ogawa Plaza**
Seat of Oakland city government
- 2 State Building**
State of California regional offices
- 3 Federal Building**
U.S. federal offices and courthouse
- 4 Oakland City Center**
Downtown office, retail, and BART hub
- 5 Samuel Merritt University**
Private health sciences university
- 6 Scotlan Convention Center**
Event, conference, meeting, and exposition venue
- 7 Fox Theater**
Historic 1928 movie palace and music venue
- 8 1800 San Pablo**
Downtown EWDD surplus site
- 9 1911 Telegraph**
Downtown EWDD surplus site

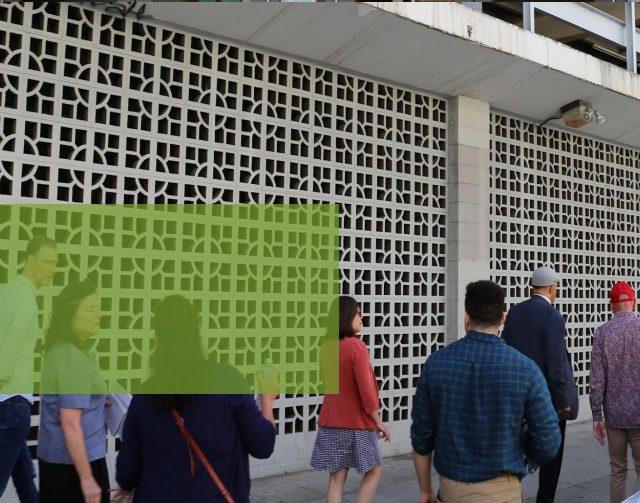
TAP Scope

- **Feasible Residential Development Scenario.** Identify a viable residential development approach that responds to market conditions, zoning, affordability goals, long-term feasibility.
- **Non-Residential and Civic Uses.** Explore alternative uses that strengthen Oakland's Civic Center, enhance placemaking, and deliver meaningful public benefits.
- **Best Practices from Comparable Cities.** Identify strategies and lessons from peer cities for successfully repositioning publicly owned infill sites.
- **Advance Site Preparation.** Recommend steps the City should take to prepare the site for future redevelopment and reduce implementation barriers.
- **Demolition Funding and Disposition Structure.** Evaluate approaches for funding site preparation and structuring a disposition strategy that balances feasibility, risk, and public return.
- **Optimal Land Conveyance Structure.** Recommend the most effective ownership and delivery model to advance redevelopment while protecting long-term public interests.



A group of approximately ten people are standing on a rooftop terrace, looking out over a city skyline. The people are seen from behind, looking towards the right side of the frame. They are dressed in casual to business-casual attire. The terrace has a low stone wall and a metal railing. In the background, there are several tall buildings, including a prominent one with a glass facade and a pyramid-shaped roof, and another with a blue and white striped facade. The sky is clear and blue.

WHAT WE LEARNED



Who We Heard From:

- City of Oakland
 - Department of Transportation
 - Economic Workforce Development
 - Oakland Housing Community Development
 - Planning Commission
 - Planning Department
 - Public Works
- Black Arts Movement Business District (BAMBD)
- Community Arts Stabilization Trust (CAST)
- Developers
- Downtown Oakland Association
- Oakland Heritage Alliance
- Retail Brokers
- Visit Oakland

Observations: Macro Setting

Located in the heart of Downtown Civic Center

- Adjacent to transit (12th Street BART among the highest ridership for Oakland)
- Important connector along 14th street to Old Oakland and Lake Merritt
- Specific Plan Goals:
 - Housing Element: 1 of 3 city-owned opportunity sites
- Housing Element allows flexibility and shifting of RHNA #s for city owned sites (no net loss)



Figure IB-1: Downtown Oakland Setting Map



Observations: Micro Setting

Important Focal Point Site, surrounded by:

- Government uses
- Institutional
- Arts
- Culture
- Restaurants
- But NO immediate residential

Specific Plan

- BAMBD District
- Tall new buildings
- Non-Residential Uses
- Housing Element opportunity site



Observations: Project Setting

City Hall

- Constructed 1914
- Tallest Building west of the Mississippi in 1914
- On the National Register of Historic Places
- Nationwide recognition and architectural significance

1414 Clay Street

Architectural counterpoint to City Hall (style, typology)

- Constructed 1960
- 5 levels
- 146,000 gsf, footprint similar to City Hall
- Subject to Design Review and CEQA due to zoning and historic status of City Hall
- Concrete block pierced screen, 3D cement work, spiral ramp, & block signs are representative of MCM



Observations: Unknown | Influential Factors



Age-eligible Building: Historic Status unknown

- Evaluation needed
- Historic Tax Credits an option?

