

DOWNTOWN OAKLAND SPECIFIC PLAN (DOSP)

CED Committee

June 25, 2024



2 | PLAN GOALS & VISION

1.ECONOMIC OPPORTUNITY

2. HOUSING & HOMELESSNESS

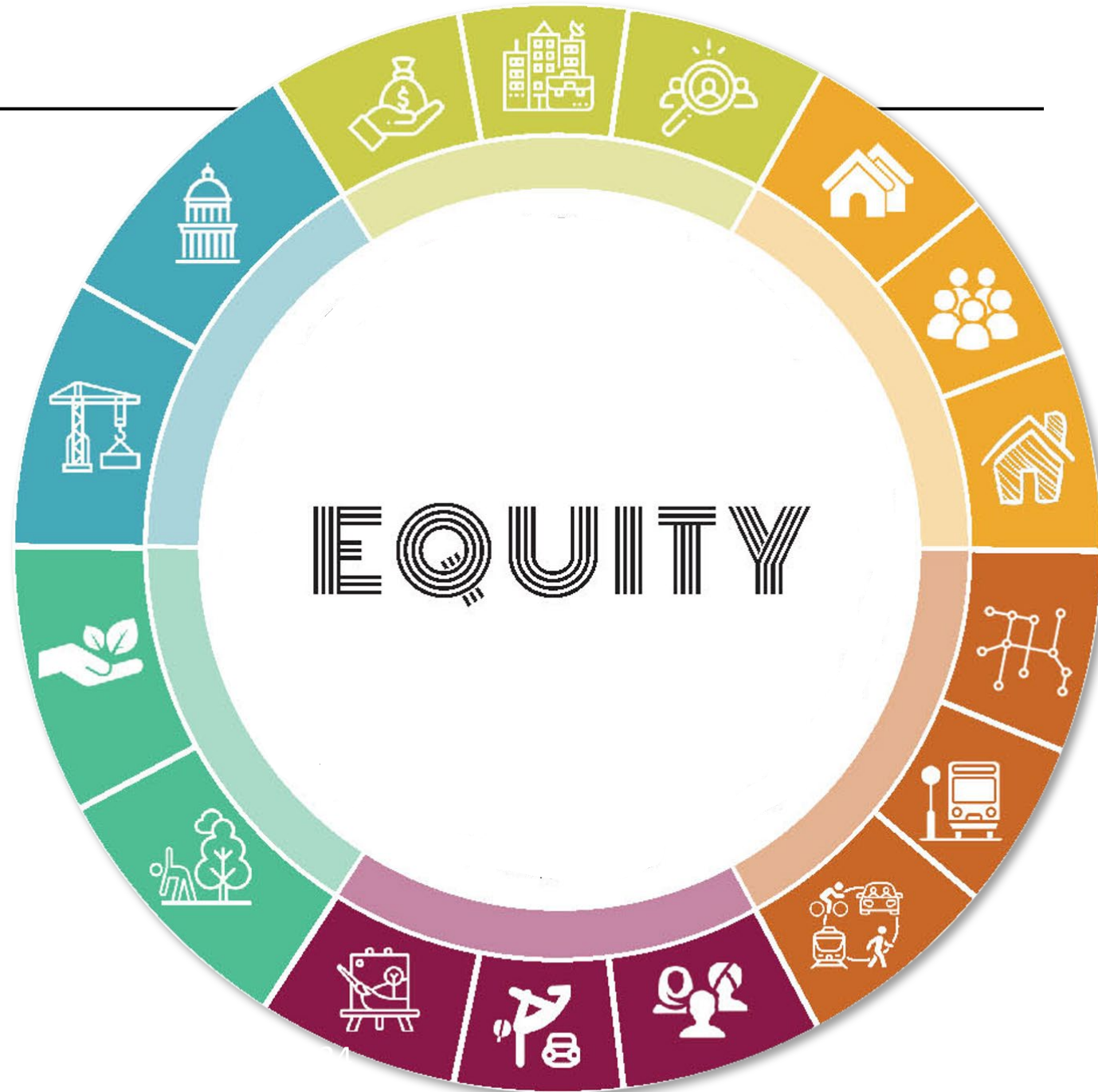
3. MOBILITY

4. CULTURE KEEPING

5. COMMUNITY HEALTH & SUSTAINABILITY

6. LAND USE & URBAN DESIGN

7. IMPLEMENTATION & ONGOING ENGAGEMENT



3 | OVERALL 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

4 | COMMUNITY INVOLVEMENT



Project Initiation

2015-2016



2017-2018



Plan Drafting & Iteration

2018-2019



2020-2023



Racial Equity Re-Launch



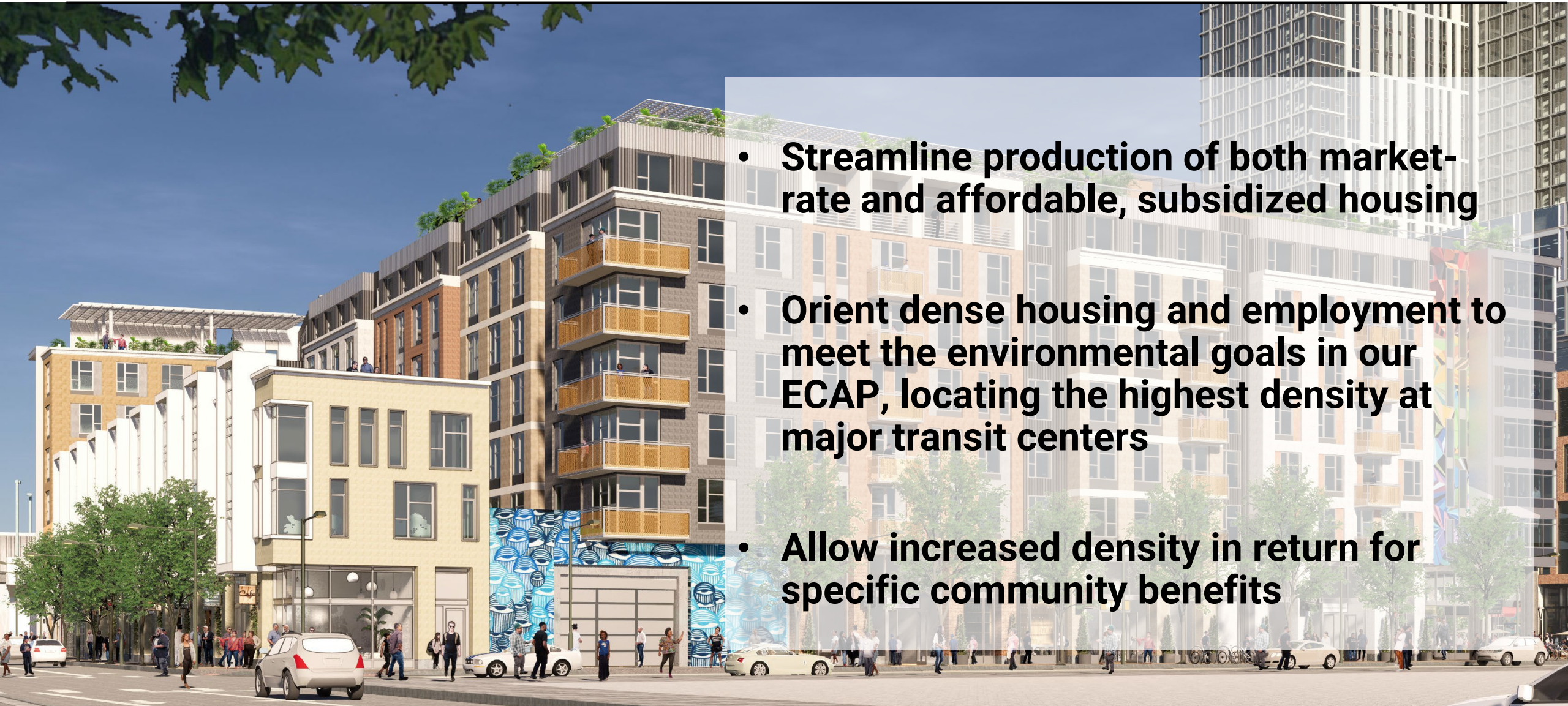
Final Plan, Zoning & Adoption






WHAT WILL THE DOSP DO?

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- 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
- Allow increased density in return for specific community benefits

WHAT WILL THE DOSP DO?


- 
- **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?

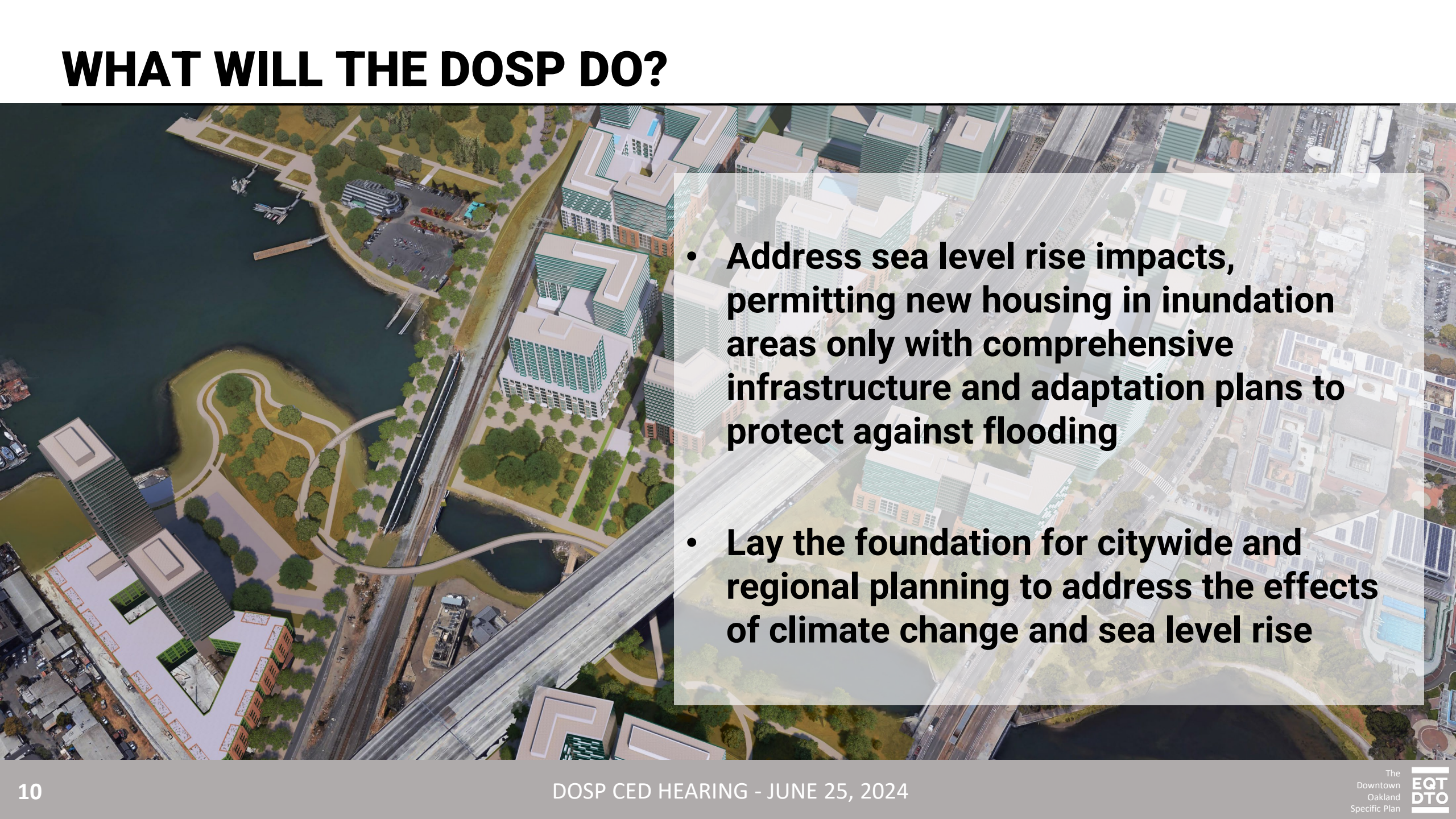


- **Build up our cultural & business districts, starting with the BAMBD**
- **Fill vacancies on the ground floor:**
 - Provide services to Oakland's growing resident population
 - Increase foot traffic to support public safety
 - Welcome Oakland residents from throughout the city to their downtown
 -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

