



PUBLIC REVIEW DRAFT PLAN

SPUR Evening Forum – October 1, 2019



CITY OF OAKLAND

DRAFT & FINAL PLAN PROCESS & TIMELINE



DRAFT PLAN MEETINGS TO DATE

1. Planning Commission
2. Chinatown Chamber
3. Parks & Rec Commission
4. Mayor's Commission on Persons with Disabilities
5. Chinatown Coalition
6. Old Oakland Neighbors
7. SPUR Oakland Policy Board
8. Bicyclist & Pedestrian Advisory Commission
9. Thursdays at Latham Square
10. Landmarks Board
11. SPUR Board
12. Oakland Chamber
13. EBHO Oakland Committee
14. CAG Meeting #1 (Draft Plan)
15. Agencies + Institutions
16. Jack London Farmer's Market



DRAFT PLAN MEETINGS SCHEDULED

1. Library Commission
2. **SPUR Evening Forum**
3. Commission on Aging
4. Planning Commission Meeting #2 (Draft EIR)
5. Lincoln Summer Nights
6. Market-rate Developers and Brokers
7. Affordable Housing Developers
8. Jack London BID
9. Landmarks Board
10. Black Arts Movement and Business District (BAMBD)
11. St. Vincent de Paul Dining Room



OVERALL DRAFT PLAN VISION

Jobs & Retail

- 60,000 jobs
- 20 million square feet of new commercial space
- \$21.2 million affordable housing fees

Housing

- 29,100 new units
- Target: 15-25% of new units affordable
- \$480-544 million in affordable housing fees

Civic Improvements

- Cultural and small business space targeted to cultural districts
- Pedestrian and bicyclist safety
- Restrooms, water fountains, benches and other amenities

Future Projects

- Sets the stage for:
 - I-980 conversion
 - Stadium at Howard Terminal (and adjacent development)
 - Second transbay BART crossing



POTENTIAL FUTURE DEVELOPMENT

Table LU-5: DOSP Projected Development vs. Plan Bay Area Projections

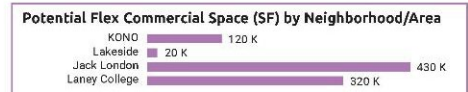
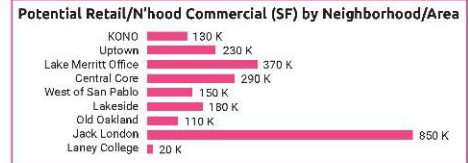
	Plan Bay Area Projections (2040)	DOSP Total Future Development (2040)	% Difference
Households	32,821	54,940	+67%
Employment	111,370	199,248	+79%

Table LU-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



POTENTIAL FUTURE DEVELOPMENT



EQUITY APPROACH

- Focused outreach
- Equity-specific meetings
- Expanded community advisory group
- Cultural events
- Racial equity impact assessment
- Racial equity indicators
- Measures of success



SUMMARY OF KEY EQUITY POLICIES

VISION & GOALS EQUITY FRAMEWORK

identified as African American or Black, despite them constituting only 29% 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 Diversity 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 VI-1: Key Policies with Equity Impacts

Strategy or Policy	Policy Summary
Policy 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.
Policy 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.
Policy H-1.8	Explore and implement tools and policies to prioritize use of some portion of affordable housing funds provided to downtown by adjusting scoring criteria for responses to City notices of funding availability (NOFA).
Policy H-1.9	Leverage the city's inventory of publicly-owned land in a manner that supports housing affordability. Establish public/private partnerships between libraries / county properties and affordable housing providers aimed at collocating public facilities with affordable housing above.
Policy H-1.10	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.
Policy H-1.11	Study increasing the City's job-housing linkage fee for non-residential development.
Policy H-1.12	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.
Policy H-1.13	Study an industry 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.
Policy H-1.14	Encourage the development of more commercial hotels in downtown to relieve pressure to convert permanent housing units and SRO hotels to short-term tourist rentals.
Policy H-1.15	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.
Policy H-1.16	Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate SROs as income-restricted affordable housing, as funding and purchase opportunities arise.
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The
Downtown
Oakland
Specific Plan

