

DOWNTOWN OAKLAND SPECIFIC PLAN

SPUR – January 2023



OVERVIEW

- Introduction
- What will the DOSP do for Oakland?
- How will the DOSP address COVID-19 recovery and the changing role of downtown?
- How will the DOSP achieve its goals?
- What else has changed since the 2019 version?
- Questions & Discussion



PROCESS & TIMELINE

Project Initiation

Existing Conditions Research & Profile Report
10-Day Public Design Charrette & Open Studio
Community Advisory Group (CAG) Launch
Plan Alternatives Report & Comment Memo
Stakeholder Meetings & Online Survey
Youth Summit

Plan Drafting & Iteration

Plan Options Report & Equity Assessment
Preliminary Draft Plan & Public Review
Public Review Draft Plan/EIR* & Public Hearings
Initial Zoning Incentive Program (ZIP) analysis



Racial Equity Re-Launch

Interviews & Focus Groups
Disparity Analysis
Expanded Outreach & CAG Membership
Social Equity Working Groups & Creative Solutions Labs
Accessibility Survey Collaboration with Senior and Disability Advocates

Final Plan, Zoning & Adoption

Final Draft Plan
Draft Planning Code (Zoning) and General Plan Amendments & Public Review
Adoption Hearings for Final Draft Plan & Zoning

COMMUNITY INVOLVEMENT



Project Initiation



Plan Drafting & Iteration



2015-2016

2017-2018

2018-2019

2020-2023



Racial Equity Re-Launch



Final Plan, Zoning & Adoption



DOWNTOWN OAKLAND



Plan Areas & Neighborhoods:

- Central Core
- Chinatown
- Jack London District
- KONO
- Lake Merritt Office District
- Lakeside
- Laney College
- Old Oakland
- West of San Pablo




WHAT WILL THE DOSP DO?

WHAT WILL THE DOSP DO?



- Streamline production of both market-rate and affordable, subsidized housing
- Orient dense housing and employment to meet the environmental goals in our ECAP, locating the highest density at major transit centers
- Require community benefits to achieve maximum density in key areas

WHAT WILL THE DOSP DO?

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- A vibrant street scene in Oakland, California, featuring a wide sidewalk with a young man walking, a white car, and a bus. The street is lined with lush green trees and modern buildings. A semi-transparent white box on the right side of the image contains two bullet points.
- **Generate funds through one-time development impact fees to subsidize affordable housing, transportation and other capital improvements**
 - **Generate long-term tax revenues that can build affordable housing and provide other city services, including parks and street maintenance**

WHAT WILL THE DOSP DO?



