

The Downtown Oakland Specific Plan

FINAL DRAFT PLAN

MARCH 2024

Oakland Love Life Acknowledgement:

"We seek to find common ground, and tangible solutions that demonstrate love for our city, its residents, and all constituents....

We acknowledge that when we lead with love we are able to uplift a thriving city rooted in equity, equality, justice, inclusion, and opportunity for all."

— Artist, Educator, Activist & City Cultural Strategist
Kev Choice

The Downtown Oakland Specific Plan
FINAL DRAFT PLAN

Prepared by the Dover, Kohl & Partners team for the City of Oakland
March 2024

Consultant Team

Downtown Plan Lead
Dover, Kohl & Partners

Urban Design
Opticos Design

Economic & Housing Analysis
Strategic Economics

Transportation
Toole Design Group
Fehr & Peers

Civil Engineering
Coastland

Visualizations
Urban Advantage

Environmental Review
Urban Planning Partners (EIR lead)
Architecture + History LLC
Baseline Environmental
William Self Associates

Equity Team Lead
Institute for Sustainable Economic, Educational, Environmental Design (I-SEEED)

Equity Team
Asian Health Services
Khepera Consulting
Mesu Strategies, LLC
Oakulture
PolicyLink
Popuphood, LLC
Race Forward

City of Oakland

Lead Agency
Planning & Building Department
Planning Bureau; Strategic Planning Division

Thank you to all of the departments that gave generously of their time, expertise and data in this effort, including:
Economic & Workforce Development
Housing & Community Development
Public Works
Race & Equity
Transportation
Human Services
ADA Programs Division
Oakland Public Library
Oakland Fire Department
Parks, Recreation & Youth Development
Cultural Affairs
Emergency Management Services Division

www.oaklandca.gov/topics/downtown-oakland-specific-plan

Introduction & Process 9
Purpose / How to Use This Plan
Planning Process

Vision & Goals 17
Plan Goals & Desired Outcomes
Equity Framework
COVID-19 Pandemic Recovery
Youth
History of Racial Disparities in Oakland
Downtown Vision and Central Ideas
Neighborhood Vision

01: Economic Opportunity 59
Topics: Inclusive Economic Development, Commercial Space, Workforce Development / Access to Jobs
Key Findings
Strategies & Supportive Policies
Measures of Success

02: Housing & Homelessness 87
Topics: Housing Diversity, Affordability, Displacement, Homelessness
Key Findings
Strategies & Supportive Policies
Measures of Success

03: Mobility 117
Topics: Connectivity, Transit, Street Infrastructure, Parking
Key Findings
Strategies & Supportive Policies
Measures of Success

04: Culture Keeping 159
Topics: Preserve/Promote Arts & Culture, Public Art & Events, Affordable Arts Space
Key Findings
Strategies & Supportive Policies
Measures of Success

05: Community Health & Sustainability 187
Topics: Health, Public Safety, Parks, Community Facilities, Sustainability, Resilience
Key Findings
Strategies & Supportive Policies
Measures of Success

06: Land Use & Urban Design 225
Topics: Analysis Maps, Built Environment, Cultural & Historic Preservation, Land Use Character & Intensity, Development Potential
Key Findings
Strategies & Supportive Policies
Measures of Success

07: Implementation & Engagement 285
Inclusive Implementation
Implementation Matrix

Appendix

CITY OF OAKLAND

LIST OF FIGURES

Introduction & Background

Figure IB-1: Downtown Oakland Setting Map 07

Vision & Goals Figures

Figure VG-1: Equity Approach 23

Figure VG-2: Street Scene in Lake Merritt Office District 40

Figure VG-3: Potential New Development Near Estuary Park 42

Figure VG-4: 17th Street, looking east toward San Pablo Avenue 44

Figure VG-5: The BAMBD District on 14th Street 46

Figure VG-6: Webster Green 48

Figure VG-7: Lake Merritt Boulevard Improvements & Courthouse Plaza 50

Figure VG-8: Potential Multi-Way Boulevard 52

Figure VG-9: Existing I-980 Boulevard 53

Vision & Goals Tables

Table VG-1: Summary of Key Policies with Equity Impacts 25

Chapter 01: Economic Opportunity Figures

Figure E-1: Lake Merritt Office District 74

Chapter 02: Housing & Homelessness Figures

Figure H-1: "Operation HomeBase" for Unsheltered Residents Vulnerable to COVID-19 93

Figure H-2: Victory Court & Laney College 98

Chapter 03: Mobility Figures

Figure M-1: Oakland Essential Places Initiative 122

Figure M-2: Before & After Visualization, 9th Street and Broadway 125

Figure M-3: High Injury Network 127

Figure M-4: Proposed Connectivity and Access Improvements 130

Figure M-5: One of Four Proposed Pedestrian/Bike Bridge Concept Designs 134

Figure M-6: Proposed Street Improvements and Potential Infill Along 17th Street 135

Figure M-7: Proposed Low-Stress Core Network and Vision Bicycle Networks 137

Figure M-8: Proposed Bus Transit Network 140

Figure M-9: Broadway Bus Transit Lane 141

Figure M-10: Proposed Street Conversions 146

Figure M-11: Mobility Focus Corridors 149

Chapter 04: Culture Keeping Figures

Figure C-1: Malonga Casquelourd Center for the Arts 164

Figure C-2: Existing and Potential Cultural & Entertainment Districts Map 166

Figure C-3: BAMBD (14th and Alice Street) 172

Figure C-4: Proposed Bike Facilities and Cultural Heritage District Street Design Elements 174

Figure C-5: Images of Produce Market Buildings and Signage 176

Figure C-6: Cultural Asset Map 178

Chapter 05: Community Health & Sustainability Figures

Figure CH-1: Existing Public Spaces & Services and Future Public Realm Improvements 199

Figure CH-2: The Webster Green 200

Figure CH-3: Proposed Green Loop Underpass Park 202

Figure CH-4: Summary of Key Public Realm Improvements 204

Figure CH-5: Green Loop Connections Map 205

Figure CH-6: Existing and Future Green Stormwater Infrastructure (GSI) Projects Map 215

Figure CH-7: Sea Level Rise Overlay 219

Chapter 06: Land Use & Urban Design Figures

Figure LU-1: Transit Access and Connecting Corridors 231

Figure LU-2: Downtown Activity Centers & Connection Nodes 233

Figure LU-3: Opportunity Sites 235

Figure LU-4: Transformational Opportunity Areas 237

Figure LU-5: Historic Resources Map 239

Figure LU-6: Cultural Asset Map 240

Figure LU-7: Existing and Potential Cultural & Entertainment Districts Map 241

Figure LU-8: Employment Priority Sites Map 245

Figure LU-9: Industrial & PDR Priority Areas Map 247

Figure LU-10: Streetscape Precedent Photos 250

Figure LU-11: Primary and Secondary Pedestrian Streets 251

Figure LU-12: Proposed Streetscape and Public Space Improvements 255
Figure LU-13: Proposed Lake Merritt Blvd Improvements and New Courthouse Plaza 258
Figure LU-14: Sample Building Types 261
Figure LU-15: Examples of Historic Oakland Buildings and Resources 266
Figure LU-16: Proposed Land Use Character Map 269
Figure LU-17: Existing Intensity Map 271
Figure LU-18: Proposed Maximum Intensity Map 273
Figure LU-19: Existing General Plan Designations 275
Figure LU-20: Proposed General Plan Land Use Designation Amendments 277
Figure LU-21: Aerial Looking South of Potential Future Development by Land Use 280

Chapter 06: Land Use & Urban Design Tables

Table LU-1: Private Frontage Standards 252
Table LU-2: Existing Intensity Regulations 270
Table LU-3: Proposed General Plan Amendments 276
Table LU-4: DOSP Projected Development vs. Plan Bay Area Projections 278
Table LU-5: Development Program Calculation Assumptions 279
Table LU-6: Downtown Future Development by Land Use 279
Table LU-7: Downtown Future Residents & Employees by Land Use 279
Table LU-8: Downtown Future Development by Land Use and Neighborhood 281

Appendix A: Project Lists

Table AP/M-1: Pedestrian Safety Project List A.2
Table AP/M-2: Connectivity & Access Project List A.8
Table AP/M-3: Freeway Crossing Project List A.12
Table AP/M-4: Bicycle Project List A.14
Table AP/M-5: Transit Project List A.20
Table AP/M-6: Potential Streets to be Studied for One-Way to Two-Way Conversions A.22
Table AP/LU-1: Streetscape Project List A.24

Appendix B: Victory Court Development & Connectivity

Table AP/B-1: Victory Court Future Development B.3
Figure AP/B-2: Victory Court Illustrative Aerial B.3
Figure AP/B-1: Victory Court Illustrative Plan B.3
Figure AP/B-3: Victory Court Existing Conditions B.4
Figure AP/B-4: Victory Court Future Connectivity B.5
Figure AP/B-5: 3rd Street Extension, Option 1 (with elevated bike lane) B.7
Figure AP/B-6: 3rd Street Extension, Option 2 (with parking-protected bike lane) B.7
Figure AP/B-7: 3rd Street Extension, Option 3 (with elevated cycle track) B.7
Figure AP/B-8: 3rd Street Extension (pedestrian and bike-only segment) B.8
Table AP/B-1: Preliminary Estimate of Probable Cost for 3rd Street Extension B.9
Table AP/B-2: Preliminary Estimate of Probable Cost for 3rd Street Pedestrian/Bicycle Street Extension to Lake Merritt Channel Park B.10
Table AP/B-3: Preliminary Estimate of Probable Cost for Pedestrian Bridge B.11

Appendix C: Green Loop Implementation

Figure AP/C-1: Green Loop In-Progress Street Improvements C.3
Figure AP/C-2: Green Loop Recommended Future Improvements C.5
Figure AP/C-3: Sidewalk Organization C.7
Figure AP/C-4: Cultural District Wayfinding Example C.8
Figure AP/C-5: Pedestrian and Intersection Lighting C.9
Figure AP/C-6: Examples of Sidewalk Shading / Pedestrian-Oriented Shopfronts C.10
Figure AP/C-7: Examples of Green Walls C.11

Setting the Scene

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

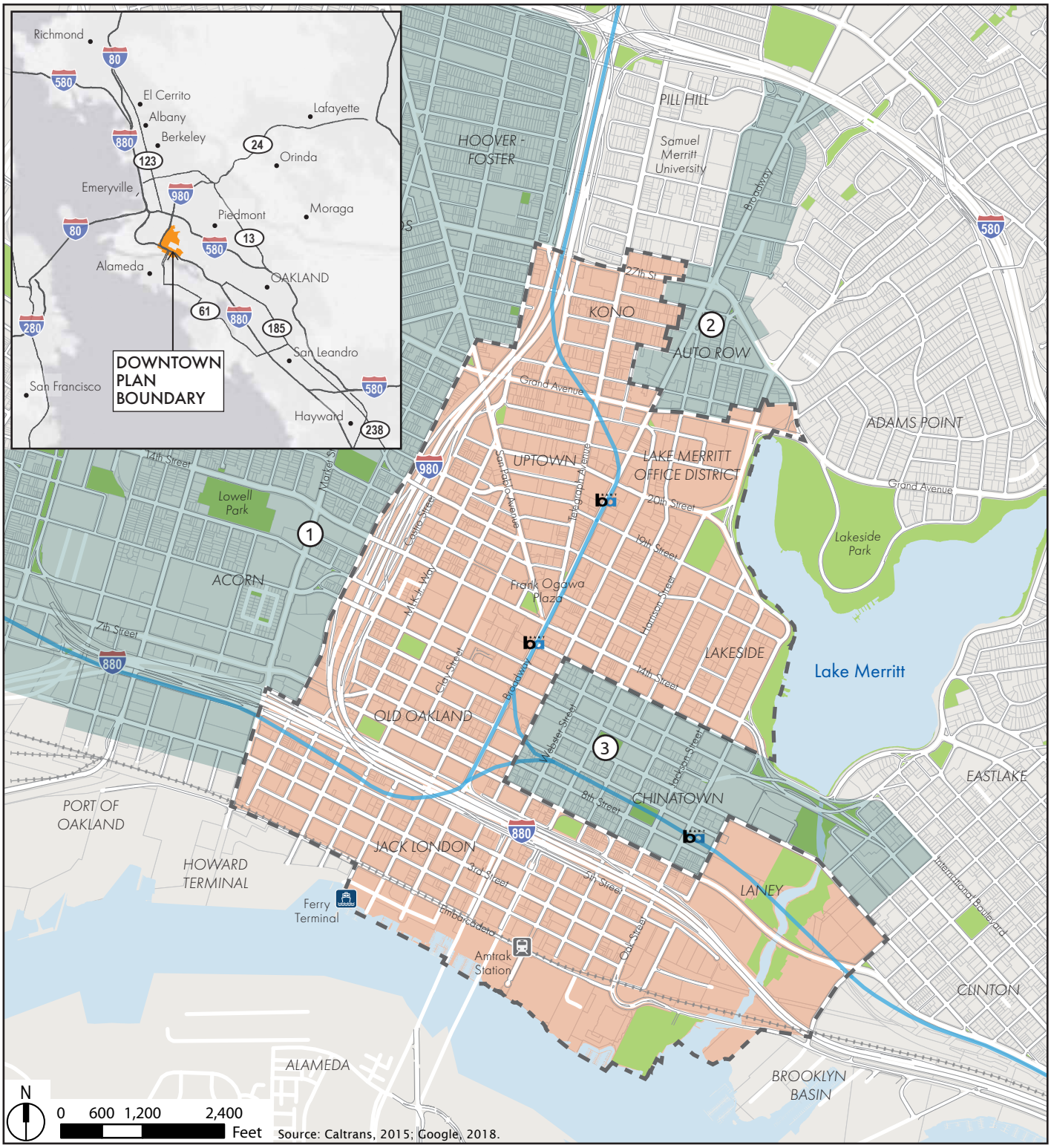
As the city's cultural core, Downtown Oakland boasts among the greatest range of cultural offerings in the nation, reflecting and connecting the city's culturally diverse communities. Downtown Oakland serves as the community's living room, providing a gathering place and showcase for Oakland's dynamic and groundbreaking art, social innovation, and original expression. It is also the premier employment hub of the East Bay with mid- to large-scale office and residential tower developments and the principal gateway to the city by regional rail and ferry.