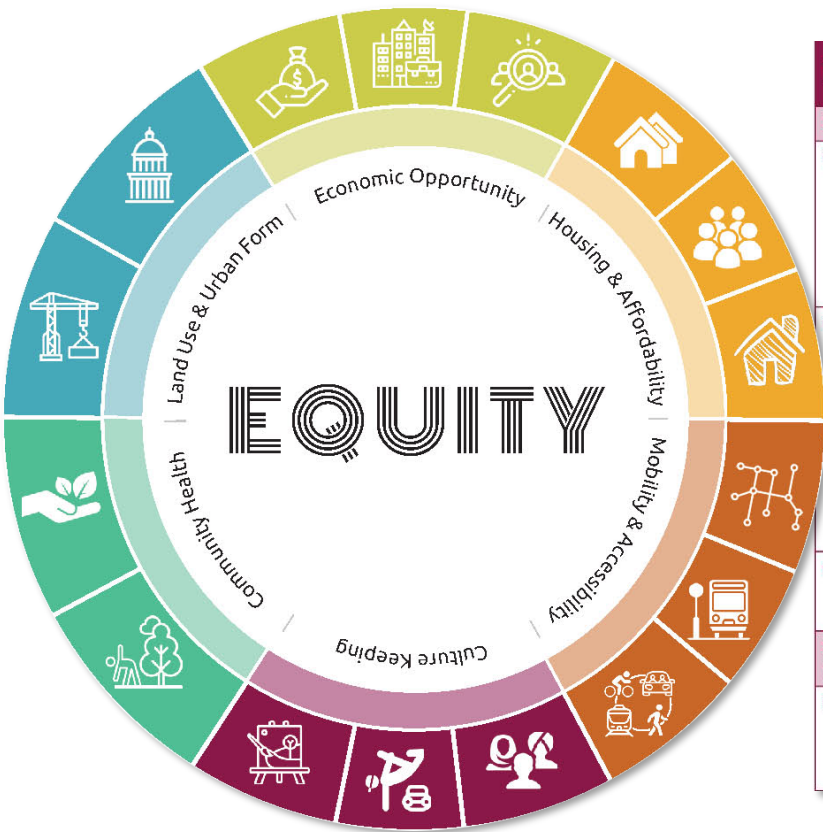
The
Downtown
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Equity Indicators:

1. Housing Cost Burden
2. Homelessness
3. Displacement
4. Disconnected Youth
5. Unemployment Rate
6. Median Income



WHAT'S NEW: RELATIONSHIPS & OUTCOMES



Plan Policies, Programs or Actions		Additional Outcome/Policy:
Strategy: Establish, invest in, and better connect downtown Cultural Districts.		
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).	EQT-3 E-2.9 E-2.13 H-3.2 C-1.10 LU-1.1 LU-2.3
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.	EQT-3 E-2.8 LU-1.5
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.	E-2.11 M-2.6 C-2.2 CH-1.1 LU-1.5
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.	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.		
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.	EQT-3 E-2.8 LU-1.3



WHAT'S NEW: IMPLEMENTATION MATRIX

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	\$5 = up to \$250,000	\$55 = up to \$500,000 \$555 = up to \$1,000,000 \$5555 = \$1M+

Action Step	Related Existing City Policies & Programs	Lead Agency	Potential Partners	Resources & Actions Required	Costs Est.	Potential Funding Sources	Timeframe	Relevant Policies & Key Equity Indicators Addressed
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				<ul style="list-style-type: none"> CI: Grants, transportation Impact Fee Increase for Downtown 	Near-Term	M-1.6, M-3.4
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				<ul style="list-style-type: none"> CI: Grants, Transportation Impact Fee Increase for Downtown 	Near-Term	M-2.1 Other (transit inequity)
15. Decrease freeway traffic on local streets by implementing improvements proposed in the Oakland/Alameda Access Project.		OakDOT, Caltrans					Near-Term / Longer Term	M-3.2 (CH-1, CH-2.3) Other (ash/air quality, traffic accidents)
16. Design and construct long-term connectivity, access, and safety improvement, as well as vision bicycle network connectors (described in Appendix A).	Bike Plan	OakDOT					Longer Term (5+ years)	M-1.4, M-1.7, M-1.8 (CH-1, CH-2.1) Other (traffic accidents)
17. Redesign Broadway to better serve new mobility modes.		OakDOT					Longer Term (5+ years)	M-1.4, M-1.7, M-1.8 (CH-1, CH-2.1) Other (traffic accidents)
18. Prioritize capital improvements to the Malonga Cosquehourd 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				<ul style="list-style-type: none"> CI: Future Cultural Facilities Fee (Surcharge on Entertainment Tickets?) 	Immediate / Ongoing	C-1.7
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/EWR, Parks, Recreation and Youth						immediate / Ongoing	C-1.12
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, public events.	Public Art Programs, Percent for Art Ordinance	Planning/Cultural Affairs, Parks, Recreation & Youth Development						

Implementation Actions Organized by Type:

- Capital Improvements
- City Policy/Regulation
- City Program/Service
- Planning Study & Public Process



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:

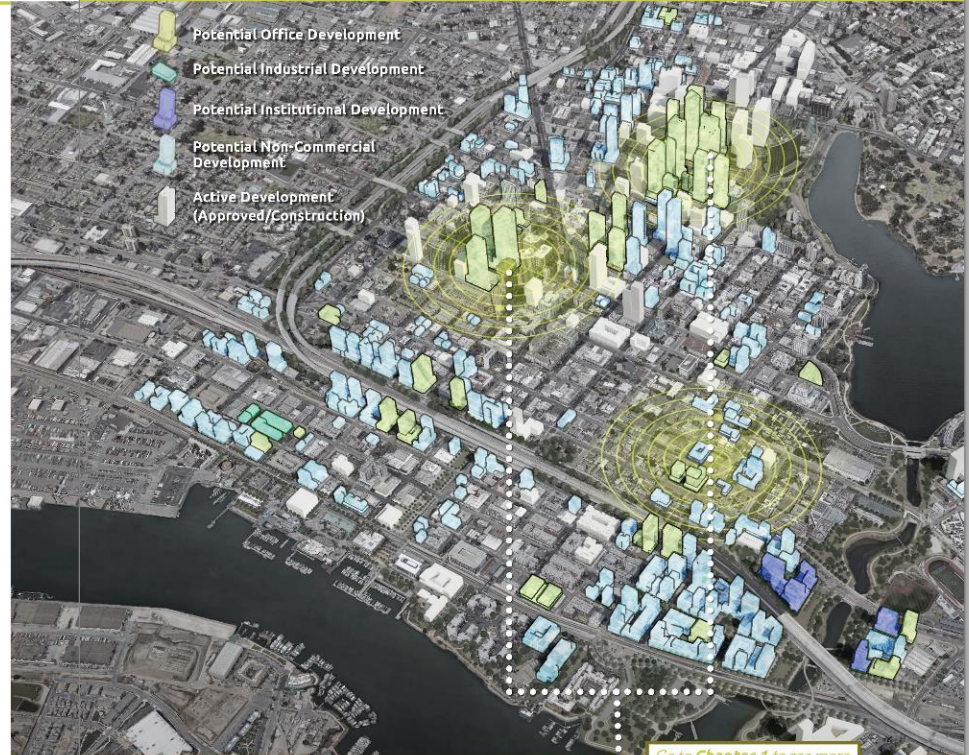
- Low revenues to fund City services
- Huge wealth disparities
- Regional imbalance of jobs & housing leading to transit overload and inadequate opportunity for residents

