



The Downtown Oakland Specific Plan

**PUBLIC REVIEW
DRAFT PLAN
AUGUST 28, 2019**

DOWNTOWN OAKLAND SPECIFIC PLAN – PUBLIC REVIEW DRAFT PLAN

Prepared by the Dover, Kohl & Partners team for the City of Oakland

August 16, 2019



City Lead Agency

Planning & Building Department

Planning Bureau; Strategic Planning Division

Partner Departments

Economic & Workforce Development

Housing & Community Development

Public Works

Race & Equity

Transportation

Human Services

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Setting the Scene

The city of Oakland is emblematic of the unique character in Northern California's East Bay. Downtown Oakland is the heart of this region renowned for its extraordinary abundance: talent, culture, innovation, beauty, and diversity. Downtown is also the physical and historic center of Oakland, which began at the estuary waterfront and radiated out to the hills. It retains many characteristics of the city founded in 1852 such as many small, walkable blocks, five of the original public squares or parks and the historic City Hall and other treasured historic buildings.

As the city's cultural center, Downtown Oakland offers among the greatest range in the nation of cultural offerings, reflecting and connecting Oakland's many neighborhoods. Downtown Oakland serves as the community's living room, providing a gathering place and showcase for Oakland's dynamic and groundbreaking art, social innovation, and original expression. It is also the growing employment hub of the East Bay, and the principal gateway to the city by regional rail and ferry.

Like the rest of the city and the region, Downtown Oakland faces significant opportunities and challenges affecting its social and physical structure, reinforcing the urgency to plan for its future. The Plan Area encompasses approximately 930 acres bounded by water on two sides, the Oakland Estuary of the San Francisco Bay to the south and Lake Merritt and Lake Merritt Channel to the east (see Figure IP-1: Downtown Oakland Setting Map).

Oakland's Mediterranean climate makes year-round outdoor activities possible. All of downtown lies within a quarter-mile walking distance of a park or green space. Downtown has the "bones" for a great walking experience: flat terrain; a compact network of spacious, continuous sidewalks that link important destinations; and wide streets that can be retrofitted to accommodate wider sidewalks and bike/mobility lanes. With activities such as Chinatown's markets and shops, City Hall's civic events, and 14th Street and Uptown's bustling nightlife, Downtown Oakland is one of the most popular places in the city.

The urban fabric of Downtown Oakland is a complex mix of old and new, large and small-scale, designed and vernacular properties imposed on a historic tight street grid with modern overlays, representing a variety of building types, styles and eras. Downtown contains a series of unique residential, commercial, industrial and mixed-use neighborhoods, with many significant historic resources and architectural styles ranging from early industrial warehouse buildings, to Victorian era homes, to contemporary high-rise office buildings. The many gaps in downtown's streetscapes that have sat empty as parking lots are increasingly being filled by mid- and high-rise development, while many existing historic buildings have been adaptively reused. High-density residential buildings developed in the past two decades are an eye-catching representation of Oakland's recent growth; adding to the many existing buildings, from Victorian single-family homes and small-scale apartment buildings to single-room occupancy residential hotels and large-scale apartment buildings, that house residents who have called downtown home for generations.

As a regional employment center, the Plan Area has excellent access by train, bus, ferry and auto. BART provides regional transit service, with three stops downtown and a second transbay line expected in the future. Passenger and freight trains stop at Jack London Square and the adjacent Port of Oakland. Broadway serves as the spine of AC Transit's East Bay bus routes, and the Jack London Square Ferry Terminal connects Oakland to eight other terminals in cities such as Vallejo and San Francisco. Regional freeway access to the Plan Area is provided by Interstates I- 580, I-980, I-880 and State Route 24, which bisect and border the Plan Area.








- Legend**
-  Downtown Plan Boundary
 -  Parks
 -  BART Station
 -  BART Line
 -  Railroad

Figure IP-1: Downtown Oakland Setting Map





Photo: Greg Linhares, City of Oakland

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Downtown Oakland is undergoing rapid change that reflects a recognition of its unique place among American cities and renewed interest in the opportunities the city offers. This change brings new energy and prospects for growth, but also challenges the City’s ability to stem displacement and to sustain our iconic community and culture.

.....
The Downtown Oakland Specific Plan will establish the policies that ensure downtown development over the next 20 years serves the broad needs of the entire Oakland community. Plan policies will include pathways to economic innovation, measures to protect residents, businesses and community institutions; ensure a welcoming public realm that is safe, engaging, and inclusive; and reduce disparities in accessing opportunity and improving one’s quality of life. While there is an undeniable urgency to achieve these goals, the process has taken time to hear the voices of the community, explore new ideas, and advance a plan that reflects the actual values of Oaklanders.
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Purpose of this Draft Document

How to Provide Feedback on This Document

1. Attend public hearings and give testimony
2. Send email with comments to **plandowntownoakland@oaklandca.gov**
3. Check the project website for additional ways to get involved: **www.oaklandca.gov/topics/downtown-oakland-specific-plan**

This Public Review Draft Plan follows the Preliminary Draft Plan as one more step toward the Downtown Oakland Specific Plan, which is expected to be adopted in 2020. This draft summarizes key findings (described in more depth in prior reports such as the Downtown Disparity Analysis and the Preliminary Draft Plan), describes the community's goals for downtown and outlines strategies to reach the desired future for downtown. While this specific plan provides development and land-use recommendations that are consistent with those done for other parts of Oakland, it also presents a draft of potential supportive programs, policies and physical improvements, along with a draft implementation plan of specific action items to embrace opportunity, address racial disparities, and move downtown toward a future that seizes a capacity to serve its many residents, workers, and visitors while also protecting what makes downtown "authentically Oakland."

The Public Review Draft Plan's recommendations have emerged through four years of community input, technical analysis, and review of the City's existing policies. The Preliminary Draft Plan (PDP) was presented to and workshopped with the Community Advisory Group (CAG), and discussed with the Planning Commission during three evening sessions. City staff also held community stakeholder meetings upon release of the PDP along with an open comment period for the public-at-large to provide feedback. The resulting input and comments were compiled into a comments matrix and used to produce the Public Review Draft Plan. An Equity Assessment of possible impacts of initial strategies presented in the Plan Options Report (2017) has been used to refine the Plan's proposed policies and projects toward more equitable outcomes. Feedback on this Public Review Draft Plan will inform the Final Specific Plan.

How to Use this Plan Document

This section explains the organization of the Public Review Draft Plan, and how to understand and access the information presented in it.

INTRODUCTION & BACKGROUND

This *Introduction & Background* chapter describes the purpose and process of community engagement used to create the Public Review Draft Plan.

VISION & GOALS

The *Vision & Goals* chapter provides an overall vision for Downtown Oakland, including a snapshot of the Public Review Draft Plan's key concepts. It presents six overarching goals and their related outcomes. The plan goals articulate the steps for achieving a vision for a Downtown Oakland that serves the needs of all Oaklanders. Toward that end, the outcomes and policies in this Public Review Draft Plan are centered on equity and reducing disparities so that Oaklanders who now have the least access to opportunity can see themselves fulfilled in these outcomes. An *Equity Framework* describes the Public Review Draft Plan's overarching equity goal, the key disparities the plan addresses, and how the plan will be used to advance equitable outcomes.

While the Public Review Draft Plan's goals apply across all of downtown, it is critical to understand the distinct vision in the plan for each of downtown's unique neighborhoods and districts, where different scenarios applying land use and zoning concepts, opportunity sites, transportation alternatives, and public realm improvements will realize those respective visions. The *Neighborhood Vision* describes the community's aspiration for each district and neighborhood.

PLAN OUTCOMES, STRATEGIES AND SUPPORTIVE POLICIES

Organized by topic, the next six chapters of the Plan include desired outcomes along with quantitative and qualitative measures of success, additional detail about corresponding existing conditions, assets and disparities, a framework of proposed strategies and public improvements, and supportive policies to implement these concepts. The Implementation chapter includes a summary of action steps to implement the Plan. The Draft Plan proposes an ambitious set of policies, across a variety of topic areas, to achieve equitable and sustainable development that will take time, additional resources and coordination across a variety of departments, agencies and stakeholders to implement.

The final section, the *Appendix*, includes detailed project lists and technical appendices that have informed the Public Review Draft Plan.

Plan Topics:

- 01: ECONOMIC OPPORTUNITY**
- 02: HOUSING & AFFORDABILITY**
- 03: MOBILITY**
- 04: CULTURE KEEPING**
- 05: COMMUNITY HEALTH**
- 06: LAND USE & URBAN FORM**
- 07: IMPLEMENTATION & ENGAGEMENT**

Planning Process: Phase I

Launched in 2015, the Downtown Oakland Specific Plan process has provided numerous and various opportunities for local stakeholders and community members to be involved. Participant feedback has shaped the strategy options in developing this Public Review Draft Plan. Key milestones and efforts to-date are summarized in the following timeline.

July 2015: PROJECT START

September 3, 2015

CHARRETTE & OPEN STUDIO

This multi-day event included: a hands-on public design workshop and open design studio where the community was invited to stop by to see draft concepts; a series of technical/stakeholder meetings to gather feedback on important issues; and a work-in-progress presentation at the Paramount Theatre to summarize ideas.



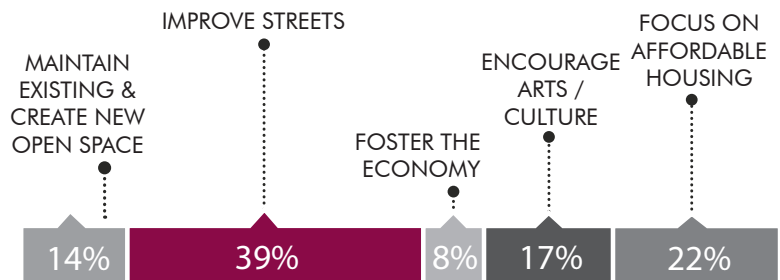
COMMUNITY KICK-OFF

To mark the beginning of the public planning process in 2015, the City of Oakland hosted a community workshop at the Rotunda Building next to City Hall to introduce local citizens and community groups to the Downtown Oakland Specific Plan process. A brief presentation by the consultant team was followed by an interactive hands-on activity. The event was used to inform and encourage participation for the upcoming charrette (noted next).

October 19 – 28, 2015

Charrette Feedback Forms Responses:

Of the many ideas you heard or seen so far, which ones seem more exciting to you?



SpeakUpOakland.org

SpeakUpOakland.org Online Forum Responses - Common Themes:

Pretend you have a magic wand. How would you change downtown? What one thing should we improve most?

1. **INCREASED COMMUNITY BENEFITS FROM DOWNTOWN DEVELOPMENTS**
2. **IMPROVED SAFETY**
3. **YOUTH ACTIVITIES**
4. **CLEANLINESS**
5. **IMPROVED QUALITY OF LIFE**



PLAN ALTERNATIVES REPORT

The Plan Alternatives Report describes a draft vision and initial concepts for downtown, based on charrette input. The Report is posted online and was reviewed at community meetings with groups including the Community Advisory Group (CAG)*; Parks and Recreation Advisory Committee (PRAC); Landmarks Preservation Advisory Board (LPAB); Youth Advisory Commission; Bicyclist & Pedestrian Advisory Committee (BPAC); and Planning Commission. The Plan Alternatives Report was presented at a large community presentation and open house held in March of 2016 at the Malonga Casquelourd Center for the Arts.

YOUTH SUMMIT AND COURSEWORK

The City collaborated with the Y-PLAN (Youth: Plan, Learn, Act, Now!) program at UC Berkeley to introduce MetWest and Skyline students to planning and get their ideas for the downtown, as well as holding an after-school Youth Summit with Y-PLAN students and youth who participate in many of the youth and young adult programs downtown, including Civicorps and BAY-Peace.

November 2015 -
July 2016

Summer 2016

March - April 2016

STAKEHOLDER MEETINGS

Meetings were held with additional existing stakeholder organizations such as the Art + Garage District, Oakland Creative Neighborhoods Coalition, Chinatown Coalition, Old Oakland Neighbors, the Metropolitan Chamber of Commerce Land Use Committee, Malonga Center resident organizations, and downtown schools and youth services. The City also used the "Speak Up, Oakland!" online forum to solicit feedback from individual Oaklanders.

Spring 2016

PLAN ALTERNATIVES REPORT COMMENTS MEMO

The Comments Memo was produced to summarize all public input on the Plan Alternatives Report. Over 1,000 comments were received and organized to refine the plan vision and goals.

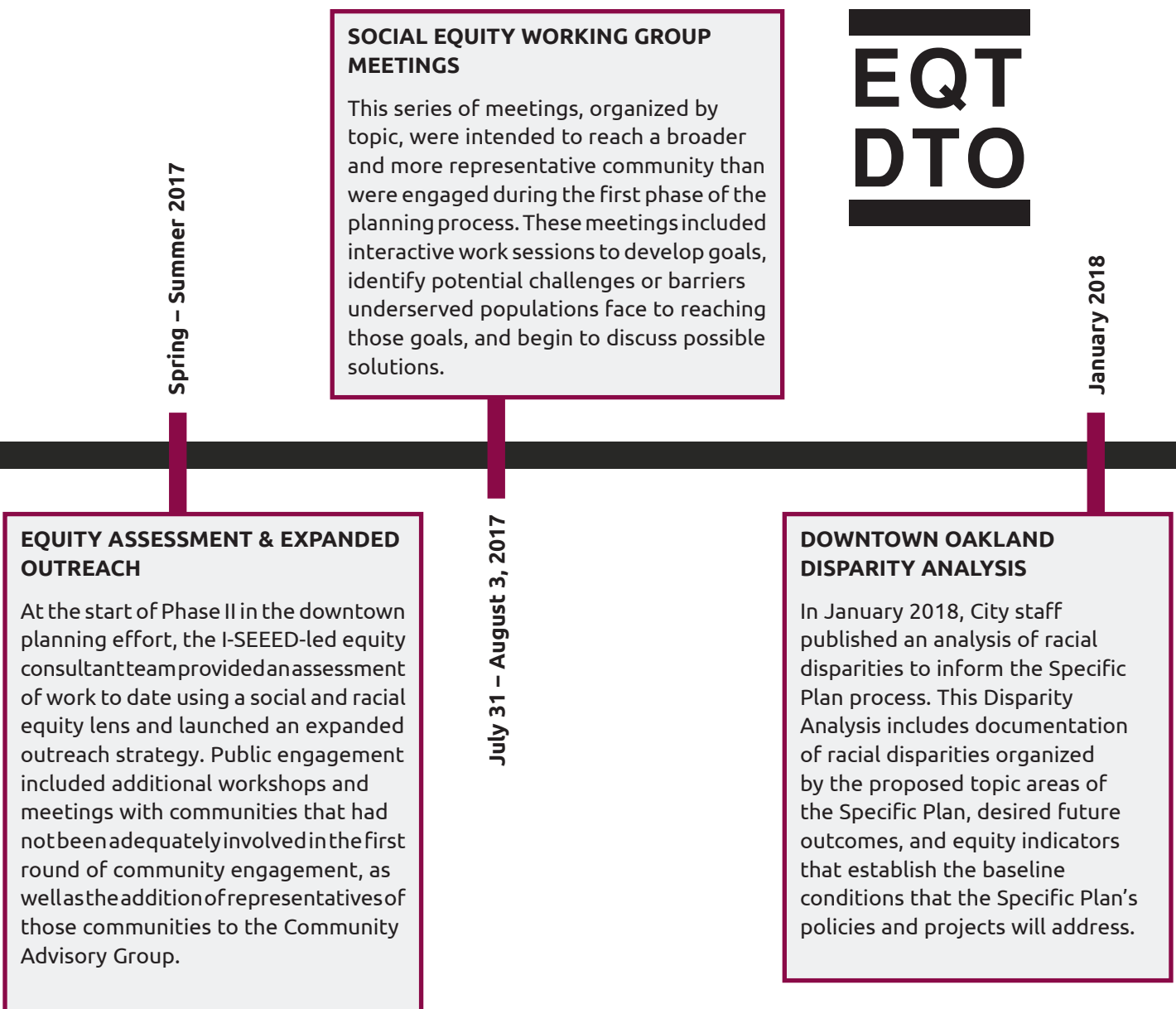
JACK LONDON NEIGHBORHOOD DESIGN SESSIONS

Community workshops and a series of stakeholder meetings were held over a two-day period in August of 2016 to discuss opportunities and challenges specific to the Jack London District.

*A Community Advisory Group (CAG) was formed in 2016 to provide input and help direct the policies of the plan, comprised of professionals with technical knowledge on plan topics, as well as representatives of the local neighborhood groups, artist community, health and advocacy organizations.

Planning Process: Phase II

In early 2017, the City of Oakland kicked off a new phase of the downtown planning effort with an expanded focus on social and racial equity, adding an “equity team” of consultants to provide an assessment of the work to date, deepen engagement from historically marginalized communities, document disparities, and evaluate the potential equity impacts of draft plan policies.



CREATIVE SOLUTIONS LABS

The Creative Solutions Labs were organized by topic and built upon the Social Equity Working Group meetings. The objective was to present strategies through workshops to address issues previously identified by the downtown community. The discussions were informed by an overview of existing conditions and racial disparities, example approaches to mitigate these disparities and successful strategies used in other communities facing similar challenges.

NEIGHBORHOOD DESIGN SESSIONS: CENTRAL CORE, UPTOWN & KONO, OLD OAKLAND, & CHINATOWN

In February 2018, members of the public were invited to a series of Neighborhood Design Sessions, where they gathered around maps to identify opportunities and problem areas for specific neighborhoods and discuss their vision and potential solutions.

PRELIMINARY DRAFT PLAN & PUBLIC REVIEW

The Preliminary Draft Plan was an initial version of the Downtown Oakland Specific Plan, describing transformative ideas and recommendations that were derived from the public process and corresponding research and analysis. It presented the first draft of proposed changes to the character of the waterfront, and other areas of downtown, as well as supportive policies that uphold the community's shared values of economic opportunity, culture keeping, and environmental sustainability. Approximately two dozen stakeholder meetings, public advisory board meetings, Planning Commission hearings, and community events were held to review and gather feedback on the Preliminary Draft Plan. This feedback from these sessions was used to revise the Preliminary Draft Plan into the Public Review Draft Downtown Oakland Specific Plan.

Summer
 2018

Fall
 2018

January
 2019

Creative Solutions Labs: Feb. 5 – 8, 2018
 Neighborhood Design Sessions: Feb. 10 – 13, 2018

ACCESSIBILITY SURVEY

City staff worked with disability community advocates to better understand accessibility challenges downtown, including developing and administering a paper and online survey targeted to older adults and people with disabilities.

PLAN OPTIONS & EQUITY ASSESSMENT

Working from the ideas developed at the Creative Solutions Labs and Neighborhood Design Sessions, the Dover-Kohl team synthesized this suggestions-to-date into a collection of policy and land use options to address community priorities within a setting of "focus areas" in downtown. The equity consultant team provided an assessment of possible equity impacts for each policy and land use option, as well as prioritization and additional recommendations to achieve equity. These documents informed the recommendations of the Preliminary Draft Plan.

Vision & Goals





Photo: Eric Arnold, Diamano Coura

DIVERSITY EQUITY INCLUSIVITY

The message received both from stakeholder engagement and through data analysis is that diversity and community are the City of Oakland's most precious assets and that downtown has the potential to be their greatest showcase.

Diversity, equity, and inclusivity have been integral threads in Oakland's values for decades. Concerns about accelerated displacement of people and culture have led to an even greater need for extensive outreach to ensure that this Plan protects Oakland's culture and values and reflects the input, needs, and insights of all Oakland's residents, workers, and community leaders.

The identity that Oakland values includes the diverse voices, races, cultures, arts, places, neighborhoods, and businesses, both here today and before recent waves of displacement. Plan strategies for improved connections, upgraded public spaces, and economic growth go hand in hand with strategies for reducing racial disparities so that all Oaklanders are included in downtown's future growth and prosperity.

As Downtown Oakland grows along with the city and the region, the *Public Review Draft Plan* seeks to balance and integrate these goals by defining physical improvement projects and supporting policies to meet community priorities for a sense of place, shelter, economic opportunity, cultural belonging, and mobility, centering the needs of its most vulnerable stakeholders.

A Shared Vision, Centering Equity

The *Public Review Draft Plan* describes a shared community vision for downtown that serves all Oaklanders and accounts for the needs of those who are currently underserved. Community input shaped six plan goals around the topics of Economic Opportunity, Housing and Affordability, Culture Keeping, Mobility, Community Health, and Land Use and Urban Form. Desired outcomes describe what Downtown Oakland could look like when the Plan goals are realized.

Equity is a primary focus of this Plan; all of the goals, outcomes and supporting policies meet a shared vision, consider equity impacts, and aim to reduce disparities – or at the very least, not widen them. The Equity Framework on the following pages describes the strategies and actions that will continue to advance equity through Plan implementation.



Economic Opportunity Outcome E-1

Economic activity builds community wealth and fuels the ongoing improvement of local conditions.



Economic Opportunity Outcome E-2

Downtown provides affordable, accessible space for businesses and community organizations, and sustains employment opportunities across a broad array of job skills.



Economic Opportunity Outcome E-3

Access to services, jobs, education, and training gives all Oaklanders an opportunity to find local employment and economic security.

Goal 01:

Economic Opportunity

Create opportunities for economic growth and security for all Oaklanders.



Housing Outcome H-1

Sufficient housing is built and retained downtown to support the full range of lifestyles and choices essential to Oaklanders.



Housing Outcome H-2

Current and long-time Oaklanders remain an important part of the community.



Housing Outcome H-3

Oakland's artists and creative community are able to find housing and live-work opportunities in downtown that they can access and afford.

Goal 02: Housing

Ensure sufficient housing is built and retained to meet the varied needs of current and future residents.



Mobility Outcome M-1

Downtown is well-connected across its internal and adjacent neighborhoods with bicycle and pedestrian networks that are accessible and safe for people of all ages and abilities.



Mobility Outcome M-2

Communities that are more transit-dependent are well-served in traveling to and from downtown with frequent, reliable, and safe transit service.

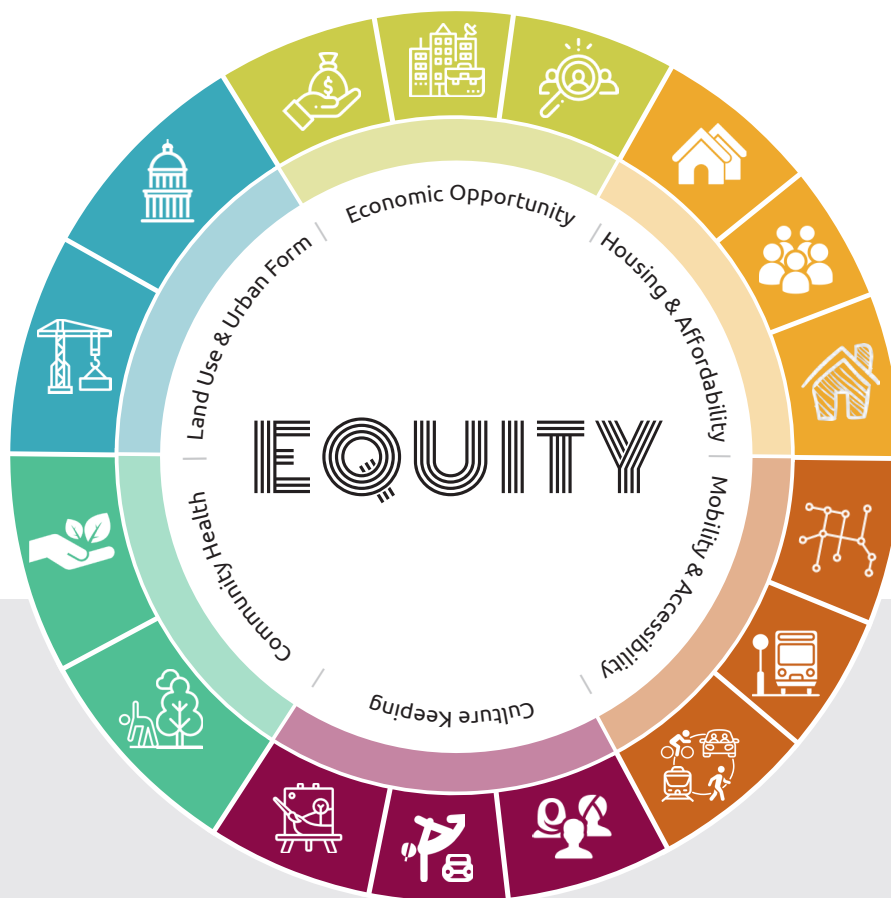


Mobility Outcome M-3

Oaklanders connect to downtown's resources with transportation options that accommodate people of all ages and abilities from their front door to their destination and back.

Goal 03: Mobility

Make downtown's streets comfortable, safe, and inviting and improve connections to the city as a whole so that everyone has efficient and reliable access to downtown's jobs and services.



Culture Keeping Outcome C-1

Downtown is a place where all of Oakland’s residents can see and express themselves and their culture.



Culture Keeping Outcome C-2

Festivals, outdoor art installations, and cultural events are integral elements in downtown’s public sphere and spaces.



Culture Keeping Outcome C-3

Oakland’s artists and creative community are able to find workspaces, performance spaces, and galleries in downtown that they can access and afford and see their work integrated into the built environment and public domain.



Community Health Outcome CH-1

All Oaklanders can lead safe and healthy lives, enjoying streets, public spaces, and parks downtown that provide opportunities to stay active and build community.



Community Health Outcome CH-2

Environmental stewardship informs operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.



Land Use Outcome LU-1

Development and design serve Oakland’s diverse needs, contribute to improved conditions for all, and enhance downtown and its neighborhoods’ authentic, creative, and dynamic local character.



Land Use Outcome LU-2

Oakland’s extensive array of historic buildings, cultural enclaves, civic institutions, and landmarks are preserved within downtown’s built environment.

Goal 04:
Culture Keeping
Encourage diverse voices and forms of expression to flourish.

Goal 05:
Community Health
Provide vibrant public spaces and a healthy environment that improve the quality of life downtown today and for generations to come.

Goal 06: Land Use
Develop downtown in a way that meets community needs and preserves Oakland’s unique character.

Equity Framework

The Downtown Plan’s overarching equity goal is to reduce racial disparities by shaping a downtown that provides fair and equitable access to all the opportunities that lie at the heart of Oakland: jobs, training, housing, services, government, cultural expression, and a vibrant civic life. This includes countering forces that have led to the displacement of people, businesses, cultures and communities of color from downtown and citywide.

KEY ASSUMPTIONS

The focus on race and equity throughout this plan responds to the fact that most indicators of well-being in Oakland and across the nation show disparities by race. Race is a principal predictor of disproportionately skewed outcomes throughout the general population and within marginalized groups based on gender identity, ability, sexual orientation, socioeconomic class, citizenship status, religion, etc. Whenever we remove systemic racialized barriers to opportunity, then we change outcomes across these specific populations, allowing all Oaklanders to benefit from living in a flourishing, transformed city and experience economic security and opportunity in healthy, vibrant communities. Throughout the Public Review Draft Plan, policies propose additional attention and resources to the populations who are harmed by these disparities with the explicit goal of removing racialized barriers to opportunity in order to, in the best case scenario, reduce or eliminate these disparities, or at the very least not widen them.

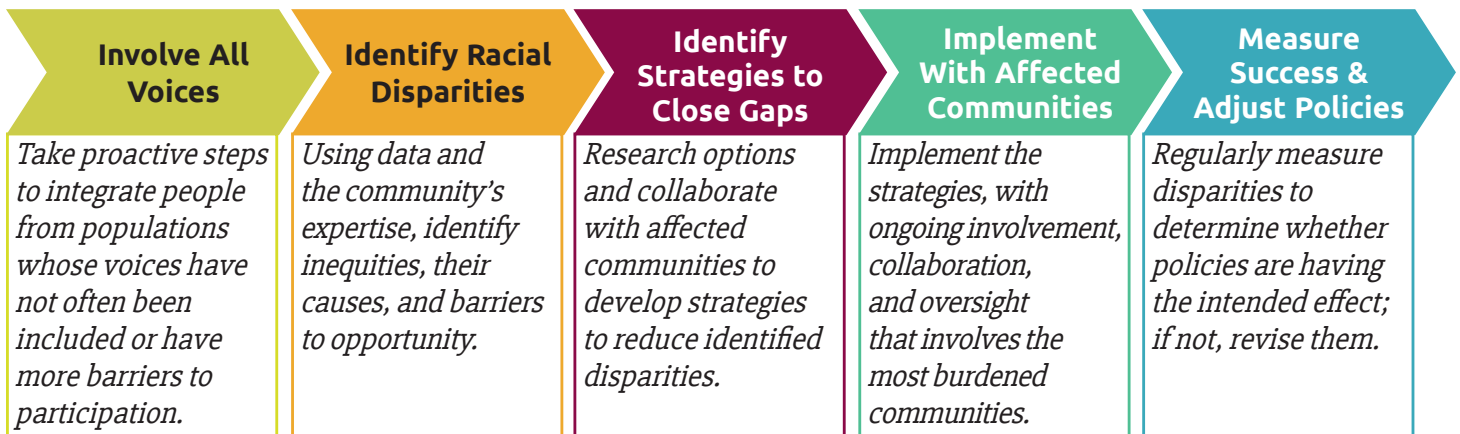


Figure VG-1: Equity Approach

PROCESS

Communities of color expressed concerns early in the planning process that a downtown plan might exacerbate the gentrification and displacement already occurring in Oakland. In response, starting in 2016 the City's Strategic Planning Division worked with the City's Department of Race and Equity and an equity consultant team, led by the Institute for Sustainable Economic, Educational, Environmental Design (I-SEED), to center this planning effort on equity and addressing the needs of the city's most vulnerable communities. The resulting process involved members of those communities, included analysis of disparity data, proposed equity-related outcomes, and evaluated possible policy directions. This work was based on the racial equity impact assessment (REIA) and results-based accountability (RBA) models, which together involve identifying and measuring indicators of racial disparities; including affected communities in identifying and designing solutions to those disparities; and assessing proposed strategies to determine whether they might close or widen the identified disparity gaps.

Key Downtown Disparities

Some of the primary indicators of disparity, i.e. equity indicators, that the Downtown Oakland Specific Plan identified are summarized below. These equity indicators, plus additional measures specific to each plan topic (such as community health and transportation), will set the baseline conditions against which the City will measure progress towards achieving equitable outcomes. As the Downtown Plan is implemented, the efficacy of each strategy and policy to reduce the disparities will be evaluated. A list of the measures of success is presented in each chapter of this Public Review Draft Plan.

1. HOUSING COST BURDEN

By definition, a housing cost-burdened household spends more than 30% of its income on housing. Housing is usually the single largest expense for households, so whenever households need to pay more than 30% of their income for housing, particularly low-income families and households of color, then little remains for food, health care, education, and other needs. According to 2015 data from the PolicyLink/PERE *National Equity Atlas*, the largest disparity exists in the housing cost burden between White and Black households: White households had the lowest rates of housing cost burden, with 29.1% burdened and Black households had the highest rates, with 44.6% burdened. A larger disparity also exists between White and Black renter households, for whom the rates of cost burden are 40.1% and 63.4%, respectively¹.

2. HOMELESSNESS

During a 2019 point-in-time survey in Oakland, a total of 2,761 individuals were counted as experiencing homelessness, which represented a 26% increase from 2015. Homeless advocates estimate that the actual number is closer to 9,000. Of individuals experiencing homelessness, more than two-thirds (68%)

¹ City of Oakland Planning and Building Department. *Downtown Oakland Disparity Analysis*. 2018, pp 23.

identified as African American or Black, despite them constituting only 26% of Oakland's overall population. Over half of the survey respondents cited "money issues" as the primary reason they are homeless. With more people unable to afford housing, the Oakland is seeing higher levels of homelessness, along with the associated deterioration of physical and mental health and of social outcomes.

3. DISPLACEMENT

The UC Berkeley Center for Community Innovation developed an index to characterize places that historically housed vulnerable populations, but have since experienced significant demographic shifts, as well as real estate investment. According to this index, much of downtown is characterized as undergoing "ongoing gentrification/displacement." Although this measure addresses demographics, the community is also concerned with cultural displacement, such as fewer opportunities for cultural expression, culturally relevant businesses, community institutions, and a sense of belonging.

4. DISCONNECTED YOUTH

"Disconnected youth" refers to young people ages 16-24 who are neither working nor in school. Limited access to education and job experience early in life, along with health impacts and exposure to the criminal justice system, can have lasting impacts, such as lower earnings, higher public expenditures, lower tax revenues, and lost human potential. Citywide in 2015, the White population had the lowest percentage of youth who were neither working nor in school at 8.3%, and the Black population had the highest at 20.8%.

5. UNEMPLOYMENT RATE

In 2015, the average unemployment rate in downtown was 14.1% for the Black population, 14.1% for the Hispanic population, 10.3% for the Asian population, and 5.7% for the White population. Racial differences in employment result from corresponding disparities in education and training, as well as barriers to employment for workers of color such as English language ability, immigration status, involvement with the criminal justice system lack of transportation access, and racial discrimination and bias among employers and institutions.

6. MEDIAN INCOME

In 2014, median household income for the White population in downtown was \$85,489, nearly twice that of Latinx (\$45,731) and Asian (\$44,418) households, and more than twice the income of Black households (\$35,983).² Wage and employment gaps by race or gender impact the entire Oakland economy. Closing these gaps by addressing discrimination, boosting educational attainment, and ensuring strong, rising wages for low-income jobs is good for families and leads to more consumer spending, which is a key driver of economic growth and job creation. Note that wage data does not address the wealth gap between White households and households of color, which considers a household's savings and assets, and is more significant even than the wage gap.

² City of Oakland Planning and Building Department. *Downtown Oakland Disparity Analysis*. 2018, pp 31.



Key Policies

All policies in the Public Review Draft Plan — whether related to transportation, economics, housing, urban design or arts and culture — have been assessed for possible equity impacts and revised to reduce disparities, or, at the very least, not to widen them. However, there are some key policies that have been identified as having a greater impact in reducing inequities. These policies expected to close identified disparity gaps are summarized in the table below.

Table VG-1: Key Policies with Equity Impacts

Strategy or Policy	Policy Summary
EQT-1 Housing Cost Burden	
Economic Opp (E-1.1)	Implement measures to ensure that new development provides funding/contributions such as impact fees, community-serving tenants, and other direct and indirect contributions, and enhances Oakland’s ongoing fiscal sustainability to better fund City services and community investment.
Housing (H-1.7)	Ensure that a mix of market-rate and income-restricted housing is constructed in downtown. Target creation of between 4,365 and 7,275 affordable housing units including units designed to accommodate larger families out of a total housing production target of 29,100 new units.
Housing (H-1.1)	Explore and implement tools and policies to prioritize use of some portion of affordable housing funds in downtown by adapting scoring criteria for responses to City notices of funding availability (NOFA).
Housing (H-1.2)	Leverage the city’s inventory of publicly-owned land in a manner that supports housing affordability.
Housing (H-1.3)	Establish public/private partnerships between libraries / county properties and affordable housing providers aimed at co-locating public facilities with affordable housing above.
Housing (H-1.4)	Study increasing the city’s affordable housing impact fees, with a goal of potentially dedicating a portion of the new revenues generated to affordable housing production in downtown.
Housing (H-1.5)	Study increasing the City’s jobs-housing linkage fee for non-residential development.
Housing (H-1.6)	Explore the creation of a new downtown value-capture mechanism, such as an Enhanced Infrastructure Financing District (EIFD), with a significant portion of this new long-term revenue stream dedicated to affordable housing retention and production.
Housing (H-1.12)	Study an inclusionary housing policy for downtown as part of re-assessing the city’s current affordable housing impact fees and the impact fee’s existing option for developers to provide affordable housing units on-site in lieu of paying the impact fee.
Housing (H-1.9)	Encourage the development of more commercial hotels downtown to relieve pressure to convert permanent housing units and SRO hotels to short-term tourist rentals.
Housing (H-1.10)	Explore expanded use of the community land trust and/or other shared equity homeownership models in downtown to increase home ownership and wealth-building opportunities for low- and moderate-income households.
Housing (H-2.1)	Continue to purchase and rehabilitate downtown’s residential or single-room occupancy hotels (SROs) as income-restricted affordable housing, as funding and purchase opportunities arise.
Housing (H-2.2)	Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate SROs.
Housing (H-2.8)	Maintain effective enforcement of rent adjustment and just cause eviction laws.
Housing (H-2.12)	Continue applying State and local first-time homebuyer programs in downtown to enhance stable ownership opportunities, and consider modifying programs to allow former Oakland residents to apply.
Housing (H-2.3)	Develop a process to expedite the review and approval of planning and building permits for 100% affordable housing projects.

VISION & GOALS

EQUITY FRAMEWORK

Strategy or Policy	Policy Summary
Housing (H-3.1)	Incorporate artist-serving housing into the City's affordable housing Notice of Funding Availability (NOFA) process scoring criteria.
Mobility (M-3.5)	Study the long-term feasibility of replacing I-980 with a multi-way boulevard to better connect West Oakland and downtown; creating opportunities for new housing and other uses, using the revenues from public land to repair inequities caused by the creation of I-980, and supporting walking, biking, and transit.
EQT-2 Homelessness	
Housing (H-1.3)	Establish public/private partnerships between libraries / county properties and affordable housing providers aimed at co-locating public facilities with affordable housing above.
Housing (H-1.9)	Encourage the development of more commercial hotels downtown to relieve pressure to convert permanent housing units and SRO hotels to short-term tourist rentals.
Housing (H-2.2)	Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate SROs.
Housing (H-2.7)	Pursue additional funding for expanded renter services and counseling.
Housing (H-2.8)	Maintain effective enforcement of rent adjustment and just cause eviction laws.
Housing (H-2.9)	Target creation of supportive services in existing and new affordable housing and at SRO's rehabilitated as income-restricted housing in downtown.
Housing (H-2.5)	Update Oakland's "Permanent Access to Housing" (PATH) strategy and implement its recommendations to prevent homelessness and support and assist homeless residents.
Housing (H-2.6)	Continue implementation of services for encampment areas, including health and hygiene interventions, provision of Community Cabins facilities, and temporary shelters.
Housing (H-2.13)	Per citywide efforts to secure homeowners in distress, implement programs to proactively identify homeowners at risk of foreclosure and direct these residents to available assistance and resources.
Comm Health (CH-1.12)	Provide secure storage lockers for unsheltered residents in places where they can access them.
Comm Health (CH-1.13)	Provide creatively designed public drinking water, trash, and restroom facilities in parks and other public spaces, including re-opening restrooms in parks that have been closed due to understaffing.
Comm Health (CH-1.14)	Work with downtown libraries to create a safe daytime shelter, community gathering and services program for Oakland's unhoused and vulnerable residents.
Comm Health (CH-1.20)	Create and manage needle exchange locations.
Comm Health (CH-1.22)	Prioritize capital improvements and maintenance of public facilities such as libraries, cultural centers and recreational centers to ensure mechanical systems are adequate for them to serve as cooling centers and air quality respite shelters.
Comm Health (CH-1.23)	Explore capital improvements to convert one or more downtown public facilities to essential service facilities.
EQT-3 Displacement	
Economic Opp (E-1.1)	Implement measures to ensure that new development provides funding/contributions such as impact fees, community-serving tenants, and other direct and indirect contributions, and enhances Oakland's ongoing fiscal sustainability to better fund City services and community investment.
Housing (H-1.1)	Explore and implement tools and policies to prioritize use of some portion of affordable housing funds in downtown by adapting scoring criteria for responses to City notices of funding availability (NOFA).
Housing (H-1.4)	Study increasing the city's affordable housing impact fees, with a goal of potentially dedicating a portion of the new revenues generated to affordable housing production in downtown.
Housing (H-2.1)	Continue to purchase and rehabilitate downtown's residential or single-room occupancy hotels (SROs) as income-restricted affordable housing, as funding and purchase opportunities arise.

Strategy or Policy	Policy Summary
Housing (H-2.2)	Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate SROs.
Housing (H-2.7)	Pursue additional funding for expanded renter services and counseling.
Housing (H-2.8)	Maintain effective enforcement of rent adjustment and just cause eviction laws.
Housing (H-2.9)	Target creation of supportive services in existing and new affordable housing and at SRO's rehabilitated as income-restricted housing in downtown.
Housing (H-2.4)	As part of citywide efforts, develop and adopt improvements to Oakland's condominium conversion ordinance to promote affordability, prevent displacement, and reduce racial disparities.
Housing (H-2.12)	Continue applying State and local first-time homebuyer programs in downtown to enhance stable ownership opportunities, and consider modifying programs to allow former Oakland residents to apply.
Housing (H-2.13)	Per citywide efforts to secure homeowners in distress, implement programs to proactively identify homeowners at risk of foreclosure and direct these residents to available assistance and resources.
Housing (H-2.10)	Explore expanding the definition of displacement in the City's regulatory agreements with affordable housing developers to prioritize units for Oaklanders who have been displaced for broader economic reasons. Explore legally compliant ways of targeting homeownership and rental assistance to former residents harmed by discriminatory housing policies such as redlining and predatory lending. Allow such individuals or groups to apply for local assistance programs.
Housing (H-2.11)	Implement a centralized online waiting list for affordable housing to include information on applicant's demographics, income and family history of residence in Oakland.
Housing (H-3.1)	Incorporate artist-serving housing into the City's affordable housing Notice of Funding Availability (NOFA) process scoring criteria.
Housing (H-3.2)	Establish live-work zoning designations in arts-focused districts such as Koreatown/Northgate (KONO), Jack London, and the Black Arts Movement and Business District (BAMBD). Expand requirements for future live-work spaces to ensure they are not used solely as residences, beyond the existing requirement of having a business license.
Economic Opp (E-2.3)	Develop and continually update requirements or incentive options for new development to provide affordable space for arts, nonprofit organizations, and small, local, culturally-specific businesses.
Economic Opp (E-2.7)	Ensure City policies and actions maintain sufficient industrial space downtown to accommodate user needs—especially maintaining downtown's unique existing strengths in providing space for small-scale light industrial uses.
Economic Opp (E-2.9)	Pursue creation of a nightlife district and strategy in downtown locations such as Uptown and the Black Arts Movement & Business District (BAMBD); design the strategy to accommodate these uses at a variety of price points, and support attraction of diverse populations. Ensure the strategy provides support for Black-owned and Black-oriented businesses.
Economic Opp (E-2.8)	Provide affordable space for entrepreneurs and small, local retailers, artists, and artisans by exploring the implementation of a land trust model, and by expanding Oakland's master leasing efforts, in which the City or a nonprofit intermediary leases or sub-leases space to tenants meeting criteria such as length of residency in Oakland, location of residence, economic status, and disability status.
Economic Opp (E-2.13)	Pursue establishment of additional arts and culture districts in downtown, similar to the BAMBD; potential districts could include a Chinatown Cultural Heritage District, KONO Art + Garage District, or Jack London Maker District.
Economic Opp (E-2.14)	Pursue additional funding for the façade tenant improvement program and restructure the program to focus on assisting businesses and nonprofits that meet criteria for income and location in established cultural districts.
Economic Opp (E-2.4)	Explore opportunities to partner with non-profit support organizations to augment the capacity of Oakland's existing Business Assistance Center in downtown.

VISION & GOALS

EQUITY FRAMEWORK

Strategy or Policy	Policy Summary
Economic Opp (E-2.10)	Expand the business outreach efforts of Oakland’s Economic and Workforce Development staff by pursuing the creation of an interdepartmental outreach team.
Economic Opp (E-3.5)	Partner with local nonprofits to enhance outreach, training, and capacity-building activities for small, local suppliers/vendors, and to match these businesses with large employers in Downtown.
Culture Keeping (C-1.1)	Establish a Cultural Districts Program to formalize a collaborative partnership between the City and cultural communities and identify resources to stabilize vulnerable communities and to preserve, strengthen, and promote the City’s cultural assets and diverse communities.
Culture Keeping (C-1.5)	Explore the development of an incentive program (such as a cultural density bonus program) for downtown that identifies affordable arts, culture, and commercial space, including space for community-serving nonprofits, as one of the priority community-benefiting uses.
Culture Keeping (C-1.2)	Provide support for the Black Arts Movement and Business District (BAMBD) and promote the district with special urban design elements and marketing materials.
Culture Keeping (C-1.8)	Explore the use of a land trust model to help stabilize cultural businesses, institutions and residents through community ownership of land; consider cultural easements as well to restore Indigenous People’s rights to land, habitat and stewardship.
Culture Keeping (C-1.10)	Adopt zoning, land use and building regulations to preserve existing and encourage more Production, Distribution and Repair (PDR, also known as “maker”), arts and culture spaces.
Culture Keeping (C-3.1)	Continue leasing City-owned properties downtown at below-market rents for arts and culture uses utilizing the City’s existing process and consider partnering with an intermediary organization to create an incubator model that outlines a pathway to growth and expansion for the tenant.
Culture Keeping (C-3.6)	Incentivize the use of privately-owned, vacant, or underutilized buildings as temporary affordable art or social enterprise space.
Culture Keeping (C-3.7)	Explore the development of a facilities access fund to subsidize access to space (performance venues, theaters, etc.) for artists seeking affordable exhibition/performance space.
Culture Keeping (C-3.4)	Increase funding and support for arts & culture programs and organizations, particularly for groups most impacted by racial disparities, by either increasing the hotel tax or reallocating existing hotel tax funds, which would require a ballot initiative.
Culture Keeping (C-3.5)	Expand existing technical assistance in business and marketing, and support the extension of CAST’s Keeping Space Oakland program, which provides technical and financial real estate support for arts organizations facing displacement, particularly for artists of color and from vulnerable communities.
Culture Keeping (C-3.2)	Consider a master lease program where a nonprofit intermediary, like CAST or EBALDC, could partner with building owners to sub-lease underutilized ground-floor spaces to artists and arts organizations.
Land Use (LU-1.3)	Create and adopt a development incentive program for downtown that works seamlessly with updated zoning regulations and addresses the community’s most pressing needs.
Land Use (LU-2.2)	Study and develop an updated Transfer of Development Rights (TDR) program that will assist in overall preservation efforts downtown.
Land Use (LU-2.3)	Establish a Cultural Districts Program and use the zoning regulations developed in support of such a program to both require and incentivize specific uses identified by the community as priorities.
Land Use (LU-2.5)	Coordinate new downtown development to ensure that construction downtown does not interfere with the accessibility of streets and public spaces, and is coordinated to the extent feasible to minimize negative impacts to small businesses.
EQT-4 Disconnected Youth	
Economic Opp (E-3.2)	Develop incentives for contractors/builders to hire local workers, with a focus on increasing equitable representation of groups most impacted by racial disparities and other priority populations, including justice-involved individuals.

Strategy or Policy	Policy Summary
Economic Opp (E-3.3)	Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers and Laney College to develop a job pipeline in the technology sector, “clean and green” sector, and other major industry sectors in downtown.
Economic Opp (E-3.1)	Pursue establishment of a youth empowerment zone program in Downtown Oakland, integrated with local nonprofit organizations and focused on career training opportunities.
Culture Keeping (C-2.1)	Program and encourage youth activities in public spaces and businesses.
Comm Health (CH-1.9)	Invest in youth and senior-driven programming and facilities for downtown public spaces.
EQT-5 Unemployment Rate	
Economic Opp (E-3.2)	Develop incentives for contractors/builders to hire local workers, with a focus on increasing equitable representation of groups most impacted by racial disparities and other priority populations, including justice-involved individuals.
Economic Opp (E-3.3)	Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers and Laney College to develop a job pipeline in the technology sector, “clean and green” sector, and other major industry sectors in downtown.
Economic Opp (E-3.4)	Continue City efforts to work internally and with major downtown institutions and large employers to develop procurement and contracting policies that support small local businesses and businesses owned by people from groups most impacted by racial disparities.
Economic Opp (E-3.5)	Partner with local nonprofits to enhance outreach, training, and capacity-building activities for small, local suppliers/vendors, and to match these businesses with large employers in Downtown.
Land Use (LU-1.3)	Create and adopt a streamlined development incentive program for downtown that works seamlessly with updated zoning regulations and addresses the community’s most pressing needs.
EQT-6 Median Income	
Economic Opp (E-2.4)	Explore opportunities to partner with non-profit support organizations to augment the capacity of Oakland’s existing Business Assistance Center in downtown.
Economic Opp (E-2.10)	Expand the business outreach efforts of Oakland’s Economic and Workforce Development staff by pursuing the creation of an interdepartmental outreach team.
Economic Opp (E-2.11)	Improve and expand Downtown marketing and branding efforts, targeting not only people and organizations interested in downtown’s cultural and entertainment offerings, but also employers, entrepreneurs, and institutions looking for accessible commercial space near high-quality public amenities and transit.
Economic Opp (E-3.3)	Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers and Laney College to develop a job pipeline in the technology sector, “clean and green” sector, and other major industry sectors in downtown.
Economic Opp (E-3.4)	Continue City efforts to work internally and with major downtown institutions and large employers to develop procurement and contracting policies that support small local businesses and businesses owned by people from groups most impacted by racial disparities.
Economic Opp (E-3.5)	Partner with local nonprofits to enhance outreach, training, and capacity-building activities for small, local suppliers/vendors, and to match these businesses with large employers in Downtown.
EQT-7 Other Equity Concerns	
Economic Opp (E-2.15)	Partner with local businesses and the Building Bureau to enhance the physical accessibility of public-serving retail, workplaces, and other spaces through application of “universal design” principles.
Housing (H-1.13)	Investigate passage of policies requiring a high standard of accessibility retrofits during remodels of existing buildings/units, and/or adjust requirements for new residential development in order to strengthen accessibility.
Housing (H-2.14)	Ensure habitability standards for residents of affordable and market rate housing developments.

VISION & GOALS

SECTION

Strategy or Policy	Policy Summary
Mobility (M-2.2)	Improve passenger amenities, including wayfinding in multiple languages
Mobility (M-1.1)	Design and construct safety measures along the high-injury pedestrian network, including ADA measures that support access for people with disabilities (as identified in Figure M-1 and described in Appendix Table M-1).
Mobility (M-1.2)	Implement the pedestrian and bicycle programs/policies for Downtown Oakland detailed in the 2017 Oakland Pedestrian Plan and 2019 Oakland Bike Plan.
Mobility (M-1.9)	Support the Let's Bike Oakland library partnership with OakDOT which will provide bike mechanics, fix-it stations and bike repair and maintenance tools for free at library locations.
Mobility (M-2.1)	Implement transit priority treatments on key corridors and decrease bus headways to improve overall transit travel times, and access to, from and within downtown (as identified in Figure M-8 and described in Appendix Table M-6).
Mobility (M-2.3)	Reconfigure transit service in Jack London and Chinatown to better connect with regional transit and improve bus transit connections between downtown and East Oakland.
Mobility (M-2.2)	Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout downtown. Bus stops can include lighting, new shelters, benches, wayfinding information in multiple languages, and other amenities including those that improve access and comfort for people with disabilities.
Mobility (M-2.5)	Maintain reliable, ADA-accessible access to transit stations (i.e. BART elevators and escalators) and find opportunities to increase the number of elevators.
Mobility (M-2.4)	Work with transit agencies to offer a low-income transit pass to reduce the cost of transit fare.
Mobility (M-2.6)	Name transportation facilities to reflect the character of the place they serve (e.g. Chinatown).
Mobility (M-3.2)	Decrease freeway traffic on local streets through improvements in the Oakland/Alameda Access Project.
Mobility (M-3.7)	Expand the Park Oakland program to additional areas of Downtown Oakland to ensure parking availability, increase ADA-accessible parking and passenger loading to serve the needs of people with disabilities and downtown businesses, reduce the number of drivers looking for parking, balance the needs placed on curb space, and better manage parking resources and demand.
Mobility (M-3.5)	Study the long-term feasibility of replacing I-980 with a multi-way boulevard to better connect West Oakland and downtown; creating opportunities for new housing and other uses, using the revenues from public land to repair inequities caused by the creation of I-980, and supporting walking, biking, and transit.
Mobility (M-3.10)	Adopt stronger regulations to ensure safe access for pedestrians, bicyclists, and transit riders of all abilities during construction projects downtown.
Comm Health (CH-1.3)	Draft and adopt guidelines for new or improved parks and public open spaces; include 'active design' guidelines with policies and design standards that create healthier and more physically accessible public spaces.
Comm Health (CH-1.15)	Update CPTED guidelines to reflect best practices and be inclusive of all different users of public space.
Comm Health (CH-1.16)	Expand implementation of community safety initiatives, including strengthened community policing and partnerships, expanded bias training for police and other neighborhood peacekeepers, partnerships with mental health service providers, expanded support for community-based service and workforce development organizations serving at-risk youth and re-entry populations, and restorative justice programs and methods.
Comm Health (CH-1.11)	Invest in and create universal design principles for public spaces and playgrounds to make downtown more accessible to people with disabilities of all ages.
Comm Health (CH-1.19)	Provide incentives for the creation of more childcare centers and invest in programs to help subsidize the cost of childcare for vulnerable residents and workers.

Strategy or Policy	Policy Summary
Comm Health (CH-2.3)	Support the implementation of the Sea Level Rise Roadmap, which identifies key actions needed to prepare for impacts of climate change; particularly for vulnerable neighborhoods.
Comm Health (CH-2.12)	Add green buffers along highway edges to filter air pollutants.
Comm Health (CH-2.13)	Accelerate the electrification of private vehicles and low capacity taxi/TNC vehicles, aiming to improve air quality by significantly reducing tailpipe emissions from transportation.
Comm Health (CH-2.14)	Transition to natural gas-free buildings to reduce safety and air quality/health risks in buildings.
Comm Health (CH-2.16)	Support cultural and civic facilities (libraries, museums, landmarks, etc.) as disaster preparedness and relief centers, providing emergency social services in times of distress (cooling stations, food distribution, shelter, etc.).
Land Use (LU-2.5)	Coordinate new downtown development to ensure that construction downtown does not interfere with the accessibility of streets and public spaces, and is coordinated to the extent feasible to minimize negative impacts to small businesses.
Engagement (IMP-155)	Establish a Specific Plan Implementation Committee, with broad representation for area residents and community stakeholders, to monitor and assess the implementation of Specific Plans and provide annual reports to the Planning Commission and City Council.
Engagement (IMP-156)	Populate the Specific Plan Implementation Committee with an inclusive constituency of underrepresented populations, youth, older adults, and people with disabilities, as well as business and institutional representatives.
Engagement (IMP-159)	With the participation of a Specific Plan Implementation Committee, review the Downtown Oakland Specific Plan every year to report on progress, evaluate whether the strategies are achieving the desired equity and other outcomes, evaluate whether strategies are still appropriate, and update as needed.
Engagement (IMP-160)	Conduct racial equity impact assessments of Plan actions as they are developed after adoption to ensure that investments, programs and policies narrow disparities and do not have unintended negative consequences on vulnerable populations.
Engagement (IMP-161)	Create an Economic Development Commission tasked with implementing economic opportunity and workforce development aspects of the Downtown Specific Plan.

Youth Engagement

A plan for Downtown Oakland should account for the needs of young people now and in the future, as well as the needs of the adults who today's youth will become over the twenty-year horizon of this plan.

YOUTH ENGAGEMENT PROCESS

The City of Oakland made intensive efforts to gather meaningful input directly from Oakland's youth as part of the DOSP planning process:



Youth participants at the Youth Summit for the Downtown Specific Plan



Youth participants at the Chinatown Neighborhood Design Session in 2018

- City of Oakland Youth Advisory Committee: ten middle- and high-school aged commissioners participated in a facilitated discussion about how they use downtown and what would make it a more valuable and welcoming space.
- UC Berkeley Y-PLAN Program: MetWest and Skyline High School students conducted a planning process and have provided recommendations on issues such as social equity and greenhouse gas reduction.
- Youth Summit: over 80 participants discussed youth ideas and needs for downtown on March 16, 2016 over pizza at City Hall, co-led by City and Y-PLAN staff.
- Youth Service Provider Focus Group: youth-serving organizations from around Oakland, including many located downtown, participated in a discussion to inform City staff about youth and organizational needs.
- Art Projects: Oakland School for the Arts and Chabot Elementary students participated in visionary art projects to describe and portray the future that they envision for downtown.
- Neighborhood Design Session: approximately 20 high school students participated in discussions about their ideas for Chinatown at the Neighborhood Design Session held at the Oakland Asian Cultural Center.

SUMMARY OF YOUTH FEEDBACK

Through these forums young people have repeatedly said that they see Downtown as a place for rich people, and not for young people or even people from Oakland, especially from East Oakland. They experience downtown as being unaffordable for them, with the exception of a few “hidden” food spots, and their perception is that retail downtown is comprised of boutiques, restaurants and bars that serve people who aren’t from Oakland (either they work Downtown, or they’ve moved Downtown recently). These youth go to other cities to shop and hang out in retail settings. Many of the young people who participated do not feel welcome downtown; they almost all have experienced having security guards, BID ambassadors and business owners and employees yell at them, kick them out of public spaces (even Oakland School for the Arts students who were playing dodgeball in Frank H. Ogawa Plaza during Physical Education class with adult supervision), or at least stare at them as if they don’t belong or are up to something criminal. They tend to feel comfortable in restaurants and other places where the patrons look like them. Some youth expressed concern that the City will not pay attention to youth voices even if they do participate.

The adult youth advocates confirmed all these comments about youth not being welcomed by the downtown community, including how young people – particularly young men of color – are singled out for oversight and harassment (even sometimes as children at home in their own downtown condominium complexes). However, they also pointed out places where youth are welcomed, such as a few shops and cafes where the owners provide safe havens for youth.

The bright spot is that there are some places where youth feel welcome. In addition to a few shops and youth services, they also feel welcome at the ice rink, Snow Park, the park by Oakland School for the Arts, and to some extent Jack London Square. A few youth said they do feel welcome to hang out in the center of Downtown near the stores, and have family, friends and programs downtown. Regardless of their current level of comfort, the youth who participated have many recommendations for improvements downtown.

In terms of youth engagement, youth participants think that government needs to be persistent and engage them in actual projects (such as murals and music) rather than just asking them to contribute ideas. They recommended using the Warriors to interact with the community, facilitating paid internships in development and planning, and going to the schools to do workshops there instead of asking students to go somewhere else. They recommended youth programs that interact with the community, involving youth at a younger age, building mentorships and alliances with mentors, and having a teen work at City Hall. In addition to these youth engagement ideas, the young people who participated had many additional ideas for policy, infrastructure, and amenities, which are included throughout this Draft Plan.

POLICIES RECOMMENDED BY YOUTH PARTICIPANTS:

At the end of each chapter in this Draft Plan there is a summary of recommended policies, projects and city programs. The policies that were recommended and supported by youth who participated in the Specific Plan process have been marked with an asterisk. Additionally, any policies, projects or programs that help to address the disparity indicator ‘Disconnected Youth’ have been marked with an ‘EQT-4’ icon.



Teenagers skating at Henry J. Kaiser Memorial Park



Student visioning exercise at the mini Y-Plan event

A Brief History of Racial Disparities in Oakland

Oakland's history is a story of the dynamics among people, power and policy. Like many cities across the country, the lack of opportunities for wealth accrual and social mobility for Black residents and other people of color that resulted from this history have had ongoing effects in current development processes and outcomes.¹

The *Oakland Equity Indicators* report (2018) states that almost every indicator of well-being shows quantifiable disparities by race. The *Downtown Oakland Disparity Analysis* prepared for this plan shows Black residents often facing the deepest disparities across a number of examined affinities. A brief overview of the history of land use regulations limiting opportunities for wealth accrual offers context for understanding how they, among other factors, contributed toward these disparities.

Originally the ancestral land of the Shuumi/Ohlone, whose descendants still inhabit the area, Oakland, like most U.S. cities has had a historically exploitive relationship with communities of color. Black men were recruited to Oakland in the 19th Century as Pullman porters for the railroad, but faced restrictive covenants limiting their movement to neighborhoods adjacent to the railroad in West Oakland.² Similarly, originally recruited to work in California gold mines,³ Chinese workers relocated to cities including Oakland and remained mostly segregated during the first half of the 20th Century,⁴ including the area today known as Oakland's Chinatown. Latinxs have had a strong presence in Oakland for generations, dating back to the original Spanish land grants. Legislation and quota systems for Mexican and Latinx immigration have been used to shape and limit immigration.⁵

In the 1910s and 1920s, ordinances requiring segregated housing and mortgage red-lining began a period of lawful segregation in Oakland. Federal housing programs of the 1930s and 1940s funded housing projects with covenants and occupancy criteria that maintained segregation in public housing. The civil rights and environmental movements of the 1950s and 1960s altered the approach and application of urban development policy and planning as outright institutional support for segregation ended.⁶

1 "Race, Space and Struggles for Mobility: Transportation Impacts on African Americans in Oakland and the East Bay," A. Golub, Marcantonio & Sanchez., 2013, p 704.

2 "Black in School: Afrocentric Reform, Urban Youth & the Promise of Hip-hop Culture," Shawn A. Ginwright, 2004, p. 96.

3 "Lake Merritt BART Station Area Community Engagement Report," Asian Health Services., 2009, p 2.

4 Web: <http://oakland-chinatown.info/chinatown-history/>

5 Alex Saragoza. Life Stories: Voices from the East Bay Latinx Community, 2003. pp 6.

6 "Race, Space and Struggles for Mobility: Transportation Impacts on African

Oakland's cultural communities have strong histories of resistance and activism with Black youth activism beginning in 1965-1970. The job centers created during this time contributed to a strong political infrastructure of small grassroots organizations. It was within this context that Bobby Seal and Huey Newton formed the Black Panther Party for Self Defense as one of the groups that emerged nationally to advance the civil rights movement.⁷ In response to displacement due to construction of BART, the Chinatown community successfully organized the community to address pressing social and economic needs. The Oakland Chinese Community Council was formed in 1968.⁸ Students also helped to organize the Chinatown community during the 1970s. Between 1965 and the early 1970s the Spanish Speaking Unity Council and the Spanish Speaking Advisory Council were the two organizations around which Oakland's Mexican American community organized both social programs and neighborhood politics.⁹

Coinciding with the enactment of the Civil Rights Act was the movement for independent living. The underpinning philosophy of the independent living movement is that people with disabilities have the same rights, options and choices as anybody else. In 1972, the first Center for Independent Living was established in Berkeley, California by Ed Roberts and the "Rolling Quads."¹⁰ Downtown Oakland is a significant destination for the disability community due to the concentration of critical support services.

The housing market crash and foreclosure crisis of 2007-2012 marked another moment in Oakland's history, forcing more population shifts. Foreclosures resulting from the subprime mortgage market collapse were concentrated in Oakland's lower-income "flatlands" neighborhoods that had been targeted by predatory lenders.¹¹

In the mid-2000s, the Black Lives Matter movement began in Oakland as a response to the acquittal of a White police officer accused of killing an unarmed Black teenager. The Black Lives Matter movement continues to bring awareness to injustice and oppressive systems.¹²



The free breakfast for school children program was a community service program run by the Black Panther Party - Metwest Highschool student planners, 2017



Proposal #8: Black Panther Monument - Metwest Highschool student planners, 2017



A 1937 Oakland and Berkeley "residential security map" created by the Home Owners' Loan Corporation illustrating red-lining policies

Americans in Oakland and the East Bay," A. Golub, Marcantonio & Sanchez., 2013, p. 708.

7 17 I-SEED Equity Team. *Keeping "the Town" in Downtown: An Assessment and Recommendations to Support Racial Equity in the Downtown Oakland Specific Plan.* 2018, pp. 39.

8 Asian Health Services, Oakland Chinatown Chamber of Commerce, City of Oakland. *Lake Merritt BART Station Area Community Engagement Report.* 2009, p.5.

9 Self, Robert O. 2003. "American Babylon: Race and the Struggle for Postwar Oakland." *Politics and Society in Twentieth-Century America.* Princeton, N.J.: Princeton University Press.

10 Web: <http://mtstcil.org/skills/il-2-intro.html>

11 Web: <https://www.kcet.org/shows/city-rising/understanding-rising-inequality-and-displacement-in-oakland>

12 I-SEED Equity Team. *Keeping "the Town" in Downtown: An Assessment and Recommendations to Support Racial Equity in the Downtown Oakland Specific Plan.* 2018, pp. 40.



Potential 2040 Development



Active 2020 Development



Vision for Downtown Oakland

Downtown Oakland serves as the setting for a remarkable array of lived experiences. It is both home and gathering space to people of all different income levels, races, cultures, and ethnicities. It supports a wide spectrum of community assets, serving not only local residents, but also visitors and workers from around Oakland, the Bay Area, and the globe. Its economy drives social innovation while reflecting the cultures, political movements, and people who are its heritage.

“Downtown Oakland is a dynamic regional hub of culture, employment, housing and transit that welcomes our entire community. Oaklanders across all ages have access to a network of service providers, activities, mentorship and job training that prepares them to participate in the culture and prosperity being generated downtown. Growth is accompanied by bold strategies to protect vulnerable community members, businesses and cultural organizations from displacement and to afford them opportunities for expansion and enhancement. Investment around transit stations and their vicinities creates active gateways into downtown and out to Oakland’s communities. Transit increases access to downtown’s jobs, services, culture and entertainment options from throughout Oakland and the region. Landscaped and specially treated connections provide an integrated system of walking and biking paths through downtown that link cultural districts and connect people to the Lake Merritt and Estuary waterfronts and to adjacent neighborhoods and districts. Downtown is a leader in innovative resilience and adaptation around social, climatic, and economic change.”

Economic Opportunity

Central Idea: Make downtown a racially and economically diverse regional employment center by identifying office priority sites, targeting training for living wage jobs to fill those spaces, and by investing in small businesses and businesses owned by people of color.

Figure VG-2: Street scene in Lake Merritt Office District



Go to **page 58** to see the before and after transformation

Challenges:

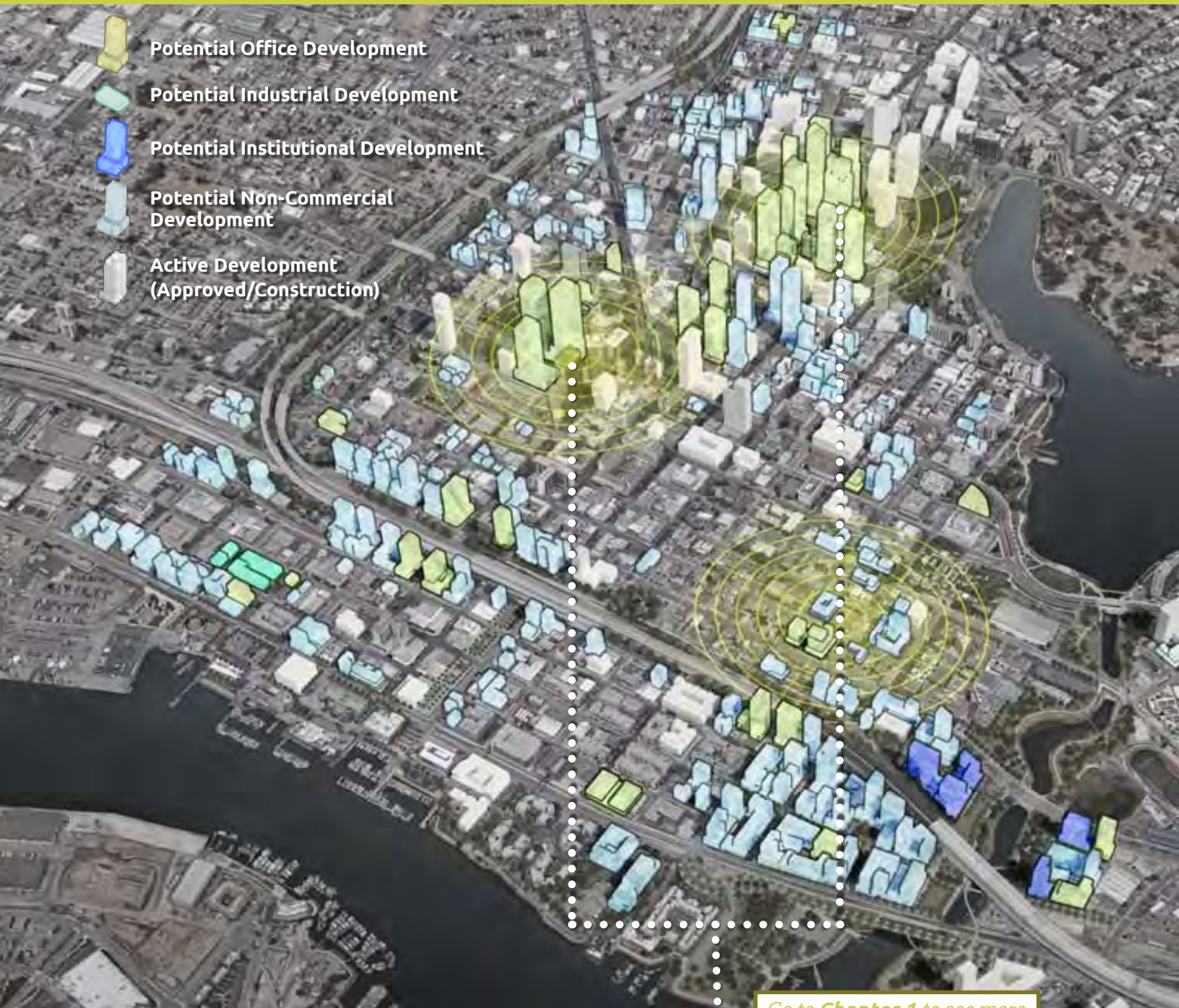
- Low revenues to fund City services
- Huge wealth disparities
- Regional imbalance of jobs & housing leading to transit overload and inadequate opportunity for residents

Key City Investments & Policies:

- Capitalize on geographic and transit assets by identifying office priority sites and promoting density at downtown's regional transit hubs
- Activate ground floor retail/commercial spaces by developing a program to master lease vacant spaces, and sub-lease them to small, local and culturally relevant retailers, artists and artisans
- Expand initiatives and partnerships with the tech sector, and other sectors targeted for expansion, to increase equitable business development and employment opportunities
- Expand existing and develop new summer job and local-hire training programs to ensure that jobs benefit those who most need them

**THE SPECIFIC PLAN CAN
HELP ENCOURAGE UP TO:**

**+20.0 M Sq. Ft. of New Commercial Space
+1.3 M Sq. Ft. of New Institutional Space
+260 K Sq. Ft. of New Industrial Space**



*Go to **Chapter 1** to see more*

...IF BUILT, THAT GENERATES:

- \$43 Million in Impact Fees to Fund Affordable Housing & Transportation Improvements; and
- Roughly 61 Thousand Jobs

OFFICE PRIORITY AREAS

Housing & Affordability

Central Idea: Maintain downtown as a collection of unique neighborhoods where people of all races and incomes live by adding 29,100 new homes by 2040, of which 4,365 to 7,275 will be affordable units

Figure VG-3: Potential new development near Estuary Park



Go to **page 74** to see the before and after transformation

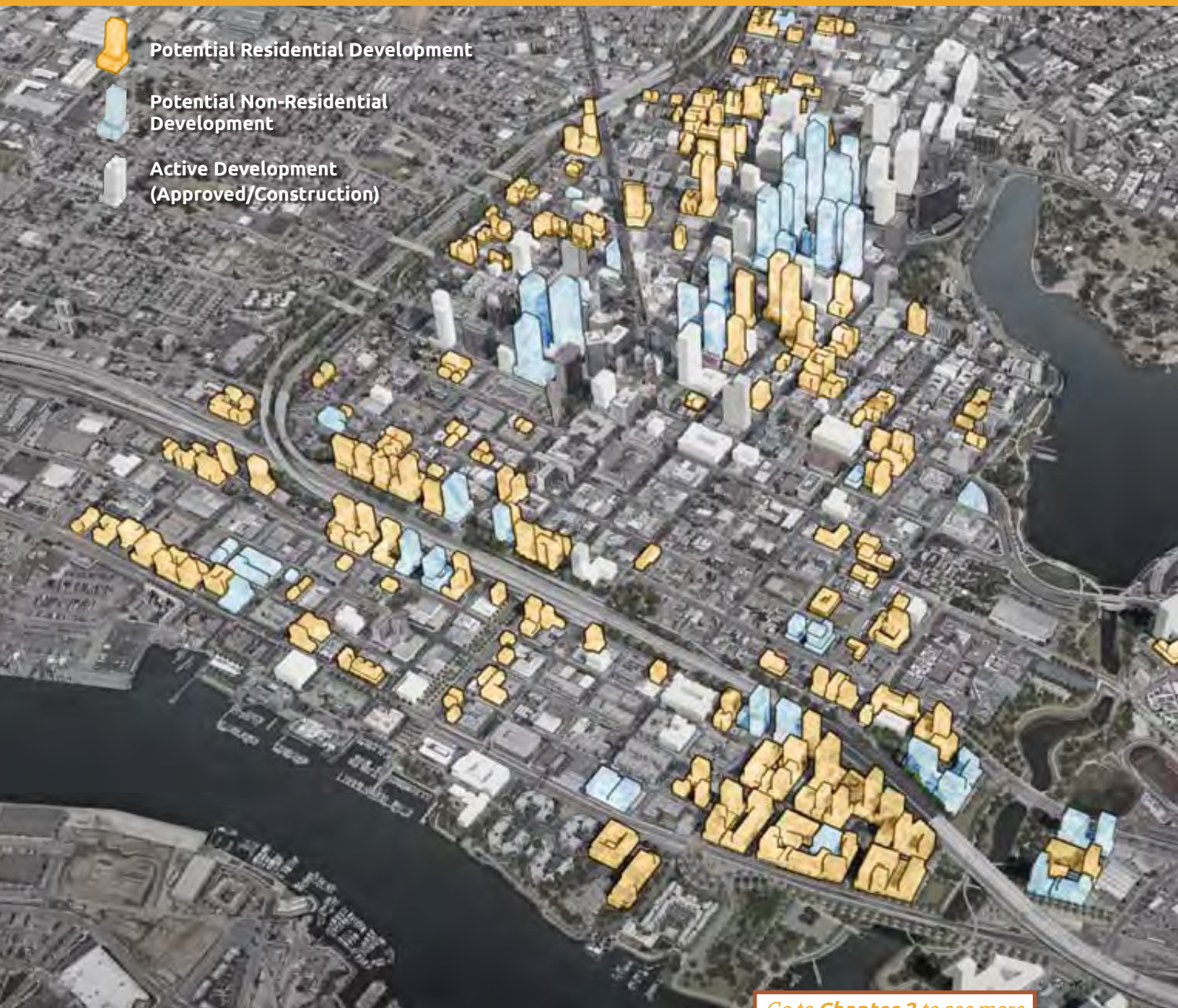
Challenges

- Insufficient affordable housing and the funding necessary to subsidize its creation in sufficient numbers
- High housing cost burden
- Highest displacement and cost burden among Black residents and other groups historically impacted by disparities in life outcomes
- Increasing number of homeless residents, with the highest numbers being disproportionately Black

Key City Investments & Policies:

- Prioritize a portion of citywide housing funds generated downtown for downtown projects by adapting scoring criteria and/or increasing impact fees
- Study an inclusionary housing requirement for downtown that would replace the affordable housing impact fees currently in place
- Establish a program to incentivize community-desired benefits in exchange for increased development potential
- Encourage large units for families and accessible units for older adults and people with disabilities

THE SPECIFIC PLAN CAN HELP ENCOURAGE UP TO: +29,100 New Residential Units Downtown



Go to **Chapter 2** to see more

...IF BUILT, THAT GENERATES:

- 4,365 to 7,275 New Income-Restricted Units; and
- \$480 to \$544 Million in Impact Fees to Fund Additional Affordable Housing

Mobility

Central Idea: Connect people across Oakland to downtown and unify downtown by expanding high-quality transit, bicycle routes, pedestrian access and amenities for an active street life.