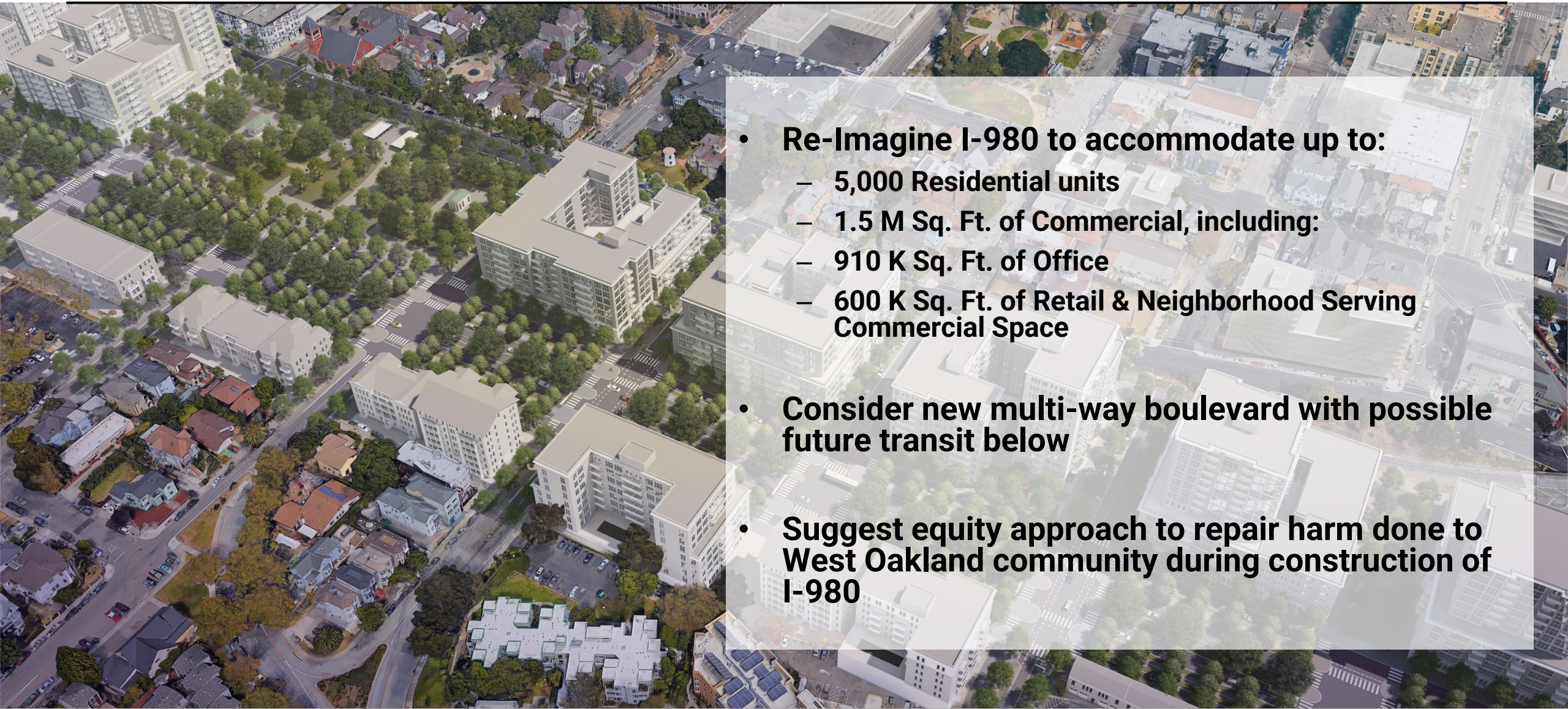
WHAT WILL THE DOSP DO?

- 
- **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**


WHAT'S CHANGED? NEW AND UPDATED DATA, POLICIES & STRATEGIES




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 other city buildings, trees, and a waterfront area with a body of water and a bridge. The sky is blue with some light clouds. A semi-transparent white box is overlaid on the image, containing the text "HOW WILL THE PLAN ACHIEVE THESE GOALS?".

HOW WILL THE PLAN ACHIEVE THESE GOALS?

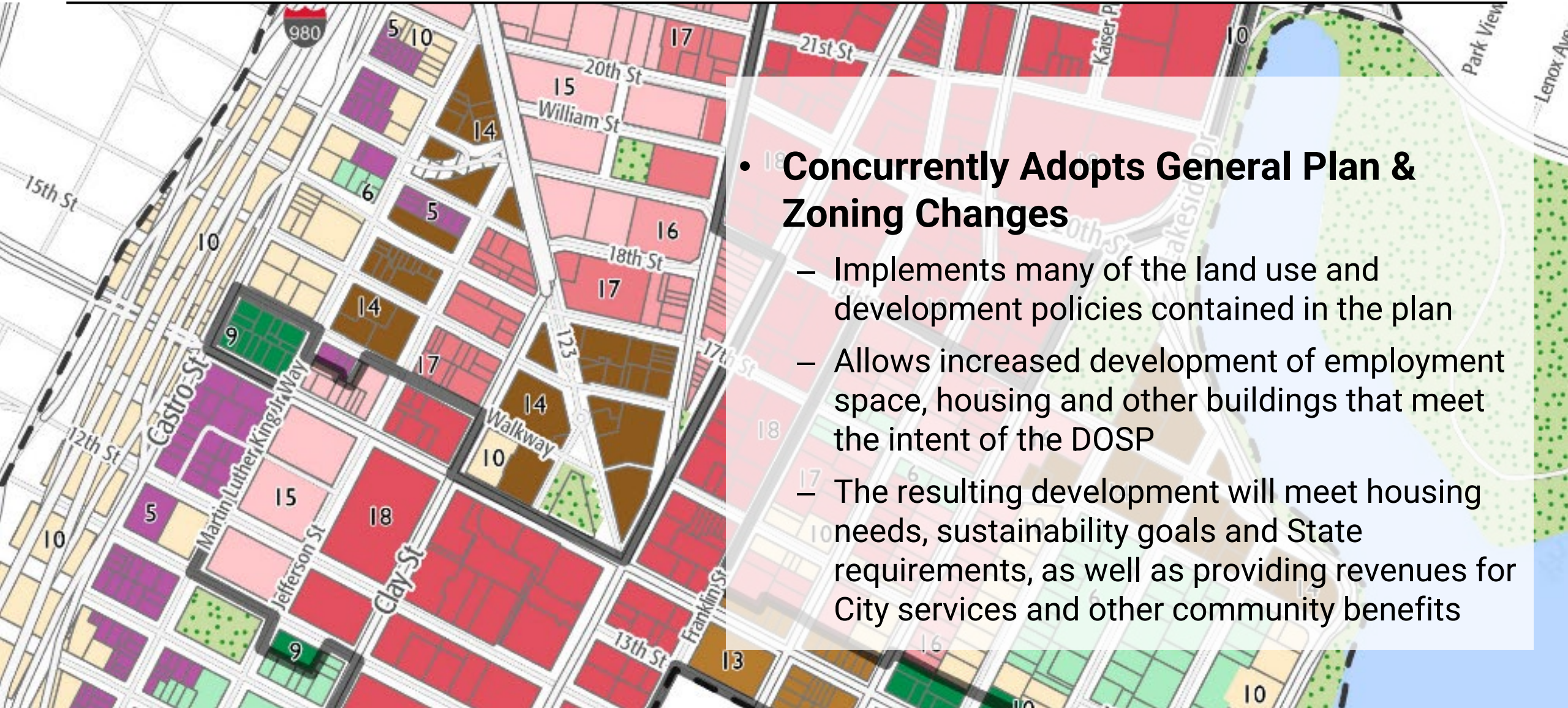
HOW WILL THE PLAN ACHIEVE THESE GOALS?

- 
- **Implements Policies, Strategies & Actions to Meet Plan Goals:**
 - Increase opportunity for economic growth and financial stability
 - Build sufficient housing to grow residential population and address homelessness
 - Provide comfortable, safe access to downtown
 - Keep and enhance downtown's culture
 - Improve community health and sustainability
 - Develop downtown in ways that preserve Oakland's unique character

HOW WILL THE PLAN ACHIEVE THESE GOALS?

- 
- **Sets up ongoing implementation and monitoring**
 - Implementation matrix with detailed interdepartmental work plan
 - Measures of success, including measures addressing racial equity indicators
 - Requirement for ongoing racial equity impact assessment during implementation
 - Specific Plan Implementation Steering Committee with inclusive representation to advise and develop partnerships

HOW WILL THE PLAN ACHIEVE THESE GOALS?



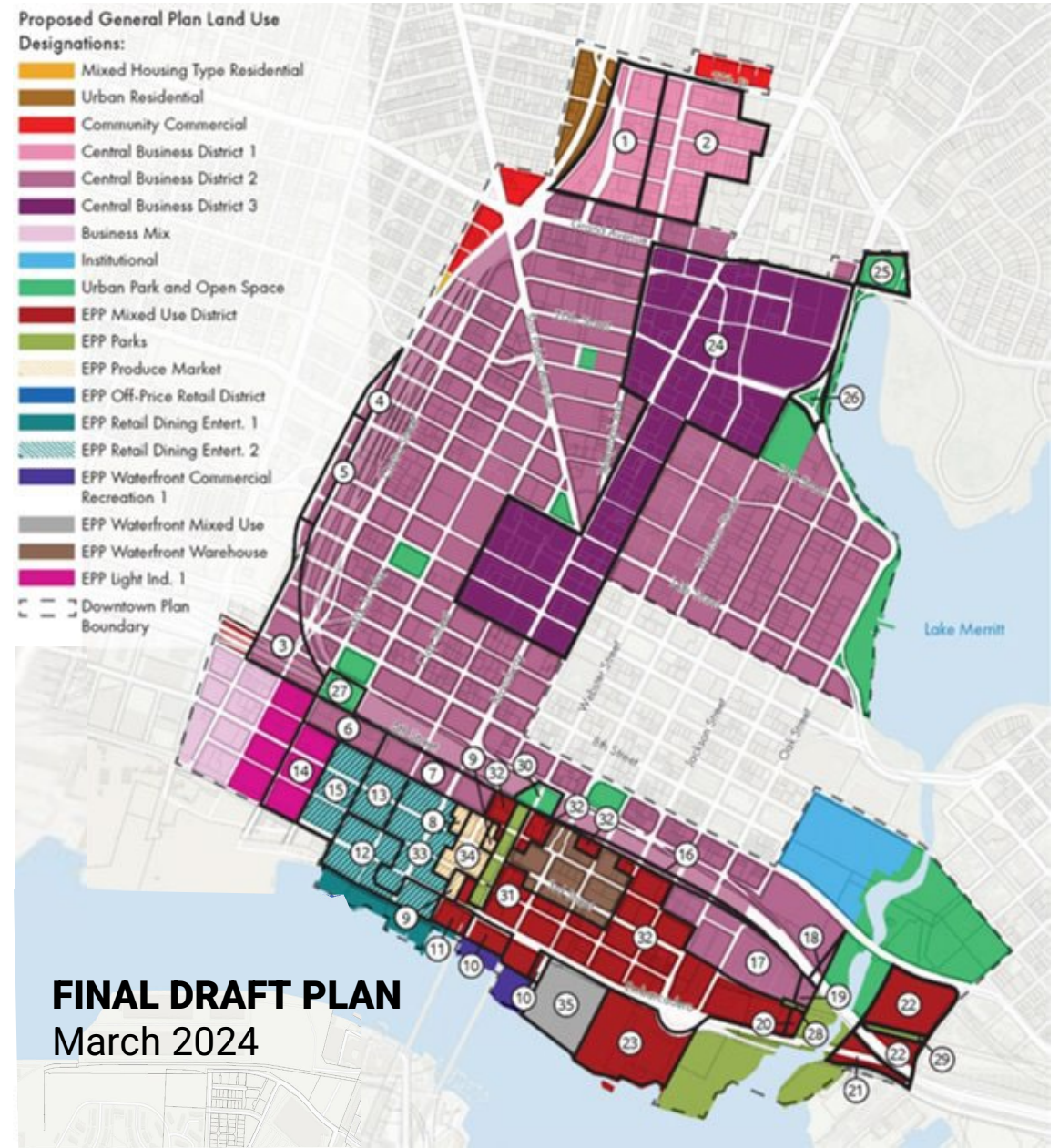
- **Concurrently Adopts General Plan & Zoning Changes**
 - Implements many of the land use and development policies contained in the plan
 - Allows increased development of employment space, housing and other buildings that meet the intent of the DOSP
 - The resulting development will meet housing needs,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

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

18 | GENERAL PLAN AMENDMENTS

- Split the “Central Business District (CBD)” General Plan designation into three different CBD General Plan categories with three corresponding levels of development intensity
- Increase the amount of land designated as Central Business District (“CBD”)
- Reclassify some parcels (just south of I-880) under the EPP Land Use designations
- Minor changes to intensity (consistent with the 2023 General Plan Update amendments)



ENVIRONMENTAL IMPACT REPORT (EIR)

Impacts

- **Significant and unavoidable impacts even with mitigation measures identified:** Traffic and Transportation; Air Quality; Cultural and Historic Resources; Aesthetics (shadow and wind)
- **Mitigations:** EIR Includes Standard Conditions of Approval and Mitigation Measures to mitigate, where possible, the environmental impacts of development