Adjacency to Historic City Hall considerations

- Confirm height of City Hall
- Height limit constraints
- Major concern for making housing work
- Define Design Review Process

Demo Permit contingent on Project Application

Accurate Cost Estimates from previous studies

- Further studies needed, esp a Structural Tier 2
- Understand work done after 2018 findings

Analyze what is allowed versus what is desired and/or needed to make a project work on this site

Observations: Market Conditions

	Today: Downtown Market is Challenging	Tomorrow: Conditions are Improving
Market Rate Housing	- Effective rents are flat (at best) since 2019, though construction costs and financing costs have grown 35-50% rent growth needed to make development feasible	- Vacancy has dropped (7.2% v 16% in 2021), concessions dropping - Rent growth anticipated at ~5%/year - New potential in 7-10 years
Office	34% ongoing vacancy	- Growing return to office for public employees - SF office recovery will spill over
Retail	- Published reports indicate 7% vacancy, but observed vacancy is much higher - Structural retail changes nationally	
Hotel	Moxy and Courtyard closed, new flags/ conversion anticipated	Reality and perceptions around crime are turning the corner
Parking	Downtown utilization at 60%	As visitation grows, so will parking demand. Though mode has anecdotally shifted from cars since 2019.
Cultural & Education	- Performance subscription model transformed - Reduced federal support - Institutions revisiting space needs	- New SMU campus now drawing ~2,000 students/employees daily - Eastern campuses have been seeking western urban locations (Northeastern, Vanderbilt, others) - Black Arts Movement & Business District recognized as a California Cultural District
	New development will require subsidy, before land/demo payment.	Actions that drive activity and vitality in Downtown will strengthen development potential.

SWOT Analysis

Strengths

Transit-oriented location, central to Downtown

Arts + Culture

Fox Theater, Old Town,
BID Events

Education

New SMU campus
adjacency, other interest

Support

Great partners, community
interest, Mayor credibility

Location

Proximity to BART,
Convention Center, 14th
Street

Weaknesses

Difficult conditions for investment

Challenged Market

Limited immediate
development
potential

Civic Monoculture

Quiet zone btw
Uptown & Old
Oakland

Perception

Safe and clean,
distrust of gov

Scale Sensitivity

Adjacent to
historic asset

Opportunities

How can this site benefit Oakland?

Affordable Housing

Family, workforce,
artists, students

Activation

Gathering, BAMBD,
other community uses

Civic Core

City hall, government
uses (ex. PAB)

Emerging Uses

Higher-ed, robotics
data, manufacturing

Threats

What are the decision-making risks?

City Capacity

Maintenance,
available funding

Capital is Brittle

Difficult to attract,
competition

Timing Tension

Near-term options
vs. long term value

Trade Offs

Balancing revenue
generation vs.
catalytic potential



Defining Success as a “Public Benefit”

How can this site “benefit Oaklanders”?