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:

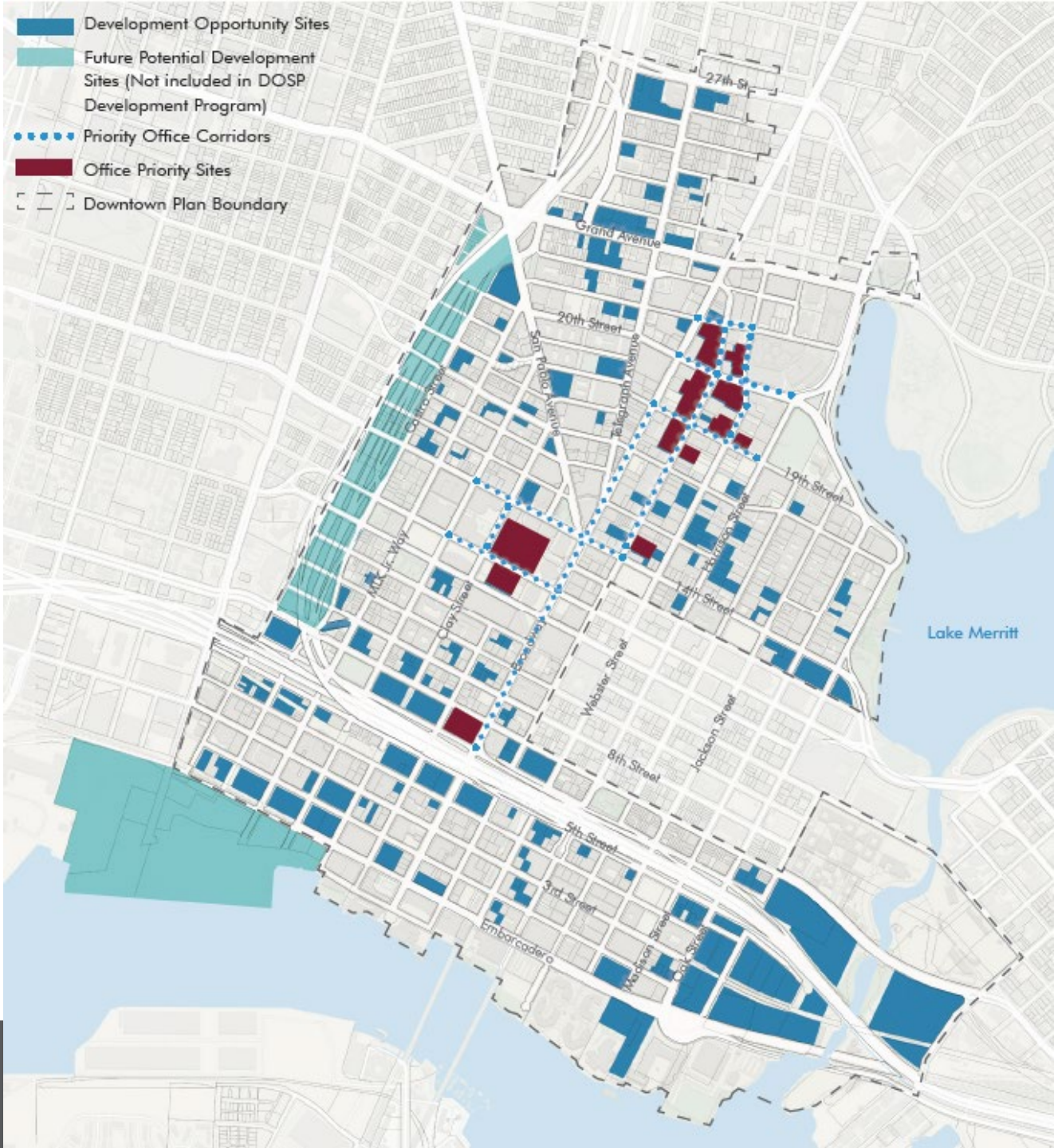
- \$43 Million in Impact Fees to Fund Affordable Housing & Transportation Improvements; and
- Roughly 61 Thousand Jobs