Figure VG-4: Broadway & 14th Street



Go to **page 96** to see the before and after transformation

Challenges:

- Infrequent, undependable and circuitous transit access creates barriers for those already most vulnerable
- Frequent vehicle collisions with pedestrians and bicyclists
- Freeways on the west and south edges of downtown create barriers

Key City Investments & Policies:

- Streetscape investment, including curb ramps, high visibility crosswalks, landscaping and public space improvements
- Investment in dedicated transit lanes
- Investment in downtown's bicycle network to expand the number of high-quality routes and increase the overall number of connected and continuous routes throughout downtown

EXTENSIVE NETWORK OF MULTIMODAL STREETS

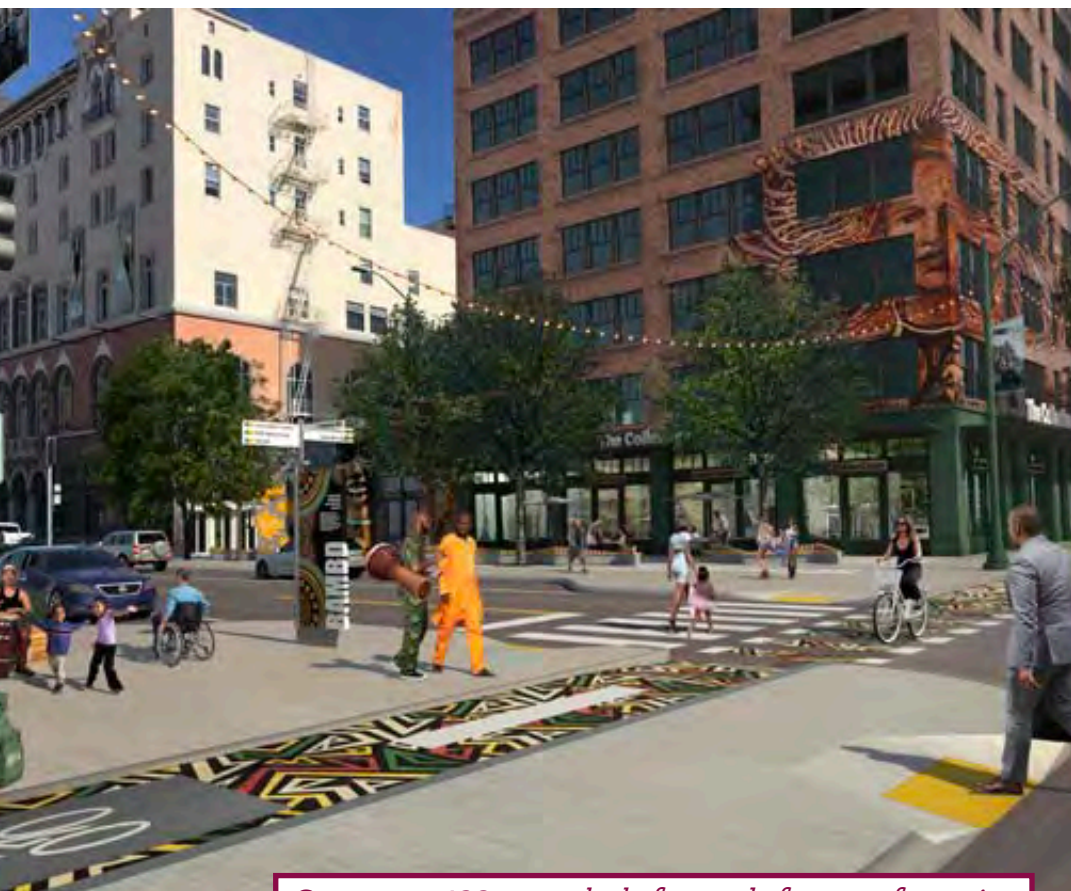


Go to **Chapter 3** to see more

Culture Keeping

Central Idea: Leverage and protect Oakland's diverse cultures as an engine for artistic innovation and economic growth by establishing and implementing cultural districts downtown with support for cultural institutions and businesses.

Figure VG-5: The BAMBD District on 14th Street



Go to **page 132** to see the before and after transformation

Challenges:

- Declining shares of Black and Asian residents
- Unaffordable art/artisan small-scale manufacturing space and lack of art space
- Displacement of ethnic businesses and community-based organizations

Key City Investments & Policies:

- Provide affordable space for, small local retailers, artists and artisans by developing a master lease program
- Dedicated ground floor space for cultural, arts, and maker uses in new developments located in cultural districts
- Construct coordinated streetscape and public space improvements that help identify and enhance arts and culture districts

CULTURAL DISTRICTS Special land use regulations to preserve art & culture.



Go to **Chapter 4** to see more

Community Health

Central Idea: Enhance quality of life and health for all Oaklanders by improving and expanding public spaces, implementing urban greening projects, strengthening community resilience, reducing private vehicle trips, and shifting to renewable energy sources.

Figure VG-6: Webster Green



Go to **page 150** to see the before and after transformation

Challenges:

- High asthma rate, particularly for Black residents and others living along high-traffic corridors
- Sea level rise and other environmental stressors
- Small businesses unable to thrive due to limited foot traffic, fear of crime
- Community facilities and maintenance not keeping up with population growth

Key City Investments & Policies:

- Create a safe and healthy public realm through streets, parks, and open-space improvements with a focus on enhancing connections between the waterfront and the rest of downtown
- Improve the experience of existing parks, open space, libraries and other community facilities through capital investments in equipment upgrades, maintenance and programming
- Draft and adopt design guidelines for streets and public spaces
- Reduce greenhouse gas (GHG) emissions by investing in improvements to the walking, biking and transit network and eliminating fossil fuels from building systems
- Apply concepts from CURB Strategy, Sustainable Oakland, Sea Level Rise Road Map and others for a more resilient downtown

Green Buffer Along Highways

Lake Merritt Channel Park

Potential Development

Active Development
(Approved/Construction)

Potential New Parks/Open
Spaces



Webster
Green

Continuous
Improvements
Along Waterfront

Estuary Park

Go to *Chapter 5* to learn more

Land Use & Urban Form

Central Idea: Foster new development that serves Oaklanders and addresses housing and employment demand by preserving historic and cultural assets, creating a lively, interactive, vibrant and culturally relevant public realm, and providing increased building intensity in exchange for pre-defined community benefits.

Figure VG-7: Aerial view of potential new downtown development



Challenges:

- Limited number of prime sites for office development
- Disconnected commercial and residential activity centers
- Varying condition of parks and streetscapes
- Shortage of public restrooms

Key City Investments & Policies:

- Develop and invest in a coordinated system of streetscape improvements to link commercial and residential activity centers with the waterfront via the “Green Loop”
- Revise land use & zoning regulations to reflect plan goals and target new density near transit
- Designate “Office Priority Sites”
- Designate arts/culture districts
- Create a streamlined development incentive program to provide increased building intensity in exchange for pre-defined community benefits

Greatest intensity in the core, near BART



Go to **Chapter 6** to learn more

Opportunity sites
near Victory Court

VISION & GOALS

NEIGHBORHOOD VISION

I-980 Corridor

When construction of I-980 was completed in 1985, its 560-foot wide excavated trench separated West Oakland from downtown. The highway was designed to connect I-580 to a second crossing of the Bay Bridge, which was never built. The road is over-engineered for the number of vehicles it serves today and has highway crossings that are unfriendly to pedestrians and cyclists; therefore, there is a long-term opportunity to reimagine the design and function of this corridor to better serve all Oaklanders.

Vulnerable Populations: Historic Black communities in West Oakland whose physical connection to the rest of the city has been impaired by the development of I-980; these same communities are threatened by recent gentrification with greater risk of displacement.

Why Consider Changing? Opportunity to better connect West Oakland to downtown; opportunity to restore communities that were disrupted by highway construction; redesigning the corridor yields a large quantity of publicly-owned land that could be used for public benefit including housing, improved streets, and open space.

I-980 Conversion to a Multi-Way Boulevard

A freeway conversion of I-980 south of Grand Avenue is a transformative idea for future study that would add immeasurable value to Oakland, and reconnect West Oakland with downtown. Such a project would open up new areas for mixed-income and affordable housing, as well as new accessible work space and much-needed public green space. The replacement boulevard could feature tree-lined, protected bicycle paths, vehicular side-access lanes with on-street parking, and the potential for a new submerged BART alignment. Alternately, the freeway could be capped to develop a park that serves and connects West Oakland and downtown. Either approach would require assessment of impacts to the surrounding community and vulnerable populations, as well as requirements for significant public benefits, including opportunities to mitigate the impacts of prior policy decisions that have harmed those populations. The redesign of the I-980 freeway is a long-term prospect that will require additional feasibility analysis, therefore it is outside the horizon of the Downtown Plan.

In the short term, maintaining the freeway and improving the connections across it could bring immediate benefits. Existing overpasses can be retrofitted to be more bike- and pedestrian-friendly by reallocating a portion of existing vehicular lanes to widened sidewalks and bike paths.



Figure VG-8: Potential Multi-Way Boulevard

IF DEVELOPED AS ILLUSTRATED, THE I-980 CORRIDOR COULD ACCOMMODATE:

5,000 Residential Units

1.5 M Sq. Ft. of Commercial Space:

- 910 K Sq. Ft. of Office Space and
- 600 K Sq. Ft. of Retail/Neighborhood-Serving Commercial Space



Figure VG-9: Existing I-980 Boulevard



KONO

UPTOWN

WEST OF
SAN PABLO

LAKE MERRITT
OFFICE DISTRICT

CENTRAL
CORE

LAKESIDE

OLD
OAKLAND

CHINATOWN

JACK LONDON
DISTRICT



Neighborhood Vision

While downtown is a resource for all of Oakland and the broader East Bay region, it is important to remember that Downtown Oakland is also a series of unique neighborhoods with distinct character, needs and opportunities. Downtown's success as an economic, social, and cultural engine for the city is also dependent on the success of these neighborhoods and commercial hubs.

Understanding the vision for each plan area is critical when considering changes to downtown's land use and zoning regulations, as well as in identifying key opportunity areas for new development, public realm improvements, and transportation alternatives.

Input gathered during the 2015 community design charrette, as well as neighborhood-focused design meetings in 2016 and 2018, have contributed to defining a preliminary vision for each of downtown's districts. The following pages summarize key features and characteristics found in each plan sub-area, as well as a vision for future public improvements and neighborhood development form that supports the Plan's goals.

LANEY
COLLEGE



1. Central Core

Future Vision: The Central Core area continues to be a hub for people of all ages, cultures, and incomes to meet, work, and live. New mixed-use development offers affordable and mixed-income housing options, a variety of workplaces, and neighborhood-serving commercial uses. Local and Black-owned businesses, including a vibrant entertainment scene, thrive in the Black Arts Movement and Business District, which influences the design of public art, signage, shopfronts, and streetscape design (particularly along 14th Street), providing a distinct identity.

2. Lake Merritt Office District

Future Vision: The Lake Merritt Office District continues to grow with buildings of greater height, bulk, and office space area. Similar to the Central Core, this district contains the most intense development found in downtown, but with a greater focus on workplaces. “Office priority” sites designated in the Land Use Framework have ensured new office and employment space is maximized on key opportunity sites near transit while updated zoning and design guidelines requiring active street frontages and public space and street improvements make the district more welcoming and walkable.

3. Uptown

Future Vision: Uptown continues to serve as one of downtown’s vibrant entertainment areas. Strategic infill and the re-purposing of underutilized and historic buildings help bring new people Uptown. A downtown-wide master lease program and new allowances for temporary and pop-up uses keep storefronts active throughout the year. Mixed-use developments transition into flex-use areas north of Grand Avenue to accommodate a greater range of ground-floor uses, including light manufacturing, commercial, and residential.

4. Koreatown/Northgate

Future Vision: Koreatown/Northgate (KONO) continues to grow as an art, maker, and entertainment destination. 25th Street, the heart of the Art+Garage district, has thriving industrial, maker, and arts uses, while on surrounding blocks flexible, mixed-use areas permit ground floors to host a variety of uses with the potential for housing above. Increased height and/or density along 24th, 26th and 27th Streets, Telegraph Avenue, and West Grand Avenue is leveraged as part of downtown’s incentive program to provide affordable arts, culture, and maker spaces, as well as much-needed public green areas in the neighborhood.

5. West of San Pablo

Future Vision: The downtown area west of San Pablo Avenue maintains pockets of smaller scale and historic buildings, some of which have been adapted for new uses like creative office, while others, such as residential hotels and apartment buildings, have been preserved as affordable housing, with new strategic infill development that closely matches the scale of existing and surrounding structures. Greater intensity permitted near the Central Core and along San Pablo Avenue accommodates more residents and workers, though any developments adjacent to historic properties step down in height and bulk to transition harmoniously.

6. Lakeside

Future Vision: New infill development in Lakeside blends seamlessly with existing historic and high-quality buildings that have been thoughtfully preserved, while improved civic spaces support and enhance local cultural institutions—including an expanded Main Library. Street design improvements along 14th and 15th Streets connect residents to Lake Merritt and the Central Core with walkable, pedestrian-friendly settings.

7. Old Oakland

Future Vision: Old Oakland remains a charming, historic neighborhood retail and dining destination. The continuous street trees, bulb-outs, urban furniture, and brick sidewalks, characteristics of the historic core around 9th Street, extend throughout this downtown district. The re-location of City and County functions from the blocks along I-880 transform this part of the neighborhood into a high-intensity mixed-use area, enabling Old Oakland to accommodate more of downtown’s overall growth.

8. Chinatown

Future Vision: With its array of unique cultures, Chinatown continues to be an essential asset to Oakland. Culturally specific street design and gateway elements help identify Chinatown, with some residents wanting to see the neighborhood recognized as an official cultural heritage district. Public space improvements, particularly in Lincoln Square and Madison Park, are identified as community priorities. These improvements serve Chinatown’s many families and multi-generational residents. The vision for Chinatown is more fully set forth in the adopted Lake Merritt Station Area Plan.

9. Jack London District

Future Vision, West of Broadway: Jack London’s west of Broadway area includes several historic warehouse buildings that have been preserved and reused through an Adaptive Reuse Ordinance and Transfer of Development Rights (TDR) program. Should the A’s stadium move to Howard Terminal this area would see higher intensity buildings and additional residential uses.

Future Vision, Broadway and Waterfront: Upgraded streetscape, trails, lighting, and signage, as well as new public spaces and mixed-use waterfront/entertainment destinations improve access to/activity around the waterfront.

Future Vision, East of Broadway: Increased intensity along Oak Street and Victory Court have transformed these into bustling corridors, connecting the Lake Merritt BART station and Jack London; pedestrian activity is prioritized here with mixed-use buildings and active ground floors facing the sidewalk.

10. Laney College

Future Vision: In addition to the improvements completed as part of the Laney College Facilities & Technology Master Plan, new mixed-use development on the Laney College surface parking lot adjacent to I-880 and the Peralta Community College Site between 5th Avenue and the Lake Merritt Channel provides new student and teacher housing, flexible ground floor spaces that activate the street and support Laney’s educational mission, and new institutional and educational facilities.



CHAPTER 01:

Economic Opportunity

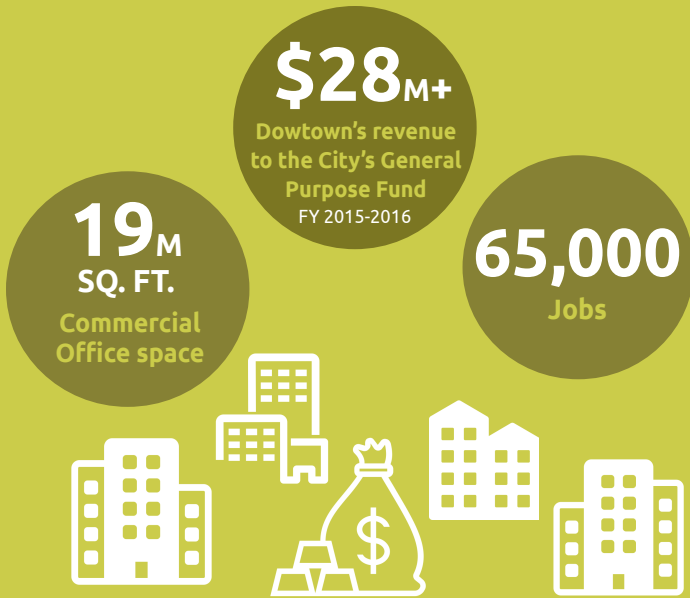
GOAL 01 **CREATE OPPORTUNITIES FOR ECONOMIC GROWTH AND FINANCIAL SECURITY FOR ALL OAKLANDERS.**

Outcome E-1 *Economic activity builds community wealth and fuels the ongoing improvement of local conditions.*

Outcome E-2 *Downtown provides affordable, accessible space for businesses and community organizations, and sustains employment opportunities across a broad array of job skills.*

Outcome E-3 *Access to services, jobs, education, and training gives all Oaklanders an opportunity to find local employment and financial security.*

**ECONOMIC ROLE OF DOWNTOWN
(AS OF 2016)**



JOBS

Downtown Oakland is the largest and most concentrated job center in the East Bay

Downtown Oakland share of jobs, job growth, and office space in respect to Oakland



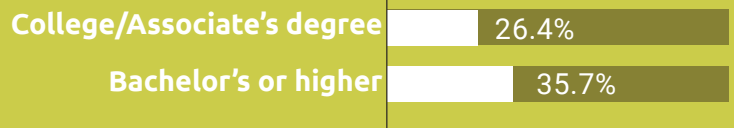
5.3%
Vacancy rate

Office space vacancy rate, lowest of all major Bay Area employment centers

Data Source: *Downtown Oakland's Economic Role in the City and the Region*, September 8, 2017. Strategic Economics, prepared for the City of Oakland.

CAREER DEVELOPMENT

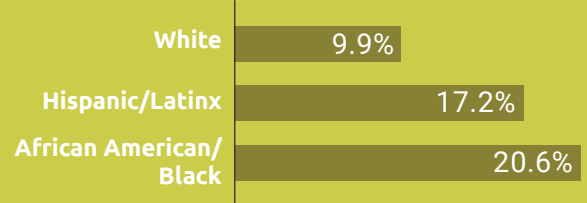
Downtown area job requirement



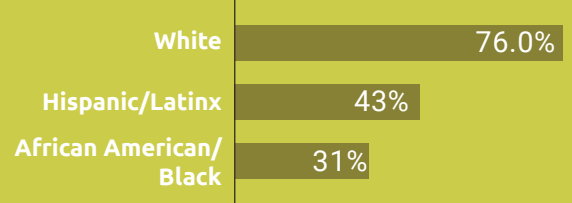
Downtown area tech cluster job requirement



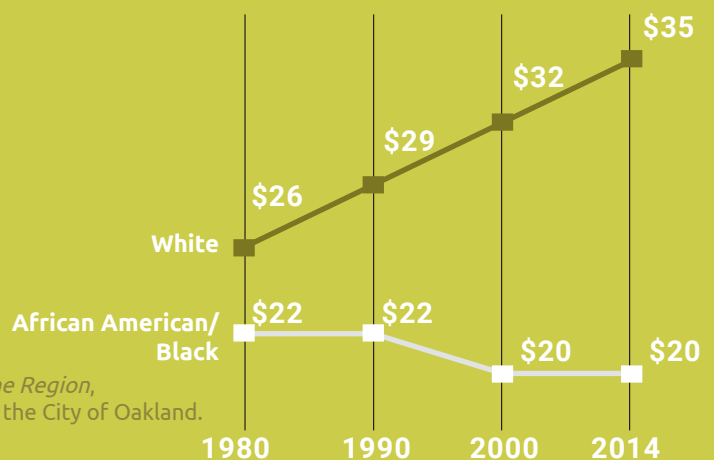
Percent of 16 to 24 year olds not working or in school by race (2014)



Percent of workers with an associate's degree or higher by race (2014)



Median hourly wage by race/ethnicity (1980-2014)



ECONOMIC OPPORTUNITY

01

Downtown Oakland is an economic and employment engine for Oakland and the Bay Area, serving as a regional employment center, transit hub, civic and cultural center, arts and entertainment destination, visitor destination, and residential neighborhood.

Downtown Oakland is currently experiencing significant growth in population and economic activity. However, this growth has been accompanied by rising concerns that the benefits of new jobs, services and revenues are not reaching all Oakland residents adequately or equally. Rising commercial and industrial rents in Downtown Oakland have also led to the displacement of small local businesses that contribute to Oakland’s culture, vibrancy and economic security.

Equitable economic development seeks to leverage strategies to create access in which disenfranchised Oakland residents and businesses may participate, and from which they may benefit.¹ This Economic Opportunity chapter outlines strategies and policies to ensure that the Downtown Oakland Specific Plan supports continued job and business growth, maintains downtown’s artistic and cultural identity and ensures that downtown offers a range of employment, training, and business opportunities to help all of Oakland’s diverse population stay, grow and thrive.

¹ The City of Oakland previously used a similar definition of equitable economic development in the West Oakland Specific Plan.

Economic Opportunity

Key Findings

This section summarizes the findings of the existing conditions analysis, including key disparities.

Downtown's Role in the Region

Downtown Oakland plays many important roles in Oakland and the entire Bay Area, including serving as a regional employment center, transit hub, civic and cultural center, and visitor destination. Greater Downtown Oakland² is the largest employment center in Oakland and the East Bay, accounting for one-third of all jobs in Oakland in 2016. Economic activity in Downtown Oakland also generates tax revenues that support municipal services for Oakland residents throughout the city. Hotel, retail, and office uses, as well as arts, entertainment, and nightlife all generate significant fiscal benefits for the city since visitors, shoppers, employers, arts patrons and nightlife revelers pay a variety of taxes and fees, as well as supporting local businesses.

Downtown Oakland's office space accommodates a wide range of job opportunities. The public sector accounts for nearly one-third of the employment in Greater Downtown. "Professional, scientific, and technical services" is the largest and fastest growing private industry sector. Downtown's expanding tech cluster accounts for the majority of new jobs created in both the professional, scientific and technical services sector, and in the information sector. In addition to these office-based jobs, Downtown Oakland is home to many jobs in food services, retail, and arts and entertainment.³

Given Downtown Oakland's competitive advantages for employment in office-based sectors, maintaining the availability of office space – while also balancing office development with the need for housing, arts, civic, and other uses that create a vibrant, twenty-four hour downtown —is critical for both Oakland and the region. While downtown has a significant amount of developable land, including many (though decreasing) vacant parcels and parking lots, there are a limited number of prime sites for major office development (i.e., parcels of sufficient size, on or near Broadway, close to the BART stations).⁴

² The geography of the analysis for "Greater Downtown" includes the Downtown Oakland Specific Plan Area and Chinatown. Although Chinatown is subject to a separate specific plan (the *Lake Merritt Specific Plan*), it functions as an integral part of Downtown Oakland's economy.

³ PDP, 92.

⁴ SPUR, *A Downtown for Everyone: Shaping the Future of Downtown Oakland*, May 2015.

Downtown also serves as a major hub for the region’s rail and bus transit network. This competitive advantage makes Downtown Oakland accessible for residents from across the city and the region; has helped attract employers, and supports Downtown’s role as a major commercial center. This transit connectivity makes downtown an excellent location for future employment (and residential) growth but necessitates investment in bus stops and transit stations in their immediate vicinities. This investment can improve on the existing infrastructure to better connect underserved parts of Oakland to the overall transit network and shift mode share to greater transit use. Locating jobs within walking distance of transit is particularly important for low- and middle-income workers, including a large percentage of people of color, who tend to be more transit-dependent than higher-wage and White workers.⁵ Increasing the number of jobs in transit-accessible Downtown Oakland could also help reduce the region’s vehicle miles traveled (VMT) and greenhouse gas emissions, and make BART and AC Transit’s transbay routes more sustainable by taking advantage of unused transit capacity in what is currently the reverse commute direction.

Many of the social and civic service providers serving the city and county are located downtown, making it an essential civic and cultural center for the region. Because of the downtown’s central location and transit access, people across Oakland and throughout the region can access its critical services, such as business assistance, workforce development, government services, health services, youth services, homeless services, and disability services. However, community-serving nonprofit organizations are facing the threat of displacement downtown, where office rents have increased by 80% since 2014 and vacancy has fallen below 5%.⁶

Maintaining affordable space for these services as office rents increase is critical. Nonprofit organizations and other service providers play a key role in supporting downtown’s continued economic development, providing technical assistance to entrepreneurs and small businesses, connecting youth and other workers to jobs, and convening business owners and workers around issues affecting specific industries. Downtown’s “business improvement district” organizations not only provide services focused on cleanliness, safety, and marketing, but also support economic development efforts by serving as liaisons between public, private, and non-profit organizations.

Greater Downtown is also home to arts clusters and artisan production spaces that are being displaced or are at risk of displacement from conversion to office, restaurant, or cannabis operations, which can typically afford to pay higher rents than arts and production uses. Cultural arts and community gatherings such as Art Murmur, First Fridays and Chinatown Streetfest help shape Oakland’s identity, establish cohesion among the community’s diverse cultural

Primary Challenges Related to Downtown’s Role in the Region:

1. *Regional imbalance of jobs & housing, limiting access to jobs as commute distances increase*
2. *Maintaining opportunities to expand commercial /employment space in areas located near transit*
3. *Expanding revenues to continue funding City services throughout Oakland*
4. *Displacement of nonprofit service providers and small, culturally relevant businesses*

5 Strategic Economics, “Downtown Oakland’s Economic Role in the City and the Region,” September 2017, p 8

6 *Agenda Report*, “Displacement of Oakland Nonprofit Organizations Due to Increase in Commercial Rents.” CED Committee. March 20, 2017.

“Retail cannot survive without housing”

-creative solutions lab attendee

groups, generate entrepreneurship and employment in the creative industries, and reinforce Oakland’s appeal as a destination for visitors. Downtown is also home to many areas with concentrations of arts and cultural uses, including Jack London Square, Chinatown, the Art and Garage District, Koreatown/Northgate, and the Black Arts Movement & Business District (BAMBD).

Over the past five to ten years, downtown has become a local and regional destination for dining, nightlife, and entertainment businesses. The emergence of new dining and entertainment options complements the wide variety of existing independent retailers. Downtown Oakland also has a distinctive retail cluster of shops owned by younger entrepreneurs of color that give the downtown a unique, multicultural identity. For example, new small, Black-owned businesses have opened, adding to long-established Black-owned clothing shops, barber shops, beauty parlors, and other businesses, including those in the Black Arts Movement & Business District and emerging Black-owned businesses in Old Oakland. This is in addition to the long-standing region-serving Chinatown area, which has been a stable source of revenue for the city from business investment and retail tax revenue. Maintaining opportunities for diverse entrepreneurship and business ownership is critical to leverage these competitive advantages by maintaining and expanding downtown’s diverse customer base. Some also offer safe space and affordable goods for youth, particularly youth of color, who by virtue of low (or nonexistent) incomes are more likely to be excluded from downtown’s economy. However, these opportunities are constrained as asking rents for retail space rise in downtown. Small business success is also hampered by perceptions of crime and blight and limited foot traffic, with entertainment businesses particularly concerned about public safety in the evenings.

Greater Downtown is also attracting growth in tourism and an increasing number of overnight visitors, benefiting local businesses. These visitors benefit the City’s General Purpose Fund through increased sales and hotel tax revenues, which supports investment in the cultural arts. However, community members have voiced concern that additional public funding is needed to support cultural vibrancy throughout the city.

Economic Opportunity

An analysis of how closely the education and skill levels required to work in Downtown Oakland jobs match the education levels of Oakland residents is important toward identifying equitable outcomes for Oakland residents. Overall, more than 70% of downtown jobs require an associate’s degree or higher level of education. This reflects the education requirements of many jobs in professional services, finance and insurance, information, management, and other knowledge-based industries that are concentrated downtown. These educational requirements place most downtown jobs out of reach of many Oakland residents, especially people of color. Approximately 65% of

all Oakland residents aged 25 years and over have completed an associate's degree or higher. However, while more than 70% of Oakland's U.S.-born White and Asian residents have completed at least an associate's degree, only 30% and 49% of U.S.-born and immigrant Black residents, respectively; 44% and 10% of U.S.-born and immigrant Latinx residents, respectively; and 40% of immigrant Asian residents have done so.

The equity assessment prepared for the Preliminary Draft Plan identified the significant racial and ethnic disparities in educational attainment among Oakland residents as one of the most important indicators to address in plan policies. In addition, the Equity Assessment identified "disconnected youth" — teenagers and young adults between the ages of 16 and 24 who are neither working nor in school — as another area where there are significant existing racial disparities, with Black youth disproportionately represented at 20.8% compared to 8.3% White. Not accessing education and job experience early in life can have long-lasting impacts including lower earnings, higher public expenditures, lower tax revenues, and lost human potential. Ensuring that Oakland's youth are educated, healthy, and ready to thrive in the workforce is essential for economic prosperity; but too many youth—particularly youth of color—are disconnected from educational or employment opportunities.

A similarly disparate picture exists for people experiencing unemployment. In 2015, the average unemployment rate in downtown for the White population was 5.7%, but for the Asian population was 10.3%, and for the Black and Hispanic population it was even higher at 14.1% each. These figures do not take into account underemployed residents, who are working part time and would rather be employed full time. Racial differences in employment result from differences in education, training, and experience, as well as barriers to employment for workers of color such as English-language ability, immigration status, poverty, involvement with the justice system, housing insecurity, lack of access to transportation and quality education, and racial discrimination and bias among employers and institutions. The Equity Assessment identified unemployment as a key equity indicator. In order to reduce racial disparities in unemployment, the plan addresses policy and systems changes that remove barriers and increase education and job training opportunities to lead to greater labor force participation and a stronger Oakland economy.

Downtown offers a range of occupations, including many living wage job opportunities in information technology, professional services, and government that offer pathways to increased responsibility and higher wages. The Plan includes actions the City and its partners can take to link Oakland residents to downtown jobs and training opportunities.

Primary Challenges Related to Economic Opportunity:

1. *Many Youth — particularly youth of color — are disconnected from educational or employment opportunities*
2. *Barriers to employment for workers of color, such as English language ability, immigration status, poverty, involvement with the justice system, lack of access to transportation and quality education, and racial discrimination and bias among employers and institutions*
3. *Current job and income opportunities do not meet the needs of all Oakland's residents, and growing sectors downtown may not provide jobs that match Oaklanders' education and training without proactive steps to prepare and train residents for these jobs*
4. *Small businesses are vulnerable to dramatically increasing rents, and their success is also hampered by perceptions of crime and blight, limited foot traffic and competition for space with restaurants and bars*
5. *Wealth and income disparities are growing*

CHAPTER 01: EQUITABLE ECONOMIC OPPORTUNITY

ECONOMIC OPPORTUNITY STRATEGIES



Economic Opportunity Strategies

The Economic Opportunity Strategies build on Downtown Oakland's strengths as a vibrant regional destination with a concentration of employment; rapid job growth; significant generation of revenue for citywide services; excellent transit access; a variety of middle-wage job opportunities; visitor attractions; and retail, entertainment, and cultural amenities. They seek to ensure that Downtown Oakland plays a significant role in correcting racial and economic disparities to build wealth for all.

Expand and maintain the inventory of office and other commercial space in downtown—particularly in transit-oriented locations near BART stations with excellent regional transit access.

Given the strong market for residential development downtown, there is a need to preserve key sites that are most suitable for office development to ensure future opportunities for job growth. This strategic approach offers several advantages. Development of new office buildings will contribute ongoing tax revenues to support public services citywide, as well as additional funding for affordable housing, transportation and capital improvements through the City's Impact Fee program. Ensuring that there are adequate and accessible areas to expand and maintain the inventory of office and other commercial space in downtown will help to meet the future employment needs of Oakland residents, as well as providing jobs that take advantage of BART's excess capacity in the "reverse commute" direction. This type of development could also potentially contribute to additional community-desired benefits through incentive programs and other developer contributions.

Key Strategy: Identify office priority sites in larger parcels located near BART and existing office concentrations (City Center and the Lake Merritt Office District). See Figure LU-11 in the Land Use Chapter for a map of these sites.

Potential development on these sites could accommodate:

14.0 Million Sq. Ft. of office, which is equivalent to 83% of the total office space in the DOSP development program

Incentivize retention and growth of commercial spaces affordable for community-serving organizations.

Downtown has historically been home to many community-serving nonprofit organizations, but many have left or may eventually leave due to rising rents. The nonprofit sector has a high percentage of agencies and other organizations serving people of color, including youth. Development incentives should be made available to encourage provision of space affordable to community-serving nonprofit organizations on-site in new developments or renovations.

Incentivize retention and growth of commercial and industrial spaces suitable and affordable for makers, artisans, artists, and the arts.

Maker and arts/artist activities are typically concentrated in subareas of downtown such as KONO, the Art + Garage District, and the Jack London area. Development incentives shall be made available to encourage provision and leasing of space serving the needs of these users on-site in new developments or renovations. When possible, zoning should permit flexible ground floor uses that allow light industrial/production and/or office use in addition to retail-related uses, so long as they interact well with the street.

OAKLAND ECONOMIC DEVELOPMENT STRATEGY

Given its strengths and assets described above, Downtown Oakland is especially well-positioned to contribute to the following focus areas of the citywide strategy:

- Supporting small businesses
- Supporting the incubation and expansion of businesses owned by people of color and women in response to disparity
- Assisting adults and youth in accessing training and job opportunities for living wage jobs
- Increasing employment of underrepresented groups in the tech sector
- Enhancing the efficiency and predictability of development permitting
- Providing workforce housing, transportation access, and transit-oriented development
- Enhancing tax revenues through economic and development activity
- Pursuing development at City-owned sites that meets community goals
- Supporting and attracting businesses, organizations, and activity within the industry sector focus areas of healthcare, manufacturing, high tech, retail, tourism and hospitality, culture/arts, innovation, and other nonprofit organizations

Generate additional public revenues and community-serving uses by encouraging growth of hotels and commercial spaces.

The *Fiscal Analysis* prepared for the *Downtown Oakland Specific Plan* found that hotels, office space, and retail space contribute significant net positive ongoing revenues to the City's General Purpose Fund, exceeding those generated by comparable housing space. Expanding development of hotels and commercial space in downtown will grow Oakland's tax base and enhance the City's ability to provide services and programming for its residents. Additional hotels will also further strengthen Downtown Oakland as a visitor destination and reduce pressure on residential hotels that serve low-income residents to convert to boutique hotels.

Encourage youth activities and opportunities downtown.

Downtown Oakland already serves as a hub of youth programming, services, and training for residents from across the city's neighborhoods. This strategic approach expands this role through ongoing efforts to retain and attract these organizations and connect them with downtown employers, as well as land use regulations that incentivize developers and property owners to accommodate these uses. The City can also invest in educational opportunities for youth by expanding the library's role of providing free educational resources and equipment.

Decrease disparities in access to entrepreneurship resources by providing assistance, partly implemented through cultural districts, to support small locally-owned businesses, and businesses owned by people most harmed by racial disparities.

This strategic approach supports citywide efforts to provide assistance to small, locally-owned businesses owned by women and people of color by deploying and focusing available assistance to those businesses, supporting thriving commercial destinations, creating cultural districts, and supporting incubators and accelerators for social enterprise. These local businesses contribute to the economic and cultural vitality of Downtown Oakland and generate tax revenues. Retail, dining, and entertainment businesses together can in turn support downtown as a regional, multicultural entertainment, dining, and shopping destination.

Reinforce downtown as a growing retail, dining, and entertainment destination for all.

Downtown is a gathering place for Oakland and the region. Uptown Oakland has emerged as a major dining, drinking, and entertainment destination, alongside multiple other destinations in downtown; people come to Chinatown from around the region for its cultural offerings, and both the lower downtown and Jack London Square areas are also known regionally for their entertainment options. Small, locally-owned retail businesses and businesses owned by people of color are located throughout the downtown area. Downtown can

*“Percentage
requirement
for certain
kinds of
businesses”*

*- creative solutions lab
attendee*

attract businesses and patrons through requirements that support areas with existing and emerging concentrations of retail, dining, and entertainment uses (including areas otherwise focused on daytime commercial uses in order to minimize conflicts with residential uses), the creation of nightlife and/or cultural districts that focus on growing businesses that serve diverse communities, fostering businesses owned by women and people of color, encouraging youth- and family-friendly businesses (particularly those with more affordable goods, entertainment and dining options), and continuing to encourage temporary pop-up retail uses in underused spaces.

Partner with large downtown businesses and industries, as well as local institutions and community-based organizations, to enhance employment opportunities and training for Oakland residents.

The existence of large businesses and concentrated industries within Downtown Oakland—including professional service and health care—allows for a more precise targeting of efforts to encourage these employers to provide job opportunities for all Oakland residents. Such workforce development efforts can provide opportunities for Oakland’s youth and unhoused population, among other residents. As growth and development continue to flourish downtown, the City can partner with the construction industry to enhance job training and apprenticeship opportunities for Oakland residents, increasing equitable representation of women and people of color in construction trades. The growing technology industry also creates opportunities to match Oakland residents with well-paid jobs through partnerships with schools, employers, nonprofits, and community groups, although this potential exists in other industries as well. Capitalizing on these opportunities will require continuation and expansion of ongoing partnerships with major institutions and employers, in particular to increase diversity in hiring practices and procurement policies, and invest in expanded hiring and training programs. Dedicated workforce development and other resources can support the library’s role as an equal opportunity space for job search, career exploration, educational opportunities, and resources and co-working for emerging businesses and entrepreneurs.

TRANSIT-ORIENTED DEVELOPMENT STRATEGY FOR DOWNTOWN OAKLAND

The strategies and policies identified in this chapter contribute to a proactive transit-oriented development (TOD) strategy for the downtown area. This strategy supports the ridership and policy goals of BART. Each chapter of the plan contributes toward the strategy in a different way, such as local transportation improvements that enhance access to BART, land use policies that support higher intensity development near BART stations, and arts and culture policies that support regional and cultural destinations near BART.

The Equitable Economic Development strategies contribute to the TOD strategy in the following ways:

- **Concentration of employment near downtown's BART stations, supporting transit ridership and a commute destination outside of capacity-constrained downtown San Francisco:** The strategies focus on supporting employment growth in downtown and preserving prime office sites, generally located near the 19th Street and 12th Street City Center BART Stations (see the land use chapter for other details). Jobs at these locations will be easily accessible by BART and promote ridership in the reverse commute direction to stations with greater capacity than stations such as Embarcadero and Montgomery in San Francisco.
- **Support for growth in a regional multimodal transportation hub that allows easy transfers to/from BART:** Downtown Oakland is also a major transfer point and destination for AC Transit buses; planned employment growth will therefore also enhance access to and from Downtown Oakland's BART stations by increasing ridership and frequency of lines serving the stations.
- **Support for retail, arts, entertainment, and restaurants near BART stations, supporting off-peak transit ridership:** The Economic Opportunity strategies focus on supporting and growing diverse arts, entertainment, retail and dining uses in Downtown Oakland, with many of these uses located within easy walking distance of the 19th Street and 12th Street City Center BART Stations. The planned growth of these uses will provide additional potential BART riders outside of commute hours.



Lake Merritt Office District (Franklin and 20th Street)

The Lake Merritt Office district has been identified as an opportunity site for additional office development with increased building intensity, due to its location near the downtown core and access to BART. New buildings will reinforce the pedestrian realm with active facades and awnings; bike lanes and wide sidewalks increase mobility options.





Figure E-1: Lake Merritt Office District (Franklin and 20th Street)

Existing Conditions (inset)

Potential Future Conditions (above)

EQUITABLE ECONOMIC OPPORTUNITY

GOAL 01: Create opportunities for economic growth and security for all Oaklanders.

ECONOMIC DEVELOPMENT


















OUTCOME E-1

Economic activity builds community wealth and fuels the ongoing improvement of local conditions.

















OUTCOME E-2

Downtown provides affordable, accessible space for businesses and community organizations, and sustains employment opportunities across a broad array of job skills.










Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Expand and maintain the inventory of office and other commercial space in downtown—particularly in transit-oriented locations near BART stations with excellent regional transit access.		
E-2.1 N	Prioritize future office development at sites identified in this Plan as well-located for office use (while still encouraging office development to occur elsewhere in downtown). Primary sites are located near BART and existing office concentrations at City Center and the Lake Merritt office district.	  LU-1.4 M-3.5
E-2.2 E	Promote density and a mix of transit-supportive uses at regional transportation hubs, such as BART stations, Amtrak stations, ferry terminals, and major AC Transit multi-route stops.	  LU-1.1 M-2.8
Strategy: Incentivize retention and growth of commercial spaces affordable for community-serving organizations.		
E-1.1 N	Implement measures to ensure that new development provides funding and contributions such as impact fees, community-serving tenants, and other direct and indirect contributions, and enhances Oakland’s ongoing fiscal sustainability to better fund City services and community investment. Prioritize new funds generated by development to serve underserved communities, per future direction by the City Council.	     EQT-1 EQT-3 H-1.4 H-1.6 LU-1.3
E-2.3 N	Develop and continually update requirements or incentive options for new development to provide affordable space for arts, community service/nonprofit organizations, and small, local, culturally-specific businesses.	   EQT-3 C-1.5 LU-1.3
E-2.4 E	Explore opportunities to partner with non-profit support organizations to augment the capacity of Oakland’s existing Business Assistance Center in downtown.	  EQT-3 EQT-6
Strategy: Incentivize retention and growth of commercial and industrial spaces suitable and affordable for makers, artisans, artists and the arts.		
E-2.5 R	Review and revise zoning and other City requirements to allow custom manufacturing uses in ground-floor commercial spaces so that tenants can make and sell products in the same space.	 LU-1.1

Key: **E** Existing City policies/programs **R** Revisions/adjustments to existing City policies/programs **N** New proposals for City policies/programs

Plan Policies, Programs or Actions		Additional Outcome/Policy:
<p>E-2.6 N</p> <p>Activate vacant storefronts and empty lots with retail and arts uses by supporting “pop-up” uses that temporarily occupy these spaces. Explore establishment of a formal program to identify vacant spaces and coordinate pop-ups through a City registry and referral process; develop a temporary use classification in the zoning code; evaluate and revise City requirements as needed.</p>	 C-3.6  LU-1.1	
<p>E-2.7 E</p> <p>Ensure City policies and actions maintain sufficient industrial space downtown to accommodate user needs—especially maintaining downtown’s unique existing strengths in providing space for small-scale light industrial uses such as custom manufacturing, food production, arts, and distribution. As described in the land use chapter, maintain industrial uses in specific areas near port and freight infrastructure.</p>	 EQT-3  C-1.10  LU-1.1	
<p>Strategy: Decrease disparities in access to entrepreneurship resources by providing assistance to support small locally-owned businesses, and businesses owned by people most harmed by racial disparities.</p>		
<p>E-2.8 R</p> <p>Provide affordable space for entrepreneurs and small, local retailers, artists, and artisans by exploring the implementation of a land trust model focused on these uses, and by expanding Oakland’s master leasing efforts, in which the City of Oakland or a City-supported nonprofit intermediary leases or owns space and then sub-leases that space to tenants meeting criteria such as length of residency in Oakland, location of residence, economic status, and disability status. Use new programs to potentially offer long-term leases to allow tenants to make capital investments to build out the spaces to meet their needs, and consider targeting use in the Black Arts Movement & Business District (BAMBD).</p>	 EQT-3  C-1.8  C-3.2	
<p>Strategy: Reinforce downtown as a growing retail, dining, and entertainment destination for all.</p>		
<p>E-2.9 N</p> <p>Pursue creation of a nightlife district and strategy in downtown locations with concentrations of bars, restaurants, nightclub, and entertainment venues, such as Uptown and the Black Arts Movement & Business District (BAMBD); design the strategy to accommodate these uses and destinations at a variety of price points, and support attraction of diverse populations. Ensure the strategy provides support for Black-owned and Black-oriented businesses.</p>	 EQT-3  C-1.1  C-2.3  LU-2.3	
<p>Strategy: Partner with large downtown businesses and industries to enhance employment opportunities and training for Oakland residents.</p>		
<p>E-2.10 N</p> <p>Expand the business outreach efforts of Oakland’s Economic and Workforce Development staff by pursuing the creation of an interdepartmental outreach team targeted to proactively contacting downtown businesses, understanding concerns and needs of these businesses, and building awareness of and connections to Oakland’s economic and workforce development assets.</p>	 EQT-3  EQT-6	

EQUITABLE ECONOMIC OPPORTUNITY

GOAL 01: Create opportunities for economic growth and security for all Oaklanders.

Plan Policies, Programs or Actions	Additional Outcome/Policy:
Additional Policies	
<p>E-2.11 E Improve and expand Downtown marketing and branding efforts, targeting not only people and organizations interested in downtown’s cultural and entertainment offerings, but also employers, entrepreneurs, and institutions looking for accessible commercial space near high-quality public amenities and transit. Explore opportunities for Downtown’s existing business improvement districts to assist in these efforts.</p>	 E-2.9  E-2.10  C-1.3  EQT-6
<p>E-2.12 E If a new ballpark and related development occur at Howard Terminal, ensure that the site design minimizes impacts on existing businesses and Port of Oakland operations, particularly in the neighboring West Oakland Specific Plan’s industrial preserve area.</p>	
<p>E-2.13 N Pursue establishment of additional arts and culture districts in downtown, similar to the BAMBD; potential districts could include a Chinatown Cultural Heritage District, KONO Art + Garage District, or Jack London Maker District. Districts should only be established when there is local support.</p>	 EQT-3  C-1.1  LU-2.3
<p>E-2.14 R Pursue additional funding for the façade tenant improvement program and restructure the program to focus on assisting businesses and nonprofit organizations that meet criteria for income and location in established cultural districts.</p>	 EQT-3
<p>E-2.15 N Partner with local businesses and the Building Bureau to enhance the physical accessibility of public-serving retail, workplaces, and other spaces through application of “universal design” principles.</p>	 EQT-7

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs













N New proposals for City policies/programs

WORKFORCE DEVELOPMENT / ACCESS TO JOBS



OUTCOME E-3

Access to services, jobs, education, and training gives all Oaklanders an opportunity to find local employment and economic security.

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Encourage youth activities and opportunities downtown.		
E-3.1 N	Pursue establishment of a youth empowerment zone program in Downtown Oakland, integrated with local nonprofit organizations and focused on career training opportunities, particularly in science, technology, engineering, arts and math (STEAM), entrepreneurship, startups, and innovation, and focusing on youth of color underrepresented in these career paths. Consider partnering with the cultural districts to target the youth from those cultures.	 
Strategy: Partner with large downtown businesses and industries to enhance employment opportunities and training for Oakland residents.		
E-3.2 N	Develop incentives for contractors/builders to hire local workers and businesses, with a focus on increasing equitable representation of underrepresented groups, including justice-involved individuals.	  
E-3.3* R	Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers and Laney College to develop a job pipeline in the technology sector, “clean and green” sector, and other major industry sectors in downtown. Ensure all programs support the hiring of women and Black residents. Efforts should include expansion of training, mentoring, summer job, internship, apprenticeship and placement models, and diversity/bias training for major employers in order to develop a more inclusive downtown workforce that better reflects Oakland’s demographic composition.	  
E-3.4 E	Continue City efforts to work internally and with major downtown institutions and large employers to develop procurement and contracting policies that support small local businesses and businesses owned by people from groups most impacted by racial disparities.	 
E-3.5 N	Partner with local nonprofit organizations to enhance outreach, training, and capacity-building activities for small, local suppliers/vendors, and to match these businesses with large employers in Downtown Oakland.	  

Measures of Success

Tax Revenues

- **Baseline:** Tax revenues in downtown Oakland in FY 2015-2016 were over \$97M and expenditures for services provided in the downtown area were just under \$70M; providing a net of over \$27M to be invested in citywide programs.¹
- **Measure of Success:** Both total revenues and net contribution to the general fund increase in downtown Oakland at a rate greater than inflation.

Job Growth

- **Baseline:** In 2016, there were approximately 65,000 jobs in downtown.² With annual compound jobs growth rate of 2.41%, Downtown Oakland is on track to add 50,000 additional jobs by 2040.
- **Measure of Success:** The total number of jobs in Downtown Oakland increases to 115,000 by 2040, and these jobs support the racial indicators of success shown in Employment of Black and Latinx Residents (below).

Diverse Business Ownership

- **Baseline:** Citywide, 59% of Oakland firms were owned by non-white racial/ethnic groups, but these generated less than 10% of total revenues. Similarly, 44% of firms were owned by women, and these generated 12% of total revenues.³
- **Measure of Success:** The increase in revenues generated by businesses in downtown Oakland that are owned by women and people of color (disaggregated).

Local-Serving Community Based Organizations

- **Baseline:** In 2017, There were 116 community-based organizations in Oakland that exclusively or primarily serve people of color, including youth.⁴
- **Measure of Success:** The number of local-serving community-based organizations that create jobs, serve people of color, and offer programs in downtown Oakland increases annually. Existing organizations thrive with increased operating funds each year.

Worker-Owned Cooperatives

- **Baseline:** In 2019, there were 5 worker-owned cooperatives in downtown Oakland.⁵
- **Measure of Success:** The total number of worker-owned cooperatives increases annually.

¹ Strategic Economics, Fiscal Memo, 2017

² Strategic Economics, Fiscal Memo, 2017

³ Census Survey of Business Owners, 2012, as reported in the City of Oakland Business Ownership Overview, 2002-2012.

⁴ Survey of Bay Area Nonprofit Space and Facilities, Northern California Grantmakers. Number of Oakland-based survey respondents answered “exclusively” or “primarily” to the question: Does your organization serve communities of color exclusively, primarily, or neither?

⁵ Network of Bay Area Worker Cooperatives

Employment Diversity

- **Baseline:** In 2015, the average unemployment rate for White residents in downtown was 5.7%, while the same statistic for Black and Latinx residents was much higher at 14.1%.⁶
- **Measure of Success:** The racial and ethnic diversity of workers downtown matches citywide diversity, and the racial disparity in employment status narrows.

Wage Disparities

- **Baseline:** In 2014, White workers in Oakland received a median wage of \$35/hour, while the same statistic for Black workers was \$20/hour.⁷ This wage gap has grown steadily since 1980 and these inequities likely indicate several different factors, including disparities in education, training, and occupation, as well as bias among employers in hiring, promotions, and wages.
- **Measure of Success:** Reverse the current trend of increasing wage disparities between racial groups such that the gap in wages between them narrows.

Disconnected Youth

- **Baseline:** In 2014, 20.6% of young Black residents (ages 16-24) and 17.2% of young Latinx residents were neither in school nor working, while this was true for 9.9% of young White residents.⁸
- **Measure of Success:** The proportion of young people of color that are neither in school or working decreases each year, and the racial disparities decrease.

6 Downtown Oakland Disparity Analysis, 27.

7 Strategic Economics, DT Economic Role Memo, 2017

8 Downtown Oakland Disparity Analysis, 26.

CHAPTER 02:

Housing & Affordability

GOAL 02

ENSURE SUFFICIENT HOUSING IS BUILT AND RETAINED TO MEET THE VARIED NEEDS OF CURRENT AND FUTURE RESIDENTS.

Outcome H-1

Sufficient housing is built and retained downtown to support the full range of Oakland's families, incomes, cultures, and lifestyle choices.

Outcome H-2

Current and long-time Oaklanders remain an important part of the community.

Outcome H-3

Oakland's artists and creative community are able to find housing and live-work opportunities in downtown that they can access and afford.

CHAPTER 02: HOUSING & AFFORDABILITY

FIGURES AT-A-GLANCE

HOUSING STOCK



SHARE OF THE CITY'S INCOME-RESTRICTED AFFORDABLE HOUSING STOCK

25%

Downtown Oakland has historically provided a significant share of the City's income-restricted affordable housing stock, accounting for roughly 25% of all citywide income-restricted housing.

Downtown Oakland's high share of income-restricted housing creates a relatively stable base of affordable units whose residents are less subject to housing cost pressures. The area also features Oakland's highest concentration of single-room occupancy (SRO) housing units, which serve as a naturally occurring affordable housing option.

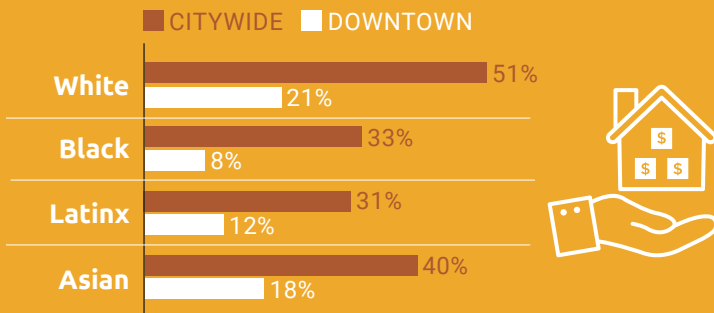
HOUSING COST BURDEN AND HOMEOWNERSHIP

HOURLY WAGE REQUIRED TO RENT

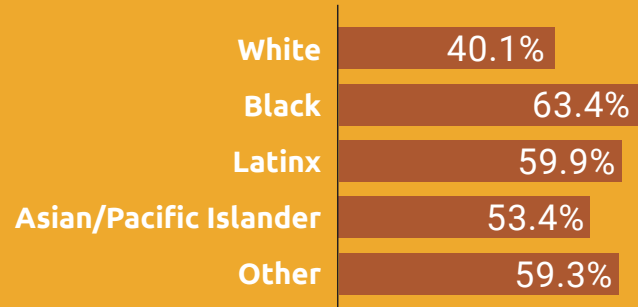
\$48.71/HR

Renters have to earn \$48.71/hr (or nearly 4 times the minimum wage) to be able to afford the median monthly asking rental rate of \$2,553

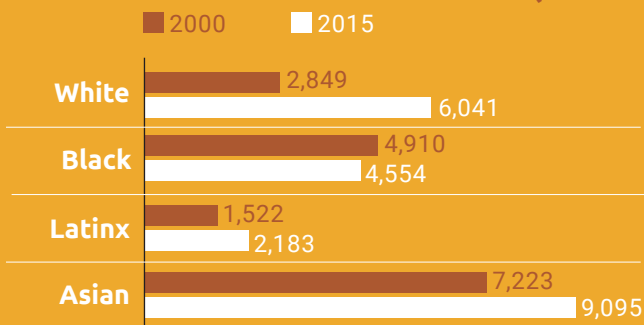
HOMEOWNERSHIP (2011-2015 U.S. CENSUS)



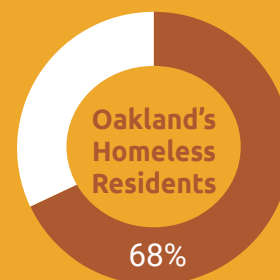
RENTERS BURDENED WITH HOUSING COST OVER 30% OF THEIR HOUSEHOLD INCOME (CITYWIDE)



POPULATION NUMBERS BY RACE (2000-2015)



UNHOUSED POPULATION DEMOGRAPHICS



As of 2017, 68% of Oakland's unsheltered residents were Black, despite Black residents only comprising 26% of the citywide population

■ Black

Source: US Decennial Census 2000 and American Community Survey 5-Year Estimates 2011-2015; Strategic Economics, 2015

HOUSING AFFORDABILITY

02

Participants in the Downtown Oakland Specific Plan’s community input and engagement processes consistently raised housing affordability as a top concern. Addressing the housing needs of existing and future residents will be critical for ensuring that a racially and economically diverse community benefits from Downtown Oakland’s access to amenities, jobs, and regional transportation options.

In the past, challenges in attracting housing development activity contributed to a public policy focus on encouraging market-rate residential development in Downtown Oakland. City efforts to assist or incentivize development of both market-rate and income-restricted housing were successful in bringing significant investment to the downtown, and contributed to its emergence as an entertainment and dining destination, as well as an increasingly desirable location for both residential and office tenants.

Oakland is now facing a housing shortage and affordability problem that has increased drastically in recent years. Since 2011, the Bay Area has created 531,400 new jobs, but only permitted 123,801 new housing units: this adds up to a ratio of 4.3 jobs per housing unit, a rate well in excess of a healthy balance of 1.5 jobs per housing unit. Growing housing demand and rising housing costs are pushing many long-time residents out of Downtown Oakland and the rest of the city. These include artists, culture-makers, and people of diverse ethnic and racial backgrounds, all of whom have given Oakland the vibrancy, creativity, and diversity that we value today. The high cost of housing has also led to a homelessness crisis, with the number of homeless residents growing 47% between 2017 and 2019.

Housing & Affordability

Key Findings

*“Housing [is] important to create a 24 hour downtown”
-creative solutions lab attendee*

This section summarizes the findings of the existing conditions analysis in the Preliminary Draft Plan, including key racial disparities.

Downtown Oakland has become a highly desirable market for new housing and is likely to remain so due to regional growth pressures, retail and entertainment amenities, robust regional transit connections to jobs, and convenient location within the core of the region. The following summary of downtown’s resident income and housing stock characteristics provide the context for the key issues and findings.

Overall, median household incomes in Downtown Oakland are rising rapidly as growth occurs, but significant racial disparities exist in household incomes throughout Oakland. The Downtown Oakland Disparity Analysis reported the median income of Oakland’s Black households (\$35,983) was 43% that of White households (\$85,489), and Asian and Latinx households earned just over half the median income of White households (\$44,418 and \$45,731, respectively).

Rapid job growth is driving increased housing demand and rising housing costs, resulting in a dramatically increased need for affordable housing for low-and moderate-income households. Low-income families and households of color pay a higher share of their income toward housing. In 2015, Oakland’s White owner households had the lowest housing cost burden, with 29% cost burdened (paying more than 30% of their income toward housing costs), and Black-owner households had the highest housing burden, with nearly 45% cost burdened. An even larger disparity exists between White and Black renter households, for whom 40% and 63%, respectively, are cost burdened.¹

Downtown Oakland contains only about 8% of total existing citywide housing units, yet accounts for a high share of the city’s recent, planned and proposed development activity. Approximately 3,000 housing units were either under construction or completed downtown in the 2016-2017 period, which accounted for over a third of citywide housing development activity. Although downtown currently contains 24% of Oakland’s income-restricted affordable units, recent downtown development activity has included few income-

¹ Original data from PolicyLink/PERE National Equity Atlas (www.nationalequity-atlas.org), based on analysis of US Census American Community Survey 5-Year Estimates via IPUMS, and cited in “Affordable Housing and Anti-Displacement Background and Strategies Memo”; Strategic Economics, June 13, 2018.

restricted affordable housing units. However, new residential development projects are now required to contribute impact fees to fund the construction and preservation of affordable housing.

The Plan puts high priority on addressing the critical human rights and racial equity issues of displacement and homelessness. Based on analysis of current conditions and community input, the equity consultant team concluded “the greatest threat to equity identified in Oakland today is displacement... Anything that the City pursues to promote equity requires a focus on slowing and stopping displacement to ensure that Oakland’s diverse populations are still here to benefit from any city improvements. Pathways must be built for new development to prioritize those who have either been pushed out of the city or are exposed to that threat based on current trends.”² Additionally, several significant threats to Downtown Oakland’s existing affordable housing stock exist, including expiring affordability restrictions, conversion of residential or single-room occupancy (SRO) hotel units to higher-rent housing, and loss of rent stabilized housing units due to conversion to ownership, such as condominium conversions.

The UC Berkeley Center for Community Innovation developed an index to characterize places that historically housed vulnerable populations, but have since experienced significant demographic shifts and significant real estate investment. According to the index, much of Downtown Oakland is characterized as undergoing “ongoing gentrification/displacement.” Displacement is an urgent issue for equity, because it impacts not only access to housing, but also access to jobs and services, to social networks, and to all of the opportunities present in downtown. Current growth will increase the housing stock overall, providing expanded market-rate housing opportunities in the area; however additional actions directed at affordability and displacement are needed to ensure households of all income levels are able to afford access to housing in downtown.

During a 2017 point in time count in Oakland, a total of 2,761 individuals were counted as experiencing homelessness, which represented a 26% increase from 2015. Homeless advocates estimate that the actual number is closer to 9,000.³ Oakland’s homeless population represented nearly half (49%) of the total number of persons counted in Alameda County in 2017. Of individuals experiencing homelessness, more than two-thirds (68%) identified as Black or African American, despite Black or African-American residents constituting only 26% of Oakland’s population. The 2019 point in time count reflected an even more significant increase, with the number of individuals experiencing homelessness up 47% to 4,071. The number of individuals experiencing homelessness exceeds the capacity of the current system of care. With growing levels of displacement, and many people locked out of the high-wage jobs that are more and more needed to afford market-rate housing, the city is experiencing high levels of homelessness, tent encampments and associated deterioration of health, mental health and social outcomes.

Primary Challenges Related to Housing & Affordability:

1. *Large wealth disparities*
2. *Highest displacement and housing cost burden experienced by people of color (particularly Black residents)*
3. *Insufficient affordable housing*
4. *Growing homeless population*

Key Findings from Housing Oakland’s Unhoused (2018):

1. *Policymakers have overestimated the number of chronically homeless and underestimated the number of working class, newly homeless - a group that is underserved by traditional homeless services*
2. *Unhoused community needs access to extremely low-income or no-income housing, which is within the reach of Oakland*
3. *Policymakers must engage directly with the unhoused community*

2 Racial Equity Impact Analysis, *Downtown Oakland’s Economic Role in the City and the Region*, 2018

3 *Housing Oakland’s Unhoused*, The Housing Dignity Project, 2018

CHAPTER 02: HOUSING & AFFORDABILITY

HOUSING AND AFFORDABILITY STRATEGIES



Housing & Affordability Strategies

Meeting the needs of all current and future residents of Downtown requires ongoing retention and production of housing that is affordable across all income levels, and accessible to all people regardless of race and physical ability. The following strategies focus on generating and deploying public funding resources to retain and expand affordable housing, providing additional services and shelter for unhoused residents, strengthening protections to retain downtown's rental housing stock, and serving low-income artists' needs for affordable housing.

Because Downtown Oakland is one of the city's strongest market areas and undergoing significant development activity, it generates a significant proportion of Oakland's one-time jobs/housing impact fee and affordable housing impact fee revenues paid by developers of these projects. These revenues are contributed to the City's Affordable Housing Trust Fund. Downtown's high development densities, high property values, and concentrated business activity also generate significant ongoing property, sales, and transient occupancy tax revenues for the City.

These revenues create opportunities to reinvest in affordable housing development and retention, as well as anti-displacement programs. However, there are tradeoffs in spending these housing revenues in downtown versus other areas of the city. High property values mean it is more expensive to build or acquire affordable housing in the downtown area compared to other parts of the city. On the other hand, failure to build or acquire enough affordable housing in downtown will make it more challenging for Oakland residents of a range of incomes and physical abilities and communities of color to benefit from the area's amenities, jobs, and access, and to maintain downtown's economic, racial and cultural diversity.

Affordable Housing Targets (2040):

The Draft Plan has set a goal of buildings between 4,365 and 7,275 (aspirational target) affordable units in downtown by 2040. (based on 15-25% of the projected 29,100 total new units, but designed to be achieved regardless of the total number of market rate units constructed).

Housing is required at all affordability levels, but housing affordable to extremely low income (below 30% of Area Median Income) is most likely to benefit Oakland's most vulnerable populations, including Black and unsheltered residents. A breakdown of estimated affordable housing needs by income level through 2040 was determined by using the RHNA distribution as a baseline.¹ The distribution recommended by this plan for extremely low income, very low income, low income, and moderate income affordable units built downtown is as follows:

- 15% Extremely Low Income (below 30% AMI)
- 15% Very Low Income (30% - 50% AMI)
- 30% Low Income (50% - 80% AMI)
- 40% Moderate Income (80% - 120%)

¹ "Affordable Housing and Anti-Displacement Background and Strategies Memo"; Strategic Economics, June 13, 2018

The following plan strategies complement the citywide approach of creating policies to **build** additional housing and **protect** affordability for current residents.

Direct public policies and funding sources and resources to assist in the creation of new affordable and accessible housing in downtown.

Target a variety of public funding sources and resources to promote development of income restricted accessible affordable housing for all family types in the downtown area. Examples of existing resources include publicly-owned land, impact fees, the commercial jobs/housing "linkage" fee, property transfer taxes, property taxes, and other revenues to the Affordable Housing Trust Fund. As a highly desirable and relatively high-density center of residential and business uses, Downtown Oakland generates significant revenues that could be brought to bear to resolve the housing challenges that come with the area's high housing costs. The City will achieve affordable housing growth in Downtown Oakland through tools such as modifications to the structure for awarding points to applicants for City housing funds, modifications to existing impact fees, implementing "inclusionary" housing requirements, and/or adopting a value capture mechanism like an Enhanced Infrastructure Financing District (EIFD). Identify and advocate for new sources of funding for affordable housing production and preservation at the federal, state, regional and local levels.

Encourage the production of diverse housing unit types—especially larger family-friendly units and units accessible to older adults and people with disabilities.

As a relatively dense, urban area, Downtown Oakland's housing units largely consist of higher-density multifamily housing buildings, often with relatively small units. As of the 2011 to 2015 time period, the U.S. Census estimated that 57% of downtown's housing units were in buildings with 50 or more units. Unsurprisingly, a high percentage of downtown households are small, with 87% consisting of 1 or 2 people (versus 64% citywide), and only 9% of households including children. Nearly 12% of residents citywide have a disability, and for most age groups, the rate of disability is higher in the downtown – for example, of greater downtown residents over age 65, over half have a disability, compared with only 39% citywide. This strategy seeks to provide incentives and policy changes that will enhance the financial feasibility of housing generally and encourage the production of larger, family-friendly housing units and accessible units. These units would need to be complemented by other family-friendly and universally designed amenities, such as playgrounds, parks and safe streets.

Provide additional shelters and services for homeless residents.

Recent efforts to address homelessness in and around downtown have included “Community Cabin” encampment sites with security, sanitation and case management services, as well as more substantial pre-built insulated sheds. Recent efforts also include the purchase and preservation of the 641 West Grand Avenue SRO as low income housing and a residential service center. This strategy continues short-term implementation of safe and secure encampment sites, including determining potential locations in downtown where sites will be compatible with nearby uses. The strategy also includes longer-term efforts to acquire, retain, and rehabilitate SRO properties as income-restricted affordable housing, and current efforts to develop and implement a revised Permanent Access to Housing (PATH) strategy.

Strengthen protections for retaining downtown’s rental housing stock.

Preserving rental housing is a priority to protect racial and economic diversity downtown. As part of this strategy, the City should amend the condominium conversion ordinance to expand the units covered by it, strengthen its requirements, and restructure it to reduce racial disparities in homeownership and displacement.

Increase protections and assistance for low-income renter households and other residents at risk of displacement.

This strategy deploys Oakland’s expanding renter services, advocacy efforts, and home preservation and rehabilitation programs within downtown. The City of Oakland is undertaking an ongoing process of enhancing citywide protections and assistance for low-income renter households and other residents at risk of displacement. Examples include the 2016 voter approval of a ballot measure to expand just cause eviction protections to more properties, and recent amendments to the Tenant Protection Ordinance and increases to the Rental Assistance Program’s annual landlord fees.

The City’s Housing Action Plan also calls for expanding housing services and counseling, changes to the code enforcement relocation ordinance, and numerous other adjustments to City policy. Additionally, the City can adopt an ordinance to prohibit discrimination against formerly incarcerated people, similar to Richmond’s Fair Chance Access to Affordable Housing ordinance.

Create an affordable housing policy that sets aside a certain number of units for artists who meet specific income and occupational requirements, and encourage live-work spaces to help meet artists’ needs.

The need for housing is one of the fundamental challenges facing the City of Oakland, downtown included. Artists are a critical element to downtown’s character and continued success. However, artists are facing displacement at alarming rates, as described in the Arts and Culture chapter of the Specific Plan. Policies achieving this strategy focus on providing housing and live-work spaces for artists (the need for artist workspace is addressed in Culture Keeping).

*“Everybody
who wants to
live Downtown
should be
able to live
Downtown”*

*-creative solutions lab
attendee*

Encourage home ownership in Downtown Oakland by incentivizing development of smaller housing units, and deploying current and new State and local first-time homebuyer programs and foreclosure assistance.

Home ownership can insulate residents against rent increases that could potentially result in displacement. As described in this chapter, racial disparities in homeownership also exist, meaning that not only are people of color more likely to be displaced, but they are also less likely to be building equity and financial security. The home ownership strategy to address these disparities includes incentivizing development of smaller housing units to create new housing that is “affordable by design” and deploying current and new State and local first-time homebuyer programs and foreclosure assistance to provide assistance to first-time homebuyers and existing home owners at risk of displacement.

Rezone opportunity areas to allow dense residential development and encourage infill on smaller lots, resulting in an anticipated 29,100 new housing units.