Overall, the project is intended to improve environmental impacts and meet ECAP goals:

- Reduce vehicle miles traveled, and accordingly greenhouse gas emissions and air quality impacts
- Provide ridership to support the existing transit system and allow for expansion and improvements
- Improve pedestrian and bicycle facilities to promote active transportation

20 | ZONING AMENDMENTS: DOSP GOALS & ZONING STRATEGIES

| DOSP Objective | Zoning Approach |
|-----------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Economic Opportunity | <ul style="list-style-type: none">• Flexibility in ground floor uses• Employment priority overlay zone• Preservation of industrial land & industrial transition in western Jack London, R&D uses in central core• Zoning Incentive Program below market-rate commercial space benefit |
| Housing & Homelessness | <ul style="list-style-type: none">• Increased residential density with community benefits, including affordable housing funds• Allowing high-density residential in Victory Court (South Jack London Area) with sea level rise adaptation• Permitting high-density efficiency units and work/live units |
| Mobility, Safety & Connectivity | <ul style="list-style-type: none">• Green Loop pedestrian/bicycle/landscaping infrastructure improvements• Freeway zones to improve pedestrian experience• Infrastructure improvements (primarily implemented by DOT) |
| Culture Keeping | <ul style="list-style-type: none">• BAMBD Arts & Culture overlay zone to support a thriving district with concentration of relevant activities• Arts & Garage District zoning to protect artists & small-scale manufacturers• Relaxed rules to permit entertainment and performance venues, revised process for alcohol permits• Permitting artisan production commercial activities by right, expanding work/live |
| Community Health & Sustainability | <ul style="list-style-type: none">• Sea Level Rise overlay zone to require large scale comprehensive sea level rise adaptation plans• Green Loop to encourage walking, biking, and use of green/recreational space• Standards to protect Lake Merritt Channel for nature and recreation |
| Land Use & Urban Form | <ul style="list-style-type: none">• Revised design standards for towers, storefronts, Green Loop and other key frontages• Transfer of development rights (TDR) program to preserve historic buildings |

ZONING AMENDMENTS: LAND USE REGULATIONS

Zoning Map

- Revisions help achieve DOSP and Estuary Plan goals
- Allows more fine-grained/place-specific approaches
- Unifies above & below I-880
- Reduces most restrictive “Pedestrian” zone to a few key thriving commercial nodes.
- Expands areas that allow flexible uses on the ground floor (e.g. doctor’s offices, gyms, and in some cases residential uses)

Activities/Facility Tables

- Amends activities that are allowed by right,
- Relaxes ground floor and entertainment restrictions
- Allows a new “Artisan Production” commercial use and live/work units by right throughout the downtown
- Streamlines process to allow alcohol sales by replacing the CUP requirement with a Special Permit from EWD.

ZONING AMENDMENTS: ZONING INCENTIVE PROGRAM (ZIP)

- Developers provide community benefits in exchange for increases in allowable building height, density and/or FAR.
- Amount of benefit to be provided is set by financial analysis of the value to be created by the additional development capacity.

The program allows increased density to meet DOSP goals:

- Walkable, transit-rich neighborhoods
- Meet State and local goals for housing, including affordable units
- Grow Oakland's economy and tax base to improve public services and fund community benefits citywide
- Achieve additional community benefits by capturing some additional value development projects achieve through increased density



ZONING AMENDMENTS: ZONING INCENTIVE PROGRAM

Benefits to be provided through the ZIP can either be built on site or provided through fees, in any combination that meets the total amount of benefit required:

On-Site Benefits:

- Below market-rate (50%) ground floor commercial space
- Streetscape, open space and other culturally-relevant neighborhood improvements
- Public restrooms in building lobby

In-Lieu Fee:

- 50% toward preservation, protection and production of affordable housing
- 25% toward streetscape/public realm improvements
- 25% toward employment training, including a set-aside for construction training and apprenticeships

ZONING AMENDMENTS: TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM

- Incentivizes protecting historic buildings: owners can sell unused development rights (height, density, floor area) to sites in less historic areas of downtown.
 - Sending site must provide maintenance agreement
 - Sending site is prohibited from demolishing the principal building
 - Receiving site requires Design Review approval (rather than a CUP)
- Both the receiving and sending sites must be within the DOSP; receiving sites must be within the ZIP area (where additional height is most appropriate)
- Transfer agreements are set up privately but approved by the City and recorded with the Alameda County Recorder
- A TDR project can achieve only 50% of the ZIP maximum height and density (to encourage using the ZIP)

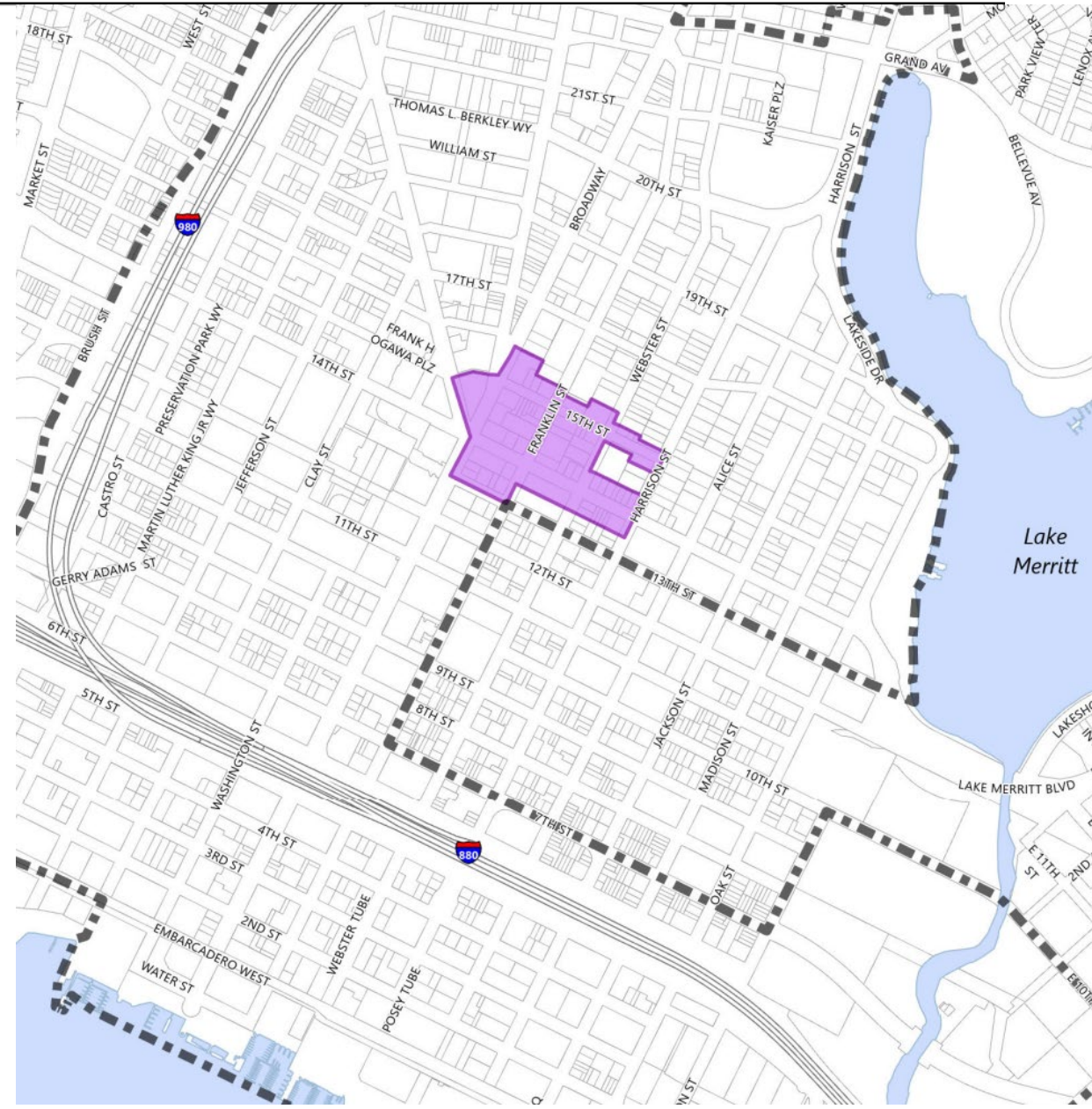
25 | ZONING: SPECIAL DISTRICTS: BAMBD

Black Arts Movement and Business District (BAMBD) Arts & Culture Combining Zone

- Subsection of the broader BAMBD (initial pilot area)
- All ground floor land uses must be BAMBD Arts & Culture Activities to be permitted by right
- Definition of BAMBD Arts & Culture activities is broad; includes many cultural businesses and other institutions (e.g. markets, barbershops, nightclubs, ethnic restaurants, community-serving services)
- Other activities are possible with a minor Conditional Use Permit (CUP)
- Supported by ZIP below market-rate commercial space benefit & master leasing/tenanting program.

Other Work Required Beyond Zoning

- Development of a BAMBD and broader Cultural Districts Strategy with community leadership
- Development of a master leasing/tenanting program in partnership with nonprofit community partners (such as CAST, Community Vision, EBALDC, etc.)



26 | ZONING: SPECIAL DISTRICTS: GREEN LOOP

Green Loop & Lake Merritt Channel Combining Zone

- Requires frontage and landscaping elements along the Green Loop
- Requires minimum 60' landscaped setback from the Lake Merritt Channel.
- Private development requirements coordinated with streetscape and mobility improvements to fill in gaps within the existing network and connect downtown and surrounding neighborhoods with waterfront, cultural and entertainment

Other Work Required Beyond Zoning

- DOSP Appendix provides guidance on design and public improvements
- DOT coordinating Green Loop with Bicycle Master Plan improvements, including tree planting and signage
- Connection across the Lake Merritt Channel (at old rail bridge) to connect the Estuary to Lake Merritt
- Possible connection with the Oakland-Alameda Pedestrian Bridge



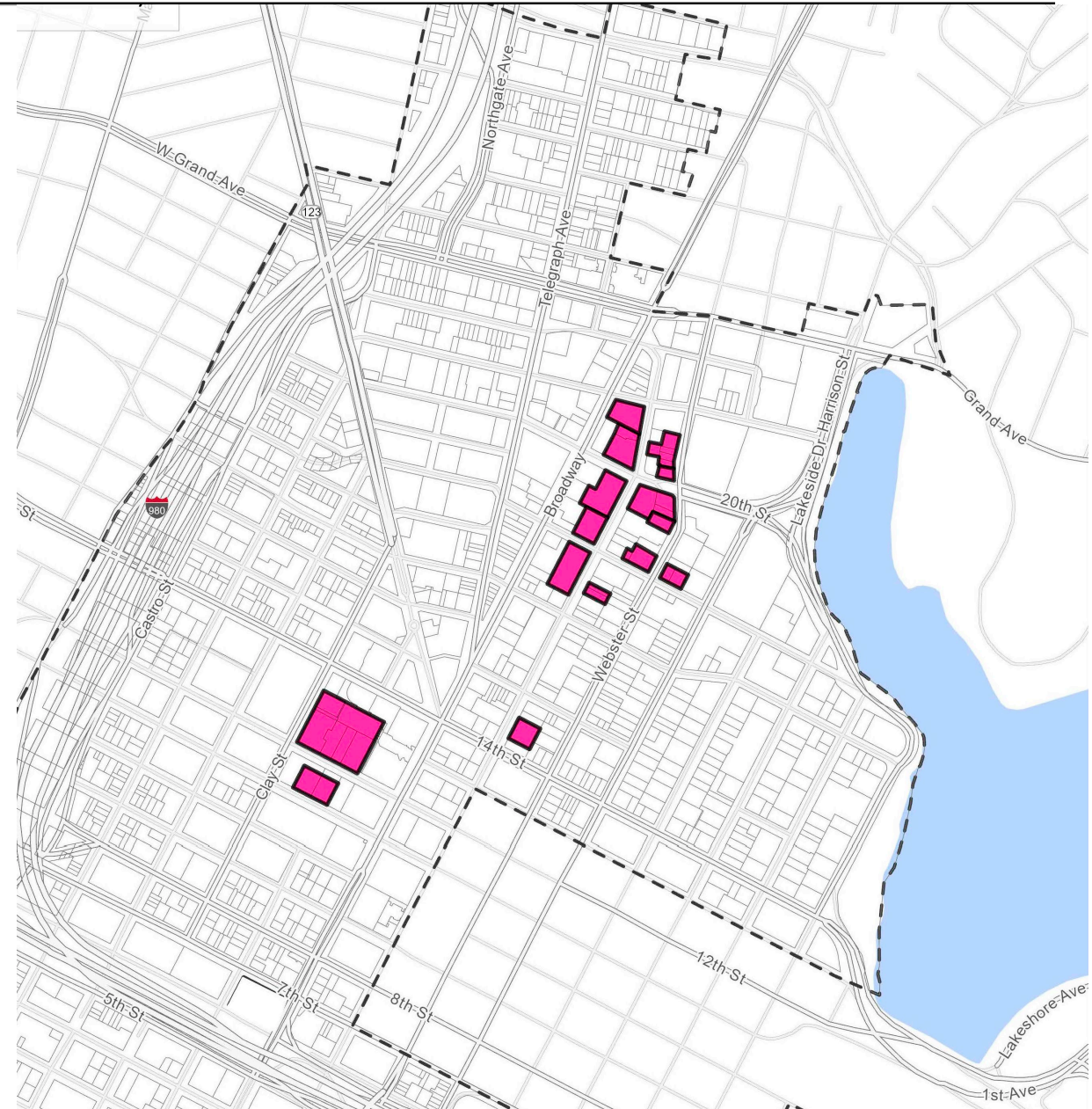
27 | ZONING: SPECIAL DISTRICTS: EMPLOYMENT PRIORITY