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

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

The urban fabric of Downtown Oakland is a complex mix of old and new, and large and small-scale buildings, featuring a wide variety of international and vernacular styles—all framed within a historic street grid with modern modifications. Among the unique residential, commercial, industrial, and mixed-use neighborhoods, one finds many significant historic buildings and architectural styles ranging from early industrial warehouse buildings and Victorian-era homes to contemporary high-rise office buildings. The many gaps in downtown's built environment, as illustrated by properties that sat empty as parking lots, are increasingly filled by mid- and high-rise development, while many existing historic buildings have been adaptively reused. High-density residential buildings developed in the past two decades are eye-catching representations of Oakland's recent growth, adding to the portfolio of single-family homes, small-scale apartment buildings, single-room occupancy residential hotels, and large-scale apartment buildings, which house residents who have called downtown home for generations.

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



Legend

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

Figure IB-1: Downtown Oakland Setting Map


DENVER



Photo: Greg Linhares, City of Oakland

INTRODUCTION

Downtown Oakland has been undergoing rapid change that brings new energy and prospects for growth, but that also challenges the City's ability to stem displacement and sustain our iconic community and culture.

The Plan establishes policies to ensure downtown development over the next 20 years centers racial equity and serves the broad needs of the entire Oakland community. Plan policies include: pathways to economic innovation; measures to protect residents, businesses, and community institutions from displacement; strategies for a welcoming public realm that is safe, engaging, and inclusive; and approaches to reduce disparities in accessing opportunity and improving one's quality of life. While there is an undeniable urgency to achieve these goals, the process has taken the time needed to hear the voices of the community, explore new ideas, and advance a plan that reflects the actual values of Oaklanders.

Purpose of this Document

This document summarizes key analysis and findings (explored in more depth in prior reports such as the *Downtown Disparity Analysis*, the *Preliminary Draft Plan*, and the *Public Review Draft Plan*), describes the community's vision and goals, and outlines strategies to achieve the desired future for Downtown Oakland.

Toward that end, the Plan relates supportive programs, policies, physical improvements, and measures of success. The Plan also includes an implementation plan of specific action items to embrace opportunity; address racial disparities; and move downtown toward a future that seizes Oakland's capacity to serve its many residents, workers, and visitors while also protecting what makes downtown "authentically Oakland." Many City departments are involved in implementing these strategies, as are partner agencies and community based organizations, with ongoing feedback from the community. Implementation also occurs via private development that conforms to the Plan and its associated land use and zoning regulations.

The Final Draft Plan's recommendations have emerged through eight years of community input, technical analysis, and review of the existing City policies. An Equity Assessment of possible impacts of initial strategies presented in the *Plan Options Report* (November 2018) was used at multiple points to refine the Final Draft Plan's proposed policies and projects toward more equitable outcomes to the benefit of all Oakland residents. The preceding *Preliminary Draft Plan* (January 2019) and *Public Review Draft Plan* (August 2019) were presented to and workshopped with the Community Advisory Group (CAG) and discussed with the Planning Commission during multiple public hearings. City staff also held community stakeholder meetings upon release of the *Public Review Draft Plan* and *Draft Environmental Impact Report* (August 2019), along with an open comment period for the public at large to provide feedback. The resulting input and comments were compiled into a comments matrix and used to produce this Final Draft Plan.

How to Use this Plan

This section explains the organization of the *Downtown Oakland Specific Plan*, and how to understand and access the information presented in it.

INTRODUCTION & BACKGROUND

This "Introduction & Background" chapter describes the purpose and process of community engagement used to create the Plan.

VISION & GOALS

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

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

PLAN OUTCOMES, STRATEGIES, AND SUPPORTIVE POLICIES

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

The final section, the Appendix, includes additional detailed information to inform implementation, such as mobility and streetscape project lists (Appendix A); details for the 3rd Street Extension in Victory Court (Appendix B); and recommended improvement projects and design guidelines to realize the Green Loop (Appendix C).

Plan Topics:

01: ECONOMIC OPPORTUNITY

02: HOUSING & HOMELESSNESS

03: MOBILITY

04: CULTURE KEEPING

05: COMMUNITY HEALTH

06: LAND USE & URBAN DESIGN

07: IMPLEMENTATION & ENGAGEMENT

Planning Process: Phase I

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

July 2015: PROJECT START

September 3, 2015

COMMUNITY KICK-OFF

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

October 19 – 28, 2015

CHARRETTE & OPEN STUDIO

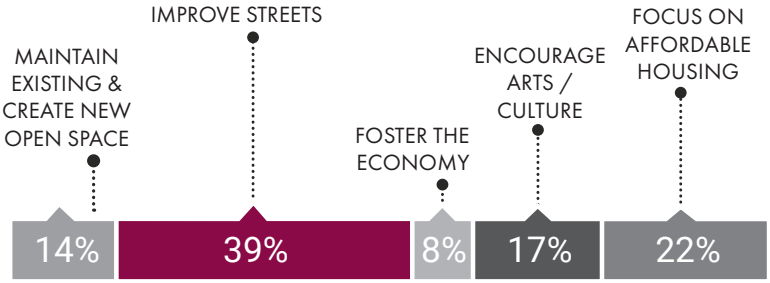
This multi-day event included: a hands-on public design workshop and open design studio where the community was invited to stop by to see draft concepts; a series of technical/stakeholder meetings to gather feedback on important issues; and a work-in-progress presentation at the Paramount Theatre to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

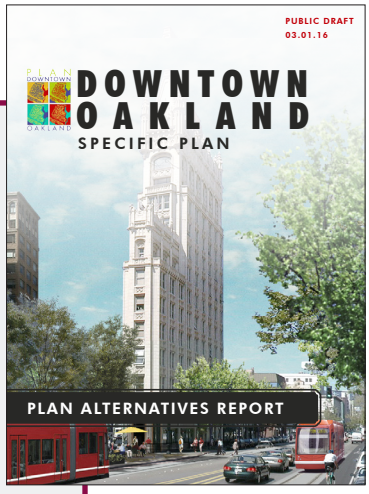




Charrette Feedback Forms Responses:

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





PLAN ALTERNATIVES REPORT

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

March – April 2016

SpeakUpOakland.org

SpeakUpOakland.org Online Forum Responses - Common Themes:

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

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

November 2015 – July 2016

STAKEHOLDER MEETINGS

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

YOUTH SUMMIT AND COURSEWORK

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

Spring 2016

Summer 2016

PLAN ALTERNATIVES REPORT COMMENTS MEMO

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

JACK LONDON NEIGHBORHOOD DESIGN SESSIONS

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

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

Planning Process: Phase II

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

EQT DTO

Spring – Summer 2017

EQUITY ASSESSMENT & EXPANDED OUTREACH

At the start of Phase II, the I-SEEED-led equity consultant team provided an assessment of work to date using a social and racial equity lens and launched an expanded outreach strategy. Public engagement included additional workshops and meetings with communities that had not been adequately involved in the first round of community engagement, as well as the addition of representatives of those communities to the ongoing Community Advisory Group.

July 31 – August 3, 2017

SOCIAL EQUITY WORKING GROUP MEETINGS

This series of meetings, organized by topic, were intended to reach a broader segment of the community than were engaged during the first phase of the planning process. These meetings included interactive work sessions to develop goals, identify potential challenges or barriers underserved populations face to reaching those goals, and begin to discuss possible solutions.

January 2018

DOWNTOWN OAKLAND DISPARITY ANALYSIS

In January 2018, City staff published an analysis of racial disparities to inform the Plan process. This Disparity Analysis includes documentation of racial disparities organized by the proposed topic areas of the Plan, desired future outcomes, and equity indicators that establish the baseline conditions that the Plan's policies and projects will address.

February 2018

CREATIVE SOLUTIONS LABS: FEB. 5 – 8, 2018

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

NEIGHBORHOOD DESIGN SESSIONS: FEB. 10 – 13, 2018

In February 2018, a series of Neighborhood Design Sessions for the Central Core, Uptown & Kono, Old Oakland and Chinatown were conducted, where members of the public gathered around maps to identify opportunities and problem areas for each neighborhood and discuss their vision and potential solutions.

PRELIMINARY DRAFT PLAN

The *Preliminary Draft Plan* was an initial version of the *Downtown Oakland Specific Plan*, describing recommendations derived from the public process and corresponding analysis. It presented a first draft of plan concepts and supportive policies to uphold the community's shared values of economic opportunity, culture keeping, and environmental sustainability. Approximately two dozen stakeholder meetings, public advisory board meetings, Planning Commission hearings, and community events were held to review and gather feedback, which was used to create the *Public Review Draft Plan*.

ACCESSIBILITY SURVEY

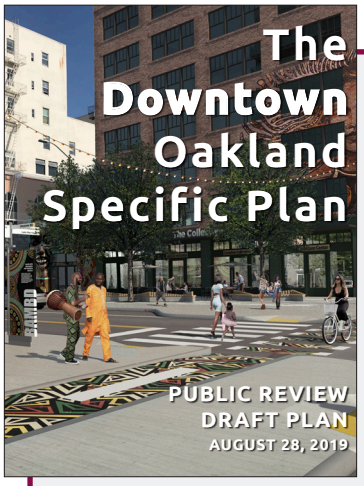
City staff worked with disability community advocates to better understand accessibility challenges downtown, including developing and administering a paper and online survey targeted to older adults and people with disabilities.

Summer / Fall 2018

PLAN OPTIONS & EQUITY ASSESSMENT

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

January 2019



PUBLIC REVIEW DRAFT PLAN

The Draft Plan set forth an ambitious vision articulating Downtown Oakland's extraordinary capacity to become a dynamic regional hub of culture, employment, housing and transit that welcomes the entire community. The Draft Plan proposed transformative ideas to connect the community's goals to strategic actions. The Draft EIR analyzed the environmental impacts to the changes to the environment that could result from implementation of the Draft Plan. Community engagement included twenty stakeholder group meetings, in-person surveys administered to the clients of St. Vincent de Paul's free lunch program, six community events, and ten advisory board meetings and public hearings.

August 2019

2020 – Adoption

FINAL DRAFT PLAN & INITIAL IMPLEMENTATION

Staff developed a Final Draft Plan that reflects community and commission input, as well as attending to changed conditions downtown resulting from the COVID-19 pandemic. During this time, staff also used community feedback to develop the Zoning Amendments that are the first step toward implementing the Plan. Drafting the Amendments included in-depth economic analysis to develop the Zoning Incentive Program for community benefits. Community review of the Zoning Amendments included Community Advisory Group meetings, Landmarks Preservation Advisory Board and Zoning Update Committee hearings, and a series of additional public meetings, including focused sessions with BAMBD and Chinatown stakeholders.

Vision & Goals





Photo: Eric Arnold, Diamano Coura

VISION + GOALS

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

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

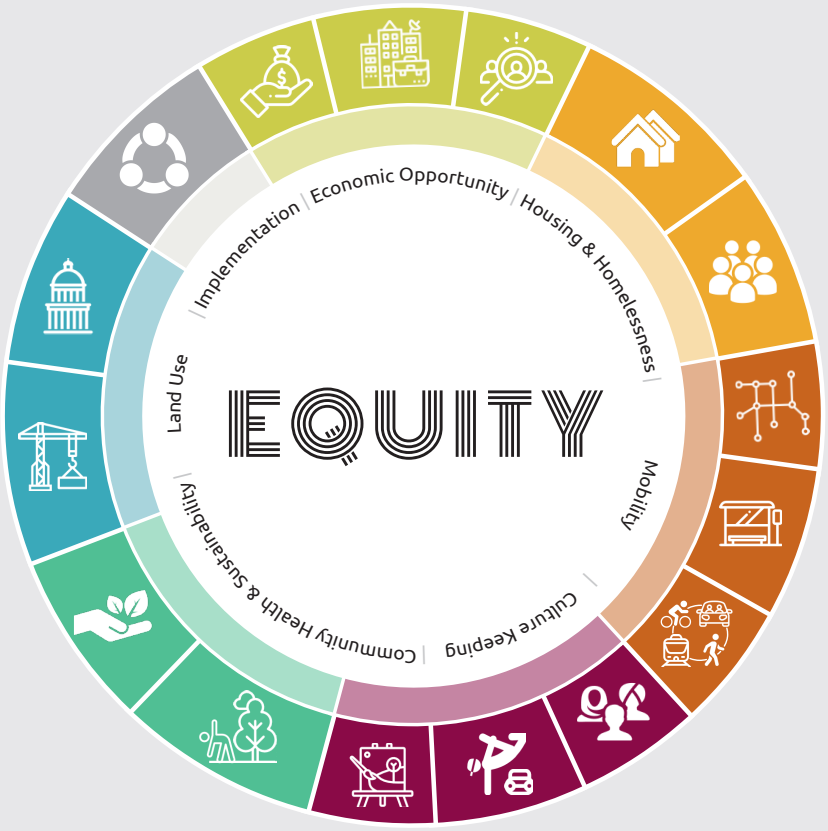
The identity that Oakland values includes the diverse voices, races, cultures, arts, places, neighborhoods, and businesses both here today and before recent waves of displacement. Plan strategies for improved connections, upgraded public spaces, and economic growth go hand in hand with strategies for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

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

A Shared Vision, Centering Equity

The Plan describes a shared community vision for a downtown that serves all Oaklanders and accounts for the needs of those who are currently underserved. Community input shaped six plan goals around the topics of Economic Opportunity, Housing and Homelessness, Culture Keeping, Mobility, Community Health, and Land Use and Urban Design. A seventh goal has been added to address ongoing implementation and engagement following Plan adoption. Desired outcomes describe what Downtown Oakland could look like when the Plan goals are realized.