OFFICE PRIORITY AREAS



OFFICE PRIORITY SITES

- Development Opportunity Sites
- Future Potential Development Sites (Not included in DOSP Development Program)
- Priority Office Corridors
- Office Priority Sites
- Downtown Plan Boundary





CITY OF OAKLAND

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

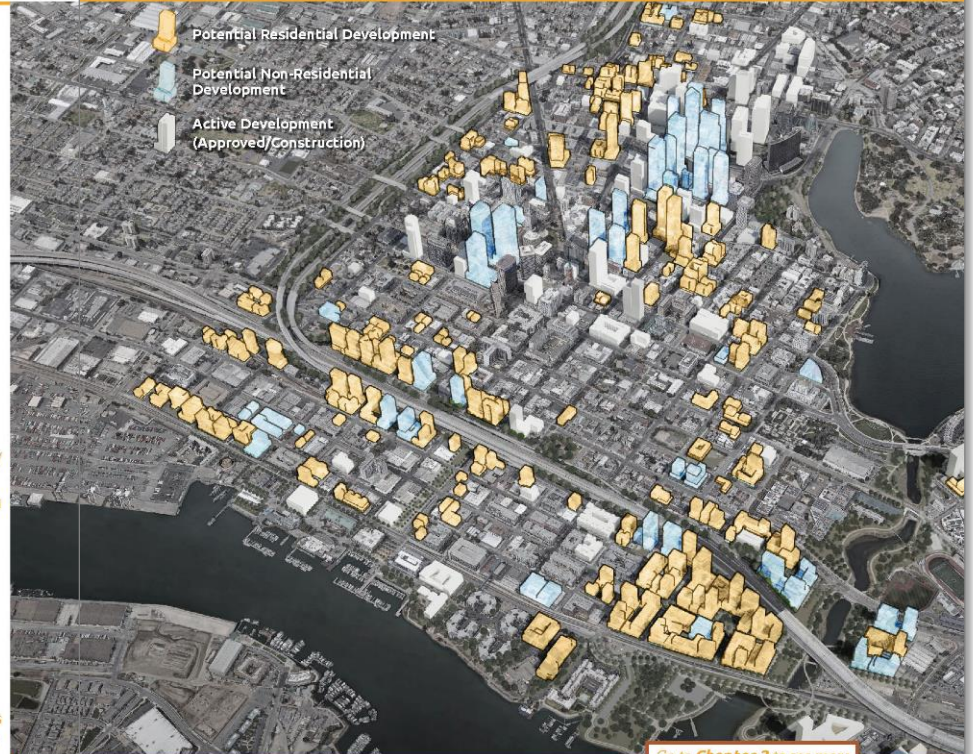
Challenges

- 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







CITY OF OAKLAND

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.





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



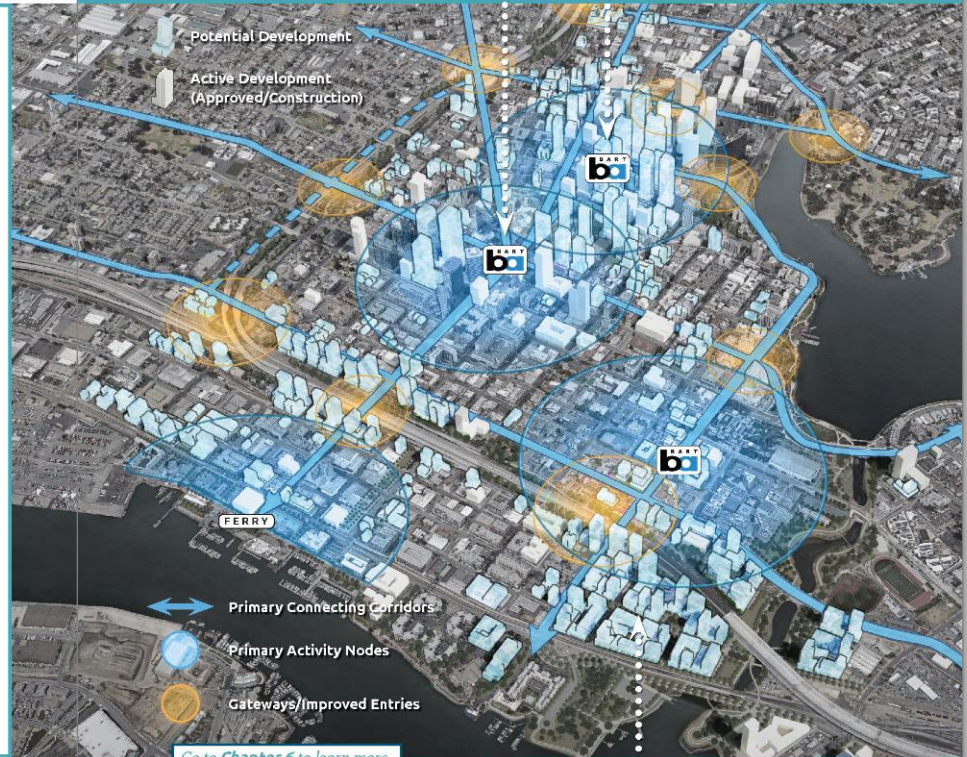


Land Use & Urban Form

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

Opportunity sites
near Victory Court

Go to Chapter 6 to learn more



GREEN LOOP

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 BAMB
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