To accommodate Oakland’s growing population, downtown has an opportunity to absorb a significant portion of the projected total need for housing citywide, both subsidized affordable and market rate. As part of a development incentive program, clearly identified community benefits can be provided in exchange for increases in building intensity in identified opportunity areas. The City can locate and adjust zoning for opportunity areas with high potential for development to allow homes in high-intensity, mixed-use neighborhoods, such as Jack London’s Victory Court area and portions of Laney College, which may be appropriate for student or staff housing, (see Figure H-1). The increased intensity allowed can be in the form of increased height, Floor Area Ratio (FAR), and/or density (to encourage micro-units and other affordable-by-design residential unit types). See Land Use & Urban Form Strategies, and Policy LU-1.3.



Figure H-1: Victory Court & Laney College

Existing Conditions (inset)

Potential Future Conditions (below)



Victory Court & Laney College

With proximity to Brooklyn Basin and the Lake Merritt BART station, the Victory Court/Laney College area is an opportunity for new mixed-income housing, mixed-use development, and high quality open space including improved trails along the Estuary waterfront and Lake Merritt Channel. Redeveloped Laney College parking lot property could be used for educational purposes, including housing serving students and teachers.



HOUSING & AFFORDABILITY

GOAL 02: Ensure sufficient housing is built and retained to meet the varied needs of current and future residents.

HOUSING



OUTCOME H-1

Sufficient housing is built and retained downtown to support the full range of lifestyles and choices essential to Oaklanders.

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Direct public policies and resources to assist in the creation of new affordable and accessible housing.		
H-1.1 R	Explore and implement tools and policies to prioritize use of some portion of affordable housing funds in downtown by adapting scoring criteria for responses to City notices of funding availability (NOFA), especially as downtown generates additional housing funds through accelerated development activity or increased impact fees. Examples of potential scoring criteria adjustments could include prioritization of the downtown specific plan area receiving additional points, or additional points for housing development projects in transit-oriented locations or locations meeting certain levels of employment access or workforce services.	
H-1.2 E	Leverage the city's inventory of publicly-owned land in a manner that supports housing affordability for Oakland residents.	
H-1.3 N	Establish public/private partnerships between libraries / county properties and affordable housing providers aimed at co-locating public facilities with affordable housing above.	
H-1.4 R	Study increasing the City's affordable housing impact fees, with a goal of potentially dedicating a portion of the new revenues generated to affordable housing production in downtown.	
H-1.5 R	Study increasing the City's jobs-housing linkage fee for non-residential development.	
H-1.6 N	Explore the creation of a new downtown value-capture mechanism, such as an Enhanced Infrastructure Financing District (EIFD), with a significant portion of this new long-term revenue stream dedicated to affordable housing retention and production. Value-capture mechanisms such as an EIFD reinvest growth in property tax revenue above a baseline amount.	

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

Strategy: Encourage the production of diverse housing unit types.		
H-1.7* N	Ensure that a mix of market-rate and income-restricted housing is constructed in downtown. Target creation of between 4,365 and 7,275 (aspirational target) affordable housing units including units designed to accommodate larger families out of a total housing production target of 29,100 new units. The target breakdown of new affordable units by income range, based on the City's 2015-2023 RHNA, should be: 15% extremely low-income, 15% very low-income, 30% low-income, and 40% moderate income.	  EQT-1 LU-1.1
H-1.8 R	Study an additional development density bonus option for projects that provide housing with units and amenities designed to accommodate families with children—particularly three-bedroom units.	  LU-1.3 E-1.1
Strategy: Strengthen protections for retaining downtown's rental housing stock.		
H-1.9 N	Encourage the development of more commercial hotels downtown to relieve pressure to convert permanent housing units and SRO hotels to short-term tourist rentals.	  EQT-1 EQT-2
Strategy: Encourage home ownership in Downtown Oakland.		
H-1.10 R	Explore expanded use of the community land trust and/or other shared equity homeownership models in downtown to increase home ownership and wealth-building opportunities for low- and moderate-income households.	   EQT-1 E-2.5 C-1.8
Strategy: Rezone opportunity areas to allow dense residential development and encourage infill		
H-1.11 N	As part of updates to zoning and a development incentive program, adjust the zoning in identified areas of opportunity, to create new high-intensity, mixed-use neighborhoods.	 LU-1
Additional Policies:		
H-1.12 N	Study an inclusionary housing policy for downtown as part of re-assessing the City's current affordable housing impact fees and the impact fee's existing option for developers to provide affordable housing units on-site in lieu of paying the impact fee.	 EQT-1
H-1.13 R	Investigate passage of policies requiring a high standard of accessibility retrofits during remodels of existing buildings/units, and/or adjust requirements for new residential development in order to strengthen accessibility. This change could potentially include creation of a citywide universal design ordinance or amendment of existing citywide zoning/building codes to strengthen accessibility requirements (consider using the City of Alameda's visitability and universal design ordinance as a model).	  EQT-7 LU-1.1
H-1.14 E	Review the City's affordable housing strategy and update periodically.	

HOUSING & AFFORDABILITY

GOAL 02: Ensure sufficient housing is built and retained to meet the varied needs of current and future residents.

AFFORDABILITY / DISPLACEMENT



OUTCOME H-2

Current and long-time Oaklanders remain an important part of the community.



OUTCOME H-3

Oakland’s artists and creative community are able to find housing and live-work opportunities in downtown that they can access and afford.









Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Direct public policies and resources to assist in the creation of new affordable and accessible housing.		
H-2.1 E	Continue to purchase and rehabilitate downtown’s residential or single-room occupancy hotels (SROs) as income-restricted affordable housing, as funding and purchase opportunities arise.	
H-2.2 R	Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate SROs in downtown; consider adapting the city’s notice of funding availability (NOFA) scoring criteria for funding applications to prioritize downtown sites for some funds.	
H-2.3 N	Develop a process to expedite the review and approval of planning and building permits for 100% affordable housing projects.	
Strategy: Encourage the production of diverse housing unit types.		
H-2.4 R	As part of citywide efforts, develop and adopt improvements to Oakland’s condominium conversion ordinance to promote affordability, prevent displacement, and reduce racial disparities.	
Strategy: Provide additional shelters and services for homeless residents.		
H-2.5 R	Update Oakland’s “Permanent Access to Housing” (PATH) strategy and implement its recommendations to prevent homelessness and support and assist homeless residents.	
H-2.6 E	Continue implementation of services for encampment areas, including health and hygiene interventions, provision of Community Cabins facilities, and temporary shelters. Identify and deploy additional appropriate sites in downtown for hosting facilities and services for homeless residents, such as the creation of more Cabin Communities.	

Key: **E** Existing City policies/programs





R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs




Strategy: Increase protections and assistance for low-income renters and other residents at risk of displacement.

<p>H-2.7 R</p>	<p>Pursue additional funding for expanded renter services and counseling.</p>	 
<p>H-2.8 E</p>	<p>Maintain effective enforcement of rent adjustment and just cause eviction laws.</p>	 
<p>H-2.9 N</p>	<p>Target creation of supportive services in existing and new affordable housing and at SRO's rehabilitated as income-restricted housing in downtown.</p>	 
<p>H-2.10 N</p>	<p>Explore expanding the definition of displacement in the City's regulatory agreements with affordable housing developers to prioritize units for Oaklanders who have been displaced from Oakland for broader economic reasons. Explore legally compliant ways of targeting homeownership and rental assistance to former Oakland residents harmed by discriminatory housing policies such as redlining and predatory lending. Allow such individuals or groups to apply for local assistance programs. This policy is underscored by the establishment of the Department of Race and Equity (see OMC 2.29.170).</p>	
<p>H-2.11 R</p>	<p>Implement a centralized online waiting list for affordable housing to include information on applicant's demographics, income and family history of residence in Oakland as an efficient mechanism to implement policy H-2.11.</p>	






Strategy: Encourage home ownership in Downtown Oakland.

<p>H-2.12 R</p>	<p>Continue applying State and local first-time homebuyer programs to housing in downtown to enhance stable ownership opportunities, and consider modifying programs to include allowing former Oakland residents to apply for Oakland programs; explore new funding sources for these programs as opportunities arise.</p>	 
<p>H-2.13 R</p>	<p>Per citywide efforts to secure homeowners in distress, implement programs to proactively identify homeowners at risk of foreclosure and direct these residents to available assistance and resources.</p>	 

Strategy: Create an affordable housing policy that sets aside a certain number of units for artists.

<p>H-3.1 R</p>	<p>Incorporate low-income artist-serving housing into the City's affordable housing Notice of Funding Availability (NOFA) process scoring criteria.</p>	  
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Additional Policies:

<p>H-2.14 E</p>	<p>Ensure habitability standards for residents of affordable and market rate housing developments.</p>	
<p>H-3.2 N</p>	<p>Establish live-work zoning designations in arts-focused districts such as Koreatown/Northgate (KONO), Jack London, and the Black Arts Movement and Business District (BAMBD). Expand requirements for future live-work spaces to ensure they are not used solely as residences, beyond the existing requirement of having a business license.</p>	   

Measures of Success

Total Housing Stock

- Baseline: As of 2019, there were 15,032 housing units within the plan area.⁴
- Measure of Success: Downtown Oakland more than triples its current housing stock by 2040. 42,799 new units are added by 2040 (including active development projects and potential future projects in the Lake Merritt Station Area Plan), bringing the total number of dwelling units downtown to 57,831.

Affordable Housing

- Baseline: As of 2019, downtown had a count of approximately 9,557 affordable units within the plan area.⁵
- Measure of Success: Affordable Housing construction adds between 4,365 and 7,275 income-restricted units within the plan area (equivalent to 15% to 25% of all new units). The distribution recommended by this plan for extremely low income, very low income, low income, and moderate income affordable units built downtown is as follows⁶:
 - 15% Extremely Low Income (below 30% AMI)
 - 15% Very Low Income (30% - 50% AMI)
 - 30% Low Income (50% - 80% AMI)
 - 40% Moderate Income (80% - 120%)

Accessibility

- Baseline: Buildings are not currently required to meet universal design standards, only ADA accessibility
- Measure of Success: The City has adopted an ordinance requiring more stringent requirements for visitability and universal design.

Housing Cost Burden & Extreme Housing Cost Burden

- Baseline: In 2015, 40.1% of White renters and 63.4% of Black renters, as well as 29.1% of White homeowners and 44.6% of Black homeowners in Oakland faced housing costs greater than 30% of their household income.
- Measure of Success: The percentage of each racial group that is housing cost burdened is reduced and the disparities between racial groups diminish as well.

Unsheltered Residents

- Baseline: During a 2019 survey in Oakland, a total of 4,071 individuals were counted as experiencing homelessness, and over 68% during the 2017 survey identified as Black or African American. Homeless advocates estimate that the actual number of

4 Draft EIR

5 Strategic Economics, Affordable Housing Memo and Directory of Assisted Rental Housing (Does not include Oakland Housing Authority properties)

6 "Affordable Housing and Anti-Displacement Background and Strategies Memo"; Strategic Economics, June 13, 2018

persons experiencing homelessness is closer to 9,000.⁷

- Measure of Success: The number of people moving from homelessness to transitional and permanent housing increases, and racial disparities among unsheltered residents is reduced.

Racial Diversity

- Baseline: Between 1990 and 2015, the proportion of Black residents in Downtown Oakland decreased. Between 2000 and 2015, the proportion of Asian residents decreased.⁸
 - African-American population in the greater downtown fell from 33% (4,967 out of 14,888 total population in 1990) to 20% (4,554 out of 23,113 total population in 2011-2015) from 1990-2015.
 - Asian population declined slightly in the greater downtown from 2000 to 2015, from 42% (7,223 out of 17,192 total population) in 2000 to 39% (9,095 out of 23,113 total population) in 2011-2015.
 - Latinx population increased from 7% (1,065 out of 14,888 total population in 1990) to 9% (2,183 out of 23,113 total population in 2015) from 1990 to 2015
- Measure of Success: The Black and Asian resident population increases, discontinuing the trend of further displacement.

7 Housing Oakland's Unhoused, The Housing Dignity Project, 2019.

8 Disparity Analysis

CHAPTER 03:

Mobility

GOAL 03 MAKE DOWNTOWN STREETS COMFORTABLE, SAFE, AND INVITING CONNECTIONS TO THE CITY AS A WHOLE SO THAT EVERYONE HAS EFFICIENT AND RELIABLE ACCESS TO DOWNTOWN'S JOBS AND SERVICES.

Outcome M-1 *Downtown is well-connected internally and to adjacent neighborhoods with bicycle and pedestrian networks that are accessible and safe for people of all ages and abilities.*
CONNECTIVITY

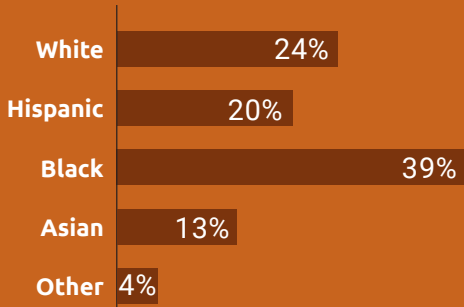
Outcome M-2 *Communities that are more transit-dependent are well-served in traveling to and from downtown with frequent, reliable, and safe transit service.*
CONNECTIVITY

Outcome M-3 *Oaklanders connect to downtown's resources with transportation options that accommodate people of all ages and abilities from their front door to their destination and back.*
STREET INFRASTRUCTURE & PARKING

CHAPTER 03: MOBILITY

FIGURES AT-A-GLANCE

TRANSIT IN DOWNTOWN OAKLAND RACE/ETHNICITY OF AC TRANSIT RIDERS



Source: AC Transit On Board Survey 2012

AC TRANSIT AND BART SERVICES PROVIDE A PRIMARY MEANS OF TRANSPORTATION TO:



- Low Income Residents
- Youths
- Seniors
- People with Disabilities



Downtown Oakland has the oldest population of any neighborhood in Oakland, and the highest rates of disability

Source: American Community Survey 2015

WALKING IN DOWNTOWN OAKLAND

21%
RESIDENTS
WALK TO WORK



Downtown Oakland has the **highest** concentration of pedestrian activity: **5x higher** than the city average.

Downtown Oakland has the **highest** rate of pedestrian injuries of any city neighborhood

Source: 2017 Oakland Pedestrian Plan

Black pedestrians are **three times** as likely to be killed or severely injured while walking, compared to all other Oaklanders

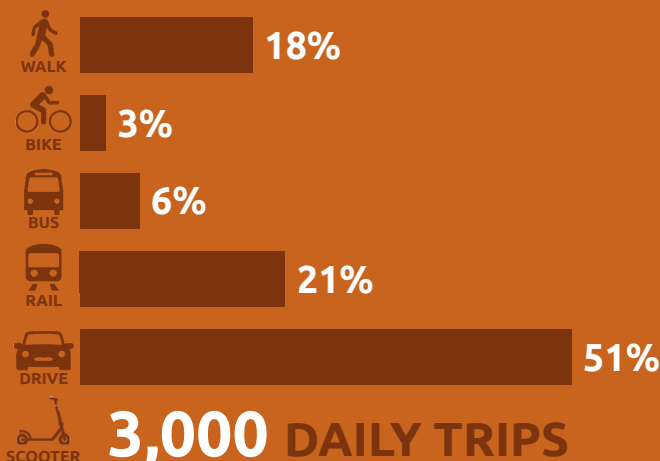
Source: Citywide Crash Analysis 2019

BIKING IN OAKLAND



HOW PEOPLE MOVE TODAY

ALL TRIPS TO AND FROM DOWNTOWN



Source: 2012 California Household Travel Survey

MOBILITY RACIAL DISPARITIES

50%

Nearly half of bicycle crash victims younger than 18 years old are Black youth.

30%

Streets in majority Asian census tracts fall on the City of Oakland Pedestrian High Injury Network

% of bicyclist stops by the Oakland Police Department that are Black men

62%

Black Oaklanders are 2 times as likely to be killed or severely injured in a crash (all modes)

2 TIMES

Source: Citywide Crash Analysis 2019

03



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The Mobility and Accessibility Chapter addresses the many ways that people travel through, to, and from Downtown Oakland. Whether riding the ferry, bus or BART; walking; wheeling; riding a bike or scooter; or driving, Oaklanders expect a full range of transportation options. But many people’s transportation choices are limited for various reasons. Safety concerns, a lack of predictable and efficient transit, aging infrastructure, financial constraints, and public amenities that are difficult for people with disabilities to navigate are real challenges to accessing mobility options.

In response, the recommended mobility projects and policies of the Downtown Oakland Specific Plan are aimed at addressing the needs and priorities for everyone in Oakland, but particularly for people currently with limited travel options. While the strategies largely focus on improvements within downtown, a key goal is to build connections across neighborhoods, focusing on improving areas where demand is underserved, such as West and East Oakland. The proposed strategies will provide residents throughout the city with efficient, affordable, and healthy transportation options that connect to desired destinations downtown. Although this chapter addresses downtown’s streets, the focus is on the role of those streets as a connector, while the role of those streets as an element of the public realm is addressed in the Community Health chapter.

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Mobility Key Findings

“Cars are a thing of the past, adjust need for parking”

-creative solutions lab attendee

This section summarizes the findings of the existing conditions analysis in the Preliminary Draft Plan, including key disparities.

Downtown Oakland’s street network provides vital access to jobs, services, and community destinations. Improvements to walking, biking, vehicular and transit systems can improve safety, increase connections, and create an accessible, inviting, and comfortable public realm to be enjoyed by all. The urban design strategies for creating safe, inviting streets are discussed in the Land Use section (see pages 224, 226, and 230 and 234-237).

BIKE/PEDESTRIAN NETWORK

Downtown Oakland has the highest concentration of pedestrian activity of any neighborhood in the city¹. While pedestrians are typically the most vulnerable users of a road system and are at greater risk among all user categories of being seriously injured in a collision with a motor vehicle, this is particularly true in downtown, which has the highest rate of pedestrian injuries of any neighborhood in the city². There is also a correlation between race and likelihood of being injured as a pedestrian. Black, Latinx, and Asian pedestrians are twice as likely to die from a collision as compared to White pedestrians.³ Older adults, children and people with disabilities are particularly vulnerable to unsafe street crossings, fast-moving traffic, encroachment onto the sidewalk, and inadequate provision of pedestrian amenities—such as shade, benches, high-visibility crosswalks, and modern street crossings.

Recent street improvements have reallocated some street area to pedestrian and cyclist facilities, increasing safety for these modes. Additional opportunities to slow vehicular speeds and continue to improve safety and access for all modes should be explored. For example, converting some of downtown’s one-way streets back to two-way may improve wayfinding, decrease vehicular speeds, reduce driver frustration, and be more conducive to a multimodal, walkable area. Similarly, adding pedestrian bulb-outs, bike lanes, and wider sidewalks to downtown’s over-engineered one-way streets can also contribute to safety and vibrant streets.

1 2015 Comprehensive Circulation Study for Downtown Oakland and Access to/from West Alameda

2 2017 Oakland Pedestrian Plan

3 2017 Oakland Pedestrian Plan

The periphery of downtown presents even more challenging conditions. The I-980 and I-880 freeway crossings separate the downtown core from West Oakland, Jack London, and other surrounding neighborhoods. The access roads adjoining the freeways and on/off-ramps are unpleasant walking environments that disrupt the pedestrian grid and create a barrier to walking safely to downtown from surrounding neighborhoods. The sidewalk network has gaps, including around Lake Merritt, around freeways, and in the Jack London District.

TRANSIT NETWORK

Downtown Oakland is a transit hub for the city, as well as a regional destination. AC Transit and BART services provide a primary means of transportation for many people—with AC Transit in particular serving people with lower incomes, youth, seniors, and people with disabilities. However, a trip from East Oakland to downtown may require the use of multiple buses and BART, as well as additional transit fare and multiple transfers. Transportation costs and travel times from downtown to surrounding areas can be improved to better serve the community.

Improvements to bus frequency and reliability combined with reductions in transit fare for low-income households could improve the transit experience for a broad range of Oakland residents making it a better option. The East Bay Bus Rapid Transit (BRT) project is currently under construction, and will provide enhanced transit service and connections between East Oakland and downtown.

STREET INFRASTRUCTURE

Most of Downtown Oakland's streets reflect decades of design and investment heavily skewed towards driving and parking. While many urban centers suffer from crippling congestion, most of Downtown Oakland's streets are much wider than needed to serve the number of people that drive. This unused capacity provides an opportunity to provide more and better options to reallocate space on the streets for travel downtown and urban design enhancements, particularly for people who do not drive due to their age, ability, or income.

Curbside space, or the space between vehicular travel lanes and the sidewalk, is prime real estate in Downtown Oakland. Many different uses compete for curbside space such as parking, commercial deliveries, passenger loading/unloading and ridesharing, and bus stop zones. Even though Downtown Oakland has approximately 6,330 on-street spaces, more than 85% of which are dedicated to regular parking, some areas in Chinatown, along Broadway, and in the Jack London District see greater competing demands for curbside space, which results in double-parking. Excess space on these streets could be reallocated to better serve other purposes, such as enhanced public spaces, dedicated transit and bike lanes, serving local businesses, or providing additional American with Disabilities Act (ADA)-accessible on-street spaces and passenger loading zones.⁴

⁴ Additional ADA-accessible on-street parking spaces are needed to meet the City's requirement that 4% of all on-street spaces are ADA-accessible.

Primary Mobility Challenges:

1. *Undependable and circuitous transit access creates barriers for those who already face the most challenges*
2. *Many streets are unsafe/unwelcoming for seniors and people with disabilities; high rates of pedestrian accidents (Black pedestrians more likely to be harmed)*
3. *Freeways on the west and south edges of downtown and uninviting gateway streets into and out of the core cut off downtown from the rest of the city*

CHAPTER 03: MOBILITY

MOBILITY STRATEGIES



Mobility Strategies

Street improvements will make each street comfortable, safe, and inviting for travel. Connections to adjacent and outlying neighborhoods will be improved, so that residents throughout the city have efficient, reliable access to downtown's jobs, services and opportunities.

Three fundamental objectives for Downtown Oakland are:

1. To improve access and safety for pedestrians;
2. To create a world class transit network linking Oaklanders to downtown; and
3. To develop a connected network of low-stress bicycling facilities.

These objectives were referenced throughout the planning process to determine transportation priorities for the downtown street network. They are designed to serve Oakland's most vulnerable residents, meet Oakland's targets to reduce greenhouse gas (GHG) emissions, accommodate the region's need for housing, grow Oakland's economy and job opportunities, and create room on downtown's street for shoppers, residents, workers, students, service-seekers and visitors to all go about their lives.

As Oakland's population grows, it will become increasingly important for Oaklanders to be able to take transit, walk, bike and use other micromobility and transportation technologies, such as electric scooters and self-driving vehicles, as they become available. Meanwhile, the streets that are currently dominated by fast-moving cars can be reprogrammed for street vendors to display their goods, wheelchairs to pass safely, street performers to entertain, children to walk together to school, seniors and young people to rest in shade and people-watch, revelers to wait outside restaurants and nightclubs, and café patrons to sit outside in Oakland's glorious weather.

Before & After Visualization:
9th Street and Broadway



Pedestrian & Bicycle Network Strategies

Safety improvements along streets and at intersections include:

- Visible crossing treatments that minimize crossing distances at intersections and interchanges
- Street design and signal timing adjustments that support slower vehicle speeds are timed for cyclists to clear intersections, and prioritize pedestrians
- Reallocating excess space from traffic lanes to other uses, and parking restrictions near crosswalks to improve sightlines

AIR QUALITY/GHG EMISSIONS

Emissions from single-occupancy vehicles are a major source of damage to local air quality, with resulting negative health outcomes, and release of greenhouse gases (GHGs). One of the City's primary sustainability goals to improve health outcomes and reduce contributions to climate change is to shift from single-occupancy fossil fuel vehicles to transit, electric vehicles, bicycling, walking and shared rides, and other more efficient and less polluting forms of transportation and goods movement.

DESIGN & IMPLEMENT PEDESTRIAN SAFETY MEASURES

Thirty-six percent of Oakland's pedestrian injuries and fatalities occur on just 2% of its streets.⁵ Collectively these streets are referred to as Oakland's "High Injury Network" (HIN) shown in Figure M-1. Improved pedestrian safety on high-injury corridors and at high-injury intersections in downtown can be achieved by implementing the safety projects described in Appendix Table M-1. These projects address many of the safety concerns that discourage people from walking. Public safety concerns, which also discourage pedestrians downtown, are addressed in the Community Health Chapter.

In addition to the high injury network improvements, a rail safety project is proposed for Embarcadero West in Jack London that would install crossing treatments and fencing at each intersection and transform Embarcadero West into a "quiet zone" and an enhanced pedestrian corridor (which would provide a safer connection between Howard Terminal to Jack London). While these treatments are focused on pedestrian safety, they also improve comfort and access—particularly for vulnerable groups (including seniors, children, and people with disabilities).

IMPLEMENT PROGRAMS/POLICIES FOR DOWNTOWN IN THE 2017 OAKLAND PEDESTRIAN PLAN

These programs and policies include, but are not limited to:

- Partnering with the Department of Race and Equity and the Police Department to eliminate disparities in traffic safety enforcement.
- Providing resources to support low-income property owners in repairing sidewalks through the City's Façade Improvement Program.
- Developing a temporary traffic control protocol for new developments that affect the pedestrian environment.

⁵ Department of Transportation, City of Oakland, Oakland Walks! 2017 Pedestrian Plan Update, 2017.

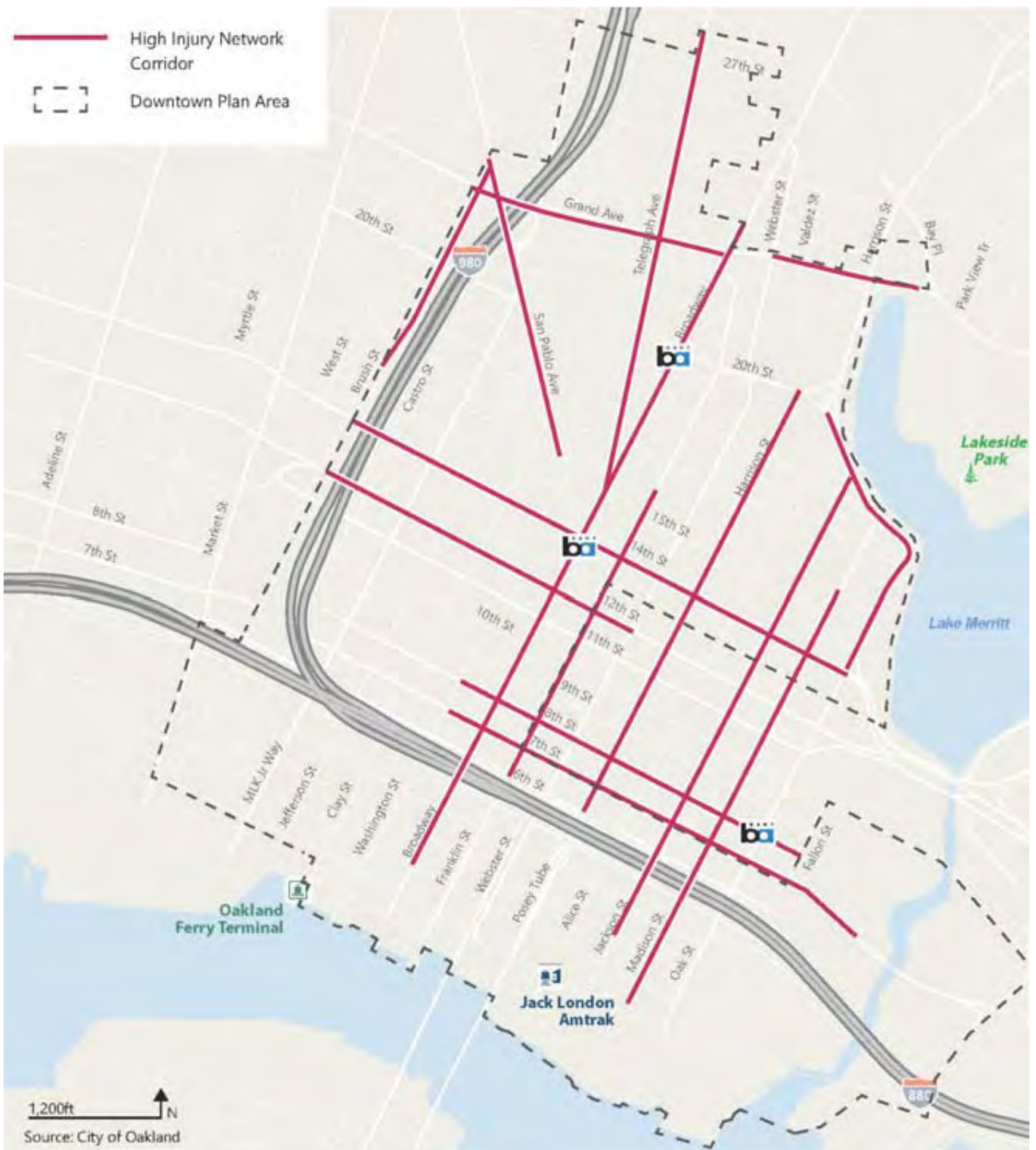


Figure M-1: High Injury Network

CHAPTER 03: MOBILITY & ACCESSIBILITY

MOBILITY STRATEGIES



Figure M-2: Proposed Connectivity and Access Improvements

- Creating a program to update and maintain the City’s sidewalk inventory in downtown.
- Coordinating with OakDOT and ADA Programs to improve accessibility and implement the ADA Transition Plan.

PLAN AND DESIGN FOR MICRO-MOBILITY DEVICES AND USERS

Serve micro-mobility users, such as scooter and electric skateboard riders, and vulnerable pedestrians by providing dedicated space, such as protected bike/mobility lanes, for people to ride in. Create dedicated parking pads on-street or in pedestrian amenity zones for e-scooters and other micro-mobility devices.

INVEST IN CONNECTIVITY AND ACCESS IMPROVEMENTS TO LINK DOWNTOWN’S NEIGHBORHOODS AND ASSETS TOGETHER

Freeway and underpasses crossings present some of the most challenging pedestrian and bicycling conditions in Downtown Oakland and create barriers between downtown, West Oakland, Jack London, and other adjacent neighborhoods. Enhancing safety and providing more comfortable walking conditions is necessary to improve access from surrounding neighborhoods. The Oakland/Alameda Access Project, which will improve access and reduce vehicle-pedestrian conflicts between Interstate 880 and Interstate 980 (I-880/I-980), the Posey and Webster Tubes, Jack London, and Alameda. The strategies identified in the Plan complement these efforts.

Improving pedestrian safety, creating a more connected pedestrian network, and improving streetscape and public space throughout downtown can be achieved by implementing the connectivity and access projects as identified in Figure M-2 and described in Appendix Table M-2 and M-3.

- Connect recreational activity sites along Lake Merritt, Lake Merritt Channel, and the Estuary to each other to create continuous waterfront access.
- Create and strengthen safe and direct pedestrian and bicycle access between the waterfront and adjacent neighborhoods (see Chapter 5, Community Health).
- Connect the waterfront to the rest of the city with emphasis on direct links to adjacent neighborhoods and downtown that reduce physical barriers and the perception of isolation from the water’s edge.
- Improve public access to and along the waterfront – connections to Brooklyn Basin and Howard Terminal are integral to this vision.
- Improve the connections between downtown and the waterfront by focusing on the following high priority freeway under-crossings:
 - Martin Luther King Jr. Way
 - Washington Street
 - Broadway
 - Webster Street
 - Madison Street
 - Oak Street

Connectivity and access improvements include:

- Filling in gaps in sidewalk network and widening sidewalks
- Improving freeway interchanges and over- and under-crossings
- Opening new street connections where the pedestrian network is incomplete or disconnected
- Adding streetscape amenities such as lighting and wayfinding signages
- Installing directional curb ramps and accessible pedestrian signals
- Completing a system of integrated walking and biking paths through downtown to link cultural districts, connect people seamlessly to all of the downtown waterfronts (Lake Merritt, Channel and Estuary), and improve access to adjacent neighborhoods and districts

CHAPTER 03: MOBILITY & ACCESSIBILITY

MOBILITY STRATEGIES

- Existing Proposed
- Short-Term Network
- Vision Network
- Shared-use path
- Potential shared-use path through Howard Terminal
- Estuary crossing
- Standard bike lane
- Signed routes
- Downtown Plan Area

The Oakland Athletics are currently proposing to relocate their ballpark to Howard Terminal. This unique nature of this proposed project may necessitate adjustments to this Bicycle Network to anticipate competing game-day demands on surrounding streets, including but not limited to Broadway, Market Street, Marin Luther King Jr. Way, Embarcadero West, and 3rd Street. While precise street segments on the Bicycle Network may change to accommodate these demands, high quality bicycle facilities to and from the ballpark will be incorporated in both the Howard Terminal project design and any revisions to the network envisioned herein to ensure safe and sustainable transportation to and from the waterfront.



Figure M-3: Proposed Low-stress Core-Network and Vision Bicycle Networks

UPDATE SIGNAL TIMING AND UPGRADE SIGNALS TO IMPROVE THE OVERALL EXPERIENCE OF WALKING, BIKING, AND RIDING TRANSIT

Develop a program that upgrades the signals to improve access and safety and reduce delay for bicyclists, pedestrians, and transit riders by:

- Installing leading pedestrian intervals
- Installing Accessible Pedestrian Signals (APS)
- Including pedestrian signal heads with countdowns at all intersections
- Providing a “green wave” for bicycle traffic, which times signals so that bicyclists arrive at each intersection during a green phase and also serves as a form of traffic calming
- Ensuring that signal all-red phases provide adequate clearance time to enable bicyclists to pass intersections safely
- Implementing transit signal priority strategies by placing transponders on transit vehicles and at signals that communicate with each other, i.e. a “green extension”

DESIGN AND CONSTRUCT A DOWNTOWN LOW-STRESS BICYCLE NETWORK

Research shows that many people feel safer and more comfortable riding on slower-speed streets, with less traffic and fewer travel lanes; bicycling in more spacious facilities with greater separation from traffic; and using smaller intersections that have been designed with attention to bicycle safety. These elements are reflected in the proposed “low-stress” bicycle network, as identified in Figure M-3 and described in Appendix Table M-4, that facilitates easy navigation between corridors at intersections with wayfinding and turning movement treatments such as protected intersections, bike boxes, or two-stage turn boxes.

The network is comprised of shared paths and physically separated bike lanes, supplemented by bike lanes or buffered bike lanes where the volumes and speeds of motor vehicles are low. The proposed network includes two tiers:

- The **Short-Term Network** includes bikeways that can be installed more quickly (such as through a street repaving project) and have community support and minimal trade-offs
- The **Vision Network** includes bikeways that need to go through a community design process to evaluate trade-offs, undertake additional study, or require multi-agency coordination

CONTINUE TO EXPAND BIKE PARKING SUPPLY

Continue to expand bike parking supply including short-term and long-term facilities for both commercial and residential land uses in part by requiring one long-term bicycle parking space per multi-family dwelling unit without private garages and by reviewing and updating the City’s bike parking requirements for Downtown Oakland on a regular basis.



Figure M-4: One of Four Proposed Pedestrian/Bike Bridge Concept Design

CONNECTING DOWNTOWN OAKLAND TO ALAMEDA

Alameda and Oakland are working to create a vastly improved estuary crossing for people biking and walking, knitting together the two cities across this short 1,000-foot hop across the estuary. A new bicycle/pedestrian lift bridge would create an easy-to-use, safe and enjoyable connection, filling the significant lack of walking and biking facilities between the West End of Alameda, Jack London Square, Downtown Oakland and beyond. In Alameda, the new bridge would land in a planned four-acre waterfront park, next to the new eight-acre Estuary Park and a planned six mile, uninterrupted Bay Trail loop around Alameda Point. Alamedans would have direct, easy access to Jack London Square, plus several BART stations and the employment hub of Downtown and Uptown Oakland.

Meant to serve commuters, recreational riders, and tourists alike, a bicycle/pedestrian bridge was first recommended in a City of Alameda 2009 study of estuary crossing options as the preferred long-term option. Starting in 2016, Alameda began

to study bridge alignments in detail that would meet the Coast Guard's navigational clearance requirements. The selected preferred alignment (as shown in the rendering) would connect from a planned residential development with waterfront park in Alameda near the foot of 5th Street to the foot of Washington Street in Oakland. The bridge project, with this alignment, is reflected in the 2019 Oakland Bicycle Plan. Alameda has preserved a landing easement in the residential development and is working with Oakland to explore ramp and landing designs, and to select and preserve easements for a landing in Jack London Square. A detailed Bridge Feasibility Study and a Travel Demand Model will be completed by mid-2020, to move this project forward and to confirm cost and feasibility. An alternative alignment, should the preferred alignment not be feasible, is to the east of the Webster/Posey Tubes, connecting the former shipways site in Alameda to Estuary Park in Oakland.

Figure M-5: Existing conditions



17th Street West of San Pablo Avenue

The images on this page illustrate potential improvements along 17th Street to create a more inviting entry into downtown. Elements include separated bicycle lanes in each direction. The existing right-of-way is wide, with space to add a painted buffer between the bike lane and car travel lanes while maintaining sidewalks of at least 10 feet. Blank walls have also received plants and decorative murals.



Figure M-6: Proposed Street Improvements and Potential Infill Development along 17th Street, looking east toward San Pablo Boulevard



Figure M-7: Broadway and 14th Street

Existing Conditions (right)
Potential Future Conditions (above)

VISUALIZING IMPROVEMENTS TO DOWNTOWN'S CORE

This chapter describes a series of pedestrian, bicycle, transit and vehicular improvement projects for downtown. These improvements will increase the ability of downtown residents, workers and visitors to move around and access jobs, services and other destinations; the Land Use & Urban Design chapter describes additional improvements to the public realm and urban form.

Illustrated in this image:

- Enhanced intersection, with high visibility crosswalks
- Dedicated bus transit lanes on Broadway. With this improvement, the bus stop pull-out in the foreground is no longer needed, allowing for a curb extension/shortened pedestrian crossing and larger plaza area.
- Separated bike lanes on 14th Street
- Improvements to Frank Ogawa Plaza include a more visible entry to the BART station, and increased usability for community gathering



Transit Network Strategies

Improved passenger amenities and security at bus stops:

- Bus stop improvements can include lighting, new shelters, benches, wayfinding information in multiple languages, and other amenities
- Multilingual wayfinding signage at transit stops and stations should be coordinated with other wayfinding in downtown in terms of design and content (see Policy CH-1.4)
- Current standard bus shelter design will be modernized to take up less space on the sidewalk while providing shelter for more people
- Implement plugged-in shelters to provide interactive way-finding and real-time bus arrival updates

IMPLEMENT TRANSIT PRIORITY TREATMENTS ON KEY CORRIDORS & IMPROVE PASSENGER AMENITIES AT BUS STOPS

Proposed transit priority treatments, shown on Figure M-8 and listed in Appendix A, Table M-5, include dedicated bus-only lanes, transit priority signals at intersections, queue jump lanes, and boarding islands or transit bulbs. Setting specific targets for service frequency and span improvements will enable the City to work more effectively with AC Transit to target resources to the highest priority transit services.

Furthermore, providing a safe, comfortable space to wait for buses that includes wayfinding and transit information will make riding transit easier and more accessible, particularly for vulnerable populations such as youth, seniors, and people with disabilities.

IMPROVE CONNECTIONS BETWEEN SERVICES & CAPITALIZE ON POTENTIAL EXPANSIONS FOR BART, CAPITOL CORRIDOR, AND FERRY SERVICE

To better serve the Lake Merritt BART Station and improve bus connections to East Oakland, the bus network in Chinatown and Jack London should be reconfigured with one-way to two-way street conversions, as shown in Figure M-9. This enables the creation of a transit center at the Lake Merritt BART Station and provides more direct connections between Brooklyn Basin, Chinatown, and Jack London. AC Transit should also preserve sufficient bus layover capacity at the terminus of lines, particularly around Lafayette Square, Lake Merritt BART, and Jack London. This allows bus drivers to take required breaks and provides a time cushion if the preceding trip is delayed.

A second transbay crossing for BART is under consideration, as are improvements in Capitol Corridor rail service and ferry service. The City of Oakland should partner with regional transit agencies in planning and implementing these improvements to further the City's goals and objectives.

DEVELOP A LOW-INCOME TRANSIT PASS TO REDUCE FARES

A low-income transit pass creates improved access for a wide range of populations to participate in the economic activity of Downtown, reducing racial disparities present in transit service. Further study would be required to determine the potential revenue source, as well as the costs of subsidizing fares. As a start, The Metropolitan Transit Commission (MTC) has adopted a resolution (No. 4320) establishing a framework for a 12-18 month pilot program, expected to begin in early 2020, which will offer a 20 percent fare discount to eligible low-income adults using BART, Caltrain, Muni, and Golden Gate Transit and Ferry. The city could work to establish a similar pilot specifically for AC Transit bus service.



Figure M-8: Proposed Bus Transit Network



CHAPTER 03: MOBILITY & ACCESSIBILITY

MOBILITY STRATEGIES



Figure M-9: Proposed Street Conversions



MAINTAIN RELIABLE, ADA-ACCESSIBLE ACCESS TO TRANSIT STATIONS

Currently, each Downtown BART station has only one elevator for vertical access, and those elevators are not always usable. The City of Oakland and BART should partner to provide additional access to the stations and ensure that facilities are routinely maintained.

NAME TRANSPORTATION FACILITIES TO REFLECT THE LOCATION OR CHARACTER OF THE PLACE THAT THEY SERVE

The Lake Merritt BART Station should be renamed to better identify its location in Chinatown, as recommended in the adopted Lake Merritt Station Area Plan, Section 8.2. To implement this policy equitably, additional participation by the Chinatown neighborhood and other affected communities is essential.

Vehicular Network Strategies

IMPLEMENT THE CITY'S ADOPTED COMPLETE STREETS POLICIES

Since many of downtown's streets have excess capacity, the opportunity exists to reconfigure the right-of-way to include spaces for bicyclists, pedestrians, transit, and loading/unloading. These changes have the capacity to slow traffic and therefore save lives. Pedestrian improvements are proposed under Policies M-1.4- M-1.8; bicycle improvements under Policy M-1.10; and transit improvements under policies in Outcome M-2. Concepts for street design on key focus corridors downtown are presented in the Mobility Framework section of this Plan.

RECONFIGURE ONE-WAY STREETS DOWNTOWN TO PROVIDE SPACE FOR CYCLISTS, PEDESTRIANS, AND TRANSIT

Converting one-way streets with excess capacity to two-way is one piece of the Complete Streets approach. Streets that have been identified for one-way to two-way conversions are shown on Figure M-9 and listed in Appendix A, Table M-6. Priority streets for one-way to two-way conversions include 7th, 8th, 9th, 10th, and Franklin Streets; however, two-way conversions are dependent on funding available for Complete Streets infrastructure and will be implemented as this funding allows. All future intersection upgrades should install signals that accommodate two-way circulation as standard practice. Funding for signal upgrades may be leveraged from private development to allow for future adaptability of the roadway network.

DECREASE FREEWAY TRAFFIC ON LOCAL STREETS

The Oakland/Alameda Access Project proposes to improve access to and from Downtown Oakland and Alameda from I-880 and through I-980, and the Posey and Webster Tubes - all major transportation corridors that experience heavy congestion during peak travel periods. Currently, the Oakland/Alameda Access Project is conducting an extensive stakeholder coordination and public outreach process to build consensus on the proposed project.

Strategies to rebalance street space for all users and improve the vehicular network include:

- Complete Streets projects that reflect transportation priorities for each street
- Converting one-way streets with excess capacity back to two-way
- Implementing parking management strategies that incentivize people to drive less
- Opening new street connections or segments in a few limited areas, such as Victory Court, where the vehicular network is incomplete or disconnected
- Addressing congestion issues around the I-980 ramps and Webster and Posey tubes through the Oakland/Alameda Access Project.

Street Infrastructure & Parking Strategies

Strategies to manage parking resources and demand include:

- Implementing performance-based pricing to manage parking demand block-by-block, garage-by-garage throughout the day
- Implementing real-time parking signage to display parking availability and pricing
- Adopting the Sensor Independent Rate Adjustment (SIRA) methodology developed for San Francisco's SFpark to monitor parking occupancy in real time
- Establishing parking benefit districts in which a portion of parking revenues are used for improvements in the areas where the funds are collected
- Establishing and funding Transportation Demand Management (TDM) programs to increase the number of people who use transit, walking, bicycling, and carpooling to access downtown.

MANAGE PUBLIC PARKING, EXPAND "PARK OAKLAND"

To ensure adequate parking availability for the full range of needs, downtown should increase ADA-accessible parking and passenger loading to better serve people with disabilities, seniors, and downtown businesses; reduce the number of motorists circulating to find parking; balance the needs placed on curb space; and better manage parking resources and demand.

Parking management strategies that incentivize people to drive less and support the City's policy goals related to economic growth, environmental responsibility, and social equity are essential to realizing the vision for Downtown Oakland. "Park Oakland" is the City's Demand Responsive Parking and Mobility Management Initiative, a program that aims to improve the parking and mobility experience in Oakland. The program is being piloted in Uptown and Chinatown in response to constituent concern around parking and mobility challenges. Benefits include increased turnover of street parking, increased foot traffic, safer loading options, and drop-off spaces available to support ride share activity and avoid blocking vehicle and bicycle travel lanes. The Park Oakland program should be evaluated and potentially expanded to other areas such as the Black Arts Movement Business and Art + Garage Districts. Any future parking changes should include strategies to support the needs of local businesses.

One mechanism for managing underpriced parking supply is to increase prices for parking in high-demand areas and to maintain or reduce prices in low-demand areas. Although effective at maintaining efficient parking supply, this strategy may have equity impacts since those who cannot afford the higher prices may be forced to take other modes that increase their travel time or create undue burdens or inconveniences. However, one goal of the policies in this chapter is to improve the options for modes other than private vehicles so that they are actually the first choices rather than the last.

REVISE PARKING REQUIREMENTS DOWNTOWN TO ACHIEVE GREEN HOUSE GAS EMISSIONS TARGETS AND COMMUNITY BENEFITS

As part of the implementation, the City will consider establishing new parking maximums for downtown projects, with allowances for additional parking in return for community benefits and requirements for providing electric vehicle charging stations.

ACTIVELY MANAGE CURBSIDE SPACE

Curbside space should be optimized to balance the needs of local businesses, visitors, and the various activities that happen at the curb. A more proactive approach to assessing and managing curbside uses will help ensure that the competing demands on curb space are better balanced to serve Oaklanders' needs. Programs to pursue include:

- Implementing the Color Curb Program in Chinatown, or a combined commercial loading/metered parking zone on select streets that would allow 30-minute commercial parking from 7:00-10:00 AM and metered parking at all other times. Locations could include both sides of 9th Street from Broadway to Webster Street; the north and south sides of 8th Street from Franklin Street to Harrison Street; and the north and south sides of 10th Street from Webster to Harrison Street.
- Developing a Curbside Management Study to analyze the existing and possible future uses of curbside space, both auto and non-auto, and develop a clear methodology to guide decision-making on how to manage and prioritize the use of scarce curb space.

PRIORITIZE THE MOVEMENT OF EMERGENCY SERVICE VEHICLES

Roadways downtown serve a variety of users such as motorists, bicyclists, pedestrians, and transit riders. Another important roadway user is emergency service vehicles such as police cars, fire apparatus, ambulances, and in some cases tow trucks and public utility trucks. Allowing these vehicles to reach their destinations quickly and safely is critical. This can be done by: 1) Allowing emergency service vehicles to use proposed dedicated transit lanes; and 2) Upgrading signal technology to provide emergency pre-emption throughout Downtown Oakland.

STUDY THE REPLACEMENT OF I-980 WITH A MULTI-WAY BOULEVARD

In the long term, this Plan recommends additional studies to assess the feasibility of replacing the I-980 freeway with a street-level boulevard that has a highly walkable and bikeable design, including intersections and crosswalks that better connect downtown to West Oakland along with low-stress bicycle and recreational facilities. The I-980 alignment is also a potential option for the second transbay crossing (see Policies 2.9 and 3.5). The excess right-of-way could be repurposed to serve the needs of the West Oakland and downtown communities with new housing, commercial spaces, and public green space. Additional information is provided in the Neighborhood Vision section.

A Downtown Curbside Management study can build upon the 2016 Downtown Oakland Parking Study that identified ranked priorities for Oakland's curb space:

1. Bicyclists, pedestrians, and transit (including designated paratransit zones);
2. Active freight and passenger loading (including ADA-accessible passenger loading zones);
3. Places to linger, such as parklets and sidewalk dining;
4. Short- and long-term parking.

Complete Streets Focus Corridors

For the most part, the multimodal network recommendations for transit, bikes, pedestrians and vehicles will not require trade-offs. There are, however, some key corridors with competing mobility needs where modal priorities were determined based on safety, access and community conversations:

- 7th, 8th, and 9th Streets
- Broadway, Franklin and Webster Streets
- Madison and Oak Street

Several alternatives were identified and evaluated for these corridors, based on community input, as well as carrying forward ideas proposed in the Lake Merritt Station Area Plan. The objectives and ideas for the future street design are described here. Traffic analysis and design details for each corridor will be evaluated on a project by project basis.

ACCESSIBLE CHINATOWN STREETS CONCEPT (7TH, 8TH, 9TH STREETS)

1. One-way to two-way street conversions on 7th, 8th, and 9th Streets discourage freeway spillover traffic and support local circulation within Chinatown and the adjacent neighborhoods.
2. Frequent, high-quality bus service in Chinatown reduces the need to drive to and park in the neighborhood, improves transit service for the rest of the city (particularly East Oakland) in accessing downtown, and increases service connecting to the Lake Merritt BART Station.
3. High-quality, protected bikeway provides a connection from West Oakland to the planned East Bay Greenway and Lake Merritt BART Station.
4. The management of curbside space is improved to support businesses that rely on frequent loading, unloading and small deliveries. Refer to Active Curbside Management strategy guidance and policy M.3-5 for additional recommendations.

The **East Bay Greenway** is a bicycle and pedestrian facility between the Lake Merritt BART and South Hayward BART that will generally follow the BART alignment for a distance of 16 miles and traverse the cities of Oakland, San Leandro, and Hayward, as well as the unincorporated communities of Ashland and Cherryland. The project connects seven BART stations as well as downtown areas, schools, and other major destinations.

CENTRAL CORRIDORS CONCEPT (BROADWAY, FRANKLIN, AND WEBSTER STREET CROSS)

1. The Broadway, Franklin, and Webster Street corridors become the primary north-south multimodal streets in Downtown Oakland.
2. Transit mobility on Broadway is supported by improvements to Franklin and Webster Streets, which provide separated bike lanes, on-street parking, curbside activity functions, and connections to Jack London Square, Alameda and north Oakland.
3. Two-way conversion of Franklin Street and portions of Webster Street and accompanying improvements increases multimodal accessibility, pedestrian safety, and commercial visibility in the core of downtown.

JACK LONDON-LAKE MERRITT CORRIDORS (MADISON & OAK STREETS)

1. Madison and Oak Street corridors serve as key north-south connections to Lake Merritt, BART, Chinatown, Jack London, and the future Brooklyn Basin and Victory Court neighborhoods.
2. Two-way traffic patterns allow more people to conveniently access the neighborhoods by foot, bike, transit or car.
3. Transit service along Oak Street connects multiple transit lines along 2nd, 7th, 11th, 12th, and 14th Streets.
4. Access to the Lake Merritt BART Station is enhanced with two-way travel on Oak Street and curbside improvements at the entrance to the station for buses and other activities.
5. North-south separated bike lanes on Madison or Oak Street provides an improved connection between Lake Merritt, Jack London, and Brooklyn Basin.

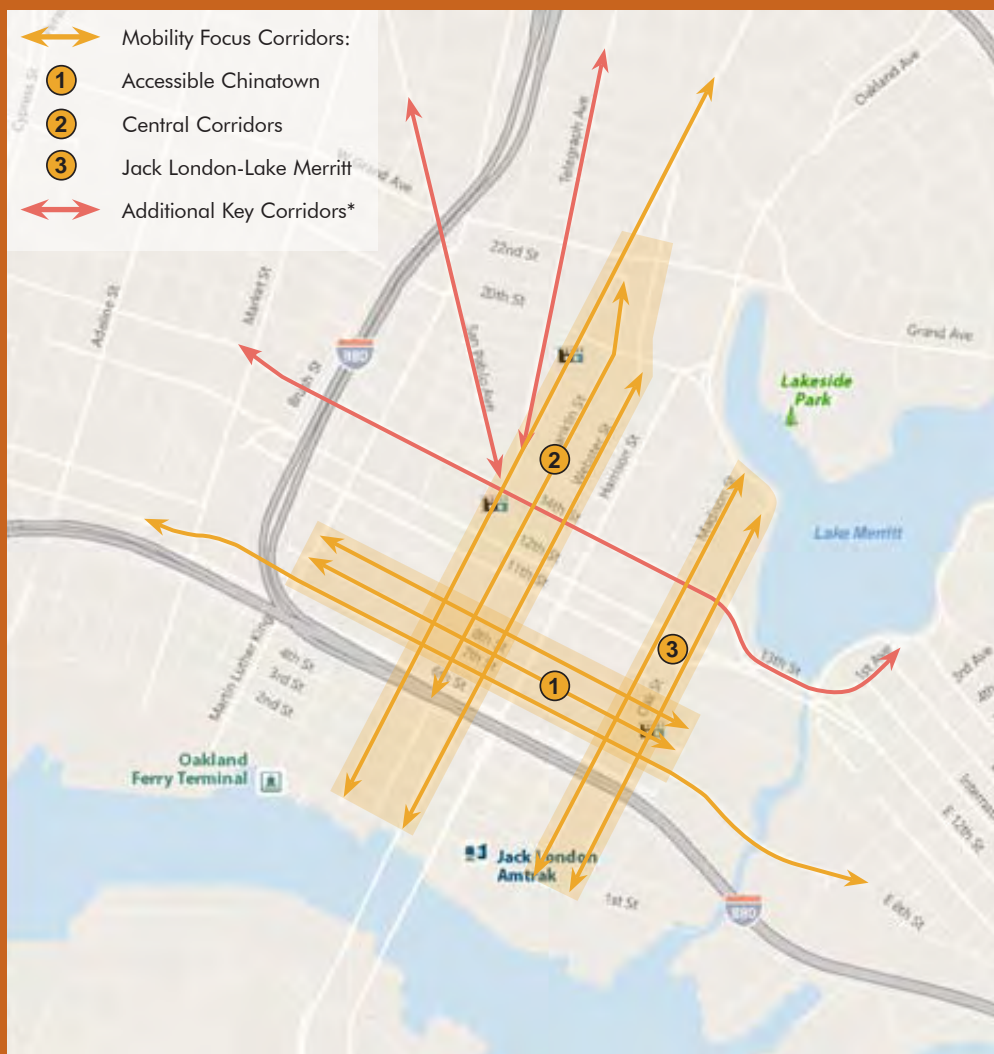


Figure M-10: Mobility Focus Corridors

*Designs for these corridors are already in development through other planning processes, such as the Alameda CTC Corridor Study for San Pablo Avenue, the 14th Street Caltrans ATP-funded redesign, and Phase 2 of the Telegraph Avenue Complete Streets Plan.

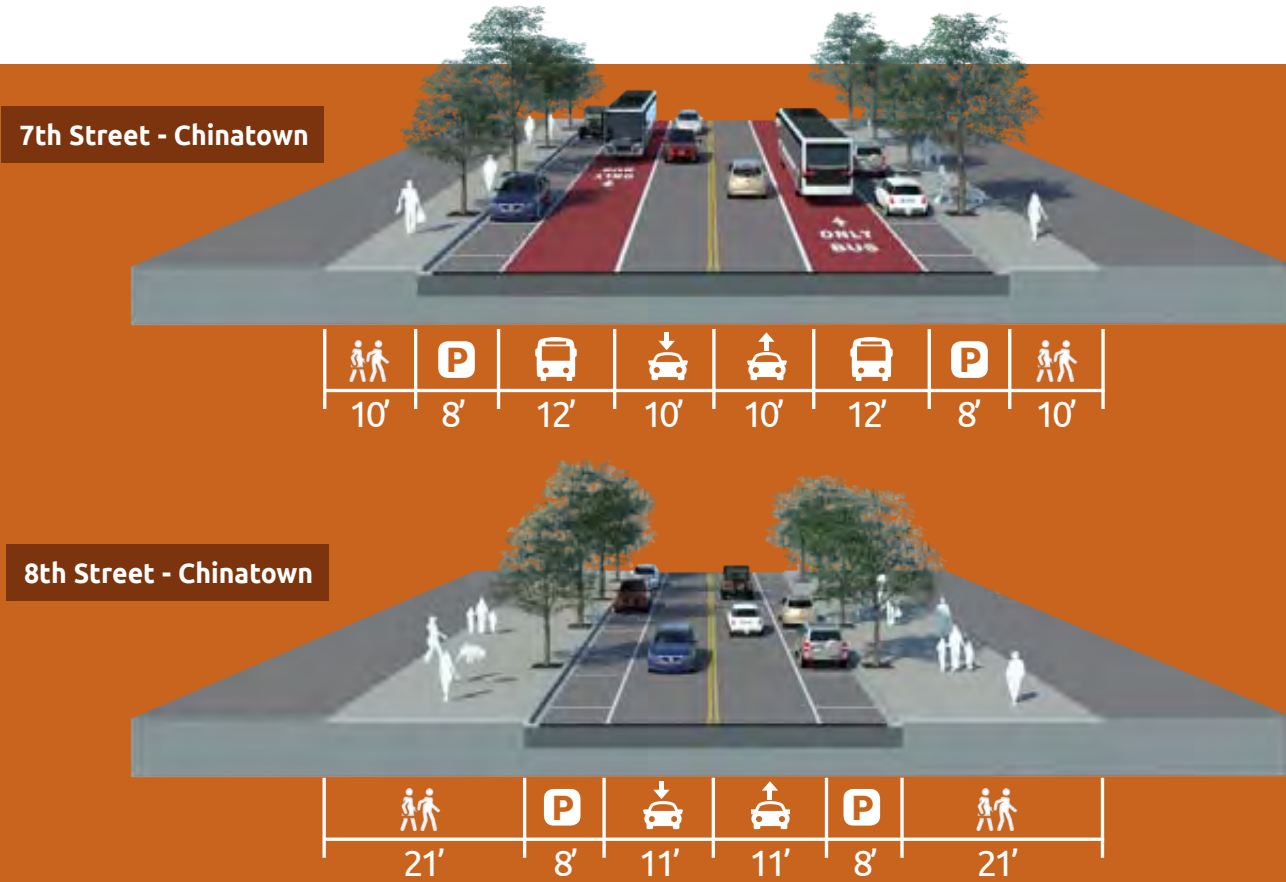


Figure M-11: Accessible Chinatown Streets Sections

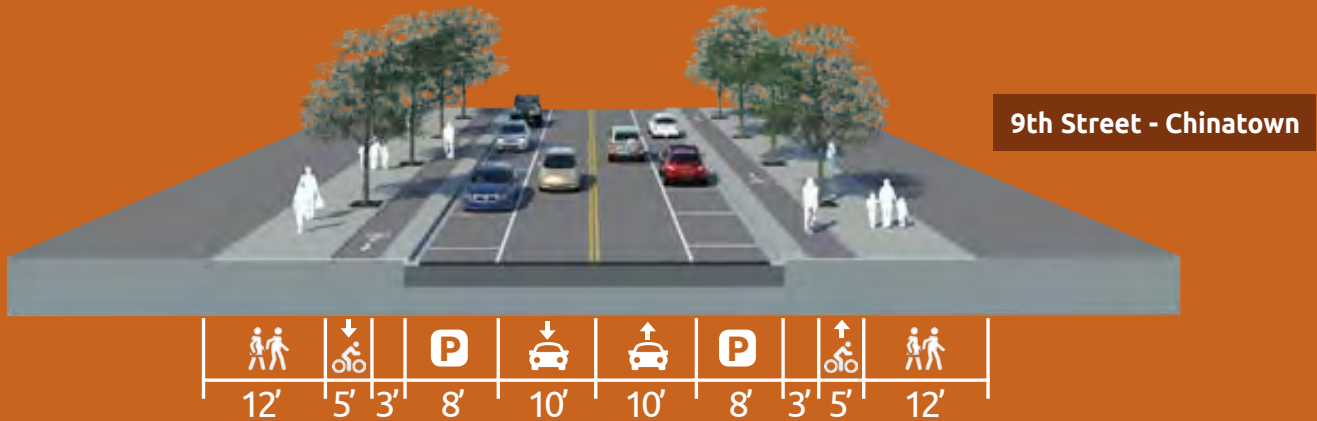
ACCESSIBLE CHINATOWN STREETS CONCEPT (7TH, 8TH, 9TH STREETS)

On 7th, 8th, and 9th Streets, design options were studied for keeping one-way or converting to two-way circulation, integrating transit and bicycle infrastructure, and widening sidewalks. The recommended future street design for Chinatown’s east-west streets include:

- **7th Street:** Two-way street conversion with transit-only lanes.
- **8th Street:** Two-way street conversion with enhanced pedestrian environment and loading areas.
- **9th Street:** Two-way street conversion with separated bikeways.

Benefits:

- Consistency with the Revive Chinatown and Lake Merritt Station Area Plan to prioritize bikeway facilities on 9th Street closest to the proposed East Bay Greenway connection.
- Transit services are consolidated to 7th Street creating an easily navigable, efficient transit corridor.
- Establishment of curbside management strategies and wider sidewalks.
- Loading zones on 8th Street reduce dangerous double-parking
- Enhancement of local vehicular circulation.
- Improvement of east-west bicycle access from outlying neighborhoods.



9th Street - Chinatown

Note: Cross sections are representative of the type of potential improvements. Traffic analysis and design details for each corridor will be evaluated on a project by project basis.

Figure M-12: Simulation of Transit-only Lanes



IMPROVED BUS SHELTERS

This illustration, created for the City of Oakland’s Broadway Transit Circulator Study (2014), shows new bus stations serving transit users along proposed bus-only lanes on Broadway.

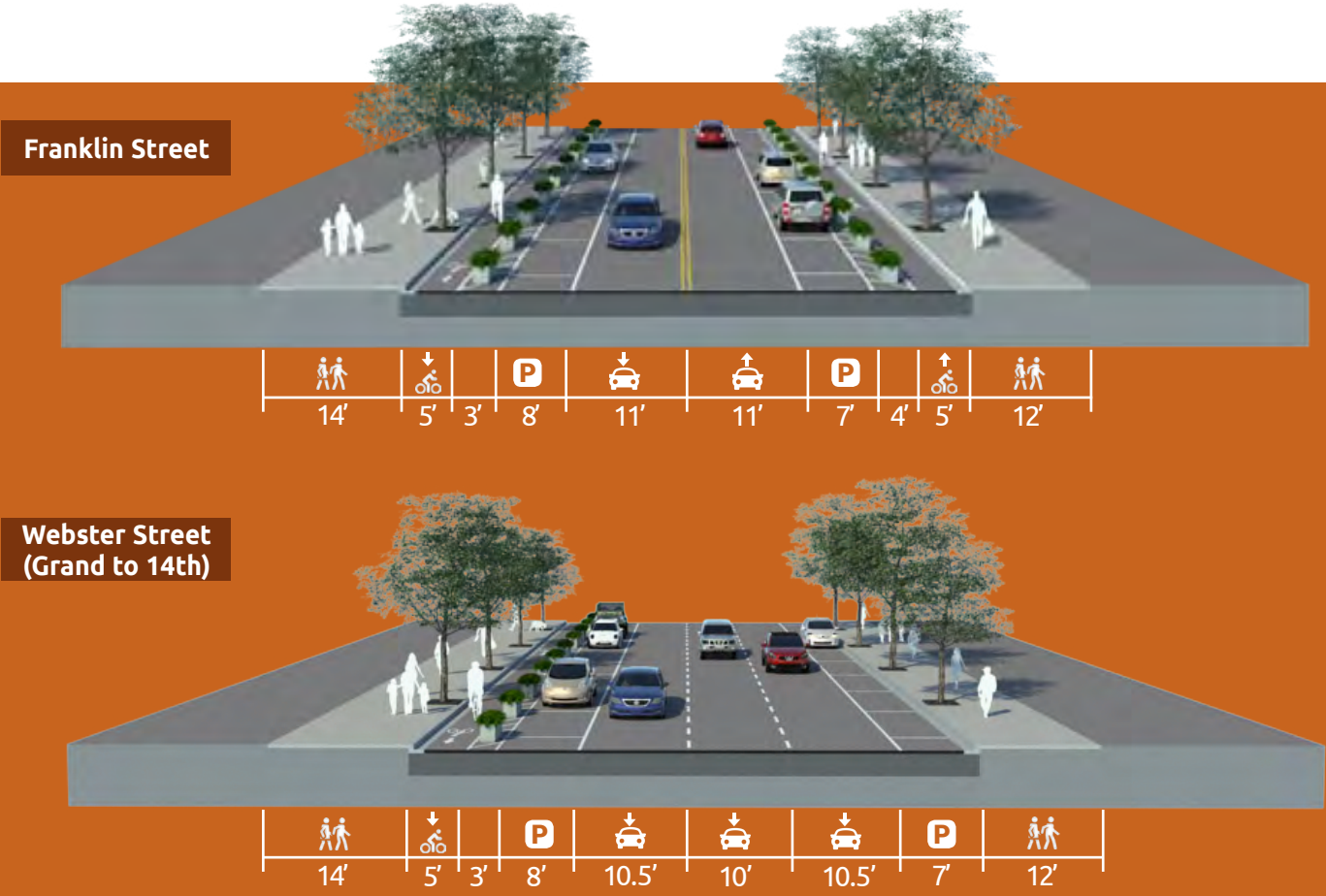


Figure M-13: Central Corridors Street Sections

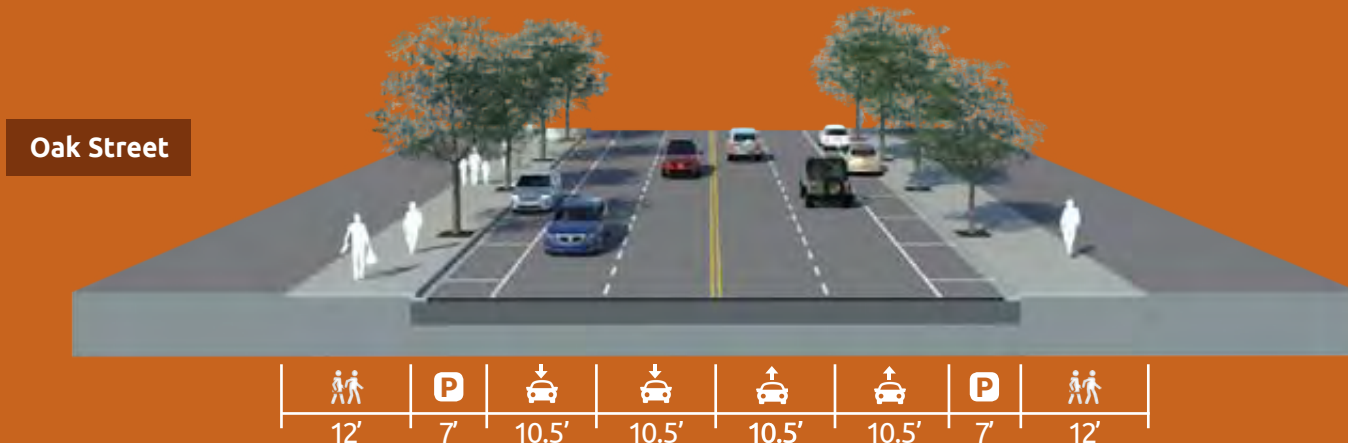
CENTRAL CORRIDORS CONCEPT (BROADWAY, FRANKLIN, AND WEBSTER)

Multiple alternatives were considered for one-way to two-way streets conversions, dedicated transit lanes, bike infrastructure and on-street parking. The recommended future street design for the Central Corridors includes:

- **Broadway:** Two-way with transit-only lanes. Bicycle facilities may be considered at a later date.
- **Franklin Street:** Two-way street conversion with protected bikeways on each side of the street. Note that in the near-term while the street is still one-way, the City is considering installation of a two-way protected bike lane.
- **Webster Street:** Two-way street conversion with X mobility improvements north of 14th Street.

Benefits:

- High-quality, more frequent and reliable transit service through Downtown Oakland.
- A low-stress, north-south bikeway through the downtown core.
- Improved vehicular circulation within downtown core.
- Maintaining one-way travel lane capacity on Webster Street south of 14th Street to accommodate freeway- and Alameda-bound traffic.



Note: Cross sections are representative of the type of potential improvements. Traffic analysis and design details for each corridor will be evaluated on a project by project basis.

Figure M-14: Jack London-Lake Merritt Corridors Street Sections

JACK LONDON-LAKE MERRITT CORRIDORS (MADISON & OAK STREETS)

On Madison and Oak Streets, design options studied alternatives for one-way or two-way streets, bike facilities and parking lanes. The recommended future street design for the Jack London-Lake Merritt Corridors includes:

- **Oak Street:** Two-way street conversion with either enhanced transit service or protected bike lanes.
- **Madison Street:** Two-way street conversion (with the potential for protected bike lanes if Oak Street is not determined the preferred option)

Benefits:

- Flexibility between whether Madison or Oak Street is prioritized for enhanced two-way bikeway connectivity.
- Direct transit access to the Lake Merritt BART Station, consolidation of transit stops, and a new bus transit connection on 10th Street to East Oakland.
- Bicycle connection between Jack London and Lake Merritt is separated from freeway ramp if located on Madison.

MOBILITY

GOAL 03: Make downtown’s streets comfortable, safe, and inviting and improve connections to the city as a whole so that everyone has efficient and reliable access to downtown’s jobs and services.

CONNECTIVITY



OUTCOME M-1






Downtown is well-connected across its internal and adjacent neighborhoods with bicycle and pedestrian networks that are accessible and safe for people of all ages and abilities.

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Design and implement pedestrian safety measures		
M-1.1 N	Design and construct safety measures along the high-injury pedestrian network, including ADA measures that support access for people with disabilities (as identified in Figure M-1 and described in Appendix Table M-1).	 CH-1.1 EQT-7
Strategy: Implement programs/policies for downtown in the 2017 Oakland Pedestrian Plan		
M-1.2 E	Implement the pedestrian and bicycle programs/policies for Downtown Oakland detailed in the 2017 Oakland Pedestrian Plan and 2019 Oakland Bike Plan.	 EQT-7
Strategy: Plan and design for micro-mobility devices and users		
M-1.3* N	Plan and design for emerging mobility technologies. Actions include: <ul style="list-style-type: none"> • Include micro-mobility devices and users in transportation improvements, including designated parking. • Digitize curb space to better manage curbs and associated regulations for parking, ride share and other activities • Install electric charging stations where appropriate, including ADA accessible spaces, however, ensure that due public process ensues and avoid yielding sidewalks and parks for private companies to install devices. • Use pilot programs to experiment with new technology 	 CH-2.1
Strategy: Invest in connectivity and access improvements to link downtown’s neighborhoods and assets together		
M-1.4 N	Design and construct connectivity and access improvements throughout downtown (as identified in Figure M-2 and M-3 and described in Appendix Table M-1 through M-3).	 CH-1.1 M-3.5
M-1.5 N	Link neighborhoods with the waterfront through implementation of the Green Loop, West Oakland Walk, and other connectivity improvements.	 CH-1.1

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Update signal timing and signals to improve the overall experience of walking, biking, and riding transit		
M-1.6 N	Update signal timing and upgrade signals throughout downtown to reduce the delay and support access for bicyclists, pedestrians, and transit.	 M-3.4
M-1.7 N	Install signals that accommodate two-way circulation as standard practice in all future intersections.	
Strategy: Design and construct a downtown low-stress bicycle network*		
M-1.8 N	Design and construct a low-stress bicycle network throughout downtown (as identified in Figure M-2 and M-3 and described in Appendix Table M-4).	 CH-2.1
M-1.9 N	Support the Let's Bike Oakland library partnership with OakDOT which will provide bike mechanics, fix-it stations and bike repair and maintenance tools for free at library locations.	 CH-2.1  EQT-7
Strategy: Continue to expand bike parking supply		
M-1.10 R	Continue to expand bike parking supply including short-term and long-term facilities for both commercial and residential land uses.	 CH-2.1

MOBILITY

GOAL 03: Make downtown’s streets comfortable, safe, and inviting and improve connections to the city as a whole so that everyone has efficient and reliable access to downtown’s jobs and services.