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



Outcome E-1: Inclusive Economic Development
Economic activity is inclusive, builds shared community wealth, reduces wealth disparities, and fuels the ongoing improvement of local conditions.

Outcome E-2: Space to Thrive
Downtown provides a variety of spaces for businesses and community organizations, including spaces that are affordable and accessible.

Outcome E-3: Workforce Development / Access to Jobs
Access to services, jobs, education, and training gives all Oaklanders an opportunity to find local employment and financial security.

Goal 01: Economic Opportunity
Create opportunities for economic growth and financial security for all Oaklanders.

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

Outcome H-2: Homelessness & Displacement
Current and long-time Oaklanders remain an important part of the community.

Goal 02: Housing & Homelessness
Ensure sufficient housing is built and retained to meet the varied needs of current and future residents.



Outcome M-1: Active Connectivity
Downtown is well-connected internally and to surrounding neighborhoods with bicycle and pedestrian networks that are accessible and safe for all Oaklanders.



Outcome M-2: Transit Connectivity
Oaklanders, particularly communities that are more transit-dependent, are well-served with frequent, reliable, and safe transit access.



Outcome M-3: Street Infrastructure
Oakland's streets serve a wide variety of uses, providing Oaklanders of all ages and abilities with safe transportation and recreation choices, serving businesses, connecting neighborhoods, and meeting goals for emergency services and sustainability.

Goal 03: Mobility

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



Outcome C-1: Preserve/Promote Arts & Culture
Downtown is a place where all of Oakland's residents have a sense of belonging, and can see and express themselves and their culture.



Outcome C-2: Public Art & Events
Festivals, outdoor art installations, and cultural events are integral elements in downtown's public sphere and spaces.



Outcome C-3: Affordable Arts Space
Oakland's artists and creative community are able to keep and find work, performance, and gallery space in downtown that they can access and afford, and are able to see their work integrated into the built environment and public domain.

Goal 04: Culture Keeping

Encourage diverse voices and forms of expression to flourish.



Outcome CH-1: Health, Public Safety, Parks, & Community Facilities
Oaklanders can lead safe and healthy lives, enjoying streets, public amenities, and parks downtown that provide opportunities to stay active and build community.



Outcome CH-2: Sustainability & Resilience
Environmental stewardship and climate change resilience inform operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.

Goal 05: Community Health & Sustainability

Provide vibrant public spaces and a healthy built, natural, and social environment that improve the quality of life downtown today and for generations to come.



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



Outcome LU-2: Cultural & Historic Preservation
Oakland's cultural enclaves, civic institutions, landmarks, and public open spaces are preserved.

Goal 06: Land Use

Develop downtown to meet community needs and preserve Oakland's unique character.



Outcome IE-1: Inclusive Implementation
Residents and stakeholders are partners included in the ongoing implementation of the Plan and, with the City, are accountable for current initiatives and are an integral part of the successful adaptation of the Plan over time as conditions change.

Goal 07: Implementation & Engagement

Partner with community stakeholders and institutions to implement and realize the Plan's many goals, outcomes, and supportive policies.

Equity Framework

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

KEY ASSUMPTIONS

The focus on race and equity throughout this plan responds to the fact that most indicators of well-being in Oakland and across the nation show disparities by race, many of which are growing as a result of the ongoing effects of generations of systemic inequality. Race is a principal predictor of disproportionately skewed outcomes throughout the general population and within marginalized groups based on gender identity, ability, sexual orientation, socioeconomic class, citizenship status, religion, etc. When we remove systemic racialized barriers to opportunity, we change outcomes across marginalized populations and allow all Oaklanders to benefit from living in a flourishing, transformed city, and to experience economic security and opportunity in healthy, vibrant, complete communities. Woven into the Plan are policies that aim to provide additional attention and resources to populations who are harmed by disparities; with the explicit goal of eliminating, reducing, or at the very least not widening disparities.

PROCESS

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

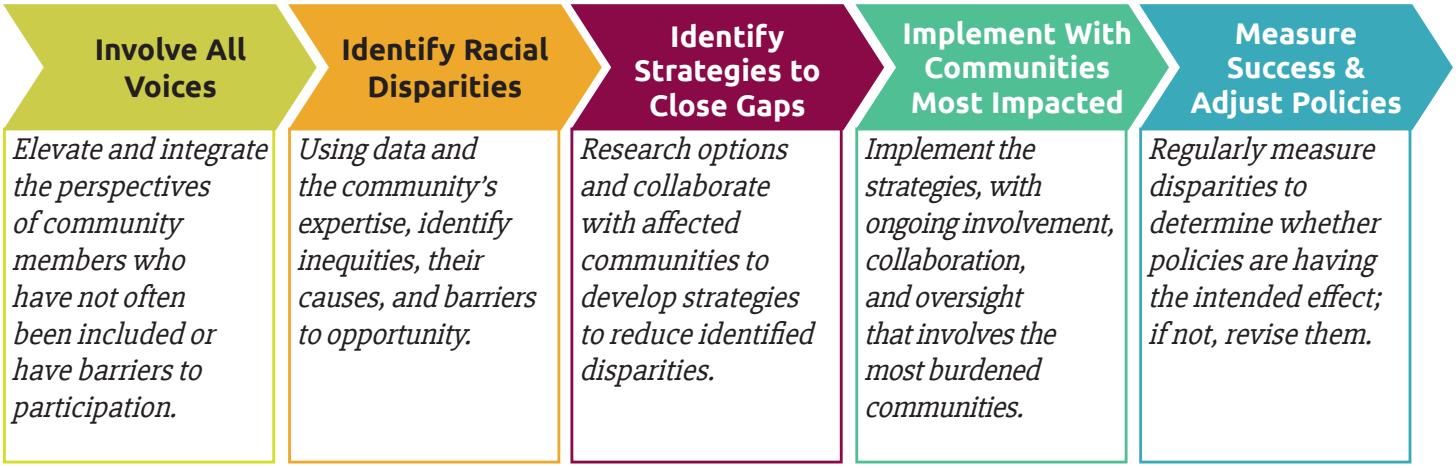


Figure VG-1: Equity Approach

Key Downtown Disparities

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

1. HOUSING COST BURDEN

A housing cost-burdened household spends more than 30% of its income on housing. Housing is usually the single largest expense for households, so whenever households need to pay more than 30% of their income for housing, particularly low-income families and households, then little remains for food, health care, education, and other needs. The largest disparity exists in the housing cost burden between Oakland's White and Black households. As of 2016, 70.1% of Oakland's Black renter households paid more than 30% of their income on housing, versus 43.6% of Oakland's White households[1].

2. HOMELESSNESS

During a 2022 Alameda County point in time count for Oakland, a total of 5,055 individuals were counted as experiencing homelessness (1,718 sheltered/3,337 unsheltered), which represented a 24% increase from 2019, and 83% increase from 2017. More individuals than this experience homelessness in any given year; for example, Alameda County estimated that nearly 9,300 people experienced homelessness in Oakland in 2013.[2] Of individuals experiencing homelessness in Oakland as of the 2022 point in time count, approximately 60% identified as Black or African American, despite Black or African-American

1 City of Oakland. Oakland Equity Indicators: Measuring Change Toward Greater Equity in Oakland. 2018, pp 90.

2 Alameda County Health Care for the Homeless Program, "Health Care Needs Assessment of Persons Experiencing Homelessness in Alameda County," 2014-2015.

residents constituting only 23% of Oakland's population. Over half of prior survey respondents cited "money issues" as the primary reason they are homeless. With more people unable to afford housing, Oakland is seeing higher levels of homelessness, along with the associated deterioration of physical and mental health and 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. Per this index, much of downtown is characterized as undergoing "ongoing gentrification/displacement." Although this measure addresses demographics of population, 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 2019, the Black population had the highest percentage of youth who were neither working nor in school at 17%; for comparison, the White population had 8% and those that identify as mixed/other had 7%.[3]

5. UNEMPLOYMENT RATE

In 2021, the average unemployment rate in downtown was 10.4% for the Black population, 6.7% for the Asian population, 5.9% for the White population, and 3.6% for the Latinx population.[4] 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 2021, the median household income for the White population in downtown was $132,296, nearly twice that of Latinx ($68,845) and Asian ($76,395) households, and more than twice the income of Black households ($53,363).[5] 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.

3 Downtown Oakland Disparity Analysis, 26.

4 U.S. Census Bureau ACS 2021 (5 Year Estimates), Social Explorer 2023, Strategic Economics 2023

5 Ibid

7. OTHER EQUITY CONCERNS

Although they are not included in the plan-wide equity indicators, there are an additional range of other equity concerns, such as accessibility and community engagement, that are addressed through the Key Policies with Equity Impacts, shown in Table VG-1. Many of these concerns are addressed in each chapter's Measures of Success.

Key Policies



All policies in the initial *Plan Options Report* — whether related to transportation, economics, housing, urban design, or arts and culture — were assessed for possible equity impacts and revised to reduce disparities, or, at the very least, not widen them. Subsequent iterations and additions of policies were informed by the equity assessment. However, there are some key policies that have been identified as having a greater impact in reducing inequities. Policies expected to close disparity gaps in one or more indicators are summarized in the table below.

Table VG-1: Key Policies with Equity Impacts

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
ECONOMIC OPPORTUNITY							
E-1.1: Development Contributions	X		X				
E-1.2: Encourage Development of Downtown Hotels		X	X				
E-1.3: Applying OERAC Recommendations			X		X	X	
E-1.4: Land Trust/Master Lease Program			X				
E-1.5: Establishing Arts & Cultural Districts			X				
E-1.6: Façade & Tenant Improvement Program			X				
E-1.7: Supporting Businesses Owned by Women and People of Color	X		X		X	X	
E-1.8: Supporting Worker-Owned Cooperatives	X				X	X	
E-2.3: Requirements/Incentives for Affordable Arts, Culture & Commercial Space			X				
E-2.5: Maintaining Arts & Production Space			X			X	
E-2.6: Nightlife Strategy			X				
E-2.7: Pop-Up & Temporary Uses			X		X	X	
E-2.8: Ground Floor Vacancy Requirements			X		X	X	
E-2.9: Low-Cost Retail Storefronts			X		X	X	
E-2.10: Accessibility through Universal Design							Accessibility
E-2.11: Maintaining Industrial/Port-Related Uses			X		X	X	

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-3.1: Youth Empowerment Zone				X	X		
E-3.2: Local Hire Incentives					X		
E-3.3: Expanded Job Training, Apprenticeships, & Placement Services				X	X	X	
E-3.4: Procurement and Contracting Policies					X	X	
E-3.5: Partnerships to Support Small, Local Suppliers			X		X	X	
E-3.6: Business Outreach			X		X	X	
E-3.7: Business Improvement Districts			X				
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				

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
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					
H-2.16: Library Partnerships & Outreach Programs		X					
H-2.17: Explore Encouraging Affordable Live/Work Units in Cultural Districts	X		X		X	X	
H-2.18: Protect Live/Work in Cultural Districts			X				
MOBILITY*							
M-1.1: Pedestrian Safety Measures							Accessibility, Injuries
M-1.2: Oakland Pedestrian Plan & Oakland Bicycle Plan							Accessibility, Injuries
M-1.3: Train Quiet Zone Study							Accessibility
M-1.5: Connectivity & Access Improvements					X	X	Accessibility, Injuries
M-1.6: Temporary / Tactical Urbanism Projects							Accessiblity, Injuries, Asthma / Air Quality
M-1.7: Connecting Downtown Neighborhoods & Public Spaces							Accessiblity, Injuries, Asthma / Air Quality
M-1.8: Upgraded Traffic Signals & Timing							Accessibility
M-1.9: Accommodating Two-Way Circulation							Accessibility, Injuries
M-1.10: Low-Stress Bicycle Network							Injuries
M-2.1: Transit Priority Treatments							Transit Access
M-2.2: Improve Amenities/Security at Bus Stops							Transit Access
M-2.8: Low-Income Transit Pass							Transit Access
M-2.9: Transit Station Accessibility							Accessibility
M-1.10: Low-Stress Bicycle Network							Injuries
M-2.1: Transit Priority Treatments							Transit Access
M-2.2: Improve Amenities/Security at Bus Stops							Accessibility, Transit Access

* Although inequities in pedestrian and bicyclist injuries and deaths were not chosen in the top six equity indicators, the racial disparities in these injury rates are noteworthy, and are included as measures of success in the Mobility chapter.