EMPLOYMENT PRIORITY COMBINING ZONE

- Limited to the remaining undeveloped or underdeveloped large floor-plate properties close to the 12th and 19th Street BART stations
- Includes City Center for future redevelopment
- Leverages anticipated BART reverse commute capacity
- Requires 40% of a site's maximum commercial Floor Area Ratio (FAR) be developed with commercial

Other Work Required Beyond Zoning

- Economic development and business development to encourage new office, research services and other appropriate
- Other DOSP economic development, public safety, culture keeping and public realm activation strategies for a downtown with amenities that draw employees to work on-site more frequently and therefore encourage new employers to locate here
- Link21 to enhance regional transit, possibly adding a second train line, or at least increased transfer traffic, through the core of downtown



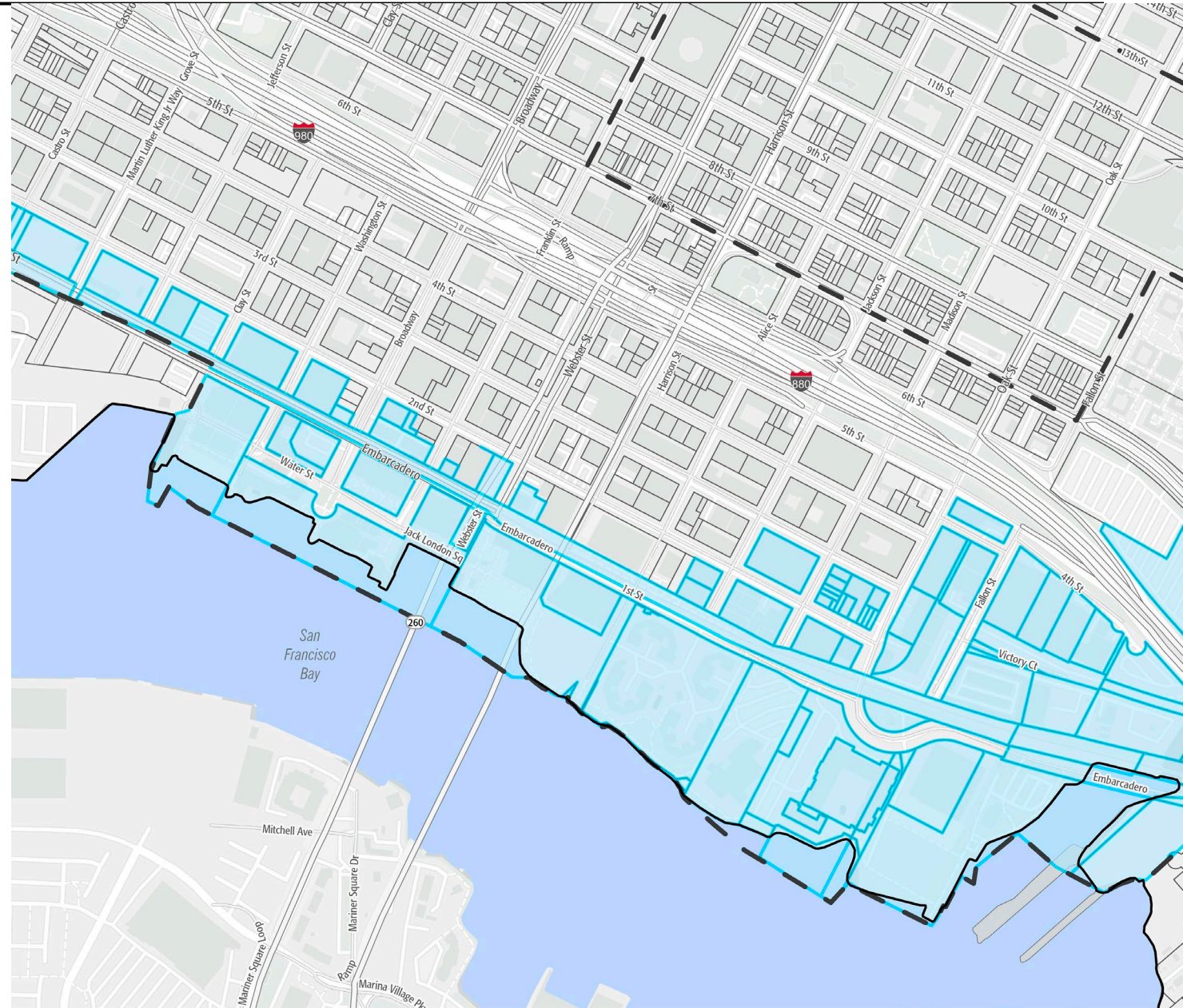
28 | ZONING: SPECIAL DISTRICTS: SEA LEVEL RISE

Sea Level Rise Combining Zone

- Planned Unit Development and minimum 100' heights required in Victory Court area, where site aggregation is expected
- Adaptation plan required for development

Other Work Required Beyond Zoning

- Regional sea level rise planning and infrastructure improvements required to address flooding and saltwater intrusion
- Actions under the Oakland Sea Level Rise Roadmap
- Ongoing participation in the Oakland Alameda Adaptation Committee (OAAC) to develop the Sub-regional and Oakland-Alameda Estuary Adaptation Project



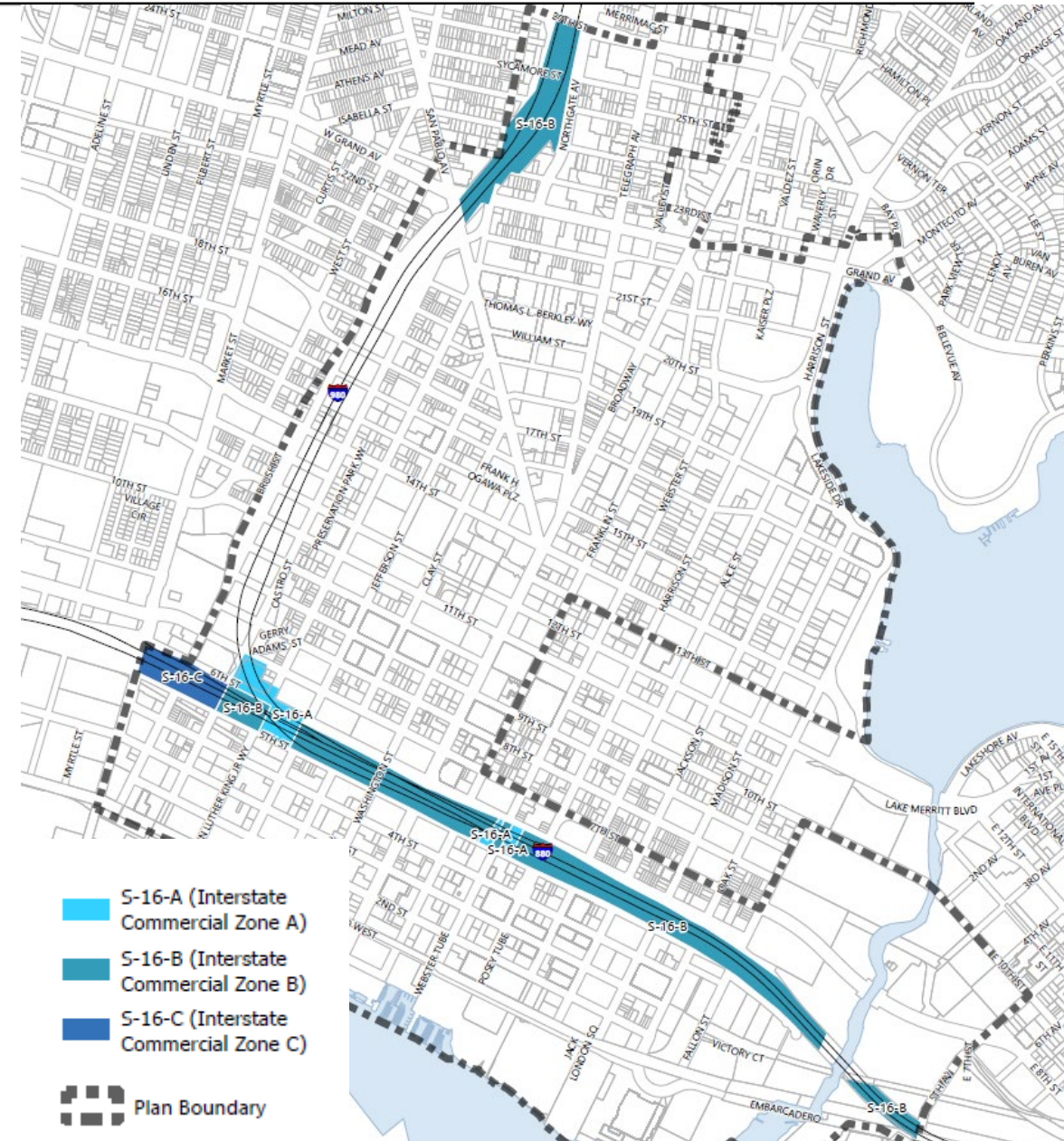
29 | ZONING: SPECIAL DISTRICTS: INTERSTATE COMMERCIAL

Under-Freeway Base Zones (S-16)

- Intended to improve pedestrian safety and experience by activating key freeway under-crossings
- Creates three separate sub-zones from pedestrian priority (Zone A, adjacent to parks) to industrial (Zone C, adjacent to industrial uses)
- Allows commercial and recreational activities
- Allows landscaped parking and dispatch services, “pop-up” stores, recreation and other uses in Caltrans' Freeway Lease Areas
- Requires curb and gutter improvements for parking facilities
- Prohibits storage from A & B due to blight concerns

Additional Work Anticipated

- DOT-led undercrossing improvements, including lighting, public art, dual directional curb ramps and bulb-outs shorten pedestrian crossings
- Coordination with Caltrans to allow temporary active uses





This all supports:

- 29,000 new housing units
- 60,000 new jobs
- Tax revenues for City services and maintenance
- Enlivening downtown as a thriving, safe mixed-use neighborhood
- Lifting up and protecting Oakland's artists, entrepreneurs and culture-bearers
- Building community wealth to overcome racial disparities

DOWNTOWN OAKLAND SPECIFIC PLAN (DOSP)

CED Committee

June 25, 2024



DOSP CED HEARING - JUNE 25, 2024

End of presentation

Councilmember Questions

34 | POLICY HIGHLIGHTS: HOUSING & HOMELESSNESS

» **Policy H-1.6 - Enhanced Infrastructure Financing District:** 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.

Policy H-1.9 - Directing Affordable Housing Funds Downtown: Explore tools and policies to prioritize some portion of new affordable housing funds for use in downtown to maintain downtown as a mixed-income community, especially as downtown generates additional housing funds through accelerated development activity or increased impact fees.