NEAR TERM

Minimize municipal costs

Serve today’s residents

Catalyze future activity and
fiscal resources

Define Civic Center for the
next generation

LONGER TERM



We've Identified Multiple Scenarios

RESIDENTIAL SCENARIO

Provide affordable housing as a benefit to Oakland community

CATALYTIC SCENARIO

Position site for future non-residential or institutional partnership

GARAGE SCENARIO

Retrofit and activate existing garage to generate revenue

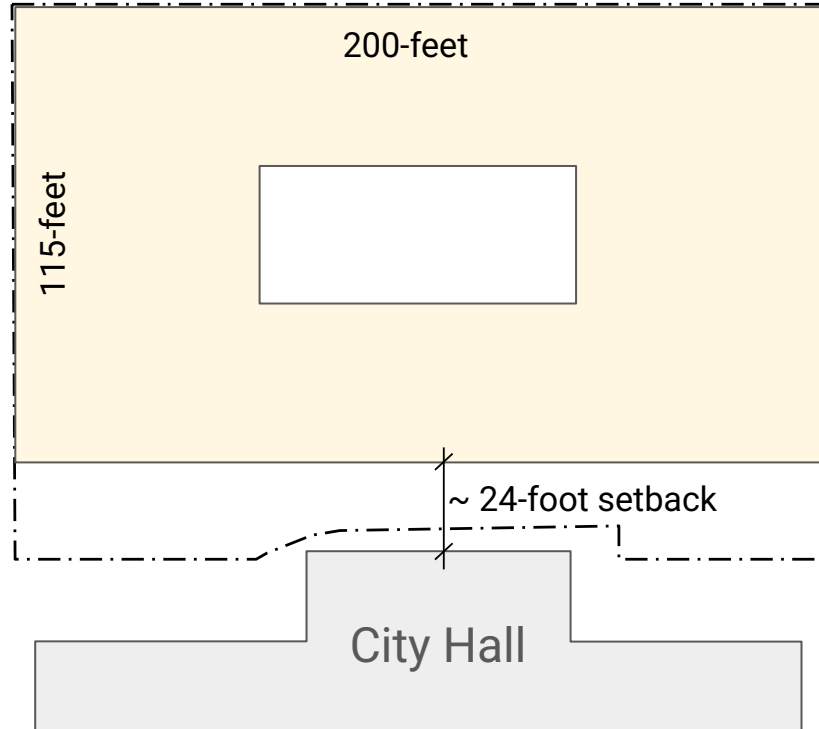




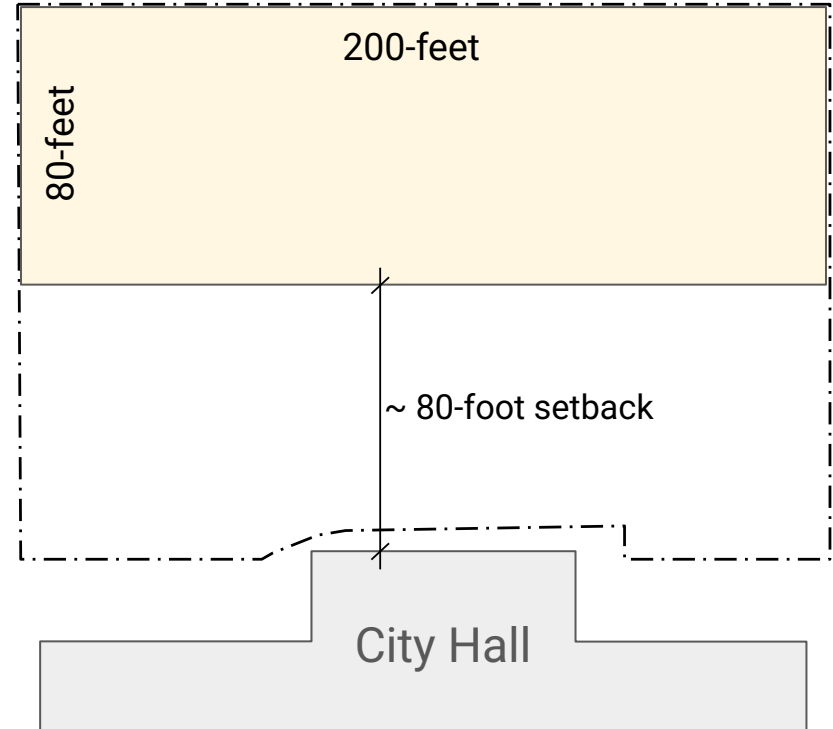
RESIDENTIAL SCENARIO

RESIDENTIAL SCENARIO: Massing Studies

Option 1: Maximize Buildable Area



Option 2: Efficient Floorplate w/ Park



RESIDENTIAL SCENARIO: Recommended Massing

Efficient footprint: 16,000sf

Average area/ unit: 750sf

Grossing factor: 1.25

Total area/ unit: 940sf

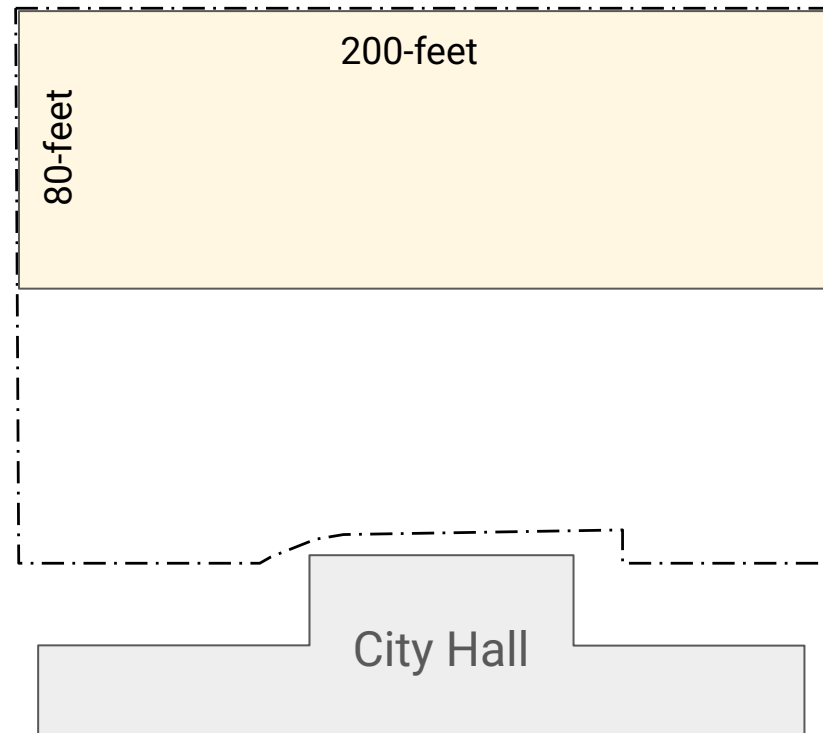
$16,000\text{sf} / 940\text{sf} = 17$ units per floor

Reasonable capacity: 255 units

50% RC if 100% affordable = 128

$128 \text{ units} / 17 \text{ units} = 8$ floors

8 floors of housing over ground



SCENARIO VISUALIZATION



RESIDENTIAL SCENARIO: Cost Summary

100% Affordable Housing - PSH // 4% Tax Credits	
Program:	Average 40% AMI, family
Total Units:	128 (\$859K - \$1.02M/unit)
Total Costs:	\$110M - \$130M
City Contribution:	\$30M - \$40M
City Revenue Potential:	Minimal annual Ground Lease Payment: \$1 - \$20,000/yr for 99 yr ground lease term

100% Affordable Housing - MIP // 4% Tax Credits	
Program:	Average 60% AMI, family
Total Units:	128 (\$859K - \$1.02M/unit)
Total Costs:	\$110M - \$130M
City Contribution:	\$70M - \$80M
City Revenue Potential:	Minimal annual Ground Lease Payment: \$1 - \$20,000/yr for 99 yr ground lease term

- All affordable housing scenarios are high cost
- If housing is desired, improved affordable housing funding environment is needed (Housing Bond at State, local City/County Bonds)
- CUP and reallocating RHNA targets to other sites opens up non-housing alternatives
- Bundling under SLA might not produce enough benefits to other sites

RESIDENTIAL SCENARIO: Single or Bundled Sites

128 units of affordable at Clay St (25%)

284 units of market rate (75%)

512 total bundle (100%)

Is maximum of 284 units of market rate on San Pablo site right sized?