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
M-2.8: Low-Income Transit Pass							Transit Access
M-2.9: Transit Station Accessibility							Accessibility
M-2.10: Transit Station Names			X				Belonging
M-3.1: Implementing Complete Streets							Accessibility, Injuries
M-3.3: Safety During Construction							Accessibility Injuries
M-3.4: Oakland/Alameda Access Project							Asthma / Air Quality, Injuries
M-3.5: Expanding the OakPark Program						X	Accessibility
M-3.10: Truck Management Plan							Asthma / Air Quality
M-3.11: I-980 Replacement Feasibility Study	X	X	X	X	X	X	Accessibility, Air Quality
CULTURE KEEPING							
C-1.1: Citywide Cultural Districts Program			X	X	X	X	
C-1.5: Incentives for Affordable Arts, Culture, & Commercial Space			X	X	X	X	
C-1.8: Community Ownership & Stewardship			X		X	X	
C-1.9: Library Facility Improvements				X	X	X	
C-1.10: Zoning for Arts and Culture Uses			X		X	X	
C-2.1: Programming Youth Activities				X			Belonging
C-2.3: Reduced Barriers for Outdoor Vendors							Belonging
C-3.1: Increased Funding for Arts and Culture			X		X	X	Belonging
C-3.2: City-Owned Properties for Arts/Culture Uses			X		X	X	Belonging
C-3.3: Master Lease/Nonprofit Ownership Program for Affordable Arts Space			X	X	X	X	Belonging
C-3.4: Centralized List of Arts Organizations Seeking Space			X		X	X	Belonging
C-3.5: Expand the Keeping Space Oakland Program			X		X	X	Belonging
C-3.6: Temporary Uses			X		X	X	
C-3.7: Affordable Performance Space Fund			X		X	X	Belonging
COMMUNITY HEALTH AND SUSTAINABILITY*							
CH-1.3: Inclusive Parks & Open Space Design Guidelines							Accessibility, Inclusion
CH-1.4: Universal Design Principles for Public Spaces & Playgrounds							Accessibility, Inclusion

* Although asthma/air quality inequities were not chosen in the top six equity indicators, the racial disparities in these health rates are noteworthy, and are included as measures of success in the Community Health & Sustainability chapter.

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
CH-1.9: Edible Parks		X					Food Security
CH-1.10: Investing in Indoor Public Facilities		X					
CH-1.11: Child/Senior Care Incentives & Subsidies				X	X	X	Belonging
CH-1.12: Youth/Senior-Driven Programming for Public Spaces				X			Belonging
CH-1.13: Supporting Community-Serving Organizations		X					
CH-1.14: Food Security Resources & Partnerships		X					Food Security
CH-1.18: Community Safety Initiatives				X	X		
CH-1.20: Needle Exchange Sites		X					
CH-2.1: VMT and GHG Emission Reduction							Asthma / Air Quality
CH-2.2: Encouraging Electric Vehicle Use							Asthma / Air Quality
CH-2.3: Meeting ECAP Emissions Targets							Asthma / Air Quality
CH-2.6: Building Electrification							Asthma / Air Quality
CH-2.8: Implementing Green Streets							Asthma / Air Quality
CH-2.9: Green Buffers Along Highway Edges							Asthma / Air Quality
CH-2.16: Public Facilities for Resilience & Relief							Resilience
LAND USE & URBAN DESIGN							
LU-1.2: Preservation of Industrial Land Uses			X		X	X	
LU-1.3: Development Incentive Program	X	X	X	X	X	X	
LU-1.6: Mitigating Construction Impacts			X		X	X	Accessibility
LU-2.1: Citywide Cultural Districts Program			X				Belonging
LU-2.2: Zoning for Arts and Culture Uses			X		X	X	
LU-2.4: Transfer of Development Rights			X				
IMPLEMENTATION & ONGOING ENGAGEMENT							
IE-1.1: Continued Engagement During Implementation							Engagement
IE-1.2: Specific Plan Implementation Committee							Engagement
IE-1.3: Inclusive Committee Representation							Engagement
IE-1.4: Annual Review	X	X	X	X	X	X	Engagement
IE-1.5: Racial Equity Impact Assessments	X	X	X	X	X	X	Engagement

Lessons Learned from the COVID-19 Pandemic

WHAT TO LOOK FOR

Specific pandemic-related strategies and policies are highlighted within chapters as call out boxes, and include a COVID-19 label.



The unprecedented impacts of the COVID-19 pandemic prompted a re-evaluation of this Plan's priorities and updates to the recommendations presented herein. The pandemic exacerbated numerous social, cultural, and economic inequities that existed prior to the health emergency and economic fallout, particularly for Black and Latinx communities, who have been the most physically and financially impacted by the pandemic. As highlighted in the beginning of this chapter, the shared vision for downtown centers is to preserve Oakland's diversity and culture. Throughout the planning process, six plan goals were shaped with equity as the primary focus. The core of all of these goals, and the hardships highlighted by the pandemic, comes down to health, well-being, and opportunity. Reflecting on the pandemic, it is evident that the impacts looked very different for people depending on their backgrounds and identities. Structural inequities in our nation predate COVID-19, which as a result has exacerbated those inequities. As such, the primary focus of the Plan remains laying out a path forward to reduce social and racial disparities.

Many of the issues this Plan is positioned to address have become more urgent since the pandemic. As such, there is a need to incorporate near- and long-term policies focused on health, well-being, and opportunity. Some of these strategies are intended to be flexible, using what we learned throughout the initial years of the pandemic to quickly test and iterate solutions in future emergencies, while others focus on long-term recovery from its more lasting economic and social impacts. An integrated approach to COVID-19 pandemic recovery has been considered for each of plan goals as described below.

ECONOMIC RECOVERY

The impacts of the pandemic on businesses and workers amplified many pre-existing inequities. Efforts to combat the spread of the pandemic led to significant declines in the dining, entertainment, personal service, retail, hospitality and leisure industries. These industries include relatively high concentrations of low-income workers and workers of color. Access to capital for businesses owned by women and people of color also worsened, leading to a large share of closures among such businesses. The pandemic also accelerated trends in the restructuring of retail and the shift toward online shopping and work. Worsening unemployment, inequality, property crime, and visible homelessness has led to an increase in concern for safety, which has also harmed the viability of businesses downtown (as well as throughout the city and region). Since the onset of the pandemic in March 2020, the City of Oakland has implemented a variety of emergency relief programs and policy changes to support the city's businesses and residents. These efforts have been guided by the City of Oakland Economic Recovery Advisory Council (OERAC). The OERAC's work is also complemented by that of the countywide COVID-19 Racial Disparities Task Force. Leaning into the Plan's strategies for supporting the burgeoning revival of the entertainment and culture sector as well as the often-overlapping community of small businesses owned by people of color can address some of these inequitable impacts of the pandemic while achieving broader goals for Downtown Oakland's economic recovery.

HOUSING & HOMELESSNESS

The unprecedented economic impacts of the pandemic, along with high interest rates and inflation, exacerbated the housing affordability crisis, housing insecurity, and homelessness challenges. This is especially true for lower and moderate-income households and other at-risk populations, among which African American, Latinx, and immigrant residents are overrepresented. Pandemic-related job losses were concentrated in industries that include large shares of relatively low-wage workers and fewer paid-leave benefits, such as service industries, retail, transportation, and construction. As a result, lower-income workers were (and in many cases continue to be) disproportionately impacted by these job losses. Given the pandemic's severe impacts on employment and incomes of Oakland's vulnerable residents, emergency responses were quickly implemented at the local, state, and federal levels. This included a moratorium on evictions and rent increases, provisions for renter and homeowner relief assistance through the City's nonprofit partners, extensive outreach to the community on COVID safety, opening the HomeBase program for people at high risk from COVID, and increasing provisions for encampment sites. Since before the pandemic, the Plan has incorporated strategies and policies focused on addressing racial inequities in housing access, reducing and preventing homelessness, serving the needs of currently unsheltered residents, preventing displacement of residents, and increasing downtown's supply of housing that meets the affordability needs of all residents. The pandemic has underscored the critical need for the City of Oakland to prioritize implementation of these strategies and policies as quickly and robustly as possible. The increase in office space vacancies due to the accelerated shift to remote and hybrid work has also highlighted the importance of the Plan's approach to developing downtown as a mixed-use neighborhood. Oakland's construction of thousands of units of housing downtown over the preceding decade has meant that Downtown Oakland, while still struggling with the impacts of the pandemic, has not experienced the same level of vacancy and business loss that other areas with a singular focus on office uses have experienced. Further residential development will not only provide urgently-needed housing but bring residents downtown to support local businesses and bring activity and safety to the streets.

MOBILITY

As part of the City's response to the pandemic, the Oakland Department of Transportation (OakDOT) opened neighborhood streets to allow for socially distant physical activity and revised permitting requirements to support business activity in public rights-of-way. These efforts include the Slow Streets Program, Essential Places Program, and the Flex Streets Initiative. Each of these programs offered a unique set of lessons learned, helping to lay out a path forward to equitably improve connectivity, curbside management, and access downtown. These low-cost programs were especially important in re-allocating the use of public right-of-way for active uses such as outdoor dining and merchandise display, walking, cycling, and riding transit during a time when public budgets were stretched. As long-term funding is secured, permanent improvements are already being considered within the public realm, driven by community outreach and the impact of these emergency-response programs. In regard to transit, ridership dipped significantly during the COVID-19 pandemic and has yet to reach pre-pandemic levels due in large part to the shifting work patterns that have persisted. While many office workers are still working in a fully remote or hybrid capacity, the mobility

needs of workers whom are transit-dependent, as well as small and local businesses, the entertainment sector, and others who are in traffic for reasons other than commuting, should remain a top priority for the City and transit agencies.

The pandemic underscored the importance of engagement and outreach when implementing new mobility programs to ensure they align with community needs. The City's efforts to address the community's transportation-related needs can be enhanced through the dispersion of power, providing the community with real choices and meeting people "where they are," both physically (in-person and virtually) and culturally. Future mobility initiatives should adopt the philosophy of quick implementation, testing, and iteration of ideas, while working closely with community members in high-risk neighborhoods, as it has proven successful through OakDOT's rapid response through Slow Streets implementation to the community's call for an Essential Places Initiative to address the highest priority safety needs.

CULTURE KEEPING

The shelter-in-place and social distancing requirements of the pandemic impacted every aspect of public life, but the creative community was particularly affected, with declines in the entertainment, cultural, and creative sectors (including museums, performing arts, live music, etc.) impacting businesses, venues, artists, and employees. Supporting the recovery of downtown's cultural community and economy can promote community innovation, diversity, mental health, economic growth and a twenty-four-hour economy that supports active, safe streets while also preventing further displacement. City strategies include fostering community wellness, providing opportunities and exposure for artists by providing access to public spaces to hold outdoor events, reducing regulatory barriers to support outdoor vendors, investing in cultural activities to stimulate businesses, and prioritizing the availability of affordable arts space to ensure support is reaching local artists and creative professionals.

COMMUNITY HEALTH & SUSTAINABILITY

Above all else, the COVID-19 pandemic highlighted the critical need to plan and design for the physical health and mental well-being of people by investing in resilient social and physical infrastructure and public resources. The outcomes within this chapter are aimed to transform the conditions in which people live and work, their access to facilities and services, their lifestyles, and their ability to develop strong social networks. Proposed strategies, policies, and action steps related to the pandemic response offer a holistic perspective that is concentrated on prevention (long-term measures) as well as recovery (near-term measures) and recognizes the pervasive influence our environment has on systemic inequities. These outcomes also address the creation of supportive and inclusive environments to enable the community to see people of other backgrounds and income levels with empathy and compassion.

COVID-19 Pandemic Recovery Racial Equity Framework

In April of 2020, PolicyLink released, "Principles for Common-Sense, Street-Smart Recovery," a race-conscious pandemic recovery guide for community and city leaders. The following principles and applicable sub-principles have informed the Plan goals and the policies that implement them.

1. **Center Racial Equity**
    a. Collect and use disaggregated data (Goals 1-7)
    b. Plan for the most vulnerable (Goals 1-7)
    c. Implement race-conscious approaches to counter persistent racial inequalities (Goals 1-7)
2. **Put People First**
    a. Support essential frontline workers (Goals 1, 2, and 3)
    b. Prioritize people over corporations (Goals 1, 2, and 6)
3. **Invest in Community Infrastructure**
    a. Fortify community-based organizations (Goals 1 & 4)
    b. Invest in physical infrastructure in high-need communities (Goals 3, 4, 5, & 6)
4. **Build an Equitable Economy**
    a. Ensure economic security during the crisis (Goals 1 & 6)
    b. Use stimulus funds to build the next economy (Goal 1)
    c. Forage a new social contract that enables shared prosperity (Goals 1-7)
5. **Protect and Expand Community Voice and Power**
    a. Center community voice in policymaking and spending (Goal 7)

Resources primarily from the Oakland Economic Recovery Advisory Council (OERAC), but also from the World Health Organization, National Association of City Transportation Officials (NACTO), Project for Public Spaces, Bloomberg Philanthropies, Public Policy Institute of California, National Bureau of Economic Research, and Alameda County Health Care for the Homeless Program, were also considered and referenced to craft the Plan's response to the pandemic.

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

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 are not from Oakland (either they work downtown, or they have 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 music) rather than just asking them to contribute ideas. They recommended using sports teams and local celebrities to interact with the community, facilitating paid internships in development and planning, and going to schools to do workshops onsite instead of asking students to go somewhere else. They recommended youth programs that interact with the community, involving youth at a younger age, building mentorships and alliances with mentors, and having teens work at City Hall. In addition to these youth engagement ideas, the young people who participated had many additional ideas for policy, infrastructure, and amenities, which are included throughout this 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

A Brief History of Racial Disparities in Oakland

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

The *Oakland Equity Indicators* report (2018) states that almost every indicator of well-being shows quantifiable disparities by race. The *Downtown Oakland Disparity Analysis* (2018) prepared for this plan shows Black residents often facing the deepest disparities across several examined affinities. The following brief historical overview illustrates how land use regulations limited opportunities for wealth accrual and offers context for understanding how this, among other factors, contributed to Oakland's ongoing disparities.