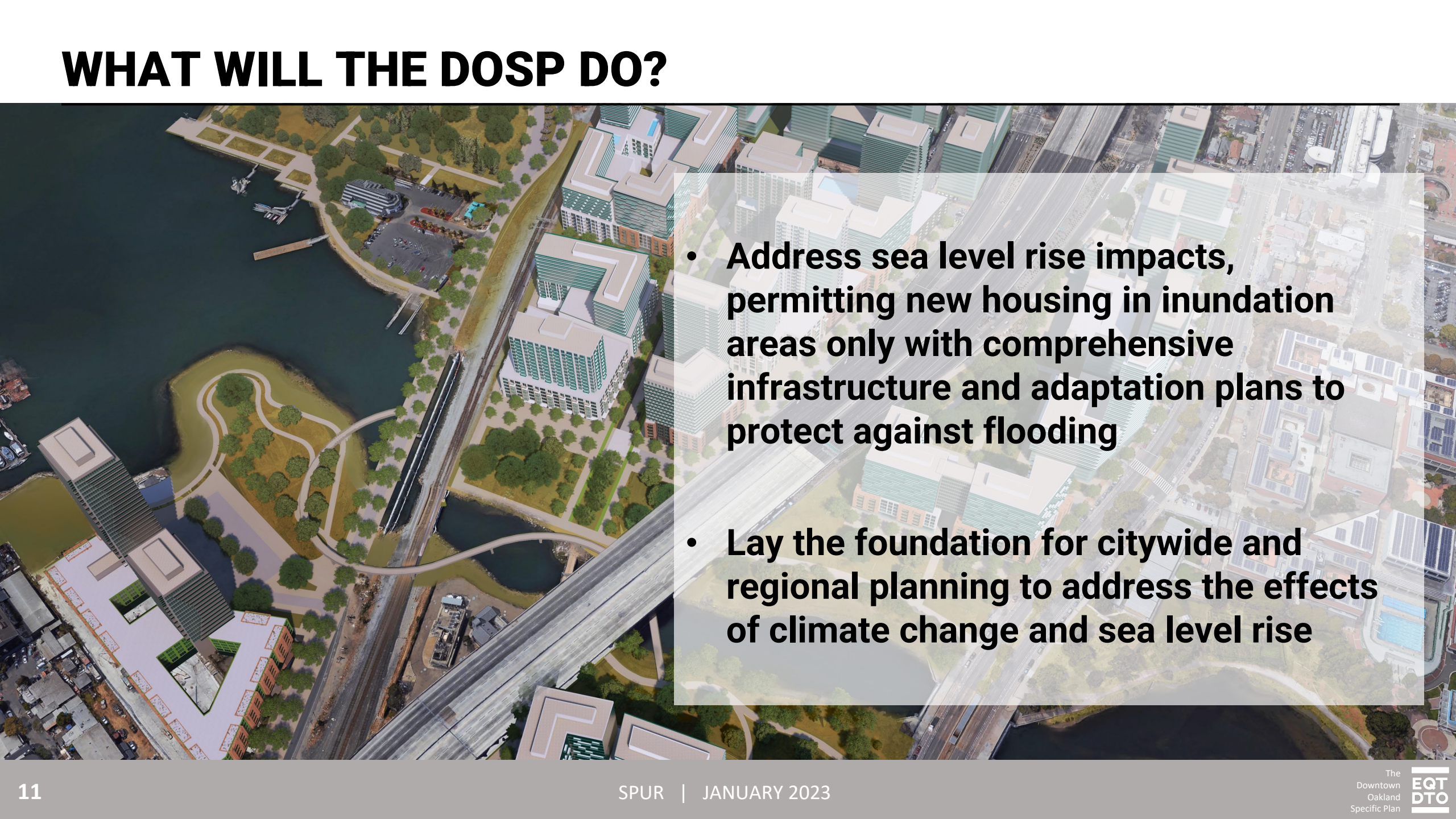
- **Build up our cultural & business districts, starting with the BAMBD**
- **Fill retail vacancies on the ground floor:**
 - Provide services to Oakland's growing resident population
 - Increase foot traffic to support public safety
 - Welcome Oakland residents from throughout the city to their downtown
 - Stem cultural displacement, allowing the small businesses, arts and entertainment groups, and nonprofits run by and serving Oaklanders of color to thrive

WHAT WILL THE DOSP DO?