If 128 affordable is too ambitious / not financeable, that restricts San Pablo to be lower which might not be desirable

Ideally, engage SLA process without bundling

No need to bundle with 1911 Telegraph, focus on maximized housing yield with 15% affordable on site as feasible



RESIDENTIAL SCENARIO: Pros and Cons

PROS: What works

Efficient residential floor plate with setbacks to adjacent historic building

Meets 128 units at 100% affordable for S-14

CONS: What doesn't

Still very expensive, no adequate funding available

Locks the site in as residential

Not for use by general public

Further study

Smaller unit yield, family or senior / individuals with reallocation of RHNA goals to other parcels



Samuel Merritt University

525

CATALYTIC SCENARIO

SMU

CATALYTIC SCENARIO: Public Partners



6-12 School



Library, Museum, Civic

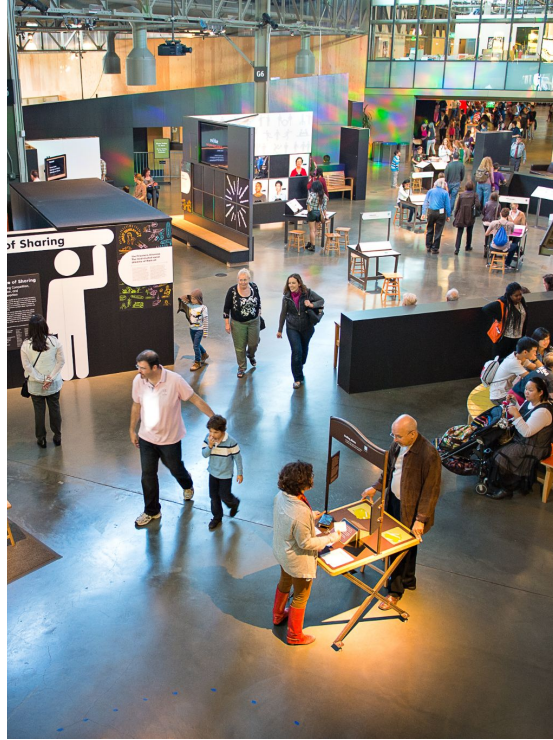


Higher Education

CATALYTIC SCENARIO: Private Partners



Brower Center, Berkeley

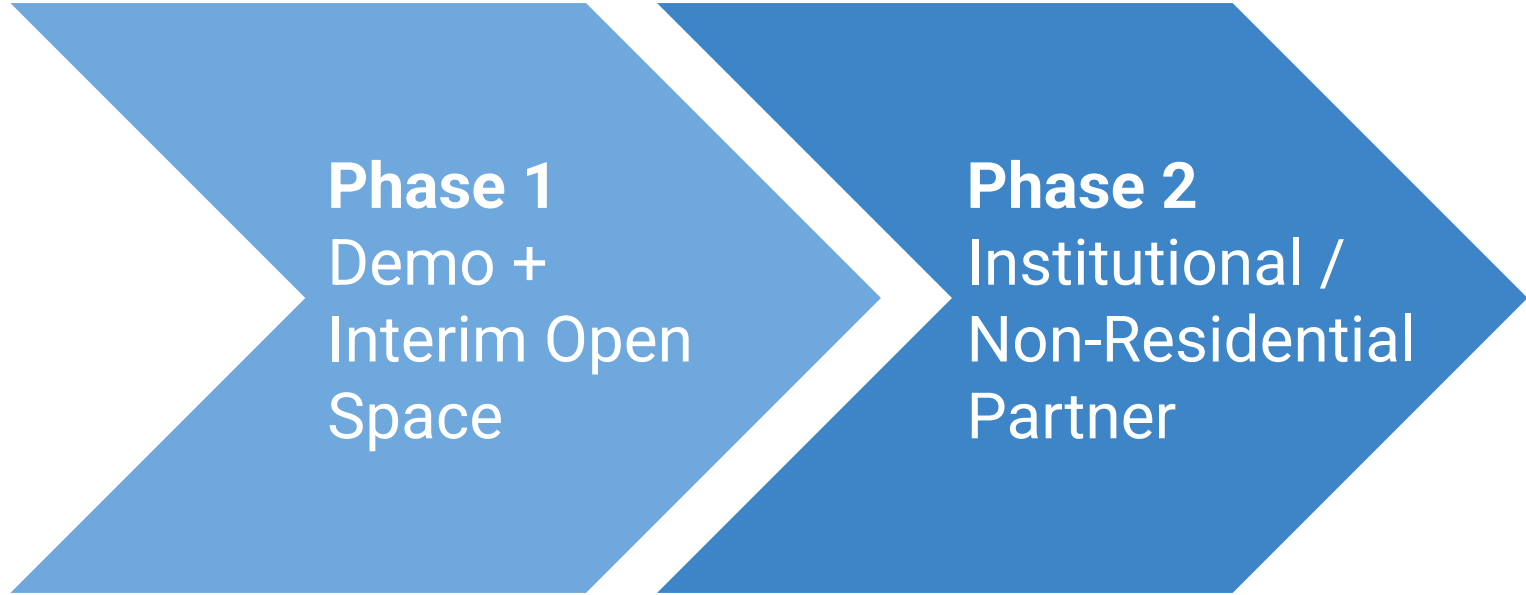


Exploratorium, San Francisco



Mocha, Arts + Community

CATALYTIC SCENARIO: Phasing

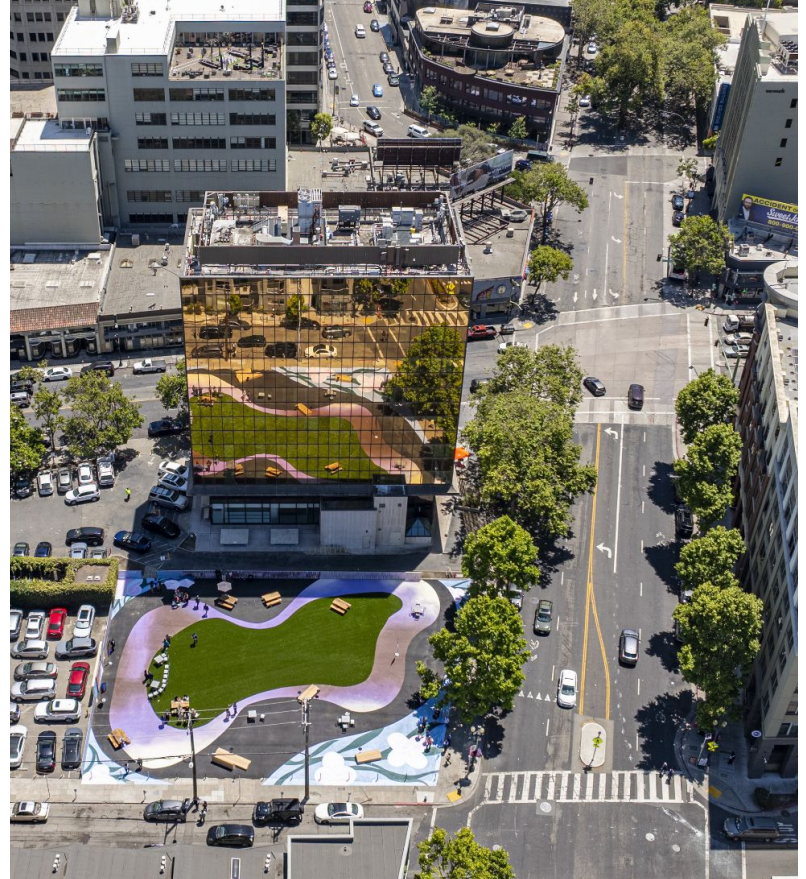


NORTHLAKE PLAZA: Oakland

Temporary plaza activation on future development parcel.

Low cost paving enhancements and furnishing.

Programming on site includes pop-ups, salsa dancing, and more through **privately funded enhanced services district**.