CONNECTIVITY



OUTCOME M-2






Communities that are more transit-dependent are well-served in traveling to and from downtown with frequent, reliable, and safe transit service.

Plan Policies, Programs or Actions		Additional
Strategy: Implement transit priority treatments on key corridors & improve passenger amenities at bus stops		
M-2.1 N	Implement transit priority treatments on key corridors and decrease bus headways to improve overall transit travel times, and access to, from and within downtown (as identified in Figure M-8 and described in Appendix Table M-6).	EQT-7
M-2.2 N	Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout downtown. Bus stops can include lighting, new shelters, benches, wayfinding information in multiple languages, and other amenities including those that improve access and comfort for people with disabilities.	EQT-7
Strategy: Improve connections between services & capitalize on potential expansions for BART, Capitol Corridor, and ferry service		
M-2.3 R	Reconfigure transit service in Jack London and Chinatown to better connect with regional transit (ferry terminal, Amtrak, and Lake Merritt BART) and improve bus transit connections between downtown and East Oakland (in conjunction with one-way to two-way street conversions on 7th Street and Oak Street, as shown in Figure M-9).	EQT-7
Strategy: Develop a low-income transit pass to reduce fares		
M-2.4* N	Work with transit agencies to offer a low-income transit pass to reduce the cost of transit fare.	EQT-7
Strategy: Maintain reliable, ADA-accessible access to transit stations		
M-2.5 N	Maintain reliable, ADA-accessible access to transit stations (i.e. BART elevators and escalators) and find opportunities to increase the number of elevators. Address all access needs identified in previous BART planning efforts for the 19th Street Station and 12th Street/City Center Station.	EQT-7

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

Plan Policies, Programs or Actions		Additional
Strategy: Name transportation facilities to reflect the location or character of the place that they serve		
M-2.6 N	Name transportation facilities and stations to reflect the location or character of the place that they serve.	  EQT-7 C-1.3
Additional Policies:		
M-2.7 E	Preserve sufficient bus layover capacity around Lafayette Square, Lake Merritt BART, and Jack London District to serve existing and future transit service needs to and from downtown.	
M-2.8 N	Capitalize on potential regional transit expansion opportunities for BART, Capitol Corridor, and ferry service.	  E-2.2 LU-1.1
M-2.9 N	Consider locations for a transbay crossing and new BART Station in downtown. Evaluate locations such as, but not limited to, I-980, Broadway, Franklin, Webster, Clay Street or Washington Street.	
M-2.10 N	Develop a policy requiring downtown employers with more than 50 employees to develop and implement TDM plans and monitor and report on trip reduction.	 CH-2.2
M-2.11 R	Continue to implement the recommendations of the 2011 Train Quiet Zone Study that details the specific safety measures for each intersection and provide a blueprint of the Jack London Train Quiet Zone. Extend study area east of Oak Street.	

MOBILITY

GOAL 03: Make downtown’s streets comfortable, safe, and inviting and improve connections to the city as a whole so that everyone has efficient and reliable access to downtown’s jobs and services.

STREET INFRASTRUCTURE & PARKING




OUTCOME M-3*

Oaklanders connect to downtown’s resources with transportation options that accommodate people of all ages and abilities from their front door to their destination and back.

Plan Policies, Programs or Actions		Outcome
Strategy: Implement the City’s adopted Complete Streets Policies		
M-3.1 R	Implement the City’s adopted Complete Streets Policies and focus on reconfiguring road space on public streets with excess capacity to other modes or uses, such as bicycles, pedestrians, transit, and loading/unloading. (Pedestrian improvements are proposed under Policies M-1.4 to M-1.8; bicycle improvements are proposed under Policy M-1.10; and transit improvements are proposed under policies in Outcome M-2. A map of proposed one-way to two-way conversions to achieve these multimodal strategies is illustrated in Figure M-9 and described in Appendix Table M-6.)	 CH-1.1 CH-1.3 CH-2.1 LU-1.5
Strategy: Decrease freeway traffic on local streets		
M-3.2 E	Decrease freeway traffic on local streets through improvements proposed as part of the Oakland/Alameda Access Project.	 CH-1 CH-2.3 EQT-7
Strategy: Revise parking requirements to achieve Green House Gas Emissions targets and community benefits		
M-3.3 N	Establish parking maximums, include requirements for electric vehicle charging and consider a means by which developers can build parking up to 1.25 spaces per unit in exchange for providing community benefits.	 LU-1.1 CH-2.2 CH-2.13
Strategy: Prioritize the movement of emergency service vehicles		
M-3.4 N	Prioritize the movement of emergency service vehicles throughout downtown by: 1) Allowing emergency service vehicles to use proposed dedicated transit lanes; and 2) Upgrading signal technology to provide emergency pre-emption throughout Downtown Oakland.	 M-1.6
Strategy: Study the replacement I-980 with a multi-way boulevard		
M-3.5 N	Study the long-term feasibility of replacing I-980 with a multi-way boulevard to better connect West Oakland and downtown, creating opportunities for new housing and other uses, using the revenues from public land to repair inequities caused during the creation of I-980, and supporting walking, biking, and transit.	 E-1 E-2.1 H-1.7 M-1.4 CH-1.1 LU-1.2 EQT-1 EQT-7

Key: **E** Existing City policies/programs **R** Revisions/adjustments to existing City policies/programs **N** New proposals for City policies/programs

Strategy: Actively manage curbside space		
M-3.6 N	<p>Actively manage curbside space to serve Oakland’s residents, merchants, and visitors, and their diverse mobility needs. Programs to pursue include:</p> <ul style="list-style-type: none"> • Implementing the Color Curb Program in Chinatown, or a combined commercial loading/metered parking zones on select streets. • Developing a Curbside Management Study to analyze the uses of curbside space, both auto and non-auto, as well as potential future uses such as automated vehicles, and develop a clear methodology to guide decision-making on how to manage and prioritize the use of scarce curb space. This study could build upon the 2016 Downtown Oakland Parking Study. 	 E-1
Strategy: Manage public parking, expand “Park Oakland”		
M-3.7 N	<p>Expand the Park Oakland program to additional areas of Downtown Oakland to manage public parking to balance the diverse needs of Downtown Oakland’s visitors, merchants, commuters and residents. Goals include ensuring parking availability; increasing ADA-accessible parking and passenger loading to serve the needs of people with disabilities and downtown businesses; reducing the number of drivers looking for parking; balancing the needs placed on curb space; and better managing parking resources and demand. Actions include:</p> <ul style="list-style-type: none"> • Increase ADA-accessible parking and passenger loading with the objectives of serving the needs of people with disabilities, seniors, and businesses • Implement real-time parking signage to display parking availability and pricing • Adopt the Sensor Independent Rate Adjustment (SIRA) methodology developed for San Francisco’s SFpark to monitor parking occupancy in real time • Establish parking benefit districts in which a portion of parking revenues are used for improvements in the areas where the funds are collected • Give existing merchant and neighborhood organizations, such as Business Improvement Districts and Cultural Districts, a significant advisory role in deciding how to spend their local parking benefit district’s revenues. • Establish a committee, with significant representation from people with disabilities, to propose reforms to (a) improve curb parking availability for people with disabilities, and (b) reduce Disabled Placard fraud and abuse. 	 EQT-7
Additional Policies:		
M-3.8* E	<p>Include green infrastructure practices – including planting and maintenance of street trees – described in the City’s Green Streets Guide where feasible within the right-of-way.</p>	 CH-2.11  LU-1.5
M-3.9 N	<p>Maintain truck routes to, from, and within the Jack London to facilitate safe and efficient goods movement from industrial and warehousing facilities. Develop a truck management plan for the larger Downtown Oakland area.</p>	
M-3.10 E	<p>Adopt stronger regulations to ensure safe access for pedestrians, bicyclists, and transit riders of all abilities during construction projects Downtown.</p>	 LU-1.1  CH-1.2  EQT-7

Measures of Success

Bicycle & Pedestrian Safety

- **Baseline:** Between 2012 to 2016, there were two weekly severe or fatal pedestrian injuries per citywide. Throughout Oakland, Black Oaklanders are two times as likely to be killed or severely injured in a crash and three times as likely to be killed or severely injured while walking compared to all other Oaklanders. Thirty percent of streets in majority Asian census tracts fall on the City of Oakland Pedestrian High Injury Network – the highest percentage of any ethnicity.
- **Measure of Success:** Investments in pedestrian and cycling facilities, (including facilities shared with micro-mobility devices such as e-scooters) eliminates conflicts between motorists and those using active modes of transportation, thereby reducing related injuries and fatalities to zero.

Biking & Walking

- **Baseline:** In 2017, about 21 percent of Downtown residents walked to work ¹ and about 20 percent of Oaklanders indicated they regularly ride a bike for commute and non-commute trips ².
- **Measure of Success:** Increase rates of biking and walking for both commute and non-commute trips.

Accessible Streets

- **Baseline:** Although Downtown Oakland has the highest concentration of corners equipped with curb ramps in the city, just 59% are ADA-compliant³.
- **Measure of Success:** Modern, ADA-compliant curb ramps are installed at all sidewalk intersections and accessible pedestrian signals (APS) at all intersections identified in the Project List (Appendix)

Affordable Transit

- **Baseline:** Currently reduced transit fares are only available to youth, seniors, and persons with disabilities.
- **Measure of Success:** The cost of roundtrip transit fare between downtown and Oakland neighborhoods is reduced for low-income residents through a fare reduction program.

Transit Service

- **Baseline:** Current peak headways for AC transit lines serving downtown Oakland range from 7.5 minutes to 30 minutes (data table below⁴).
- **Measure of Success:** Adequate headways are provided based on residential density, see table below⁵ as reference.

1 ibid

2 OakDot, Let'sBikeOakland, 2019 Oakland Bike Plan

3 OakDOT, OaklandWalks! 2017 Pedestrian Plan Update

4 See data table for AC Transit Line headways serving Downtown Oakland in Toole Design Group and Fehr & Peers, Transportation Analysis Report, 42.

5 <http://www.reconnectingamerica.org/assets/Uploads/Appendix-C-Transit-Supportive-C.pdf>. These guidelines vary from current AC Transit standards: http://www.actransit.org/wp-content/uploads/board_policies/BP%20545%20-%20Service%20Standards%20&%20Design-1.pdf

Table M-1: Transit Service Supported by Residential Density

Mode	Frequency (20-hour service day)	Dwelling Units per Acre
Bus	1 bus/hour	4
Bus	1 bus/30 minutes	7
Bus	1 bus/10 minutes	15
Light Rail	Every 5 min. during peak periods*	9-12

* Peak period is 7:00 am - 9:00 am and 4:00 pm to 6:00 pm

Curb Regulations

- **Baseline:** As of 2016, there were unmarked curbs (indicating no parking or loading regulations) in parts of downtown.⁶
- **Measure of Success:** All parking spaces and loading areas in and adjacent to commercial areas throughout downtown become regulated (including regulations for rideshare).

“Blue Zone” Parking

- **Baseline:** Currently there are 72 accessible parking spaces in Downtown Oakland.⁷
- **Measure of Success:** Adequate additional parking is provided to meet accessibility needs.

Parking Management

- **Baseline:** There are localized shortages and nearby surpluses of parking contributing to perception of inadequate parking supply. There is a lack of coordination of prices between on-street and off-street parking and between publicly- and privately-owned parking, resulting in drivers circling for cheaper on-street parking.⁸
- **Measure of Success:** Parking should be priced to achieve usage goals (“market pricing”) of approximately 85% maximum occupancy per block⁹ taking equity priorities related to ability to pay parking fees into consideration.

6 City of Oakland. Downtown Oakland Parking Study: Parking Management Report – Final. 2016, pp 2-8 through 2-11.

7 City of Oakland. Downtown Oakland Parking Study: Parking Management Report – Final. 2016, pp 2-12.

8 City of Oakland. Downtown Oakland Parking Study: Parking Management Report – Final. 2016, pp 1-4.

9 Aligned with the City of Oakland. Downtown Oakland Parking Study: Parking Management Report – Final. 2016, pp 1-1.

CHAPTER 04:

Culture Keeping

GOAL 04

ENCOURAGE DIVERSE VOICES AND FORMS OF EXPRESSION TO FLOURISH.

Outcome C-1

**PRESERVE/PROMOTE
ARTS & CULTURE**

Downtown is a place where all of Oakland's residents can see and express themselves and their culture.

Outcome C-2

**PUBLIC EVENTS &
EVENT SPACES**

Festivals, outdoor art installations, and cultural events are integral elements in downtown's public sphere and spaces.

Outcome C-3

AFFORDABLE ARTS SPACE

Oakland's artists and creative community are able to retain, find and afford accessible workspaces, performance spaces, and galleries in downtown that they can access and afford and see their work integrated into the built environment and public domain.

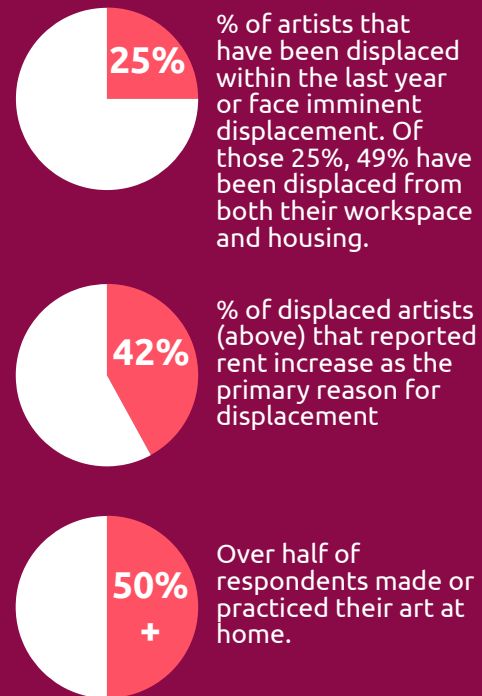
CULTURAL ASSETS

Downtown accommodation, food service, & art:



ARTIST HOUSING & WORKSPACE

Mayor’s Task Force on Artist Housing and Workspace Citywide Survey Responses (2015):

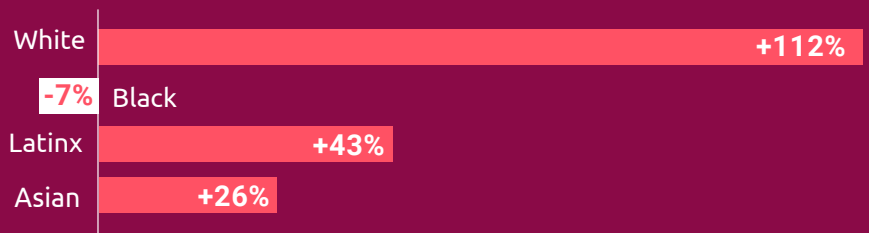


Survey of Downtown Cultural Assets:

- 161** Arts & Culture Businesses, Institutions & Nonprofits
- 12** Live/Work Spaces
- 21** Public Art Pieces
- 184** Murals
- 62** Nightlife & Entertainment
- 46** Religious Organizations
- 65** Designated Historic Landmarks

DEMOGRAPHIC SHIFTS

Percent of Population Change by Race in Downtown (2000 - 2015)



04

LETTING DOWNTOWN OAKLAND LIVE

Oakland’s diverse cultures constitute a colorful mosaic across the city, and a “downtown for all” brings them together to foster, highlight, celebrate and share appreciation for those cultures. Downtown is filled with rich cultural resources, from the influential Malonga Casquelourd Center for the Arts to the impromptu political celebration of “BBQing while Black” at Lake Merritt; from a historic working waterfront and Produce Market to African American and Asian cultural centers, entertainment areas, the AAMLO and the Main Library. Arts and culture not only reflect the spirit and soul of a place, facilitating a sense of belonging, but they are also an essential economic asset. Accommodation, food service and arts were the second-fastest growing employment sector between 2011 and 2016, and third largest employment sector overall in Downtown Oakland (including Chinatown) as of 2016.¹

Downtown Oakland is also the focus of unprecedented economic investment, which has introduced a new dynamic in the cultural landscape that, left unaddressed, endangers this mosaic. Preserving the diverse voices and forms of art in downtown is one of the main goals of the Downtown Oakland Specific Plan; policies are proposed here to prevent cultural displacement and protect Oakland’s vulnerable cultural resources and people from the disproportionate effects of rising costs for housing and commercial space.

¹ Report Prepared by Strategic Economics for The Downtown Oakland Specific Plan: Downtown Oakland’s Economic Role in the City and the Region Report. 2017, pp. 15-16.

Culture Keeping

Key Findings

Primary Challenges – Culture Keeping:

1. *Declining shares of Black and Asian residents*
2. *Unaffordable and limited artisan production and art space*
3. *Displacement of artists, arts organizations, nonprofits, and ethnic and cultural businesses*

This section summarizes the findings of the existing conditions analysis in the Preliminary Draft Plan, including key racial disparities.

Oakland's arts and creative community is one of the largest and most diverse in the country. Downtown provides the physical infrastructure necessary for many artists and makers to develop and market their work. However, the innovative and unique character of much of downtown is vulnerable to displacement, as these sectors, particularly low-income artists of color, are most likely to struggle with rising rents. Artists in general are at a high risk of displacement, which the Equity Assessment identified as being a critical topic to address in the Plan. A 2015 survey of over 900 artists completed by the Mayor's Task Force on Affordable Artist Housing and Workspace found that 25% of artists surveyed had been displaced or were facing displacement. Of those artists reporting displacement, 23% reported displacement from their workspace and 28% from living quarters. Three in five of these artist displacement cases were the result of rent increases or building sales. Nearly half (46%) of the surveyed artists rent living space month-to-month; more than half (52%) of surveyed artists rent workspace month-to-month.² Maintaining and growing the arts community should be a priority to sustain the city's identity, attract visitors, and contribute to the economy.

Downtown also has a distinctive cluster of small, locally-owned businesses that give the area a unique cultural identity. New small businesses are adding to long-established clothing shops, barber shops, galleries, beauty parlors, and other businesses. The viability of these small businesses and nonprofit organizations, however, is being challenged by the pressures of rent increases. Maintaining opportunities for small businesses and nonprofit organizations is critical for sustaining downtown's success as both a retail and dining destination and hub for the provision of critical social services.

Another key ingredient to downtown's success is its rich and vibrant nightlife, special event, and festival culture. Many public spaces, i.e. parks, plazas and streets, are used to host festivals, rallies, impromptu concerts and other creative gatherings. They are an important part of what the City's Cultural

² 2015 Mayor's Affordable Housing and Workspace Task Force Survey

Plan calls the “civic cultural commons,” which is where people can intentionally build a sense of community and belonging. Public input received during the Downtown Specific Plan process, supported also by local news outlets, included accounts of genre-bias in the permitting and enforcement of special events downtown.³ Members of the Police Department’s Special Activities Permits Division describe a need for better coordination among departments involved in issuing special event permits, including a citywide single point of contact leading the multi-departmental process to ensure unbiased application of the requirements.

The City, through Cultural Affairs, plays a supportive role in facilitating the ability of diverse communities to express themselves in the civic commons. This support includes cultural funding grants, municipal and private development public art requirements, underwriting of the annual two-day Art + Soul festival, fee offsets and logistical support for a wide range of programs, including annual festivals, parades and runs, the largest of which happen downtown, and logistical support for film crews using Oakland as a backdrop.⁴ Public art can be an entry point into cultural equity discussions among partner agencies and open new opportunities for enlarging and diversifying the pool of artists represented downtown.

Racial and ethnic groups have had a significant impact on the culture of downtown. Oakland’s nationally influential Black artistic, political and economic history is celebrated by the adoption in 2016 of the Black Arts Movement and Business District, the City’s first formally designated cultural district. In addition, Chinatown is along-standing but informally recognized cultural district that is a regional cultural resource with deep roots in the history of the city. Sustaining downtown’s identity and multicultural heritage into the future will require focused effort in the face of ongoing changes in the racial, cultural, and income makeup downtown. The recognition of cultural districts is one way to support a sense of belonging and connection among diverse people, customs, and forms of expression; and help address concerns about cultural displacement.

3 Sam Lefebvre, “Blacklisted: How The Oakland Police Department Discriminates Against Rappers and Music Venues” East Bay Express, <https://www.eastbayexpress.com/oakland/blacklisted-how-the-oakland-police-department-discriminates-against-rappers-and-music-venues/Content?oid=6482231>

4 City of Oakland Cultural Affairs Division. Belonging in Oakland, Cultural Development Plan. Vanessa Whang, Communities in Collaboration and Alex Werth. 2018, pp. 85.

“Encourage developers to be more open to other uses and spaces, and supply subsidy for artistic spaces”

-creative solutions lab attendee

CHAPTER 04: CULTURE KEEPING

STRATEGIES

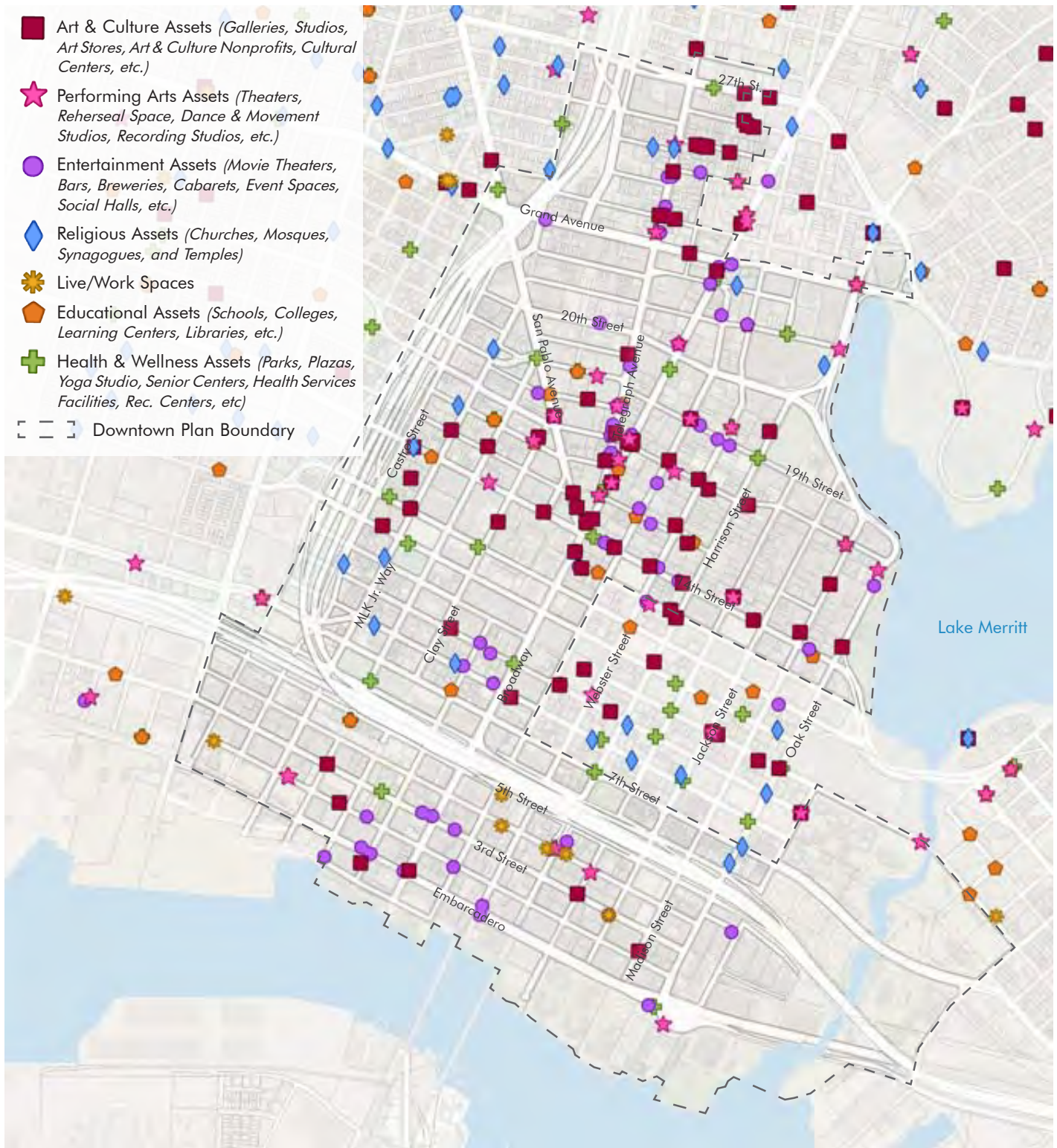


Figure C-1: Cultural Asset Map



Culture Keeping Strategies

.....
Culture Keeping goals are addressed in this plan by creating and preserving spaces downtown that all ethnic groups can benefit from. Policies that address displacement of local businesses and artists, will help downtown's cultural heritage endure.
.....

Preserve/Promote Arts & Culture Strategies

The following tools can be used to support arts and maker space in downtown:

- Planning Code changes to allow rooftop cultural spaces
- Temporary Activity Permits to allow for pop-up arts uses for a predetermined period of time
- Address noise complaints proactively by establishing 'no complaint' zones near maker, artist, entertainment, and cultural activities
- Floor Area Ratio/height bonuses and incentives like streamlined permitting for the adaptive reuse and preservation of early 20th century production buildings in the Jack London and KONO areas
- Requirement for new development in certain areas to dedicate percentage of ground floor to arts and culture uses

Establish, invest in, and better connect downtown Cultural Districts.

Cultural districts, both formally designated and naturally-occurring, can help support a sense of belonging and connection among diverse people, customs, and forms of expression. Cultural District candidates discussed as part of this planning process, as shown in **Figure C-2**, include:

- 14th Street Black Arts Movement and Business District (BAMBD) - adopted by Oakland City Council in 2016
- Chinatown Cultural Heritage District
- Art & Garage District in Koreatown/Northgate (KONO)
- Jack London Maker District

In 2016, the City formally adopted the Black Arts Movement and Business District (BAMBD), recognizing the 14th Street corridor from Oak Street in downtown to Frontage Road in West Oakland as a unique yet vulnerable congregation of Black-owned businesses and artistic or cultural spaces. A detailed implementation plan should be created for the BAMBD, including the development of additional specific policies and City investments to enhance current and ongoing culture-keeping efforts within the district.

A process for establishing new cultural districts should be developed that prioritizes additional areas in the city with unique cultural heritage, and formalizes collaborative partnerships between the City and community. The 2015 Mayor's Task Force identified a number of land use and zoning strategies to support arts and culture uses that should be implemented. Investing in marketing, branding, community cultural centers, and a network of public spaces and culturally-relevant streetscape elements, such as wayfinding, signage, historical markers and public art will help to strengthen downtown's cultural assets and districts.

Preserve downtown's arts and culture assets while providing additional incentives to expand these uses and make them accessible to all.

Community members, the Mayor's Artist Workspace and Housing Task Force, and arts and culture professionals have advocated for changes to zoning and land use regulations to help encourage more projects with arts & culture spaces in the places they are most desired, such as cultural density bonuses, or ground floor requirements for arts and culture space. Establishing a streamlined development incentive program, as described in Policy LU-1.3, could be an effective way to encourage such projects. The key to this program is establishing a finite number of pre-defined community-benefiting uses, pre-vetted with community input, from which developers can choose.

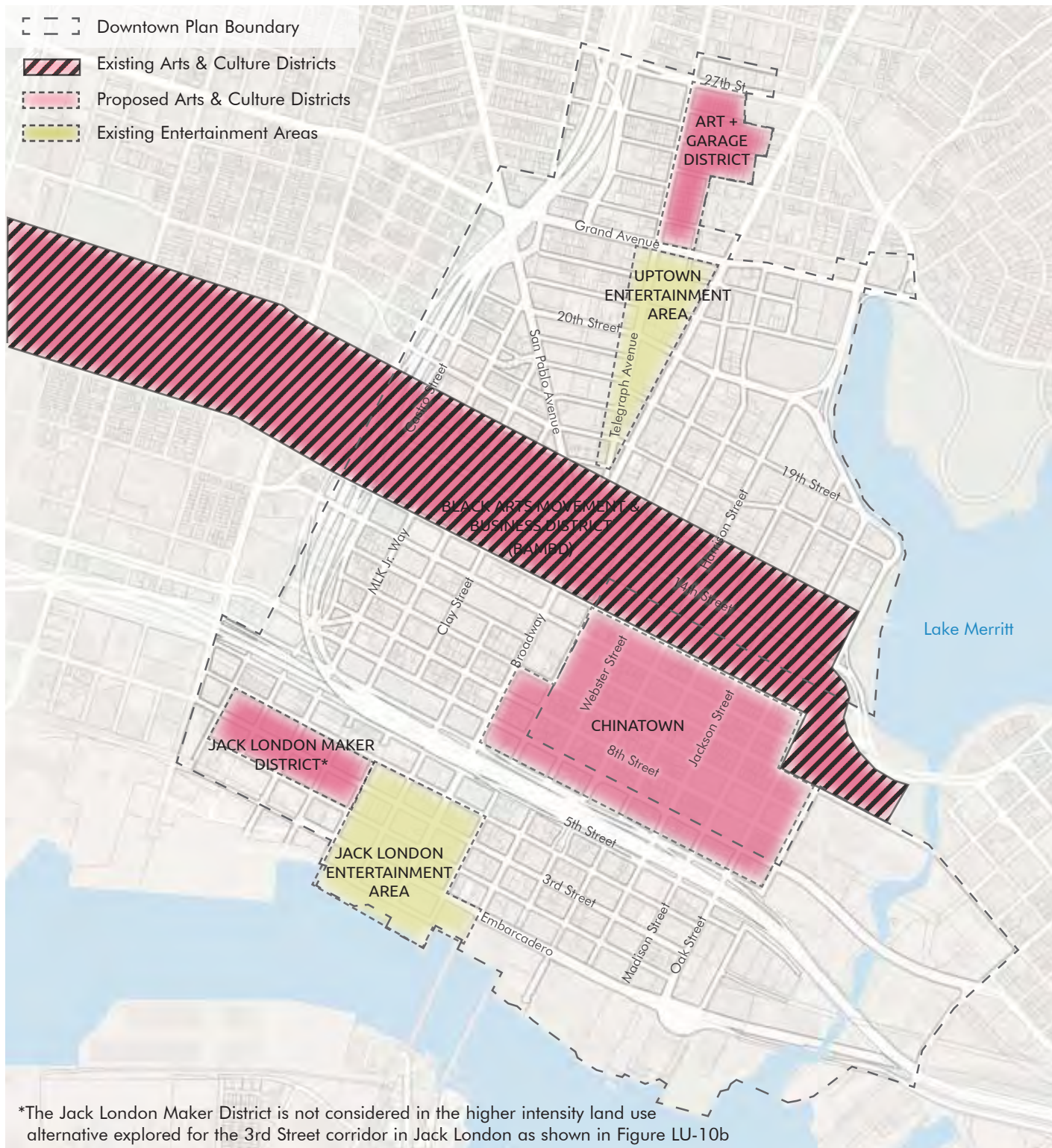


Figure C-2: Existing and Potential Cultural & Entertainment Areas Map



**BAMBD
(14th and Alice Street)**

The Black Arts Movement & Business District (BAMBD) and one of its anchor institutions, The Malonga Casquelourd Center for the Arts, can both be enhanced by street improvements implemented through a cultural district program, including wayfinding, urban furniture, wider sidewalks, and custom bike lanes. An existing two-story building is shown redeveloped as a taller mixed-use building; plan policies such as public open space requirement or the zoning incentive program result in a muCH-needed pocket plaza to host artists, musicians, and locals as they explore the BAMBD. Additional plan policies such as a master lease program and support of public art influence the vibrancy of the public realm.



Figure C-4: Existing conditions along 9th Street, looking west toward Broadway.

9th Street Chinatown

The images on this page illustrate improvements that could occur along 9th Street to establish a gateway into Chinatown that will help define it as a cultural heritage destination and improve safety for pedestrians and bicyclists. Improvements include protected bike lanes in each direction. Colorful floor murals could be created by local artists. New wayfinding, street lights, and benches help create a unique identity for this district, while continuous street trees provide shade and improve air quality.



Figure C-5: Proposed Bike Facilities and Cultural Heritage District Street Design Elements

The following land use controls should be implemented to encourage more arts uses:

- Create a new “arts & culture” land use category and expand/update categories for artisan, custom and light manufacturing, and other arts-related and culturally-significant uses
- In designated areas, require minimum gross floor area for arts, culture, and PDR uses in developments of a certain size to facilitate the creation of this space
- Require developments that directly displace existing arts, culture, and PDR uses to provide replacement space on site, or provide an in-lieu contribution for relocation assistance
- Restrictions on the amount of retail, office, bar, and/or restaurant street frontage in certain areas (to limit competition for arts and culture space)
- Noise disclosures so that new residents acknowledge they are in housing near noise-generating arts, culture, entertainment and maker uses
- Design guidelines that require new buildings to be compatible with the surrounding and historic context in terms of scale and architectural character

Based on feedback collected during the Specific Plan process, “affordable arts & culture space” was identified as a priority community-benefiting use for Jack London, KONO, and the Central Core. “Affordable commercial & neighborhood retail space” was also identified as a priority use for the Central Core, Uptown, Chinatown, and Old Oakland. Investments in and facility upgrades were identified for downtown’s cultural facilities.

For example, the Malonga Casquelourd Center for the Arts faces continuing challenges. During stakeholder meetings for the Downtown Oakland Specific Plan, many of the issues identified by the dance and performance companies housed there were similar to those highlighted in a 1999 report to the City of Oakland Life Enrichment Committee as its “core” and “external” problems: lack of an articulated mission and comprehensive plan of programming and operations; inconsistent communication system; inadequate staffing and deferred building maintenance, and a lack of loading and drop-off area (for classes and performances), and challenges with parking.

The Oakland Public Library plays an important role in preserving cultural traditions. The African American Museum and Library and the Asian Branch Public Library, as well as the Main Branch Public Library are all located downtown and create original programming and partner with local cultural organizations, thus serving a critical function in Oakland’s cultural landscape.

Community land ownership is a strategy to reduce cultural displacement, build broad community wealth, and provide some level of community control over changes. The City can facilitate existing land trusts to acquire property which can in turn be sold to community organizations, residents and businesses at more affordable prices, particularly in cultural districts. Similarly, the City can study cultural easements on City property to support activities of and stewardship by Indigenous communities.

Because protecting historic buildings, some of which house cultural institutions and arts-related uses, is an important part of preserving the existing stock of arts, culture, and Production, Distribution and Repair (PDR) spaces downtown, this plan recommends adopting regulations that help preserve and adapt historic buildings. Additional regulations to facilitate the adaptive reuse of historic structures can also help unlock new potential arts and PDR spaces.

Enhance the Oakland Culture Asset Map (2018) and expand the City’s internal capacity in the Cultural Affairs Office.

As part of the City of Oakland Cultural Plan (2018) an online Cultural Asset map (Figure C-1) has been created to identify a wide variety of cultural assets throughout the city, but there are additional requests to identify and track specific cultural assets facing displacement, as well as those that have already been lost. Also, consistent with the City’s Cultural Plan and the Mayor’s Artist Housing and Workspace Task Force (2016) recommendations, the Plan recommends adding more permanent staff to the Cultural Affairs Office to focus on implementing departmental priorities, including the policies in the Downtown Oakland Specific Plan.

What are PDR uses?

PDR stands for “Production, Distribution, and Repair” land uses, including auto-related and manufacturing businesses. There are concerns that these types of spaces will be converted to offices, restaurants, entertainment, or cannabis uses, which can typically afford to pay higher rents, or that they will be demolished and replaced with new office or residential development.



PDR spaces are concentrated in:

1. Art + Garage District/KONO, which includes a base of historic automobile repair facilities; and
2. Jack London, primarily west of Broadway and in the Waterfront Warehouse area, where there are a number of early- to mid-20th century manufacturing buildings.

Public Events & Festivals Strategies

Celebrate and encourage youth activities in public spaces and businesses.

Consistent with the City’s desire to foster a sense of belonging for all, the City can facilitate relationships between the Oakland Police Department, business owners, business improvement districts, schools, youth services, and the youth who live in or use public spaces, businesses and services downtown, with the goal of developing an ethos that allows young people to engage in activities they enjoy in the downtown without profiling and targeting, as well as developing a youth center or other hang-out spots where youth are able to be themselves without being policed or required to spend money. Policy C-2.1 recommends youth activities be encouraged in public facilities such as libraries as well as youth-friendly programming of parks and open spaces.

Promote downtown as an entertainment destination by facilitating special events and festivals permitting and connecting available and underutilized venues with those seeking spaces for events.

Implement the recommendations of the City’s 2017 Special Events Task Force and restart and expand its purview to include special events, festivals, parades

*“Ground level
should be human
scale and
vibrant ”*

*-creative solutions lab
attendee*

Sites for public space improvements, including:

- Implementation of an integrated system of walking and biking paths that connect people with green spaces, and historic and community resources between downtown and adjacent neighborhoods and districts
- Transformation of 15th Street between Broadway and Harrison Street into a shared street for all travel modes alike, providing a plaza-like experience in which to appreciate local art and host community events

Additional sites for shared spaces and plazas:

- Franklin and 22nd Street intersection
- 22nd Street, from Franklin Street to Kaiser Plaza
- MLK Jr. Way and 20th Street intersection
- MLK Jr. Way and 19th Street intersection
- San Pablo and 17th Street intersection
- 15th Street, west of San Pablo to Castro Street
- 13th Street, from Broadway to Webster Street
- 9th Street, from Clay Street to Broadway, and Washington from 8th to 10th Street
- Gerry Adams Way (8th Street) between Castro and MLK Jr. Way
- MLK Jr. Way and the I-880 underpass, near Jefferson Square

(See Figure CH-1 for mapping of the above improvements.)

and other outdoor public spaces. According to this Task Force, composed of staff from the City Administrator's Office, Mayor's Office, Cultural Affairs Office, Oakland Police Department, Oakland Fire Department, and the Department of Planning and Building, several barriers exist that discourage compliance with the City's Special Event permit requirements. These include confusion over the rules that govern entertainment venues, administrative obstacles requiring applicants to navigate various city, county, and state departments, the expense of bringing an event space into compliance, insufficient numbers of police officers, investment in some districts (such as Uptown) to the exclusion of others (such as the BAMB), and racial bias in permitting and enforcement

Recommendations from the Task Force include the creation of a "one-stop shop" online application, a user-oriented website that compiles all relevant permitting information, and amendments to the Planning Code that would authorize ongoing accessory events in appropriate zones, eliminating the need to apply for individual events. Potential Implementation Tools include:

- Streamlining Special Event permitting by creating a "one-stop shop" and central point of contact.
- Reviewing and updating the City's entertainment and event regulations – such as Oakland Municipal Code Chapters 5.12 Cabarets, 9.52 Special Event Permits, and 12.56 Sound Amplification Equipment, as well as Planning Code Chapters 17.58 Central Business District Zones Regulations and Chapter 17.103 Special Regulations for Certain Uses (Section 17.103.030 Alcoholic Beverage Sales Commercial Activity).

Downtown Oakland has a variety of performance, practice, and studio spaces. Establishing a liaison within Cultural Affairs or setting up an online resource to help direct artists and organizations to available spaces will help ensure that downtown's existing assets are being used to their full capacity.

Leverage parks and public spaces as vital locations to showcase and promote arts and culture downtown.

Creative and welcoming public spaces are vital to fostering more interaction between Oakland's residents, workers, and visitors and the city's unique history, culture, and artists. The Specific Plan identifies several sites for public space improvements. AAMLO and the Main Library both have spaces dedicated to public assembly which should be better utilized. Reducing regulatory barriers to outdoor vendors in downtown, such as permit costs, business license and finger-printing requirements, (particularly within arts and culture districts, parks, and public gathering spaces) is another key action to ensure vibrant and successful public spaces. Temporary pop-ups and vendors can provide "eyes on the street" that enliven and increase safety in shared spaces and plazas. Vendors should be encouraged to fill vacant or underutilized lots that face primary and secondary streets. In addition, vendors in public spaces such as City Center, Frank Ogawa Plaza, and Latham Square could help drive foot traffic to nearby retail.

Affordable Arts Space Strategies

Continue leasing City-owned properties downtown at below-market rents for arts and culture uses utilizing the City's existing process.

In 2015, the Mayor's Artist Housing and Workspace Task Force recommended using City-owned property to provide affordable space for arts organizations, with long-term leases. To implement this recommendation, the City recently approved two below-market, long-term leases at 150 Frank Ogawa Plaza.

Increase funding and support for arts & culture programs and organizations.

Throughout the Downtown Specific Plan process many in the arts community recommended increasing overall funding for arts and culture programs, as well as direct financial assistance to local artists and artists of color. One way to accomplish this is to address Measure C Funds, which are collected through the Transient Occupancy Tax (TOT). Approaches include allocating a larger percentage of these funds to arts and culture causes (which would impact other programs funded through these funds and require a ballot measure), increasing the TOT required per hotel room, or growing the total TOT base by facilitating increased tourism and hotel rooms. Another way to offer financial support for arts and culture programs is to explore the development of a facilities access fund to subsidize access to space (performance venues, theaters, etc.) for artists seeking affordable exhibition/performance space.

Leverage underutilized spaces downtown, including vacant ground floor shopfronts and empty parcels, as opportunities for affordable arts, culture and social enterprise space.

The City of Oakland can facilitate the use of privately-owned, vacant, or underutilized buildings as temporary affordable art or social enterprise space. Potential action steps to implement this include:

- Establishing a "pop-up" registry program to connect artists, local small businesses, and organizations with building owners.
- Establishing a program with a local nonprofit to create temporary artist studios or other arts uses in vacant retail spaces or buildings planned for redevelopment that are going through the entitlement process.

Another strategy is the creation of a master lease program where a nonprofit intermediary with expertise in arts tenants, like CAST or EBALDC, could partner with building owners to sub-lease available and underutilized ground-floor spaces to artists and arts organizations. Established as a pilot in 2017, CAST's Keeping Space Oakland program successfully provided technical and/or financial assistance to 18 different arts and culture organizations. Supporting the extension of CAST's Keeping Space Oakland program, with potential General Fund dollars dedicated to the program, could also help provide affordable space for artists, cultural organizations, and nonprofits alike.

Additional action steps to implement temporary affordable art spaces:

- Establish a temporary use classification in the zoning code to allow pop-up uses and temporary interactive art installations
- Work with the Building Bureau to identify the "occupancy status" of vacant buildings to determine those that could accommodate artistic, retail or nonprofit uses
- Evaluate and change City requirements to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses
- Consider ways to streamline permitting, reduce approval process time and reduce permit fees
- Evaluate State Assembly Bill 2719, 'Mobile retail operations and pop-up operations: model local ordinance or resolution,' for applicability downtown

CULTURE KEEPING























GOAL 04: Encourage diverse voices and forms of expression to flourish.

PRESERVE / PROMOTE ARTS AND CULTURE



OUTCOME C-1










Downtown is a place where all of Oakland’s residents can see and express themselves and their culture.

Plan Policies, Programs or Actions	Additional Outcome/Policy:
Strategy: Establish, invest in, and better connect downtown Cultural Districts.	
<p>C-1.1 N Establish a Citywide Cultural Districts Program to formalize a collaborative partnership between the City and cultural communities and identify resources to stabilize vulnerable communities and to preserve, strengthen, and promote the City’s cultural assets and diverse communities. (See map of adopted and potential Cultural Districts on Figure LU-2).</p>	 EQT-3  E-2.9  E-2.13  H-3.2  C-1.10  LU-1.1  LU-2.3
<p>C-1.2 R Provide support for the Black Arts Movement and Business District (BAMBD) and promote the district with special urban design elements and marketing materials.</p>	 EQT-3  E-2.8  LU-1.5
<p>C-1.3* N Strengthen and connect downtown’s cultural assets and districts by investing in marketing and branding and a network of public spaces and culturally-relevant streetscape elements, such as wayfinding, signage, historical markers and public art.</p>	 E-2.11  M-2.6  C-2.2  CH-1.1  LU-1.5
<p>C-1.4 N Encourage or incentivize new developments and infrastructure projects to seek out local culturally-specific artisan producers and industrial fabricators to supply district-appropriate furniture, lighting, railing, textiles, art work, etc.</p>	 LU-1.3
Strategy: Preserve downtown’s arts and culture assets while providing additional incentives to expand these uses and make them accessible to all.	
<p>C-1.5 N Explore the development of an incentive program (such as a cultural density bonus program) for downtown that identifies affordable arts, culture, and commercial space, including space for community-serving nonprofits, as one of the priority community-benefiting uses.</p>	 EQT-3  E-2.8  LU-1.3
<p>C-1.6 N Adopt regulations that help preserve and adapt historic buildings downtown, in order to help retain and create new spaces for arts and culture uses.</p>	 C-1.10  LU-2.1  LU-2.2

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

Plan Policies, Programs or Actions		Additional Outcome/Policy:
C-1.7* E	Prioritize the capital improvement needs of the Malonga Casquelourd Center for the Arts, including the theater facility, in the City’s upcoming budget cycles and Capital Improvement Program (CIP) planning processes.	
C-1.8 N	Explore the use of a land trust model to help stabilize cultural businesses, institutions and residents through community ownership of land. Consider cultural easements as well to restore Indigenous People’s rights to land, habitat and stewardship.	  EQT-3 E-2
C-1.9 E	Work with the Library’s Master Facilities Plan to propose branch libraries in areas where they are needed and propose a new site for or expansion of the Main Library; prioritize funding improvements to the Community Room at the Main Library and adjacent plazas to support more small-scale events; and expand the library’s tool lending services as part of supporting maker space activities and programming through the Main Library	
C-1.10 N	<p>Adopt zoning, land use and building regulations to preserve existing and encourage more Production, Distribution and Repair (PDR, also known as “maker”), arts and culture spaces.</p> <ul style="list-style-type: none"> • Create Cultural District Overlays (that will encompass smaller areas than the “Cultural District” for specific zoning treatments), beginning with the adopted BAMBD. • Planning and Building Code changes to allow rooftop cultural spaces • Floor Area Ratio/height bonuses and incentives like streamlined permitting for the adaptive reuse and preservation of early 20th century production buildings in the Jack London and KONO areas • Create a new “arts & culture” land use category and expand/update categories for artisan, custom and light manufacturing, and other arts-related and culturally-significant uses • In designated areas, require minimum gross floor area for arts, culture, and maker uses in developments of a certain size • Require developments that directly displace existing arts, culture, and maker uses to provide replacement space on site, or provide an in-lieu contribution for relocation assistance • Restrictions on the amount of retail, office, bar, and/or restaurant street frontage in certain areas (to limit competition for arts and culture space) • Address noise complaints pro-actively by establishing ‘no complaint’ zones and noise disclosures in new development near entertainment, industrial, maker, artist, and cultural activities • Design guidelines that require new buildings to be compatible with the surrounding and historic context in terms of scale and architectural character 	    EQT-3 E-2.8 C-1.1 C-1.6    LU-1.1 LU-2.1 LU-2.2

CULTURE KEEPING


GOAL 04: Encourage diverse voices and forms of expression to flourish.

PRESERVE / PROMOTE ARTS AND CULTURE



OUTCOME C-1

Downtown is a place where all of Oakland’s residents can see and express themselves and their culture.

Plan Policies, Programs or Actions	Additional Outcome/Policy:
<p>C-1.11 N</p> <p>Establish temporary affordable arts spaces by:</p> <ul style="list-style-type: none"> • Establish a temporary use classification in the zoning code (that could apply to uses as well as temporary interactive art installations) to allow for pop-up arts uses for a predetermined period of time. • Work with the Building Bureau to identify the “occupancy status” of vacant buildings to determine those that could accommodate artistic, retail or nonprofit uses. • Evaluate and change City requirements to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses. • Consider ways to streamline permitting, reduce approval process time and reduce permit fees. • Evaluate State Assembly Bill 2719, “Mobile retail operations and pop-up operations: model local ordinance or resolution” 	 <p>LU-1.1</p>
<p>C-1.12* E</p> <p>Support the Lake Merritt Station Area Plan’s implementation priorities for improvements to cultural institutions such as the Oakland Asian Cultural Center, Lincoln Recreation Center and Madison Square Park, as well as and evaluate the efficacy of the West Oakland Specific Plan equity strategy.</p>	
<p>C-1.13 N</p> <p>Create a Cultural Facilities Fee for improvements to cultural facilities. Consider a ticket sales tax fee (surcharge on entertainment tickets).</p>	
<p>Strategy: Enhance the Oakland Culture Asset Map (2018) and expand the City’s internal capacity in the Cultural Affairs Office.</p>	
<p>C-1.14 R</p> <p>Expand & enhance the Oakland Cultural Asset Map (2018), created by the City of Oakland Department of Cultural Affairs.</p>	
<p>C-1.15 R</p> <p>Expand the City’s internal capacity in the Cultural Affairs Office and Planning Bureau with adequate staff to implement arts-related policy recommendations.</p>	

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

PUBLIC EVENTS & EVENT SPACES



OUTCOME C-2

Festivals, outdoor art installations, and cultural events are integral elements in downtown's public sphere and spaces.

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Celebrate and encourage youth activities in public spaces and businesses.		
C-2.1* N	Program and encourage youth activities in public spaces and businesses.	 EQT-4 CH-1.9
Strategy: Leverage parks and public spaces as vital locations to showcase and promote arts and culture downtown.		
C-2.2* N	Invest in the creation of new and improved public spaces that can be used to host festivals and cultural gatherings, and that feature public art.	 C-1.3 CH-1.1
Strategy: Promote downtown as an entertainment destination by facilitating special events and festivals permitting and connecting available and underutilized venues with those seeking spaces for events.		
C-2.3* R	Expand the purview of the City's Special Event Task Force to encompass festivals, parades and other outdoor public spaces to promote downtown as an entertainment destination and streamline event permitting.	 E-2.9
C-2.4 R	Reduce regulatory barriers such as city permit costs, business license and finger-printing requirements, to outdoor vendors in downtown, particularly within arts and culture districts, parks, and public gathering spaces.	 CH-1.7 LU-1.1
C-2.5 N	Establish a program to connect available and underutilized venues with those seeking spaces for special events.	

CULTURE KEEPING

GOAL 04: Encourage diverse voices and forms of expression to flourish.

AFFORDABLE ARTS SPACE



OUTCOME C-3

Oakland’s artists and creative community are able to find workspaces, performance spaces, and galleries in downtown that they can access and afford and see their work integrated into the built environment and public domain.

Plan Policies, Programs or Actions	Additional Outcome/Policy:
Strategy: Continue leasing City-owned properties downtown at below-market rents for arts and culture uses utilizing the City’s existing process.	
C-3.1* E Continue leasing City-owned properties downtown at below-market rents for arts and culture uses utilizing the City’s existing process and consider partnering with an intermediary organization to create an incubator model that outlines a pathway to growth and expansion for the tenant.	 EQT-3
C-3.2 N Consider creating a master lease program where a nonprofit intermediary with expertise in arts tenants, like CAST or EBALDC, could partner with building owners to sub-lease available and underutilized ground-floor building spaces to artists and arts organizations.	 EQT-3 E-2.8
C-3.3 N Centralize and maintain a current list of eligible arts organizations to occupy ground floor space.	
Strategy: Increase funding and support for arts & culture programs and organizations.	
C-3.4 R Increase funding and support for arts & culture programs and organizations, particularly for groups most impacted by racial disparities, by either increasing the hotel tax or reallocating existing hotel tax funds, which would require a ballot initiative.	 EQT-3
C-3.5 R Expand existing technical assistance in business skills and marketing, and support the extension of CAST’s Keeping Space Oakland program, which provides technical and real estate support for arts organizations facing displacement, particularly for artists of color and from vulnerable communities.	 EQT-3
Strategy: Leverage underutilized spaces downtown, including vacant ground floor shopfronts and empty parcels, as opportunities for affordable arts, culture and social enterprise space.*	
C-3.6 N Incentivize the use of privately-owned, vacant, or underutilized buildings as temporary affordable art or social enterprise space.	 EQT-3 E-2.9
C-3.7 N Explore the development of a facilities access fund to subsidize access to space (performance venues, theaters, etc.) for artists seeking affordable exhibition/performance space.	 EQT-3

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

Measures of Success

Racial Diversity

See Housing & Affordability (Chapter 2) Racial Diversity measure of success

Arts & Culture Businesses

- Baseline: Data used to produce Oakland's Cultural Asset Map indicate that 161 arts and culture businesses, institutions, and nonprofits are currently located downtown.¹
- Measure of Success: Arts and culture institutions and businesses downtown, both publicly owned and privately owned, are retained and increase in number and proportion to all businesses downtown, with the support of the City.²

Small Business Support

See Economic Opportunity (Chapter 1) Small Business Support measure of success

Investment in Publicly Owned Cultural and Community Facilities

- Baseline: Both anecdotal accounts of and documented reports confirm deferred maintenance conditions and the need for facility upgrades at several of downtown's important publicly owned cultural institutions including the Malonga Casquelourd Center for the Arts, African American Museum and Library, Asian Branch Library, and Oakland Asian Cultural Center, and Lincoln Recreation Center, as well as the Main Branch Public Library; further, little promotion or marketing for these facilities exists.
- Measure of Success: Completed capital improvements to facilities addressing deferred maintenance or new programmatic requirements with life-cycle costs of materials aligning with operating-budget resources.

Cultural Affairs Staff

- Baseline: As of 2019 there are four full time staff and two part time staff.
- Measure of Success: Staff and resources are increased to meet operational and programmatic needs.

Downtown Oakland Public Art

- Baseline: In 2019, there were 184 murals and 21 city-funded public art works in Downtown Oakland.³
- Measure of Success: Public art works increase in number and in diversity of media.

1 City of Oakland Cultural Affairs Division. Belonging in Oakland, Cultural Development Plan. Vanessa Whang, Communities in Collaboration and Alex Werth. 2018, pp. 69.
2 City of Oakland Economic and Workforce Development. Economic Development Strategy. 2017, pp. 33.
3 PDP, 190.

CHAPTER 05:

Community Health

GOAL 05

PROVIDE VIBRANT PUBLIC SPACES AND A HEALTHY BUILT, NATURAL AND SOCIAL ENVIRONMENT THAT IMPROVE THE QUALITY OF LIFE DOWNTOWN TODAY AND FOR GENERATIONS TO COME.

Outcome CH-1 COMMUNITY FACILITIES & PUBLIC SAFETY

Community Facilities & Public Safety: All Oaklanders can lead safe and healthy lives, enjoying streets, public amenities, and parks downtown that provide opportunities to stay active and build community.

Outcome CH-2 SUSTAINABILITY

Sustainability: Environmental stewardship informs operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.

NATURAL ASSETS

16 PARKS AND OPEN SPACES



3.6 acres of open space per **1,000 residents** downtown.



1/4 MILE: all of downtown is within one-quarter mile walking distance of a park or open space

HEALTH DISPARITIES

Vehicle-Pedestrian Motor Vehicle Accidents
Emergency Department Visit Rate (2013 - 3Q2015)

All Races	121.9
African American/ Black	212.8

Age-Adjusted Asthma Hospitalization Rate
(2013 - 3Q2015)

All Races	216.7
African American/ Black	397.2

GREEN BUILDING STATISTICS

256 Green Building Certifications in the City of Oakland, with **over 60** clustered around downtown's urban core

92 LEED Certified Activities

17.5M LEED Certified Square Feet

52 Energy Star Buildings and Plants

15.2M Energy Star Labeled Square Feet

ENVIRONMENTAL JUSTICE

CalEnviroScreen scores measure environmental impacts spread inequitably over space, considering pollution burden (exposure to environmental effects) and population characteristics (sensitive population and socioeconomic factors). Higher scores indicate greater vulnerability.

Downtown indicators compared to communities statewide:

POLLUTION BURDEN	greater than 62%
POPULATION VULNERABILITY	greater than 66%

COMMUNITY
HEALTH

05

.....

Healthy neighborhoods provide access to parks, nature and other public space; active and safe streets and transportation options; healthy food options, stable housing, community centers such as libraries and recreation and cultural centers, and sustaining jobs and services.

Healthy neighborhoods are also resilient to changing social and environmental climate conditions. Community centers provide safe places for community members to gather, receive services, communicate with their government, and support one another. Development and infrastructure decisions consider the needs of present and future generations and follow policies that respond to sea level rise, air quality concerns and other potential threats, promote clean energy and sustainable building design, and increase green infrastructure.

This Draft Plan builds upon a strong foundation of existing City and regional sustainability plans and policies, and sets a path to realize a healthy, resilient public realm.

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Community Health

Key Findings

Community health is a wide-reaching topic, encompassing climate resiliency, access to healthy food and clean air, public safety, and a high-quality public realm with streets and public spaces that support community gathering, healthy lifestyles and recreation. The key findings in this chapter identify assets, barriers, and disparities to be addressed through Plan policies and actions.

Foundational Documents - Community Health & Sustainability within the City of Oakland:

1. *The Permanent Access to Housing (Path) Plan (currently being updated)*
2. *The CURB methodology and Pathways to Deep GHG (Greenhouse Gas) Reductions in Oakland (CURB Strategy)*
3. *The Resilient Oakland Playbook*
4. *The Oakland Sea Level Rise Roadmap*
5. *The Oakland Energy and Climate Action Plan (updated 2018)*

Healthy neighborhoods provide residents with access to parks, healthy food, clean air, safe streets, quality education, health care, and social services. In communities where these needs are not met, people are more likely to suffer from chronic disease. In downtown Oakland, personal safety, particularly for older adults and individuals with a disability, is an issue. Poor air quality results in high asthma rates, which disproportionately impact Black residents. Black carbon from diesel engines is a leading cause of respiratory illness and is of concern for the high-population neighborhoods adjacent to I-880 and I-980 where concentrations of pollution are the highest. These areas include Jack London, Chinatown, Old Oakland, and the area west of San Pablo Avenue.

Downtown plays a critical role in helping Oakland reduce its contribution of harmful pollutants that exacerbate climate change by providing dense, transit-oriented development that moves people away from single-occupancy vehicles and by building new buildings that don't rely on polluting, nonrenewable resources. One barrier to reducing car trips to meet greenhouse gas (GHG) emissions targets is unreliable and infrequent AC Transit bus service, and a lack of connections between BART and AC Transit. To support improved transit, the Specific Plan recommends coordination of land use and development intensity with transit, bicycle and pedestrian improvements, as well as leveraging new technology such as micro-transit (such as e-scooters) and autonomous vehicles.

Investment in green infrastructure, such as street trees and landscaping in medians and sidewalks, to improve water quality entering storm drains also provides additional benefits such as improving air quality, reducing urban heat island effect, reducing noise, increasing mental health, and improving the experience of the public realm. While Oakland's historic streets include canopy

trees that provide shade, improve air quality, and create a sense of place, many downtown areas lack shade trees, especially areas close to the I-980 and I-880 freeways, where they could effectively serve as a green barrier to freeway air pollutants. Gaps in the street tree network are most prevalent in Uptown, City Center, and the Koreatown/Northgate (KONO) neighborhoods.

Similarly, while downtown contains several signature public spaces, including Lake Merritt and Frank Ogawa Plaza, existing parks and public space conditions vary and are particularly poor on the edges near West Oakland. Throughout the planning process, members of the community described how areas like KONO and downtown west of San Pablo Avenue lack sufficient spaces for gathering and recreation, and also how Chinatown in particular does not have adequate recreation space. Downtown also has a shortage of public restrooms, leading to high incidence of public urination/defecation (with the burden of cleaning often shouldered by local businesses). Those parks that have restroom facilities often don't have the funding to keep them open to the public.

Downtown's existing network of parks, public spaces, and streets can be improved through better landscaping, programming and installation of new universally-designed exercise and play equipment to promote healthier neighborhoods. Increased funding will be required to implement and maintain these improvements, as well as create the additional parks, programming, and facilities needed to serve downtown's projected increase in population. Some public space can be secured by revising development regulations. Currently, the City's open space requirements for private development can be met entirely with private open space, which is not accessible to the larger community. The existing requirements do not support public recreation facilities, with the exception of a small portion of the capital improvement impact fees that is intended for park infrastructure only.

Critical also in the assessment of public spaces, facilities, and overall community health is how the needs of downtown's unhoused are being met. According to a 2019 point-in-time survey, homelessness was up by 47% in the City of Oakland since 2017. Thousands of people experience homelessness in Oakland, most of whom identify as Black or African American. The number of individuals experiencing homelessness exceeds the capacity of the current system of care. With growing levels of displacement, and more and more people being unable to afford housing, we are seeing high levels of homelessness, tent encampments and associated deterioration of health, mental health and social outcomes. More recent findings from Housing Oakland's Unhoused (2018) also found that policymakers have overestimated the number of chronically homeless and underestimated the number of working class, newly homeless, a group that is even more underserved by traditional homeless services. In addition to the harm done to the individuals who are living unsheltered, the resulting encampments limit access to park facilities for other park users.

*“Want a lively
balance, not
just 9-5 culture”*

*-creative solutions lab
attendee*

Primary Challenges – Community Health & Sustainability:

1. *Sea level rise and other environmental stressors leaving those in disinvested areas most vulnerable*
2. *Housing crisis leaving many residents homeless, including a disproportionate number of Black residents*
3. *Small businesses unable to thrive due to limited foot traffic, fear of crime*
4. *Lack of maintained green infrastructure (including parks and street trees) to support community needs*

The physical environment greatly influences crime, fear of crime, and quality of life. In Downtown Oakland, larceny (personal property) and motor vehicle theft accounted for most crime reports. Many older adults and people with disabilities expressed fear of crime limiting their participation in activities downtown, particularly at night and entertainment and other businesses are also concerned about crime – and perceptions of crime – harming their patrons and businesses. At the same time, community comments suggest that young people and people of color feel overpoliced and unwelcome downtown. The *Oakland Equity Indicators* report shows racial inequities in policing, with Black Oaklanders and Latinxs experiencing discretionary stops and use of force at rates higher than Whites and Asians. These realities suggest that alternative approaches to crime prevention could improve equitable outcomes.

Crime Prevention Through Environmental Design (CPTED) is a physical approach to crime prevention. Programmatic approaches include developing community partnerships, increasing the number of community resource and walking officers, and improving and stabilizing relationships between the City of Oakland Police Department (OPD) and the community. Additionally, downtown has a role to play in preventing citywide sex trafficking.

Protecting the natural resources that surround downtown is key to maintaining the environment that makes Oakland special. Lake Merritt and its channel, the estuary waterfront in Jack London, and access to the Bay Trail are some of downtown’s key environmental assets. Through capital improvement projects and private development, there is an opportunity to incorporate more green infrastructure such as drought-tolerant landscaping, low-impact stormwater management and habitat restoration that can reduce damaging runoff into these key bodies of water. Now, climate change also threatens the city with the potential for episodic events such as coastal floods and increased wildfire risks and associated indirect health impacts, such as smoke-related asthma episodes. While protecting Oakland’s natural resources and investing in green infrastructure is critical to increasing downtown’s resilience in the face of future storm events, larger regional shoreline protection efforts coupled with stricter building requirements for low-lying coastal areas including Jack London and Laney College will be necessary moving forward.



Photo of Downtown Oakland from Mountain View Cemetery (DKP Charrette Team 2015)

CHAPTER 05: COMMUNITY HEALTH

STRATEGIES



Community Health Strategies

Community Health goals can be achieved by changes in the built and natural environment that create a safe, active and inviting public realm, and through proactive policies that address green infrastructure, transportation modes, energy sources, community facilities, and climate resilience.

Health & Wellness Strategies

Foster a healthy lifestyle with high-quality parks and public spaces.

The Future Public Realm Improvements Map (Figure CH-1) locates the potential public realm improvements envisioned in the Draft Plan. Age-friendly street improvements, safety upgrades for pedestrians and people with disabilities, and connectivity projects are described in more detail in Chapter 3 Mobility. Figure CH-1 identifies potential paseos, plazas and public spaces as well as identifying priority areas where new investment is most needed. This map can be used to guide allocation of funding and implementation of the public space vision (see Policy CH-1.1). Key to achieving these high-quality public spaces is updating the City's capital improvements fee for parks, exploring a parkland dedication fee, studying an increase to the Landscaping & Lighting Assessment District (LLAD) fees for maintenance, and including a percentage of open space requirement, either on- or off-site, which must be publicly accessible (see Policy LU-1.1).

To ensure parks and plazas are attractive to all residents, the City can improve them with input from the intended end users, making sure that they are designed to be playful and interactive for all ages and abilities and allow different types of people to use them at the same time. An example of such a project suggested by the community is the Webster Green (Figure CH-2), a linear park meant to connect Chinatown to Jack London and the Estuary waterfront. Another idea (Figure CH-3) is to transform the I-880 freeway underpass at Martin Luther King Jr Blvd into a complex of public plazas, improving connections while taking advantage of underused space.

Updates to street and park design guidelines should respond to the environment envisioned for each Land Use Character Area (Chapter 6). Standards can maximize the sense of identity and value creation that result from high-quality public spaces and paths. Improved maintenance combined with more permanent options to house unsheltered residents (addressed in the Housing and Affordability Chapter) allows for better use of existing parks, while a new needle exchange program targeted to tent encampments can help improve health and safety. Allowing temporary pop-ups and vendors in public spaces also provides "eyes on the street", which may help to reduce crime and vandalism.

Invest in community assets and facilities.

The Draft Plan development program projects an addition of just over 50,000 downtown residents by 2040 (Table LU-8). As downtown grows it will need to expand support for key community health, recreation, and cultural institutions such as the Downtown Oakland Senior Center, Asian Health Services, the YMCA, and Main Library. These existing facilities, mapped in Figure CH-1, are important resources to Oakland's vulnerable populations and its youth. New public services and facilities will also have to be added. The plan recommends zoning and other incentives to encourage childcare facilities throughout the downtown, as well as partnerships with educational institutions to provide more targeted job training centers.

Additional Strategies:

- *Protect, maintain and enhance the natural resources that surround downtown, including Lake Merritt and the Channel, estuary waterfront areas, and parks/plazas/open spaces.*
- *Invest in youth-driven programming for downtown public spaces.*
- *Implement an edible parks program, include garden spaces and amenities in public spaces.*
- *Invest in more universally-designed playgrounds to make downtown a more family-friendly location.*

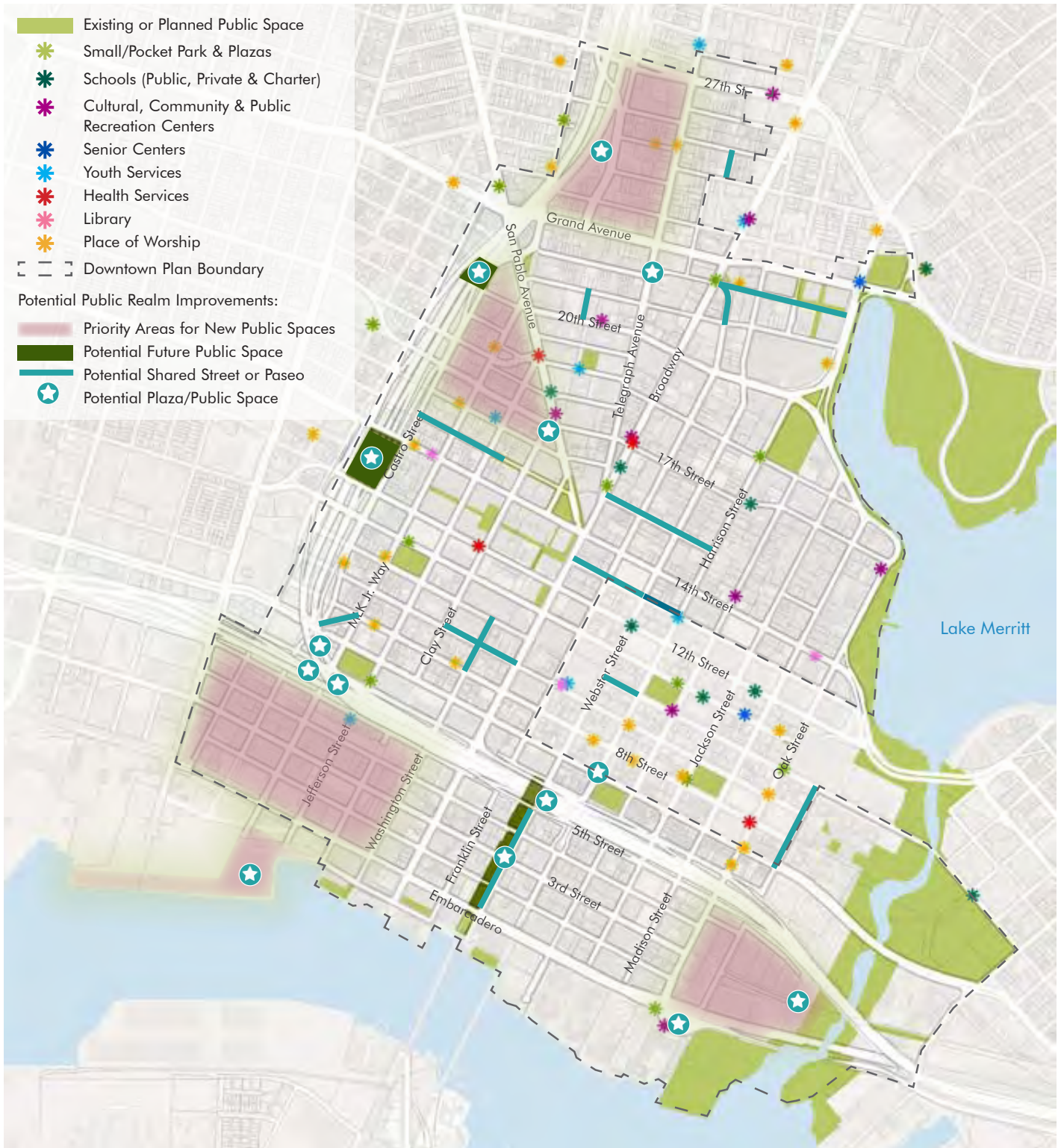


Figure CH-1: Existing Public Spaces/Services & Future Public Realm Improvements





The Webster Green

The “Webster Green” is a proposed linear greenway between the estuary waterfront and I-880 that would be constructed over the alignment of the underground Webster Tube, which today contains only parking lots. Development options are limited on these parcels, so the alignment area today is primarily parking lots and underutilized land. The “Webster Green” vision includes implementing a linear sequence of open spaces, greenspace and hardscape to provide gathering spots for residents and visitors, and better connect downtown neighborhoods to the estuary waterfront.





Figure CH-2: The Webster Green (Looking South on Webster)

Existing Conditions (left inset)

Potential Future Conditions (above)

I-880 Underpass at MLK and Jefferson Square

The images on this page illustrates a new “Underpass Park” that would be a key component in the proposed downtown Green Loop. Located along Martin Luther King Way at Jefferson Square on Caltrans lots that are currently used for bus storage and auto parking, the Underpass Park would create a safer and more inviting connection between downtown, Jack London, and the estuary waterfront near the proposed Howard Terminal development. Key features include parking-protected bike lanes, landscaping, public gathering spaces, outdoor market space, a skate park, and new opportunities for public art beneath the I-880 freeway.





Figure CH-3: Proposed Green Loop Underpass Park (Looking South on MLK Jr. Way)

Existing Conditions (left inset)
Potential Future Conditions (above)

CONNECTING DOWNTOWN'S ASSETS

Figure CH-5 shows the Green Loop idea, a series of streetscape, public space and mobility improvements that fill in current gaps in downtown's public infrastructure to create an inner and outer loop and green gateways, connecting people in downtown and surrounding neighborhoods to the waterfront and cultural and entertainment areas. The images on this page show proposed public improvements that would occur along the loop, including:

1. 14th Street separated bicycle track and urban design elements branded to celebrate the BAMBD
2. Development at Victory Court and Laney College, Estuary Park improvements, and Lake Merritt Bay to Trail Bridge
3. Webster Green linear park
4. I-880 Underpass Plaza at Martin Luther King Jr Blvd with improved bicycle lanes (part of the Core Bicycle Network)
5. New park and plaza at 14th and Castro St made possible by the conversion of I-980 into a multi-way boulevard
6. Streetscape improvements at Frank Ogawa Plaza and separated bicycle track along 14th Street



Figure CH-4: Summary of Key Public Realm Improvements



Figure CH-5: Green Loop Connections Map



Homelessness Support Strategies

Long-term housing efforts are discussed in Chapter 02: Housing & Affordability; this section addresses more immediate health, hygiene, and quality of life issues, as well as short-term housing interventions, associated with the homelessness crisis. City efforts to address the current homelessness crisis in and around downtown have included “Community Cabin” sites with security, sanitation and case management services, as well as more substantial pre-built insulated Sheds. See Figure CH-6 for existing encampment sites. This short-term strategy includes determining potential locations in downtown where sites will be compatible, negotiating with property owners for a site’s temporary use, and installing facilities in a manner to ensure safe and secure encampment sites. The City’s homelessness strategy also includes longer-term efforts to acquire, retain, and rehabilitate SRO properties as income-restricted affordable housing, and to develop and implement a revised Permanent Access to Housing (PATH) strategy. Recent successes include the purchase and preservation of the 641 West Grand Avenue SRO as low income housing and a residential service center. See also policy H-2.5 in the Housing chapter.