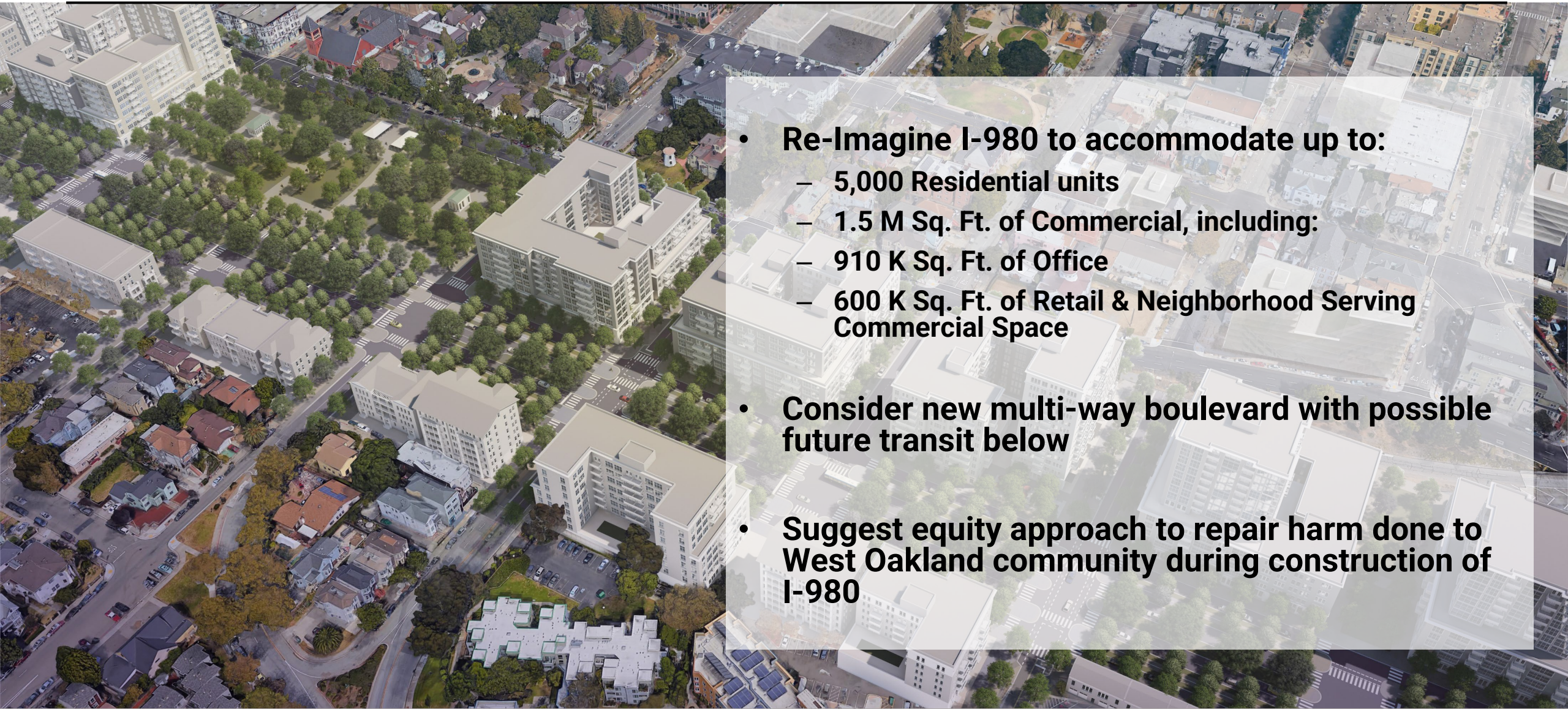


- **Address monumental shifts in the future of work and the role of downtowns**
 - **Protect and grow our industrial jobs near the Port, which are accessible to many residents**
 - **Encourage R&D and biotech with a high density of on-site jobs in the heart of downtown**
 - **Continue to build a mixed-use, culturally thriving downtown that supports local businesses without relying solely on office**

WHAT WILL THE DOSP DO?

- 
- An aerial photograph of a city waterfront. On the left, a river flows past a modern building with a glass facade. A bridge crosses the river, and a large, curved green space with trees and walkways is visible. To the right, a dense urban area with various buildings and streets is shown. A semi-transparent white box is overlaid on the right side of the image, containing two bullet points.
- Address sea level rise impacts, permitting new housing in inundation areas only with comprehensive infrastructure and adaptation plans to protect against flooding
 - Lay the foundation for citywide and regional planning to address the effects of climate change and sea level rise

WHAT WILL THE DOSP DO?




- **Re-Imagine I-980 to accommodate up to:**
 - 5,000 Residential units
 - 1.5 M Sq. Ft. of Commercial, including:
 - 910 K Sq. Ft. of Office
 - 600 K Sq. Ft. of Retail & Neighborhood Serving Commercial Space
- **Consider new multi-way boulevard with possible future transit below**
- **Suggest equity approach to repair harm done to West Oakland community during construction of I-980**

A photograph of a city street at dusk, likely in downtown Oakland, featuring historic architecture and a prominent neon sign for the Fox Theatre. A semi-transparent white text box is centered over the image.