BROADWAY: URBAN DESIGN & CHARACTER AREAS

COMMON DESIGN ELEMENTS:

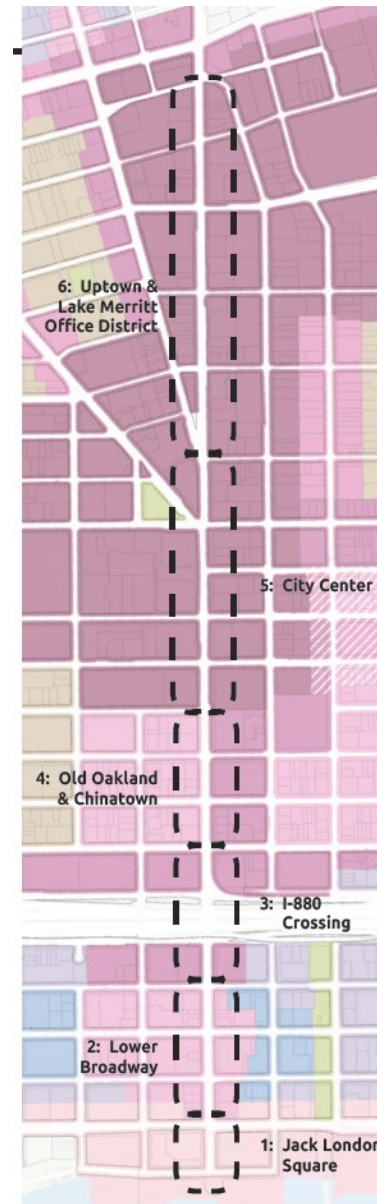
- Broadway is envisioned as a transit corridor, promoting economic development around high-quality transit while the adjacent physical form and land uses support a pedestrian-oriented environment to actively complement public transit.
- **Dedicated transit lanes** decrease conflicts between buses and 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.



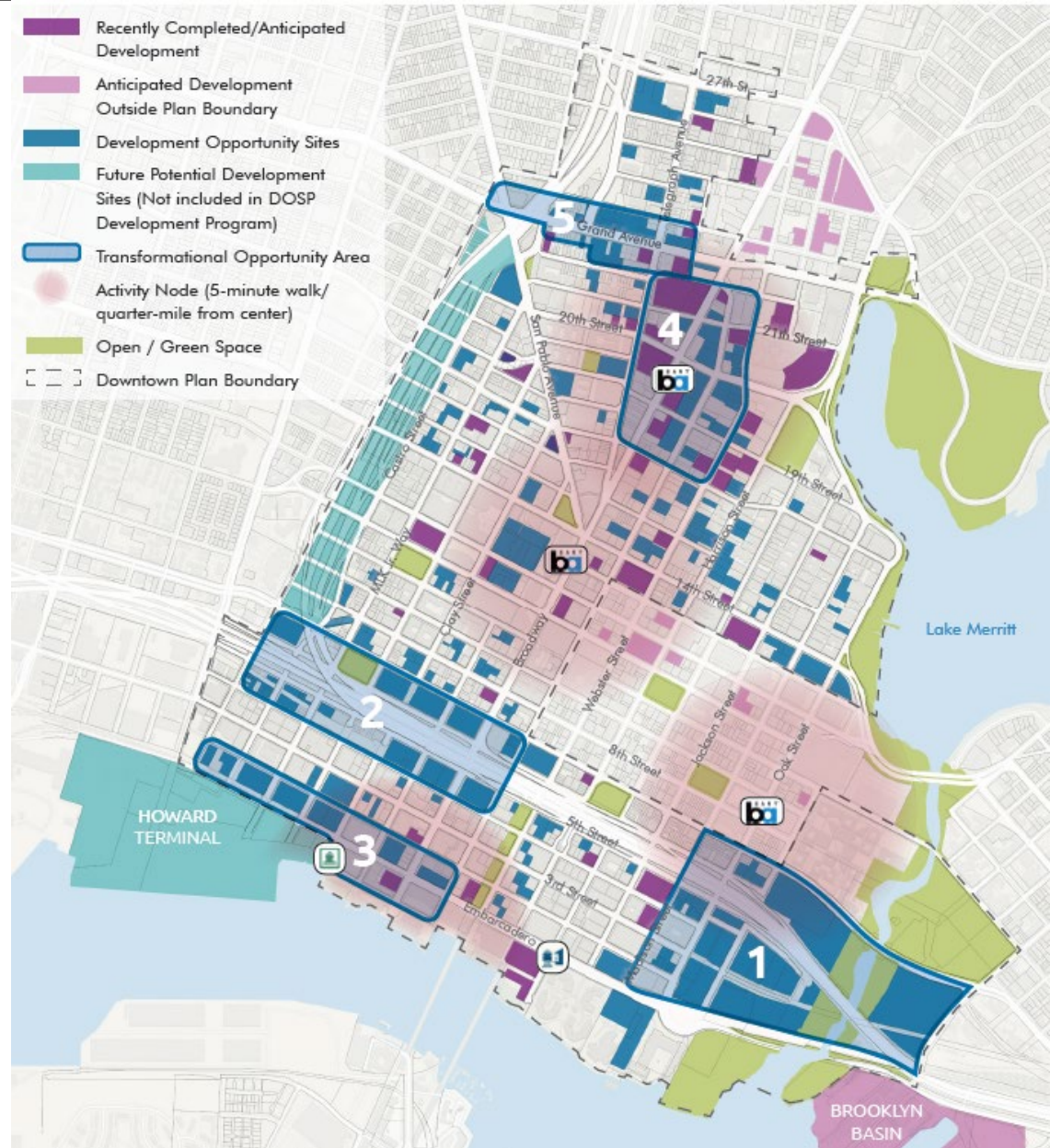
- The **tops of buildings** are critical to the skyline, orientation and sense of place. New residential high-rises should be more slender and have less impact on viewsheds and light. Towers within City Center and the Lake Merritt Office District enable absorption of Class A office demand.