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

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

1 "Race, Space and Struggles for Mobility: Transportation Impacts on African Americans in Oakland and the East Bay," A. Golub, Marcantonio & Sanchez., 2013, p 704.
2 "Black in School: Afrocentric Reform, Urban Youth & the Promise of Hip-hop Culture," Shawn A. Ginwright, 2004, p. 96.
3 "Lake Merritt BART Station Area Community Engagement Report," Asian Health Services., 2009, p 2.
4 Web: http://oakland-chinatown.info/chinatown-history/
5 Alex Saragoza. Life Stories: Voices from the East Bay Latinx Community, 2003. pp 6.
6 "Race, Space and Struggles for Mobility: Transportation Impacts on African Americans in Oakland and the East Bay," A. Golub, Marcantonio & Sanchez., 2013, p. 708.

Oakland's communities have strong histories of resistance and activism. Black youth activism began to be noted nationally in 1965-1970. The job centers created during this time contributed to a strong political infrastructure of small grassroots organizations. It was within this context that Bobby Seal and Huey Newton formed the Black Panther Party for Self Defense as one of the groups that emerged nationally to advance the civil rights movement.[7] In response to displacement due to the construction of BART, the Chinatown community successfully organized the community to address pressing social and economic needs. The Oakland Chinese Community Council was formed in 1968.[8] Students also helped to organize the Chinatown community during the 1970s. Between 1965 and the early 1970s, the Spanish Speaking Unity Council and the Spanish Speaking Advisory Council were the two organizations around which Oakland's Mexican American community organized both social programs and neighborhood politics.[9]

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

The housing market crash and foreclosure crisis of 2007-2012 marked another moment in Oakland's history, forcing more population shifts. Foreclosures resulting from the subprime mortgage market collapse were concentrated in Oakland's lower-income "flatlands" neighborhoods that had been targeted by predatory lenders.[10]

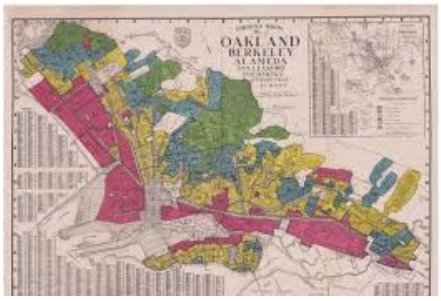
In the mid-2000s, the Black Lives Matter movement began in Oakland as a response to the acquittal of a White police officer accused of killing an unarmed Black teenager. The Black Lives Matter movement continues to bring awareness to injustice and oppressive systems.[11] Near the end of the 2010s, federal crackdowns on immigrants of color nationally led Oakland to become a sanctuary city in an effort to protect its valued undocumented immigrant residents from unreasonable deportation and prosecution. The concurrent Bay Area housing and homelessness crisis, which is harming Black, Latinx, and Indigenous in the Bay Area at higher rates than White residents due to historic and continuing lack of access to resources, has spurred additional activism across communities of color advocating for local government to prioritize a right to safe, affordable housing.[12] The COVID-19 pandemic has harmed the same populations disproportionately, necessitating a response and recovery focused on racial equity.



The free breakfast for school children program was a community service program run by the Black Panther Party (described by MetWest High School student planners, 2017)



Proposal #8: Black Panther Monument (described by MetWest High School student planners, 2017)



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

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

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

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

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

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

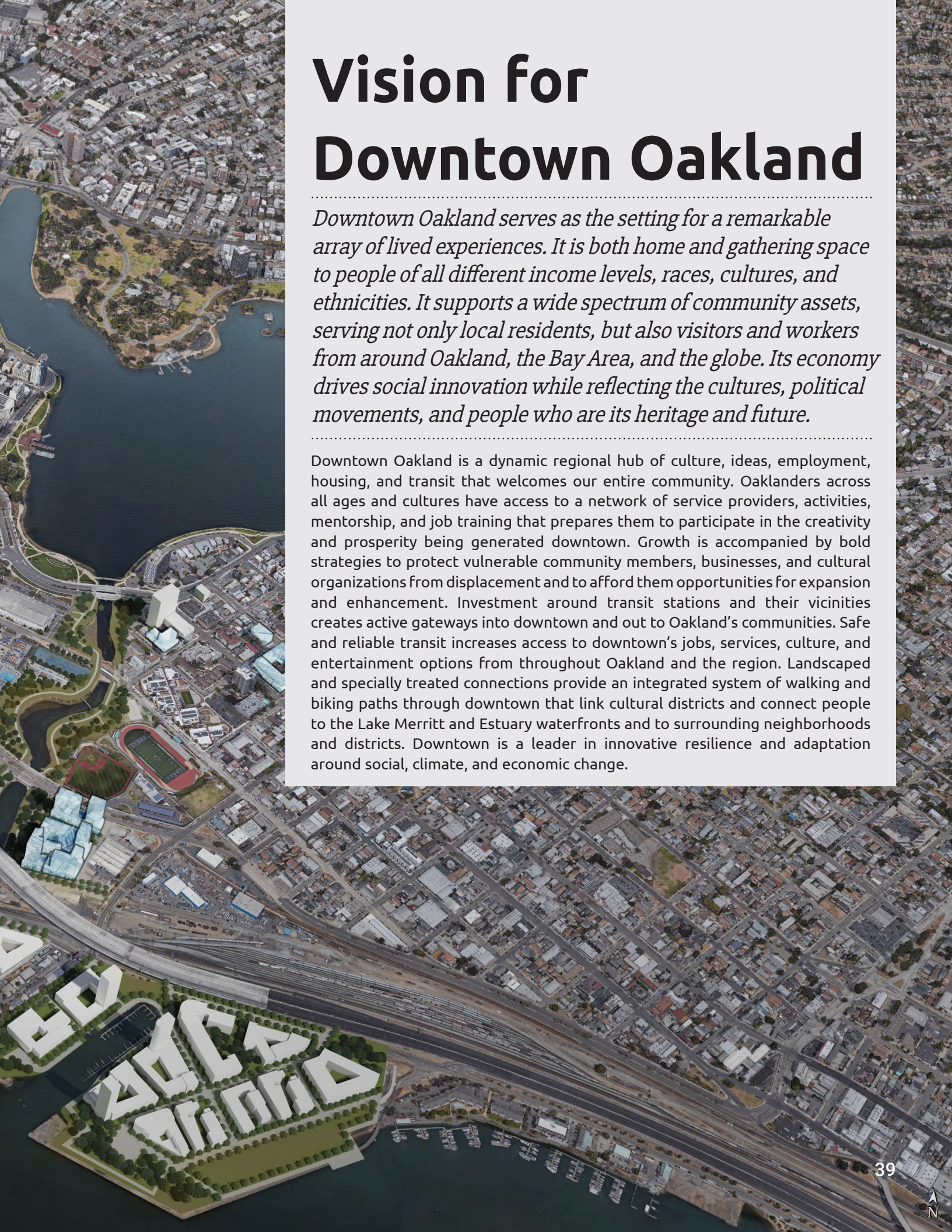
12 *I-SEEED Equity Team. Keeping "the Town" in Downtown: An Assessment and Recommendations to Support Racial Equity in the Downtown Oakland Specific Plan*. 2018, pp. 40.


Potential 2040 Development
Active 2020 Development

Vision for Downtown Oakland

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



Economic Opportunity

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

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



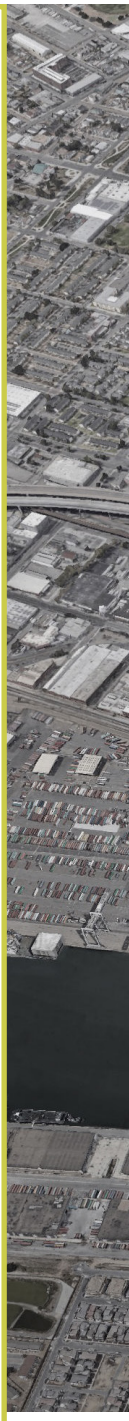
*Go to **page 74** to see the before and after transformation*

Challenges:

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

Key City Investments & Policies:

- Capitalize on geographic and transit assets by identifying employment priority sites and promoting density at downtown's regional transit hubs
- Activate ground floor retail/commercial spaces by developing a master lease or nonprofit land trust program to provide below-market rate spaces to small, local, at-risk, 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 and reduce racial disparities in hiring and ownership
- Expand existing and develop new summer job and training/employment programs to ensure that jobs benefit those who most need them



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



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

EMPLOYMENT PRIORITY AREAS

...IF BUILT, THAT GENERATES:

- $41 Million in Impact Fees to Fund Affordable Housing & Transportation Improvements; and
- Roughly 57 Thousand Jobs

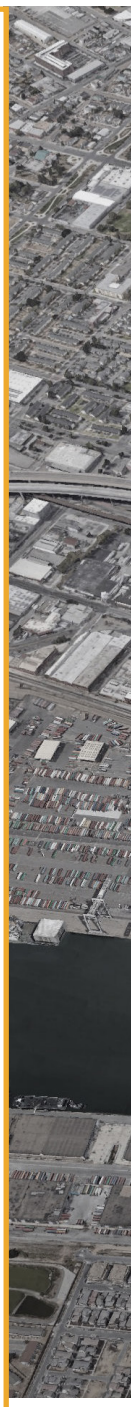
Housing & Homelessness

CENTRAL IDEA: *Maintain downtown as a collection of unique, livable, and complete neighborhoods where all Oaklanders have an opportunity to live by adding 29,100 new homes by 2040 and expanding income-restricted affordable housing units by between 4,365 and 7,275 units.*

Figure VG-3: Potential new development near Estuary Park



*Go to **page 98** to see the before and after transformation*



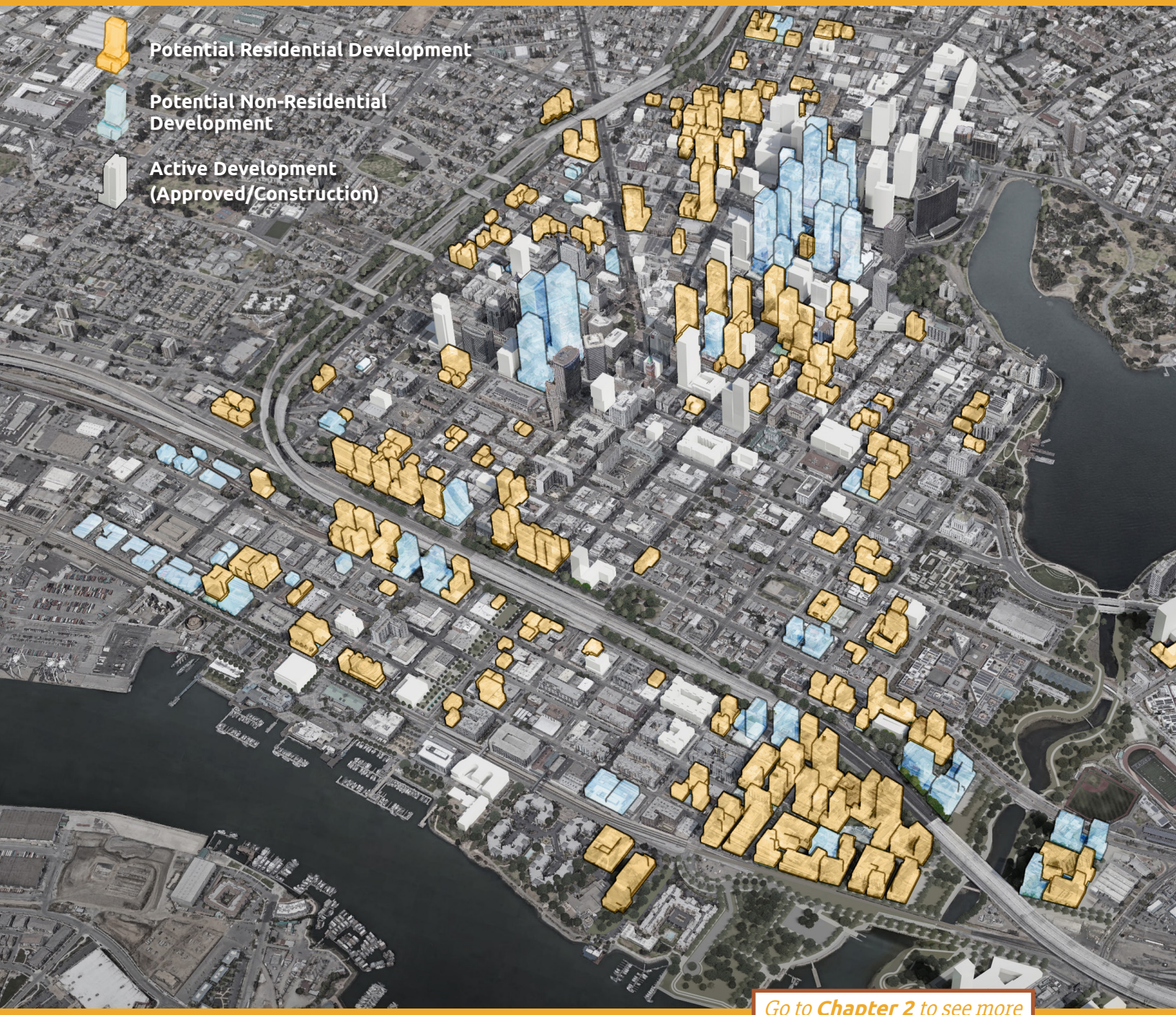
Challenges

- 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 services and housing for residents experiencing homelessness or at risk of homelessness
- Encourage growth of housing
- Prioritize a portion of affordable housing funds generated downtown for downtown projects
- Implement new and revise existing tools for funding and producing income-restricted affordable housing units
- Implement tools to prevent displacement of existing residents
- Establish a program to incentivize community-desired benefits in exchange for increased development potential
- Encourage large units designed for families and units accessible to older adults and people with disabilities