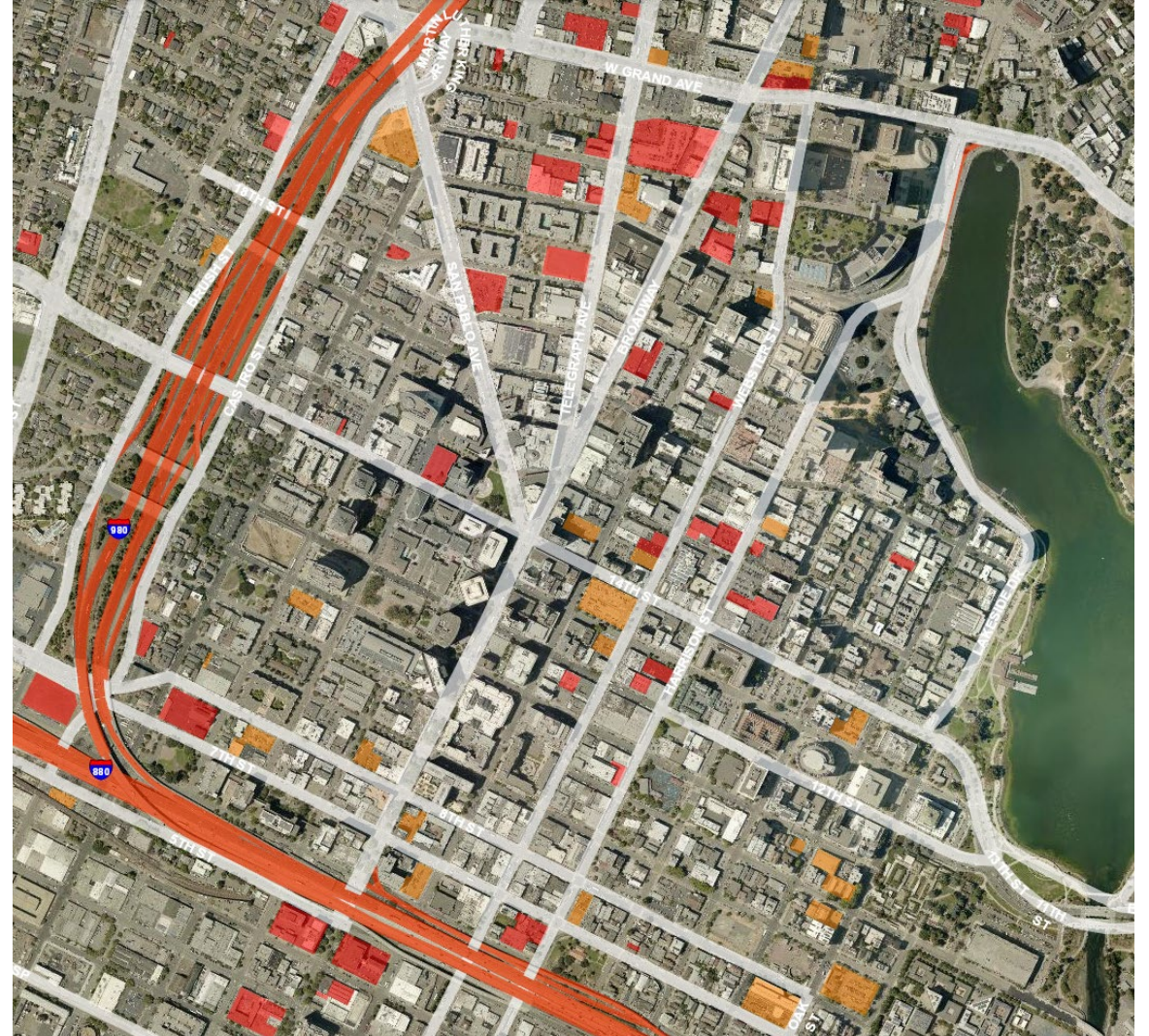
Policy H-1.10 - Leveraging Publicly-Owned Land for Housing: Leverage the City's inventory of publicly-owned land in a manner that supports housing affordability for Oakland residents and is consistent with the City's strategy for public land and the California Surplus Land Act.

Policy H-1.11 - Co-locate Affordable Housing and Public Facilities: Establish public/private partnerships between libraries, recreation centers, county properties, and affordable housing providers aimed at co-locating public facilities with affordable housing above.

Policy H-1.12* - Goals for Affordable Housing Production: Ensure that a mix of market-rate and income-restricted housing is produced in downtown. Target production is 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-2.15* - Restrooms/Drinking Water in Public Spaces:** Provide creatively designed public drinking water, trash, and gender-neutral restroom facilities in parks and other public spaces, including re-opening and maintaining restrooms in parks that have been closed due to understaffing.

» **Policy H-2.14 - Storage Lockers for Unsheltered Residents:** Provide secure storage lockers for the unsheltered residents of downtown in places where they can access them.



35 | POLICY HIGHLIGHTS: HOUSING & HOMELESSNESS

Table 1-1: Oakland Regional Housing Needs Assessment, 2023-2031

| INCOME LEVEL ¹ | INCOME RANGE | NEEDED UNITS | PERCENT OF NEEDED UNITS |
|--------------------------------------------------------------------------------------------------------------------------|------------------|---------------|-------------------------|
| Very-Low-Income (0-50% AMI) | <\$50,000 | 6,511 | 24.8% |
| <i>Extremely-Low-Income (<30% AM part of Very-Low-Income in previous row)²</i> | <\$30,000 | 3,256 | - |
| Low-Income (51-80% AMI) | \$30,001-80,000 | 3,750 | 14.3% |
| Moderate-Income (81-120% AMI) | \$80,001-119,950 | 4,457 | 17.0% |
| Above-Moderate-Income (>120% AMI) | >\$119,950 | 11,533 | 43.9% |
| Total | | 26,251 | 100.0% |
| 1. Income levels reflect 2022 Alameda County Housing and Community Development income limits for a one-person household. | | | |
| 2. Extremely-low-income housing need is assumed to be 50 percent of very-low-income housing need. | | | |

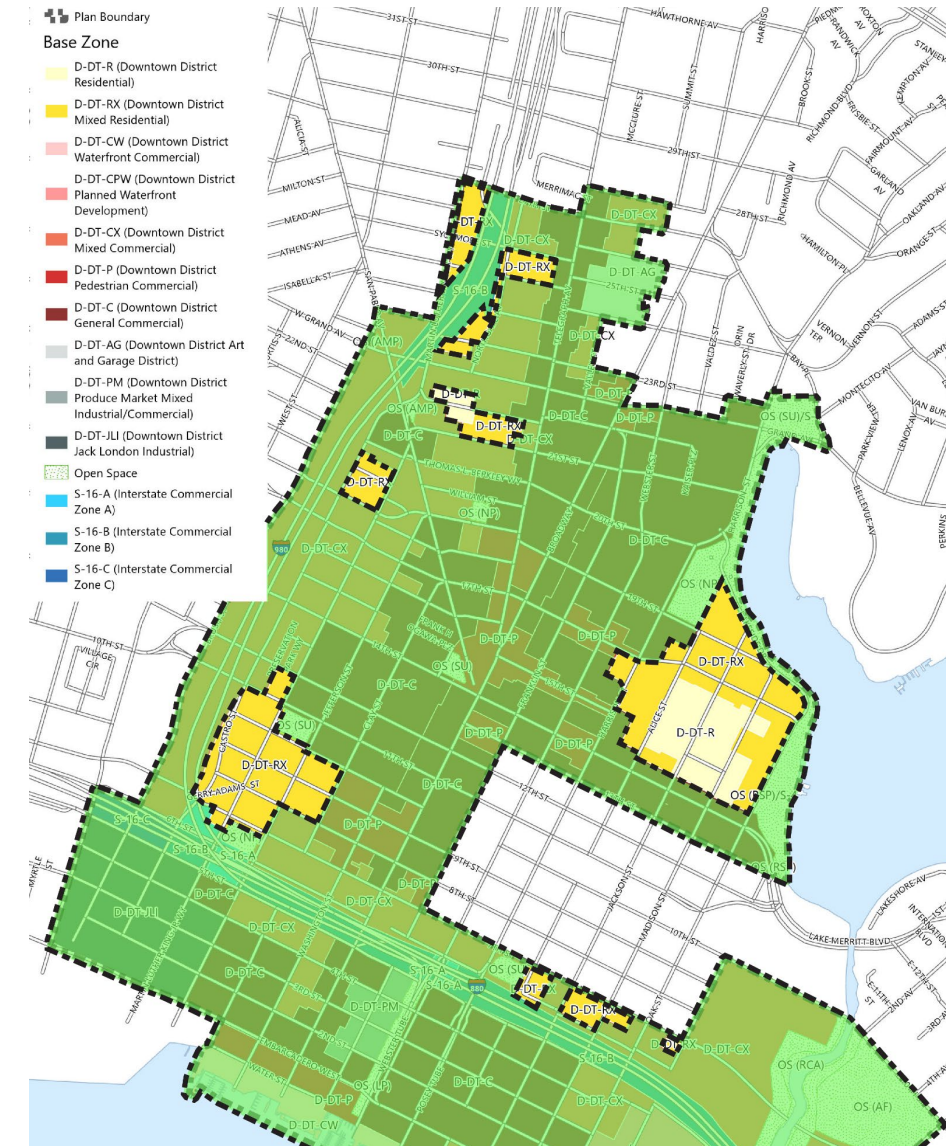
Source: ABAG, Final RHNA Plan, December 2021

Low-Income Units to be Provided

| Location | Units |
|--------------|-------------|
| Oakland RHNA | 10,261 |
| DOSP Target | 4,365-7,275 |

ZONING AMENDMENTS: NEW ALCOHOL SPECIAL USE PERMIT

- New process for special use permit applies only to the DOSP, and only to non-residential districts, shown in green
- Residential districts are D-DT-R (Residential) and D-DT-RX (Mixed Residential), shown in yellow



ZONING AMENDMENTS: ZONING INCENTIVE PROGRAM (ZIP)

Residential ZIP Project Prototypes

| <u>Prototype</u> | <u>Location</u> | <u>% Increase</u> | <u>ZIP Value</u> |
|------------------|------------------|-------------------|------------------|
| II-10B | Victory Court | 11 | \$972,482 |
| II-11 | Jack London East | 25 | \$742,350 |
| I-1 | CBD - Franklin | 38 | \$4,374,598 |
| I-6 | City Center | 104 | \$1,683,161 |
| III-4 | KONO | 104 | \$1,458,612 |
| II-9 | Jack London East | 128 | \$3,751,667 |
| II-5 | Victory Court | 178 | \$5,557,740 |
| III-1 | KONO | 308 | \$2,580,002 |
| II-3 | Jack London West | 725 | \$4,877,546 |
| II-1 | Jack London West | 800 | \$7,423,804 |

ZONING AMENDMENTS: ZONING INCENTIVE PROGRAM (ZIP)

Office/Nonresidential ZIP Project Prototypes

| <u>Prototype</u> | <u>Location</u> | <u>% Increase</u> | <u>ZIP Value</u> |
|------------------|--------------------------------|-------------------|------------------|
| I-2 | Broadway | 10 | \$3,172,613 |
| I-1 | Lake Merritt Office | 50 | \$12,015,635 |
| II-12 | Jack London East | 50 | \$156,724 |
| I-5 | City Center | 67 | \$2,486,448 |
| II-6 | Jack London West | 100 | \$3,626,414 |
| III-4 | Art + Garage District | 100 | \$920,544 |
| II-14 | Jack London West/East | 114 | \$3,385,676 |
| | Jack London East/Victory Court | | |
| II-10 | Court | 140 | \$4,642,127 |
| II-1 | Victory Court | 300 | \$14,585,065 |
| II-7 | Jack London West | 500 | \$8,880,454 |

Additional ZIP Slides

ZONING AMENDMENTS: ZONING INCENTIVE PROGRAM (ZIP)

- Community benefits required to build beyond today's maximum intensity
- Increase is between existing ("Base") and new ("ZIP") maximum intensity
- Value of increase assessed by peer-reviewed financial analysis of prototypes across the ZIP area
- 1/3 of value created goes to community benefits, 1/3 to developer, and 1/3 to land price – balances maximizing benefits with incentivizing participation