Provide resources and amenities for unsheltered residents of downtown

Work with downtown libraries to create a safe daytime shelter and community gathering program for Oakland’s unhoused and vulnerable residents, providing refuge and services in emergency situations.

Having no secure place to store belongings can provide a challenge for unsheltered individuals to accessing shelters, employment and services. Storage lockers in underutilized space, particularly in public buildings such as parking garages, or near other services, can protect belongings from theft, damage or confiscation, as well as from blocking sidewalks. Unsheltered residents should be able to access their belongings at any time.

The City can explore other methods to provide additional facilities and maintenance for basic health and hygiene access, including creatively designed drinking water, trash, and gender-neutral restroom facilities, that will improve the health of the unsheltered residents of downtown as well as serve as amenities to all downtown visitors. Another approach would be working with downtown libraries, which already serve unsheltered residents as daytime shelter spaces with access to services, to more actively create a safe shelter and community gathering program for Oakland’s unhoused and vulnerable residents, including health, housing, and employment services.



Figure CH-6: Public Health Facilities & Encampments



Public Safety Strategies

Additional Strategies:

Community engagement processes can be initiated to identify appropriate programming details, which may include:

- *Increased numbers of walking officers and community resource officers*
- *Downtown outreach by teams of nonprofit-based community members to create relationships and employment pathways between downtown businesses and nonprofits that serve at-risk young people*
- *Developing strategies to reduce turnover among community resource officers*
- *Reincorporating the Metro Division of OPD to ensure adequate staffing, institutional knowledge, and ongoing relationships between the police and community*

Explore implementation of community safety initiatives.

Public space safety improvements can be shaped by new guidelines, including updated and more inclusive Crime Prevention Through Environmental Design (CPTED) principles (which work by increasing the chances that a crime will be deterred by the presence of bystanders) and active design standards and land use regulations that support multiple uses at different times of the day (to play, exercise, relax, attend events, and connect with nature), and include facilities designed for use by people of many ages, abilities, and cultures (Outcome CH-1 and Policy CH-1.3). Community organizations/leaders can work with the City, including the Department of Human Services, Department of Violence Prevention, and the Oakland Police Department (OPD) to improve safety and strengthen community ties through the use of community policing, restorative justice methods, and CPTED strategies updated to reflect best practices for safety and inclusivity.

Partnerships between community groups, justice nonprofits and police should be explored. A community engagement process can identify appropriate programming details, which may include increased numbers of walking and community resource officers, relationships and employment pathways between downtown businesses and nonprofits serving at-risk youth, strategies to reduce turnover among community resource officers, and the reincorporation of the Metro Division of OPD to ensure adequate staffing and ongoing relationships between the police and community. Funding for additional police to accommodate the downtown's population growth, as well as for non-police based responses, is generated by the accompanying increases to general fund revenues, and funding for new, expanded or improved police facilities is generated by the Capital Improvements Impact Fee.

Safety can be increased by conducting studies on problem crime areas and initiating community engagement and "eyes on the street" programs. By creating more active storefronts and ground floors, community members can work with OPD to create safer streets.

Increased awareness of human trafficking is needed throughout downtown, particularly as the population grows significantly. The City can continue to create and enhance programs that educate the community about sex trafficking, identifying and supporting victims. Partnerships with community based organizations such as MISSEY, Regina's Door, and Bay Area Women Against Rape (BAWAR), and others can help the City to expand education programs, which include training City staff and other professionals who work with minors and other at-risk populations and posting the National Human Trafficking website and hotline at area businesses, and develop additional programs for safe space and employment for at-risk or targeted youth.

Sustainability Strategies

Develop policy to support clean transportation modes to reduce vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.

Strategies to support clean transportation modes include implementing an interconnected bicycle and pedestrian network (see Outcome M-1); tailoring parking policies to reduce vehicle trips (Policy M-3.2); supporting affordable, safe, and reliable public transportation options (see Outcome M-2); promoting fuel-efficient vehicles and low-carbon fuels (Policy M-3.7); and establishing partnerships with the Port of Oakland to reduce Port-related emissions.

Coordinate land-use regulations and transportation policies for reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.

Land use and transportation are interconnected: the placement of housing, jobs, shopping and other opportunities has a fundamental effect on both vehicle miles traveled (VMT) and people's daily transportation choices. Efforts to reduce greenhouse gas (GHG) emissions from the transportation sector also provide an opportunity to create a more equitable, sustainable, and healthy Oakland by addressing the interconnection between land-use and transportation. Placing the region's jobs near transit, as recommended in the land use strategies (Chapter 6), is the most effective way to encourage transit use in place of single-occupancy vehicles.

Support the implementation of the Sea Level Rise Roadmap, which identified key actions needed to prepare for impacts of climate change.

The Sea Level Rise Roadmap document summarizes existing and future impacts of sea level rise (SLR); relevant policies and regulations; and vulnerability and risk assessments conducted to date, including mapping critical assets and identifying vulnerable communities to bring an equity lens and voice to the people who are most impacted. It also identifies priority actions.

Require new developments to install and maintain low-impact stormwater detention systems on private property.

This requirement reinforces provision C.3 of the San Francisco Bay Region municipal regional stormwater permit (MRP), which requires stormwater site design measures be included as part of development projects of a certain size (projects with 10,000 square feet or more of new or existing impervious area; or 5,000 square feet or more for certain land uses). Only low impact development (LID) measures are allowed for most regulated projects.

Additional Strategies:

- *Develop a Green Infrastructure Plan for downtown to improve social, environmental, and economic resilience outcomes.*
- *Prioritize the design and implementation of green streets that incorporate landscaping and permeable surfaces*
- *Add green buffers along highway edges to filter air pollutants.*
- *Accelerate the electrification of private vehicles and low capacity taxi/TNC vehicles, aiming to improve air quality by eliminating tailpipe emissions from transportation.*
- *Transition to natural gas-free buildings to reduce safety and air quality/health risks in buildings.*
- *Require high-albedo (reflective) surfaces where appropriate, such as on rooftops and paving, to reduce the urban heat island effect in downtown.*

Resilience Strategies

Shoreline Protective Measures:

City/County Responsibility:

- *Build a shoreline protection system to accommodate a mid-term rise in sea level of 42 inches, with development setbacks to allow for further adaptation for higher sea level rise, with space for future storm water lift stations near outfall structures into the Bay and Estuary.*
- *Consider designing temporary floodways within parking lots, walkways and roadways.*
- *Construct the storm drainage system to be gravity drained for sea level rise up to 42 inches, and pumped thereafter. Pumping should be secondary to protection.*

Developer Responsibility:

- *Require that all critical infrastructure sensitive to inundation be located above the projected 42-inch rise in base flood elevation.*
- *Design buildings to withstand periodic inundation, and prohibit below grade habitable space in inundation zones.*
- *Where feasible, construct building pads and vital infrastructure at elevations 36 inches higher than the present-day 100-year return period water level in the Bay, and add a 6-inch freeboard for finish floor elevations of buildings.*

Maintain up-to-date sea level rise maps to inform future development

The City will maintain and make available to potential developers up-to-date mapping of predicted sea level rise (SLR) inundation areas in the Downtown Plan Area based on best available science, a continued high emissions scenario, and appropriate risk tolerance level. Applicants proposing to develop in a mapped future inundation area (as depicted on mapping under Policy 1-1), must conduct a SLR vulnerability assessment for the project, prepare project designs accordingly, and submit the assessment and design to the City for review and approval.

Work with local and regional agencies to pro-actively adapt vulnerable infrastructure and identify long-term shoreline protection strategies

The City should consider developing designs for a suite of shoreline protection measures, protective setbacks and other adaptation strategies, to be incorporated into future development projects. Strategies to ensure that the city is prepared to face rising sea levels include:

1. Designing flood protection measures for projected near-term inundation levels (50 years from project application) and designing gravity storm drain systems for a similar amount of predicted sea level rise;
2. Providing a mid- to long-term adaptive approach for addressing sea level rise of greater than the 50-year estimates, including design for livable/floodable areas along the shoreline in parks, walkways, and parking lots;
3. Developing a long-term adaptive management strategy to protect against even greater levels of sea level rise of up to 83 inches, plus future storm surge scenarios and consideration of increased magnitude of precipitation events; and
4. Re-evaluating both Bay flooding and watershed flooding potential at key milestones in the specific plan's 20-year implementation horizon, to manage for changing sea level rise projections.

Upgrade community centers as shelters for vulnerable residents from climate and other emergencies

The City can better position community centers – where vulnerable residents already feel safe to go for information and services – as safe shelters during events such as earthquakes or heat or air quality advisories. This can include capital improvements and maintenance of public facilities such as libraries, cultural centers and recreational centers to ensure air quality is adequate for them to serve as cooling centers and air quality respite centers. It can also involve exploring capital improvements to convert one or more of these downtown public facilities to “essential service facilities” from which to provide services to the public after a disaster.



Figure CH-7: Sea Level Rise Overlay

Note: This map is intended as a planning-level tool to illustrate the potential for coastal flooding as sea levels rise and does not represent the exact location or depth of projected flooding. The map is based on model outputs and does not account for all of the complex and dynamic Bay processes or future conditions.



COMMUNITY HEALTH

GOAL 05: Provide vibrant public spaces and a healthy environment that improve the quality of life downtown today and for generations to come.

COMMUNITY FACILITIES & PUBLIC SAFETY



OUTCOME CH-1

All Oaklanders can lead safe and healthy lives, enjoying streets, public amenities, and parks downtown that provide opportunities to stay active and build community.

Plan Policies, Programs or Actions	Additional Outcome/Policy:
Strategy: Foster a healthy lifestyle with high-quality parks and public spaces.	
<p>CH-1.1* N Working with the community, prioritize and implement public realm improvements to create a more connected and accessible network of inclusive, high-quality public open spaces downtown. Figure CH-1 identifies potential public space improvements recommended in the Downtown Oakland Specific Plan (DOSP). Following Plan adoption, this map can be updated at regular intervals with community input to guide implementation.</p>	
<p>CH-1.2 N Coordinate new downtown development with implementation of improved parks and streetscapes.</p>	
<p>CH-1.3* N Draft and adopt guidelines for new or improved parks and public open spaces; include ‘active design’ guidelines with policies and design standards that create healthier and more physically accessible public spaces, promote active lifestyles, encourage restroom facilities and drinking fountains, allow coexistence of multiple types of users—including children, youth and older adults of all cultures, and allow for more public programming in downtown parks and plazas.</p>	
<p>CH-1.4 R Study updates to the City’s open space development regulations, considering revisions to result in publicly accessible rather than private space, allowing required open space to be built off-site, updating capital improvement impact fees, and/or implementing a parkland dedication fee. The selection strategy should ensure that fees are available for maintenance.</p>	
<p>CH-1.5 R Update Landscaping & Lighting Assessment District (LLAD) fees to fund maintenance of existing and planned parks and public spaces.</p>	
<p>CH-1.6 N Coordinate creation of and access to privately-owned public spaces in new and existing developments.</p>	

Key: **E** Existing City policies/programs
















R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

Plan Policies, Programs or Actions		Additional Outcome/Policy:
CH-1.7 	Activate public spaces by encouraging vendors to sell in them.	  C-2.4 LU-1.1
CH-1.8* 	Protect, maintain and enhance the natural resources that surround downtown, including Lake Merritt and the Channel, estuary waterfront areas, and parks/plazas/open spaces.	 CH-2.4
CH-1.9* 	Invest in youth and senior-driven programming and facilities for downtown public spaces.	  C-2.1 EQT-4
CH-1.10* 	Implement an edible parks program, include garden spaces and amenities in public spaces.	
CH-1.11 	Invest in and create universal design principles for public spaces and playgrounds to make downtown more accessible to people with disabilities of all ages.	 EQT-7
Strategy: Provide resources and amenities for the unsheltered residents of downtown.*		
CH-1.12 	Provide secure storage lockers for the unsheltered residents of downtown in places where they can access them.	  H-2.6 EQT-2
CH-1.13* 	Provide creatively designed public drinking water, trash, and restroom facilities in parks and other public spaces, including re-opening restrooms in parks that have been closed due to understaffing.	   CH-1.1 CH-1.3 EQT-2
CH-1.14 	Work with downtown libraries to create a safe daytime shelter, community gathering and services program for Oakland's unhoused and vulnerable residents.	  H-2.6 EQT-2
Strategy: Explore implementation of community safety and health initiatives.		
CH-1.15* 	Update CPTED guidelines to reflect best practices and be inclusive of all different users of public space.	 EQT-7
CH-1.16* 	Expand implementation of community safety initiatives, including strengthened community policing and partnerships, expanded bias training for police and other neighborhood peacekeepers, partnerships with mental health service providers, expanded support for community-based service and workforce development organizations serving at-risk youth and re-entry populations, and restorative justice programs and methods.	  CH-1.3 EQT-7


COMMUNITY HEALTH

GOAL 05: Provide vibrant public spaces and a healthy environment that improve the quality of life downtown today and for generations to come.

Plan Policies, Programs or Actions		Additional Outcome/Policy:
CH-1.17 	Consider reconstituting the OPD Metro Division to increase police coverage of downtown and support long-term relationship-building between OPD, local businesses, entertainment venues and other community members.	
Strategy: Support a healthy downtown for all ages and abilities.		
CH-1.18* 	Continue to support the Downtown Oakland Senior Center.	 CH-1.22
CH-1.19 	Provide incentives for the creation of more childcare centers and invest in programs to help subsidize the cost of childcare for vulnerable residents and workers.	  LU-1.3 EQT-7
CH-1.20 	Create and manage needle exchange locations.	 EQT-2
CH-1.21 	Continue to create and enhance programs that educate the community about sex trafficking, identifying and supporting victims.	
Strategy: Upgrade community centers as shelters for vulnerable residents from climate and other emergencies.		
CH-1.22 	Prioritize capital improvements and maintenance of public facilities such as libraries, cultural centers and recreational centers to ensure mechanical systems are adequate for them to serve as cooling centers and air quality respite shelters.	   CH-1.14 CH-1.18 EQT-2
CH-1.23 	Explore capital improvements to convert one or more downtown public facilities to essential service facilities.	 EQT-2

Key:  Existing City policies/programs

 Revisions/adjustments to existing City policies/programs

 New proposals for City policies/programs

SUSTAINABILITY












OUTCOME CH-2

Environmental stewardship informs operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Develop policy to support clean transportation modes to reduce vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.		
CH-2.1* N	Develop policy to support clean transportation modes to reduce vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.	 M-1.8 M-1.3 M-3.1
Strategy: Coordinate land-use regulations and transportation policies for reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.		
CH-2.2 N	Coordinate land-use regulations and transportation policies for reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions that meet citywide targets established in the resolutions by Council and the City's Energy and Climate Action Plan (ECAP).	 LU-1.1 M-3.3
Strategy: Support the implementation of the Sea Level Rise Roadmap, which identified key actions needed to prepare for impacts of climate change.		
CH-2.3 E	Support the implementation of the Sea Level Rise Roadmap, which identifies key actions needed to prepare for impacts of climate change; critical assets that should be prioritized for safety and resilience to sea level rise and flood risk, particularly for vulnerable neighborhoods; and identified policy regulations and data analysis systems that can support decision making around land use, building, and zoning.	 CH-2.5 CH-2.9 EQT-7
Strategy: Require new developments to install and maintain low-impact stormwater detention systems on private property.		
CH-2.4 R	Require new developments to install and maintain low-impact stormwater detention systems on private property to limit the amount of runoff into drains or surface water bodies including Lake Merritt, the Lake Merritt Channel, and the Oakland Estuary.	 CH-1.8 LU-1.1
Strategy: Maintain up-to-date sea level rise maps to inform future development		
CH-2.5 N	Make available to potential developers up-to-date mapping of predicted sea level rise (SLR) inundation areas in the Downtown Plan Area based on best available science, a continued high emissions scenario, and appropriate risk tolerance level.	 CH-2.3

COMMUNITY HEALTH




GOAL 05: Provide vibrant public spaces and a healthy environment that improve the quality of life downtown today and for generations to come.

Plan Policies, Programs or Actions		Additional Outcome/Policy:	
<p>CH-2.6 N</p>	<p>Require applicants proposing to develop in a future inundation area (as depicted on Figure CH-4) to conduct a SLR vulnerability assessment for the project, prepare project designs accordingly, and submit the assessment and conceptual design to the City for review and approval.</p>	 LU-1.1	
<p>Strategy: Work with local and regional agencies to pro-actively adapt vulnerable infrastructure and identify long-term shoreline protection strategies.</p>			
<p>CH-2.7 N</p>	<p>Develop designs for a suite of shoreline protection measures, protective setbacks and other adaptation strategies, to be incorporated into future development projects.</p>		
<p>CH-2.8 N</p>	<p>Re-evaluate both Bay flooding and watershed flooding potential at key milestones in the specific plan's 20-year implementation horizon, to manage for changing sea level rise projections.</p>	 CH-2.3	
<p>CH-2.9 N</p>	<p>Prepare a sea level rise strategy for the Plan Area as part of a regional strategy to address rising water levels in the San Francisco Bay, and coordinate with the City's broader climate adaptation efforts.</p>	 CH-2.3	
<p>Additional Policies:</p>			
<p>CH-2.10* N</p>	<p>Develop a Green Infrastructure Plan for downtown to improve social, environmental, and economic resilience outcomes with standards and guidelines for the integration of low-impact design elements and strategies to preserve and enhance natural ecosystems for all public realm and capital improvement projects downtown.</p>	 CH-1.3	
<p>CH-2.11* N</p>	<p>Prioritize the design and implementation of green streets that incorporate trees, landscaping and permeable surfaces to sequester carbon, reduce noise pollution, buffer pedestrians from cars, and manage stormwater, water and air quality. Incorporate also the recommendations of the <i>Oakland 50 Year Urban Forest Master Plan</i> (expected completion 2022).</p>	 M-3.8	 LU-1.5
<p>CH-2.12* N</p>	<p>Add green buffers along highway edges to filter air pollutants.</p>	 EQT-7	
<p>CH-2.13 E</p>	<p>Accelerate the electrification of private vehicles and low capacity taxi/TNC vehicles, aiming to improve air quality by significantly reducing tailpipe emissions from transportation.</p>	 M-1.3	 EQT-7

Key: **E** Existing City policies/programs

R Revisions/adjustments to existing City policies/programs

N New proposals for City policies/programs

Plan Policies, Programs or Actions		Additional Outcome/Policy:
CH-2.14 E	Transition to natural gas-free buildings to reduce safety and air quality/health risks in buildings.	 EQT-7
CH-2.15* R	Require high-albedo (reflective) surfaces on rooftops and paving where appropriate, allowing green roofs where appropriate, to reduce the urban heat island effect in downtown.	 LU-1.1
CH-2.16 E	Support cultural and civic facilities (libraries, museums, landmarks, etc.) as disaster preparedness and relief centers, providing emergency social services in times of distress (cooling stations, food distribution, shelter, etc.).	 EQT-7

Measures of Success

Park Quality

- Baseline: Among parks surveyed in 2018, two downtown parks, Jefferson Square Park and Lafayette Square Park, received a park quality score of D.¹
- Measure of Success: The number of facilities receiving a high-quality score of A or B on the Community Report Card on the State of Maintenance in Oakland Parks² increases, while the number of facilities receiving a failing score of D or F will be reduced to zero.

Activity in Public Spaces

- See Land Use and Urban Design (Chapter 6) measure of success regarding Active Ground Floors

Waterfront Connections

- Baseline: Existing gaps in the pedestrian and biking paths along the estuary channel and west of the ferry terminal in the Jack London District.
- Measure of Success: Downtown Oakland features a continuous and accessible waterfront pathway from Lake Merritt to Howard Terminal that links several high-quality public spaces.

Street Trees

- Baseline: As of 2019, City data catalogued 1,819 street trees within the plan area.
- Measure of Success: Number of large street trees downtown increases annually. Species are carefully selected, healthy, maintained, and vary throughout the plan area, in alignment with the downtown Green Infrastructure and citywide Urban Forest plans..

Crime Rate

- Baseline: In 2018, 561 violent crimes were reported in Police Area 1, which includes Downtown Oakland (as well as West Oakland).
- Measure of Success: The number of violent crimes in downtown decreases from 2018 levels.

Public Safety

- Baseline: Turnover for neighborhood service coordinators and officers is currently frequent, which does not allow for maintenance of relationships or institutional knowledge.
- Measure of Success: Downtown Oakland has dedicated, long-term community policing officers who have built relationships and work with local businesses, community organizations, community councils,

1 http://www.oaklandparks.org/sites/default/files/2018%20Report%20on%20the%20State%20of%20Maintenance%20of%20Oakland%20Parks_0.pdf

2 *ibid*

Neighborhood Crime Prevention Councils and Business Improvement Districts to build community-based solutions to crime.

Biking & Walking

- See Mobility (Chapter 3) Biking & Walking measure of success

Bicycle & Pedestrian Safety

- See Mobility (Chapter 3) Bicycle & Pedestrian Safety measure of success

Asthma Rates

- Baseline: In 2015, Asthma related hospitalizations among downtown residents were 216 for every 100,000 residents.³ In 2015, black residents were more than six times more likely to experience an asthma-related hospitalization when compared to white residents.⁴
- Measure of Success: Asthma related hospitalizations among downtown residents decrease from their 2015 rate, with racial disparities decreasing as well.

Businesses as Social Hubs

- Baseline: Currently there are several businesses downtown that community members identify as social hubs for communities of color (examples include Benny Adem Grooming Parlor and Regina's Door), but the City does not track them.
- Measure of Success: Social hubs for communities of color are added as a category to the Cultural Asset Map, and the number of them is tracked and increases.

Community Resilience Infrastructure

- Baseline: Currently Oakland does not have a formal infrastructure for neighborhood-level City-community engagement beyond the Neighborhood Crime Prevention Councils.
- Measure of Success: A citywide community engagement system has been developed to engage neighborhoods in policy issues, provide two-way communication between all City departments and community members, support neighborhood-level solutions, reach residents who have felt disenfranchised from government support, and deepen relationships for community resilience.

3 *Disparity Analysis*, 45.

4 *ibid*

CHAPTER 06:

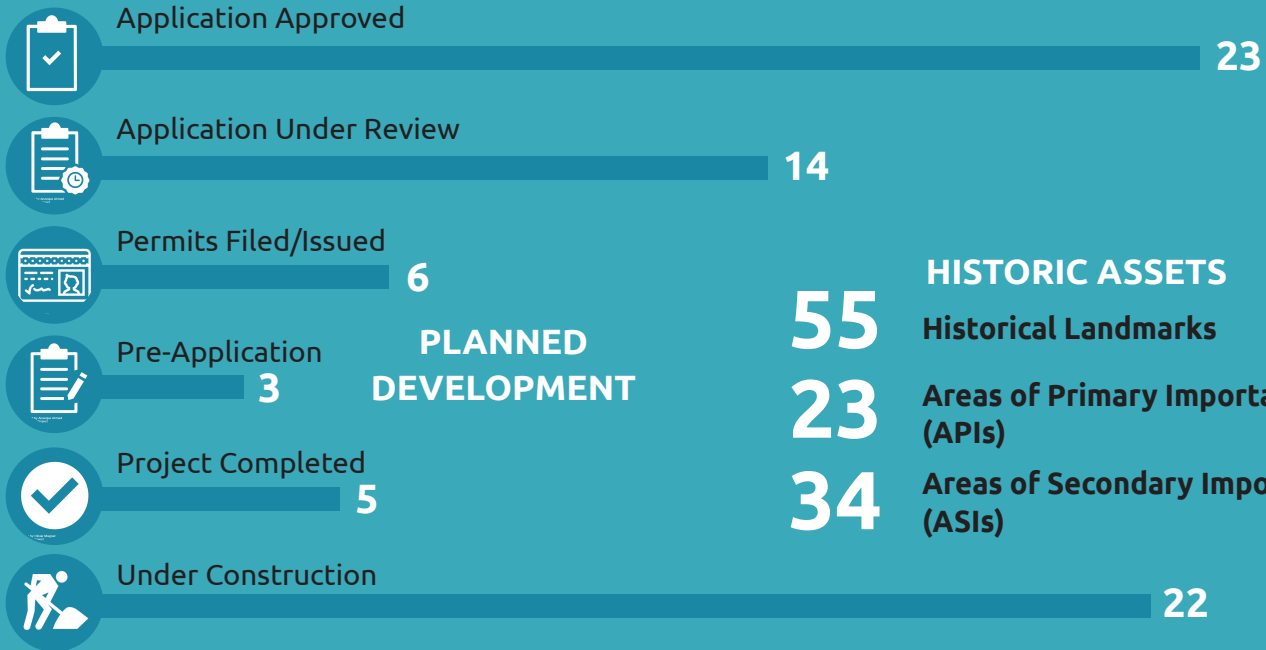
Land Use & Urban Form

GOAL 06 DEVELOP DOWNTOWN TO MEET COMMUNITY NEEDS AND PRESERVE OAKLAND'S UNIQUE CHARACTER.

Outcome LU-1 *Development and design serve Oakland's diverse needs, contribute to improved conditions for all, and enhance downtown's authentic, creative, and dynamic local character.*
BUILT ENVIRONMENT

Outcome LU-2 *Oakland's extensive array of cultural enclaves, civic institutions and landmarks are preserved.*
PRESERVATION

73 Development projects completed/to be completed in Greater Downtown Oakland* (2015-2020)



PLANNED DEVELOPMENT

55
23
34

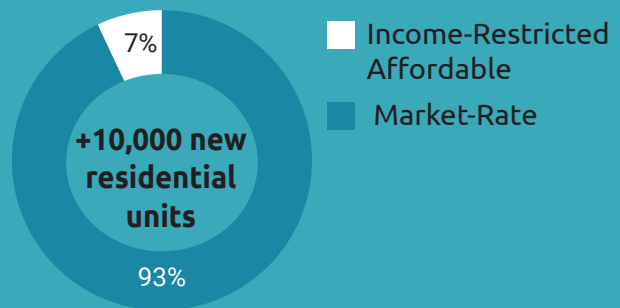
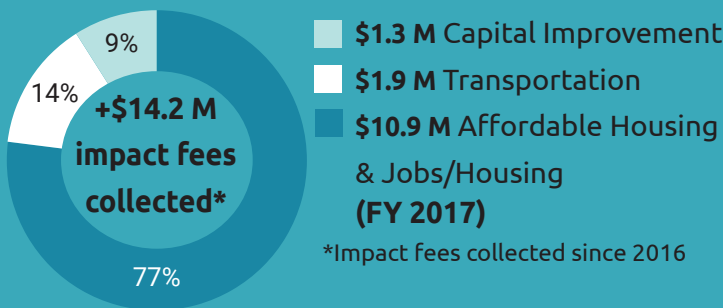
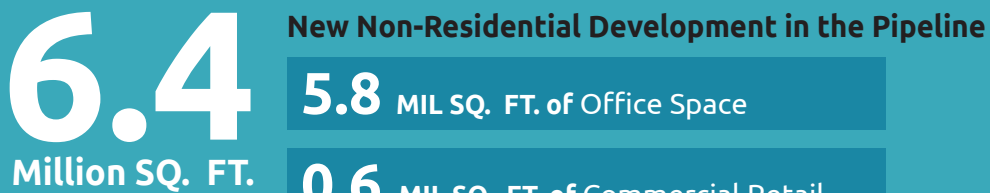
HISTORIC ASSETS

Historical Landmarks

Areas of Primary Importance (APIs)

Areas of Secondary Importance (ASIs)

*Includes the Downtown Specific Plan area, the Lake Merritt Station Plan area, and the Broadway Valdez Specific Plan area south of 27th street



LAND USE # FROM
DUNEFORN
LAND USE FROM
URBAN FORM

06

.....
The Downtown Oakland Specific Plan, along with accompanying amendments to the General Plan and zoning regulations, establishes the framework for how downtown will grow and adapt over the next 20 years to meet the community's needs for housing, jobs, cultural expression, mobility, health and sustainability.

This chapter contains development strategies and policies to shape future growth and preservation in the downtown to provide the physical environment needed to support the goals and outcomes of each of the preceding chapters. The outcomes and policies of this chapter will help ensure that the built environment downtown serves the needs of all Oaklanders, including the city's most vulnerable residents.
.....

Land Use & Urban Form Key Findings

“Attract the kind of development that provides amenities and benefits”

-creative solutions lab attendee

The Downtown Oakland Specific Plan identifies improvements to the built environment that implement the community’s social goals, such as fostering belonging, maintaining and enhancing Oakland’s cultural character, encouraging creativity and exchange in the civic commons, driving economic opportunity, supporting community health, and creating access to opportunity for all. A summary of findings from the existing conditions analysis identifies assets, disparities and challenges that were considered in developing the Plan concepts that follow.

Downtown Oakland consists of diverse areas and neighborhoods with unique characteristics and different opportunities for preservation, evolution, and transformation. A wealth of historic buildings, cultural landmarks, open spaces, and waterfront settings provide the backdrop for downtown’s history and diverse communities.

Today, many of downtown’s activity nodes are disconnected from one another to the detriment of the downtown as whole. Along some downtown streets, for instance, the pedestrian realm is unpleasant, with blank building walls, missing sidewalks, fast-moving vehicles, few street trees, and wide, hard-to-cross intersections. By redesigning downtown streets that are unnecessarily wide and lack amenities (such as benches, lighting, trees, etc.), the City can reduce traffic accidents, make walking and cycling safer, stimulate economic activity and reinforce a sense of place.

Currently, access to the Jack London waterfront is cut off from downtown by poorly designed freeway under-crossings. The I-880 and 980 freeways not only disconnect neighborhoods, but are hot spots for pollution as well as pedestrian and cyclist safety concerns. The number of homeless encampments at or near freeway under-crossings impact pedestrian access as well as emphasize the urgent need to create more affordable, accessible housing options.

Development projects in the pipeline in Greater Downtown Oakland that have been or are scheduled to be completed by 2020 will provide a combined 5,800,000 square feet of new office space (most of which is Class A office), 632,000 square feet of new commercial retail space, and 10,000 new residential units (7% of which are low- or very low-income units). The adoption of new development impact fees for affordable housing, capital improvements, and

transportation in 2016 (increased in 2018), will help ensure this new wave of development contributes financially to meeting critical community needs.

An analysis of potential new development sites downtown (primarily surface parking lots, vacant parcels, and underutilized sites) identifies significant opportunity for additional infill of office, residential, arts and commercial uses downtown over the next 20 years. It also reveals opportunity for more significant transformation in certain areas, such as near Victory Court in Jack London, along 7th Street near I-880 in Old Oakland, and in the Lake Merritt Office District. The analysis also reveals a limited number of prime sites for office development (i.e., parcels of sufficient size, on or near Broadway, and close to the BART stations). Given the current strength of the residential real estate market, there is a need to prioritize some sites for new office development to ensure that downtown can accommodate continued job growth into the future.

Between 1990 and 2015, downtown has experienced demographic shifts, such as a reduction in the share of African-American residents downtown from 33% to 20%, as well as the loss of affordable commercial spaces and cultural resources. Past policies and development practices in Oakland have contributed to an inequitable distribution of jobs, housing, services, infrastructure and public amenities. In addition to pursuing more equitable implementation of capital improvements, recommended policies need to specifically support those groups that have historically been harmed by disparities to ensure that downtown development serves the needs of everyone.

FULFILLING THE VISION IN THE BUILT ENVIRONMENT

The Draft Plan addresses many important questions for downtown involving public policy, land use and priorities for capital improvements, such as: How will the issues and ideas presented in the preceding plan chapters be addressed in the built environment? Where should land be designated downtown for employment-generating industries and residential uses? How can we prevent displacement of our most vulnerable residents and small businesses? How does downtown capitalize on its regional transportation resources? How can connections be made to, through and within downtown to maximize access to opportunity for all Oaklanders? How can the physical environment instill a sense of cultural belonging and pride among our diverse community members? How do we promote people's health and environmental sustainability? This chapter presents potential strategies for tackling these issues in the built environment, which include:

- Accommodating growth of housing, jobs, business and cultural innovation;
- Protecting residents and businesses from displacement;
- Improving gateways and connections into and out of downtown;
- Making public places for people that celebrate Oakland's community and unique heritage;
- Integrating resilience and sustainable design and practices into the built environment; and
- Incentivizing public benefits in downtown development and targeting them to benefit all members of the community.

Primary Land Use & Urban Form Challenges:

1. *Shape a downtown built environment that supports housing, equitable economic development, culture keeping, mobility, health and sustainability needs*
2. *Rationalize and simplify existing land development regulations to achieve predictable results*
3. *Establish strategies for design and development regulation that addresses community needs*

Land Use & Urban Form Analysis Maps

An analysis of existing physical infrastructure reveals opportunities to realize a built environment that better serves the needs of all Oaklanders. Presented on the following pages, this analysis demonstrates where, why, and for whom downtown should grow and change, and provides the basis for the Strategies later in this chapter.

OPPORTUNITIES FOR TRANSIT-ORIENTED GROWTH

Figure LU-1 identifies downtown's transit hubs and mixed-use corridors that have potential to move the greatest number of people and support the greatest intensity of additional housing, jobs and services.

The BART system provides rail transit access to and from Oakland and the region. Land within walking distance of the three downtown BART stations can sustain the greatest density and intensity of development. The area within a quarter-mile (5-minute walk) to half-mile (10-minute walk) radius is a generally accepted distance that the average person will walk to a transit stop. Figure LU-1 shows that existing BART stations provide coverage to most of downtown. A portion of the waterfront including Jack London Square is beyond a 10-minute walk of BART. However, this area is served by the Oakland Ferry Terminal, Jack London Amtrak station, and bus transit service, including the free "B" shuttle.

The "Primary Connecting Corridors" are streets that provide connections between downtown districts and to/from surrounding neighborhoods. These mixed-use corridors traverse and tie together multiple downtown neighborhoods and districts, making them good locations for community activity and gathering, public services, retail and employment opportunities.

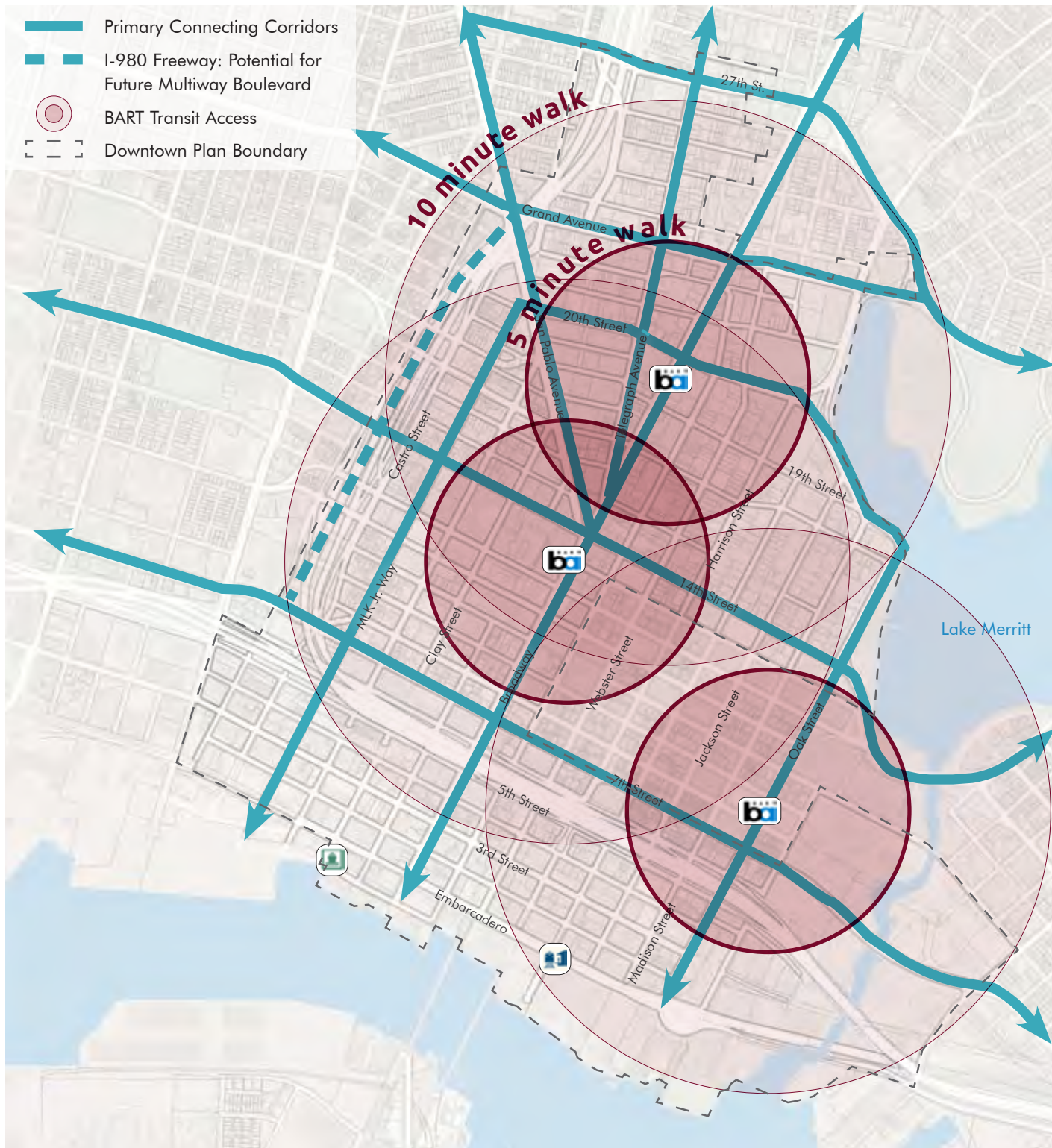


Figure LU-1: Transit Access and Connecting Corridors



ACTIVITY CENTERS AND CONNECTIONS

Figure LU-2 identifies existing and future activity centers, as well as the location of entryways and connections along the Primary Connecting Corridors.

Downtown's areas of greatest activity are centered around the BART stations, in the downtown core, and on lower Broadway / Jack London Square, where there is a clustering of entertainment destinations oriented to the waterfront.

In addition to the Connecting Corridors, the proposed Green Loop will provide an integrated system of walking and biking paths that links downtown neighborhoods, districts, and connects people to the Lake Merritt and Estuary waterfronts and to adjacent areas outside of downtown. Downtown's entries along these primary corridors and paths do not act as welcoming gateways today. Along many streets, the existing layout is unfriendly to pedestrians and cyclists, particularly where the corridors cross over or under the I-880 and I-980 freeways leading to Jack London and West Oakland, respectively. In addition to pedestrian and bicycle safety improvements, opportunities for open space, public art, and other placemaking features can be prioritized at gateways to mark the entry to downtown.

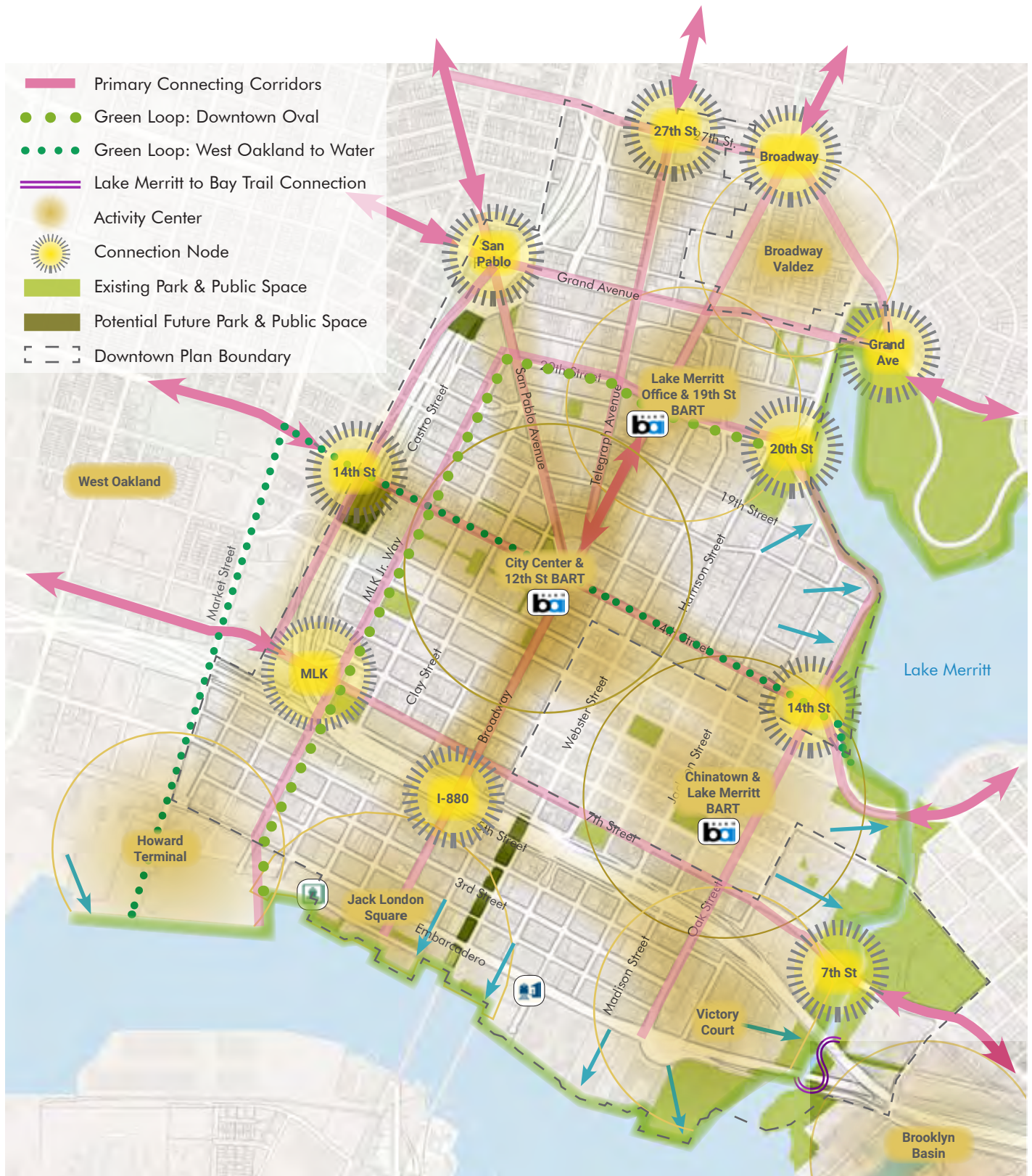


Figure LU-2: Downtown Activity Centers & Connection Nodes



IDENTIFYING SITES WHERE CHANGE IS ANTICIPATED

Downtown Oakland is currently undergoing a rapid period of growth and change. There are a number of sites where new development has been proposed and is approved or in the approval process, under construction or just recently constructed. New development on these “Anticipated Development” sites will affect downtown’s urban form and character. Notably, Brooklyn Basin, which is just outside the Plan boundary, has begun construction of new mixed-use development and open spaces along the estuary waterfront. The Brooklyn Basin development activity will likely influence the reuse of surrounding properties along the Estuary. Howard Terminal is also just outside of the Plan boundary, but under consideration for use as a new A’s stadium with additional mixed-use development.

As part of the Downtown Plan process, “development opportunity sites” were identified and mapped (see Figure LU-3). Later in this chapter, the amount of development potential for these sites is estimated to quantify the ability of future development to meet Plan goals.

The development opportunity sites include:

- Infill sites, which are vacant land (including surface parking)
- Underutilized sites, or sites with buildings that could better contribute to the public realm
- Adaptive reuse sites, where, in addition to adapting the use of the existing building, there may be opportunities to build new structures in the parking lot or to add new floors on top of the historic structure, insofar as these additions adhere to preservation guidelines and do not detract from the character of the contributing building
- Additionally, major redevelopment opportunities are identified that are at the periphery of the planning boundary and beyond the scope of the Downtown Plan, including:
 - Howard Terminal, which is outside of the plan boundary but under consideration for use as a new A’s stadium with additional mixed-use development. New investment and reuse of this site will influence development on nearby blocks.
 - The I-980 freeway, which could be converted to a surface-grade boulevard, with remaining land used for development of housing, jobs, services, and open space. Conversion of I-980 is beyond the scope of the Specific Plan and would require further feasibility analysis.

Sites that met one or more of the following criteria were considered “opportunity sites” for new development downtown:

- *Land/improvement ratio < 0.25 (this ratio is the value of improvements divided by the total value of the property)*
- *Redevelopable existing uses (i.e. parking, vacant, auto-related, low-rise commercial)*
- *Large lot size*
- *Adaptive reuse (as in the case of the Main Library)*

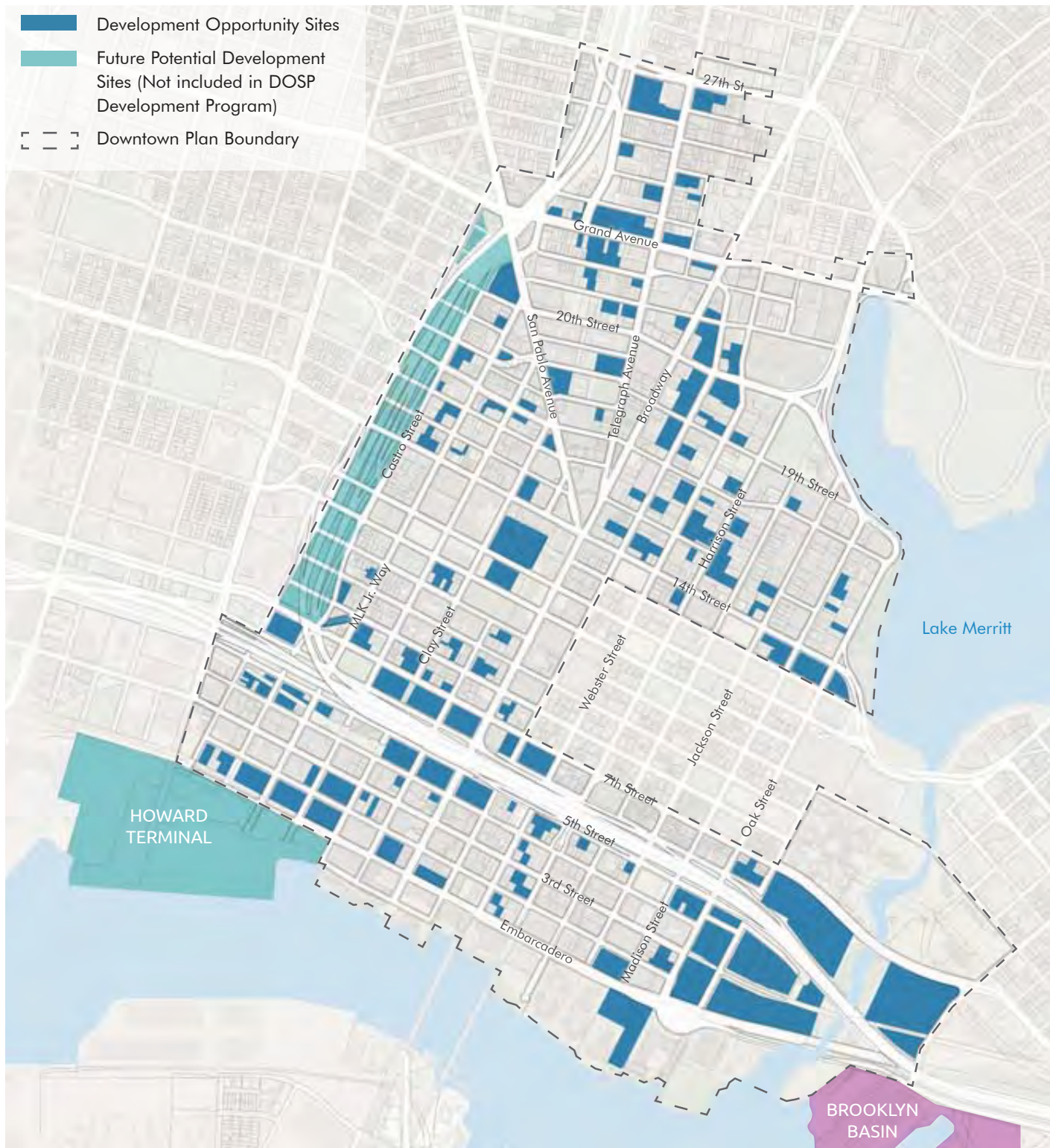


Figure LU-3: Opportunity Sites



Encouraging Incremental Development

Based on the analysis of opportunity sites, the Specific Plan identifies some areas for transformative developments, as well as other areas that can accommodate growth more gradually and fill in gaps in the existing urban fabric. Vacant, underutilized, and surface parking sites could accommodate much needed residential, entertainment, retail, arts, and office uses (Policy LU-1.2)

A first step to achieve this goal would be to create and maintain a comprehensive inventory of downtown's vacant, empty, or underutilized parcels (as preliminarily identified in Figure LU-3). As a next step, the City can conduct a more comprehensive inventory analysis that consolidates parcel data including ownership, tax assessment, potential site contamination and remediation costs, and any pending legal matters.

INCREMENTAL INFILL TO ENHANCE EXISTING CENTERS, AND OPPORTUNITIES FOR TRANSFORMATIONAL CHANGE

Vacant and underutilized opportunity sites that can support new development occur throughout the downtown. New buildings can fill the existing gaps in neighborhood street walls, respect the form and massing established by existing buildings, and make existing activity nodes, such as streets with arts enclaves, continuous retail shops and well-utilized outdoor space, more vital and complete.

Analyzing the pattern of the Opportunity Sites map reveals several areas with a clustering of sites, and areas adjacent to large opportunity sites, where larger, more transformational changes are possible, identified on Figure LU-4:

- Area 1: Serving as a bridge between Brooklyn Basin, Lake Merritt BART, and an improved Estuary Park is a cluster of opportunity sites along the Oak Street corridor and in the Victory Court area. This area, currently a mix of primarily light industrial uses, could become an intense node of mixed-use development, linking future development, public space improvements, and transit access to form a dynamic activity hub on the east side of the Jack London district.
- Area 2: Located along I-880 is a cluster of several publicly owned parcels and a couple of privately-owned parcels that could be redeveloped over time for mixed-use development.
- Area 3: Potential future land use and transportation infrastructure decisions, including the proposed reuse of Howard Terminal for a new A's stadium, and potential construction of a second transbay tube crossing and BART station in the Jack London area, could allow for significant growth and change in this area. Street improvements along Embarcadero and Water Street and a cluster of potential development sites between Embarcadero and 2nd Street could form a new mixed-use waterfront district that connects Howard Terminal to Jack London Square.
- Area 4: A cluster of opportunity sites around the 19th Street BART Station provide an opportunity to aggregate parcels for larger footprint office towers. Together with several nearby approved projects and projects under construction, this area is envisioned to be downtown's premier office hub, featuring the tallest and most dense development downtown.
- Area 5: The Grand Avenue corridor is a gateway linking West Oakland to neighborhoods around Lake Merritt. The corridor contains several sites which could be aggregated and is positioned in relative close proximity to significant new large-scale development,

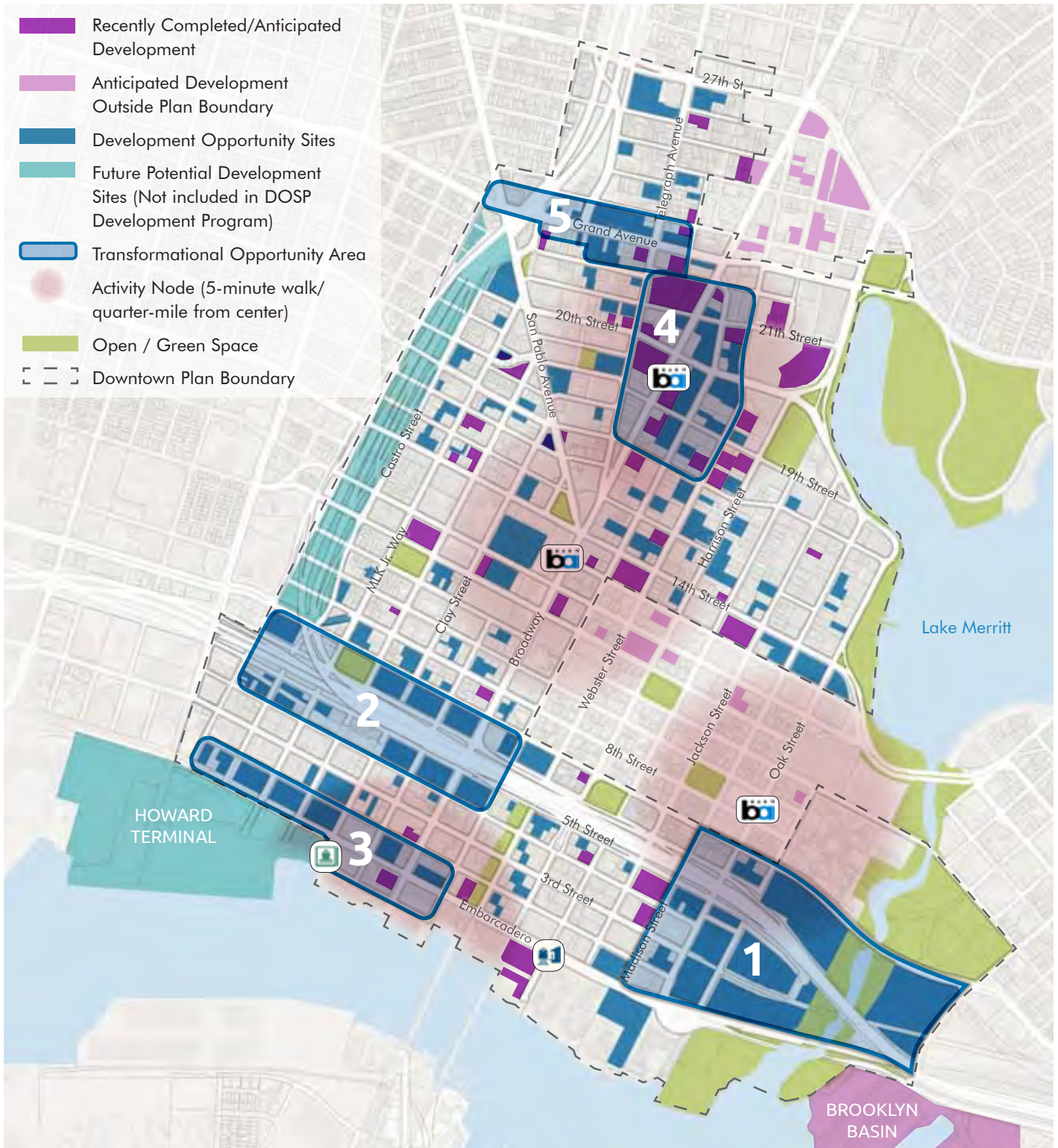


Figure LU-4: Transformational Opportunity Areas



HISTORIC RESOURCES

Downtown Oakland has a wealth of historic buildings and areas; maintaining these assets influences future development form and potential. The preservation and reuse of historic buildings is an essential element to maintaining community character. Policies to facilitate preservation and reuse should be prioritized; both new and reused buildings can help to meet Plan goals for commercial and residential spaces needed downtown.

Figure LU-5 locates the following historic resources:

- The Local, State and National Register of Historic Properties recognizes the city's most important buildings and districts, including designated Landmarks and Heritage Properties.
- Areas of Primary Importance (API) are areas that appear eligible for the National Register of Historic Places, although not all are listed as historic districts.
- Areas of Secondary Importance (ASI) are generally sites and districts of local interest.
- Potential Designated Historic Properties (PDHPs) are all properties that meet minimum significance thresholds. The City considers any property that has at least a contingency rating of C ("secondary importance") or contributes or potentially contributes to a primary or secondary district to "warrant consideration for possible preservation." PDHPs are a large group: one-fifth of the buildings in Oakland. They are meant to be "numerous enough to significantly influence the city's character."

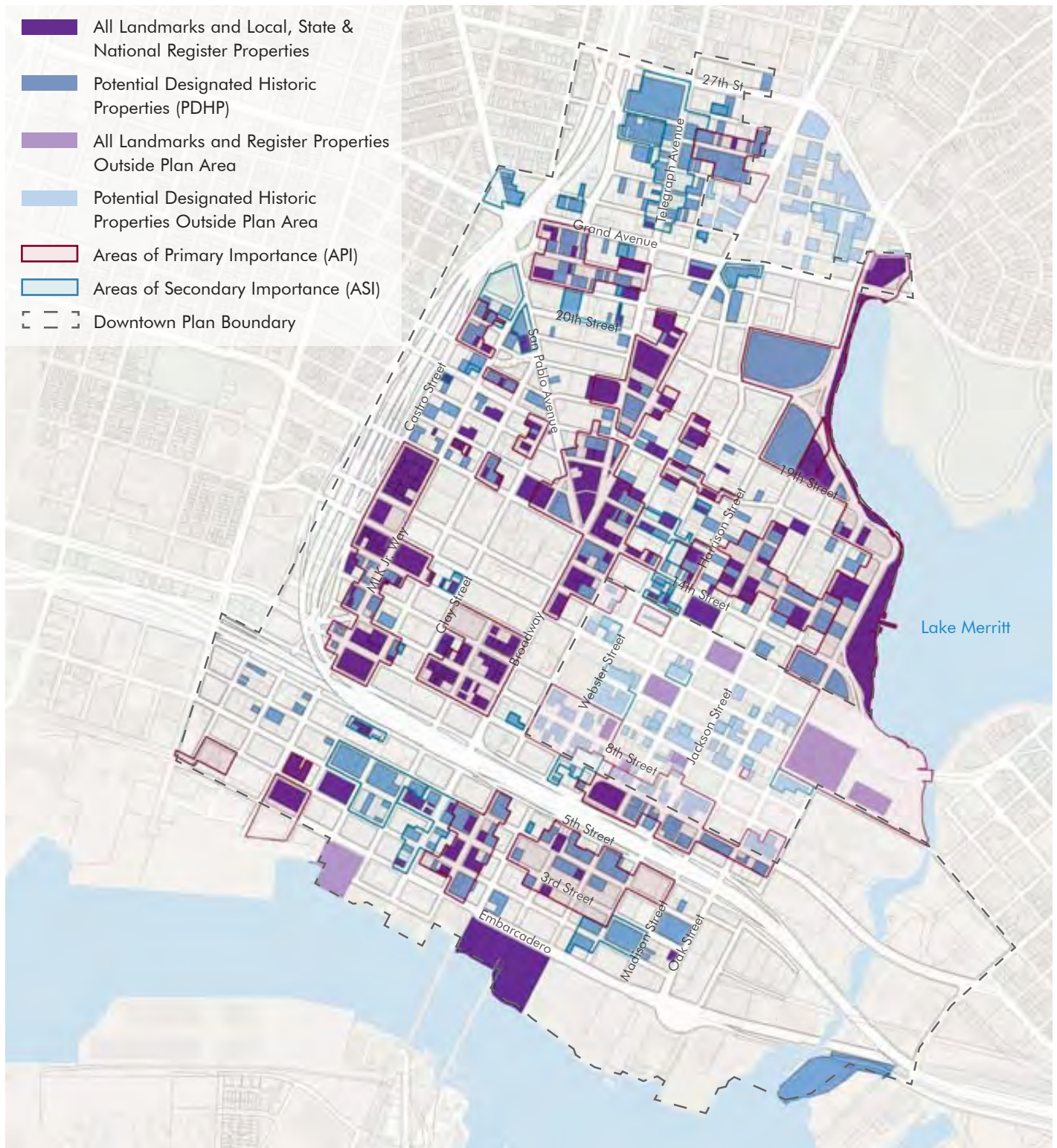


Figure LU-5: Historic Resources Map



CULTURAL RESOURCES

Downtown is home to a wide variety of civic organizations and institutions, local small businesses, community-based nonprofits, and other cultural resources. As rents have increased, the ability for these culture keepers to remain downtown has become challenged. It is essential that future development policy include provisions to support the people and community that make Oakland what it is today.

In 2018, the City of Oakland adopted its Cultural Plan that includes a draft interactive Cultural Asset Map available online. The map locates existing art galleries and studios; dance and music studios; art and bookstores; theaters; nightlife, educational and religious spaces; community spaces and organizations; public facilities and public art; open spaces; and bikeways. A high-level overview (Figure LU-6) shows a grouping of resources within downtown's central core, along 14th Street, in the Uptown/KONO area, in Chinatown, and in Jack London.

Cultural and entertainment areas are formed around these clusterings of cultural resources (Figure LU-7).



Figure LU-6: Cultural Resources Map

View details at <http://oakqis.maps.arcgis.com/apps/View/index.html?appid=d03eea33b23c4e679466c52bf3b6844b>

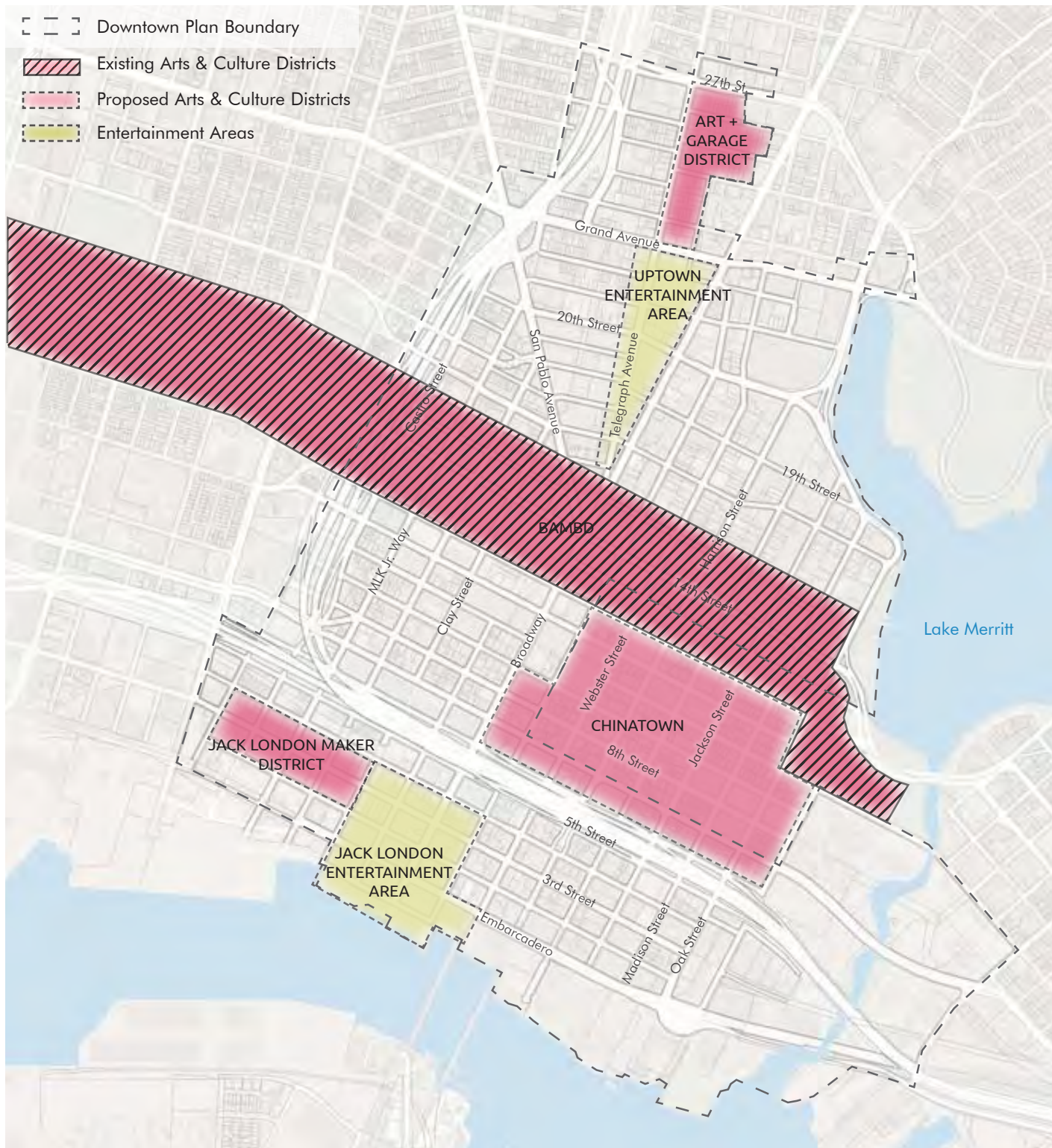


Figure LU-7: Existing and Potential Cultural & Entertainment Areas Map



*Plan includes an alternative without the Jack London Maker District.

CHAPTER 06: LAND USE & URBAN FORM

STRATEGIES



Land Use & Urban Form Strategies

The Strategies apply the community's vision to downtown parcels and public spaces and identify the intensities of development and types of environments desired for each neighborhood.

EXECUTING THE VISION FOR DOWNTOWN

The Strategies describe policies and actions to implement the Plan's vision for downtown's physical environment, locating areas of intensity and opportunities for transformative change that are positioned around transit and activity nodes. It also identifies defining historic and cultural assets. The Land Use Strategies identifies character areas and intensity levels based on the community's vision for individual neighborhoods and an analysis of existing regulatory and physical conditions, aimed to balance desired outcomes for equity, housing, placemaking, arts, culture, mobility, and economic opportunity.

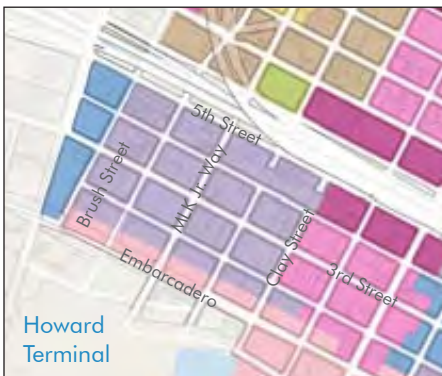
These strategies establish the basis for proposed General Plan amendments, revised zoning regulations, and supplemental design guidelines to guide development and public space improvements in the near term. It also is intended to synergize with recent and proposed nearby developments, such as the Brooklyn Basin project and the proposed A's stadium at Howard Terminal; and help set the stage for longer-term transformational opportunities outside the scope of the Downtown Plan, such as a second Transbay Tube crossing, a potential Jack London BART station, and the potential conversion of I-980 to a multiway boulevard.

Most importantly, the Land Use Strategies fit into a larger economic development strategy for downtown. With the city's adoption of impact fees in 2016, new development not only increases downtown's tax base, but also increases the amount of money collected to fund affordable housing, transportation, and capital improvements. Also, creation of a streamlined zoning incentive program will ensure that both the public and project sponsors know exactly what community benefits a project will be required to provide in order to receive a building intensity bonus of additional height, density and/or floor area ratio.

The Land Use Strategies establish a vision for future growth and preservation; it is based on identification of opportunities and envisioned future improvements, as well as the location of existing resources and historic patterns.

Character & Intensity Strategies

Figure LU-8b: Proposed Land Use Character Map Alternative



The City is currently undertaking a study to reuse the Howard Terminal site for a new baseball stadium, waterfront open space, and mixed-use development. There is also potential for a second transbay tube crossing and BART station that could be placed in the current I-980 alignment. If these changes move forward, the land use and character of surrounding blocks, could be changed as follows:

- Area between Brush, Clay, 2nd and 4th Streets can become Mixed Use Flex meaning the form and character of the proposed Jack London Maker District (along 3rd Street) is not preserved in this option.
- General Plan Amendments for this same area would change to EPP Mixed Use District.

Proposed Character Map

The Proposed Character Map implements the vision of the Downtown Plan and identifies the type of environment envisioned for each downtown neighborhood, district and corridor.

Focused around the existing downtown BART stations, the greatest intensity of development will remain in the Downtown Core. Provisions for minimum levels of office space in key corridors and opportunity sites within this Core area can ensure its purpose as an employment center is fulfilled (see Figure LU-11). The “Connecting Corridors” are identified as Mixed-Use Pedestrian Corridors, which act as hubs of community activity; new development in these corridors will have a particular focus on active ground floor frontages to enliven the sidewalk and create a quality pedestrian realm. There would be three types of Pedestrian Corridors (I, II, and III) that vary in intensity based on the surrounding context. Opportunities for transformational change, such as the Oak Street corridor, are mapped for their ideal future conditions.

Significant historic resources and cultural districts also inform the Land Use Character Map. Portions of the Lakeside neighborhood, Old Oakland and the area west of San Pablo Avenue are identified as Mixed Residential, reflecting the residential character of historic buildings. Historic warehouse areas such as the Produce Market and 25th Street in KONO are identified as Flex Industry. The 3rd Street area west of Clay Street in Jack London is also identified as Flex Industry in the base proposal, but is alternatively considered in Figure LU-8b as Mixed Use Flex (which would permit residential development). The proposed Intensity Map (Figure LU-10) further reinforces the character for these areas, to ensure future development is consistent with the existing context.

One key aspect of the economic development strategy for downtown, in addition to encouraging more housing and commercial development in general, is to preserve and encourage more spaces for arts, culture, and light manufacturing. Downtown’s artist and maker communities are important contributors to Oakland’s creative and cultural economy. To address this priority, the Land Use framework introduces a Mixed-Use Flex in addition to the Flex Industry character area, to allow for a wider range of flexible ground floor uses in Jack London and KONO. Furthermore, arts and cultural districts are proposed to ensure a certain percentage of floor area for projects in key areas accommodate uses consistent with the district’s overall character and vision (see Policy C-1.1).