THE 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 active street life.*

Figure VG-4: 17th Street, looking east toward San Pablo Avenue



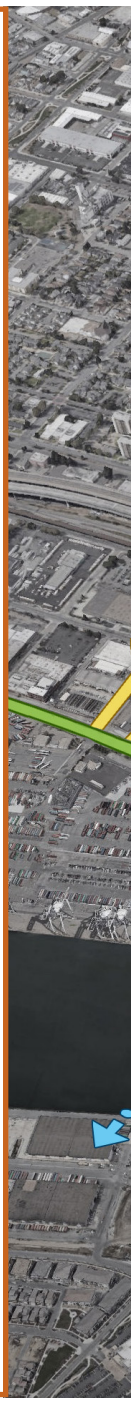
*Go to **page 135** to see the before and after transformation*

Challenges:

- Infrequent, undependable and circuitous transit access creates barriers for those already facing the most barriers to opportunity
- Frequent vehicle collisions with pedestrians and bicyclists, with people of color harmed disproportionately
- 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, prioritizing connection of residents to employment, green, recreational, and civic resources



EXTENSIVE NETWORK OF MULTIMODAL STREETS



*Go to **Chapter 3** to see more*

Culture Keeping

CENTRAL IDEA: *Protect Oakland's diverse arts and cultural communities by using land use, zoning, and other tools to create and hold space for artistic expression downtown.*

Challenges:

- Declining shares of Black and Asian residents
- Lack of affordable spaces for art and culture uses and artisan small-scale manufacturing
- Displacement of ethnic businesses and community-based organizations

Key City Investments & Policies:

- Provide affordable space for arts, culture and entertainment uses, small local retailers, artists and artisans by developing a master lease program that partners local building owners with a nonprofit with expertise in curating arts and cultural tenants
- Dedicate ground floor space for cultural, arts, and maker uses in new developments located in key areas
- Create a program to establish a citywide cultural district program
- Construct coordinated streetscape, public and green space improvements that help identify and enhance arts and cultural districts

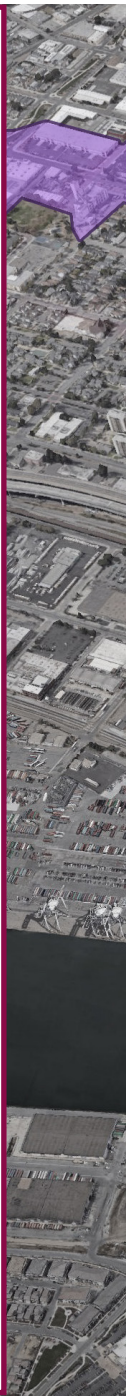


Figure VG-5: The Black Arts Movement and Business District (BAMBD) on 14th Street



*Go to **page 174** to see the before and after transformation*

CULTURAL DISTRICTS Special land use regulations to preserve art & culture



*Go to **Chapter 4** to see more*

Community Health & Sustainability

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



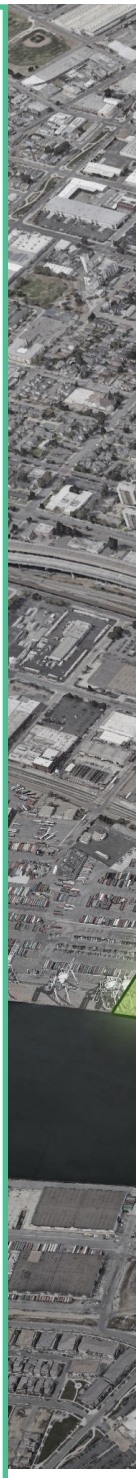
*Go to **page 202** to see the before and after transformation*

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, Equitable Climate Action Plan, 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
Go to Chapter 5 to learn more
Continuous Improvements Along Waterfront
Webster Green
Estuary Park

Land Use & Urban Design

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

Challenges:

- Limited number of prime sites for high-density employment
- 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 and park improvements to link commercial and residential activity centers with the waterfront
- Revise land use & zoning regulations to support plan goals and target new density near transit
- Designate employment priority sites to encourage jobs locating in Oakland
- Designate and support arts and cultural districts
- Create a streamlined development incentive program to provide increased building intensity in exchange for pre-defined community benefits

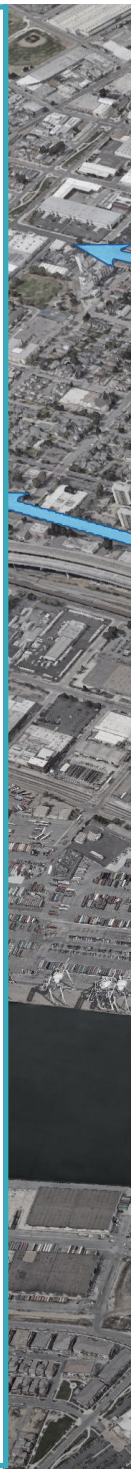


Figure VG-7: Lake Merritt Boulevard Improvements & Courthouse Plaza



*Go to **page 260** to see the before and after transformation*

Greatest intensity in the core, near BART stations



*Go to **Chapter 6** to learn more*

Opportunity sites near Victory Court

NEIGHBORHOOD VISION

I-980 Corridor

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

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

Why Consider Changing? Reimagining I-980 provides an opportunity to better connect West Oakland to downtown and restore communities that were disrupted by highway construction. Redesign of the corridor could yield a large quantity of publicly-owned land that could be used for public benefit including housing, improved streets, and open space for recreation, improved air quality, carbon sequestration, and climate and disaster resilience.

I-980 Conversion to a Multi-Way Boulevard

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

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



Figure VG-8: Potential Multi-Way Boulevard

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

5,000 Residential Units

1.5 M Sq. Ft. of Commercial Space:

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



Figure VG-9: Existing I-980 Boulevard


KONO
UPTOWN
WEST OF SAN PABLO
LAKE MERRITT OFFICE DISTRICT
CENTRAL CORE
LAKESIDE
OLD OAKLAND
CHINATOWN
JACK LONDON DISTRICT

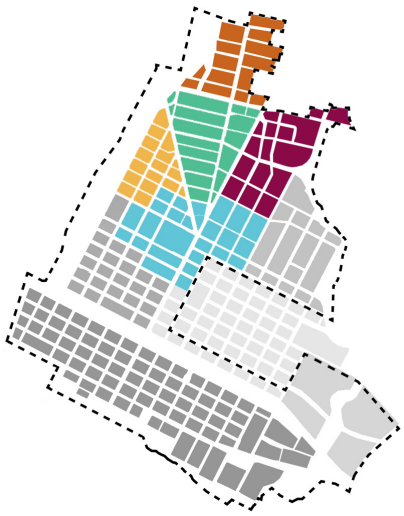
Neighborhood Vision

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

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

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





1. Central Core

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

2. Lake Merritt Office District

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

3. Uptown

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

4. Koreatown/Northgate

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

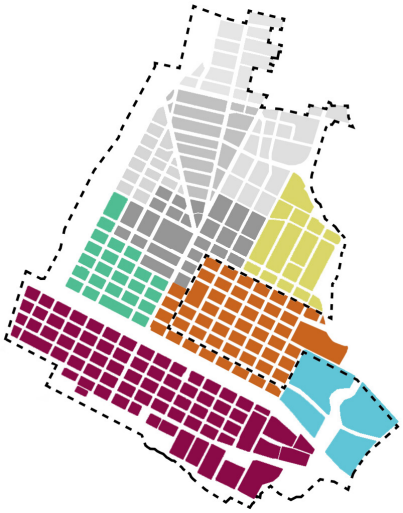
5. West of San Pablo

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

6. Lakeside

Future Vision: New infill development in Lakeside blends seamlessly with existing historic and high-quality buildings that have been thoughtfully preserved, while

improved civic spaces support and enhance local cultural institutions—including an expanded or reimagined Main Library. Street design improvements along 14th and 15th Streets connect residents to Lake Merritt and the Central Core with walkable, pedestrian-friendly settings.



7. Old Oakland

Future Vision: Old Oakland remains a charming and historic neighborhood that accommodates residents of all ages, as well as small businesses and independent retail and dining destinations. The continuous street trees, bulb-outs, urban furniture, and brick sidewalks, characteristics of the historic core around 9th Street, extend throughout the district making the entire neighborhood more pedestrian friendly. The re-location of City and County functions from the blocks along I-880 transform this part of the neighborhood into a higher-intensity mixed-use area, enabling the Old Oakland area to accommodate more of downtown's overall residential and commercial growth. In the rest of the neighborhood, growth takes the form of less intense and context-sensitive infill development.

8. Chinatown

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

9. Jack London District

Future Vision, West of Broadway: Jack London's west of Broadway area includes several historic warehouse buildings that have been preserved and reused through an Adaptive Reuse Ordinance and Transfer of Development Rights (TDR) program. Increased intensity along Clay and Washington Streets has created a stronger connection between Old Oakland and Jack London. Port-related industrial uses continue to provide good jobs west of Martin Luther King Jr. Way between the Embarcadero and I-880.

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

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

10. Laney College

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

CHAPTER *01:*

Economic Opportunity

GOAL 01

CREATE OPPORTUNITIES FOR ECONOMIC GROWTH AND FINANCIAL SECURITY FOR ALL OAKLANDERS.

Outcome E-1
INCLUSIVE ECONOMIC DEVELOPMENT

Economic activity is inclusive, builds shared community wealth, and fuels the ongoing improvement of local conditions.

Outcome E-2
SPACE TO THRIVE

Downtown provides a variety of spaces for businesses and community organizations, including spaces that are affordable and accessible.

Outcome E-3
WORKFORCE DEVELOPMENT & ACCESS TO JOBS

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

ECONOMIC ROLE OF DOWNTOWN (AS OF 2016)

$28M+
Downtown's revenue to the City's General Purpose Fund
FY 2015-2016

19M SQ. FT.
Commercial Office space

65,000
Jobs



JOBS

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

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



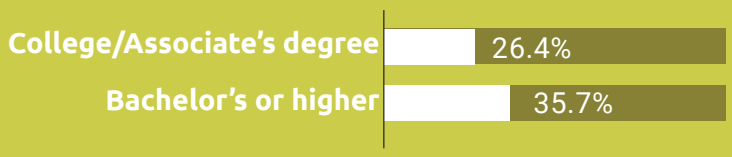
5.3%
Vacancy rate

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

Data Sources: *Downtown Oakland's Economic Role in the City and the Region*, September 8, 2017. Strategic Economics, prepared for the City of Oakland.
Bay Area Equity Atlas, 2019 (bayareaequityatlas.org).

CAREER DEVELOPMENT

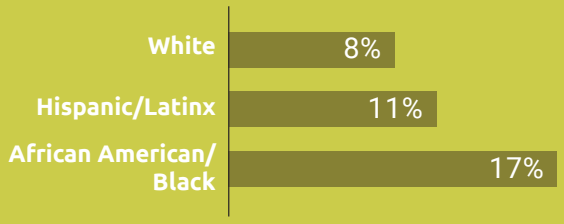
Downtown area job requirement



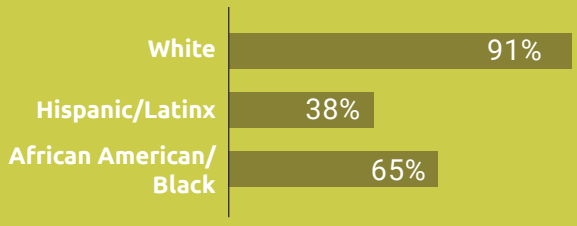
Downtown area tech cluster job requirement



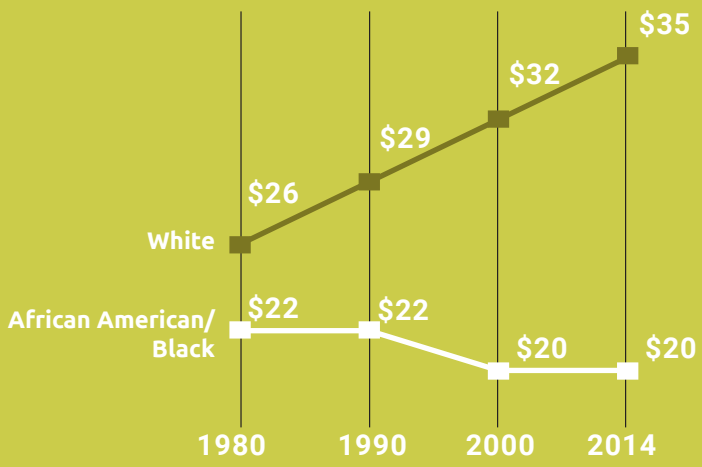
Percent of 16 to 24 year olds in Oakland not working or in school by race (2019)



Percent of workers with an associate's degree or higher by race (2019)



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



01

ECONOMIC OPPORTUNITY

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

Downtown Oakland has experienced significant growth in population and economic activity. However, this growth has been accompanied by rising concerns that the benefits of new jobs, services and revenues are not reaching all Oakland residents adequately or equally. Rising commercial and industrial rents in Downtown Oakland have also led to the displacement of small local businesses that contribute to Oakland's culture, vibrancy and economic security. The COVID-19 pandemic has exacerbated inequities and displacement in some sectors.

An equitable approach to economic development creates access to economic opportunity in which disenfranchised Oakland residents and businesses may participate and benefit.[1] This Economic Opportunity chapter outlines strategies and policies to ensure that the *Downtown Oakland Specific Plan* supports continued job and business growth, maintains downtown's artistic and cultural identity, and ensures that downtown offers a range of employment, training, and business opportunities to help Oakland's diverse population stay, grow and thrive.

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

Economic Opportunity Key Findings

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

Downtown's Role in the Region

Downtown Oakland plays many important roles in Oakland and the entire Bay Area, including serving as a regional employment center, transit hub, civic and cultural center, and visitor destination. Greater Downtown Oakland[2] is the largest employment center in Oakland and the East Bay, accounting for more then one-third of all jobs in Oakland in 2022[3]. Economic activity in Downtown Oakland also generates tax revenues that support municipal services for Oakland residents throughout the city. Hotel, retail, and office uses, as well as arts, entertainment, and nightlife all generate significant fiscal benefits for the city since visitors, shoppers, employers, workers, arts patrons, and nightlife revelers pay a variety of taxes and fees, as well as supporting local businesses.