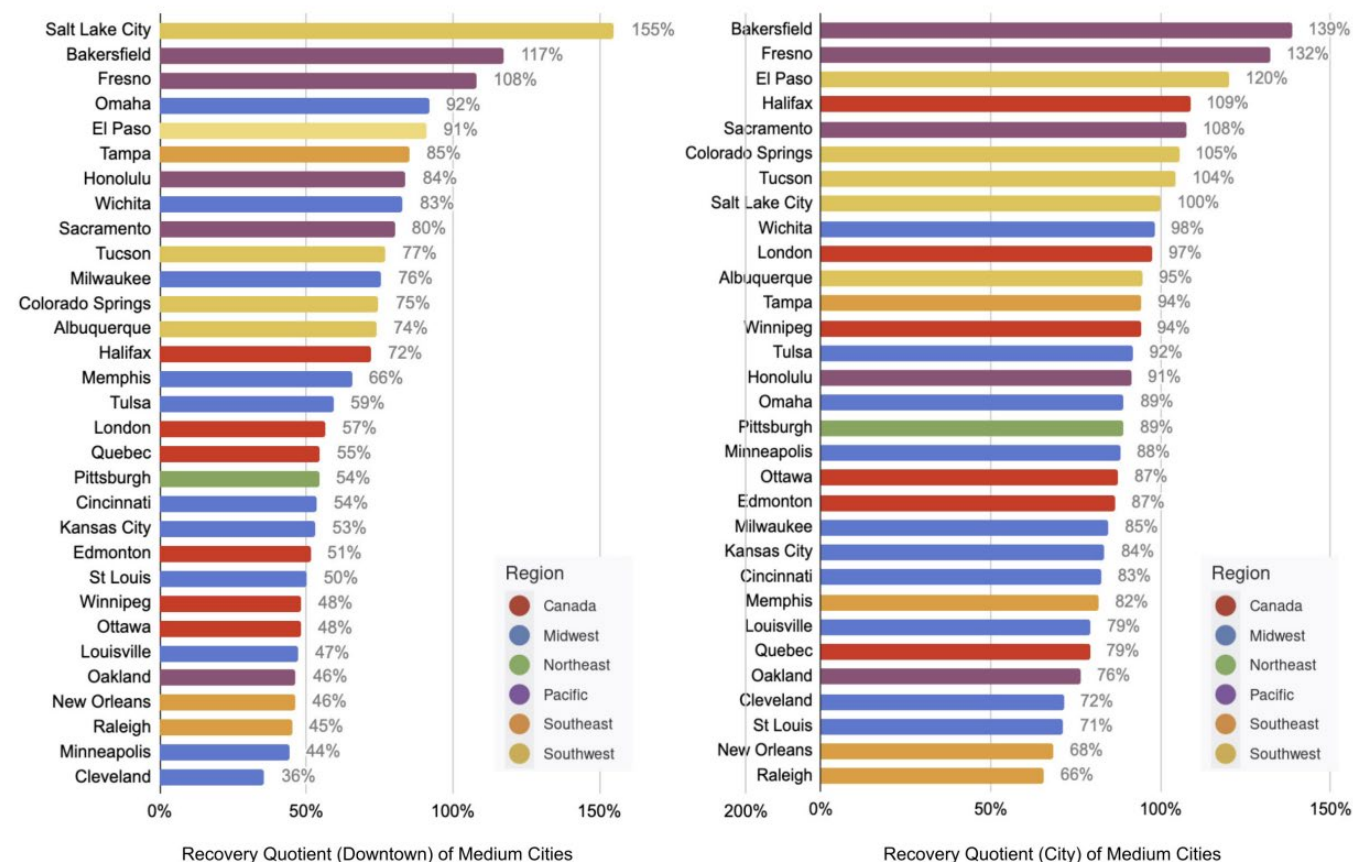
HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY & THE CHANGING ROLE OF DOWNTOWNS?

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?

- 
- **The pandemic has exacerbated existing trends:**
 - Homelessness
 - Commercial vacancies
 - Closure/displacement of local businesses and arts organizations
 - Public safety concerns
 - Racial health and wealth disparities

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?

Recovery Quotient of Medium-Sized Cities



These trends reflect conditions throughout the nation, and particularly show up in downtowns, which are recovering more slowly in most places

Chapple, Karen et. al. *The Death of Downtown? Pandemic Recovery Trajectories across 62 North American Cities*. Institute for Governmental Studies, UC Berkeley, June 2022

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?

UC Berkeley Institute for Governmental Studies

Factors correlated with a slow recovery:

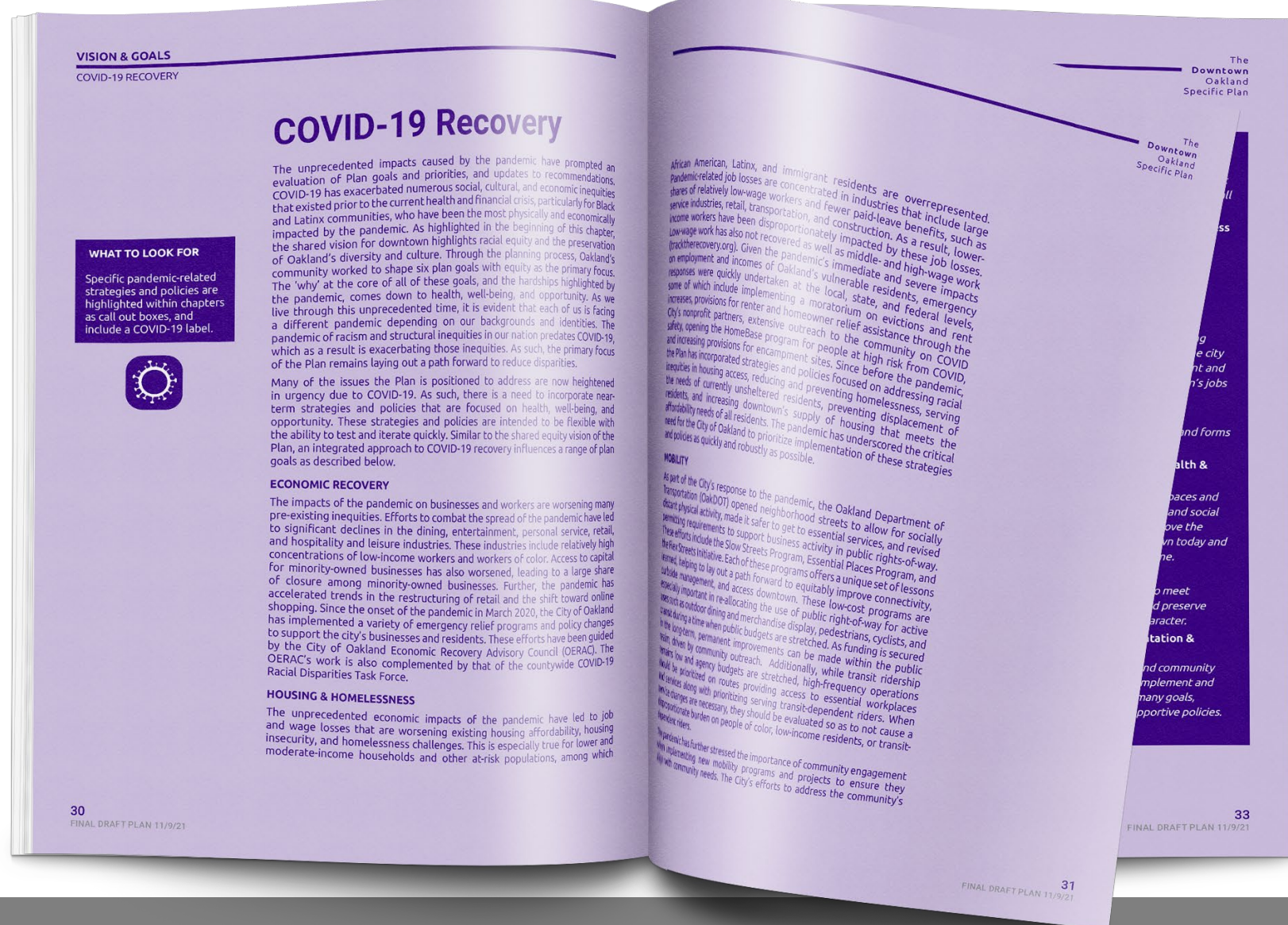
- Higher rate of professional, scientific and management jobs
- Lower rate of accommodation and food services jobs
- Higher rate of residents who commute via public transportation
- Higher rate of downtowns with a bachelor's degree or higher

Recommendations

- Diversify economies to focus on resilient sectors such as education, health, and government.
- Help developers convert older (Class B and C) office buildings to residential, institutional, and recreational uses.
- Proactively re-create downtowns for people – build outdoor spaces, develop cultural events, and attract diverse users

Chapple, Karen et. al. *The Death of Downtown? Pandemic Recovery Trajectories across 62 North American Cities*. Institute for Governmental Studies, UC Berkeley, June 2022

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?



DOSP COVID-19 Recovery Racial Equity Framework:

- Center racial equity
- Put people first
- Invest in community infrastructure
- Build an equitable economy
- Protect and expand community voice and power

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?

VISION & GOALS EQUITY FRAMEWORK							
Key Policies with Equity Impacts	Housing Cost Burden	Homelessness	Displacement	Disconnected Youth	Unemployment Rate	Median Income	Other Concerns
	EQT-1	EQT-2	EQT-3	EQT-4	EQT-5	EQT-6	EQT-7
E-3.6: Business Outreach			X		X	X	
E-3.7: Business Improvement Districts							
E-3.9: Business Support Services in Public Facilities					X	X	
E-3.10: Increased Business Assistance Center Capacity					X	X	
E-3.11: Infrastructure for Broadband Development							Accessibility
HOUSING AND HOMELESSNESS							
H-1.1: Unit Size Monitoring			X				
H-1.3: Condominium Conversion Ordinance Improvements	X		X				
H-1.4: Inclusionary Housing Policy & Impact Fees	X	X	X				
H-1.5: Jobs/Housing Impact Fee Increases	X	X	X				
H-1.6: Enhanced Infrastructure Financing District	X	X	X				
H-1.7: Citywide Affordable Housing Strategy	X	X	X				
H-1.8: Public/Private Partnerships for Affordable Housing	X	X					
H-1.9: Directing Affordable Housing Funds Downtown	X	X	X				
H-1.10: Leveraging Publicly-Owned Land for Housing	X	X	X				
H-1.11: Co-Locate Affordable Housing and Public Facilities	X		X				
H-1.12: Goals for Affordable Housing Production	X	X	X				
H-1.13: Expedited Approvals for Affordable Housing	X	X					
H-1.15: Increased Accessibility Requirements	X						Accessibility
H-1.16: Family-Friendly Design			X				
H-2.1: Shared Equity Homeownership	X						
H-2.2: First-Time Homebuyer Programs	X		X				
H-2.3: Proactive Assistance to Vulnerable Homeowners		X	X				
H-2.4: Tenant Subsidy Program Study	X	X	X				
H-2.5: Renter Services and Counseling		X	X				
H-2.6: Rent Adjustment & Just Cause Eviction Enforcement	X	X	X				
H-2.7: Support for Economically Displaced Residents	X		X				
H-2.8: Affordable Housing Centralized Online Waiting List	X	X	X				
H-2.9: PATH Strategy Updates		X					
H-2.10: SRO Rehab & Acquisition Partnerships	X	X	X				
H-2.11: Homeless Housing Priority in NOFAs	X	X	X				
H-2.12: Supportive Services in Affordable Housing		X	X				
H-2.13: Encampment Management & Services		X					
H-2.14: Storage Lockers for Unsheltered Residents		X					
H-2.15: Restrooms/Drinking Water in Public Space		X					