Downtown Specific Plan:

- Mixed-Use, Downtown Core
- Mixed-Use, Pedestrian Corridor - III (highest intensity)
- Mixed-Use, Pedestrian Corridor - II (medium intensity)
- Mixed-Use, Pedestrian Corridor - I (lowest intensity)
- Mixed-Use, Waterfront/Entertainment
- Mixed-Use, Urban Residential
- Mixed-Use, Flex
- Flex Industry
- Light Industry
- Mixed-Use Institutional
- Mixed Residential
- Open Space
- Downtown Plan Boundary

Existing Lake Merritt Station Area Plan:

- Commercial District
- Pedestrian District - 275
- Pedestrian District - 175
- Pedestrian District - 85
- Pedestrian Transition District
- Flex District
- Institutional District
- Urban Residential District
- Open Space District

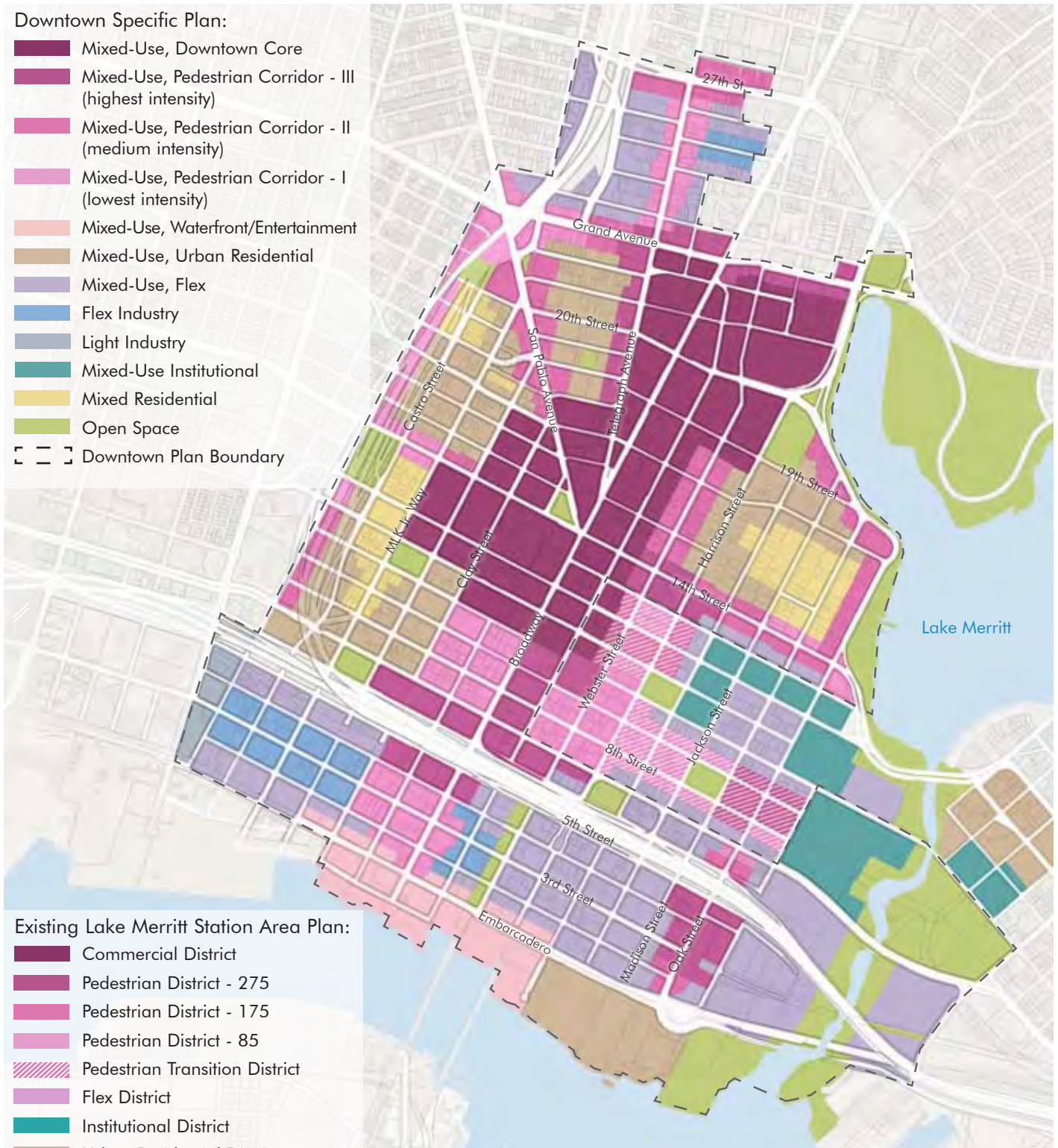


Figure LU-8a: Proposed Land Use Character Map

← Less Intense

	FLEX INDUSTRY	MIXED RESIDENTIAL	MIXED-USE, WATERFRONT / ENTERTAINMENT	MIXED-USE, FLEX
				
INTENDED CHARACTER	The “Flex Industry” character area would encourage a walkable, urban area of interconnected streetscapes with a variety of small-to-large footprint buildings that can accommodate light industrial or commercial uses and encourage investment and economic opportunity. This area would include a mix of industry/businesses, such as light industrial, warehousing and manufacturing/maker space. Buildings may include artist studio or production space. This type of environment is currently found in Jack London, as well as in the historic Garage district.	The “Mixed Residential” character area would encourage a walkable, urban area of interconnected residential neighborhood streetscapes with medium intensity housing choices in small-to-medium footprint buildings at or near the sidewalk that support neighborhood-serving retail and services downtown. This area would include a mix of medium-density housing types, such as small apartments, townhouse, and duplexes. This type of environment is currently found in portions of Lakeside, the area west of San Pablo Ave and near I-980 where existing smaller-scale residential (often historic) buildings exist.	The “Mixed Use Waterfront / Entertainment” character area would encourage a walkable, urban area of interconnected tree-lined, mixed-use streetscapes and waterfront paths with small-to-large footprint buildings at or near the sidewalk, all of which form a waterfront destination. This district would include mid-intensity building types with a focus on providing retail/restaurant/entertainment destinations.	The “Mixed Use, Flex” character area would encourage a walkable, urban area of interconnected mixed-use streetscapes with a variety of small to large footprint buildings that can accommodate a diverse range of uses to reinforce the existing pattern of diverse walkable neighborhoods and encourage investment and economic opportunity. This mixed-use zone allows flex uses at the ground floor, including manufacturing/maker space, artist studio, or production space. Ground floor activities will be restricted to uses compatible with upper floor residences.
DESIRED FORM	Attachment Attached or Semi-Detached	Attachment Semi-Detached	Attachment Attached or Semi-Detached	Attachment Attached or Semi-Detached
	Lot Width Narrow-to-Large	Lot Width Narrow-to-Medium	Lot Width Narrow-to-Large	Lot Width Narrow-to-Large
	Footprint Small-to-Large	Footprint Small-to-Large	Footprint Small-to-Large	Footprint Small-to-Large
	Front / Side Setback Small-to-None	Front / Side Setback Medium-to-Small	Front / Side Setback Small-to-None	Front / Side Setback Small-to-None
	Intensity Low to Medium Intensity	Intensity Low Intensity	Intensity Low to Medium Intensity	Intensity Medium to High Intensity
	Frontages Terrace, Dooryard, Shopfront	Frontages Porch, Stoop, Terrace, Dooryard (Entrance Every 75’)	Frontages Terrace, Dooryard, Stoop, Lightcourt, Shopfront	Frontages Terrace, Dooryard, Shopfront
	Ground Floor Flush with Sidewalk or Slightly Elevated	Ground Floor Elevated	Ground Floor Elevated (Residential); Flush with Sidewalk (Non-Res)	Ground Floor Flush with Sidewalk or Slightly Elevated
USE	Light industrial including neighborhood-supporting commercial	Primarily residential	Mixed-use, non-residential ground floors at corners and along main corridors	Light industrial, including supporting mixed-use

Table LU-1: Land Use Character Areas

The proposed land use character areas would implement the Specific Plan land use vision. The standards above describe the intent, desired uses and building form for each area.

More Intense →

MIXED-USE, URBAN RESIDENTIAL	MIXED-USE, INSTITUTIONAL	MIXED-USE, PEDESTRIAN CORRIDOR	MIXED-USE, DOWNTOWN CORE
			
<p>The “Mixed Use, Urban Residential” character area would encourage a walkable urban area of interconnected tree-lined, neighborhood streetscapes with medium-to-high intensity housing choices in small-to-large footprint buildings at-or-near the sidewalk, to support neighborhood-serving retail and services at some corners and along key corridors in this zone. Buildings would range from townhouses/ small apartments to mid- and high-rise apartments. Ground floors may be commercial or residential, upper floors are typically residential.</p>	<p>The “Institutional, Mixed Use” character area would encourage a mix of uses to complement Laney College may occur on development opportunity sites in this area. Medium- to high-intensity development is envisioned in areas leading to the Lake Merritt BART Station.</p>	<p>The “Pedestrian Corridor” character areas would encourage a walkable urban area of interconnected, tree-lined, mixed-use city center streetscapes with high intensity housing choices in small-to-large footprint buildings with non-residential ground floors at the sidewalk, to reinforce and enhance the vibrant city core and form complete neighborhoods with locally-serving retail, artisan and arts, services, employment, entertainment, civic, and public uses. These corridors would link neighborhoods together and serve as the mobility spines of downtown.</p>	<p>The “Mixed Use, Downtown Core” character area would encourage a walkable urban area of interconnected, tree-lined, mixed-use city center streetscapes with the most intense mix of uses centering on commercial office uses, with some housing choices in medium-to-large footprint buildings with non-residential ground floors at the sidewalk, that provides a focal point to reinforce and enhance the vibrant, walkable city core. This area would be concentrated around BART stations in the Central Core and Lake Merritt Office districts. Buildings located here would typically be mid-rise to high-rise.</p>
Attachment Attached or Semi-Detached	Attachment Attached or Semi-Detached	Attachment Attached	Attachment Attached
Lot Width Narrow-to-Large	Lot Width Narrow-to-Large	Lot Width Narrow-to-Large	Lot Width Medium-to-Block
Footprint Small-to-Large	Footprint Small-to-Large	Footprint Small-to-Large	Footprint Medium-to-Block
Front / Side Setback Small-to-None	Front / Side Setback Per adj. Character Area	Front / Side Setback None	Front / Side Setback None
Intensity Medium to High Intensity	Intensity Medium to High Intensity	Intensity Low to High Intensity	Intensity Medium to High Intensity
Frontages Terrace, Dooryard, Stoop, Light-court (Old Oakland), Shopfront	Frontages Per adj. Character Area	Frontages Terrace, Dooryard, Shopfront, Forecourt	Frontages Terrace, Dooryard, Shopfront, Forecourt
Ground Floor Elevated (Residential); Flush with Sidewalk (Non-Res)	Ground Floor Per adj. Character Area	Ground Floor Flush with Sidewalk or Slightly Elevated	Ground Floor Flush with Sidewalk or Slightly Elevated
Mixed-use, non-residential ground floors at corners and along main corridors	Primarily civic or institutional, non-residential ground floor	Mixed-use, non-residential ground floor	Mixed-use, non-residential ground floor

INTENT STATEMENT

DESIRED FORM

USE

Existing Intensity Map

The Existing Intensity Map (Figure LU-9) identifies the current maximum height, density, and Floor Area Ratio (FAR) permitted for each downtown zone, as summarized in Table LU-2. There is opportunity to permit additional density or intensity in some downtown areas to achieve Plan goals, as part of zoning updates for Jack London or through a bonus incentive program that prioritizes needed community benefits.

Opportunities for increased intensity include the Central Core (near transit and where mixed-use workplace opportunity sites are present); areas of Koreatown/Northgate (KONO) that have much lower allowed height than the balance of downtown (excluding historically significant areas) and that line major corridors (Telegraph Avenue, 27th Street); the I-980 corridor; and portions of Jack London identified as transformational opportunity areas (Figure LU-4), including the Oak Street corridor and Victory Court. This map does not capture all sites where some increase in intensity could be permitted, but rather areas with the most significant potential for change from existing regulations.

**Table LU-2:
Existing Intensity Regulations**

Existing downtown zoning districts include Central Business District (CBD), Lake Merritt Station Area Districts (LM), Community Commercial (CC), and Urban Residential (RU) zones

General Plan intensity regulations are referenced for Jack London as these have been the controlling factors most often applied for new development in this area

	Intensity Area	Height Maximum	Density	FAR [†]	Max Density with State Bonus ^{††}	Max FAR with PUD Bonus ^{†††}
	CBD - 1	55'	300 SF	4.5	222.2 SF	5.625
	CBD - 2	85'	200 SF	6.0	148.1 SF	7.5
	CBD - 4	275'	90 SF	14.0	66.7 SF	17.5
	CBD - 5	400'	90 SF	17.0	66.7 SF	20.0
	CBD - 6	No Limit	90 SF	20.0	66.7 SF	20.0
	CBD - 7	No Limit	90 SF	20.0	66.7 SF	20.0
	LM - 45	45'	450 SF	2.5	333.3 SF	3.125
	LM - 85	85'	225 SF	5.0	166.7 SF	6.25
	LM - 175	175'	110 SF	8.0	81.5 SF	10.0
	LM - 275	275'	110 SF	12.0	81.5 SF	15.0
	CC - 35	35'	550 SF	2.0	407.4 SF	2.5
	CC - 45	45'	450 SF	2.5	333.3 SF	3.125
	CC - 60	60'	375 SF	3.0	277.8 SF	3.75
	CC - 75	75'	275 SF	4.0	203.7 SF	5.0
	CC - 90	90'	225 SF	4.5	166.7 SF	5.625
	RU-3	60'	450 SF	NA	157.4 SF	NA
	PM	No Limit	NA	1.0	NA	1.25
	OPR	No Limit	1,089 SF*	2.0	806.7 SF	2.5
	LI-1	No Limit	1,089 SF*	2.0	806.7 SF	2.5
	WMU	No Limit	817 SF*	2.0	605.2 SF	2.5
	WCR-1	No Limit	NA	3.0	NA	3.75
	RD&E-1	No Limit	NA	3.5	NA	4.375
	Business Mix	No Limit	NA	4.0	NA	5.0
	WWD	No Limit	327 SF*	5.0	242.2 SF	6.25
	MUD	No Limit	261 SF*	5.0	193.3 SF	6.25
	RD&E-2	No Limit	261 SF*	7.0	193.3 SF	8.75

*For the sake of comparison these have been converted from Dwelling Units Per Acre (DUA) to square feet of lot area per unit using a 78% gross-to-net conversion factor (e.g. 100 DUA = 261.4 SF of lot area per unit)

†FAR does not include parking or loading areas

†† Refers to the 35% max density bonus awarded to eligible residential projects that provide affordable housing, senior housing, and/or childcare facilities

††† Refers to the 25% max FAR bonus awarded to eligible to eligible Planned Unit Development (PUD) projects in which the total land area exceeds 60,000 square feet

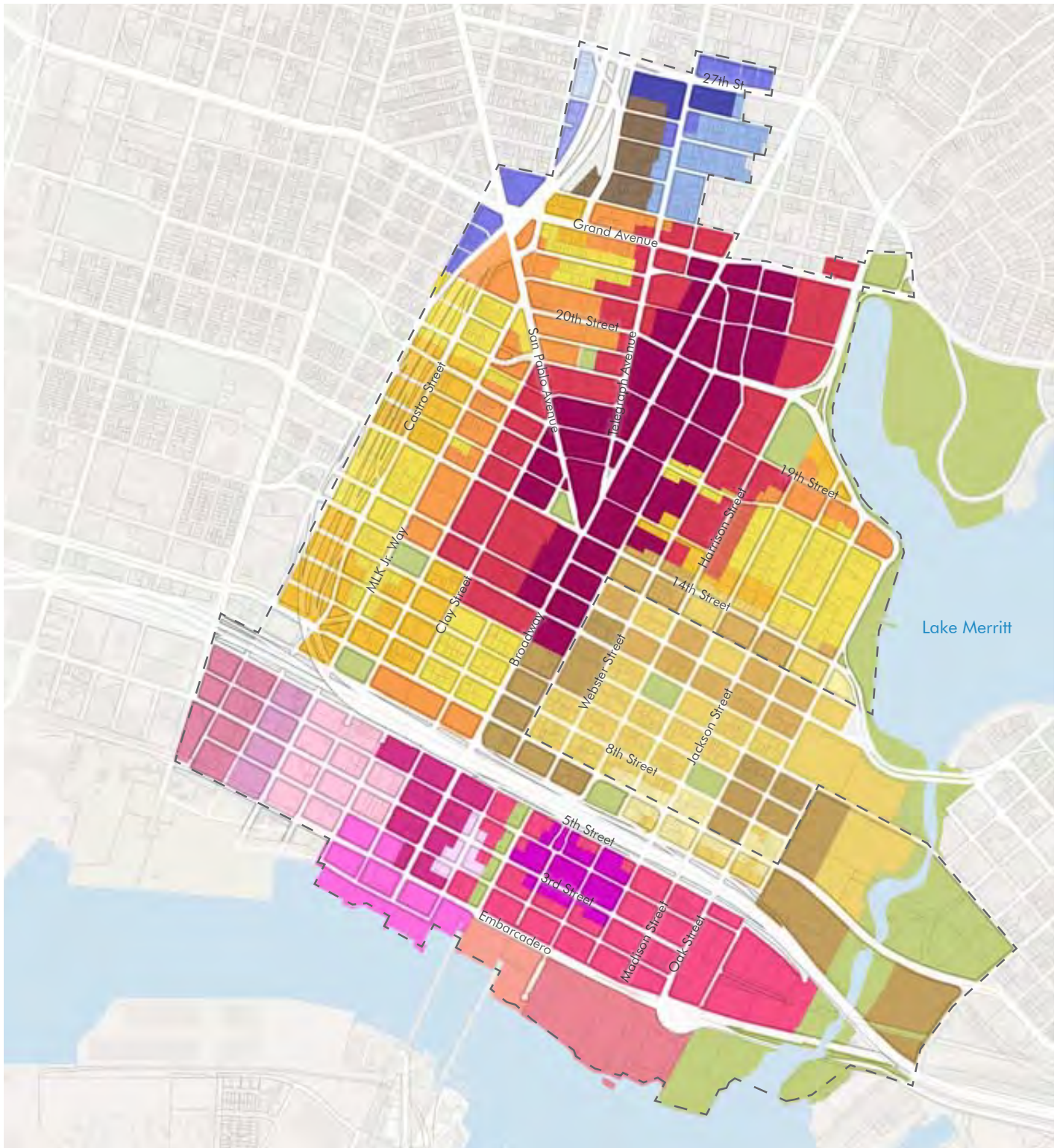
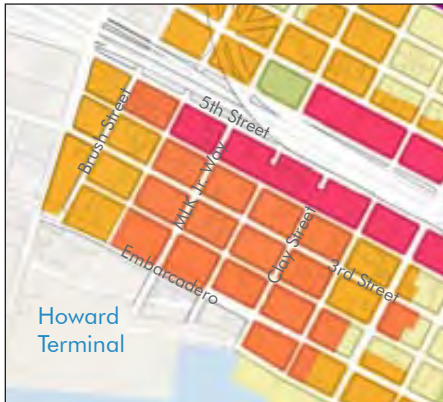


Figure LU-9: Existing Intensity Map



Figure LU-10b: Proposed Maximum Intensity Map Alternative 1





Proposed Intensity Map

Considering the areas of opportunity for increased intensity identified in Figure LU-9, Figure LU-10a illustrates the potential range in scale of future building heights and intensities in the downtown. The purpose of this map is to show the proposed levels of allowed height and intensity in relation to each other, as the areas that could be subject to a Zoning Incentive Program. Proposed Heights and Floor Area Ratios (FAR) are preliminary and will be further refined based on community input and the results of the ongoing Zoning Incentive Feasibility Study. This study will help to determine how much change between base and bonus intensity is most likely to incentivize developers to participate in such a Zoning Incentive program. With these findings, the heights and FARs will be calibrated to maximize value capture downtown without hindering future growth and development.

Intensity Alternative

As previously described in Figure LU-8b, a study is currently underway to use the Howard Terminal site for a new baseball stadium, waterfront open space, and mixed-use development. If these changes move forward, the intensity of development in the surrounding blocks, should be adjusted. Figure LU-10b illustrates this alternative, with increased intensity for the area between Brush, Washington, 2nd and 4th Streets adjacent to Howard Terminal. This increased intensity could be permitted as part of the proposed Zoning Incentive Program.

	Intensity Area	Proposed Max Height	Proposed Max FAR	Proposed Max Density
	1-Lowest	45'/55'	2.0/3.5	300/1,089 SF
	2	65'	5.0	250 SF
	3	85'	7.5	200 SF
	4	175'	12.0	110 SF
	5	275'	12.0/17.0	90 SF
	6	450'	20.0	87 SF
	7	No Limit	22.0	80 SF
	8-Highest	No Limit	30.0	65 SF

-  Areas subject to Zoning Incentive Program to achieve maximum FAR, height and/or density
-  Downtown Plan Boundary

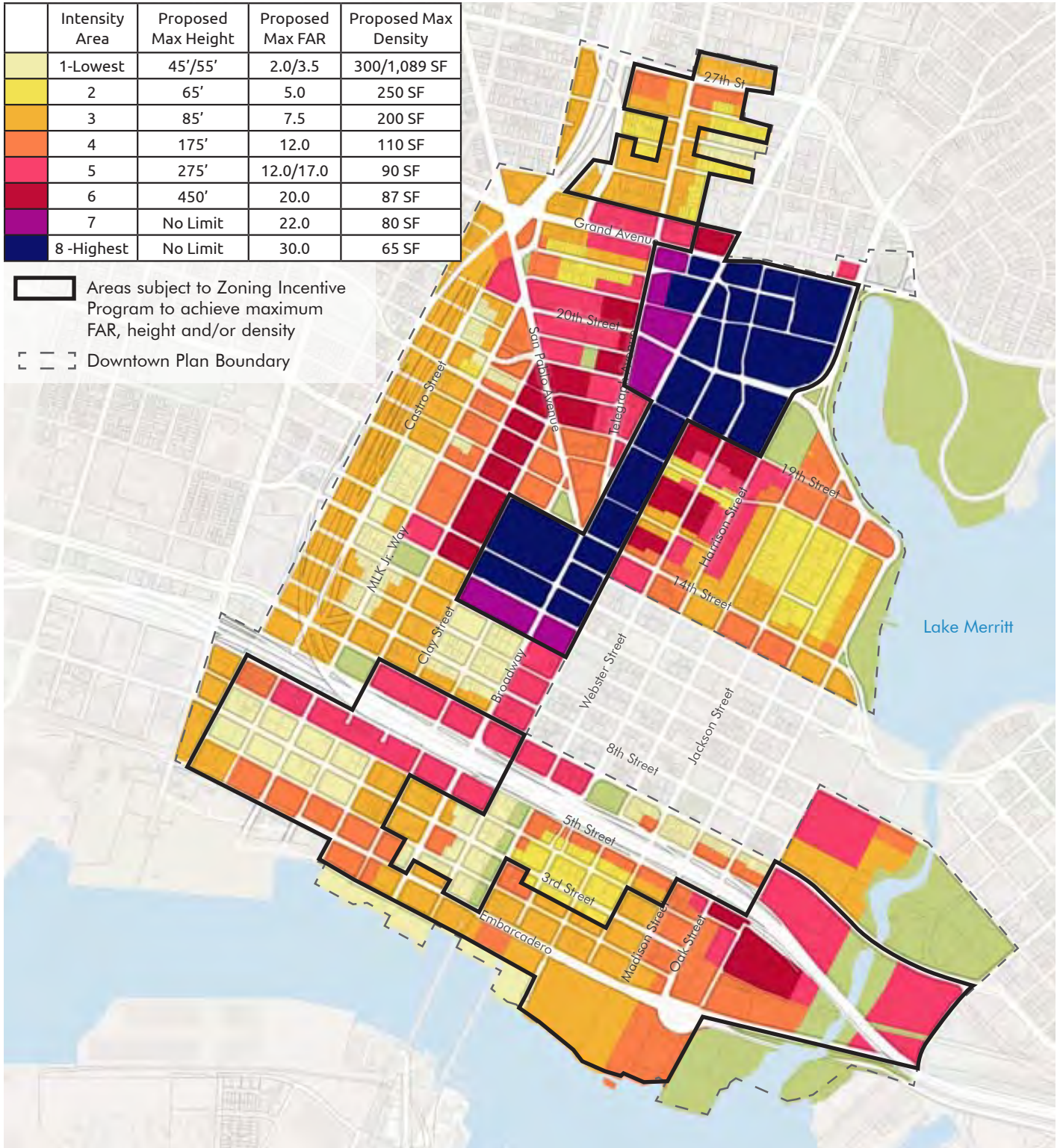


Figure LU-10a: Proposed Maximum Intensity Map



Based on feedback the following benefits were preliminarily identified as community priorities; these could be realized in exchange for bonus intensity as part of a zoning incentive program:

- Affordable Arts & Production, Distribution and Repair (PDR) Space
- Affordable Neighborhood Retail / Commercial (including nonprofit space)
- Public Open Spaces (including investment in new and existing parks both capital investment in facilities as well as programming)
- Investment in Malonga Casquelourd Center for the Arts, Oakland Asian Cultural Center, Lincoln Recreation Center and Main Branch of the Oakland Public Library
- Historic Preservation
- Childcare
- Job Training Programs
- Arts Activities
- Subsidized transit passes
- Culturally-appropriate streetscape infrastructure
- Public restrooms
- Storage lockers for unhoused residents
- Stipends for low-income residents to participate in Specific Plan Implementation Committee

Zoning Code Update

As the Specific Plan is finalized, new zoning regulations can be introduced that more closely align with community goals and feasible development potential. Key issues that the zoning update will address are summarized here.

ESTABLISH DEVELOPMENT HIERARCHY BASED ON LAND USE CHARACTER AND INTENSITY MAPS

The Land Use Character Map and Intensity Map establishes a clear development hierarchy for downtown, depicting nodes and corridors of activity and intensity, as well as transitions to areas of preservation and less intensity. New development downtown should be consistent with the overall community vision established by this Plan.

The qualitative information provided in Table LU-1 can guide implementation of the envisioned environments of each Character Area through physical character and form, intensity of development, type of place, and mix of uses in that environment. Of particular importance is establishing built form and lot standards for each Character Area, including, but not limited to:

- Maximum and minimum lot width and depth
- Maximum building footprint
- Front and side building setbacks (base and tower)
- Minimum and maximum building heights

UNLOCK BONUS DEVELOPMENT POTENTIAL IN EXCHANGE FOR NEEDED COMMUNITY BENEFITS

The Specific Plan will ensure that downtown’s continued growth and revitalization provides community benefits to local residents and the broader community. As part of the planning effort, the City is studying how upzoning areas of downtown would affect land value and, to what extent and through what approaches, this value creation may provide funding for pre-defined community benefits based on Plan goals. Zoning Incentive programs are founded on this concept of “value capture,” an approach in which a public entity recovers value for public purposes. A carefully calibrated zoning incentive program can apply to development projects of any size, with clearly identified benefits to be provided in exchange for increases in building intensity. The increased intensity allowed can be in the form of increased height, Floor Area Ratio (FAR), and/or density (to encourage micro-units and other affordable-by-design residential unit types).

Today, increasing demand by the public for community benefit agreements (CBAs) often results in drawn-out negotiations that slow down project approvals and do not always focus on the overall community’s most urgent needs. A zoning incentive program would establish a clearer, more defined approach to ensuring that community benefits from new real estate development projects fulfill unmet development objectives while also providing transparency to developers. An adopted bonus program would establish a finite number

of consistent, pre-defined community benefits that must be provided by development in exchange for increases in building intensity. Finalizing a development incentive program for downtown and its menu of pre-defined benefits will be done in partnership with the community.

The State of California's Affordable Housing Density Bonus Law is an example of a zoning incentive value-capture program. Under this law, developers are granted additional density (i.e., the right to build additional market-rate units) in return for their development of affordable-housing units. Whenever a city offers planning and zoning flexibility, an additional increment of value is created, and it is appropriate for the project developer to share a portion of that value gain with the community for use toward a public benefit.

STUDY INTENSITY IN GENERAL PLAN

The updated zoning regulations for downtown may also include an increase in the Floor Area Ratio (FAR) and density permitted under the General Plan, particularly for portions of the plan area where an increase in intensity is desired, to be consistent with the proposed new bonus provisions. Increasing the maximum FAR and density in select downtown locations will not only capture value and contribute to community benefits, but it can also add intensity to the downtown without requiring lot aggregation, which often results in overly large building footprints and bulky podiums. Increasing FAR would also make it possible to develop iconic skyscrapers in key locations, such as near the 12th Street and 19th Street BART Stations.

SUPPORT CULTURAL DISTRICTS THROUGH ZONING

The City can establish a Cultural Districts Program. The new cultural districts program would establish a process for the cultural district application, public review, and adoption process, as well as the process for developing a detailed implementation plan as part of any new cultural district name and boundary. A Cultural Districts Program would formalize a collaborative partnership between the City and communities and, ideally, identify resources to stabilize vulnerable communities and to preserve, strengthen, and promote the city's cultural assets and diverse communities. The program should also seek to identify appropriate City departments to become partners in the districts' establishment and implementation (see Policy C-1.1). New zoning regulations will be developed to encourage more arts uses downtown as outlined in Chapter 4, policy C-1.10. Zoning tools that will be explored include incentives for arts and culture uses through a cultural density bonus, requiring ground floor cultural space in new development in certain areas, and updating the "arts & culture" land use category, limiting competing uses, such as bars and cannabis uses, among other tools.

Cultural District candidates discussed as part of this planning process include the 14th Street Black Arts Movement and Business District (adopted by Oakland City Council in 2016); Chinatown Cultural Heritage District; Art & Garage District in KONO; and the Jack London Maker District.

Affordable Housing is also a critically needed community benefit. The analysis underway on the feasibility of the proposed zoning incentive program will consider the value creation that may be derived from State Density Bonus Law and how this would potentially affect the City's incentive zoning policy. The gap in affordable housing funding is also being addressed in the Specific Plan through a number of other recommended programs and policies, such as:

- Study increasing the city's affordable housing impact fees, with a goal of dedicating a portion of revenues for downtown specifically (Policy H-1.4)
- Explore the creation of a new long-term revenue stream for downtown, with a significant portion of the revenues dedicated to affordable housing retention and production, such as an Enhanced Infrastructure Financing District (EIFD) (Policy H-1.5).
- Study an inclusionary housing policy for downtown as part of re-assessing the city's affordable housing impact fees (Policy H-1.12)
- The Draft Plan also proposes several other affordable housing-related policies as part of Outcome H-1.

Future Development Potential of Workplace Opportunity Sites

The amount of office development from the overall Downtown Oakland Specific Plan Development Program (Table LU-8) that could be built on the identified workplace priority sites in Figure LU-11 is equal to:

- 14,000,000 Gross SF Office (83% of the total DOSP Future Office)
- 550,000 Gross SF Retail / Neighborhood Commercial (24% of the Total DOSP Future Retail / Neighborhood Commercial)

INCLUDE UPDATE TO JACK LONDON AREA ZONING

The zoning for the Jack London area dates to the 1960s and is inconsistent with the General Plan. The area was not included in recent 2009 and 2011 citywide zoning updates. Implementation of the Downtown Plan will make the zoning for the Jack London district consistent with the community vision to create an iconic waterfront that is a regional and local amenity with dining, living, entertainment, and civic uses.

INCORPORATE REQUIRED PUBLIC REALM DESIGN STANDARDS

New zoning provisions should incorporate elements described in the Urban Design Strategies section of this chapter, including provisions for active and transparent building facades, standards for Primary and Secondary Pedestrian Streets, and enhanced streetscape design. In addition, provisions should address the quality and type of publicly accessible open space that is required with new development. The design elements for Broadway, downtown's main thoroughfare, are described in Figure LU-17.

STREAMLINE APPROVALS, CREATE PREDICTABLE OUTCOMES

A goal for the downtown zoning amendments should be to streamline the project approvals process and offer predictability for developers and the community. This can be done by clearly defining the desired urban form and maximum intensity of future development, including identified community benefits that should be provided in exchange for any bonus intensity.

DESIGNATE OFFICE OPPORTUNITY SITES

The Downtown Core area, centered around existing BART stations, provides a hub of workplaces that serves the downtown community and region. The Land Use Framework seeks to balance the need for office space (which produces jobs), with market forces for residential development. Given Downtown Oakland's competitive advantages for employment in office-based sectors, maintaining the availability of office space will be critical. While downtown has a significant amount of developable land, there are a limited number of prime office sites, which must be appropriately-sized (large enough floorplate) and preferably located near BART stations and existing office concentrations at City Center and the Lake Merritt Office District.

Estimates of Downtown Oakland's potential capture of additional office space demand over the next 20 years vary from 10 million to 20 million square feet of space, and significantly more over additional time. Despite this demand, prime office sites could potentially be lost in the near future to development for residential uses, which is currently more lucrative. Accommodating demand for additional office development could also potentially moderate price increases at relatively affordable Class B and Class C office buildings for businesses and nonprofit organizations that cannot afford higher rents.

Figure LU-11 supplements the Land Use Character Map by locating Office Priority Sites near BART stations within the Mixed-use Downtown Core Character area. Zoning updates for these identified Office Priority Sites can

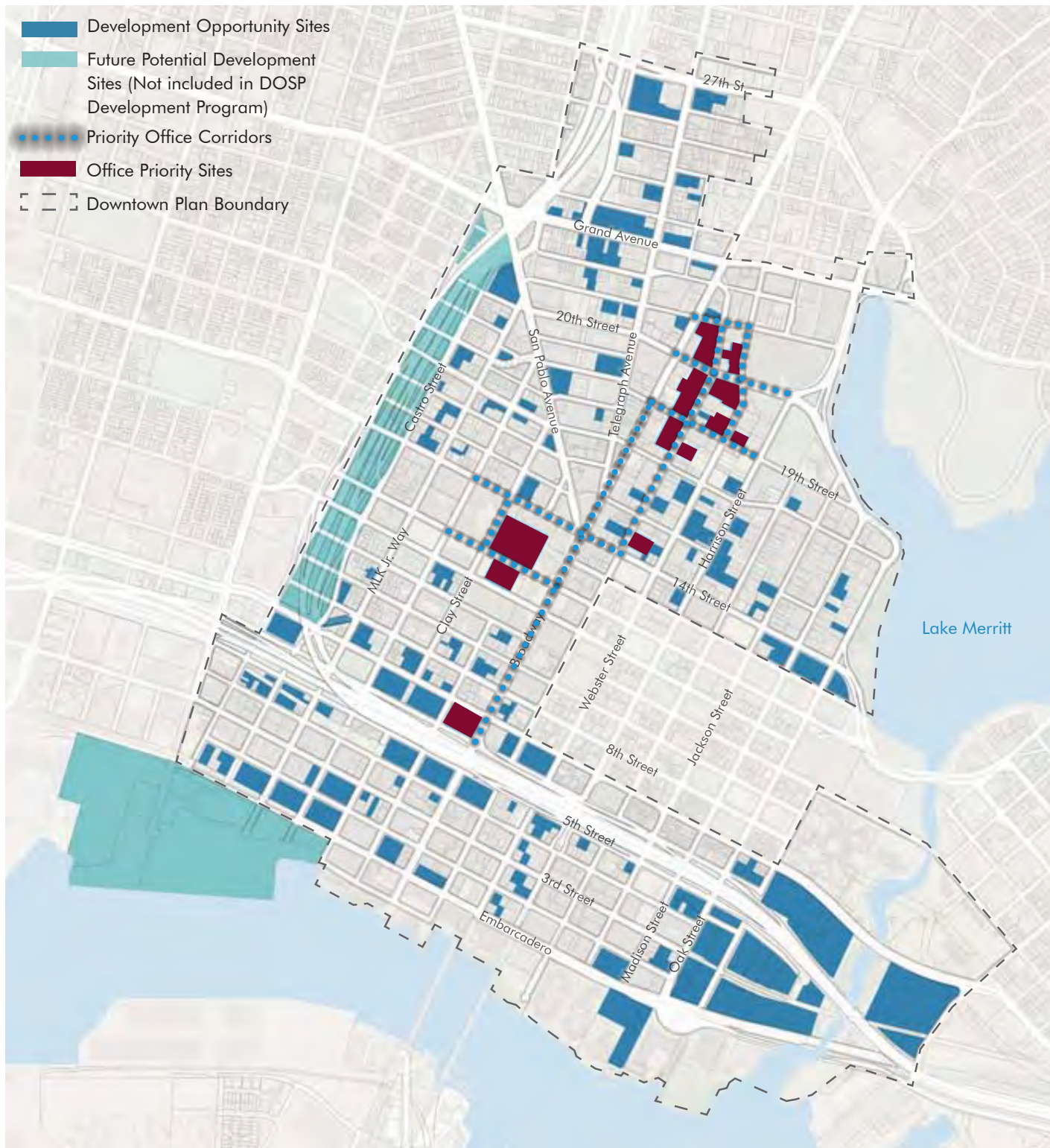


Figure LU-11: Office Priority Sites Map



require new mixed-use development that has a designated percentage of gross floor area to be dedicated to commercial office space (see Policy LU-1.4).

General Plan Policy Direction

The governing policy direction for downtown is contained in the Oakland General Plan Land Use and Transportation Element (LUTE) and Estuary Policy Plan (EPP). The LUTE governs the downtown area north of I-880. The EPP governs the Jack London area south of I-880. Achieving the vision for downtown will require amendments to both of these land use elements.

The Land Use and Transportation Element identifies downtown as a “showcase district.” This designation for downtown is intended to highlight the importance of downtown as a “mixture of vibrant districts, each with a unique identity, all contributing to around-the-clock activity and continued expansion of job opportunities.”¹ A key component of the General Plan LUTE vision is support for downtown growth in office activity and new housing. The Downtown Oakland Specific Plan will refine this vision to also target specific contemporary economic sectors for growth, such as professional, scientific and technical services; finance, insurance, and real estate; information; arts; and community-serving nonprofits, recognizing that investment from the city’s major employers will boost revenues that fund services citywide.

The City of Oakland Open Space, Conservation and Recreation (OSCAR) General Plan Element additionally contains policies that address the management of open land, natural resources and parks in the City. The OSCAR calls for significant investment in new Downtown open space, including a new neighborhood park in the KONO/Northgate area.

The Estuary Policy Plan (EPP) contains a policy framework that supports a broad mix of activities that are oriented to the water. The EPP prioritizes expanding opportunities and enhancing the attractiveness of the Oakland waterfront as a place to live, as well as contributing to the city’s long-term economic development, capitalizing on its proximity to the Port of Oakland. Additionally, the EPP identifies shoreline access and public space improvements as priorities. The Downtown Oakland Specific Plan will refine this direction by establishing a regulatory framework that intensifies discrete portions of the Jack London waterfront area, while offering appropriate transitions to the area’s unique historic districts, such as the Produce Market and Waterfront Warehouse District. In addition, the potential for major new development at Howard Terminal, which is outside of the plan boundary, is likely to have a significant influence on development of the nearby blocks. It is the role of the Downtown Plan to respond to this significant change in condition and amend the Estuary Policy Plan to guide new development in the nearby areas surrounding Howard Terminal. Another objective of the Downtown Plan is to continue the mission of improving public access to the waterfront and public open spaces.

¹ Envision Oakland: City of Oakland General Plan Land Use and Transportation Element. March 1998, pp 52 and 64.

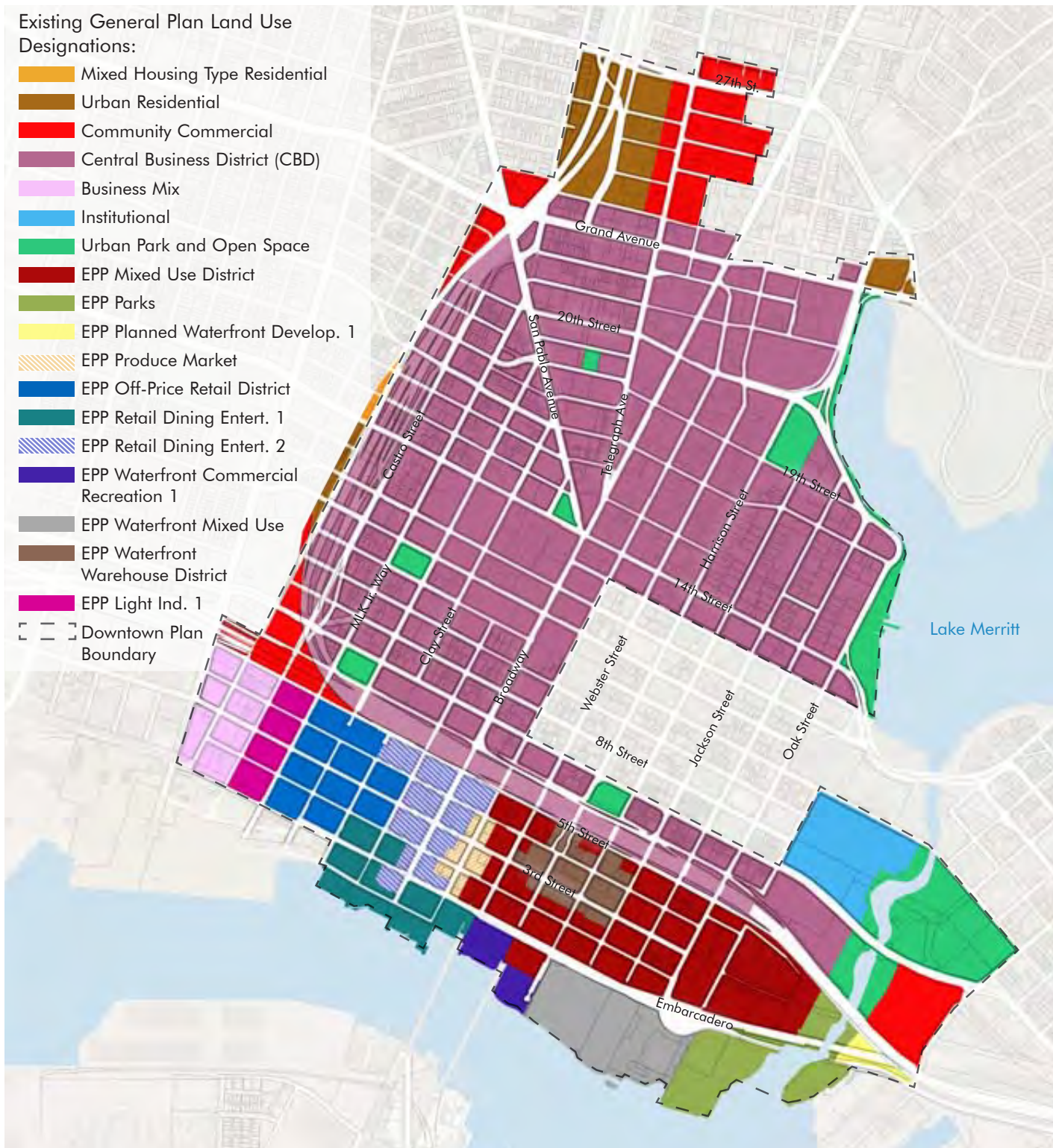


Figure LU-12: Existing General Plan Designations



STRATEGIES

Figure LU-13b: Alternative General Plan Amendments

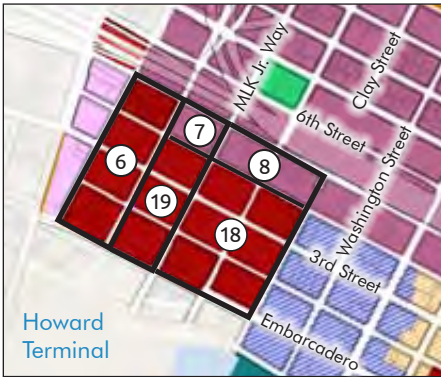


Table LU-3 provides specific amendments to the Oakland General Plan Land Use and Transportation Element (LUTE) and Estuary Policy Plan (EPP). Figure LU-13a is a preliminary draft of the proposed general plan amendments needed to achieve the desired future condition for downtown. The Land Use Character Map (Figure LU-8a) serves as the early framework from which new zoning regulations will be established. While the Proposed General Plan Designation Amendments Map (Figure LU-13a) describes the necessary changes to implement the character areas and proposed intensities described in this chapter, Figures Lu-8a and LU-10a drill-down into specific land use and intensity recommendations around all key corridors and activity nodes. An additional alternative is proposed in Figure LU-13b, which describes general plan amendments if Howard Terminal becomes the site for a new baseball stadium, waterfront open space and mixed-use development.

Table LU-3: Proposed General Plan Amendments

ID	Existing Designations	FAR	Density	Proposed Designation Changes	FAR	Density
1	LUTE Urban Residential	NA	261 SF	LUTE Central Business District 1	12.0	109 SF
2	LUTE Community Commercial	5.0	261 SF	LUTE Central Business District 1	12.0	109 SF
3	LUTE Community Commercial	5.0	261 SF	LUTE Central Business District 2	20.0	87 SF
4	LUTE Mixed Housing Type Residential	NA	1,089 SF	LUTE Central Business District 2	20.0	87 SF
5	LUTE Urban Residential	NA	261 SF	LUTE Central Business District 2	20.0	87 SF
6	LUTE Business Mix	4.0	NA	EPP Mixed Use District	12.0	109 SF
7	EPP Light Industry 1	2.0	1,089 SF	LUTE Central Business District 2	20.0	87 SF
8	EPP Off-Price Retail District	2.0	1,089 SF	LUTE Central Business District 2	20.0	87 SF
9	EPP Retail Dining Entertainment 2	7.0	261 SF	LUTE Central Business District 2	20.0	87 SF
10	EPP Retail Dining Entertainment 2	7.0	261 SF	EPP Produce Market	2.5	817 SF
11	EPP Mixed Use District	5.0	261 SF	EPP Produce Market	2.5	817 SF
12	EPP Waterfront Commercial Recreation 1	3.0	NA	EPP Mixed Use District	2.5	817 SF
13	EPP Retail Dining Entertainment 1	3.5	NA	EPP Mixed Use District	12.0	109 SF
14	EPP Retail Dining Entertainment 1	3.5	NA	EPP Retail Dining Entertainment 2	12.0	109 SF
15	EPP Off-Price Retail District	2.0	1,089 SF	EPP Retail Dining Entertainment 2	12.0	109 SF
16	EPP Off-Price Retail District	2.0	1,089 SF	EPP Light Industry 1	2.0	1,089 SF
17	LUTE Business Mix	4.0	NA	EPP Light Industry 1	2.0	1,089 SF
18	EPP Off-Price Retail District	2.0	1,089 SF	EPP Mixed Use District	12.0	109 SF
19	EPP Light Industry 1	2.0	1,089 SF	EPP Mixed Use District	12.0	109 SF
20	EPP Waterfront Warehouse District	5.0	327 SF	EPP Mixed Use District	12.0	109 SF
21	[blank]	NA	NA	LUTE Central Business District 2	20.0	87 SF
22	EPP Mixed Use District	5.0	261 SF	LUTE Central Business District 2	20.0	87 SF
23	LUTE Urban Park and Open Space	NA	NA	LUTE Central Business District 2	20.0	87 SF
24	EPP Parks	NA	NA	LUTE Central Business District 2	12.0	109 SF
25	EPP Parks	NA	NA	EPP Mixed Use District	12.0	109 SF
26	EPP Planned Waterfront Development 1	1.0	1,089 SF	EPP Mixed Use District	12.0	109 SF
27	LUTE Community Commercial	5.0	261 SF	EPP Mixed Use District	12.0	109 SF
28	EPP Waterfront Mixed Use	2.0	817 SF	EPP Mixed Use District	12.0	109 SF
29	LUTE Central Business District (CBD)	20.0	87 SF	LUTE Central Business District 3	30.0	65 SF
30	LUTE Urban Residential	NA	261 SF	LUTE Urban Park and Open Space	NA	NA
Changes to FAR and Density for Existing EPP Land Use Classifications:						
31	EPP Mixed Use District	5.0	261 SF	EPP Mixed Use District	12.0	109 SF
32	EPP Retail Dining Entertainment 2	7.0	261 SF	EPP Retail Dining Entertainment 2	12.0	109 SF
33	EPP Produce Market	1.0	1,089 SF	EPP Produce Market	2.5	817 SF
34	EPP Waterfront Mixed Use	2.0	817 SF	EPP Waterfront Warehouse District	8.0	200 SF

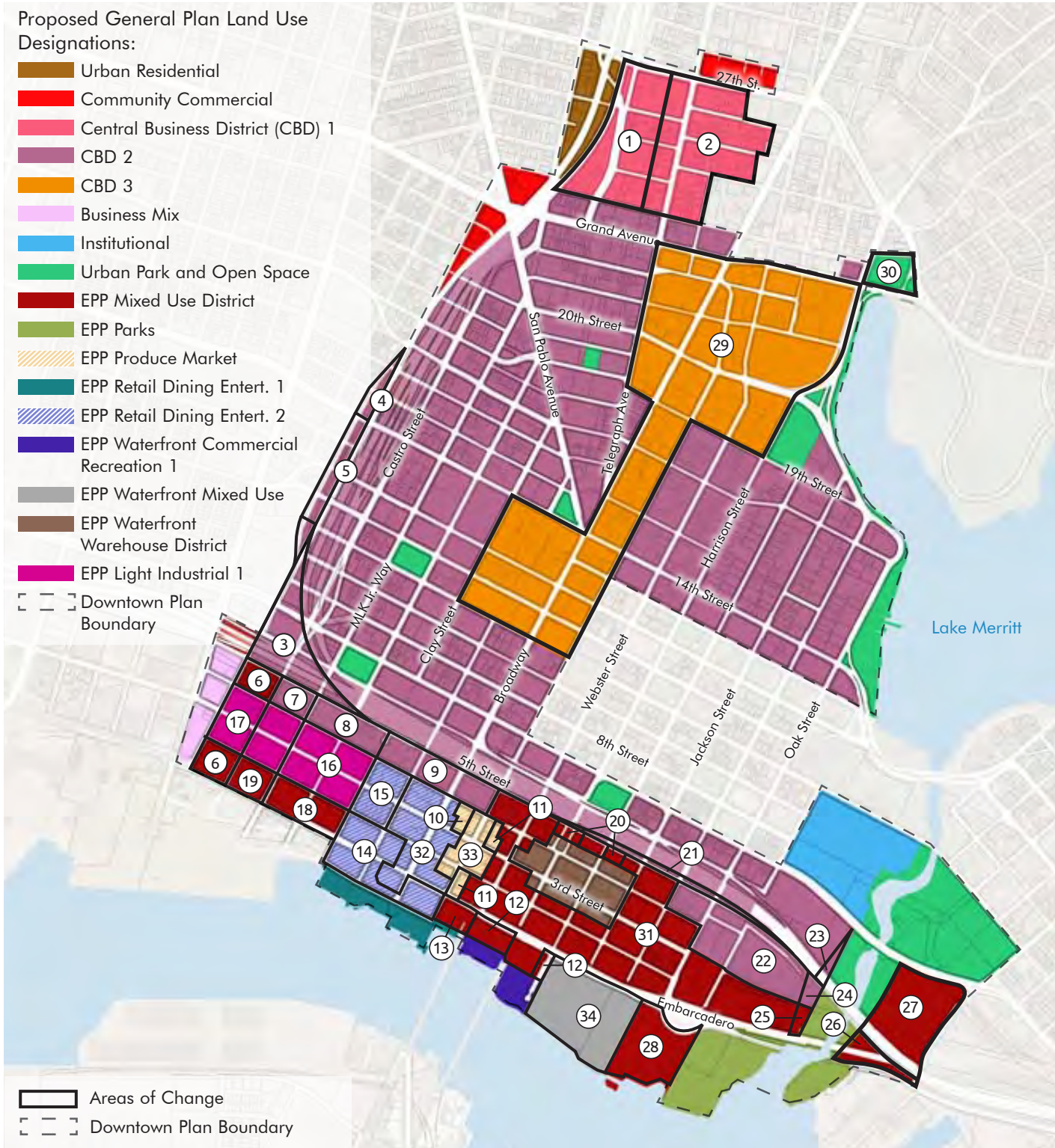


Figure LU-13a: Proposed General Plan Land Use Designation Amendments



Urban Form Strategies

“There needs to be a lot of flexibility in what is in the ground floor”

-creative solutions lab attendee

The design of the public realm is essential to public health and safety, to encourage walkability, promote active lifestyles, and provide the physical environment needed to support a high quality of life. The public realm consists of the city’s streets and public spaces; and it is defined and shaped by the buildings that line those public spaces. Thus, both public and private improvements guided by recommendations for housing and economic development, mobility, arts and culture, and land use and development will lead to the built environment envisioned by the Specific Plan.

Chapters 3 (Mobility), 5 (Community Health), and Chapter 6 (Land Use & Urban Form) culminate with recommendations for the built environment, bringing together concepts from earlier Plan chapters in physical form. The urban design concepts that support the common goals of community health, land use and urban form can create and reinforce community and a sense of place. It is not enough to simply provide public space; it must be well-designed, maintained and programmed with the needs of the community in mind.

Ideas that will shape the character of downtown’s neighborhoods include:

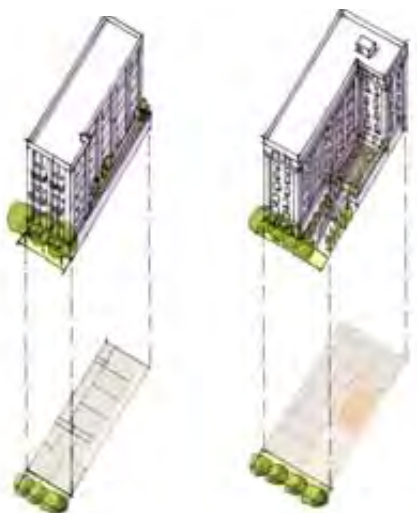
SUPPORT A VARIETY OF BUILDING TYPES AND FORMS

Building forms vary to fit the character of each neighborhood, with the most intense mix of uses and highest intensities found in the Central Core and Lake Merritt Office District. Buildings with smaller footprints and less intensity are envisioned in some downtown neighborhoods, reflecting historic building patterns and providing a diversity of building types and urban experiences (Outcome LU-1 and Policy LU-1.1).

Examples of small, medium, and large building types that fit the size of existing downtown lots, and are compatible to the scale of buildings on surrounding lots, are shown in Figure LU-14. On extra-large lots, requiring the building scale and massing to fit within a pedestrian-friendly urban design context is most essential; the following design standards are recommended:

- Where the sides of lots are adjacent to public open space and streets, the frontage should have a minimum build out requirement to enable a street wall with little to no gaps.
- A minimum percentage of the gross site area should be ground level, publicly accessible, consolidated open space (a change from current standards that permit all private open space).

SMALL LOT SIZE: 50'-75' BY 150'



Sample Yield Calc:

Lot Size: 50'x150'

6 floors x
 6 units/floor =
36 units

7,500 sf lot =
210 du/ac

MEDIUM LOT SIZE: 100' BY 150'



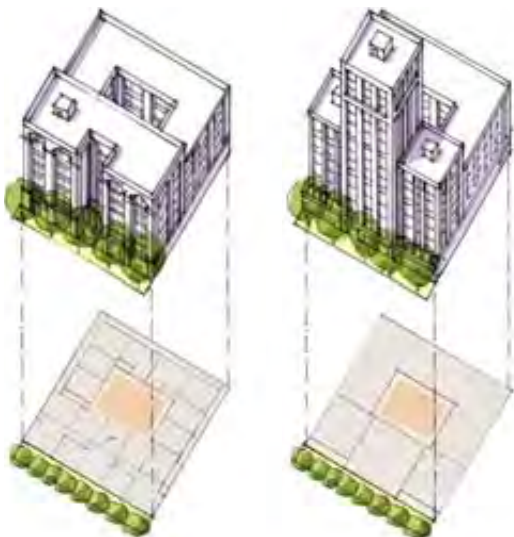
Sample Yield Calc:

Lot Size: 100'x150'

6 floors x
 14 units/floor =
84 units

15,000 sf lot =
244 du/ac

LARGE LOT SIZE: 100' BY 150'



Sample Yield Calc:

Lot Size: 150'x150'

11 floors x
 8 units/floor +
 7 floors x
 8 units/floor +
 4 floors x
 8 units/floor =
176 units

22,500 sf lot =
340 du/ac

Sample building types were tested for varying lot sizes in downtown, to fit within one of four types existing lots: small, medium, large and extra-large. The site design testing led to the understanding of what could actually fit and function on Oakland's lots; this testing can inform future zoning amendments that implement this Specific Plan.

Each building type was designed without density or FAR limits to test what fits and is compatible with each type of site and the adjacent contexts. Multiple options were studied for each lot type, to demonstrate feasibility and test potential standards for open space, height and intensity. At build-out, each building would be designed by its given property owner and would likely look very different from one another, as they do now in Downtown Oakland and downtowns across the country.

Figure LU-14: Sample Building Types

- Pedestrian streets (aka paseos) are encouraged to break up buildings into smaller segments.
- Provided parking is located within the pedestal of the building and is encased with habitable space separating parking from the public realm.
- A stepback should be provided in appropriate areas to reduce the perceived bulk of mid-rises and high-rises adjacent to the public realm.
- An expression line, or key horizontal architectural element (i.e. cornice, molding, balcony, etc.) should be required to emulate the built form of historic buildings within downtown neighborhoods.
- The base of the building should be set back from edge of the lot adjacent to public open space and streets.
- Towers should be separated from each other where feasible.

PRESERVE HISTORY AND CULTURE

The preservation of historic buildings and cultural districts maintains essential connections to community identity and sense of place (See Historic Preservation Strategies, Outcome LU-2 and Policy LU 1.1, LU-2.2 and LU-2.3).

BUILDING DESIGN SUPPORTS PEDESTRIAN ACTIVITY

All downtown streets should be accessible and friendly to pedestrians, cyclists, and transit users. The streetscape projects described later in this section, as well as the Plan's Mobility recommendations for pedestrian, bicycle, car and transit networks, will create a downtown that accommodates all types of movement.

There are certain streets and corridors where special attention should be given to support the pedestrian realm through building design. Priority "Pedestrian Streets", include streets in the Downtown Core and Waterfront Entertainment district areas, as well as the Community Corridors that link neighborhoods together, and streets that front parks and open spaces. These streets should have active ground floor uses along the sidewalk; requirements can include a minimum percentage of doors and windows (no blank walls or facades) on each building facade, inclusion of shading devices such as awnings or balconies above the sidewalk, and limits on permitted curb cuts and gaps in the building street wall. Secondary Pedestrian Streets could have similar standards, but permit more gaps in the street wall (compared to primary streets) to allow access to parking/garages, and permit live/work units to activate ground floor spaces with artists as well as residential-only frontages where appropriate along quieter residential streets.

Figure LU-15 designates this hierarchy, locating Primary and Secondary Pedestrian Streets within the downtown. Given its importance to Downtown, and Oakland as a whole, Broadway is explored in more detail in Figure LU-18.





Figure LU-15: Primary and Secondary Pedestrian Streets



Table LU-4: Private Frontage Standards

Private frontages are the area between the building facade and the lot line. Revised zoning standards should be calibrated to include a range of private frontage types appropriate to each Character Area (identified in Table LU-2), to activate the public realm. Such calibration should elevate shopfront frontage to industry standards and further enrich Downtown’s frontage palette with porch, terrace, lightwell, stoop, dooryard, forecourt, gallery, and arcade.

<p>PORCH</p>		<p>The main façade is set back from the property line with an attached porch permitted to encroach into the front setback. A fence at the property line maintains street spatial definition and the frontage is planted.</p>
<p>TERRACE</p>		<p>The main façade is set back from the property line by an elevated terrace. Terraces are suitable for residential and non-residential ground floor uses. This type buffers residential ground floor uses from urban sidewalks and removes the private yard from public encroachment. Terraces are also suitable for conversion to outdoor cafes. This type can be used to provide at-grade access while accommodating a grade change. Frequent steps up to the terrace are necessary to avoid blank sections of walls and to maximize access. This type may also be used in historic industrial areas to mimic historic loading docks.</p>
<p>LIGHTWELL</p>		<p>The main façade is set back from the property line by a sunken lightwell. Lightwells are suitable for residential and non-residential ground floor uses. This type buffers residential ground floor uses from urban sidewalks and removes the private yard from public encroachment. This type can also be used to accommodate grade changes enabling active uses sunken below the sidewalk level.</p>
<p>STOOP</p>		<p>The main façade is aligned close to the property line with the ground floor elevated from the sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground floor residential uses.</p>
<p>DOORYARD</p>		<p>The main façade of the building is set back a small distance and the property line is defined by a low wall or hedge, defining the edges of a small yard. The dooryard should not provide public circulation along a street. The dooryard may be raised, sunken or at grade.</p>

FORECOURT		<p>The main façade is close to the property line and the central portion is set back. The forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other frontage types. Large trees within forecourts may overhang and provide shade for sidewalks.</p>
SHOPFRONT		<p>The main façade is aligned close to the property line with the building entrance at sidewalk grade. This type is recommended for ground floor non-residential use. It has substantial, transparent glazing on the sidewalk level and awning that should encroach into the front setback.</p>
MAKER SHOPFRONT		<p>The main façade of the building is at-or-near the property line with an at-grade or elevated entrance from the sidewalk. The type is intended for industrial artisan businesses to show their activity to people passing by on the sidewalk as well as for retail sales of products made on-site. The type may include a decorative roll-down or sliding door, include glazing and an awning that overlaps the front setback. It may be used in conjunction with other allowed frontage types.</p>
GALLERY		<p>The main façade is aligned close to the property line with an attached cantilevered shed or a lightweight colonnade encroaching into the front setback. This type is recommended for ground floor non-residential use.</p>
ARCADE		<p>A colonnade supporting habitable space that encroaches into the front setback, while the façade at the sidewalk level remains at or behind the property line. This type is recommended for non-residential use.</p>

DRAFT STREETScape AND PUBLIC FRONTAGE DESIGN STANDARDS

The Public Frontage is the area between the private lot line and the edge of the vehicular lanes. In coordination with updated zoning provisions, a range of streetscape and public frontage standards can support the intended physical character and land uses of the Character Areas, to better connect parks and open spaces, and activate the public realm.

Streets are the lifeblood of our communities and the foundation of our urban economies. They can make up more than 80 percent of all public space in cities and have the potential to foster business activity, serve as a front yard for residents, and provide a safe place for people to get around, whether on foot, bicycle, car, or transit. The vitality of urban life requires a design approach sensitive to the multi-faceted role streets play in our cities.

Street design should both respond to and influence the desired character of the public realm. This is realized through specific roadway design changes (bike facilities, crosswalks, transit lanes, introducing two-way travel), as well as streetscape design elements within the public frontage (continuous sidewalks, street trees and landscaping, pedestrian lighting, seating, public art, wayfinding). The design of streets and public spaces should be tailored to the urban environment envisioned by the Character Area in which they are located (Outcome M-1, M-2, CH-1 and Policy LU-1.5).

Table LU-5 describes dimensional standards of public frontage elements within each Character Area, to support the intended future urban form and character. These ideal parameters can be tailored for specific streets as improvements are made in the downtown.

SHAPE SAFE, QUALITY PUBLIC SPACES

Public space improvements can be shaped by new guidelines, including updated Crime Prevention Through Environmental Design (CPTED) principles and active design standards that support multiple uses at different times of the day (to play, exercise, relax, attend events, and connect with nature), and include facilities designed for use by people of many ages, abilities, and cultures (Outcome CH-1 and Policy CH-1.3).

IMPLEMENT STREETScape AND CONNECTIVITY IMPROVEMENTS

Shared Streets: Throughout downtown, opportunity streets have been identified that could become shared / festival streets, which prioritize the pedestrian experience and provide needed locations for community events and gathering, while also accommodating cars, bikes, and pedestrians. Design treatments can include decorative paving treatments, new public art and street furniture. Such a space could be designed to support festivals and other events that have developed organically in the downtown.



Photo of Telegraph Avenue closed down to traffic for the monthly Latham Square Third Thursday series. This is an example of how a shared/festival street can be used for special events.



Photo of a Dutch woonerf, the term for a bicycle street made popular in the Netherlands. Woonerfs are streets meant for all users, including cars, though they are designed first and foremost with the comfort and safety of pedestrians and bicycle riders in mind. While cars can pass through, they are meant to feel as though they are entering a special kind of public space where they must slow down and be attentive to others. Like shown in the photo above, these kind of streets can easily be closed to cars for special events and festivals.

These improvements can be coupled with a targeted program of technical and financial assistance to help existing businesses stabilize and then participate in the value capture of the public investment. They can also be paired with regulations that facilitate/promote arts uses in adjacent buildings, such as putting limits on the number and location of bars/restaurants (which might otherwise out-compete arts uses on the ground floor), and design standards for new buildings that face the public space.

Paseos: Paseos can divide long blocks, increase pedestrian access, and become additional public gathering space. Two locations have been identified as priorities for new paseos in downtown: between 20th and 21st Streets in Uptown, and between 24th and 25th Streets in KONO.

25th Street is home to a large concentration of art galleries and studios in historic early 20th century production buildings and serves as the natural center of the proposed Art + Garage District. Opening up a pedestrian paseo to connect 24th and 25th Streets will break up the long blocks between Telegraph and Broadway, increase walkability, and provide an additional public space to feature art and host public gatherings. Existing buildings can be maintained as spaces for art and maker production and simple modifications to these buildings could add new openings, awnings, signage and lighting that better activate the space. Similarly, along 21st and 20th Streets, an envisioned paseo creates a new pedestrian connection along this very long city block, adding needed connectivity for pedestrians to navigate the Uptown district.

Investments in Existing Parks and Public Spaces, Including Frank Ogawa Plaza: Better maintenance and equipment upgrades to downtown's existing parks and open space network will dramatically improve outdoor conditions. Improvements to City Hall's premier open space, Frank Ogawa Plaza, include simplifying and streamlining programming and activation for temporary pop-ups, events and shared-use agreements with local schools, etc.

Illustration of a new underpass public space on I-880 and Martin Luther King Jr Way. Along with the bicycle facilities and streetscape improvements recommended along MLK as part of the Green Loop, This proposed public space would help improve connectivity between West Oakland, Downtown, and the Jack London/Howard Terminal Waterfront. See Figure CH-4.



Green Loop/West Oakland Walk: These loops link downtown's neighborhoods to its waterfront. Street design improvements, including wide sidewalks, bike facilities, green infrastructure, signage/banners, and pedestrian-scaled lighting can link these key public amenities.

Broadway: Potential streetscape improvements on Broadway, to reinforce character and sense of place for this critical central community spine, are described on the following pages.



Figure LU-16: Proposed Streetscape and Connectivity Improvements



Streetscape Design Elements

Streetscape design elements can be used to define and celebrate community character. These features can be consistent throughout downtown or change as one moves through individual neighborhoods and districts. Outdoor seating, banners, awnings, lighting, wayfinding signage, building signage, and other street design elements should be unique to Oakland to reinforce a strong sense of place. Local artists could be commissioned to design and fabricate some of these features.

Precedent photos on these pages show examples of street design elements in Oakland and other peer communities that provide character and sense of place.





Figure LU-17: Streetscape Precedent Photos

Focus on Broadway

The urban design Strategies on the previous pages describe general standards to guide improvements for downtown streetscapes in each Character Area. As these are applied, there will be opportunities to further reinforce placemaking and the character of individual districts through streetscape design elements. To illustrate this point, on this page are the various districts found along Broadway; common design elements that will apply along the full length are described below, and additional characteristics and elements that make each district unique, and that can be further enhanced with future improvements, are described on the following pages.

COMMON DESIGN ELEMENTS:

- Broadway is envisioned as a transit corridor, promoting economic development around high-quality transit while the adjacent physical form and land uses support a pedestrian-oriented environment to actively complement public transit.
- **Dedicated transit lanes** decrease conflicts between buses and through traffic, can speed travel times, and reinforce the desirability of the system. Off-board fare collection speeds up transit vehicles and reduces wait time for passengers.



- **Shopfront frontages** unify the streetscape with awnings to protect pedestrians from the weather and provide shade.
- **Architectural expression lines** are used to define the base of buildings as a unifying element adjacent to the public realm.



- The **tops of buildings** are critical to the skyline, orientation and sense of place. New residential high-rises should be more slender and have less impact on viewsheds and light. Towers within City Center and the Lake Merritt Office District enable absorption of Class A office demand.



Figure LU-18: Broadway Character Areas

- **High visibility crosswalks** at intersections should be the standard. White crosswalk markings are the width of the sidewalk clear zone to provide visibility of all pedestrian movement to approaching vehicles. High-visibility, green crosswalk markings are the width of intersecting bike lanes to provide visibility of bicycle movement to approaching vehicles. Small corner radii slow vehicles and reinforce the pedestrian realm.
- **Stormwater runoff** from the impervious roadway is directed to the landscaping and furniture zones along sidewalks and medians to allow groundwater recharge. Green infrastructure is viewed as a holistic strategy for streetscape and building design as opposed to a last minute add on.

BROADWAY STREETScape CHARACTER AREAS:

1: JACK LONDON SQUARE

Character Area: Mixed-use, Waterfront/Entertainment

Frontages: Terrace, Dooryard, Stoop, Lightcourt, Shopfront

Street Trees/Plantings: Regular tree line and canopy along streets, promenade and open spaces; large planters, green space with palm trees to extend from the promenade to the city and marina.

Signage: Wall, Hanging/Projecting Blade, Sidewalk A-Frame, Light Pole Banner

Additional Defining Features: Terraced outdoor seating shaded by awnings, pergolas and umbrellas; promenade with varying, unitized and permeable paving materials; boardwalks; pedestrian seating tucked into terraced landscaping; human-scale pole lighting; wharves and piers along the waterfront help to define the area, San Francisco Bay Trail is a key amenity; mix of early industrial warehouse buildings and new mixed use development.

2: LOWER BROADWAY

Character Area: Mixed-use, Pedestrian Corridor I

Frontages: Terrace, Dooryard, Shopfront, Forecourt

Street Trees/Plantings: Regular tree line and canopy along streets and public open spaces

Signage: Hanging/Projecting Blade, Sidewalk A-Frame, Window, Awning/Canopy, Wall Mural, Light Pole Banner

Additional Defining Features: Ground floors have substantial transparent glazing and are flush with the sidewalk; tree wells; outdoor seating shaded by trees, awnings and canopies; sidewalk painted wayfinding signage; human-scale pole lighting

3: I-880 CROSSING

Character Area: Mixed-use, Pedestrian Corridor III

Street Trees/Plantings: Regular tree line and canopy along streets and public open spaces

Signage: Hanging/Projecting Blade, Sidewalk A-Frame, Window, Awning/Canopy, Wall Mural, Light Pole Banner

Additional Defining Features: Future improvements to the underpass, including lighting and public art, linking lower Broadway to the core of Downtown.

4: OLD OAKLAND & CHINATOWN

Character Area: Mixed-use, Pedestrian Corridor I

Frontages: Terrace, Dooryard, Shopfront, Forecourt

Street Trees/Plantings: Regular tree line and canopy along streets and public open spaces

Signage: Hanging/Projecting Blade, Sidewalk A-Frame, Window, Awning/Canopy, Wall Mural, Light Pole Banner

Additional Defining Features: Ground floors have substantial transparent glazing and are flush with the sidewalk; tree wells; brick paver sidewalks; human-scale pole lighting; hanging string lights, art/cultural elements (lanterns, umbrellas), and potted plants; projecting bay windows.

5: CITY CENTER

Character Area: Mixed-use, Downtown Core

Frontages: Terrace, Dooryard, Shopfront, Forecourt

Street Trees/Plantings: Regular tree line and canopy along streets and public open spaces

Signage: Hanging/Projecting Blade, Sidewalk A-Frame, Window, Awning/Canopy, Wall Mural, Light Pole Banner, Marquee

Additional Defining Features: Ground floors have substantial transparent glazing and are flush with the sidewalk; tree grates; large planters at building entrances; hanging potted plants; pedestrian seating tucked into terraced landscaping; bike racks; artistically painted utilities; rooftop terrace/garden; human-scale pole lighting

6: UPTOWN & LAKE MERRITT OFFICE DISTRICT

Character Area: Mixed-use, Downtown Core

Frontages, Plantings and Signage: Same as City Center

Additional Defining Features: Ground floors have substantial transparent glazing and are flush with the sidewalk; tree grates; bike racks; rooftop terrace/garden; human-scale pole lighting

Historic Oakland

Oakland's long and varied history is reflected in its built environment and contributes to the overall appeal that brings so many people to spend time downtown. Tools to aid preservation are described in the Historic Preservation Strategies.

Downtown's first brick buildings were constructed in the late 1850's to early 1860's, clustered around Lower Broadway in today's Jack London District. Commercial development continued up Broadway, Washington and Franklin Streets with elaborate multi-story Victorian commercial buildings, many of which remain in Old Oakland today. A development boom following the 1906 earthquake defined much of downtown as it is today, including Oakland's notable early 20th century skyscrapers, such as the Cathedral Building and City Hall (1914). In the late 1920s, development shifted uptown with the construction of the Fox Oakland Theater and many of Oakland's Art Deco monuments.

Downtown's wealth of historic structures is identified in the Local Historic Register, as well as Areas of Primary Importance (API) and Areas of Secondary Importance (ASI) Historic Districts (see Figure LU-5). Downtown's varied mix of historic buildings form an important part of community character and identity; maintenance and continued use will ensure they are preserved for future generations to enjoy.



The Western Pacific depot, Third and Washington streets, Oakland.



Figure LU-19 Examples of historic Oakland buildings and resources

Top Row: The Western Pacific Depot (built 1910)

Middle Row: The African American Museum & Library (AAMLO), Ratto Building in Old Oakland (built in the 1870s)

Bottom Row: City Hall (built 1914), Tribune Tower (built 1923)

Historic Preservation Strategies

PURSUE ADAPTIVE REUSE ORDINANCE

To facilitate the reuse of older and underutilized buildings, an Adaptive Reuse Ordinance can be drafted to relax building and zoning requirements and provide flexibility in the approval and permitting process when buildings are converted to new uses. In peer cities where such ordinances have been implemented, the result has been the creation of new housing units and economic revitalization. The following incentives could be included:

- **Mezzanines:** New construction to create mezzanine level space in an existing story is permitted. The floor area of the new mezzanine level may not exceed 33% of the floor area of the room or space below.
- **Loading space:** If one does not exist, then it is not required to be added.