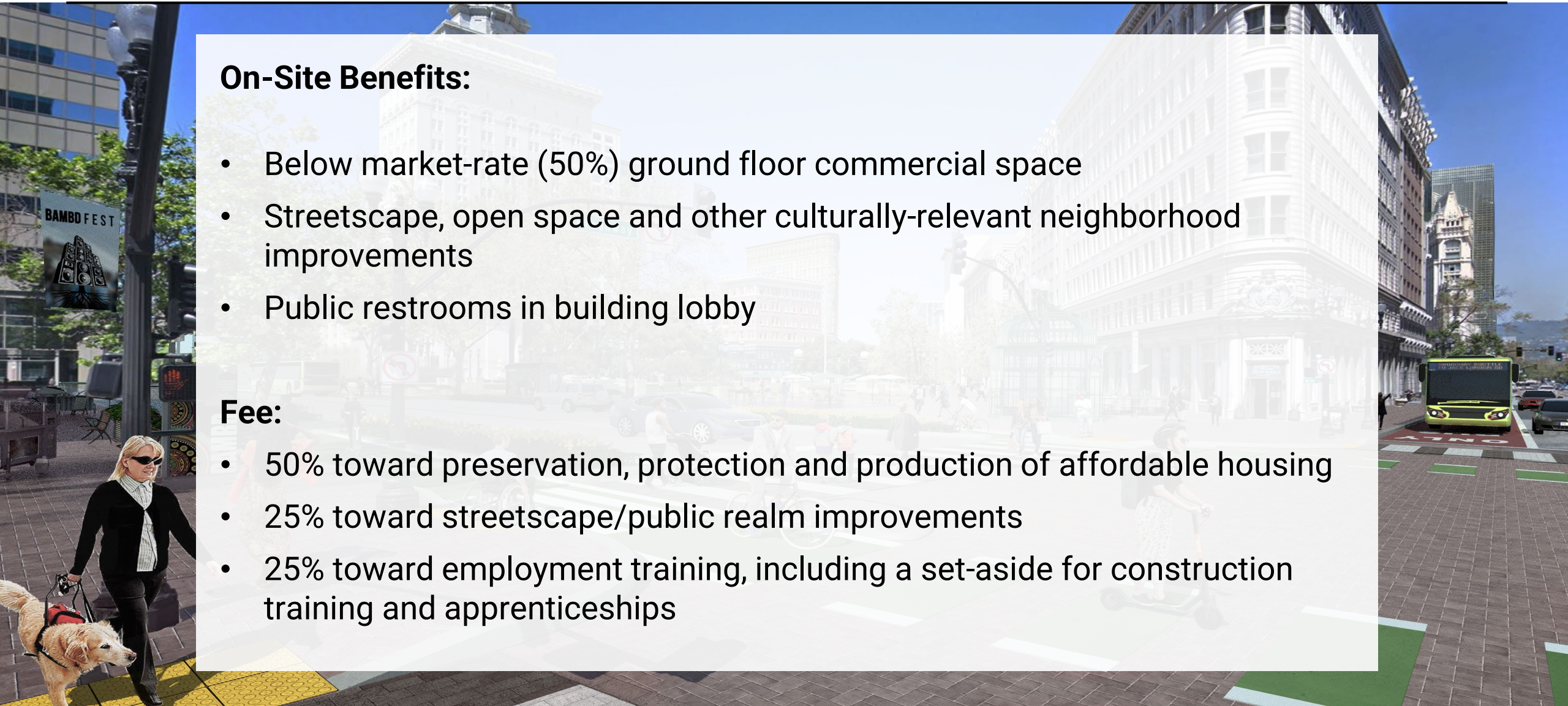
ZONING AMENDMENTS: ZONING INCENTIVE PROGRAM (ZIP)

On-Site Benefits:

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- Public restrooms in building lobby

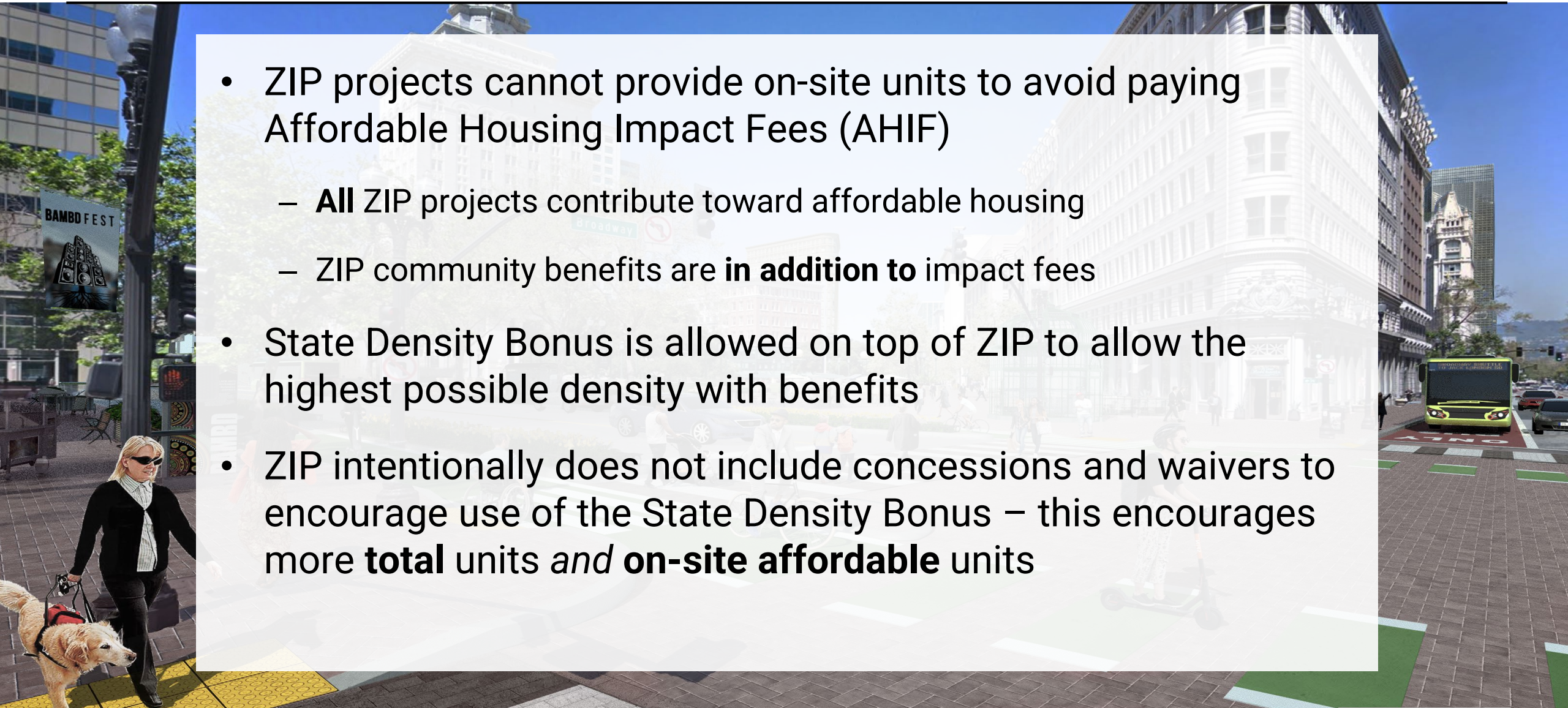
Fee:

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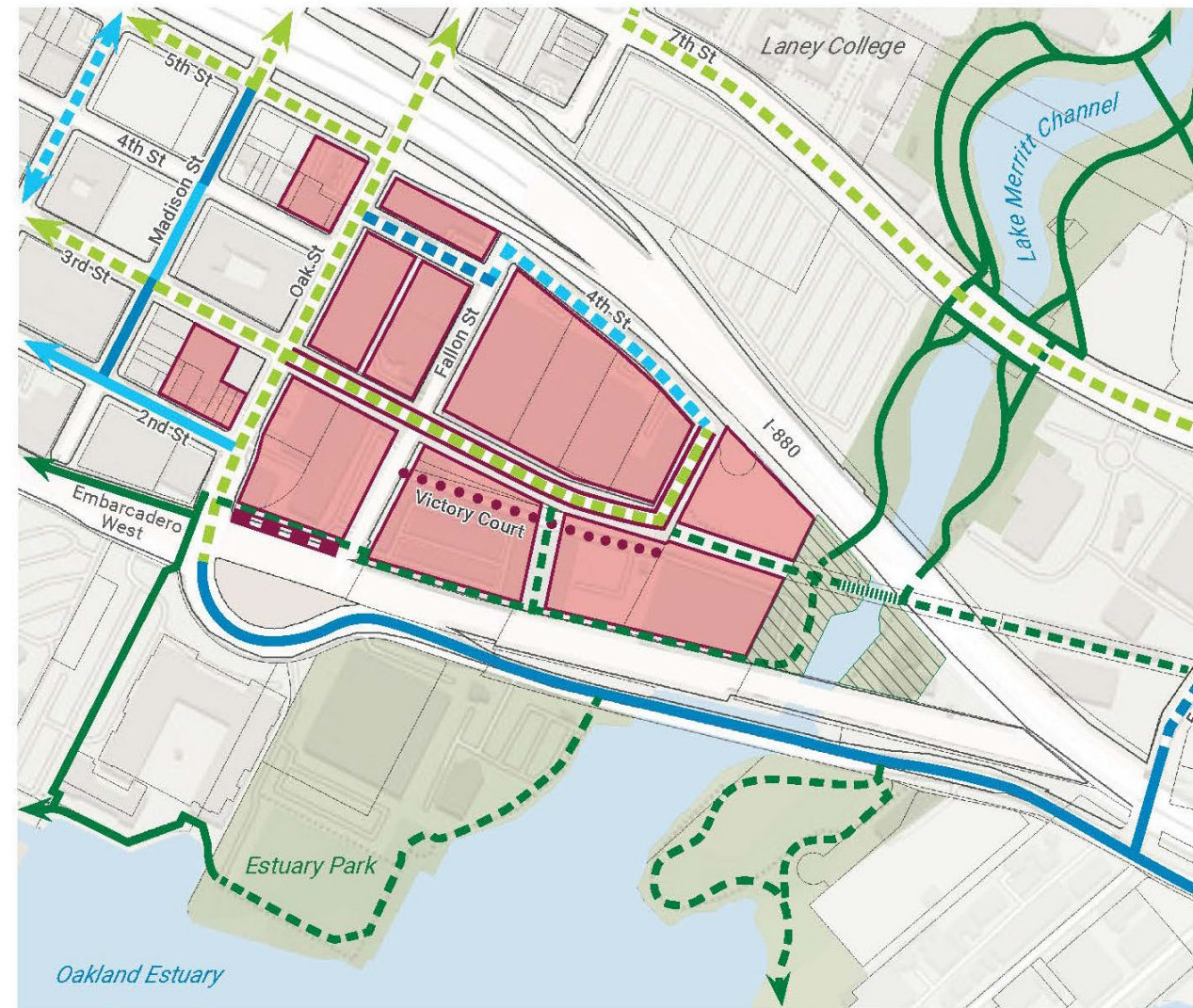
ZONING AMENDMENTS: ZONING INCENTIVE PROGRAM (ZIP)

- ZIP projects cannot provide on-site units to avoid paying Affordable Housing Impact Fees (AHIF)
 - **All** ZIP projects contribute toward affordable housing
 - ZIP community benefits are **in addition to** impact fees
- State Density Bonus is allowed on top of ZIP to allow the highest possible density with benefits
- ZIP intentionally does not include concessions and waivers to encourage use of the State Density Bonus – this encourages more **total** units *and* **on-site affordable** units