- Approach
 - Assess recovery challenges and includes strategies that address these challenges in every chapter/topic area of the plan
 - Prioritize policies that address the plan's racial equity goals and indicators

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?

Policies that Support Equitable Economic Recovery

- E-1.4: Land Trust / Master Lease Program
- E-1.7: Supporting Businesses Owned by Women and People of Color
- E-1.8: Supporting Worker-Owned Cooperatives
- E-2.3: Requirements/Incentives for Affordable Arts, Culture & Commercial Space
- E-2.7: Pop-up & Temporary Uses
- E-2.9: Low-Cost Retail Storefronts
- E-3.6: Business Outreach
- E-3.10: Increased Business Assistance Center Capacity
- E-1.6 Façade & Tenant Improvement Program
- E-3.2 Local Hire Incentives
- E-3.3 Expanded Job Training, Apprenticeships & Placement Services
- E-3.4 Procurement and Contracting Policies
- E-3.5 Partnerships to Support Small, Local Suppliers

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?

Some of the Other Policies that Support Downtowns for All People

- H-1.2 High intensity, Mixed-Use Neighborhoods
- H-1.9: Directing Affordable Housing Funds Downtown
- H-1.16: Family-Friendly Design
- H-2.15: Restrooms/Drinking Water in Public Spaces
- C-1.2: Supporting the BAMBD
- C-1.5: Incentives for Affordable Arts, Culture & Commercial Space
- C-1.8 Community Ownership & Stewardship
- C-1.14 Staffing to Support Cultural Programs
- C-2.2 Community Gathering Spaces
- C-2.4 Streamline Event Permitting
- M-1.1 Pedestrian Safety Measures
- M-2.2 Improve Amenities/Security at Bus Stops
- M-2.8 Low-Income Transit Pass
- CH-1.1 Public Realm Improvements
- CH-1.7 Encouraging Vendors & Artists in Public Space
- CH-1.12 Youth & Senior-Driven Programming for Public Spaces
- CH-1.17 Crime Prevention Through Environmental Design (CPTED) Guidelines
- Ch-1.18 Community Safety Initiatives
- LU-1.7: Streetscape & Public Space Improvements

HOW DOES THE DOSP ADDRESS COVID-19 RECOVERY?

Changes Since the Public Review Draft Plan (2019)

- Created a light industrial transition in Jack London between residential and industrial areas to protect accessible well-paid industrial jobs associated with the Port
- Revised Office Priority Sites strategy to allow residential units on these sites in addition to required employment space
- Converted Office Priority to Employment Priority to establish support for non-office employment uses such as life sciences, biotech and research & development
- Further developed the master lease/commercial tenanting program to provide below market-rate rents to small businesses that meet equity goals

An aerial photograph of the Alameda County Courthouse in Oakland, California. The courthouse is a large, white, neoclassical building with a prominent dome and columns. It is surrounded by a mix of urban development, including modern high-rise buildings and older structures. In the foreground, there are green spaces with trees, a parking lot, and a road with a crosswalk. The background shows the city skyline and a body of water (Lake Merritt) to the right. The sky is blue with some clouds.

HOW WILL THE PLAN ACHIEVE THESE GOALS?

HOW WILL THE PLAN ACHIEVE THESE GOALS?



- Adopts as City policy:
 - 7 Goals
 - 16 Outcomes
 - 66 Strategies
 - 181 Policies & Implementation Actions
- Implementation starts with adopting the Zoning Amendments
- These policies and actions will be carried forward by all City departments

HOW WILL THE PLAN ACHIEVE THESE GOALS?