To mitigate the potential for gentrification that adaptive reuse projects may cause, an additional incentive may be included:

- **Intensity:** In exchange for providing a specified amount of affordable rental units or affordable commercial/retail spaces, the project may waive all underlying intensity restrictions, including density and FAR. Note that Investment Tax Credits for Low-Income Housing also may be applied to historic structures.

The California Historical Building Code (CHBC) is intended to preserve California's architectural heritage by recognizing the construction issues inherent in maintaining and adaptively reusing qualified historic buildings and could be used to incentivize adaptive reuse as well. The CHBC could be applied to buildings located within Areas of Primary Importance (APIs).

STUDY TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM

The City should study and develop an updated Transfer of Development Rights (TDR) program to assist in overall preservation efforts downtown. The program could incentivize smaller-scale developers to preserve existing historic buildings and build new context-sensitive projects in historic areas by selling unused development potential to developers in areas of downtown where the desire for higher intensity has been identified.

Sending and receiving sites should coordinate with the proposed Character Map (Figure LU-8) and Intensity Map (Figure LU-9b) described in this Chapter. Because of the generous zoning allowances that already exist for most areas downtown, there are limited areas where a Transfer of Development Rights program might be effective. In fact, most of the areas that would be candidates for a TDR program are also being considered for the development incentive program, though ultimately only one program can be used in a single location. Further discussion is needed to determine the priority of community needs to determine the most appropriate incentive program for further development.

Additional Tools to Aid in the Historic Preservation

1. Revision of City's demolition findings to facilitate new compatible development near the periphery of Areas of Primary and Secondary Importance, including tailored design guidelines to ensure architectural compatibility.
2. Rehabilitation Tax Credits for National Register-status historic buildings
3. Conservation/Facade Easements, which offer income tax deduction for the donation of a specific part of a National Register historic building
4. Mills Act, which can provide tax relief in exchange for the continued preservation and restoration of historic properties
5. Additional funding sources could be identified for seismic retrofit and other building rehab costs

DEVELOPMENT POTENTIAL

The Development Program for the Downtown Plan is a numerical estimate of potential future development based on the land use and intensity recommendations presented in this chapter, as well as on economic and market realities. This section seeks to quantify the level of residential, commercial, industrial, and institutional growth that can be accommodated downtown over the next 20 years.

Notable Considerations That Informed Future Development Models:

1. *Focusing additional height & intensity in the Central Core and Lake Merritt Office District*
2. *Unlocking potential in Jack London and along I-880 and I-980*
3. *Stepping down building footprints and heights adjacent to historic areas*
4. *Maintaining a balance of building types, from iconic skyscrapers down to four-story townhomes, and everything in between*

CALCULATING DEVELOPMENT POTENTIAL

As is shown in Figure LU-3, several opportunity sites were identified to accommodate potential future development and redevelopment downtown. New development that is consistent with existing building trends, and that follows definitions and standards set in the Land Use Character and Bonus Intensity Maps was then modeled for each opportunity site. Residential, commercial, industrial, and institutional square footage and employment were calculated using the gross square footage extracted from these models and the assumptions outlined below.

The Downtown Plan development program does not dictate where future development will go or what it will look like; rather, it presents an overall build-out concept that will be studied in the Plan’s Environmental Impact Report (EIR) for potential impacts. Sites not identified as “opportunity sites” may also redevelop, and vice versa. The EIR prepared for the Plan will mitigate future environmental studies for development projects in compliance with the Plan, thus streamlining future development. That is how the Specific Plan facilitates development, in addition to the regulatory changes that are made to achieve the desired future neighborhood character.

Table LU-5: DOSP Projected Development vs. Plan Bay Area Projections

	Plan Bay Area Projections (2040)	DOSP Total Future Development (2040)	% Difference
Households	32,821	54,940	+67%
Employment	111,370	199,248	+79%

Table LU-6: Development Program Calculation Assumptions

	Gross to Net Area Factor	Avg. Unit Size	People	Occupancy	Parking
Residents	80%	750 SF	1.9 Residents/Unit	95%	0.25 Space/Unit
Office	75%	N/A	225 SF/Employee	95%	2,000 SF/Space
Retail / Neighborhood Serving Commercial	75%	N/A	500 SF/Employee	95%	2,000 SF/Space
Flex Commercial	80%	N/A	1,200 SF/Employee	95%	3,000 SF/Space
Light Industrial	90%	N/A	1,500 SF/Employee	100%	4,000 SF/Space
Institutional (SF)	75%	N/A	300 SF/Employee	95%	2,000 SF/Space

Table LU-7: Downtown Future Development by Land Use

	Existing Baseline*	Active 2020 Development**	DOSP Potential 2040 Development	LMSAP Potential 2035 Development	TOTAL
Residential (Units)	15,032	11,518	29,100	2,181	57,831
Total Commercial (SF)	24,854,203	11,774,414	20,060,000	974,029	57,662,646
Office	15,998,592	5,407,590	16,840,000	706,403	38,952,585
Retail / Neighborhood Serving Commercial	8,855,611	6,366,824	2,330,000	267,262	17,820,061
Flex Commercial	N/A	N/A	889,000	N/A	N/A
Light Industrial (SF)	1,788,992	-	260,000	-	2,048,992
Institutional (SF)	3,728,872	N/A	1,310,000	108,000	5,146,872
Parking (Spaces)	N/A	N/A	16,000	N/A	N/A

Table LU-8: Downtown Future Residents & Employees by Land Use

	Existing Baseline*	Active 2020 Development**	DOSP Potential 2040 Development	LMSAP Potential 2035 Development	TOTAL
Residents	24,845	20,790	52,600	3,937	104,385
Households	14,330	10,942	27,700	2,072	54,940
Employment (Jobs)	109,447	26,197	60,800	2,875	199,248
Office	N/A	17,124	53,400	2,237	N/A
Retail / Neighborhood Serving Commercial	N/A	9,073	3,400	381	N/A
Flex Commercial	N/A	N/A	600	N/A	N/A
Light Industrial	N/A	-	200	-	N/A
Institutional	N/A	N/A	3,200	257	N/A

* Refers to the current amount of development, population, and employment within the DOSP and LMSAP boundaries as calculated in the Downtown Oakland Specific Plan EIR Baseline Conditions Report and Lake Merritt Station Area Plan

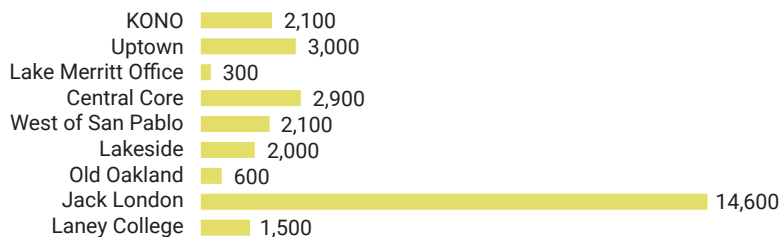
** Refers to any major project in the Downtown & Jack London PDA in any phase of development from pre-application to under construction as of April 2019



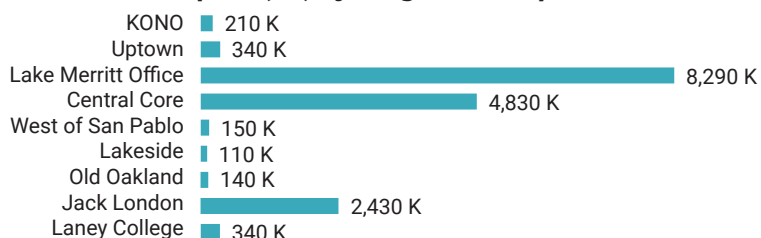
Figure LU-20: Aerial Looking South of Potential Future Institutional Development by Land Use



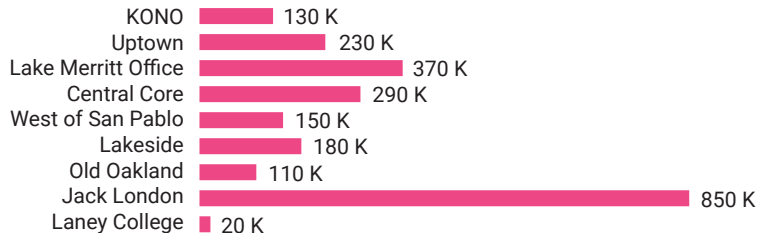
Potential Residential Units by Neighborhood/Area



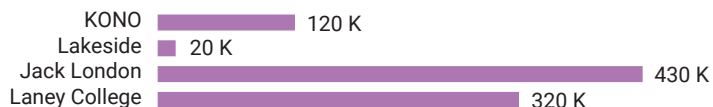
Potential Office Space (SF) by Neighborhood/Area



Potential Retail/N'hood Commercial (SF) by Neighborhood/Area



Potential Flex Commercial Space (SF) by Neighborhood/Area



Potential Light Industrial Space (SF) by Neighborhood/Area



Potential Institutional Space (SF) by Neighborhood/Area



LAND USE & URBAN FORM

GOAL 06: Develop downtown in a way that meets community needs and preserves Oakland’s unique character.

SHAPE AND REGULATE DEVELOPMENT



OUTCOME LU-1

Development and design serve Oakland’s diverse needs, contribute to improved conditions for all, and enhance downtown’s authentic, creative, and dynamic local character.

PRESERVATION























OUTCOME LU-2

Oakland’s extensive array of historic buildings, cultural enclaves, civic institutions, and landmarks are preserved within downtown’s built environment.

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Establish a Development Hierarchy based on Land Use Character and Intensity Maps, support a variety of building types and forms that in turn support pedestrian activity, and create safe, quality public spaces		
LU-1.1 R	Revise zoning regulations within the Downtown Plan area to reflect community goals and feasible development potential. This new zoning framework should address the need for a clear development hierarchy, improved public space standards, expanded frontage requirements and principles, building-form criteria, rational lot requirements, and a streamlined development process to ensure flexibility and predictability for developers and the community.	E-2 E-2.2 H-1 H-2.3 H-3.2 M-2.8 M-3.3 C-1 C-2.4 CH-1 CH-2 LU-2
LU-1.2 N	Encourage incremental development to fill in gaps in the existing urban fabric, while also identifying opportunities for larger and more transformative developments.	LU-1.1 LU-2.4
Strategy: Unlock bonus development potential in exchange for needed community benefits*		
LU-1.3 N	Create and adopt a development incentive program for downtown that works seamlessly with updated zoning regulations and addresses the community’s most pressing needs.	E-1.1 E-2.8 E-3.2 H-1.6 C-1.5 CH-1.6 EQT-3 EQT-5
Strategy: Designate Workplace Opportunity sites		
LU-1.4 N	Designate ‘Office Priority Sites’ in key areas of downtown such as City Center and the Lake Merritt Office District, which require a certain percentage of gross floor area to be dedicated to commercial office space.	E-2.1 LU-1.1

Key: E Existing City policies/programs R Revisions/adjustments to existing City policies/programs N New proposals for City policies/programs

* Policies supported by youth during youth engagement process

Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Draft streetscape and public frontage design standards and implement streetscape and connectivity improvements		
LU-1.5 N	Draft and adopt design guidelines to support the intended physical character and land uses of the Character Areas, to better connect parks and open spaces to one another as well as neighborhoods outside downtown, including connecting the downtown core with the waterfront. Public streets and rights-of-way can be used for playful and active recreation, community gathering, economic activity, art, cultural activities, and urban greening. Use the City’s Small Project Design Guidelines and Design Guidelines for Corridors and Commercial Areas as a starting point.	 M-3.1  M-3.8  C-1.3  C-1.2  CH-1.3  CH-2.11
Strategy: Pursue an Adaptive Reuse Ordinance		
LU-2.1 N	Draft and adopt an Adaptive Reuse Ordinance that facilitates the reuse of older and underutilized buildings by relaxing typical building and zoning requirements and by providing flexibility in the approval and permitting process when buildings are converted to new uses. Consider also applying the CHBC to buildings in APis.	 C-1.6  C-1.10
Strategy: Study Transfer of Development Rights (TDR) program		
LU-2.2 R	Study and develop an updated Transfer of Development Rights (TDR) program that will assist in overall preservation efforts downtown.	 C-1.6  C-1.10  EQT-3
Strategy: Support cultural districts through zoning		
LU-2.3 N	Establish a Cultural Districts Program and use the zoning regulations developed in support of such a program to both require and incentivize specific uses identified by the community as priorities in those areas.	 E-2.9  E-2.13  C-1.1  LU-1.1  EQT-3
Additional Strategies:		
LU-2.4 R	Study updating the City’s demolition findings to facilitate new compatible development near the outer edges of fragmented Areas of Primary and Secondary Importance. This would require tailored design guidelines to help ensure architectural compatibility.	 LU-1.1  LU-1.2
LU-2.5 N	Coordinate new downtown development to ensure that construction downtown does not interfere with the accessibility of streets and public spaces, and is coordinated to the extent feasible to minimize negative impacts to small businesses.	 EQT-3  EQT-7

Measures of Success

Office Development

- Baseline: As of 2019, the stock of commercial space in downtown includes 15.3M square feet of office space.
- Measure of Success: An additional 20M square feet of commercial space is constructed, a majority of which is office space for firms that bring high-quality jobs to Oakland.

Building Efficiency

- Baseline: Gas-burning building heating systems significantly contribute to greenhouse gas emissions.¹
- Measure of Success: Building heating systems are electrified and are improved to save energy.

Housing Stock

- See Housing & Affordability Total Housing Stock and Affordable Housing measures of success

Active Ground Floors

- Baseline: Not currently measured; part of the measure of success will be to establish a baseline
- Measure of Success: Percentage of active use of ground floors linking pedestrian corridors, parks, plazas, cultural, entertainment and shopping districts, the waterfront and adjacent neighborhoods increases.

Investment in the Public Realm

- Baseline: Investment in downtown's public realm varies throughout downtown with a noticeable lack of investment along its edges (such as under the I-880 freeway and near the West Oakland border).
- Measure of Success: Expenditures made (either through grants or funds from the potential community benefit incentive program, etc.) to widen sidewalks, install seating, lighting, and other improvements listed in Table LU-1 of Appendix A of the Plan.

Cultural & Community Facilities

- See Culture Keeping (Chapter 4) Investment in Publicly-Owned Cultural and Community Facilities measure of success

Historic Resources

- Baseline: Count of historic buildings that are actively being used and in good condition.

¹ City of Oakland & Bloomberg Associates. Pathways to Deep GHG Reductions in Oakland: Executive Summary. 2018, pp 7.

- Measure of Success: The current number of Local Register resources (Designated Historic Properties, Areas of Primary Importance, and “A” and “B” rated buildings) in active use with their condition and design integrity well maintained within the plan area increases.

Community Benefits from Zoning Incentive Program

- Baseline: There is currently no zoning incentive program for downtown (other than the State Density Bonus program).
- Measure of Success: Funds or investment from the zoning incentive program provide a rich set of community benefits including investments in public space, community facilities, historic resources, and public programs that are accessible to residents and visitors of all ages and abilities.

CHAPTER 07:

Implementation & Ongoing Engagement

Goal 07

THE CITY AND OAKLAND COMMUNITY WORK TOGETHER TO IMPLEMENT AND REALIZE THE DOWNTOWN PLAN'S MANY GOALS, OUTCOMES, AND SUPPORTIVE POLICIES.

Outcome

Residents and stakeholders are included in the ongoing decision-making and implementation of the Downtown Oakland Specific Plan, and, with the City, are accountable for current initiatives and for the successful adaptation of the Specific Plan over time as conditions change.

Example: Convert some existing one-way streets to two-way streets to improve access to Chinatown and other downtown neighborhoods.

BROADWAY & 880

Other Ideas:

Invest in ways to address transit divisions along Broadway

Re-write Dept. Oakland and Jack London with the Downtown area defined by 880, 980, Lake Merritt, and other

Re-write Dept. Oakland and Jack London with the Downtown area defined by 880, 980, Lake Merritt, and other

ENHANCED BROADWAY MAIN ST TRANSIT/MOBILITY

UNDERGROUND 880 from Laney Ct to BRUSH ST

Invest in ways to address transit divisions along Broadway

Invest in ways to address transit divisions along Broadway

Invest in ways to address transit divisions along Broadway

SHARED MOBILITY IS EQUITABLE

SAFETY

Make street safer & comfortable for bikes and peds, including at night

Invest in ways to address transit divisions along Broadway

ANIMATE PROPOSALS

Change all One Ways with 3 or more lanes to 2 way with bike trees & w

CONNECT 1-WAYS TO 2-WAYS

WIDER SIDEWALKS

and increase peds/bikes/transit

TEAR DOWN 980 FROM 27TH ST DOWN & Make promenade

Other Ideas:

Remove all ROAD DIETS Thrufares to allow Traffic to Bypass cru retail corridors in low volume AREAS

Remove all ROAD DIETS Thrufares to allow Traffic to Bypass cru retail corridors in low volume AREAS

Remove all ROAD DIETS Thrufares to allow Traffic to Bypass cru retail corridors in low volume AREAS

ROAD DIETS & BETTER CHANNELLING TRAFFIC

Line that connects to the REGIONAL - Loops or Mixed TRANSIT

END CENTRAL BART LINE

Parallel BART / 2nd BART

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IMPLEMENTATION # ENGAGEMENT

07

Implementation details, including implementation action steps organized by anticipated timeline and responsible parties, and priority public infrastructure projects are identified in this chapter.

In order for the Downtown Oakland Specific Plan's recommended streetscape, transportation, development and infrastructure improvements to realize significant equity outcomes, as well as accomplish its additional range of objectives, ongoing over-sight and accountability mechanisms need to be established. A process for ongoing community engagement in the implementation of the policies and action items is also described.

Implementation Actions

Implementation actions in this chapter are organized by type (capital improvements, city policies & regulations, city programs & services, and planning studies & public processes). The implementation matrix in the following pages identifies steps to implement proposed Plan policies. Important information described for each action item includes:

- Relevant Plan Policies & Outcomes: Describes which policies and disparity indicators in the Downtown Plan are being addressed through each particular action item.
- Existing City Policies & Programs: Describes any existing city policy or program that relates to or addresses each action item.
- Lead Agency: Describes the primary responsible agency, city department or outside organization (if applicable), for each action item.
- Potential Partners: Describes any potential partner agencies, city departments, or organizations as identified by key stakeholders and the community that can help implement each action item.
- Resources & Actions Required: Describes the legal, administrative, or regulatory steps which must be addressed or overcome in order to implement each action item.
- Estimated Costs: Describes initial estimated costs (when relevant) for each action item. These are defined by the following brackets:
 - \$ - Up to \$125,000
 - \$\$ - \$125,000 - \$250,000
 - \$\$\$ - \$250,000 - \$500,000
 - \$\$\$\$ - \$500,000 - \$1,000,000
 - \$\$\$\$\$ - Greater than \$1,000,000
- Potential Funding Sources: Describes the possible funding sources and mechanisms for each action item (operating funds, taxes, impact fees, grants, capital improvement monies, etc.)
- Anticipated Timeframe: Describes the anticipated timeframe and/or duration for implementation for each action item, defined as:
 - Immediate: within the first year following adoption
 - Ongoing: immediate / continuous
 - Near-Term: 1 to 5 Years following adoption
 - Longer Term: 5 years or longer

PUBLIC IMPROVEMENTS

Public improvements described in the preceding chapters are summarized in the Project Lists contained in Appendix A. Priority projects, envisioned to be realized within the first 5 years, are listed in this implementation chapter, with approximate costs and likely funding sources for projects that require significant funds or other resources. In addition to capital improvement budgets, potential funding sources include local, state, federal and other funds, and contributions from developers participating in the new downtown incentive program. The exact timing of implementation will depend on the availability of public resources and private market decisions.

Concurrent Actions

As the Draft Plan is being reviewed and revised with community input, the City has initiated a series of studies and preliminary implementation activities, so that key policies and regulatory reforms can be in place concurrent with or shortly following adoption of the Plan, which is anticipated in mid-2020. These activities are described on the following pages.

ZONING AMENDMENTS

As described in Chapter 6, implementation of the vision for future development will be achieved through changes to the Planning Code's zoning regulations (Policy LU-1.1). The Planning Code will translate the Specific Plan's guidance about future urban form and character into specific regulations and standards that will govern development on individual properties.

Specifically, this will include:

- Establishing a development hierarchy based on land use character and intensity maps in the Plan. Standards will include maximum and minimum lot width and depth; maximum building footprint; front and side setbacks for each building's base and tower; and minimum and maximum building heights.
- Updating zoning standards for the Jack London Area to be consistent with the Specific Plan vision and the General Plan.
- Establishing a development incentive program that accompanies zoning updates and identifies community benefits that can be provided in exchange for increases in intensity. Increased intensity can be allowed in the form of increased height, Floor Area Ratio (FAR), or density.
- Designating Office Priority Sites that require new mixed-use development that has a designated percentage of gross floor area to be dedicated to commercial office space.
- Supporting cultural districts through zoning, by requiring and/or incentivizing specific uses within defined districts.
- Allow temporary pop-up uses, prioritize retention of light industrial space in specified areas, and allow custom manufacturing uses in ground-floor retail spaces.

Active Planning Studies/ Policies/Projects that impact downtown:

- *Public Lands Strategy & Policy*
- *OakDOT Bike Master Plan*
- *Walk this Way! Broadway/ Webster Project - Transforming I-880 Underpass*
- *Oakland Alameda Access Project*

- Establishing parking maximums, and including requirements for electric vehicle charging; exceptions to the parking standards could be granted in exchange for providing community benefits.
- Incorporating design elements described in Urban Form Strategies, such as provisions for active and transparent building facades along Primary and Secondary Pedestrian Streets, standards for public and private frontages, standards for new open spaces in coordination with future development, and enhanced streetscape standards.
- Streamlining the approvals process, where possible, to offer predictability for developers and the community. This can be done by clearly defining the desired urban form and maximum intensity of future development, and clearly listing community benefits that will be provided in exchange for bonus intensity.

Questions to consider for development incentive program:

- *What amount of bonus incentive (height, density or FAR) is needed to offset the costs of potential benefits, and attract developers to participate?*
- *How can the City structure the program so that the most needed benefits for each neighborhood can be realized in conjunction with new private development (and not just “easier” ones)?*
- *Should there be changes to existing unlimited height areas, to provide a wider range between what is permitted by right and what can be gained by participating in the program?*
- *Can the incentive program and a Transfer of Development Rights (TDR) Program oriented to historic preservation goals co-exist effectively?*

Community input and involvement in this critical step will be necessary. A process for the zoning code re-write will include key milestones for community input and review.

GENERAL PLAN AMENDMENTS

The Specific Plan needs to be consistent with and advance the General Plan. Refinements to the General Plan are described in Chapter 06; these updates will be reviewed by the community and can be adopted through amendments concurrent with adoption of the Downtown Oakland Specific Plan.

In addition to the changes described in Chapter 06, any increases in the FAR and density permitted under the General Plan (Figure LU-13a) should be evaluated for consistency with proposed bonus intensity provisions (Figure Lu-10a), particularly for the Jack London area and a portion of the downtown core where the greatest intensity is desired. This can be evaluated as part of the zoning incentive feasibility analysis.

COMMUNITY BENEFITS / DEVELOPMENT INCENTIVE FEASIBILITY

A new downtown zoning incentive program, that grants increased intensity in exchange for identified community benefits is key to realizing the Plan’s goals. There are many questions to consider, highlighted through community comments on the Preliminary Draft Plan and summarized in the call-out box to the left. The City has initiated a follow-up study to explore these feasibility questions; preliminary findings will be ready for review following the release of this Draft Plan and will be shared with the Community Advisory Group (CAG). These findings will help inform the final Downtown Specific Plan as well as the zoning amendments.

ENVIRONMENTAL IMPACT REPORT (EIR)

This Plan is being accompanied by an Environmental Impact Report (EIR), which analyzes potential impacts attributable to the Downtown Specific Plan.

The Specific Plan does not propose specific private developments, but for the purposes of environmental review, the Plan includes a hypothetical Development Program that estimates potential future development based on the land use and intensity recommendations of the plan, and analysis/identification of future development opportunity sites. The Development Program quantifies potential residential, commercial, industrial and institutional growth, projected for the next 20 years. Two potential Development Programs are included in this Specific Plan Public Review Draft; the final Plan will include one updated program, as refined through City and community input.

By undertaking an EIR concurrent with the Plan, future downtown development can be streamlined as provided for in the California Environmental Quality Act (CEQA). As future public and private improvement projects are considered, the City can determine on a project-specific basis if that project's environmental impacts have already been adequately disclosed, analyzed, and mitigated within the Downtown Oakland Specific Plan EIR (thus streamlining approvals by removing the need for redundant analysis) or if additional analysis or other actions are needed.

SPECIFIC PLAN IMPLEMENTATION COMMITTEE

Successful implementation of the Downtown Oakland Specific Plan (DOSP) will require ongoing community participation. The DOSP is one of several specific plans the City has adopted in recent years, so an approach to ongoing engagement that addresses implementation of all these plans is needed to ensure equitable attention to the different Plan areas.

One option being considered is a Specific Plan Implementation Committee that can advise the Planning Bureau on community priorities, develop partnerships for implementation, maintain ongoing communication about Plan progress, and respond to changing conditions. Participants would represent Oakland's diverse residents, partner agencies, community organizations and City departments, and include representatives from areas that have not yet adopted specific plans. Having such a committee in place would give momentum to achieving immediate and near-term actions.

There are several actions and policies within the Plan that reference the need for ongoing community feedback and input during implementation. In addition, Plan progress and metrics (compared to the Measures of Success in this Plan) should be evaluated on a regular basis (yearly, or other defined intervals). The Implementation Committee can partner with the City to ensure equitable implementation continues after plan adoption. Goal 07 further details specific actions for ongoing engagement in Plan implementation.

Actions/policies that need ongoing community input during implementation:

- *Identifying and updating priority community benefits for each downtown neighborhood*
- *Coordinating Plan implementation with potential changing land uses on Howard Terminal*
- *Defining cultural districts*
- *Prioritization of funding/implementation for new community open spaces*
- *Re-naming of BART stations to reflect community character*
- *Working with the West Oakland community to evaluate potential for centering equity in the conversion of I-980 to a surface boulevard, capturing remaining land for housing, jobs, and open spaces*

CHAPTER 07: IMPLEMENTATION & ONGOING ENGAGEMENT

IMPLEMENTATION ACTIONS

Timeframe:	Immediate: first year	Near-Term: 1-5 years	Longer Term: 5+ years		
Estimated Costs:	\$ = up to \$125,000	\$\$ = up to \$250,000	\$\$\$ = up to \$500,000	\$\$\$\$ = up to \$1,000,000	\$\$\$\$\$ = \$1 M +

Action Step		Related Existing City Policies & Programs	Lead Agency	
Capital Improvements				
1	Identify sites for hotels and meeting space, attract hotel developers and explore co-investment opportunities in order to help prevent the conversion of SROs to boutique hotels.		Economic & Workforce Development	
2	Continue to expand bike parking supply including short-term and long-term facilities for both commercial and residential land uses.	Bicycle Master Plan	OakDOT	
3	Install signals that accommodate two-way circulation as standard practice in all future intersection upgrades.		OakDOT	
4	Plan and design for emerging mobility technologies: include micro-mobility devices; digitize curb space; install electric charging stations; use pilot programs to experiment with new technology.		OakDOT	
5	Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout downtown.		OakDOT; AC Transit	
6	Preserve sufficient bus layover capacity around Lafayette Square, Lake Merritt BART, and Jack London District to serve existing and future transit service needs to and from downtown.		OakDOT; AC Transit; BART	
7	Maintain reliable, ADA-accessible access to transit stations (i.e. BART elevators and escalators) and find opportunities to increase the number of elevators.		OakDOT; BART	
8	Implement the City's adopted Complete Streets Policies and focus on reconfiguring road space on public streets with excess capacity to other modes or uses, such as bicycles, pedestrians, transit, and loading/unloading.	Complete Streets Policies	OakDOT	
9	Include green infrastructure practices described in the City's Green Streets Guide in new projects within the right-of-way and prioritize tree-planting.	City's Green Streets Guide	Planning; OakDOT	
10	Design and construct priority connectivity and access improvements throughout downtown (described in Appendix A).		OakDOT	
11	Design and construct priority safety measures along the high-injury pedestrian network (described in Appendix A).		OakDOT	
12	Design and construct a core bicycle network throughout Downtown. Link core bike network to the short-term network of the Bike Plan.	Bicycle Master Plan	OakDOT	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
			Operating Funds	Near-Term	H-1.9 Homelessness, Displacement
				Immediate / Ongoing	M-1.10
				Immediate / Ongoing	M-1.7
			CIP, Grants	Immediate / Ongoing	M-1.3 (CH-2.1)
			CIP, Grants	Immediate / Ongoing	M-2.2 Other (accessibility)
				Immediate / Ongoing	M-2.7
				Immediate / Ongoing	M-2.5 Other (accessibility)
				Immediate / Ongoing	M-3.1 (CH-1.1, CH-1.3, CH-2.1, LU-1.5) Other (accessibility, traffic accidents)
Urban Releaf			CIP, Grants	Immediate / Ongoing	M-3.8 (CH-2.11, LU-1.5)
Community Groups		See Public Improvement Projects		Near-Term	M-1.4 (CH-1.1)
		See Public Improvement Projects		Near-Term	M-1.1 (CH-1.1) Other (traffic accidents)
		See Public Improvement Projects		Near-Term	M-1.8 (CH-2.1)

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IMPLEMENTATION ACTIONS

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Action Step		Related Existing City Policies & Programs	Lead Agency	
Capital Improvements				
13	Update signal timing and upgrade signals throughout downtown to reduce the delay and support access for bicyclists, pedestrians, and transit. Upgraded signal technology should provide emergency pre-emption to prioritize movement of emergency service vehicles.	Bicycle Master Plan; Pedestrian Master Plan	OakDOT	
14	Implement transit priority treatments on key downtown corridors and decrease bus headways to improve overall transit travel times, and access to, from and within downtown.	General Plan Land Use & Transportation Element	OakDOT; AC Transit	
15	Decrease freeway traffic on local streets by implementing improvements proposed in the Oakland/Alameda Access Project.		OakDOT; Caltrans	
16	Design and construct long-term connectivity, access, and safety improvement, as well as vision bicycle network connections (described in Appendix A).	Bike Plan	OakDOT	
17	Redesign Broadway to better serve new mobility modes.		OakDOT	
18	Prioritize capital improvements to the Malonga Casquelourd Center for the Arts, particularly the theater and related spaces, as well as provide for regular and ongoing maintenance in the City's upcoming budget cycles and Capital Improvement Planning processes.	Capital Improvement Program, Measure KK	Parks, Recreation & Youth, Public Works; Planning; Cultural Affairs	
19	Support the Lake Merritt Station Area Plan's implementation priorities for improvements to cultural institutions such as the Oakland Asian Cultural Center and Lincoln Recreation Center.		Planning; Real Estate, Cultural Affairs/EWD; Parks, Recreation and Youth	
20	Invest in culturally-relevant streetscape elements, such as wayfinding, signage, historical markers and public art; prioritizing Downtown's cultural districts and facilities to ensure that people know what their functions are and where they are.	Public Art Programs, Cultural Funding Program	Planning; Cultural Affairs; OakDOT	
21	Invest in the creation of new and improved public spaces that can be used to host festivals and gatherings, and that feature public art. Prioritize investments in existing public spaces and facilities that host public events.	Public Art Programs, Percent for Art Ordinance	Planning; Cultural Affairs; Parks, Recreation & Youth Development	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
			CIP, Grants, ransportation Impact Fee increase for Downtown	Near-Term	M-1.6, M-3.4
			CIP, Grants, Transportation Impact Fee increase for Downtown	Near-Term	M-2.1 Other (transit inequity)
				Near-Term / Longer Term	M-3.2 (CH-1, Ch-2.3) Other (asthma/air quality, traffic accidents)
		See Public Improvement Projects		Longer Term (5+ years)	M-1.4, M-1.1, M-1.8 (CH-1.1, CH-2,1) Other (traffic accidents)
		See Public Improvement Projects		Longer Term (5+ years)	M-1.4, M-1.1, M-1.8 (CH-1.1, CH-2,1) Other (traffic accidents)
Malonga Residents Association, Malonga Artist Collective; District 3, Parks & Rec, BAMBD CDC			CIP; Future Cultural Facilities Fee (Surcharge on Entertainment Tickets?)	Immediate / Ongoing	C-1.7
District 2, OACC, CCED, and Chinatown Coalition	Staff Implementation Unit within Strategic Planning Division			Immediate / Ongoing	C-1.12
Uptown/Downtown, Jack London and KONO BIDs, Visit Oakland, Districts 2 and 3, BAMBD CDC		varies	Operating Funds, CIP, grants, TOT	Near-Term	C-1.3, C-2.2 (M-2.6, CH-1.1, LU-1.5)
Cultural Arts Commission, D2/3, Visit Oakland, Downtown/Uptown, Jack London and KONO BIDs, BAMBD CDC, Chinatown Coalition, PAAC, local visual arts non-profits		varies	CIP, Grants, Capital Facilities Impact Fee, TOT/ Visit Oakland, Rainin (Open Spaces), Akonadi (Beloved Community Fund) California Arts Council	Near-Term / Longer Term	C-2.2 (C-1.3, CH-1.1)

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IMPLEMENTATION ACTIONS

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Action Step		Related Existing City Policies & Programs	Lead Agency
Capital Improvements			
22	Look at how to transform the design and programming of the African American Museum & Library at Oakland (AAMLO) to be more welcoming to Black visitors.		Cultural Affairs
23	Invest in youth-driven programming and facilities for downtown public spaces, emphasizing libraries and the role they serve. Focus on black youth who youth service providers have expressed feel the least welcome downtown. Consider mini-grants for fellows to work on this (see Oakland Unite for examples of this strategy). Invest in a similar process for adults as well.		Planning; Parks, Recreation & Youth Development; Youth Commission
24	Provide secure storage lockers for the unsheltered residents of downtown in places where they can access them.		Parks, Recreation & Youth Development; Human Services
25	Invest in and create universal design principles for public spaces and playgrounds to make downtown more accessible to people with disabilities of all ages.		Planning; Parks, Recreation & Youth Development
26	Add green buffers along highway edges and add street trees to fill gaps in the urban street tree canopy and to filter air pollutants.		Planning; Parks, Recreation & Youth Development; OakDOT; Tree Division
27	Transition to natural gas-free buildings to reduce safety and air quality/health risks in buildings.	CURB Strategy	Planning, Building, Oakland Public Works
28	Upgrade community centers as shelters for vulnerable residents from climate and other emergencies. Actions include: <ul style="list-style-type: none"> • Prioritize capital improvements and maintenance of public facilities such as libraries, cultural centers and recreational centers to ensure mechanical systems are adequate for them to serve as cooling centers and air quality respite shelters • Explore capital improvements to convert one or more downtown public facilities to essential service facilities. 		Planning & Building, Human Services



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
AAMLO					
	Update Impact Fee Study	\$\$	Capital Improvement Impact Fee increase; Operating Funds	Immediate/Ongoing	CH-1.9 (C-2.1) Disconnected Youth
	Evaluate locations, storage units (ex: shipping container, large bins to assign per person) and staff to be present for a few hours per day to facilitate access	\$		Immediate/Ongoing	CH-1.12 (H-2.6) Homelessness
	Prepare design guidelines and staff public process for review/feedback	\$\$	Operating Funds	Near-Term	CH-1.11, CH-1.3 Other (accessibility)
	Identify locations for planting and variety of plants/trees that increases greening and habitat areas in and around the freeway	\$	CIP; Capital Facilities Impact Fee increase	Near-Term	CH-2.12 Other (asthma/air quality)
	Ongoing implementation and updating of the Green Building Ordinance	\$	Operating Funds	Near-Term / Longer Term	CH-2.14 Other (asthma/air quality)
Library Service	Update Impact Fee Study	\$\$\$	Capital Improvement Impact Fee increase; Operating Funds	Near-Term	CH-2.22, CH-2.23, CH-1.18 (CH-2.14) Homelessness, Other (environmental justice)

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Policy/Regulation				
29	Review and modify zoning to ensure office development is favored at office priority sites; allow temporary pop-up uses; prioritize retention of light industrial space in specified areas; and allow custom manufacturing uses in ground-floor commercial spaces. Create minimum density standards as well as maximum; adjust the zoning in identified areas of opportunity for increased intensity.	Planning Code	Planning	
30	Assess and continue City efforts to adjust procurement and contracting policies as specified.		Economic & Workforce Development	
31	Review and modify zoning to promote density and a mix of transit-supportive uses at specified locations.	Planning Code	Planning	
32	Incentivize the use of privately-owned, vacant, or underutilized buildings as temporary art space	Mayor's Task Force Report, DRE mandate	Real Estate/ Economic & Workforce Development; Planning & Building	
33	Adopt recommendations from the City's planned nexus and inclusionary housing study to modify the affordable housing impact fees and/or add an inclusionary housing requirement, Consider dedicating a portion of the revenues generated to affordable housing production in downtown.	Affordable Housing Fee; Jobs/Housing Impact Fee	Planning	
34	Study increasing the City's jobs-housing linkage fee for non-residential development.	Jobs/Housing Linkage Fee	Planning	
35	Leverage the city's inventory of publicly owned land in a manner that supports housing affordability for Oakland residents.	City Council Resolution 87483	Economic & Workforce Development	
36	Continue enforcement of rent adjustment and just cause eviction laws.	Rent Adjustment Program, Just Cause Eviction Ordinance, Tenant Protection Ordinance	Housing & Community Development	
37	Develop a citywide proactive residential inspections program.		Building	
38	Complete revisions to the PATH strategy and implement its recommendations.	City Permanent Access to Housing Strategy	Human Services	
39	Update the condominium conversion ordinance to protect tenants from displacement and reduce racial disparities related to homeownership.	City Condominium Conversion ordinance	Planning	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
	Planning Code amendment and Zoning Map amendment		Operating Funds	Immediate	E-2.1, E-2.5, E-2.7, E-2.8, E-2.9, (H-1.11, C-1.10, C-3.6, LU-1.1, LU-1.4) Displacement
Career Workforce Trades Institute			Operating Funds	Immediate / Ongoing	E-3.4 Unemployment, Median Income
	Planning Code amendment; Zoning Map amendment			Immediate	E-2.2, H-1.11 (M-2.8, LU-1.1)
Cultural Affairs, District 2 and 3, Downtown/Uptown, Jack London and KONO BIDs	Evaluate and update Building Code requirements			Near-Term	E-2.9, C-3.6 Displacement
	Update Impact Fee Studies		Operating Funds	Near-Term	E-1.1, (H-1.4) Housing Cost, Homelessness
	Update Linkage Fee		Operating Funds	Near-Term	H-1.5 Housing Cost
			Operating Funds / Land Sale Proceeds	Immediate	H-1.2 (M-3.5) Housing Cost
		\$ (already in budget)	Operating Funds	Immediate / Ongoing	H-2.8 Housing Cost, Homelessness Displacement
			Operating Funds/ New Sources	Immediate / Ongoing	H-2.14 Other (housing health & safety)
			Operating Funds	Immediate	H-2.5 Homelessness
	Planning Code amendment; Zoning Map amendment		Operating Funds	Near-Term	H-2.4 Displacement

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IMPLEMENTATION ACTIONS

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Policy/Regulation				
40	Expand the definition of displacement in the City's regulatory agreements with affordable housing developers to prioritize units for Oaklanders who have been displaced from Oakland for broader economic reasons; and explore legally compliant ways of targeting homeownership and rental assistance to former Oakland residents harmed by discriminatory housing policies. Implement a centralized online waiting list for affordable housing.		Housing & Community Development	
41	Develop a process to expedite the review and approval of 100% affordable housing project permits in Planning and Building.	Planning Code	Planning	
42	Expand requirements for future live-work spaces to ensure they are not used solely as residences, beyond the existing requirement of having a business license.	Oakland Live/Work zoning regulations	Planning, Building	
43	Identify and advocate for new sources of funding for affordable housing production and preservation at the federal, state, regional and local levels.			
44	Adopt an ordinance to prohibit discrimination against formerly incarcerated people, similar to Richmond's Fair Chance Access to Affordable Housing ordinance.			
45	Implement the pedestrian programs/policies for Downtown Oakland detailed in the 2017 Oakland Pedestrian Plan.	Pedestrian Master Plan	OakDOT	
46	Coordinate planning and future public street and mobility improvements that link neighborhoods recreational activities along Lake Merritt, the Lake Merritt Channel, and the Estuary.	General Plan Land Use & Transportation Element; Bicycle Master Plan; Pedestrian Master Plan	OakDOT; Public Works; Planning	
47	Develop a policy requiring downtown employers with more than 50 employees to develop and implement TDM plans and monitor and report on trip reduction.		Planning; OakDOT	
48	Adopt stronger regulations and enforcement procedures that ensure safe access for all mobility modes during construction projects.			
49	Establish parking maximums, include requirements for electric vehicle charging and consider a means by which developers can build parking up to 1.25 in exchange for providing community benefits.	Planning Code	Planning; OakDOT	
50	Manage curbside space in Chinatown; this can be done by implementing the Color Curb Program or combined commercial loading/metered parking zones on select streets.		Planning; OakDOT	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
			Operating Funds	Near-Term	H-2.10, H-2.11 Displacement
	Planning process improvements		Operating Funds	Immediate	H-2.3 (LU-1.1) Housing Cost
	Planning Code amendment		Operating Funds	Near-Term	H-3.2 (C-1.1, LU-1.1) Displacement
					H-1.5 Housing Cost
					H-2.10 Housing Cost
			CIP, Grants, Transportation Impact Fee increase for Downtown	Immediate / Ongoing	M-1.2 Other (accessibility, traffic accidents)
				Immediate / Ongoing	M-1.5 (CH-1.1)
				Near-Term	M-2.10 (CH-2.2)
					M-3.10 (new), CH-1.2, Other (accessibility)
				Immediate / Ongoing	M-3.3 (CH-2.2, CH-2.13, LU-1.5)
Chinatown Coalition, Chinatown Chamber of Commerce				Immediate / Ongoing	M-3.6 (E-1)

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Action Step	Related Existing City Policies & Programs	Lead Agency
City Policy/Regulation		
<p>51 Implement zoning and land use regulations to help preserve and enhance existing and encourage more arts, culture, Production, Distribution and Repair (PDR), and maker spaces, with a priority in Cultural Districts such as:</p> <ul style="list-style-type: none"> • Create Cultural District Overlays (that will encompass smaller areas than the “Cultural District” for specific zoning treatments) , beginning with the adopted BAMBD. • Allowing rooftop open spaces. • Establishing temporary activity permits for pop-ups. • Addressing noise complaints. • Requiring new development in certain areas to dedicate a percentage of ground floor space to arts uses. • Establishing new arts & culture land use category. • Requiring replacement of displaced existing arts, culture and PDR uses of a certain size. • Considering restrictions on amount of retail, office, bar, etc. • Creating design guidelines that require new buildings to be compatible with surrounding context. • Establishing a temporary use classification. • Working with the Building Bureau to identify the “occupancy status” of vacant buildings. • Evaluating and changing City requirements to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses. • Considering ways to streamline permitting, reduce approval process time and reduce permit fees. • Evaluating State Assembly Bill 2719, ‘Mobile retail operations and pop-up operations: model local ordinance or resolution. 	<p>Planning Code; Mayor’s Artist Housing and Workspace Task Force Report, and Cultural Plan</p>	<p>Planning</p>
<p>52 Establish temporary affordable arts spaces by:</p> <ul style="list-style-type: none"> • Establish a temporary use classification in the zoning code (that could apply to uses as well as temporary interactive art installations) to allow for pop-up arts uses for a pre-determined period of time. • Work with the Building Bureau to identify the “occupancy status” of vacant buildings to determine those that could accommodate artistic, retail or nonprofit uses. • Evaluate and change City requirements to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses. • Consider ways to streamline permitting, reduce approval process time and reduce permit fees. • Evaluate State Assembly Bill 2719, “Mobile retail operations and pop-up operations: model local ordinance or resolution” 	<p>Planning Code; Municipal Code; State Assembly Bill 2719</p>	<p>Planning</p>



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
	Planning Code amendment; Zoning Map amendment; grantmaking, data collection/community and stakeholder survey	\$	Operating Funds, philanthropic institutions, state/federal funding	Immediate	C-1.1, C-1.6, C-1.10 (E-2.8, LU-1.1, LU-2.1, LU-2.2) Displacement
	Planning Code amendment	\$	Operating Funds	Immediate	C-1.11 (LU-1.1) Displacement

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Policy/Regulation				
53	Reduce regulatory barriers to outdoor vendors in downtown, particularly within arts and culture districts, parks, and public gathering spaces, using Frank Ogawa Plaza as an example for integrating outdoor vendors, public vendors in those spaces, conversion of pop up space to permit spaces and the synergies.	Planning Code; Municipal Code	Planning	
54	Adopt regulations that help preserve and adapt historic buildings downtown, in order to help retain and create new spaces for arts and culture uses, such as: <ul style="list-style-type: none"> Encouraging use of State Historic Building Code in the rehabilitation of historic buildings (Building Code). Implementing a TDR program that is specific to fund the rehabilitation of historic properties. Exploring allowing additional height on parcels adjacent to historic properties that rehabilitate the adjacent historic property. Allowing for use conversion to historic buildings when they submit a rehab plan (e.g., SF's Planning Code that allows office conversions when a historic building maintenance plan is submitted). 	DRE mandate in OMC, Cultural Plan	Planning, Building	
55	Update regulations to allow vendors to activate public spaces by selling in them.	Planning Code; Municipal Code	Planning; City Administrator (Special Activities)	
56	Draft and adopt guidelines for new or improved parks and public open spaces, including 'active design' guidelines with policies and design standards that create healthier open spaces, promote healthy behaviors, and improve the quality of life for people of all ages and abilities.		Planning; Parks, Recreation & Youth Development	
57	Develop policy to support clean transportation modes to reduce vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions. Coordinate land-use regulations and transportation policies for reductions in VMT and GHG emissions that meet citywide targets. Accelerate the electrification of private vehicles and low capacity taxi/TNC vehicles.	CURB Strategy	Planning; OakDOT	
58	Update requirements to meet sustainability goals, including: Require new developments to install and maintain low-impact stormwater detention systems on private property. Require high-albedo (reflective) surfaces on rooftops and paving where appropriate to reduce urban heat island effect.	ECAP	Planning	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
City Administrator/ Special Permits				Immediate	C-2.4 (CH-1.7, LU-1.1)
	Planning Code amendment	\$	Operating Funds	Near-Term	C-1.6 (LU-2.1, LU-2.2)
	Planning Code amendment; Municipal Code amendment; Design guidelines for public spaces that incorporate vendors needs			Immediate/ Ongoing	CH-1.7 (C-2.4, LU-1.1)
	Develop and implement a parks and open space strategy; prepare design guidelines and staff public process for review/feedback	\$	Operating Funds	Near-Term	CH-1.3, CH-1.1, CH-1.11, CH-2.10 (M-3.1) Other (accessibility)
	Ongoing implementation and updating of the Green Building Ordinance	\$\$\$	Operating Funds	Near-Term	CH-2.1, CH-2.2, CH-2.13 (M-1.8, M-1.3, M-3.1, LU-1.1) Other (asthma/air quality)
	Ongoing implementation and updating of the Green Building Ordinance	\$	Operating Funds	Near-Term	CH-2.4, CH-2.15, CH-1.8 (LU-1.1)

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IMPLEMENTATION ACTIONS

Timeframe:	Immediate: first year	Near-Term: 1-5 years	Longer Term: 5+ years		
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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Policy/Regulation				
59	Require green roofs on projects of a certain size and include publicly accessible rooftops as a community benefit, with incentives for public access; develop private and public roofs into community benefit.	ECAP	Planning	
60	Develop and implement a Green Infrastructure Plan for downtown with standards and guidelines for the integration of low-impact design elements for all public realm and capital improvement projects downtown. Prioritize the design and implementation of green streets.	ECAP	Oakland Public Works; Planning; OakDOT	
61	Prepare a new Sea Level Rise Strategy for the Plan area as part of a regional strategy to address rising water levels, coordinated with the City's broader climate adaptation efforts.	ECAP	Planning; Oakland Public Works; City Administrator's Office (Resilience Office)	
62	Coordinate access to privately owned public spaces in existing development.		Planning; Parks, Recreation & Youth Development	
63	Coordinate implementation of new accessible privately-owned public spaces with future development through updates to zoning and the development incentive program.	Planning Code	Planning; Parks, Recreation & Youth Development	
64	Require applicants to assess Sea Level Rise vulnerabilities; include shoreline protection measures and adaptation strategies as part of future development projects.	Sea Level Rise Roadmap, ECAP	Planning, Building	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
	Ongoing implementation and updating of the Green Building Ordinance?	\$	Operating Funds	Near-Term	CH-2.4, CH-2.15, CH-1.8 (LU-1.1) Other (asthma/air quality)
Oakland Climate Action Coalition, Urban Releaf	Prepare Green Infrastructure Plan, staff public process for review/feedback; City review of streets, sidewalks, and open space plans: For all greening on streets and public open spaces, encourage the use of climate appropriate, habitat supportive, pollution filtering, and non-invasive plants, as well as integrated pest management that meets City standards.	\$\$	Operating Funds	Near-Term	CH-2.10, CH-1.3
Participate in Regional SLR Adaptation Groups.	Staff regional working group tasked with developing local strategy (which compliments regional strategy)	\$	Operating Funds	Near-Term	CH-2.9, CH-2.3
	Consider feasibility and legal constraints t		N/A	Immediate/ Ongoing	CH-1.6 (LU-1.3)
	Planning Code amendment (to include mid-block connections and community gathering spaces)			Immediate/ Ongoing	CH-1.6 (LU-1.1, LU-1.3)
	Update City's Standard Conditions to require information about SLR			Near-Term / Longer Term	CH-2.6, CH-2.7 (LU-1.1)

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Policy/Regulation				
65	Coordinate new downtown development with implementation of improved parks and streetscapes.	Public Art Program	Planning	
66	Increase capital revenue and maintenance endowments for improved parks and public spaces by exploring creative funding options and leveraging partnerships.		Planning; Public Works, Parks, Recreation & Youth Development	
67	As part of zoning and land development regulation updates, revise open space requirements to result in publicly accessible rather than private space, allowing required open space to be built off-site, updating capital improvement impact fees, and/or implementing a parkland dedication fee. Whichever the mechanism selected, ensure that fees are available for maintenance.	Planning Code	Planning	
68	Incentivize the use of private and public ground floors for community benefits and plazas, and encourage private buildings to partner with public organizations to program ground-floor spaces to ensure that they are continually activated places.			
69	Revise zoning regulations within the Downtown Plan area to reflect community goals and feasible development potential. This new zoning framework should address the need for a clear development hierarchy, improved public space standards, expanded frontage requirements and principles, building-form criteria, rational lot requirements, and a streamlined development process to ensure predictability for developers and the community.	Planning Code	Planning	
70	As part of zoning updates, designate 'Office Priority Sites' in key areas of downtown such as City Center and the Lake Merritt Office District, which require a certain percentage of gross floor area to be dedicated to commercial office space.	Planning Code	Planning	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
Uptown/Downtown, Jack London, KONO BIDs, Community Groups	Continue to apply SCAs (related to streetscape improvements) and establish zoning incentive program that identifies streetscape improvements as a potential community benefit	\$\$	Capital Facilities Impact Fee increase	Immediate/Ongoing	CH-1.2 (LU-1.1)
	Update Impact Fee Study	\$	Operating Funds, Increase in Capital Improvement Impact Fee, Landscape & Lighting Assessment District (LLAD), Tax Increment Financing, Melo Roos, Grants, Bonds, Endownments		CH-1.1, CH-1.5, CH-1.8
	Zoning Map amendment and Planning Code Amendment			Immediate	CH-1.4, LU-1.1, LU-1.3
					CH-1.6, CH-1.3,
	Zoning Map amendment and Planning Code Amendment	\$\$	Operating Funds	Upon Plan Adoption	LU-1.1, LU-2.3, LU-2.4 (E-2.9, 2.3, 2.8, E-2.2, H-1.7, 1.8, H-2.3, H-3.2, H-1.11, M-2.8, M-3.3, C-1.1, 1.12, C-2.4, CH-1.2, CH-2.2, 2.4, 2.10, 2.12) Housing Cost, Displacement
	Zoning Map amendment and Planning Code Amendment			Immediate	LU-1.1, LU-1.4 (E-2.1)

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Policy/Regulation				
71	Create Cultural District Zoning Overlays (that will encompass a more targeted area than the “Cultural District” for specific zoning treatments), beginning with the adopted BAMBD Cultural District	Planning Code	Planning	
72	Draft and adopt street design standards to support the intended physical character and land uses of the Character Areas, to better connect parks and open spaces to one another as well as neighborhoods outside downtown, including connecting the downtown core with the waterfront. Public streets and rights-of-way can be used for active recreation, community gathering, economic activity, art, cultural activities, and urban greening.		Planning; OakDOT	
73	Draft and adopt an Adaptive Reuse Ordinance that facilitates the reuse of older and underutilized buildings by relaxing typical building and zoning requirements and by providing flexibility in the approval and permitting process when buildings are converted to new uses.		Planning	
74	Update the City’s demolition findings to allow development near the periphery of fragmented Areas of Primary Importance and Areas of Secondary Importance that is compatible with the historic district.		Planning	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
BAMBD CDC, AGD, Chinatown Coalition	Zoning Map amendment, Planning Code Amendment				C-1.1; C-1.10
	Inter-departmental collaboration and consultant contract to develop design standards	\$\$	Operating Funds	Near-Term	LU-1.5 (M-3.1, M-3.8, C-1.3, C-1.2, CH-2.11)
	Planning and/or Building Code amendment	\$	Operating Funds	Near-Term	LU-2.1 (C-1.6, C-1.10)
	Planning Code amendment		Operating Funds	Near-Term	LU-2.4, LU-1.1, LU-1.2

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Program/Service				
75	Assess ongoing City efforts to expand local-hire initiatives, training, apprenticeships, and partnerships as specified.	Programs, funding and partnerships of the Oakland Workforce Development Board	Economic & Workforce Development	
76	Conduct outreach to local businesses to publicize available resources for enhancing physical accessibility.		Economic & Workforce Development	
77	Develop and implement program guidelines, modifications to City requirements, and an administrative structure to track ground-floor vacancies and incorporate pop-up retail uses.		Economic & Workforce Development	
78	Develop a master leasing program approach, structure, criteria, and funding plan. Any master-leasing programs and zoning updates should reflect a broader idea of what constitutes a pedestrian-friendly ground floor.		Economic & Workforce Development	
79	Develop partnerships to identify master leasing opportunities and to manage the sub-leases for targeted tenants; implement the master lease program at 1-2 initial pilot sites.		Economic & Workforce Development	
80	Identify stable funding for the City's façade improvement program, and review and modify the assistance criteria.		Economic & Workforce Development	
81	Review activities of the Business Assistance Center and identify opportunities to expand its services in conjunction with partners and cultural districts.	City Business Assistance Center	Economic & Workforce Development	
82	Form partnerships and implement expanded services at the Business Assistance Center.	City Business Assistance Center	Economic & Workforce Development	
83	Form an interdepartmental business outreach team and commence regular business outreach.		Economic & Workforce Development	
84	Review existing partnerships and programs focused on enhancing outreach, training, and capacity-building for small, local suppliers/vendors, and adjust programs as needed.		Economic & Workforce Development	
85	Pursue adoption of a youth empowerment zone, with a focus on job training and community health.		City Administrator; Economic & Workforce Development; Parks, Recreation & Youth Development	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
			Operating Funds	Immediate / Ongoing	E-3.2, E-3.3 (LU-1.3) Unemployment, Disconnected Youth, Median Income.
Uptown/Downtown, Jack London, KONO BIDs			Operating Funds	Immediate / Ongoing	E-2.15 Other (accessibility)
			Operating Funds	Near-Term	E-2.9 (C-3.6, Lu-1.1)
			Operating Funds	Near-Term	E-2.8 (C-3.2) Displacement
			Operating Funds	Near-Term	E-2.8 (C-3.2) Displacement
			Operating Funds / New Sources	Near-Term	E-2.14 Displacement
BAOBAB			Operating Funds / New Sources	Near-Term	E-2.4 Displacement, Median Income
			Operating Funds	Near-Term	E-2.4 Displacement, Median Income
Chinatown Coalition, Chinatown Chambers, BAOBAB, BAMBD CDC, Uptown/Downtown, Jack London, KONO BIDs			Operating Funds	Near-Term	E-2.10 Displacement, Median Income
			Operating Funds / New Sources	Near-Term	E-3.5 Unemployment, Displacement, Median Income
			Operating Funds	Near-Term	E-3.1 Disconnected Youth

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Action Step	Related Existing City Policies & Programs	Lead Agency	
City Program/Service			
86	Improve and expand downtown-specific marketing and branding initiatives, particularly marketing for cultural events / assets and for commercial and business opportunities.	Economic Development, Cultural Affairs	
87	Continue the work of the Oakland Housing Cabinet to develop, implement, and periodically review the citywide housing strategy.	Oakland Housing Cabinet, Oakland at Home	Mayor's Housing Cabinet
88	Continue proactive identification and pursuit of opportunities to purchase and rehabilitate SRO buildings for use as transitional housing.	Emergency housing services	Housing & Community Development
89	Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate affordable housing and SROs in downtown.		Housing & Community Development
90	Continue implementation of services for encampment areas.	Emergency housing services, Encampment Management Team	Human Services
91	Continue applying State and local first-time homebuyer mortgage assistance programs to support the purchase of housing in downtown.	City residential lending programs	Housing
92	Adjust NOFA scoring criteria to prioritize use of housing funds on projects that would prevent displacement and help with homelessness.	City Housing Dev. and 1st Time Homebuyers Program	Housing & Community Development
93	Explore the creation of a new downtown value-capture mechanism, with a significant portion of this new long-term revenue stream dedicated to affordable housing retention and production.		Planning
94	Develop a program, approach, and criteria to proactively identify homeowners at risk of foreclosure and direct residents to resources.	Funding for foreclosure assistance service partners, Housing Resource Center	Housing & Community Development
95	Establish a public/private partnership between libraries, Alameda County and affordable housing providers aimed at co-locating public facilities with affordable housing above.		
96	Work with transit agencies to offer a low-income transit pass to reduce the cost of transit fare and a free transit pass for school-aged children.		OakDOT; AC Transit



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
Visit Oakland, Uptown/Downtown, Jack London, KONO BIDs, chambers, and the BAMBD CDC	Creation of new staff positions				E-2.11 (new), E-2.9, E-2.10, C-1.3
	Staff Housing Cabinet		Operating Funds	Immediate / Ongoing	H-1.14 Housing Cost, Homelessness, Displacement
	Coordination with Real Estate Department, Department of Human Services	\$\$\$\$	Operating Funds; Measure KK funds	Immediate / Ongoing	H-2.1 Housing Cost; Homelessness
Chinatown Coalition, EBALDC		\$\$\$\$	Measure KK funds		H-2.2
			Operating Funds / New Sources	Immediate / Ongoing	H-2.6 (CH-1.12) Homelessness
		\$\$\$\$; \$75,000 max per household (already in budget)	Operating Funds	Immediate / Ongoing	H-2.12 Housing Cost, Displacement
			Operating Funds	Near-Term	H-1.1, H-2.2 Housing Cost, Homelessness, Displacement
	Staff and fund study and community involvement	\$	Operating Funds / New Sources	Longer Term	H-1.5 Housing Cost
			Operating Funds / New Sources	Longer Term	H-2.13 Homelessness, Displacement
					H-1.3 (new)
				Near-Term	M-2.4 Other (transit cost)

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Program/Service				
97	Expand the Park Oakland program to additional areas of Downtown to manage public parking to balance the diverse needs of Downtown Oakland’s visitors, merchants, commuters and residents. Actions include: increase ADA-accessible parking and passenger loading; implement real-time parking signage; adopt the SIRA methodology to monitor parking occupancy in real time; establish parking benefit districts; give merchant and neighborhood organizations an advisory role in how to spend revenues; and establish a committee to propose reforms to curb parking availability for people with disabilities, and Disabled Placard fraud and abuse.	Park Oakland Program	OakDOT	
98	Provide support for the Let’s Bike Oakland library partnership with OakDOT which will provide bike mechanics, fix-it stations and bike repair and maintenance tools for free at library locations	Let’s Bike Oakland Program	OakDOT	
99	Provide support for the Black Arts Movement and Business District (BAMBD), and promote the district with special urban design elements and marketing materials.	Public Art Programs, Cultural Funding Program; City’s marketing coordinator; Economic and Workforce Development; Dept. of Transportation; BAMBD resolution, DRE section of OMC, Cultural Plan	Planning; Business Development/EWD; Cultural Affairs; OakDOT	
100	Celebrate and encourage youth activities in public spaces and businesses, and activate Frank Ogawa Plaza with more youth-serving activities.		Parks, Recreation & Youth Development	
101	Establish a program to connect available and underutilized venues with those seeking spaces for special events.	Cultural Plan; Oakland Cultural Asset Map	Cultural Affairs	
102	Establish a Citywide Cultural Districts Program to formalize a collaborative partnership between the City and communities; and identify resources to stabilize vulnerable communities and to preserve, strengthen, and promote the City’s cultural assets and diverse communities.	Cultural Plan; Mayor’s Task Force Report	Planning; Cultural Affairs	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
				Immediate	M-3.7 Other (accessibility)
Library Services		\$	Operating Funds	Immediate	M-1.9 (CH-2.2) Other (bicycle use inequity)
District 2 and 3, DRE, BAMBD CDC, California Arts Council, PolicyLink, Visit Oakland	form BAMBD working group/task force	varies	Operating Funds, CIP, grants, General Fund, Grant making, Cultural Affairs, TOT to potential funding sources	Immediate / Ongoing	C-1.2 (E-2.8, LU-1.5) Displacement
Library Services; Dept. of Human Services				Immediate / Ongoing	C-2.1 (CH-1.9) Disconnected Youth
Downtown/Uptown, Jack London, KONO BIDs, BAMBD CDC and Districts 2 and 3	Need additional staff	\$	General fund	Immediate	C-2.5
BAMBD CDC, CCED, Chinatown Coalition, AGD and DRE	Staff project lead for Cultural Districts Program; involves inter-departmental working group and community involvement			Near-Term	C-1.1, C-1.10 (E-2.9, E-2.13, H-3.2, LU-1.1, LU-2.3) Displacement

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Action Step	Related Existing City Policies & Programs	Lead Agency	
City Program/Service			
103	Centralize and maintain a current list of eligible arts organizations to occupy ground floor space.	Equity Indicators Report and Downtown Disparity analysis	Cultural Affairs
104	Continue leasing City-owned properties downtown at below-market rents for arts and culture uses utilizing the City's existing process.	DRE section in OMC	Real Estate/Economic & Workforce Development
105	Expand existing technical assistance in business skills and marketing, and support the extension of CAST's "Keeping Space Oakland" program.		Cultural Affairs, Business Development/ Economic & Workforce Development
106	Increase funding and support for arts & culture programs and organizations, particularly for groups most impacted by racial disparities, by either increasing the hotel tax or reallocating existing hotel tax funds, which would require a ballot initiative.	DRE mandate, Cultural Plan	Cultural Affairs Office
107	Consider creating a master lease program where a nonprofit intermediary with expertise in arts tenants, like CAST or EBALDC, could partner with building owners to sub-lease available and underutilized ground-floor building spaces to artists and arts organizations.	CAST already exists to do this, but needs more funds; Mayor's Task Force Report, DRE mandate	Cultural Affairs, Business Development, Real Estate/ Economic & Workforce Development
108	Create a Cultural Facilities Fee for improvements to cultural facilities. Consider a ticket sales tax fee (surcharge on entertainment tickets).		Planning; Cultural Affairs
109	Encourage or incentivize new developments to seek out local artisan producers and industrial fabricators to supply furniture, lighting, railing, textiles, art work, etc. for their properties.		Planning
110	Expand & enhance the Oakland Cultural Asset Map (2018), created by the City of Oakland Department of Cultural Affairs.	Cultural Plan; Oakland Cultural Asset Map	Cultural Affairs; City's Digital Services Department



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
Downtown/Uptown, Jack London, KONO BIDs, BAMBD CDC, Chinatown Coalition, D2/D3,	Need additional staff to do the research and monitoring; reviewing integrating additional data from PolicyLink, Urban Displacement Project, Urban Strategies Council		Operating Funds		C-3.3
		N/A	N/A	Immediate	C-3.1 Displacement
CAST, Community Vision/(formerly NCCLF)	Grants, operating funds			Immediate / Ongoing	C-3.5 Displacement
Visit Oakland; PolicyLink or similar NGO	Feasibility study/ cost-benefit analysis; comparative analysis to determine which funding mechanism is more profitable; ballot initiative for TOT increase or re-allocation	varies	Hotel Tax (TOT), Impact Fees, Future Cultural Facilities Fee (Surcharge on Entertainment Tickets?)	Near-Term	C-3.4 Displacement
CAST, CCED, DRE	Include as part of 2020/2021 budget allocation from the general fund; review of current CBAs with BMR provisions for cultural retail		Grants	Near-Term	C-3.2 (E-2.8) Displacement
	Study / feasibility analysis on what would work better Hotel tax increase vs. ticket sales tax.		CIP; philanthropic grants	Near-Term	C-1.13, C-1.7, Displacement
				Immediate	C-1.4 (LU-1.3)
		\$	Operating Funds	Immediate / Ongoing	C-1.14

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Action Step		Related Existing City Policies & Programs	Lead Agency	
City Program/Service				
111	<p>Invest in expanded resources and amenities for the unsheltered residents of downtown. Actions include:</p> <ul style="list-style-type: none"> • Provide secure storage lockers for the unsheltered residents of downtown in places where they can access them; • Work with downtown libraries to create a safe daytime shelter, community gathering and services program for Oakland’s unhoused and vulnerable residents; and • Provide creatively designed public drinking water, trash, and restroom facilities in parks and other public spaces, including re-opening restrooms in parks that have been closed due to understaffing. 	Planning Code; Municipal Code	Human Services, Parks, Recreation & Youth Development	
112	Continue actions to protect, maintain and enhance the natural resources that surround downtown, including Lake Merritt and Channel, estuary waterfront areas, and parks/plazas/open spaces.	Planning Code; Municipal Code	Planning; Parks, Recreation & Youth Development	
113	Continue to create and enhance programs that educate the community about sex trafficking, identifying and supporting victims.		Planning; Oakland Police Dept.; Dept. of Race and Equity	
114	Support the implementation of the City’s Sea Level Rise Roadmap, which identified key actions needed to prepare for impacts of climate change; critical assets that should be prioritized; and identifies policy regulations and data analysis systems that can support decision making.	Sea Level Rise Roadmap	Planning, Oakland Public Works, City Administrator	
115	Make available to potential developers up-to-date mapping that depicts predicted Sea Level Rise inundation areas in the Downtown Plan Area.	Sea Level Rise Roadmap	Planning	
116	Develop and implement a parks and open space strategy for downtown; and evaluate the potential of creating additional community gardens on City-controlled public land.		Planning; Parks, Recreation & Youth Development; Tree Division	
117	Create and manage needle exchange locations.		Oakland Police Dept, Human Services	
118	Provide incentives for the creation of more childcare centers and invest in programs to help subsidize the cost of childcare for vulnerable residents and workers.		Human Services, Planning & Building	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
Library Service	Capital Facilities Impact Fee increase (for parks);	\$\$\$	Capital Facilities Impact Fee increase, Operating Funds	Immediate/Ongoing	CH-1.12, CH-1.13, CH-1.14 (CH-1.22) Homelessness, Displacement
	Planning Code Amendment; Capital Facilities Impact Fee increase (for parks);	\$\$	Capital Facilities Impact Fee increase	Immediate/Ongoing	CH-1.8, CH-2.4
MISSY, Bay Area Women Against Rape (BAWAR)	Staff partmental working group and Specific Plan Implementation Committee	\$		Immediate/Ongoing	CH-1.21
Collaborate with Local Organizations Working on SLR. Participate in Regional Coordination.	Staff working group to maximize opportunities for engagement and collaboration in SLR Road Map actions	\$	Operating Funds	Immediate/Ongoing	CH-2.3, CH-2.5, CH2.15 Other (environmental justice)
BCDC	Update Watershed Modeling to Include Climate Change Stressors Leverage New SLR Mapping.	N/A	N/A	Immediate/Ongoing	CH-2.3, CH-2.5
	Review by Parks & Recreation, and the Parks and Recreation Advisory Committee.	\$	CIP; Capital Facilities Impact Fee increase	Near-Term	CH-1.10
		\$	Operating Funds	Immediate	CH-1.20
	Jobs/Housing Impact Fee increase (for new office)	\$\$\$	Jobs/Housing Impact Fee increase, Operating Funds	Near-Term	CH-1.19

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Action Step		Related Existing City Policies & Programs	Lead Agency	
Planning Study & Public Process				
119	Establish a Cultural Districts Program and use the zoning regulations developed in support of such a program to both require and incentivize specific uses identified by the community as priorities in those areas.	Planning Code	Planning	
120	Adopt a streamlined development incentive program for downtown that works seamlessly with updated zoning regulations and addresses the community's most pressing needs.	Planning Code	Planning	
121	Conduct outreach to businesses and stakeholders to identify potential new arts and culture districts. Form working groups as appropriate.	Cultural Funding Program, Public Art Program	Economic & Workforce Development	
122	Complete the currently underway study of zoning incentives/value capture in downtown and implement its recommendations, ensuring it includes forms of community benefit.	Planning Code	Planning	
123	Study increasing the city's affordable housing impact fees, potentially dedicating a portion of the new revenues generated to affordable housing production in downtown.	Affordable Housing Fee; Jobs/Housing Impact Fee	Planning	
124	Form a working group to study alternative models of land or building ownership focused on creating opportunities for providing low-cost commercial space targeted to businesses meeting specific criteria, such as examining deployment of the community land trust model in downtown.		Economic & Workforce Development	
125	Complete nightlife district study and adopt its recommendations. Reinststitute the Oakland Police Department metro division to help support the downtown nightlife scene.	Planning Code; Municipal Code	Planning; Economic & Workforce Development	
126	Pursue development of cultural district descriptions, goals, and formation in conjunction with arts and culture district working group(s).		Economic & Workforce Development	
127	Form a working group and conduct a study of the approach, goals, criteria, and activities of a new youth empowerment zone.		City Administrator; Economic & Workforce Development; Parks, Recreation & Youth Development	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
	Staff community process of developing a Cultural Districts program (to include staff participation from departmental working group); fund necessary studies related to establishing baseline conditions, conduct neighborhood inventories, support community engagement, etc.	\$\$	Operating Funds, New Sources	Near-Term	LU-1.1, LU-2.3 (E-2.9, E-2.13, C-1.1) Displacement
Community Groups Chinatown Coalition	Zoning Map amendment, Planning Code amendment Staff outreach		Operating Funds	Near-Term Immediate	LU-1.3 (E-1.1, E-2.8, E-3.2, H-1.8, C-1.5, CH-1.6) Displacement, Unemployment E-2.13 (C-1.1, LU-2.3) Displacement
Cultural Affairs, OakDOT, community groups	Staff oversight of study and meetings of CAG to review/provide feedback	\$	Operating Funds	Near-Term	E-1.1, E-2.8, E-3.2, H-1.8, C-1.5, CH-1.6, LU-1.3 Displacement, Unemployment, Other
	Update Impact Fee Studies		Operating Funds	Near-Term	E-1.1, (H-1.4) Housing Cost, Homelessness
Oakland Community Land Trust, Chinatown Coalition, BAMBD CDC	Staff working group and project lead (responsible for research, etc.)			Near-Term	E-2.8 (C-1.8)
Cultural Affairs, Districts 2 and 3	Planning Code and Municipal Code amendments; Zoning map amendment	\$	Operating Funds	Near-Term	E-2.9 (C-1.1, C-2.3, LU-2.3)
BAMBD CDC and Chinatown Coalition			Operating Funds	Near-Term	E-2.9, E-2.13 (C-1.1, LU-2.3) Displacement
	Staff working group	\$	Operating Funds	Near-Term	E-3.1 Disconnected Youth