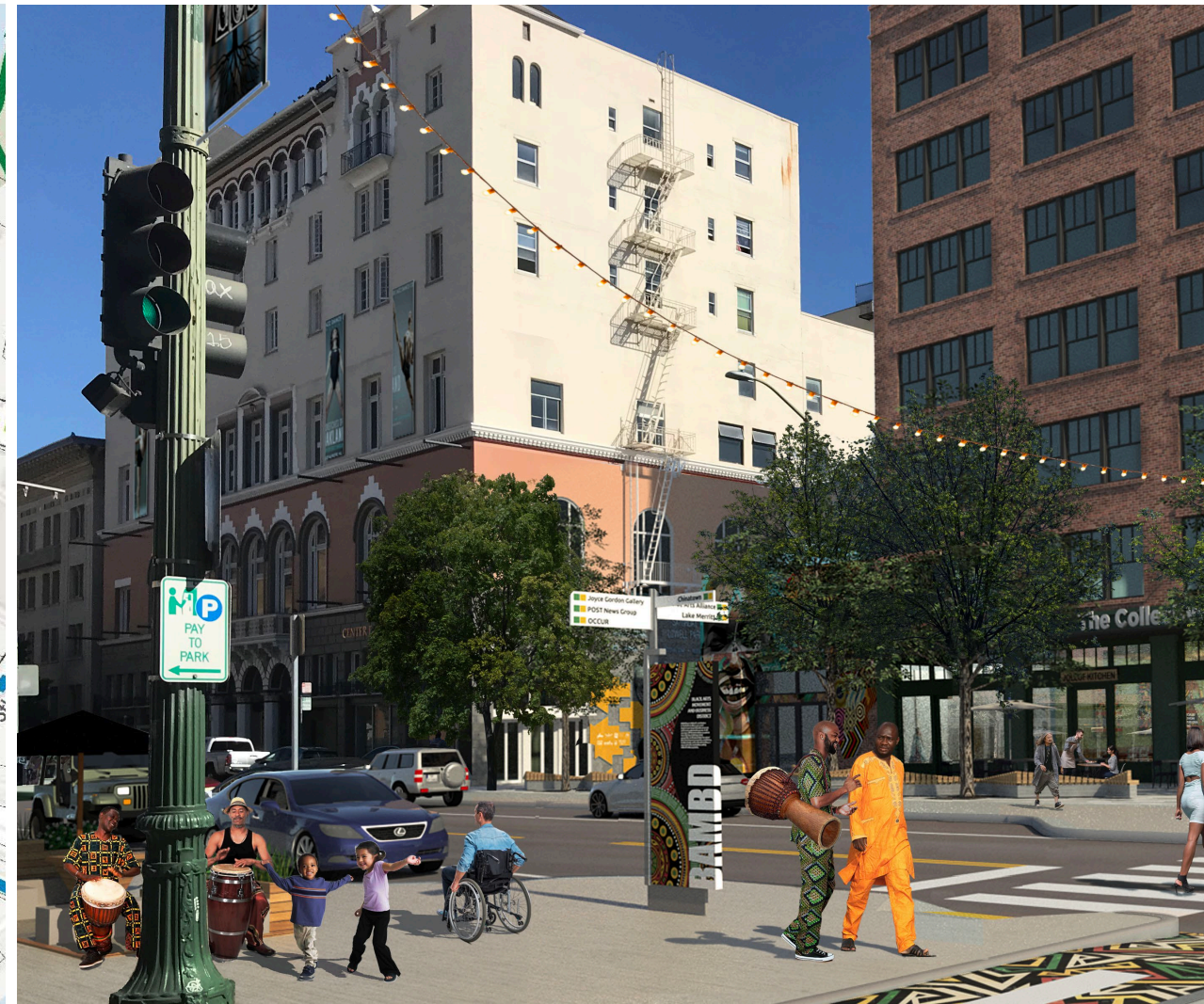


Focus Areas

44 | FOCUS AREAS: VICTORY COURT & BAMBD



Victory Court



BAMBD

45 | FOCUS AREAS: I-980 & GREEN LOOP



I-980



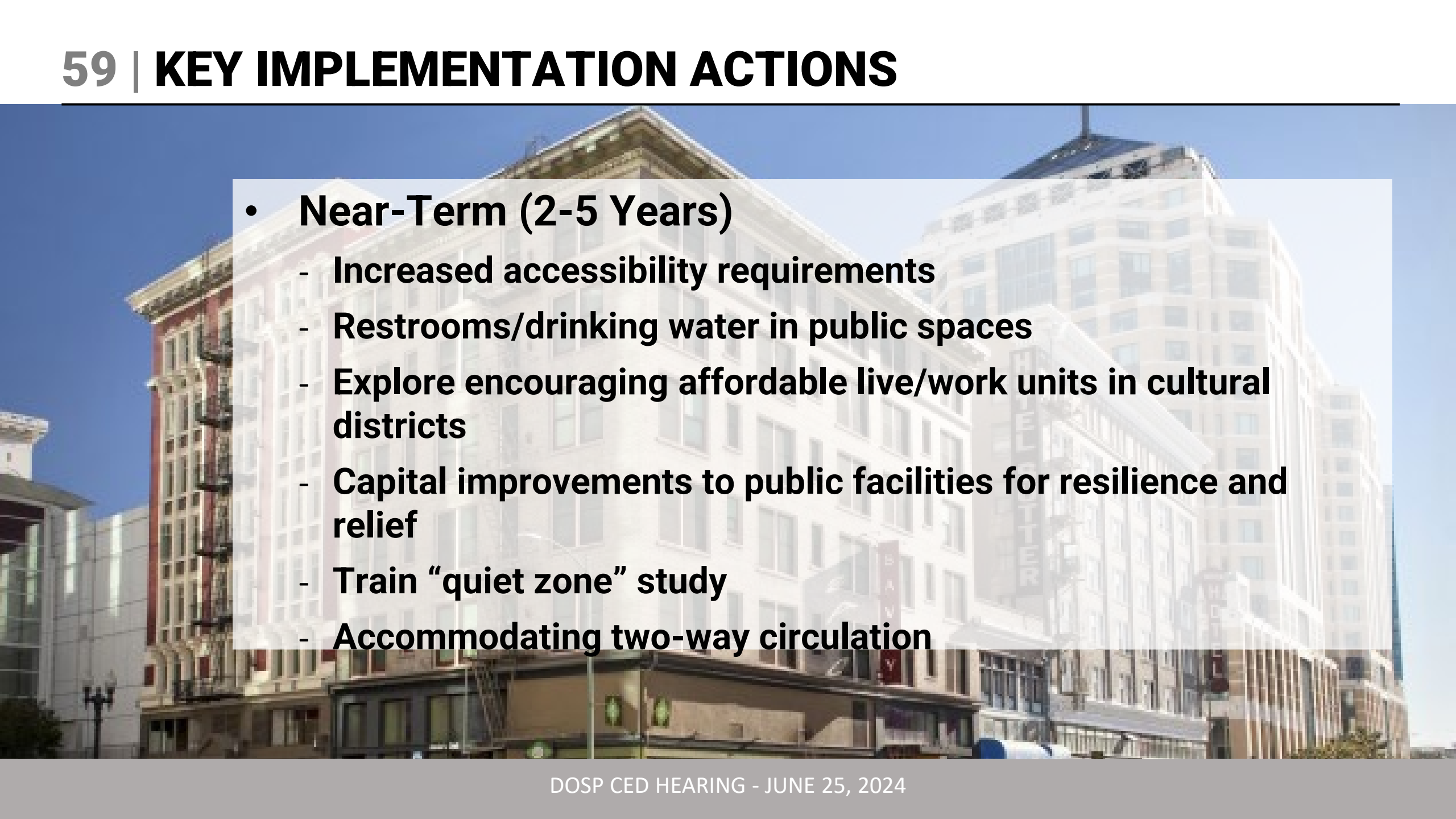
Green Loop

Implementation Actions (Short, Medium, Long)


58 | KEY IMPLEMENTATION ACTIONS

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- **Immediate**
 - Zoning Map & Planning Code amendments
 - **Short-Term (0-2 Years)**
 - Establish Arts & Cultural Districts program
 - Land Trust/Master Lease program
 - Update Impact Fees
 - Enhanced Infrastructure Financing District
 - Library facility improvements plan
 - Universal design principles for public spaces

59 | KEY IMPLEMENTATION ACTIONS

- 
- The background of the slide is a photograph of a city street. On the left is a historic building with red brick and white window frames. To its right is a modern, multi-story building with a glass and concrete facade. The street is visible at the bottom, with some streetlights and a clear blue sky above.
- **Near-Term (2-5 Years)**
 - Increased accessibility requirements
 - Restrooms/drinking water in public spaces
 - Explore encouraging affordable live/work units in cultural districts
 - Capital improvements to public facilities for resilience and relief
 - Train “quiet zone” study
 - Accommodating two-way circulation

60 | KEY IMPLEMENTATION ACTIONS

- 
- **Medium-Term (5-10 Years)**
 - Nightlife strategy
 - Proactive assistance to vulnerable homeowners
 - Cultural facilities fee
 - **Long-Term (10+ Years)**
 - I-980 replacement feasibility study
 - Implement shoreline protection measures

Process & Meetings

74| 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

CAG Meetings: Review of Plan Alternatives Report and Discussion of Downtown Neighborhoods (2/16), Connectivity & Access, Built Environment, Preservation & Housing, Open Space, Recreation & Environmental Sustainability, Arts, Cultural Heritage & Economic Development (3/16)

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

CAG Meetings: Plan Options Report & Draft Vision (11/18), DOSP Goals (1/19), TDR & Incentive Program, Streets & Mobility, Height/Intensity, and Affordable Housing (2/19), Review of Preliminary Draft Plan public comments (3/19), DOSP Implementation Ideas (6/19), How feedback has been incorporated into Plan and the ZIP (9/19), ZIP Feasibility Study (12/19)



Racial Equity Relaunch

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

CAG Meetings: Disparity Analysis and Racial Equity Indicators (2/18), REIA Focus Group (6/18)

Final Plan, Zoning & Adoption

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

CAG Meetings: Community Benefits Prioritization (1/20), ZIP Structure & Benefits (5/20), Housing Strategy & Implementation Strategy (10/20), Zoning & Policy Objectives (2/21 and 9/21), Affordable Housing and ZIP Study Session (23), Feedback on the Final Draft Package (4/24)

62 | CAG INVOLVEMENT


- 2/1/2016: Review of Plan Alternatives Report and Discussion of Downtown Neighborhoods
- 3/23/2016: Connectivity & Access, Built Environment, Preservation & Housing, Open Space, Recreation & Environmental Sustainability, Arts, Cultural Heritage & Economic Development
- 2/2/2018: Disparity Analysis and Racial Equity Indicators
- 6/6/2018: REIA Focus Group
- 11/29/2018: Plan Options Report & Draft Vision
- 1/22/2019: DOSP Goals
- 2/1/2019: TDR & Incentive Program, Streets & Mobility, Height/Intensity, and Affordable Housing
- 2/28/2019: Review of Preliminary Draft Plan public comments
- 6/24/2019: DOSP Implementation Ideas
- 9/25/2019: How feedback has been incorporated into Plan and the ZIP
- 12/5/2019: ZIP Feasibility Study
- 1/16/2020: Community Benefits Prioritization
- 5/14/2020: ZIP Structure & Benefits
- 10/1/2020: Housing Strategy & Implementation Strategy
- 2/2021 and 9/19/2022: Zoning & Policy Objectives
- 2023: Affordable Housing and ZIP Study Session
- 4/18 and 4/30 2024: Feedback on the Final Draft Package

Pandemic Recovery



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?

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?

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

Changed Development Program & Industrial Transition



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."

Potential 2040 Development

Active 2020 Development

**PUBLIC REVIEW
DRAFT PLAN**
August 2019

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 and future.

Downtown Oakland is a dynamic regional hub of culture, ideas, employment, housing, and transit that welcomes our entire community. Oaklanders across all ages and cultures have access to a network of service providers, activities, mentorship, and job training that prepares them to participate in the creativity 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. Safe and reliable 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 surrounding neighborhoods and districts. Downtown is a leader in innovative resilience and adaptation around social, climate, and economic change.

FINAL DRAFT PLAN
March 2024

Potential 2040 Development

Active 2020 Development

62 | WHAT'S CHANGED: DEVELOPMENT PROGRAM

Key Changes:

- Slight reduction in office and flex commercial space
- Reduction in retail and neighborhood serving commercial space
- Large increase in light industrial 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 |

**PUBLIC REVIEW
DRAFT PLAN**
August 2019

Table LU-6: Downtown Future Development by Land Use

| | Existing Baseline ¹ | Active 2020 Development ² | 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 | 18,290,000 | 974,029 | 55,892,646 |
| Office | 15,998,592 | 5,407,590 | 15,840,000 | 706,403 | 37,952,585 |
| Retail / Neighborhood Serving Commercial ³ | 8,855,611 | 6,366,824 | 1,720,000 | 267,262 | 17,210,061 |
| Flex Commercial | N/A | N/A | 730,000 | N/A | N/A |
| Light Industrial (SF) | 1,788,992 | - | 500,000 | - | 2,288,992 |
| Institutional (SF) | 3,728,872 | N/A | 1,300,000 | 108,000 | 5,136,872 |
| Parking (Spaces) | N/A | N/A | 15,000 | N/A | N/A |

FINAL DRAFT PLAN
March 2024

63 | WHAT'S CHANGED: PRESERVING INDUSTRIAL LAND USES

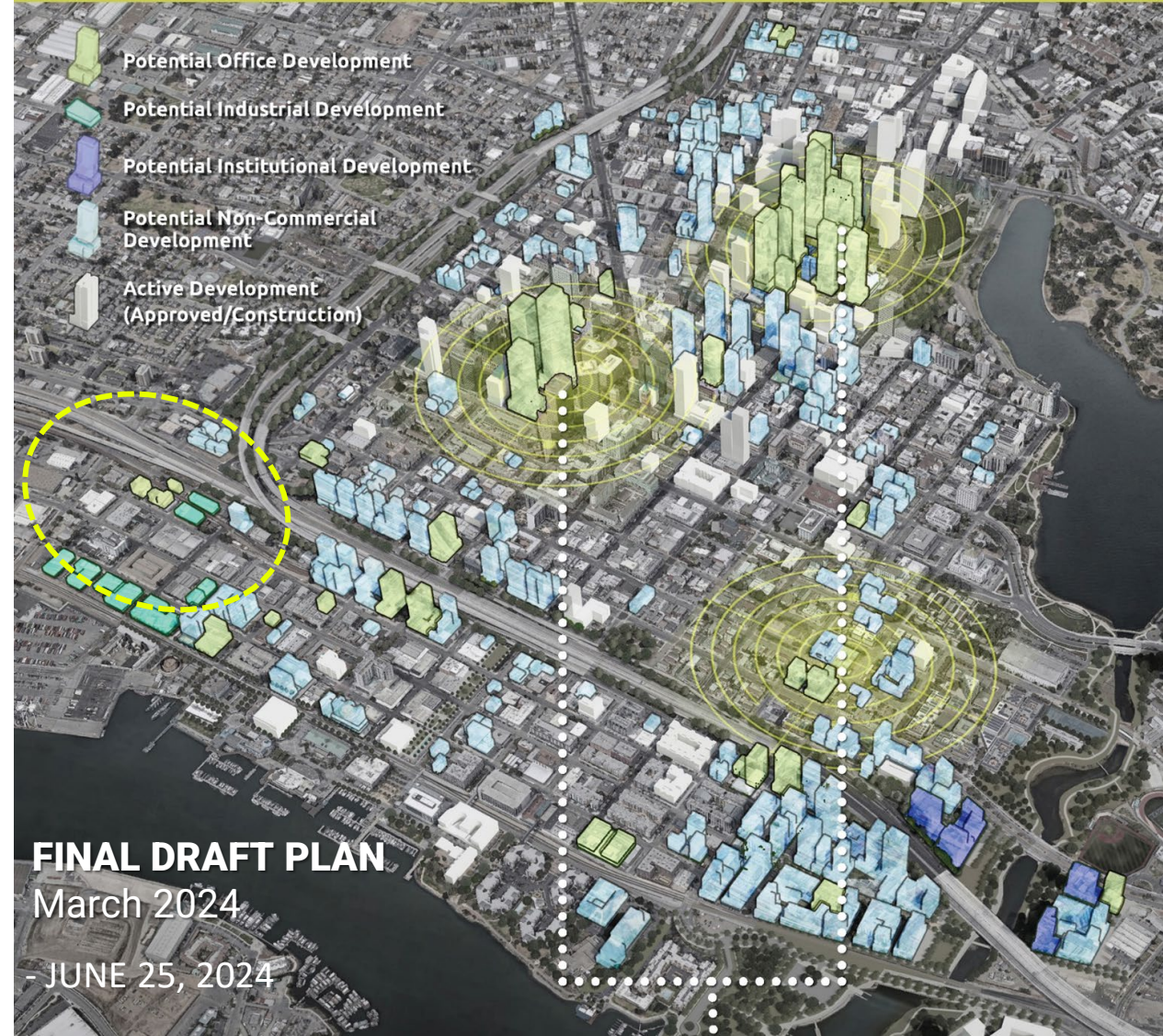
THE SPECIFIC PLAN CAN
HELP ENCOURAGE UP TO:

+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



THE PLAN CAN HELP
ENCOURAGE UP TO:

+18.3 M Sq. Ft. of New Commercial Space
+1.3 M Sq. Ft. of New Institutional Space
+500 K Sq. Ft. of New Industrial Space



Removed & Extraneous

YOUTH ENGAGEMENT & INPUT

VISION & GOALS

YOUTH ENGAGEMENT

Youth

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.

POLICIES FOR AND BY YOUNG PEOPLE:

The policies that were recommended and supported by young people who participated in the planning process have been marked throughout the Plan with an asterisk. Additionally, any policies, projects, or programs that help to address the disparity indicator "Disconnected Youth" have been noted accordingly in call-out boxes.



Participants at the Youth Summit for the Downtown Plan

34

FINAL DRAFT PLAN 11/9/21

YOUTH ENGAGEMENT PROCESS

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

- City of Oakland Youth Advisory Commission: 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. The Commission later provided input on the Public Review Draft Plan.
- 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, except for 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 youths 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 public places where youth do 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 young people said they do feel welcome hanging out in the center of downtown near the stores and have family friends, and programs downtown. Regardless of their current level of comfort, the young residents 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 neighborhood visioning) rather than just asking them to contribute ideas. They recommended that the City of Oakland create a youth advisory committee 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 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 services, which are included throughout this Plan.



Youth participants at the Chinatown Neighborhood Design Session in 2018



Teenagers skating at Henry J. Kaiser Memorial Park



Student visioning exercise at the mini Y-PLAN event

35

FINAL DRAFT PLAN 11/9/21

The
Downtown
Oakland
Specific Plan

The
Downtown
Oakland
Specific Plan

Children
Vice
Chancellor
School

Another Monument
at High School
(17)

3 and Berkeley
"unity map" created by
Berkeley's Loan Corporation
aligning policies

37

FINAL DRAFT PLAN 11/9/21

Policies for and by Young People:

The policies that were recommended and supported by young people who participated in the planning process have been marked throughout the plan with an asterisk.

66 | PLAN REVISIONS & ZONING DEVELOPMENT 2019-2024

Public Review Draft Plan

Public meetings, pop-ups at community events

LPAB, Cultural Affairs Commission, PRAC, BPAC,
Commission on Aging, MCPD, Library Commission, ZUC &
Planning Commission meetings

4 CAG meetings: Review of Preliminary Draft comments,
implementation, how feedback has been incorporated,
initial ZIP feasibility study

Zoning Drafting & Review

3 community meetings on zoning topics, online survey,
targeted meetings w/BAMBD, Chinatown & Jack London

2 LPAB & 3 ZUC meetings

3 CAG meetings: Zoning, policy objectives & affordable
housing/ZIP study session



Plan & CEQA Revision & ZIP Analysis

Reviewing community comments & revising Plan & EIR

Economic analysis for Zoning Incentive Program (ZIP)

3 CAG meetings: Community benefits prioritization, ZIP
structure and benefits, housing & implementation
strategies

Zoning Revisions & Adoption

LPAB meeting, 2 Planning Commission meetings

2 CAG meetings: plan & zoning

Adoption hearings: CED & Council

ZONING AMENDMENTS: OVERVIEW

Updated Land Use Activity Regulations

- Zoning Map
- Activities and Facility Tables

Updated Development Standards

- Zoning Incentive Program (ZIP)
- Transfer of Development Rights Program
- Increased height, density and floor area ratio (FAR) in ZIP areas

New Special Districts

- Sea Level Rise Overlay
- BAMBD Arts & Culture Overlay
- Employment Priority Sites
- Green Loop & Lake Merritt Channel
- Freeway zones to activate underpasses

ZONING AMENDMENTS: DEVELOPMENT STANDARDS

More Intense Height, Density and Floor Area Ratio

- Increases development intensity to support housing, job/business growth, meet environmental goals, increase tax revenues to support public services citywide
- New increased height and floor area ratio (FAR) in certain areas, if providing community benefits through the Zoning Incentive Program (ZIP)


Transfer of Development Rights

- Transfer of development rights (TDR) program for historic preservation

Building Design Standards

- More flexible building design and tower standards, coordinated with upcoming Objective Design Standards

ADOPTION: PROPOSED SCHEDULE



June 25 **Community & Economic Development
(CED) Committee**

July 2 **City Council (1st reading)**

July 16 **City Council (2nd reading)**

70 | ADOPTION: MEETINGS & PUBLIC HEARINGS

April 18 **DOSP Community Advisory Group (CAG) Meetings**

May 9

May 6 **Landmarks Preservation Advisory Board**

June 3

May 15 **Planning Commission**

June 5

June 25 **Community & Economic Development (CED) Committee**

July 2 **City Council (1st & 2nd reading)**

July 16

DOWNTOWN OAKLAND SPECIFIC PLAN

City Planning Staff

- **William Gilchrist**, Director of Planning & Building
- **Ed Manasse**, Deputy Director of Planning
- **Laura Kaminski**, Strategic Planning Manager
- **Joanna Winter**, Project Manager
- **Michelle Matranga**, Planner (Strategic Planning)
- **Neil Gray**, Planner (Zoning)
- **Stephanie Skelton**, Public Service Representative

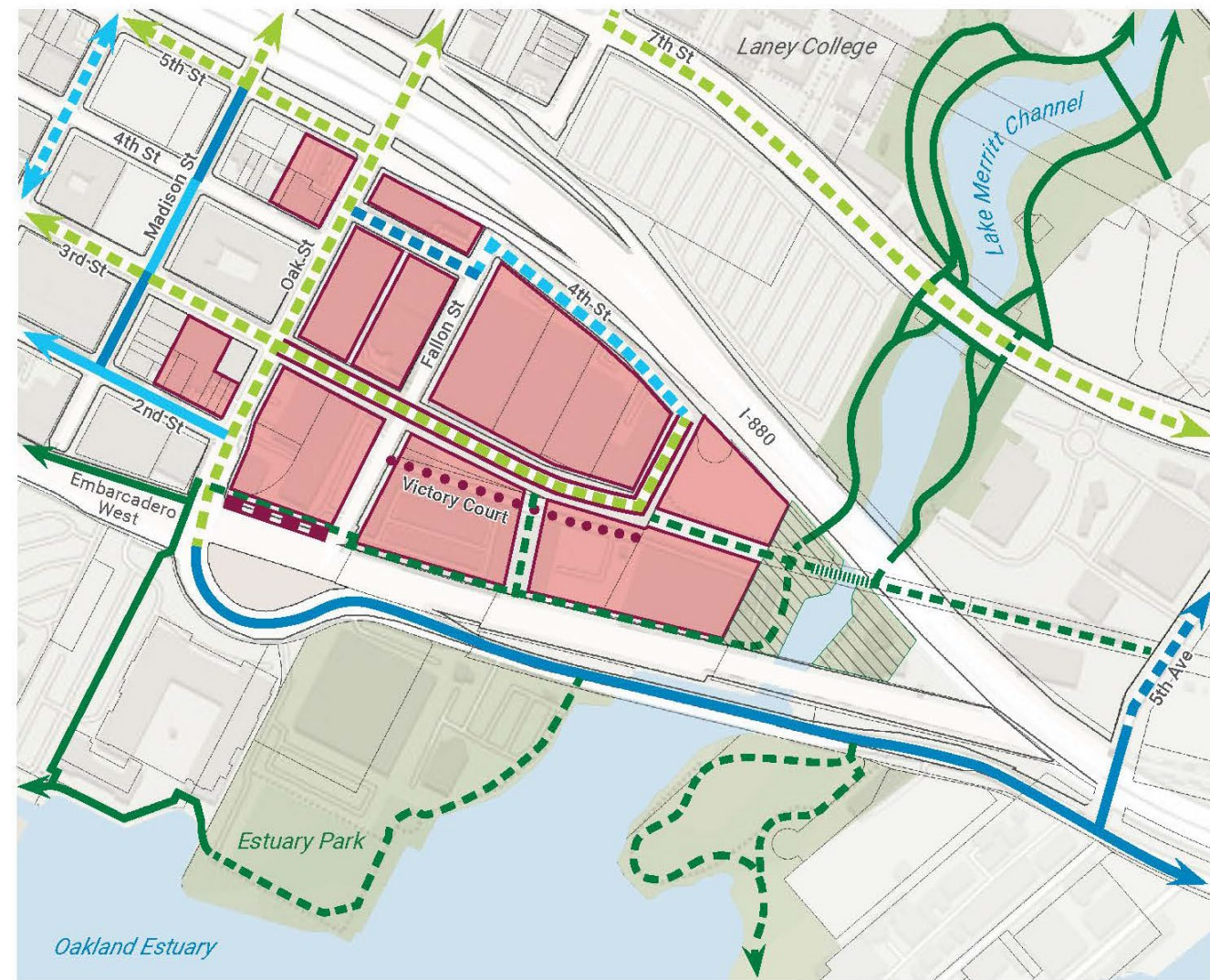
Consultant Team

- **Plan lead:** Dover, Kohl & Partners
- **EIR lead:** Urban Planning Partners
- **Zoning:** PlaceWorks
- **Zoning Economic Analysis:** Hausrath Economic Group & EPS

72 | RECAP: WHAT WILL THE PLAN DO?

- **Modernize and broaden the role of downtown**
 - Mixed uses with housing and entertainment, R&D and industrial jobs rather than just office
- **Increase housing and jobs near transit**
 - Streamline and provide community benefits
- **Expand funding for public services**
 - One-time development impact fees and more significant long-term tax revenues
- **Revitalize local businesses and enhance public safety**
 - Stem cultural displacement, fill vacant ground floor spaces
- **Prepare for climate change and sea level rise**
 - Comprehensive infrastructure and adaptation plans in development projects and regionally
- **Reconnect West Oakland with Downtown**
 - Thoughtfully re-envision I-980 and repair harm done to Black community

73 | FOCUS AREAS: VICTORY COURT & THE GREEN LOOP



Victory Court



Green Loop

74 | WHAT'S NEW? VICTORY COURT DEVELOPMENT CONCEPT









| | Victory Court Potential Development | % of Total DOSP 2040 Development |
|---------------------------------------------|-------------------------------------------|----------------------------------------|
| Residential (Units) | 6,200 | 21.3% |
| Total Commercial (SF) | 850,000 | 4.6% |
| Office | 550,000 | 3.5% |
| Retail / Neighborhood Serving Commercial | 300,000 | 17.4% |

PLAN BOUNDARY

The DOSP complements the adjacent completed specific plans:

- West Oakland Specific Plan (west)
- Broadway-Valdez Specific Plan (north)
- Lake Merritt Station Area Plan (east/Chinatown)

Legend

-  Downtown Plan Boundary
-  Parks
-  BART Station
-  BART Line
-  Railroad
-  Other Specific Plan Areas:
-  ① West Oakland Specific Plan
-  ② Broadway Valdez District Specific Plan
-  ③ Lake Merritt Station Area Plan