Each chapter/goal includes:

- Key findings about existing conditions and challenges
- Desired outcomes, strategies and policies
- Measures of success, including for equity indicators
- COVID-19 Strategies



HOW WILL THE PLAN ACHIEVE THESE GOALS?

CHAPTER 07: IMPLEMENTATION & ONGOING ENGAGEMENT

IMPLEMENTATION ACTIONS

Timeframe:	Short-Term (0-2 years)	Near-Term (2-5 years)	Medium-Term (5-10 years)	Long-Term (10+ years)
Estimated Costs:	\$ = up to \$125,000	\$ = up to \$250,000	\$ = up to \$500,000	\$ = up to \$1,000,000

Housing & Homelessness

HOUSING DIVERSITY & AFFORDABILITY

OUTCOME H-1: Sufficient housing is built and retained downtown to support the full range of incomes, lifestyles, and choices essential to Oaklanders.

Policy, Program, or Action	Implementation Mechanism	Implementation Action Step
STRATEGY: ENCOURAGE THE PRODUCTION OF DIVERSE HOUSING UNIT TYPES.		
H-1.1 Unit Size Monitoring: Monitor the number of bedrooms included in new housing units approved and built in downtown.	Development Application & Approvals Processing	Establish a new procedure to track the number of housing units by bedroom count for new development projects in downtown.
STRATEGY: REZONE OPPORTUNITY AREAS TO ALLOW DENSE RESIDENTIAL DEVELOPMENT AND ENCOURAGE INFILL.		
H-1.2 High-Intensity, Mixed-Use Neighborhoods: 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.	Zoning Map Amendment; Planning Code Amendment	Review and modify zoning to create minimum density standards as well as maximum; adjust the zoning in identified areas of opportunity for increased intensity, and promote density and a mix of transit-supportive uses at specified locations.
STRATEGY: STRENGTHEN PROTECTIONS FOR RETAINING DOWNTOWN'S RENTAL HOUSING STOCK.		
H-1.3 Condominium Conversion Ordinance Improvements: As part of citywide efforts, implement requirements of Oakland's condominium conversion ordinance (updated February 2020) to promote affordability, prevent displacement, and reduce racial disparities in homeownership.	Planning Code amendment; Zoning Map amendment	Enforce the updated condominium conversion ordinance to protect tenants from displacement and reduce racial disparities related to homeownership.

Economic Opportunity

Housing & Homelessness

Mobility

Culture Keeping

Community Health & Sustainability

Land Use & Urban Design

Implementation & Engagement

The Downtown Oakland Specific Plan

Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
Short-Term	City of Oakland (Planning)		\$	Operating Funds	EQT-3: Displacement
Immediate	City of Oakland (Planning)		\$	Operating Funds	E-2.2: Transit Oriented Development LU-1.9: Downtown Planning Code Revisions LU-1.10: Incremental Infill & Large-Scale Redevelopment LU-1.3: Development Incentive Program
Ongoing	City of Oakland (Planning)		\$	Operating Funds	EQT-1: Housing Cost EQT-3: Displacement

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FINAL DRAFT PLAN 11/9/21

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FINAL DRAFT PLAN 11/9/21

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FINAL DRAFT PLAN 11/9/21

Implementation Matrix describes for each policy:

- Implementation Mechanism
- Action Steps
- Timeframe
- Lead Agency
- Potential Partners
- Estimated Costs
- Potential Funding Sources
- Related Policies & Equity Indicators