CHAPTER 07: IMPLEMENTATION & ONGOING ENGAGEMENT

IMPLEMENTATION ACTIONS

Timeframe:	Immediate: first year	Near-Term: 1-5 years	Longer Term: 5+ years		
Estimated Costs:	\$ = up to \$125,000	\$\$ = up to \$250,000	\$\$\$ = up to \$500,000	\$\$\$\$ = up to \$1,000,000	\$\$\$\$\$ = \$1 M +

Action Step		Related Existing City Policies & Programs	Lead Agency	
Planning Study & Public Process				
128	Refine short- and long-term affordable housing production targets for downtown by completing a study of existing funding resources, potential changes to funding resources, development opportunities, and the funding gap for new affordable housing.		Planning; Housing & Community Development	
129	Study and adopt recommended policy changes to ensure a high standard of accessibility in new or renovated housing.	Municipal Code	Planning, Building	
130	Research unique considerations of applying the community land trust and other alternative ownership programs/models in downtown to determine whether and how to proceed; adopt recommendations.	Site acquisition program	Housing & Community Development	
131	Study, identify, and implement new funding sources or increases to existing funding sources for renter services and counseling, and legal services, with more downtown outreach to the homeless and most vulnerable, such as SRO residents, to educate about range of services: rights as tenants, counseling services, and emergency services.	Rent Adjustment Program, Housing Resource Center	Housing & Community Development	
132	Study existing locations of supportive services in income-restricted housing in downtown, and identify opportunities to expand locations for these services.		Housing & Community Development; Human Services	
133	Study additional appropriate sites in downtown for hosting facilities and services for homeless residents and pursue creation of additional facilities as opportunities arise. Consider co-location in buildings with formerly homeless residents or buildings that provide low income housing.	Emergency Housing Services, Site acquisition program	Human Services	
134	Study and incorporate artist-serving housing into the City's affordable housing Notice of Funding Availability (NOFA) process scoring criteria.	City Housing Development program	Housing & Community Development	
135	Complete an updated nexus and inclusionary housing study to modify the affordable housing impact fees and/or add an inclusionary housing requirement.	Affordable Housing Impact Fee	Planning	
136	Continue to implement the recommendations of the 2011 Train Quiet Zone Study that details the specific safety measures for each intersection and provides a blueprint of the Jack London Train Quiet Zone. Extend study area east of Oak Street.	2011 Train Quiet Zone Study	Planning; OakDOT	
137	Reconfigure transit service in Jack London and Chinatown to better connect with regional transit (ferry terminal, Amtrak, and Lake Merritt BART) and improve bus transit connections between Downtown and East Oakland.		OakDOT; AC Transit	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
		\$	Operating Funds	Near-Term	H-1.7 (LU-1.1) Housing Cost
			Operating Funds	Immediate	H-1.13 (LU-1.1) Other (accessibility)
			Operating Funds	Near-Term	H-1.10 Housing Cost
			Operating Funds / New Sources	Immediate	H-2.7 Homelessness, Displacement
Alameda County, in the areas of social services, behavioural health care, and HIV/AIDS services; Chinatown Coalition			Operating Funds	Immediate	H-2.9 Homelessness, Unemployment
			Operating Funds / New Sources	Immediate	H-2.6 (CH-1.12) Homelessness
District 2 and 3, BAMBD CDC, Chinatown Coalition, CCED, CAST			Operating Funds / New Sources	Near-Term	H-3.1 Housing Cost, Displacement
	Update Impact Fee Study	\$	Operating Funds / New Sources	Longer Term	H-1.12 Housing Cost
				Immediate / Near-Term	M-2.11
				Near-Term	M-2.3 Other (transit inequity)

CHAPTER 07: IMPLEMENTATION & ONGOING ENGAGEMENT

IMPLEMENTATION ACTIONS

Timeframe:	Immediate: first year	Near-Term: 1-5 years	Longer Term: 5+ years		
Estimated Costs:	\$ = up to \$125,000	\$\$ = up to \$250,000	\$\$\$ = up to \$500,000	\$\$\$\$ = up to \$1,000,000	\$\$\$\$\$ = \$1 M +

Action Step		Related Existing City Policies & Programs	Lead Agency	
Planning Study & Public Process				
138	Engage the Chinatown community in a planning process to evaluate re-naming the Lake Merritt BART Station.		OakDOT; AC Transit; BART; Specific Plan Implementation Committee	
139	Development a truck management plan for the larger Downtown Oakland area.	West Oakland Truck Management Plan	Planning; OakDOT	
140	Develop a Curbside Management Study, building upon the 2016 downtown Oakland Parking Study.	2016 Downtown Oakland Parking Study	Planning; OakDOT	
141	Study the long-term feasibility of replacing I-980 with a multi-way boulevard.		OakDOT	
142	Study, encourage, and capitalize on potential regional transit expansion opportunities for BART, Capitol Corridor, and ferry service.		OakDOT; AC Transit, BART; Capitol Corridor	
143	Consider locations for a transbay crossing and new BART Station in downtown. Evaluate locations such as, but not limited to, I-980, Broadway, Franklin, Webster, Clay Street or Washington Street.		OakDOT; AC Transit, BART; Planning	
144	Identify a financing strategy for the renovation and expansion of the Main Library, then allocate capital funds for design and construction.	Library Master Facilities Plan	Library Services	
145	Expand the purview of the City's Special Event Task Force to encompass festivals, parades and other outdoor public spaces to promote downtown as an entertainment destination; streamline event permitting.	Special Events Permitting, Municipal Code	City Administrator	
146	Explore use of land trust model to help stabilize cultural businesses, institutions and residents through community ownership of land.	Mayor's Artist Housing and Workspace Task Force Report	Planning; Cultural Affairs; Business Development	
147	Consider cultural easements to restore Indigenous People's rights to land, habitat and stewardship.		Planning; Real Estate; Cultural Affairs	
148	Expand the City's internal capacity in the Cultural Affairs Office and Planning Bureau to implement arts-related recommendations.	Cultural Plan	Planning; Cultural Affairs	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
Chinatown Coalition				Near-Term	M-2.6 (C-1.3) Other (engagement)
				Near-Term	M-3.9
				Immediate	M-3.6
CALTRANS, MTC, Alameda CTC, OakDOT, BAMBD CDC	Develop robust mechanism for community outreach and intake to actions required.			Near-Term / Longer Term	M-3.5, M-1.4 (E-2.1, H-1.7, CH-1.1, LU-1.2) Housing Cost, Unemployment, Other (accessibility, asthma/air quality)
				Near-Term / Longer Term	M-2.8 (E-2.2, LU-1.1)
Chinatown Coalition, Chinatown Chambers, BAOBAB, BAMBD CDC, among other Community Groups				Near-Term / Longer Term	M-2.9
		\$	Operating Funds	Immediate / Ongoing	C-1.9
Cultural Arts Commission, BAMBD CDC and Districts 2 and 3		N/A	N/A	Immediate	C-2.3 (E-2.9)
Public/private philanthropic partners. (similar to Rainin Foundation); Oakland Community Land Trust	Form working group with robust community involvement			Near-Term	C-1.8 Displacement
Sogorea Te'; Mak'amham			General Fund; Operating Funds	Near-Term	C-1.8
	Reallocation of OakDOT funds, which would require a ballot amendment.		Transit Occupancy Tax (TOT) /New Sources	Near-Term	C-1.15

CHAPTER 07: IMPLEMENTATION & ONGOING ENGAGEMENT

IMPLEMENTATION ACTIONS

Timeframe:	Immediate: first year	Near-Term: 1-5 years	Longer Term: 5+ years		
Estimated Costs:	\$ = up to \$125,000	\$\$ = up to \$250,000	\$\$\$ = up to \$500,000	\$\$\$\$ = up to \$1,000,000	\$\$\$\$\$ = \$1 M +

Action Step		Related Existing City Policies & Programs	Lead Agency
Planning Study & Public Process			
149	Explore the development of a facilities access fund to subsidize access to space (performance venues, theaters, etc.) for artists seeking affordable exhibition/performance space.	Cultural Funding Program	Planning; Cultural Affairs
150	Working with the community, and using Figure CH-1 as a guide, prioritize and implement public realm improvements to create a more connected and accessible network of inclusive, high-quality public open spaces. Following Plan adoption, this map can be updated at regular intervals with community input to guide implementation.	Public Art Program	Planning; Parks, Recreation & Youth Development; Specific Plan Implementation Committee
151	Re-evaluate both Bay flooding and watershed flooding potential at key milestones in the specific plan's 20-year implementation horizon, to manage for changing sea level rise projections.	Sea Level Rise Roadmap, ECAP	Planning, Oakland Public Works
152	Expand implementation of community safety initiatives, including strengthened community policing and partnerships, expanded bias training for police and other neighborhood peacekeepers, partnerships with mental health service providers, and restorative justice programs and methods.		Planning; City Administrator - Special Activities; Oakland Police Dept.; Dept. of Race and Equity
153	Study and develop an updated Transfer of Development Rights (TDR) program that will assist in overall preservation efforts downtown.	Planning Code	Planning
154	To encourage incremental development to fill in gaps in the existing urban fabric, conduct a comprehensive inventory of downtown's vacant, empty, or underutilized parcels (as preliminarily identified in Figure L-3). This analysis can consolidate parcel data including ownership, tax assessment, potential contamination and remediation costs, and any legal matters.		Planning



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
Visit Oakland, BAMBD CDC,			Cultural Funding Grant Program, Hotel Tax; Private Foundation Investments, TOT and philanthropic orgs	Near-Term	C-3.7 Displacement
Caltrans (related to under-freeway improvements); BAMBD CDC, Chinatown Coalition, BIDs/CBDs, other Community Groups	Staff community process to prioritize public realm improvements; Seek grant funding opportunities (for actual projects)		Grants, Capital Facilities Impact Fee increase, New Sources	Immediate/Ongoing	CH-1.1, CH-1.3 (M-1.4, M-1.5, M-3.1, M-3.5, C-1.3, C-2.2)
	Staff Community Planning Initiative. Update Watershed Modeling to Include Climate Change Stressors. Enable Community-Generated Data			Near-Term / Ongoing	CH-2.8, CH-2.3
MISSEY	Staff interdepartmental working group and Specific Plan Implementation Committee	\$		Immediate/Ongoing	CH-1.16 Other (restorative justice)
OHA, Community Groups	Feasibility study; related Zoning Map amendment & Planning Code amendment	\$	Operating Funds	In-progress	LU-2.2 (C-1.6, C-1.10) Displacement
	Planning oversees inventory	\$	Operating Funds	Near-Term	LU-1.2, LU-1.1, LU-2.4)

CHAPTER 07: IMPLEMENTATION & ONGOING ENGAGEMENT

IMPLEMENTATION ACTIONS

Timeframe:	Immediate: first year	Near-Term: 1-5 years	Longer Term: 5+ years		
Estimated Costs:	\$ = up to \$125,000	\$\$ = up to \$250,000	\$\$\$ = up to \$500,000	\$\$\$\$ = up to \$1,000,000	\$\$\$\$\$ = \$1 M +

Action Step		Related Existing City Policies & Programs	Lead Agency	
Planning Study & Public Process				
155	Establish a Specific Plan Implementation Committee, with broad representation for area residents and community stakeholders, to monitor and assess the implementation of Specific Plans and provide annual reports to the Planning Commission and City Council.		Planning	
156	Populate the Specific Plan Implementation Committee with an inclusive constituency of underrepresented populations, youth, older adults, and people with disabilities, as well as business and institutional representatives.		Planning	
157	Continue regular meetings of the DOSP Interdepartmental Coordinating Committee to coordinate implementation between departments.		City Administrator; Planning; Economic & Workforce Development; Housing & Community Development; Dept. of Transportation; Public Works; Human Services; Cultural Affairs	
158	Dedicate resources to and develop a structure for ongoing implementation of specific plans, including policy projects, ongoing coordination between departments, and organization of the Interdepartmental Coordinating Committee and Specific Plan Implementation Committee.		Planning	
159	With the participation of a Specific Plan Implementation Committee, review the Downtown Oakland Specific Plan every year to report on progress, evaluate whether the strategies are achieving the desired equity and other outcomes, evaluate whether strategies are still appropriate, and update as needed.		Planning	
160	Conduct racial equity impact assessments of Plan actions as they are developed after adoption to ensure that investments, programs and policies narrow disparities and do not have unintended negative consequences on vulnerable populations.		Planning; Dept. of Race and Equity	
161	Create an Economic Development Commission tasked with implementing economic opportunity and workforce development aspects of the Downtown Specific Plan.		Planning; Economic & Workforce Development	



Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
	Staff Implementation Unit of Strategic Planning		Operating Funds	Immediate / Ongoing	Ongoing Engagement action steps apply to the implementation of all DOSP policies. Other (transparency)
Community Groups	Staff implementation committee and ensure diverse membership			Immediate / Ongoing	Ongoing Engagement action steps apply to the implementation of all DOSP policies. Other (engagement)
	Staff inter-departmental committee (all departments)			Immediate / Ongoing	Ongoing Engagement action steps apply to the Implementation of all DOSP policies.
	Staff Implementation Unit of Strategic Planning		Operating Funds	Immediate / Ongoing	Ongoing Engagement action steps apply to the implementation of all DOSP policies.
	Staff Implementation Unit of Strategic Planning		Operating Funds	Immediate / Ongoing	Ongoing Engagement action steps apply to the implementation of all DOSP policies. Other (engagement, transparency)
	Staff Implementation Unit of Strategic Planning		Operating Funds	Immediate / Ongoing	Ongoing Engagement action steps apply to the implementation of all DOSP policies. Other (transparency)
	Staff Implementation Unit of Strategic Planning		Operating Funds	Immediate / Ongoing	Ongoing Engagement action steps apply to the Implementation of all DOSP policies. Other (transparency)

Public Improvements Implementation Plan

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The following provides an implementation framework for the City to consider when it comes to transportation improvements in downtown Oakland. Projects should be classified based on a realistic implementation horizon and prioritized based on criteria agreed upon by City staff.

Implementation Timeframes

Short term (0-3 years)

- Projects that can be easily and quickly mobilized
- Projects that can occur in conjunction with current and approved capital plans and be examples of quick wins

Example: 7th Street ADA improvements

Medium Term (3-5 years)

- Projects that address missing links
- Projects that enhance connectivity

Example: Alice Street between 6th and 10th or Waterfront Trail Lake Merritt Channel Path West Connector

Long Term (5-10 years)

- Larger investment projects
- Projects coordinated with anticipated utility upgrades

Example: One-way to two-way conversions

Future Phases (beyond 10 years)

- Projects that require additional study
- Projects for which there are no funding sources identified
- Projects that require significant inter-agency coordination and buy-in

Example: I-980 to Multilane Boulevard

Prioritization Criteria

With over 150 project recommendations, it will be important to develop a prioritization process for project implementation. The following outlines suggested criteria to evaluate and rank projects. It is likely that not all criteria are equal, and it will be important for the City to identify how to weight each criterion.

TRAVEL CHOICE

Will the project have a direct impact on providing new mobility options for those who live, work, play, and do business in Oakland?

SUSTAINABILITY

Does the project support or forward sustainability goals within the City?

SAFETY

Will the project improve safety for all users of the transportation system, and most importantly, users who are most vulnerable (pedestrians)?

EQUITABLE ACCESS

Will the project improve accessibility within Downtown for historically underserved communities (Chinatown/Lake Merritt Station Area) or provide connections from adjacent underserved communities to Downtown (West Oakland/East Oakland)?

ECONOMIC DEVELOPMENT

Will the project improve economic development opportunities within the City?

GAP CLOSURE

Does the project close a significant gap in the pedestrian or bicycling network?

ESTIMATED USE

What is the estimated use of the specific project or project area?

COST

What is the planning level cost estimate for project completion?

FURTHER STUDY NEEDED

Does the project need future study to develop specific network or design recommendations?

FUNDING OPPORTUNITIES (HSIP, CIP, OTHER GRANTING OPPORTUNITIES)

Are funding opportunities currently identified?



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Appendix A includes the Improvement Project Lists referenced for Mobility (Chapter 3) and Streetscapes (Chapter 6).

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Table M-1: Pedestrian Safety Project List p A.2
Table M-2: Connectivity & Access Project List p A.10
Table M-3: Freeway Crossing Project List p A.14
Table M-4: Bicycle Project List p A.16
Table M-5: Transit Project List p A.22
Table M-6: One-Way to Two-Way Conversions p A.24
Table LU-1: Streetscape Project List p A.26

APPENDIX A: PROJECT LISTS

Table M-1: Pedestrian Safety Project List

CORRIDORS AND INTERSECTIONS: SOUTH TO NORTH			
Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
7th St	Washington St	7th St Bridge	Corridor
7th St	Harrison St	N/A	Intersection
8th St	Franklin St	N/A	Intersection
8th St	Webster St	N/A	Intersection
8th St	Harrison St	N/A	Intersection
8th St	Jackson St	N/A	Intersection
8th St	Madison St	N/A	Intersection
8th St	Oak St	N/A	Intersection

Description	
Short-term improvements: <ul style="list-style-type: none"> • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Install pedestrian countdown timers at each crossing • Install pedestrian activation buttons at each crossing • Implement Leading Pedestrian Interval (LPI) at each crossing • Integrate protected northbound right turn phase
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Implement Leading Pedestrian Interval (LPI) • Convert permissive phase to protected phase • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Implement road diet to manage vehicle speeds and shorten crossing distance
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Implement Leading Pedestrian Interval (LPI) • Restrict on-street parking within 20 feet of the intersection and marked crosswalks • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Implement road diet to manage vehicle speeds and shorten crossing distance
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Implement Leading Pedestrian Interval (LPI) • Convert permissive phase to protected phase • At each intersection, restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Install curb extensions on each corner • Implement road diet to manage vehicle speeds and shorten crossing distance
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Implement Leading Pedestrian Interval (LPI) • Convert permissive phase to protected phase • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Implement road diet to manage vehicle speeds and shorten crossing distance
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Implement Leading Pedestrian Interval (LPI) • Convert permissive phase to protected phase • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Implement road diet to manage vehicle speeds and shorten crossing distance
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Implement Leading Pedestrian Interval (LPI) • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Implement road diet to manage vehicle speeds and shorten crossing distance

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APPENDIX A: PROJECT LISTS

Table M-1: Pedestrian Safety Project List (continued)

Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
8th St	Fallon St	N/A	Intersection
9th St	Franklin St	N/A	Intersection
9th St	Webster St	N/A	Intersection
9th St	Harrison St	N/A	Intersection
9th St	Alice St	N/A	Intersection
CORRIDORS AND INTERSECTIONS: WEST TO EAST			
Brush St	12th St	14th St	Corridor

Description	
Short-term improvements: <ul style="list-style-type: none"> • Add a high visibility crosswalk on the north leg and re-stripe marked crosswalk with high visibility markings • Install advanced yield signage at each crossing • At each intersection, restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Install curb extensions on each corner • Implement road diet to manage vehicle speeds and shorten crossing distance
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement near-term road diet with signing and pavement markings only; consider moving on-street parking away from curb to create separated bike facility • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Convert near-term road diet to more permanent installation by providing hardscape sidewalk improvements
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement near-term road diet with signing and pavement markings only; consider moving on-street parking away from curb to create separated bike facility • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Convert near-term road diet to more permanent installation by providing hardscape sidewalk improvements
Short-term improvements: <ul style="list-style-type: none"> • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement near-term road diet with signing and pavement markings only; consider moving on-street parking away from curb to create separated bike facility • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Convert near-term road diet to more permanent installation by providing hardscape sidewalk improvements
Short-term improvements: <ul style="list-style-type: none"> • Install advanced yield signage at marked crosswalks • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement near-term road diet with signing and pavement markings only; consider moving on-street parking away from curb to create separated bike facility • Install directional curb ramps and accessible pedestrian signals 	Long-term improvements: <ul style="list-style-type: none"> • Install rectangular rapid flashing beacons on each crossing • Convert near-term road diet to more permanent installation by providing hardscape sidewalk improvements
Short-term improvement: <ul style="list-style-type: none"> • At signalized intersections, re-stripe marked crosswalks for general maintenance • At each intersection, restrict on-street parking within 20-feet of intersection and marked crosswalks • Implement pedestrian safety zones extending from the curb along Brush Street 	Long-term improvement: <ul style="list-style-type: none"> • Implement road diet along Brush Street; would need to extend beyond the limits of 12th and 14th Streets

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APPENDIX A: PROJECT LISTS

Table M-1: Pedestrian Safety Project List (continued)

Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
Brush St	12th St	N/A	Intersection
Telegraph Ave	Broadway	William St	Corridor
Telegraph Ave	William St	27th St	Corridor
Broadway	9th St	11th St	Corridor
Broadway	9th St	N/A	Intersection
Broadway	10th St	N/A	Intersection
Broadway	11th St	N/A	Intersection
Broadway	11th St	16th St	Corridor
Broadway	16th St	19th St	Corridor
Broadway	16th St	N/A	Intersection

Description	
Short-term improvement: • Add "Pedestrian Crossing Prohibited" (R49) signage at the north side of Brush Street • Re-stripe marked crosswalks for general maintenance • Implement Leading Pedestrian Interval (LPI) • Restrict on-street parking within 20-feet of intersection and marked crosswalks • Install directional curb ramps and accessible pedestrian signals	Long-term improvement: • Install curb extensions on each corner
Incorporate streetscape improvements	
Incorporate streetscape improvements	
Short-term improvement: • Incorporate streetscape improvements such as street furniture and street trees.	Long-term improvement: • Implement road diet on low volume cross streets to shorten pedestrian crossing distances
Short-term improvement: • Convert intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals	Long-term improvement: • Adjust signal timing to separate turning movements from pedestrian crossing phase "
Short-term improvement: • Convert intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals	Long-term improvement: • Adjust signal timing to separate turning movements from pedestrian crossing phase "
Short-term improvement: • Convert intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals	Long-term improvement: • Adjust signal timing to separate turning movements from pedestrian crossing phase • Extend median to provide refuge island on the south side of the Broadway and 11th Street intersection
Short-term improvement: • Incorporate streetscape improvements such as street furniture and street trees.	Long-term improvement: • Implement road diet on low volume cross streets to shorten pedestrian crossing distances
Short-term improvement: • Convert the intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals	Long-term improvement: • Adjust signal timing to separate turning movements from pedestrian crossing phase

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APPENDIX A: PROJECT LISTS

Table M-1: Pedestrian Safety Project List (continued)

Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
Broadway	17th St	N/A	Intersection
Broadway	18th St	N/A	Intersection
Broadway	19th St	N/A	Intersection
Broadway	27th St	N/A	Intersection

Description	
Short-term improvement: <ul style="list-style-type: none"> • Convert the intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals 	Long-term improvement: <ul style="list-style-type: none"> • Adjust signal timing to separate turning movements from pedestrian crossing phase
Short-term improvement: <ul style="list-style-type: none"> • Convert the intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals 	Long-term improvement: <ul style="list-style-type: none"> • Adjust signal timing to separate turning movements from pedestrian crossing phase
Short-term improvement: <ul style="list-style-type: none"> • Convert the intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals 	Long-term improvement: <ul style="list-style-type: none"> • Adjust signal timing to separate turning movements from pedestrian crossing phase "
Short-term improvement: <ul style="list-style-type: none"> • Convert the intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals 	Long-term improvement: <ul style="list-style-type: none"> • Adjust signal timing to separate turning movements from pedestrian crossing phase "
Short-term improvement: <ul style="list-style-type: none"> • Convert the intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb • Install directional curb ramps and accessible pedestrian signals 	Long-term improvement: <ul style="list-style-type: none"> • Adjust signal timing to separate turning movements from pedestrian crossing phase "

APPENDIX A: PROJECT LISTS

Table M-2: Connectivity and Access Improvement Project List

CORRIDORS AND INTERSECTIONS: SOUTH TO NORTH			
Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
Jack London District	Chinatown	N/A	Corridor
Embarcadero West	Clay Street	Market St	Corridor
Embarcadero West	Oak St	N/A	Intersection
Embarcadero West	Oak St	Market St	Corridor
Water St	Martin Luther King Jr Way	Clay St	Corridor
Oak St	2nd St	N/A	Intersection
2nd St	Martin Luther King Jr Way	Jefferson St	Sidewalk Gap Closure
3rd St	Brush St	Clay St	Corridor
3rd St	Webster St	Posey Tube	Sidewalk Gap Closure
3rd St	Oak St	Near the channel	Corridor
4th St	Jackson St	Madison St	Sidewalk Gap Closure
6th St	Franklin St	Webster St	Sidewalk Gap Closure
7th St	Brush St	N/A	Intersection
7th St	Alice St	N/A	Intersection
7th St	Jackson St	N/A	Intersection
7th St	Fallon St	N/A	Intersection
7th St	Laney College entrance	N/A	Intersection
8th St	Broadway	Fallon St	Corridor
9th St	Broadway	Fallon St	Corridor
10th St	Webster St	N/A	Intersection
10th St	Fallon St	N/A	Intersection
10th St	Kaiser Auditorium entrances (two)	N/A	Intersection
10th St	Kaiser Auditorium entrances (two)	N/A	Intersection
11th St	Alice St	N/A	Intersection
17th St	Broadway	Harrison St	Corridor
19th St	Martin Luther King Jr Way	Castro	Sidewalk Gap Closure

	Description
	Connect the Lake Merritt BART Station and Chinatown to the Jack London District. Install distinctive lighting; enhance pedestrian crossings; encourage active uses; and install attractive parking area screen walls if parking remains in place (on map, Oak St from 8th to 4th St)
	Continue pedestrian, bicycle, and public realm improvements from the Jack London Waterfront to serve the proposed A's stadium
	Realign Embarcadero West through Port-owned parking lot. Install directional curb ramps and accessible pedestrian signals.
	Rail Safety Project on Embarcadero West from Oak St to Market St. Project to facilitate an application for a "Quiet Zone" and provide pedestrian safety improvements, including quad gates at each crossing and fencing on both sides of the railroad tracks between each intersection. Embarcadero West would become a pedestrian corridor through much of its length except where property access is needed.
	Intersection improvements needed for pedestrians and bicyclists, such as installing/repainting the crosswalks, improving/constructing refuge medians, installing directional curb ramps and accessible pedestrian signals. Complete sidewalk gap on west side of street
	Complete sidewalk gap on south side of street
	Complete sidewalk gap along corridor
	Complete sidewalk gap on south side of street
	Connect Oak Street to Victory Court; will require additional study and coordination with property owners
	Complete sidewalk gap on north side of street
	Complete sidewalk gap on south side of street
	Safety improvements needed for pedestrians and bicyclists, such as repainting the crosswalks, installing directional curb ramps and accessible pedestrian signals, and constructing refuge medians.
	Install bulbouts, directional curb ramps, and accessible flashing pedestrian signals
	Install bulbouts, directional curb ramps, and accessible flashing pedestrian signals
	Install bulbouts, directional curb ramps, accessible pedestrian signals, lane changes, or sidewalk widening
	Install bulbouts, directional curb ramps, and accessible pedestrian signals
	Implement streetscape amenities, lighting, street crossing improvements, and other traffic calming measures. Extend Chinatown's character east along 8th and 9th Streets to Lake Merritt BART and Laney College. Establish an active, pedestrian-oriented, well-lit connection between Chinatown and the Lake Merritt BART Station/Laney College.
	Implement streetscape amenities, lighting, street crossing improvements, and other traffic calming measures. Extend Chinatown's character east along 8th and 9th Streets to Lake Merritt BART and Laney College. Establish an active, pedestrian-oriented, well-lit connection between Chinatown and the Lake Merritt BART Station/Laney College.
	Phase I: Install bulbouts, directional curb ramps, and accessible pedestrian signals; Phase II: Install a pedestrian scramble
	Install bulbouts, directional curb ramps, and accessible pedestrian signals
	Install bulbouts, directional curb ramps, accessible pedestrian signals, and flashing pedestrian signals
	Install bulbouts, directional curb ramps, accessible pedestrian signals, and flashing pedestrian signals
	Install bulbouts, directional curb ramps, accessible pedestrian signals, lane changes, or sidewalk widening
	Widen sidewalks
	Complete sidewalk gap on the north side of the street

(continued next page)

APPENDIX A: PROJECT LISTS

Table M-2: Connectivity and Access Improvement Project List (continued)

CORRIDORS AND INTERSECTIONS: WEST TO EAST			
Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
San Pablo Ave	17th St	N/A	Intersection
San Pablo Ave	18th St	N/A	Intersection
San Pablo Ave	20th St / Thomas L Berk- ley Way	N/A	Intersection
Brush St	End of Brush Street	Embarcadero West	Corridor
Jefferson St	End of Jeffer- son St	Embarcadero West	Corridor
Washington Ave	6th St	7th St	Corridor
Webster St	5th St	14th St	Corridor
Lake Merritt Channel	7th St	N/A	Intersection

	Description
	Implement pedestrian improvements such as repainting crosswalks, installing directional curb ramps, bulbouts, accessible pedestrian signals, and leading pedestrian intervals.
	Implement pedestrian improvements such as repainting crosswalks, installing bulbouts, directional curb ramps, accessible pedestrian signals, and leading pedestrian intervals. Also repaint crosswalk at 19th Street.
	Implement pedestrian improvements such as repainting crosswalks, installing bulbouts, directional curb ramps, accessible pedestrian signals, crosswalk on north leg of intersection, and leading pedestrian intervals.
	Provide pedestrian connectivity across the railroad tracks between Brush St and Embarcadero West
	Provide pedestrian connectivity across the railroad tracks between Jefferson St and Embarcadero West
	Long-term: Remove the pedestrian bridge if buildings are redeveloped
	From 5th St to 14th St: Implement streetscape amenities, lighting, street crossing improvements, and other traffic calming measures. Extend design elements that promote Chinatown's character east along 8th and 9th Streets to Lake Merritt BART and Laney College. Establish an active, pedestrian-oriented, well-lit connection between Chinatown and the Lake Merritt BART Station/Laney College. From 7th St to 13th St: Explore options for sidewalk widening.
	Install bulbouts, directional curb ramps, accessible pedestrian signals, and flashing pedestrian signals

APPENDIX A: PROJECT LISTS

Table M-3: Freeway Crossing Improvements Project List

FREEWAY CROSSING PROJECTS: SOUTH TO NORTH			
Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
6th St	6th St south of Jefferson Square Park	6th St east of Castro St	Freeway crossing
7th St	West of John B Williams Fwy	Gerry Adams Way	Freeway crossing
11th St	Castro St	Brush St	Freeway crossing
12th St	Castro St	Brush St	"Freeway crossing"
14th St	Castro St	Brush St	Freeway crossing
17th St	Castro St	Brush St	Freeway crossing
18th St	Castro St	Brush St	Freeway crossing
San Pablo Ave	Castro St	W Grand Ave	Freeway crossing
W Grand Ave	San Pablo Ave	Martin Luther King Jr Way	Freeway crossing
23rd St	West of Martin Luther King Jr Way	East of John B Williams Fwy	Freeway crossing
Sycamore St	Martin Luther King Jr Way	Northgate Ave	Freeway crossing
27th St	Martin Luther King Jr Way	Northgate Ave	Freeway crossing
FREEWAY CROSSING PROJECTS: WEST TO EAST			
Market St	5th St	6th St	Freeway crossing
Brush St	5th St	6th	Freeway crossing
I-980 on ramp	12th St	N/A	Intersection
Castro St	North of 6th St	Gerry Adams Way	Freeway crossing
Martin Luther King Jr Way	6th St	5th St	Freeway crossing
Jefferson St	6th St	5th St	Freeway crossing
Washington St	6th St	5th St	Freeway crossing
Broadway	4th St	7th St	Freeway crossing
Franklin St	5th St	6th St	Freeway crossing
Webster St	4th St	7th St	Freeway crossing
Jackson St	6th St	5th St	Freeway crossing
Madison St	5th St	6th St	Freeway crossing
Oak St	6th St	5th St	Freeway crossing

	Description
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Widen sidewalks, add buffering streetscape, and shorten crossing distances at intersections. Implement traffic calming on Bush and Castro Streets.
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Complete sidewalk gap under I-880 overpass
	Pedestrian Plan recommendation
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Transform the areas around, under and through the Broadway and Webster Street underpasses of the I-880 Freeway, into a beautiful, safe, walkable, inviting, green and iconic passageway connecting Downtown Oakland and the Waterfront. Project description to be revised as Walk This Way study recommendations are drafted.
	Create a new pedestrian connection under I-880 on Franklin St
	Transform the areas around, under and through the Broadway and Webster Street underpasses of the I-880 Freeway, into a beautiful, safe, walkable, inviting, green and iconic passageway connecting Downtown Oakland and the Waterfront. Project description to be revised as Walk This Way study recommendations are drafted.
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Widen sidewalks; improve ADA access and crosswalk design across 5th St; install pedestrian-scale lighting and other streetscape or public art elements in underpass
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps

APPENDIX A: PROJECT LISTS

Table M-4: Bicycle Project List

LOW-STRESS CORE NETWORK CORRIDORS: SOUTH TO NORTH				
Project Name (Street)	Cross Street A	Cross Street B	Existing Facility	Proposed Facility
Waterfront Trail Embarcadero Bridge Connection	SF Bay Trail Terminus	Embarcadero	None	Class I Shared Use Path
Waterfront Trail A's Stadium Connector	Clay St	Market St	None	Class I Shared Use Path
Water St	Martin Luther King Jr. Way	Clay St	None	Class I Shared Use Path
3rd St	Market St	Lake Merritt Channel	Class II from Market St to Brush St	Class IV Separated Bikeway
2nd St / Oak St	Broadway	Embarcadero Bridge	Class II from Broadway to Oak St Class II Buffered from Oak St to Embarcadero Bridge	
6th St / 5th St Posey Tube Access	Broadway	Lake Merritt Channel	Class III from Oak St to Lake Merritt Channel	Class IV Separated Bikeway
7th St	Castro St	Washington St	None	Class IV Separated Bikeway
7th St / E. 8th St	Fallon St	5th Ave	Class II Buffered Bike Lanes	Class IV Separated Bikeway
9th St	Martin Luther King Jr. Way	Fallon St	Class II from Harrison St to Fallon St Class III from Clay St to Washington St	Class IV Separated Bikeway
10th St	Madison St	5th Ave	Class II from Oak St to Lake Merritt Channel	Class II Buffered Bike Lane
14th St	Market St	Internation Blvd	Class II from Market St to Castro St	Class IV Separated Bikeway
15th St / 16th St West- bound Access	Clay St	Harrison St	Class II from Telegraph Ave to San Pablo Ave	Class II Bike Lane
20th St	San Pablo Ave	Lakeside Dr	Class II from Franklin St to Harrison St Class III from San Pablo Ave to Franklin St	Class IV Separated Bikeway
Grand Ave	San Pablo Ave	Bay Pl	Class II from Market St to Telegraph Ave, Webster St to Bay Pl Class III from Telegraph Ave to Webster	Class IV Separated Bikeway

	Notes
	Include a trail connection around the Howard Terminal site should this be developed.
	<p>Option 1: One-way Class IV Separated Bikeways - Install a parking protected Class IV Separated Bikeway (westbound) along the north side of the roadway with curb stops for the angled parking and delineator posts or concrete medians. Diagonal parking and 11-foot travel lanes for buses would be maintained. On the south side of the roadway, install a Class IV Separated Bikeway Lane (eastbound) and remove parallel parking.</p> <p>Option 2: Two-way Class IV Separated Bikeway - Install a two-way Class IV Separated Bikeway on the south side of the roadway. Remove parallel parking on the south side and maintain diagonal parking throughout the corridor on the north side. Maintain 11-foot travel lanes for buses.</p>
	Intersection improvements such as bike boxes or wayfinding to facilitate turning movements to other Low-Stress Core Corridors
	<p>Project may require the removal of one travel lane or one lane of parking. A Class III Bike Boulevard may be acceptable on 4th St with improvement wayfinding and directional signage.</p> <p>Option 1: Class IV Separated Bikeway (two-way)</p> <p>Option 2: Class III Bike Boulevard depending on volumes</p> <p>Option 3: Class I Shared Use Path Connection</p> <p>Coordinate with Oakland Alameda Access Project</p>
	Project may require the removal of one travel lane. Project should address 8th St connection from Martin Luther King Jr Way
	Project should focus on connectivity at the Fallon St/7th St intersection with the possibility of a protected intersection.
	One-way facilities on both sides of the street that will require conversion to a two-way street. Project may require the removal of one travel lane.
	Project may require the potential conversion of angled parking to parallel parking.
	Project may require the removal of one travel or one lane of parking.
	Project may require the removal of one travel lane in portions of the corridor to implement a westbound bike lane to compliment eastbound connectivity on 17th St.
	Project may require parking removal to install transit-only lanes and separated bicycle facilities.
	Project may require parking removal or removal of travel lanes to install transit-only lanes and separated bicycle facilities.

APPENDIX A: PROJECT LISTS

Table M-4: Bicycle Project List (continued)

LOW STRESS CORE NETWORK CORRIDORS: WEST TO EAST				
Project Name (Street)	Cross Street A	Cross Street B	Existing Facility	Proposed Facility
Martin Luther King Jr Way	Embarcadero	San Pablo Ave	Class III from Embarcadero to San Pablo Ave	Class II Buffered Bike Lanes
San Pablo Ave	17th St	27th St	Class II from 20th St to Grand Ave Class III from 17th St to 20th St, Grand Ave to 27th St	Class IV Separated Bikeway
Telegraph Ave	Broadway	27th St	Class II from 16th St to 20th St Class IV from 20th St to 29th St	Class II from 16th St to 20th St Class IV Separated Bikeway 20th St to 29th St
Clay St	7th St	17th St	Class II Buffered Bike Lanes from 7th St to 17th St	Class II Buffered Bike Lanes
Broadway	Franklin St	27th St	Class II from 27th St to Webster St Class III from Franklin St to Webster St	Class IV Separated Bikeway
Franklin St	6th St	22nd St / Broadway	Class II from 14th St to Broadway	Class IV Separated Bikeway
Harrison St	Grand Ave	27th St	Class II from Grand Ave to 27th St	Class IV Separated Bikeway
Fallon St	7th St	10th St	Class III from 7th St to 8th St	Class IV
Oak St	Embarcadero	14th St	Class II from Embarcadero to 14th St	None
Lake Front Connectivity - Lakeside Dr /Oak St / Lake Merritt Blvd	12th St	Grand Ave	Class II from 12th St to 19th St	Class IV Separated Bikeway
LOW-STRESS CORE NETWORK INTERSECTIONS				
Project Name (Street)	Cross Street A	Cross Street B	Existing Facility	Proposed Facility
Broadway / Franklin St Intersection Improvements	Broadway	Franklin St	None	Intersection Improvement
Castro St / 7th St Intersection Improvements	Castro St	7th St	None	Intersection Improvement
Embarcadero / Webster Intersection Improvements	Embarcadero	Webster St	None	Intersection Improvement
Lakeside Dr / Madison St Intersection Improvements	Lakeside Dr	Madison St	None	Intersection Improvement
Oak St / Embarcadero Intersection Improvements	Oak St	Embarcadero	None	Intersection Improvement

Notes	
	Project may require the removal of a travel lane in each direction.
	Project may require parking removal or removal of travel lanes to install transit-only lanes and separated bicycle facilities.
	Class IV segment full buildout streetscape improvements.
	Wayfinding and intersection improvements to facilitate turning movements to other low-stress core network.
	Project may require the removal of travel lanes or parking.
	Project may require the removal of travel lanes and conversion to a two-way street to install one-way separated bikeways on both sides of the street.
	Project may require the removal of travel lanes or parking.
	Two-way Class IV connection between future East Bay Greenway/ and 7th St Bikeway to BART connection
	No new bicycle facilities.
	Project may require the removal of travel lanes or parking.
Notes	

APPENDIX A: PROJECT LISTS

Table M-4: Bicycle Project List (continued)

LOW-STRESS VISION NETWORK CORRIDORS: SOUTH TO NORTH				
Project Name (Street)	Cross Street A	Cross Street B	Existing Facility	Proposed Facility
2nd St	Broadway	Brush St	Class III Bike Route	Class II Bike Lanes
6th St / 7th Wiggle	Broadway	Washington	None	Class IV Separated Bikeway
11th St	Market St	Oak St	None	Class IV Separated Bikeway
12th St	Market St	Lake Merritt Blvd	None	Class IV Separated Bikeway
13th St	Broadway	Lake Merritt Blvd	None	Class II Buffered Bike Lane
17th St	Castro St	Lakeside Dr	Class II Buffered Bike Lane from MLK Blvd to Telegraph Ave	Class II Buffered Bike Lane
18th St	Market St	Martin Luther King Jr Way	None	Class II Buffered Bike Lane
24th St	Telegraph Ave	Harrison St	None	Class III Bike Boulevard
Waterfront Trail Lake Merritt Channel Path West Connector	Embarcadero Bridge	Peralta College	None	Class I Shared Use Path
LOW-STRESS VISION NETWORK CORRIDORS: WEST TO EAST				
Project Name (Street)	Cross Street A	Cross Street B	Existing Facility	Proposed Facility
Market St	Embarcadero West	3rd St	None	Class IV Separated Bikeway
Brush St	Embarcadero West	2nd St	None	Class I Shared Use Path
Brush St	2nd St	3rd St	Class III Bike Route	Class III Bike Boulevard
Jefferson St	6th St	San Pablo Ave	None	Class II Buffered Bike Lanes
Clay St Connector (Jack London Square)	Embarcadero	3rd St	Class II from Embarcadero to 2nd St	Class II Bike Lanes
Washington St	Embarcadero	7th St	Class II from 2nd St to 7th St	Class II Bike Lanes
Webster St	Bay Trail	6th St	None	Class II Bike Lanes
Webster St	14th St	Broadway	Class II from 14th St to Grand Ave	
Class III from Grand Ave to Broadway"		Class II Buffered Bike Lanes	Project may require the removal of a one lane of parking in certain segments.	
Jackson St	2nd St	Lakeside Dr	Class II from 8th St to 14th St	Class II Bike Lanes
LOW-STRESS VISION NETWORK INTERSECTIONS				
Project Name (Street)	Cross Street A	Cross Street B	Existing Facility	Proposed Facility
8th St / MLK Way Intersection Improvements	8th St	Martin Luther King Jr Way	None	Intersection Improvement

Notes	
	Project may require the removal of one parking lane.
	Project may require the removal of one travel lane or one lane of parking. Implement in coordination with Washington St to connect with Clay Street.
	Plan in coordination with 12th St, Consider Two-way on 12th St to avoid 11th St tunnel. Project may require the removal of one travel lane.
	Consider Two-way on 12th St to avoid 11th St tunnel. Project may require the removal of one travel lane.
	Class IV One-way facility could be accommodated with a parking protected bike lane. Project may require the removal of one travel lane.
	Consider Class IV One-way facility depending on the amount of bicycle lane blockages. Project may require the removal of one travel lane or one lane of parking.
	Traffic calming and contra flow bike lane between Valdez St and Harrison Street.
Notes	
	Consider Class IV facility options to reduce conflicts with heavy truck traffic.
	Study a grade-separated crossing of Embarcadero West with the implementation of a future stadium site.
	Project should include traffic calming and wayfinding.
	Project may require the removal of a travel lane in each direction.
	Extend existing Class II Bike Lanes on Clay St to connect with 3rd Street bikeway.
	Project may require removal of parallel parking on one side of the street to provide back-in diagonal parking on the opposite side.
	Class II Bike Lanes from 2nd St to 5th St, Two-way Class IV from 5th St to 8th St, and Class II Bike Lanes from 8th St to Lakeside Drive. Project may require the removal of a one lane of parking in certain segments
Notes	
	TBD - Based on facility type and transit assessment

APPENDIX A: PROJECT LISTS

Table M-5: Transit Project List

Project / Recommendation	Limits	Notes
Dedicated transit lanes on 11th, 12th Streets	Downtown	In progress east of Broadway. Extension west of Broadway would serve layover areas and potential extension to Howard Terminal via MLK
Dedicated transit lanes or vehicle access restrictions on Broadway	20th Street to 11th Street	Corridor design study is needed to resolve interface with protected bikeway
Bus stop enhancements - larger shelters permeable with sidewalk, improved wayfinding (specifically designed to celebrate the cultural district the bus stop is located in or near), real time arrival information	Downtown	
Dedicated two-way transit lanes on 7th	Broadway to Oak	Needs to be evaluated in conjunction with multimodal options/alternatives on 7th/8th/9th
Dedicated transit lanes on 20th	Telegraph to Franklin	
New transit street on Oak		Assumes two-way conversion.
Lake Merritt BART transit center - Bus priority improvements	8th to 9th	Assumes two-way conversion.
New transit street on 10th	Oak to E 8th St	
Bus layover priority areas (Lafayette Square, Lake Merritt BART, Oakland Convention Center, Jack London Amtrak, and Washington/Embarcadero parking garage, and Greyhound terminal)		
New traffic signals	Broadway/2nd & Broadway/3rd	
New transit street on Jefferson	11th to San Pablo	Serves potential extension of service from Lafayette Square to Greyhound Terminal/Uptown to serve potential growth
Broadway Shuttle service enhancements or fare-free zone		Either increase service frequency on Broadway Shuttle and extend to 27th during daytime hours or enact fare-free zone within downtown area
Potential Capitol Corridor Vision Plan improvements to enable greater capacity and faster operating speeds through Downtown Oakland		
Potential addition of second transbay tube connection. Possible alignments run under Alameda and propose Oakland connections to: 1. MacArthur, Downtown Oakland, Lake Merritt and Jack London Square 2. MacArthur and Jack London Square		
Planned expansion of ferry service and terminal facilities; improve first-/last-mile connections to ferry terminal		Long-term Transit Improvement
Rail Safety Project on Embarcadero West from Oak St to Market St. Project to facilitate an application for a "Quiet Zone" and provide pedestrian safety improvements.	Embarcadero West (Oak St to Market St)	

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APPENDIX A: PROJECT LISTS

Table M-6: One-Way to Two-Way Conversions List

STREETS: SOUTH TO NORTH				
Project Name (Street)	Cross Street A	Cross Street B	Category	Recommendation
7th St	Castro St	Fallon St	Priority two-way street conversion	Convert from one-way to two-way street
8th St	Castro St	Fallon St	Priority two-way street conversion	Convert from one-way to two-way street
9th St	Castro St	Fallon St	Priority two-way street conversion	Convert from one-way to two-way street
10th St	Webster St	Madison St	Vision Network	Convert from one-way to two-way street
13th St	Broadway	Oak St	Vision Network	Convert from one-way to two-way street
15th St	Broadway	Harrison St	Vision Network	Convert from one-way to two-way street
17th St	Martin Luther King Jr Way	Lakeside Dr	Vision Network	Convert from one-way to two-way street
18th St (westbound)	Martin Luther King Jr Way	San Pablo Ave	Vision Network	Convert from one-way to two-way street
18th St (eastbound)	Martin Luther King Jr Way	Telegraph Ave	Vision Network	Convert from one-way to two-way street
19th St	San Pablo Ave	Madison St	Vision Network	Convert from one-way to two-way street
21st St	San Pablo Ave	Broadway	Vision Network	Convert from one-way to two-way street
22nd St	Martin Luther King Jr Way	Telegraph Ave	Vision Network	Convert from one-way to two-way street
22nd St	Franklin St	Broadway	Priority two-way street conversion	Convert from one-way to two-way street
STREETS: WEST TO EAST				
Project Name (Street)	Cross Street A	Cross Street B	Category	Recommendation
Castro St	5th St	7th St	Priority two-way street conversion	Convert from one-way to two-way street
Franklin St	7th St	22nd St	Priority two-way street conversion	Convert from one-way to two-way street; one travel lane and one parking lane in each direction.
Webster St	14th St	Grand Ave	Vision Network	Convert from one-way to two-way street
Harrison St	8th St	10th St	Vision Network	Convert from one-way to two-way street
Madison St	2nd St	Lakeside Dr	Vision Network	Convert from one-way to two-way street
Oak St	2nd St	Madison St	Vision Network	Convert from one-way to two-way street

Project Notes / Considerations	
	Overlaps with the Core Bicycle Network from Castro St to Clay St, and with the Vision Bicycle Network from Clay St to Washington St Overlaps with the bus transit network from Castro St to Broadway, and with the Bus Transit Priority Treatments from Broadway to Oak St"
	Overlaps with the Core Bicycle Network from Madison St to Fallon St
	Overlaps with the Core Bicycle Network from Martin Luther King Jr Way to Fallon St
	Overlaps with the Vision Bicycle Network from Broadway to Oak St
	Overlaps with the Core Bicycle Network from Broadway to Franklin St, and with the Vision Bicycle Network from Franklin St to Webster St
	Overlaps with the Vision Bicycle Network from Castro St to Clay St and from Franklin St to Lakeside Dr, and with the Core Bicycle Network from Clay St to Franklin St
	Overlaps with the Core Bicycle Network from Franklin St to Broadway
Project Notes / Considerations	
	Overlaps with the Core Bicycle Network from 7th St to 22nd St
	Overlaps with the Vision Bicycle Network from 14th St to Grand Ave
	Overlaps with the Bus Transit Network from 8th St to 10th St
	Overlaps with the Core Bicycle Network from 2nd St to Lakeside Dr
	Overlaps with the Core Bicycle Network from 14th St to Madison St Overlaps with the Bus Transit Network from 2nd St to 7th St and from 10th St to 14th St, and with the Bus Transit Priority Treatments from 7th St to 10th St The segment from 14th St to Madison St is on Lakeside Drive.

APPENDIX A: PROJECT LISTS

Table LU-1: Streetscape Improvements Project List

STREETSCAPE IMPROVEMENTS: SOUTH TO NORTH			
Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
Jack London Waterfront	West of Washington St	Embarcadero West	Corridor
Water St	Clay St	Broadway	Corridor
9th St	Clay St	Broadway	Corridor
9th St	Castro	Oak St	Corridor
10th St	Webster St	Harrison St	Public Realm
10th St	Alice St	N/A	Public Realm
13th St	Broadway	Webster St	Public Realm
13th St	Webster St	Harrison St	Corridor
14th St	Myrtle St	Oak St	Corridor
14th St	Broadway	Oak St	Corridor
15th St	Castro St	East of Jefferson St	Public Realm
15th St	Broadway	Harrison St	Corridor
17th St	Castro St	San Pablo Ave	Corridor
18th St	19th St	N/A	Public Realm
20th St	Castro St	San Pablo Ave	Corridor
22nd St	Broadway	Kaiser Plaza/Valdez St. extension	Public Realm
New paseo	20th St	21st St	Public Realm
New paseo	24th St	25th St	Public Realm
STREETSCAPE IMPROVEMENTS: WEST TO EAST			
Green Loop	Throughout Downtown		Corridor
West Oakland Walk	Throughout Downtown		Corridor
Clay Street	Water Street	Embarcadero West	Corridor
Bishop Floyd L. Begin Plaza	Castro St	San Pablo Ave	Public Realm
Gerry Adams Way	7th St/Castro St	8th St/Martin Luther King Jr Way	Public Realm
Washington St	8th St	10th St	Public Realm
Washington St	10th St	11th St	Public Realm
Plaza	22nd St	Telegraph Ave	Public Realm
Franklin St - Plaza St	21st St	22nd St/Broadway	Public Realm
Webster Green	Embarcadero	4th St	Public Realm
Harrison St	7th St	N/A	Public Realm
Alice St	6th St	10th St	Corridor
Madison St	5th St	17th St	Corridor
Kaiser Rooftop Gardens	Harrison St	Thomas L Berkley Way	Public Realm
Fallon St	8th St	10th	Public Realm

Project Description	
	Improve the Jack London waterfront with better lighting, pedestrian and bicycle paths, and open space amenities; Identified as part of the "Green Loop" Path.
	Continue pedestrian, bicycle, and public realm improvements from the Jack London Waterfront along Water Street
	Convert 9th into a plaza street.
	Transform 9th Street to include context sensitive infill and safer street design. The street can be transformed from one-way into two-way, as well as reconfigured with head-in diagonal parking converted into back-in diagonal parking. The addition of physical or visual texture on the street surface increases safety for bicyclists because it signals to motorists to drive slower and more cautiously
	Transform 10th Street into a shared street
	Create a linear park on 10th and Alice Street as a public space.
	Convert into a plaza street/pedestrian mall, include no left turn from Broadway onto 13th St
	Sidewalk and parking enhancement; improvements include widening sidewalks; adding street trees, bulbouts, and parklets, and incorporating green infrastructure.
	Integrate locally-created public art work (in wayfinding, transit signs, bus shelters, benches along the street, trash cans, street lights, banners, etc.) that celebrates the BAMBD and integrate plaques and signage into the streetscape to reinforce the Black Arts District.
	Extend Lake Merritt's "Necklace of Lights" along 14th Street from Oak Street to Broadway
	Transform 15th Street into a shared street
	Improvements include widening sidewalks; improving streetscape, lighting, and wayfinding; and incorporating outdoor seating.
	Implement streetscape improvements and traffic calming.
	Improve the connection/intersection on 18th Street as it transitions to 19th Street. A mid-block plaza would add connectivity and open space.
	Implement streetscape improvements and traffic calming.
	Transform 22nd Street into a shared space.
	Construct a new pedestrian paseo
	Construct a new pedestrian paseo
	See description in Chapter 5.
	See description in Chapter 5.
	Continue pedestrian, bicycle, and public realm improvements from the Jack London Waterfront along Clay Street
	Enhance Bishop Begin Plaza by adding additional streetscape, green infrastructure, and landscaping; providing lighting for better visibility; improving connection between plazas on either side of 21st Street.
	Convert into a plaza street
	Convert into a plaza street
	Long-term: Provide pedestrian access through the Convention Center if renovated/redeveloped
	Opportunity for a pavement-to-parks conversion
	Convert into a plaza street
	Create a linear park that is central to the Jack London District and keeping with the urban/industrial character of the District.
	Opportunity for pavement to plaza conversion at the 7th and Harrison Slip Lane (SE corner)
	Enhance as a pedestrian and bicycle connection between Lincoln Square Park and Chinese Garden Park
	Enhance pedestrian connection through Chinatown to connect to Lake Merritt Office District
	Improve pedestrian connection to Kaiser Rooftop Gardens
	Implement "Festival Street" (shared street concept from Lake Merritt Station Area Plan)



b

Appendix B describes the development program presented in the Preliminary Draft Plan. This initial program is included for the sake of comparison and has been since updated in the Land Use Chapter of the Public Review Draft Plan to better reflect community goals, input from the Preliminary Draft Plan and the most up-to-date information on active projects downtown. Only one program will be included as a part of the Final Downtown Oakland Specific Plan.

DEVELOPMENT POTENTIAL

The Development Program for the Downtown Plan is a numerical estimate of potential future development based on the land use and intensity recommendations presented in this chapter, as well as on economic and market realities. This section seeks to quantify the level of residential, commercial, industrial, and institutional growth that can be accommodated downtown over the next 20-30 years.

Notable Considerations That Informed Future Development Models:

- 1. Focusing additional height & intensity in the Central Core and Lake Merritt Office District*
- 2. Unlocking potential in Jack London and along I-880 and I-980*
- 3. Stepping down building footprints and heights adjacent to historic areas*
- 4. Maintaining a balance of building types, from iconic skyscrapers down to four-story townhomes, and everything in between*

CALCULATING DEVELOPMENT POTENTIAL

As is shown in Figure LU-3, several opportunity sites were identified to accommodate potential future development and redevelopment downtown. New development that is consistent with existing building trends, and that follows definitions and standards set in the Land Use Character and Bonus Intensity Maps was then modeled for each opportunity site. Residential, commercial, industrial, and institutional square footage and employment were calculated using the gross square footage extracted from these models and the assumptions outlined below.

The Downtown Plan development program does not dictate where future development will go or what it will look like; rather, it presents an overall numeric build-out concept that will be studied in the Plan's Environmental Impact Report (EIR) for potential impacts. Sites not identified as "opportunity sites" may redevelop, and vice versa. The EIR prepared for the Plan will mitigate future environmental studies for development projects in compliance with the Plan, thus streamlining future development. That is how the Specific Plan facilitates development, in addition to the regulatory changes that are made to achieve the desired future neighborhood character.

Table Appendix B-1: Development Program Calculation Assumptions

	Gross to Net Area Factor	Avg. Unit Size	People	Parking
Residents	80%	750 SF	1.7 Residents/Unit	0.25 Space/Unit
Office	75%	N/A	200 SF/Employee	2,000 SF/Space
Retail/Neighborhood Serving Commercial	75%	N/A	900 SF/Employee	2,000 SF/Space
Flex Commercial	80%	N/A	1,200 SF/Employee	3,000 SF/Space
Light Industrial	90%	N/A	1,500 SF/Employee	4,000 SF/Space
Institutional (SF)	75%	N/A	3250 SF/Employee	2,000 SF/Space

Table Appendix B-2: Downtown Future Development by Land Use

	Existing Baseline*	Active 2020 Development**	DOSP Potential 2040 Development	LMSAP Potential 2035 Development	TOTAL
Residential (Units)	13,944	10,502	29,077	2,585	56,108
Total Commercial (SF)	21,276,618	6,468,219	17,235,531	1,060,523	46,040,891
Office	N/A	5,835,760	13,846,918	783,303	N/A
Retail/Neighborhood Serving Commercial	N/A	632,459	2,448,503	277,220	N/A
Flex Commercial	N/A	-	940,110	-	N/A
Light Industrial (SF)	1,737,185	-	184,308	-	1,921,493
Institutional (SF)	3,2728,872	-	1,298,043	108,000	5,134,915
Parking (Spaces)	N/A	N/A	14,062	N/A	N/A

Table Appendix B-3: Downtown Future Residents & Employees by Land Use

	Existing Baseline*	Active 2020 Development**	DOSP Potential 2040 Development	LMSAP Potential 2035 Development	TOTAL
Residents	24,845	15,753	49,431	4,912	94,941
Employment (Jobs)	82,489	22,411	58,598	3,297	166,795
Office	N/A	21,884	51,926	2,611	N/A
Retail/Neighborhood Serving Commercial	N/A	527	2,040	416	N/A
Flex Commercial	N/A	-	627	-	N/A
Light Industrial	N/A	-	111	-	N/A
Institutional	N/A	-	3,894	270	N/A

* Refers to the current amount of development, population, and employment within the DOSP and LMSAP boundaries as calculated in the 'Downtown Oakland Specific Plan EIR Baseline Conditions Report' and Lake Merritt Station Area Plan

** Refers to any major project in the DOSP boundary in any phase of development from pre-application to finished construction starting in 2015

APPENDIX B: DEVELOPMENT PROGRAM - VERSION 1

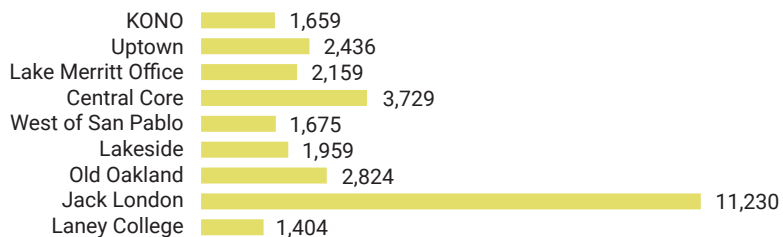
DEVELOPMENT POTENTIAL



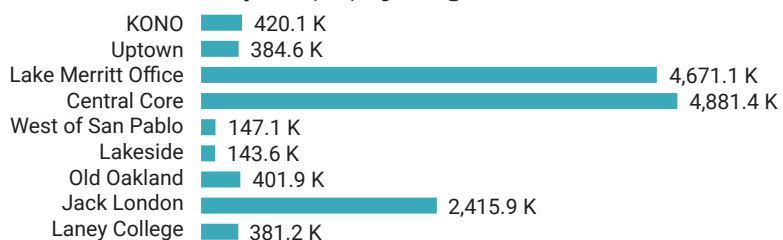
Figure Appendix B-1: Aerial Looking South of Potential Future Development by Land Use



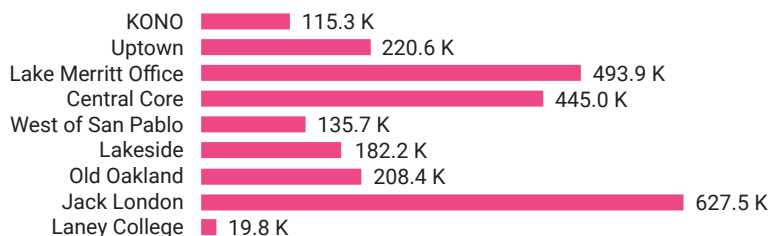
DOSP Future Residential Units by Neighborhood



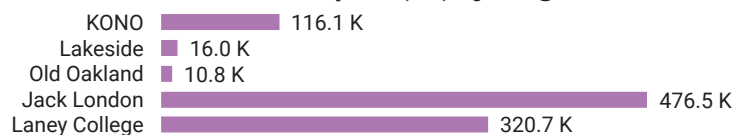
DOSP Future Office Space (SF) by Neighborhood



DOSP Future Retail/N'hood Commercial (SF) by Neighborhood



DOSP Future Flex Commercial Space (SF) by Neighborhood



DOSP Future Flex Industrial Space (SF) by Neighborhood



DOSP Future Institutional Space (SF) by Neighborhood



APPENDIX C

C

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Appendix C describes existing utility systems operating in the Downtown Specific Plan Area within the city of Oakland and evaluates existing capacities along with needs for improvements or expansion of water, wastewater, and stormwater systems.
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The following sections describe water supply, treatment, storage and distribution; wastewater collection and treatment, reclaimed water; and stormwater collection and conveyance systems within the Downtown Specific Plan Area.

Water

The water distribution system in Oakland is managed by the East Bay Municipal Utility District (EBMUD). The service area is characterized by a combination of residential and commercial land uses.

SUPPLY AND DEMAND

EBMUD's system provides potable water to approximately 1.4 million people in a 332 square mile area. The water systems utilize six water treatment plants that are capable of treating 375 million gallons of water per day (mgd). The Orinda water treatment plant serves the Downtown Specific Plan Area with water sourced from Briones Reservoir located in western Contra Costa County and the Pardee Reservoir located in the foothills of the Sierra Nevada Mountain Range (approximately 90 miles east of Oakland). This is the largest water treatment plant with a maximum capacity of 200 mgd and in addition to Oakland serves all or parts of Alameda, Albany, Berkeley, El Cerrito, Emeryville, Moraga, Orinda, Piedmont, Richmond and San Leandro.

Projects within the Downtown Specific Area are subject to the California Environmental Quality Act Guidelines and Sections 10910-10915 of the California Water Code. If the City is not able to identify any public water system that may supply enough water for the project, EBMUD must prepare a Water Supply Assessment (WSA). In accordance with Code Section 10912(a), projects that typically require a WSA include:

- A proposed residential development of more than 500 dwelling units.
- A proposed shopping center or business establishment employing more than 1,000 persons or having more than 500,000 square feet of floor space.
- A proposed commercial office building employing more than 1,000 persons or having more than 250,000 square feet of floor space.
- A proposed hotel or motel, or both, having more than 500 rooms.
- A proposed industrial, manufacturing, or processing plant, or industrial park planned to house more than 1,000 persons, occupying more than 40 acres of land, or having more than 650,000 square feet of floor area.
- A mixed-use project that includes one or more of the projects specified in this subdivision.
- A project that would demand an amount of water equivalent to, or greater than, the amount of water required by a 500 dwelling unit project.

A WSA provides an analysis of existing and projected water demands, and identifies any improvements needed to meet the water demands associated with the project including water main extensions, pipeline and fire hydrant improvements. These regulations help ensure all projects will have adequate water supply, fire flows, and system redundancy. Project applicants are recommended to consult EBMUD early in the planning stages to determine approximate costs and conditions needed to meet the water demands of the project.

Additionally, EBMUD requests the City of Oakland include its conditions of approval for water conservation measures on all projects within the study area. These conditions of approval include a requirement for projects to comply with Assembly Bill 325, "Model Water Efficient Landscape Ordinance," (Division 2, Title 23, California Code of Regulations, Chapter 2.7, Sections 490 through 495).

CONVEYANCE/STORAGE

The reservoirs operated by EBMUD are filled primarily by the 577 square mile Mokelumne watershed which collects snowmelt from Alpine, Amador, and Calaveras counties and flows through the Mokelumne River to various reservoirs. This watershed area is mostly untouched national forest and is used by other upstream and downstream water use right holders.

Untreated water is then transported west through three parallel aqueducts to the water treatment plants. Also, a recently completed project provides up to 100 million gallons per day of Sacramento River water to help alleviate any future drought emergencies.

DISTRIBUTION

The Downtown Specific Area contains approximately 37 miles of distribution pipelines of various pipe sizes and materials as shown in the following tables:

Length of Pipe (miles)	Pipe Material
23	Cast Iron
11	Steel
3	Asbestos Cement
<1	Other

Length of Pipe (miles)	Pipe Size
4	4" and smaller
10	6"
13	8"
1	10"
8	12" and larger

Approximately 14 miles of pipelines are six inches and smaller. Some of the pipelines that are six inches and smaller may need to be replaced by future developments depending on EBMUD's metering requirements and fire flow requirements set by the local fire department. The Downtown Specific Area, which is within EBMUD's central pressure zone, has service elevations ranging between 0 and 100 feet.

WASTEWATER

The wastewater collection system in the City of Oakland is owned and operated by the City. The City does not own or operate wastewater treatment facilities. The City's collection system conveys the City's wastewater to the EBMUD interceptor system which is then transported to their wastewater treatment plant. The treated water is discharged to San Francisco Bay.

COLLECTION

The collection system within the Downtown Specific Area Plan area is comprised primarily of sewer mains ranging from 8 to 24 inches as well as some trunk mains 54 inches and larger along 20th Street.

A recent capacity evaluation found there to be only a few number of capacity related concerns for the sewer system. This is the result of extensive work the City has completed over the last few decades upgrading and rehabilitating the systems components. The City's sewer lift stations have also been determined to have more than adequate capacity to convey sewer flows. The proposed capacity related improvements within the Oakland Downtown Specific Area include the following:

- Replace/upsized 270 linear feet of gravity sewer routed on Grand Avenue and Harrison Street.
- Replace/upsized 380 linear feet of gravity sewer on 19th Street from Jackson Street to Alice Street.
- Replace/upsized 980 linear feet of gravity sewer on 19th Street/Harrison Street from Alice Street to 20th Street.

TREATMENT/DISPOSAL AND ALLOCATION CAPACITY

EBMUD's waste water treatment plants (WWTP) treat sewage from approximately 685,000 people in an 88 square mile area to meet strict state and federal standards prior to recycling it or releasing it to the San Francisco Bay. Assuming all new development projects adhere to EBMUD's Wastewater Control Ordinance, the WWTPs and interceptor systems are expected to have enough dry weather capacity.

Wet weather flows have become of increasing concern because of the high levels of infiltration and inflow (I/I) throughout the system. I/I is caused by

cracks and poor connections in the public and private sewer lines. In the past, when the WWTP became overloaded, EBMUD utilized three Wet Weather Facilities (WWFs) to treat and disinfect peak excess flows. However, recent reinterpretation of EBMUD's National Pollutant Discharge Elimination System (NPDES) permit forbids discharges from the WWFs.

In response to the NPDES requirements and increasingly problematic I/I throughout the system, a federal consent decree, discussed among EBMUD, other Cities/Agencies, the Environmental

Protection Agency (EPA), the State Water Resources Control Board (SWRCB), and the Regional

Water Quality Control Board (RWQCB), requires EBMUD and the Cities/Agencies to

remove all WWF discharges by 2036. Provisions of the consent decree tasks EBMUD with managing and enforcing its Regional Private Sewer Lateral Ordinance, constructing improvements to the collection system, and continuing to identify priority areas to reduce I/I. Additionally, the Cities/Agencies and EBMUD are working together on sewer system rehabilitation projects to reduce system I/I low enough so that wet weather flow WWF discharges are eliminated. Any new projects with the plan area would be required to comply with EBMUD's Regional Private Sewer Lateral Ordinance and address predetermined mitigation measures such as requirements to replace or rehabilitate existing sanitary sewer collection system components.

RECLAIMED WATER

EBMUD operates a recycled water treatment facility located at the foot of the Bay Bridge. By implementing microfiltration and extra disinfection, the water quality meets or surpasses California Department of Public Health standards for unrestricted use. There is a 1.5 million gallon water storage tank onsite and a miles of recycled water transmission pipeline in Oakland and along Eastshore Freeway. Reclaimed water deliveries began in 2008 and by 2015 served customers at more than 28 locations. In 2016 EBMUD offset more than 54 million gallons with recycled water and used another 780 million gallons internally at the treatment plant for various industrial processes and for landscape irrigation.

Parts of the Downtown Specific Plan area are within reach of the main recycled water pipeline service area. Thus, projects in the plan area may have the opportunity to obtain recycled water to fulfill non-potable uses including landscape irrigation, toilet flushing, and other non-potable commercial and industrial uses.

STORMWATER

The City of Oakland administers stormwater quality protection through the Municipal Regional Stormwater Permit (MRP) which is issued by the Regional Water Quality Control Board (San Francisco Bay Region) under the National Pollution Discharge Elimination System (generally referred to as the NPDES permit). The City of Oakland is also a member of The Alameda Countywide Clean Water Program (ACCWP), which is a program created to educate the public, coordinate pollution prevention programs (e.g. hazardous waste disposal), and works with the City to continue their compliance and continued issuance of the stormwater discharge permits by the Regional Water Quality Control Board.

Per the NPDES permit no net increase in flows are allowed for new development and redevelopment projects and must comply with provision C.3 of the MRP, which contains post-construction stormwater management requirements. Projects are required to implement post-construction site design measures, source control measures, and stormwater treatment measures to help reduce stormwater pollution after project completion. Facilities such as on-site detention, retention basins, engineered bio-retention areas, greenbelt areas, and permeable paving may be used to treat and reduce the total amount of runoff from newly developed and redeveloped areas. These requirements are in addition to the standard stormwater related best management practices required during all phases of construction projects. However, it is important to note that the Port of Oakland is not member of ACCWP and thus is not subject to the requirements of the MRP.

COLLECTION/CONVEYANCE

The Oakland Downtown Specific Plan Area is within the San Antonio Creek Watershed that consists of creeks, open channel flows, and underground pipe systems. The system provides storm water transmission through a network of underground piping ranging from 6 to 60 inches in diameter. In these areas gutters are sufficient to carry flow to downstream drainage inlets and facilities.

The City of Oakland has a stringent Rehabilitation and Replacement Program where the City works to increase the life of the existing infrastructure by assessing all the elements of the City's stormwater system (manholes and pipeline) ranking conditions in a detailed analysis to provide crucial information to the capital improvement program for rehabilitation and replacement of structures and pipelines over the master planning period.

The City of Oakland also has a Capacity Enhancement Program that provides additional information to help understand what areas of the stormwater system are in need of replacement and/or upsizing to adequately manage runoff volumes and reduce flooding. This program manages a detailed

hydraulic capacity evaluation (hydraulic and hydrologic computer models and observations) to help identify constraints of the stormwater system and introduce future projects to relieve the potential for flooding.

The programs provide an outline for future capital improvement projects for the City. The program findings include 186 recommendations for capacity deficiencies within the entire City. The most recent Storm Drainage Master Plan estimates there is \$10.7 million needed for the rehabilitation, new facilities, and increased capacity of declining and/or undersized elements of the 14th Avenue Creek, San Antonio Creek and Damon Slough system. However, within the Oakland Downtown Specific Plan Area (San Antonio Creek drainage area), the only high priority capacity enhancement projects include the upsizing of 285 feet of pipe on Jackson Street and a new pump station on Jackson Street.

FLOODZONE AREAS

Based on the most current flood insurance rate maps (FIRM) from the Federal Emergency Management Agency (FEMA), the water front of the Oakland Inner Harbor and Howard Terminal area are mostly clear of the 100-year floodzone with only a few locations where water levels are shown to encroach on the shore and cause minor flooding (1 to 3 feet). Furthermore, minor flooding (1 to 3 feet) is shown around the perimeter of Lake Merritt and floodwater overflow/discharge of the lake will be contained in a culvert located at the northwestern section of the lake (along Harrison Street).

**The
Downtown
Oakland
Specific Plan**

**PUBLIC REVIEW
DRAFT PLAN
AUGUST 28, 2019**