Downtown Oakland's office space accommodates a wide range of job opportunities. The public sector accounts for 16% of the employment in Greater Downtown. "Professional, scientific, and technical services" continues to be leading private industry sector employment. New jobs have been created in arts and entertainment, health and social care as well as professional, scientific and technical services. In addition to these office-based jobs, Downtown Oakland is home to employment in food services and retail.[4] Although total employment downtown fell during the COVID-19 pandemic, with many businesses and jobs lost in the food services, retail, arts and entertainment sectors, some sectors have grown either during the pandemic or in the initial recovery period. The number of office jobs in Downtown Oakland actually grew by 3% between 2019 and 2022 despite the accelerated trend toward remote or hybrid work. Statewide the California job market recovered quickly after the COVID Pandemic peak; however, Black and Latinx workers remained unemployed at higher rates.[5] As of 2023, Oakland is seeing a slow but significant resurgence of new businesses, including restaurants and entertainment venues owned by Black and Brown Oaklanders.

Downtown Oakland has competitive advantages for employment in office-based sectors and sectors such as research and development that have similar footprints, high job density and amenity needs. Expanding downtown

2 Strategic Economics, "Downtown Oakland's Economic Role in the City and the Region," September 2017, p 8
3 CA Employment Development Department, 2022
4 SPUR, A Downtown for Everyone: Shaping the Future of Downtown Oakland, May 2015.
5 CA Budget & Policy Institute, 2022

employment to good jobs that require high education levels is critical to providing equitable access to opportunity. Advantages for businesses in office sectors include excellent transit access, an existing concentration of office-based businesses, and relatively lower office rents compared to San Francisco. To leverage these, maintaining the availability of office and similar employment space – while also balancing office development with the need for housing, arts, civic, entertainment and other uses that create a vibrant, 24-hour downtown – is critical for both Oakland and the region. While downtown has a significant amount of developable land, including many (though decreasing) vacant parcels and parking lots, there are a limited number of prime sites for major commercial tower development (i.e., parcels of sufficient size, on or near Broadway, and close to the BART stations).[6]

The wealth of offices and entertainment venues and capacity for high levels of new construction and renovation projects, which are unique to a regional city's downtown, also provide opportunity for many good jobs with low barriers to entry. These include hospitality, security, events and cleaning jobs, as well as construction jobs. In addition, policies in the Oakland 2030 Equitable Climate Action Plan (ECAP) addressing building electrification and other clean building technologies will provide work for many electricians, engineers and other building trades professionals.

Downtown also serves as a major hub for the region's rail and bus transit network. This competitive advantage makes Downtown Oakland accessible for residents from across the city and the region, has helped attract employers, and supports Downtown's role as a major commercial and cultural center. This transit connectivity makes downtown an excellent location for future employment (and residential) growth but necessitates investment in bus stops and transit stations in their immediate vicinities. At this post-pandemic time when public transit is facing financial challenges, infrastructure to make transit more safe, frequent, reliable and convenient as well as development that brings in more riders are both crucial to Oakland's long-term transit, equity, economic and sustainability strategies.

This investment can improve on the existing infrastructure to better connect underserved parts of Oakland to the overall transit network and shift transportation "mode share" to greater transit use. Locating jobs within walking distance of transit is particularly important for low- and middle-income workers, including a large percentage of people of color, who tend to be more transit-dependent than higher-wage and White workers.[7] Increasing the number of jobs in transit-accessible Downtown Oakland could also help reduce the region's traffic delays, vehicle miles traveled (VMT) and greenhouse gas emissions, particularly as vehicular traffic is returning to and surpassing pre-pandemic levels.[8] Increasing employment here can also make BART and

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

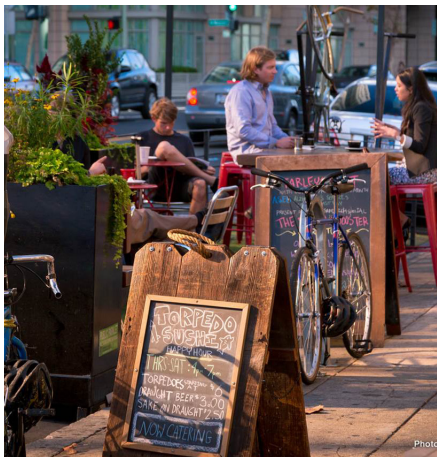
1. *Regional imbalance of jobs & housing, limiting access to jobs as commute distances increase*
2. *Maintaining opportunities to expand commercial/employment space in areas located near transit*
3. *Expanding revenues to continue funding City services throughout Oakland*
4. *Displacement of nonprofit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

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

7 PDP, 92.

8 Bay Bridge crossings were at 91% of 2019 levels as of July 2023, according to Caltrans data.







AC Transit's transbay routes more sustainable by taking advantage of unused transit capacity in what is currently the reverse commute direction.

Many of the health, social and civic service providers serving the city and county are located downtown, making it an essential civic and cultural center for the region. Because of the downtown's central location and transit access, people across Oakland and throughout the region can access its critical services, such as business assistance, workforce development, government services, health services, youth services, homeless services, and disability services. However, community-serving nonprofit organizations are facing the threat of displacement downtown, where office rents increased by 80% between 2014 and 2017 and vacancy fell below 5%.[9] The COVID-19 crisis precipitated a swifter transition of white-collar jobs to remote work than anticipated and Greater Downtown office vacancies were up to 16% as of Q1 2023, even though the number of office jobs in Downtown Oakland actually grew by 3% between 2019 and 2022. The vacancy rate is low compared with San Francisco's 32% office vacancy rate, which may mean continuing to see some migration to Oakland. Class A (premiere) vacancies are significantly lower. Office space is still expected to play a key, if somewhat adapted, role in urban employment in the future.

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

Greater Downtown is also home to arts clusters and artisan production spaces that collectively are a key differentiator that helps drive Oakland's economic success. Many artists have been displaced or are at risk of displacement from the conversion of arts and artesian production spaces to office, restaurant, or cannabis operations, which can typically afford to pay higher rents than these uses. Faced with a higher consistent rate of vacancy on the ground floor, many building owners have started to bring back arts and cultural organizations for temporary installations. These efforts doubled the number of arts and entertainment jobs between 2019-2022.[10]

In 2018, the City's Economic Development Strategy reported that more than half of Oakland's businesses are owned by people of color; 48% are owned by women; and between 2007-2012, both Latinx and Black-owned businesses in Oakland grew more than 50%.[11] Supporting businesses owned by women and people of color is not just a community objective, but also an economically-driven decision to invest in equity and further the City's competitive advantages.

9 Agenda Report, "Displacement of Oakland Nonprofit Organizations Due to Increase in Commercial Rents." CED Committee. March 20, 2017.

10 EDD 2022.

11 City of Oakland Economic Development Strategy, 2018-2020, p17

Cultural arts and community gatherings such as Art Murmur, First Fridays and Chinatown Streetfest help shape Oakland's identity, establish cohesion among the community's diverse cultural groups, generate entrepreneurship and employment in the creative industries, and reinforce Oakland's appeal as a destination for visitors. Downtown is home to many areas with concentrations of arts and cultural uses, including Jack London Square, Chinatown, the Art + Garage District, Uptown, Koreatown/Northgate, and the Black Arts Movement and Business District (BAMBD).



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



Greater Downtown is also attracting growth in tourism and an increasing number of hotel rooms and overnight visitors. Tourism benefits local businesses as well as the City's General Purpose Fund through increased sales and hotel tax revenues. These revenues support services and maintenance both downtown and citywide, as well as support investment in the cultural arts. However, community members have voiced concern that additional public funding is needed to support cultural vibrancy throughout the city.



Economic Opportunity

An analysis of how closely the education and skill levels required to work in Downtown Oakland jobs match the education levels of Oakland residents is important for identifying equitable outcomes for Oakland residents. Overall, more than 70% of downtown jobs require an associate's degree or higher level of education. This reflects the education requirements of many jobs in professional services, finance and insurance, information, management,

Primary Challenges Related to Economic Opportunity:

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

and other knowledge-based industries that are concentrated downtown. These educational requirements place most downtown jobs out of reach of many Oakland residents, especially people of color. Approximately 53% of all Oakland residents aged 25 years and over have completed an associate's degree or higher. However, while more than 70% of Oakland's U.S.-born White and Asian residents have completed at least an associate's degree, 26% of Black residents and 19% of Latinx residents have done so.

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

A similarly disparate picture exists for people experiencing unemployment. In 2021, the average unemployment rate in downtown for the White population was 5.9%, but for the Asian population was 6.7%, and for the Black population it was even higher at 10.4%.[12] These figures do not take into account underemployed residents, who are working part time and would rather be employed full time. Racial differences in employment result from differences in education, training, and experience, as well as barriers to employment for workers of color such as English-language ability, immigration status, poverty, involvement with the justice system, housing insecurity, lack of access to transportation and quality education, and racial discrimination and bias among employers and institutions. The Equity Assessment identified unemployment as a key equity indicator. In order to reduce racial disparities in unemployment and income, the plan addresses policy and systems changes that remove barriers and increase education and job training opportunities to lead to greater labor force participation and a stronger Oakland economy.

Downtown offers a range of occupations, including many living wage job opportunities in information technology, industry, professional services, government and building construction. Sectors such as government and building construction have historically hired higher percentages of Black and Latinx employees, and often offer benefits and pathways to higher wages. **Attracting employers in sectors that have accessible jobs with good wages, supporting small business development and ownership, facilitating development of housing and other building projects, and providing education and training to acquire higher-education jobs are complementary strategies to close racial unemployment and income gaps.** The Plan includes actions the City and its partners can take to link Oakland residents to downtown jobs and training opportunities.

12 U.S. Census Bureau ACS 5 Year Estimates 2017-2021, Strategic Economics 2023

Equity-Focused Pandemic Economic Recovery

Economic, Business, and Workforce Impacts

The impacts of the COVID-19 pandemic on businesses and workers were not only severe at the height of the crisis but have also had a lasting impact on many pre-existing inequities. Efforts to combat the spread of the coronavirus led to especially sharp declines in the dining, entertainment, personal service, retail, hospitality, and leisure industries, all of which include relatively high concentrations of low-income workers and workers of color.

A data analysis by the Public Policy Institute of California found that 24% of jobs were lost in these industry sectors in California between February and October of 2020, versus just 5 to 6% in industry sectors with larger proportions of high-income workers.[13] In the fall of 2020, statewide unemployment rates were 15% for African Americans, 12% for Latinos, and 9% for whites.[14] Within Oakland, claims for Unemployment Insurance and Pandemic Unemployment Assistance in the spring of 2020 were highest in several East Oakland and West Oakland ZIP codes with high concentrations of Black, Latino, and Asian residents.[15] National data shows that the rise in unemployment in 2020 disproportionately impacted women, particularly women of color. In December 2020, while male employment increased slightly, 156,000 women lost their jobs across the U.S.; with the net these job losses falling on women of color. [16]

> "LOOKING AHEAD, DOWNTOWN OAKLAND WILL REMAIN A DESIRABLE REGIONAL OFFICE AND EMPLOYMENT DESTINATION"

The pandemic also intensified inequities in access to capital for businesses led by Black, Latino, immigrant, and women-owned business owners, leading to a relatively large share of closures.[17] An analysis by the Federal Reserve Bank of Cleveland suggested that minority-owned businesses were less likely to successfully access Paycheck Protection Program forgivable loans due to fewer pre-existing relationships with traditional banks.[18] The City of Oakland's 2020 Business Recovery Survey found similar findings for businesses in the city, despite targeted local outreach to those businesses.[19]

While Oakland business owners have seen a strong resurgence in the hospitality and entertainment economy, security needs have increased for both the buildings that businesses rent and for their customers. Oakland's business owners are on the frontline of the national crime surge in Motor Vehicle Theft as their patrons are affected by break-ins. There is a particular increase in Commercial Burglary in Oakland, which has increased 52% over 5-years. Downtown businesses in particular are affected by multiple break-ins, vandalism and burglary.[20] Additionally, the pandemic accelerated trends in the restructuring of retail and the shift toward online shopping. Prior to the pandemic, physical retail stores were already struggling to compete against online shopping, resulting in a shift toward "experiential" storefront businesses offering dining, drinking, and entertainment that could not be

13 Bohn, Sarah, Dean Bonner, Julien Lafortune, Less Thorman, "Income Inequality and Economic Opportunity in California," Public Policy Institute of California, December 2020, p 10.

14 ibid, p 13.

15 ZIP codes 94601, 94606, 94605, and 94607. City of Oakland, "Economic Recovery Advisory Council: Interim Progress Report and Recommendations," Fall 2020, p 4.

16 Coyle, Diana, "Working Women of Color Were Making Progress. Then the Coronavirus Hit.", The New York Times, January 14, 2021.

17 Fairlie, Robert W., "The Impact of COVID-19 on Small Business Owners: Evidence of Early-Stage Losses from the April 2020 Current Population Survey," Working Paper 27309, National Bureau of Economic Research, June 2020, p 1.

18 Misera, Lucas, "An Uphill Battle: COVID-19's Outsized Toll on Minority-Owned Firms," Federal Reserve Bank of Cleveland, October 8, 2020, p 4.