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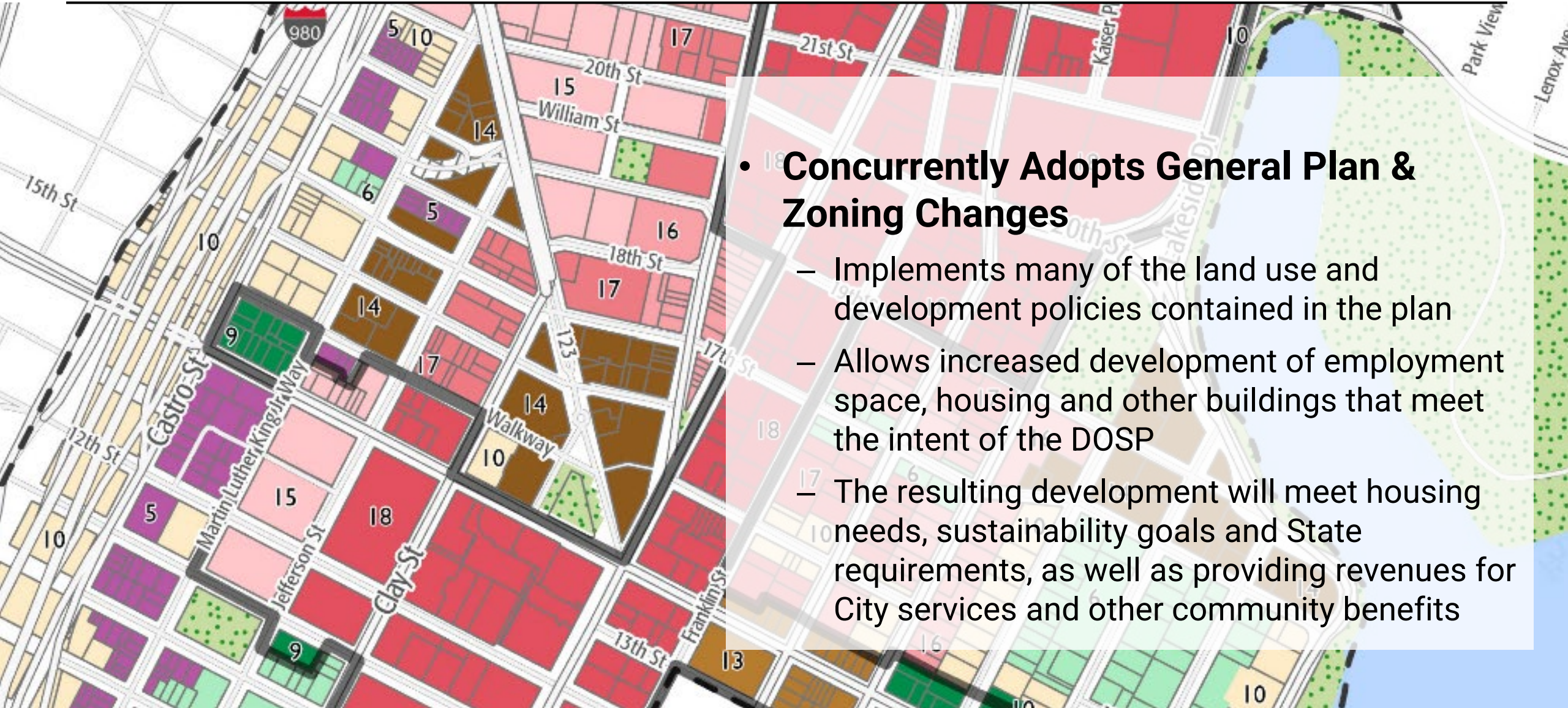
The
Downtown
Oakland
Specific Plan

EQT
DTO

HOW WILL THE PLAN ACHIEVE THESE GOALS?

- **Certifies the Environmental Impact Report (EIR)**
 - Reduces barriers (time, money and legal challenges) to development that meets the intent of the DOSP
 - Imposes requirements for development projects to mitigate environmental impacts

HOW WILL THE PLAN ACHIEVE THESE GOALS?



- **Concurrently Adopts General Plan & Zoning Changes**
 - Implements many of the land use and development policies contained in the plan
 - Allows increased development of employment space, housing and other buildings that meet the intent of the DOSP
 - The resulting development will meet housing needs, sustainability goals and State requirements, as well as providing revenues for City services and other community benefits

CITY PLANNING TEAM

City of Oakland

Lead Agency

Planning & Building Department
(Planning Bureau; Strategic Planning Unit)

Partner Departments

Economic & Workforce Development
Housing & Community Development
Public Works
Race & Equity
Transportation
Human Services

Consultant Team

Specific Plan Lead

Dover, Kohl & Partners

Urban Design

Opticos Design

Economic Analysis

Strategic Economics

Transportation

Fehr & Peers

Toole Design Group

Environmental Review

Urban Planning Partners

Architecture + History LLC

Baseline Environmental

William Self Associates

Equity Team Lead

I-SEED

Equity Team

Asian Health Services
Khepera Consulting
Oakulture
Popuphood
Center for Social Inclusion
Mesu Strategies
PolicyLink

Facilitation

Envirocom Communications Strategies

Zoning Amendments

PlaceWorks
Hausrath Economics Group

DOWNTOWN OAKLAND SPECIFIC PLAN

SPUR – January 2023

Send additional comments and questions to: plandowntownoakland@oaklandca.gov

- **Panelists**

- Ed Manasse, Deputy Director of Planning
- Laura Kaminski, Strategic Planning Manager
- Joanna Winter, Project Manager