OPPORTUNITY AREAS

Opportunity Sites

- Land/improvement ratio <math>< 0.25</math> (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)





CITY OF OAKLAND

EXISTING INTENSITY

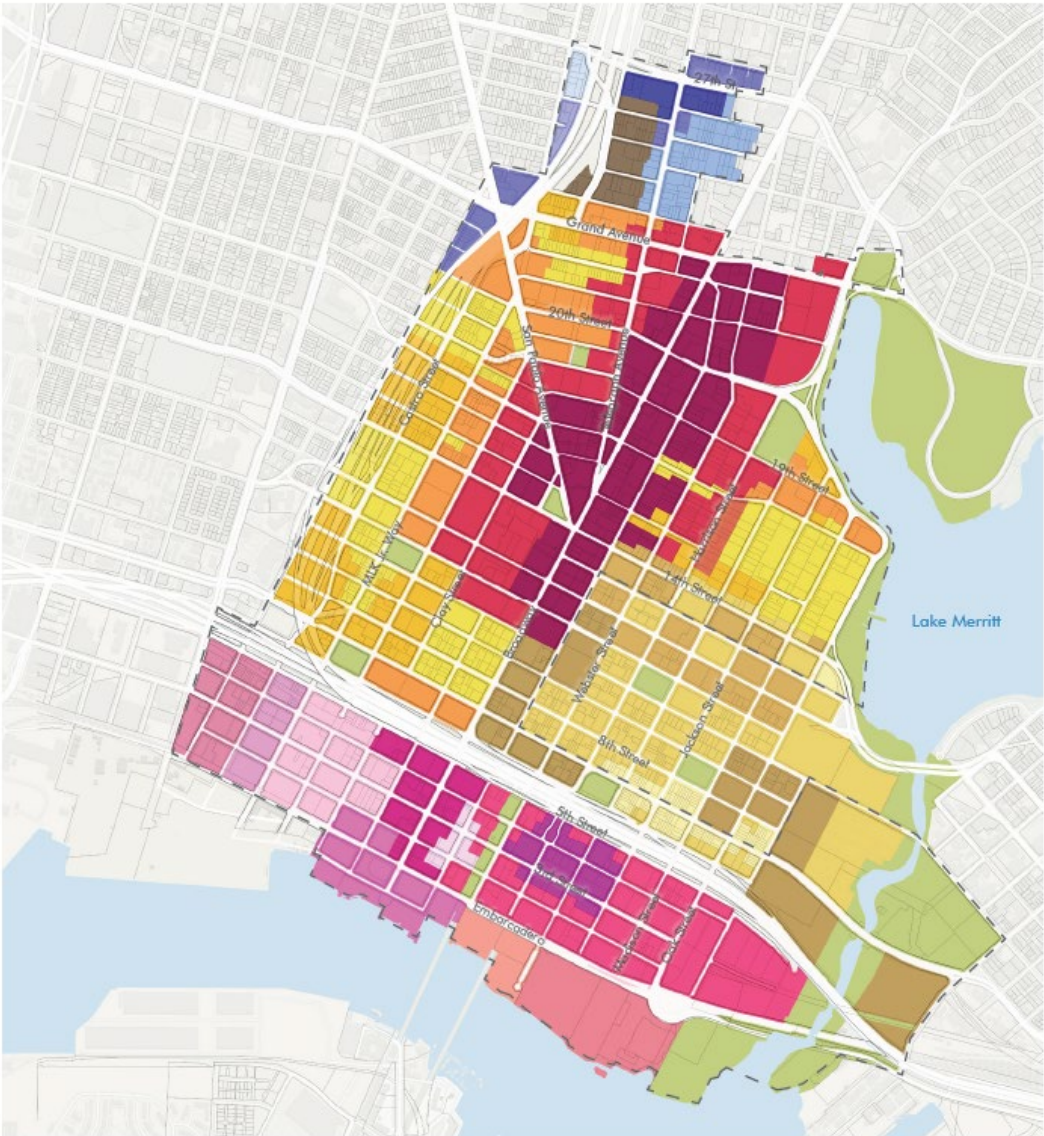
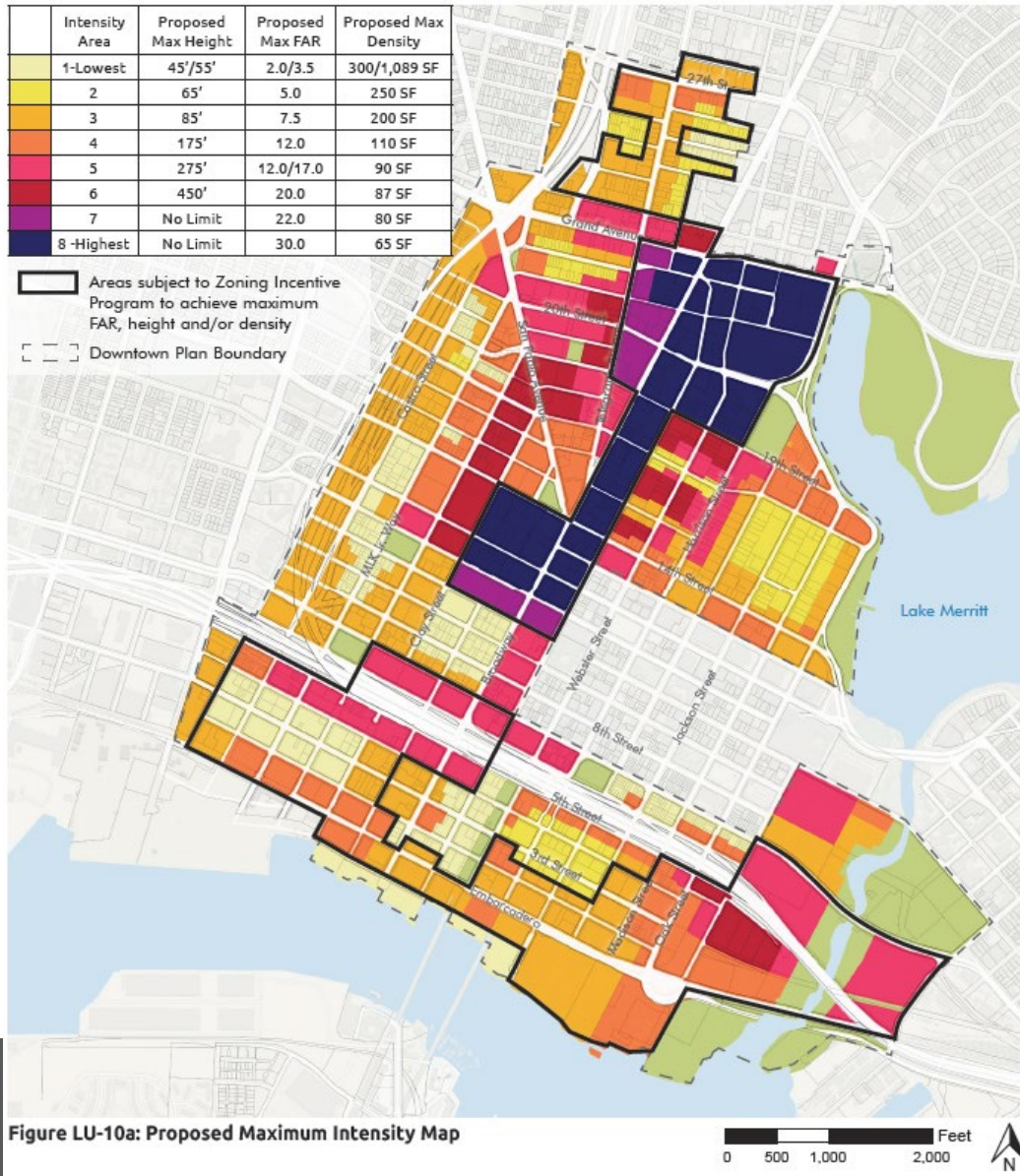