NORTHLAKE PLAZA: Oakland



MUSICAL SWING POP UP: San Jose



LONG BEACH CIVIC CENTER



CIVIC CENTER PRECEDENCE



Redwood City Downtown Precise Plan



Dilworth Park, Philadelphia

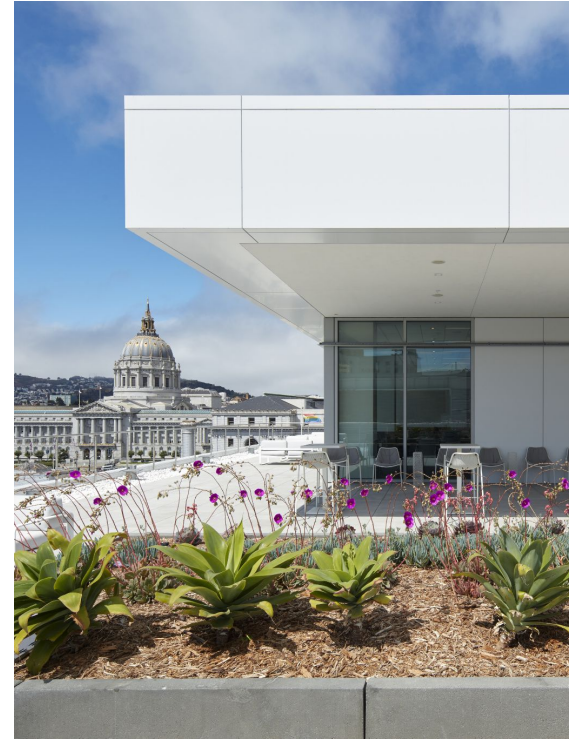
VERTICAL + URBAN CAMPUSES



University of California, DC

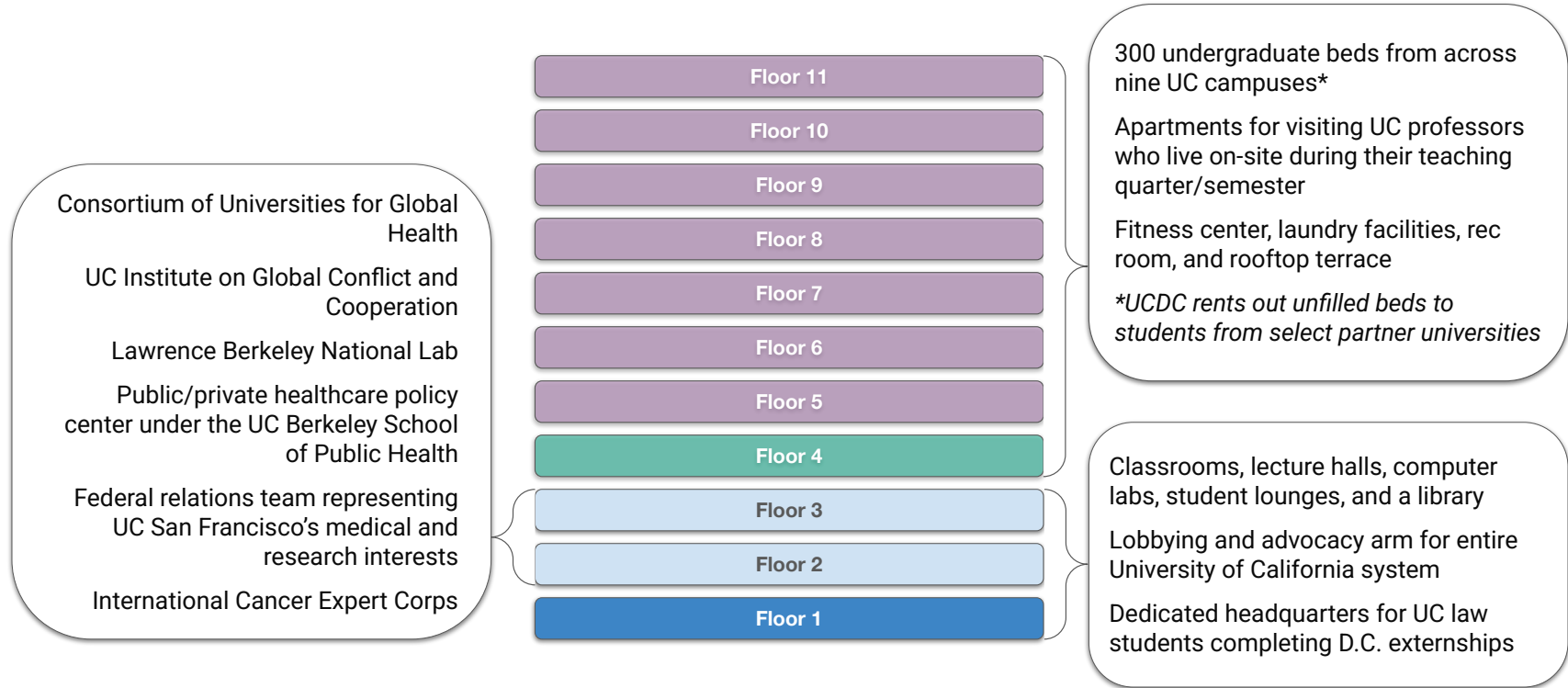


The New School, NYC



Academic Village, San Francisco

UCDC: Program Stack



INNOVATION HUBS



1871, Chicago Loop



MaRS Discovery District, Toronto



Bakar Bioengineer, Berkeley

(INTERIM) SCENARIO VISUALIZATION



SCENARIO VISUALIZATION



CATALYTIC SCENARIO: Pros and Cons

PROS: What works

Respectful of historic context

Moves housing to more appropriate sites

SLA only required if not a public use

CONS: What doesn't

Uncertain use

Unclear timeline

Uncertain financial benefit for city

Further study

Further research into catalytic partners

Oakland Police and other Government Use or City Agency facilities planning

Interim activation planning (BID, local businesses and nonprofit partners)





GARAGE SCENARIO

GARAGE SCENARIO

- Maintain existing structure
- Restore downtown multimodal infrastructure
- Provide convenient parking for City workers and visitors
- Generate revenues to offset seismic retrofit costs
- Introduce creative occasional “pop up” programming on site

Economics

Retrofit costs of roughly \$15M

Optimistic demand for parking
annual net revenue potential of
\$700,000

Upside internal rate of return
over 25 years of 5%

No revenue associated with
activation

MOMENT: San Pedro Square (San José)



MOMENT: San Pedro Square (San José)

Regional example of activating an existing parking garage ground-floor adaptive reuse

Completed 2018 San Pedro Square, San Jose

Provides four 400sf micro-retail spaces

Incubates small local businesses and makers with affordable storefronts

Strengthens street activity and public realm activation in the surrounding district

\$250K City investment funded initial build-out

Expanded outdoor gathering space supported by Knight Foundation grant funding

Public-private operating model with the Downtown Association managing the program

Revenue-sharing partnership between the Downtown Association and SJ Made



BOLD TENDENCIES: South London



BOLD Tendencies: South London

Adaptive reuse of underutilized parking structure
into a vibrant public destination

Founded in 2007 as a nonprofit arts organization

Located on the rooftop of the Peckham
Multi-Storey Car Park in South London

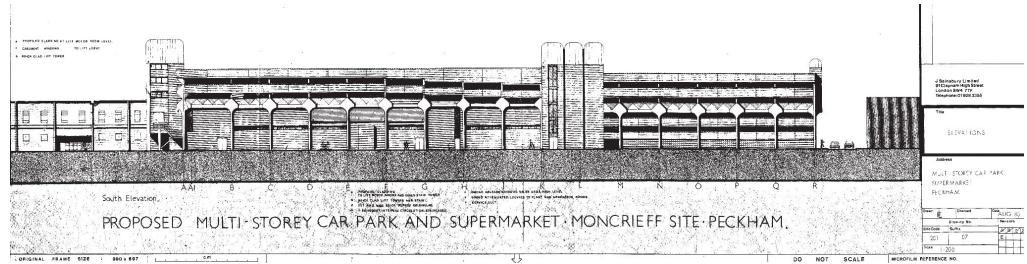
Transforms previously unused space into an
active civic asset