Figure LU-9: Existing Intensity Map





PROPOSED INTENSITY



PROPOSED INTENSITY: BALLPARK ALTERNATIVE

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

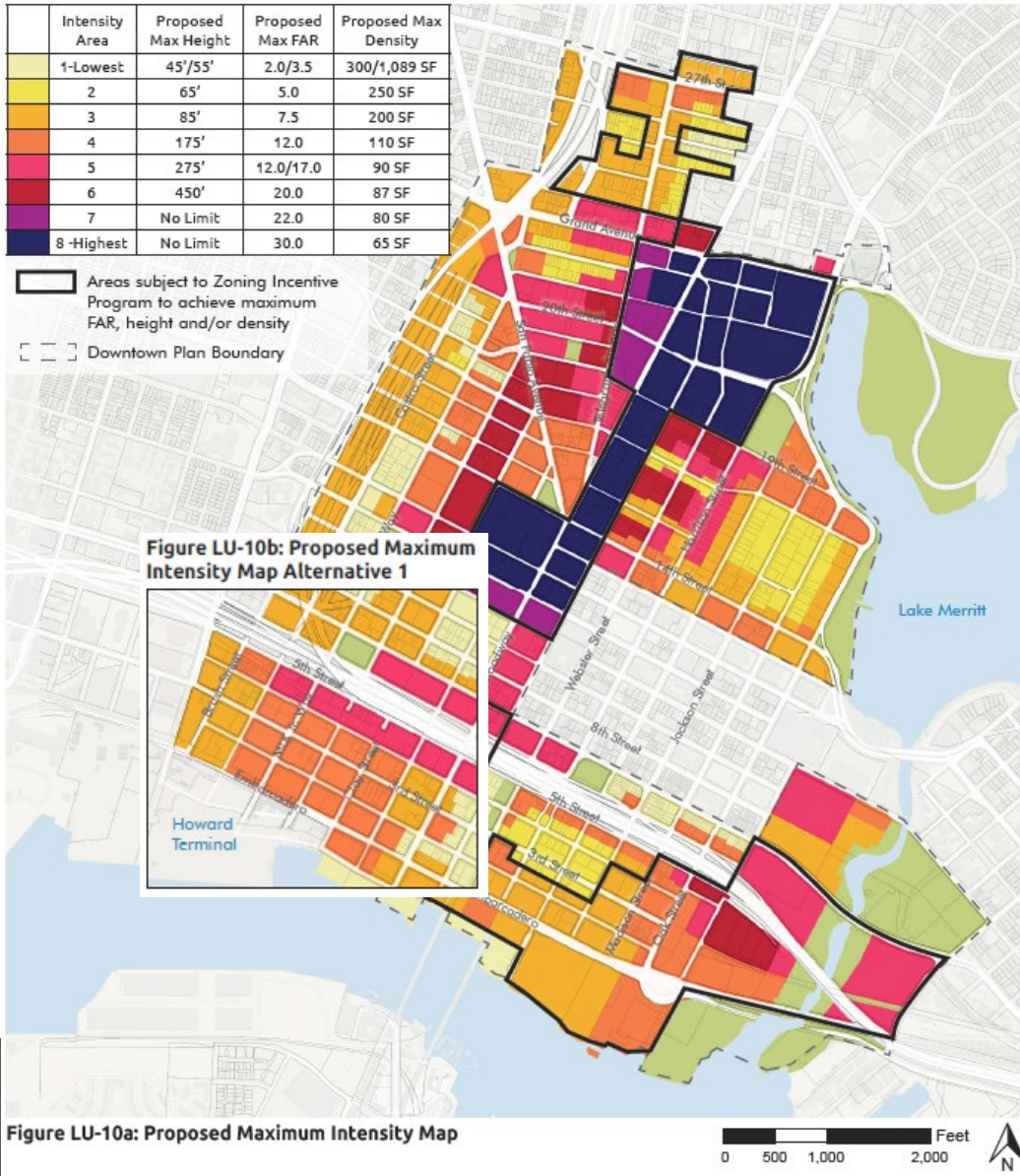


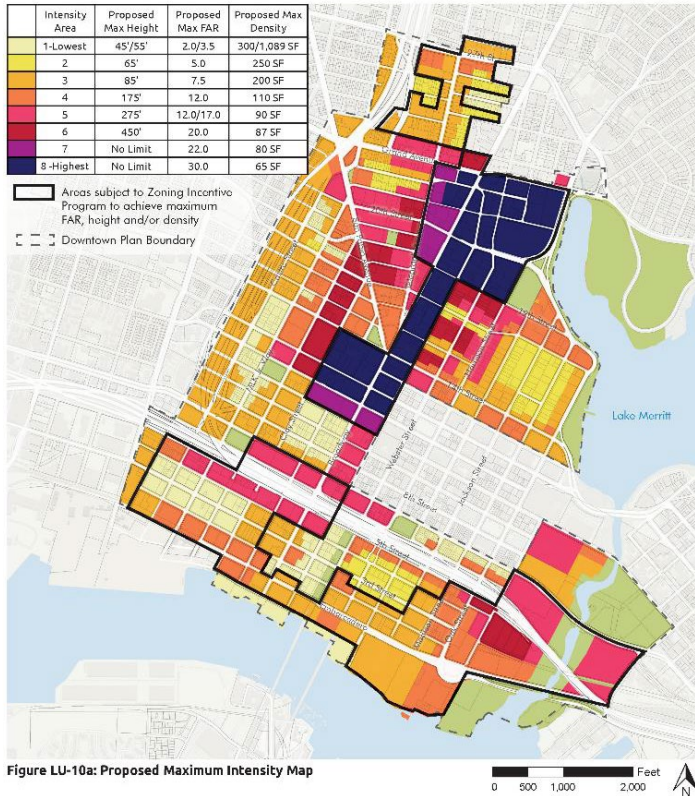
Figure LU-10b: Proposed Maximum Intensity Map Alternative 1



Figure LU-10a: Proposed Maximum Intensity Map



NEXT STEP: ZONING INCENTIVE STUDY



- Studies how upzoning areas of downtown would affect land value
- How land value increases could fund pre-defined community benefits
- Draft study will be reviewed by Community Advisory Group in Fall/Winter 2019.
- Final Public Draft Report will include case studies, research, financial analysis technical approach and outputs, program recommendations, and implementation strategies.



DOSP NEXT STEPS

Fall 2019

- Community review of Draft Plan and Draft Environmental Impact Report (EIR)

Winter 2019-2020

- Development of Zoning and Zoning Incentive Program

Summer 2020

- Final Downtown Oakland Specific Plan
- Final EIR
- General Plan and Zoning Amendments



THANK YOU!

Send additional input to
plandowntownoakland@oaklandca.gov

View the Draft Downtown Oakland Specific Plan at:
<https://oaklandca.gov/topics/downtown-oakland-specific-plan>