16+ years of successful activation through arts,
culture, and public programming

Creates a destination for community gathering
and cultural events

Demonstrates how parking structures can
become valued public spaces with minimal
intervention

Model for long-term urban revitalization through
creative reuse and placemaking



SKYFARM: Melbourne



SKYFARM: Melbourne

Adaptive reuse of a rooftop parking deck into a productive urban farm

Collaboration among local sustainability organizations to deliver the project

Creates an environmental oasis in the center of Melbourne

Introduces urban agriculture into previously underutilized parking infrastructure

Enhances biodiversity, sustainability, and public access in a dense urban setting

Supports education, community engagement, and local food production



SCENARIO VISUALIZATION



SCENARIO VISUALIZATION



GARAGE SCENARIO: Cost Summary

Program:	Restored parking facility, seismic retrofit of existing structure
Total Costs:	\$15M
City Contribution:	\$15M
City Revenue Potential:	Parking revenue Optimistic IRR: ~5% over 25 years

- Upfront capital expenditure
- Ongoing revenue generation
- Revenue depends on garage pricing and utilization
- Activation has neighborhood benefits but unlikely to produce direct additional revenue

GARAGE SCENARIO: Pros and Cons

PROS: What works

Re-open shuttered
City asset

City staff and visitor
benefits

Revenue potential

Relatively low-effort
project

Potential for
activation

CONS: What doesn't

Upfront City capital
cost

Revenue risk

Minimal catalytic
potential

Further study

Structural
Assessment

Seismic retrofit cost
analysis update

Parking market
considerations



SCENARIOS SUMMARY

Scenario Pathway Comparison

Scenario	Project Brief	Timing	Total Project Cost	City Investment	City Revenue Potential	Site Disposition
RESIDENTIAL 1) 100% Affordable - PSH, family	128 units, 30% AMI - 60% AMI: Average 40% AMI	Medium Term	\$110M- \$130M	\$30- \$40M	Minimal annual Ground Lease payment: \$1 - \$20,000/yr (99 yr ground lease)	RFP SLA - 100% Affordable Land Lease
RESIDENTIAL 2) 100% Affordable - MIP, family	128 units 30% AMI - 80% AMI: Average 60% AMI	Medium Term	\$110M- \$130M	\$70- \$80M	Minimal annual Ground Lease payment: \$1 - \$20,000/yr (99 yr ground lease)	RFP SLA - 100% Affordable Land Lease
PLAZA (INTERIM) Demolish to Grade	Public Plaza with Potential Interim Use	Near-Term	\$5M - \$10M+	\$5M - \$10M+	\$0+	No Disposition City Site
CATALYTIC Institutional	Education, public sector, or non-profit use (build to suit)	Medium / Longer-Term	\$50M - \$200M +	\$0+	Potential land lease revenue	SLA NOA Process Opportunistic/Site Marketing Land Lease
GARAGE Retrofit + Activate	Seismic Retrofit of Existing Structure	Near-Term	\$15M	\$15M	Parking revenue: Optimistic IRR of 5% over 25 Years	No Disposition City Site

Scenario Pathway Comparison

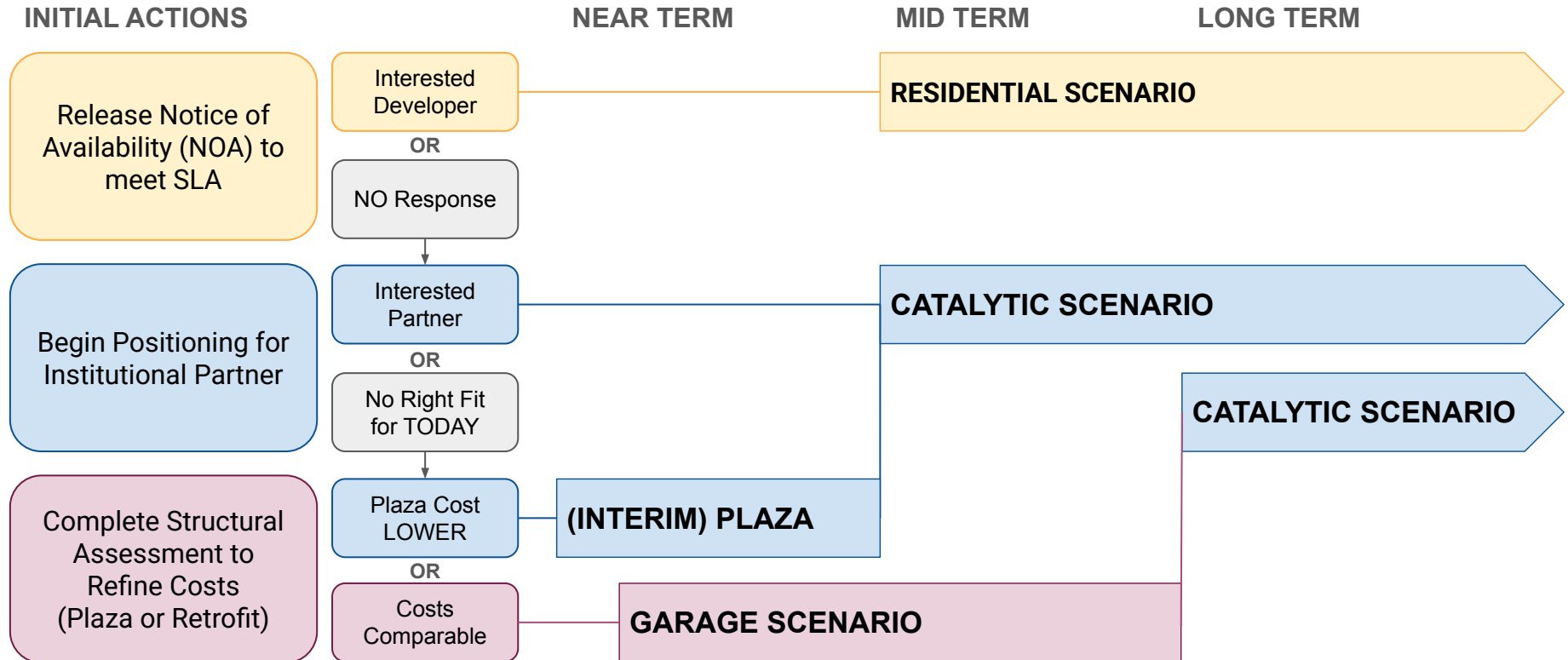
Scenario	Pros	Cons
RESIDENTIAL 1) 100% Affordable - PSH, family	S-14 compliant; meeting housing needs	Highest City investment needed; very limited affordable housing funding available
RESIDENTIAL 2) 100% Affordable - MIP, family	S-14 compliant; meeting housing needs for City workers	Highest City investment needed; very limited affordable housing funding available
PLAZA (INTERIM) Demolish to Grade	Civic Center Compatibility	Upfront Capital Cost Limited Catalytic Potential
CATALYTIC Institutional	Economic Activity Civic Center Compatibility	Uncertain Use Uncertain Timing Uncertain Financial Benefit
GARAGE Retrofit + Activate	Transportation Infrastructure Staff Parking Revenue Generating Activation Opportunities	Upfront Capital Cost Revenue Risk Limited Catalytic Potential

Funding Sources

Paths for garage retrofit/demo funding depend on final use.

- **Retrofit:**
 - Self finance, payback over 25 years (at 5% IRR)
- **Demolition:** Public commitment to take on cost risk will significantly strengthen offering, though private demo management may reduce costs
 - If developer/user identified:
 - From land value (if any)
 - Debt: IBank, NMTC, Municipal Bond
 - Grants: EDA Public Works, Capital \$, Philanthropy
 - For interim use or to supplement offering:
 - State Capital \$, Philanthropy

Decision Making Framework



Conclusion

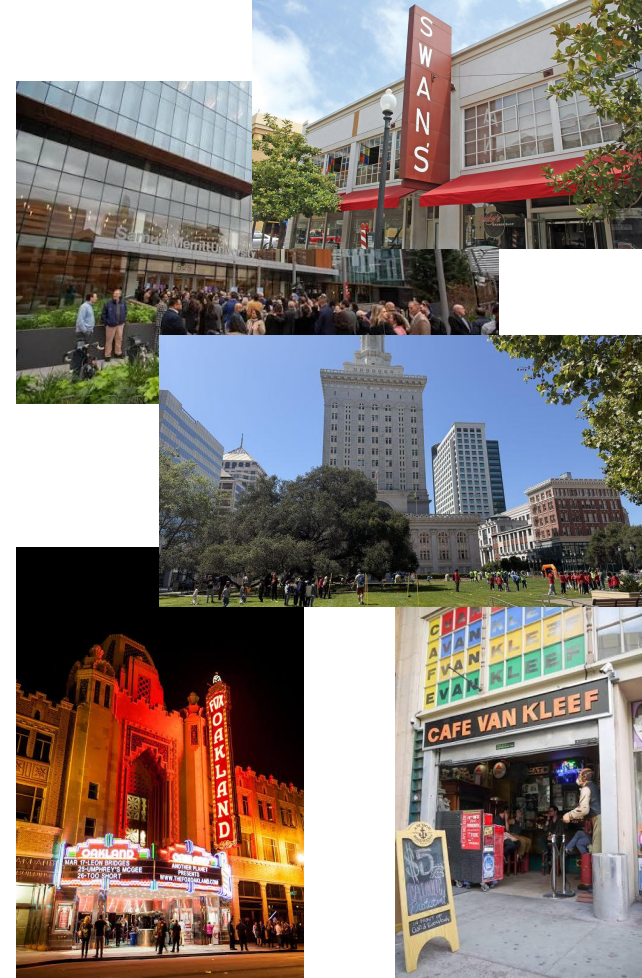
This is a **unique and very important** site in Oakland.

Despite near term market conditions, **there is long term momentum.**

With the right use, 1414 Clay has potential to **increase activity Downtown**, but that will **take time.**

There are better sites for housing. This site doesn't need to be that driver for Downtown.

Don't lock in a forever use until you have the right use.





Q & A | Thank You!