19 City of Oakland, "Economic Recovery Advisory Council: Interim Progress Report and Recommendations," Fall 2020, p 8.

20 Oakland Police Department, Annual Crime Report, 2023

replicated virtually. E-commerce deliveries dramatically increased during the pandemic;[21] as these new shopping habits have become the norm for many, it is increasingly important for Downtown Oakland's small, local retail businesses to offer unique customer experiences and expand their internet presence in order to survive. At the same time, demand for "last-mile" delivery warehouse and logistics space will continue to grow in Oakland to serve e-commerce.

Looking ahead, Downtown Oakland will remain a desirable regional office and employment destination, even as we enter a post-pandemic era with many office workers choosing to work from home permanently or in a hybrid capacity. Downtown's unique fundamental assets remain in place, including excellent regional transit and transportation access, low-cost office space relative to San Francisco, and a growing residential population to further support businesses. The trend toward remote work may impact the pace and nature of demand for office space, but workers will eventually return. The mix of uses in storefronts may shift, but creative entrepreneurs will continue to seek space. The critical challenge for the City will be implementing the right policies and programs to ensure an equitable long-term recovery that helps its struggling businesses adapt and provides shared prosperity and opportunity for all Oaklanders.

Equitable Economic Recovery

Throughout the pandemic, the City of Oakland implemented a variety of emergency relief programs and policy changes to support businesses and residents. These efforts were guided by the city's Economic Recovery Advisory Council (OERAC), which also charted a strategic plan for ensuring an equitable economic recovery. The OERAC's work was complemented by that of the countywide COVID-19 Racial Disparities Task Force.

Seven principles for economic recovery informed the establishment of the OERAC, all of which align with the Downtown Oakland Specific Plan's priorities and economic opportunity strategies. These principles include: 1) equity as the best model for recovery, 2) supporting small- and medium-sized businesses, 3) supporting local arts and culture, 4) prioritizing residents most impacted by racial disparities, 5) supporting global trade and business, 6) complementing federal and state efforts, and 7) connecting Oaklanders to jobs. The OERAC 's final recommendations for recovery published in fall 2021 fit into five focus areas (see box below).

These recommendations directly connect to the Plan's outcomes. They focus on inclusive shared wealth, improvement of local conditions, support for small businesses, affordable and accessible space for businesses and community organizations, and access to services, jobs, education, and training which support opportunity, employment, and financial security for all Oaklanders.

This Economic Opportunity chapter's strategies and implementation actions support an equitable long-term economic recovery from the pandemic, and a path for growing an increasingly racially equitable and successful downtown. Ultimately, the prioritization and implementation of the Plan strategies will also need to align with the final policy recommendations from both the OERAC and the COVID-19 Racial Disparities Task Force.

Oakland Economic Recovery Advisory Council (OERAC) Long-Term Goals:

1. **Financial Readiness & Stability**: Grow Oakland's Revolving Loan Fund to $5M to offer bridge loans, emergency microloans, forgivable loans, and low-interest loans for growing enterprises.
2. **Equity in Contracting & Grant Making:** Develop targets to close disparities in grants and contracting throughout City and evaluate departmental processes to remove barriers for small BIPOC and women-owned businesses.
3. **Social Cohesion - Youth Engagement & The Creative Economy**: Incorporate social cohesion as an economic development strategic goal with clearly defined outcomes and metrics.
4. **Growing Demand & Investment**: Streamline the BID creation/renewal process, support new BIDs, attract new firms to industrial areas, assess the feasibility of a cannabis BID, and increase the number of good jobs for locals by 250 by 2025.
5. **Workforce Development**: Increase the number of Earn and Learn opportunities and job placements for youth, market the Metrix online learning platform and address access barriers, consider increasing youth wages, and identify funding for a mobile AJCC for undeserved communities.

21 McKinsey & Company, "Perspectives on Retail and Consumer Goods," Number 8, August 2020, p 20.

Economic Opportunity Strategies

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

Inclusive Economic Development Strategies

Outcome E-1: Economic activity is inclusive, builds shared community wealth and fuels the ongoing improvement of local conditions.

ENSURE NEW COMMERCIAL DEVELOPMENT ACTIVITY GENERATES ADDITIONAL PUBLIC REVENUES AND COMMUNITY-SERVING USES.

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

Related Policies & Equity Indicators:
- **E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space**
- **H-1.4: Inclusionary Housing and Impact Fees**
- **H-1.6: Enhanced Infrastructure Financing District**
- **C-1.5: Incentives for Affordable Arts, Culture, & Commercial Space**
- **LU-1.3: Development Incentive Program**
- **EQT-1: Housing Cost**
- **EQT-3: Displacement**

IMPLEMENTING POLICIES:

» **Policy E-1.1 - Development Contributions:** Implement measures to ensure that new development provides funding and contributions such as impact fees, community-serving tenants, and other direct and indirect contributions, and enhances Oakland's ongoing fiscal sustainability to better fund City services and community investment. Prioritize new funds generated by development to serve underserved communities, per future direction by the City.

Related Policies & Equity Indicators:
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-2: Homelessness**
- **EQT-3: Displacement**

» **Policy E-1.2 - Encourage Development of Downtown Hotels:** Explore updates to zoning regulations that encourage the development of hotels and hospitality space in the downtown area, to enhance tourism and reduce pressure to convert existing residential hotels to boutique hotels.

PROVIDE ASSISTANCE TO LOCALLY-OWNED BUSINESSES AND BUSINESSES OWNED BY PEOPLE HARMED BY RACIAL AND GENDER DISPARITIES.

This strategic approach supports citywide efforts to provide assistance to small, locally-owned businesses owned by women and people of color by deploying

and focusing available assistance to those businesses, supporting thriving commercial destinations, providing affordable space for entrepreneurs and small, local retailers and artists, bolstering cultural districts and/or legacy business programs, and supporting incubators and accelerators for social enterprise. These local businesses contribute to the economic and cultural vitality of Downtown Oakland and generate tax revenues. Retail, dining, and entertainment businesses together can in turn support downtown as a regional, multicultural entertainment, dining, and shopping destination.

As part of this strategy, the Plan also includes a policy to encourage the formation of worker-owned cooperatives. These enterprises are owned and managed by their workers and can serve as a tool for overcoming socioeconomic and racial inequities by ensuring workers directly benefit from the success of their cooperative during an improving post-pandemic economy. Potential may exist for the City to partner with foundations and other grant providers to preserve and assist interested businesses impacted by the pandemic as part of a program to ultimately relaunch these businesses as worker-owned cooperatives.

IMPLEMENTING POLICIES:

» **Policy E-1.3 - Applying OERAC Recommendations:** Ensure that the ongoing process of implementing the Plan's policies and actions aligns with the Oakland Economic Recovery Advisory Council's (OERAC) final recommendations for supporting an equitable economic recovery.

Related Policies & Equity Indicators:
- EQT-3: Displacement
- EQT-5: Unemployment
- EQT-6: Median Income
- **Pandemic Recovery**

» **Policy E-1.4 - Land Trust/Master Lease Program:** Provide affordable space for entrepreneurs, small, local retailers, artists, artisans, worker-owned cooperatives, and businesses that employ older adults and people with disabilities by exploring the implementation of a nonprofit land trust model focused on these uses, in which the City of Oakland or a City-supported nonprofit intermediary leases or owns space and then sub-leases that space to tenants meeting criteria such as length of residency in Oakland, location of residence, economic status, and disability status/age. Use new programs to potentially offer long-term leases to allow tenants to make capital investments to build out the spaces to meet their needs, and consider targeting use in the Black Arts Movement & Business District (BAMBD).

Related Policies & Equity Indicators:
- **C-1.8: Community Ownership & Stewardship**
- **C-3.3: Master Lease/Nonprofit Ownership for Affordable Arts Space**
- EQT-3: Displacement

» **Policy E-1.5 - Establishing Arts & Cultural Districts:** Establish a program to create additional arts and culture districts in downtown, like the existing BAMBD, with special land use regulations and other support for businesses serving the goals of the districts; potential districts could include a Chinatown Cultural Heritage District or KONO Art + Garage District. Districts should only be established when there is local support.

Related Policies & Equity Indicators:
- **E-2.6: Nightlife Strategy**
- **C-1.1 / LU-2.1: Citywide Cultural Districts Program**
- EQT-3: Displacement

» **Policy E-1.6 - Facade & Tenant Improvement Program:** Identify additional funding for the City's façade and tenant improvement program and expand the program to focus on assisting businesses and nonprofit organizations that meet criteria for income, length of the time in the downtown, and location in established cultural districts.

Related Policies & Equity Indicators:
- **C-1.1 / LU-2.1: Citywide Cultural Districts Program**
- EQT-3: Displacement

Related Policies & Equity Indicators:

- **E-1.3: Applying OERAC Recommendations**
- **E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space**
- **EQT-1: Housing Cost**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy E-1.7 - Supporting Businesses Owned by Women and People of Color:** Support small businesses and businesses owned by people of color and women through ongoing implementation of targeted business support identified in the City's *Economic Development Strategy* (2018-2020).

Related Policies & Equity Indicators:

- **EQT-1: Housing Cost**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**
- **Pandemic Recovery**

» **Policy E-1.8 - Supporting Worker-Owned Cooperatives:** Consider adding points for City contracting and procurement for worker-owned cooperatives and develop educational programming and technical support to help form or convert existing businesses to worker-owned cooperatives.



Pandemic Recovery Strategy

UNDERTAKE PANDEMIC ECONOMIC RECOVERY PROGRAMS, POLICIES, AND ACTIONS, BASED PRIMARILY ON THE LONG-TERM RECOMMENDATIONS OF THE CITY OF OAKLAND ECONOMIC RECOVERY ADVISORY COUNCIL.

While many of the Economic Opportunity chapter's strategies and implementation actions already reflect the principles of the OERAC, a high priority should be placed on implementing the OERAC's final recommendations as they relate to downtown. Policies of this chapter that are applicable to the five focus areas of the OERAC recommendations, and with potential to directly support an equitable recovery, include:

- 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

Space to Thrive Strategies

Outcome E-2: Downtown provides a variety of spaces for businesses and community organizations, including spaces that are affordable and accessible.

EXPAND AND MAINTAIN THE INVENTORY OF OFFICE AND OTHER COMMERCIAL SPACE IN DOWNTOWN, PARTICULARLY IN TRANSIT-ORIENTED LOCATIONS NEAR BART STATIONS WITH EXCELLENT REGIONAL TRANSIT ACCESS.

Key Strategy:
Prioritize sites in larger parcels located near BART and existing office concentrations (City Center and the Lake Merritt Office District) to be used for office development. See Figure LU-8 in the Land Use Chapter for a map of these sites. Potential development on these sites could accommodate: 12.6 Million Sq. Ft. of office, which is equivalent to 80% of the total office space anticipated under the Plan.

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

IMPLEMENTING POLICIES:

» **Policy E-2.1 - Priority Employment Sites:** Prioritize future office development at sites identified in this Plan as well-located for office use (while still encouraging office development to occur elsewhere in downtown). Primary sites are located near BART and existing office concentrations at City Center and the Lake Merritt office district.

Related Policies & Equity Indicators:
- **H-1.2: High-Intensity, Mixed-Use Neighborhoods**
- **M-3.11: I-980 Replacement Feasibility Study**
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-1.1: Designating Employment Priority Sites**

» **Policy E-2.2 - Transit Oriented Development:** Promote density and a mix of transit-supportive uses at regional transportation hubs, such as BART stations, Amtrak stations, ferry terminals, and major AC Transit multi-route stops.

Related Policies & Equity Indicators:
- **H-1.2: High-Intensity, Mixed-Use Neighborhoods**
- **M-2.6: Regional Transit Expansion Opportunities**
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-1.10: Infill & Large-Scale Redevelopment**

Lake Merritt Office District (Franklin and 20th Streets)

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





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

Existing Conditions (inset)
Potential Future Conditions (above)

INCENTIVIZE RETENTION AND GROWTH OF COMMERCIAL SPACES SUITABLE AND AFFORDABLE FOR COMMUNITY-SERVING ORGANIZATIONS, MAKERS, ARTISANS, ARTISTS, AND THE ARTS.

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

Maker (artesian production) and arts and culture activities are currently concentrated in subareas of downtown such as KONO, the Art + Garage District, Uptown, BAMBD, and the Jack London area. Development incentives will also be made available to encourage provision and leasing of space serving the needs of arts and culture and maker uses on-site in new developments or renovations. When possible, zoning will permit flexible ground floor uses that allow customer-oriented artisan production and/or office use in addition to retail-related uses, so long as they interact well with the street.

The master leasing and land trust models described in Policy E-1.4 are an additional means of providing low-cost spaces targeted to specific groups that are historically disadvantaged in accessing affordable space for arts and entrepreneurial activities.

Related Policies & Equity Indicators:
- **C-1.5: Incentives for Affordable Arts, Culture, & Commercial Space**
- **LU-1.3: Development Incentive Program**
- **EQT-3: Displacement**

IMPLEMENTING POLICIES:

» **Policy E-2.3 - Requirements/Incentives for Affordable Arts, Culture, & Commercial Space:** Develop and continually update requirements and/or incentives for new development to provide affordable space for arts, community service/nonprofit organizations, and small, local, culturally-specific businesses.

Related Policies & Equity Indicators:
- **E-2.5: Maintaining Arts & Production Space**
- **C-1.10 / LU-2.2: Zoning for Arts and Culture Uses**
- **LU-1.9: Downtown Planning Code Revisions**

» **Policy E-2.4 - Ground Floor Artisan Production Spaces:** Review and revise zoning and other City requirements to allow artisan production uses in ground-floor commercial spaces so that tenants can make and sell products in the same space.

Related Policies & Equity Indicators:
- **E-2.4: Ground Floor Artisan Production Spaces**
- **C-1.10 / LU-2.2: Zoning for Arts and Culture Uses**
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-3: Displacement**
- **EQT-6: Median Income**

» **Policy E-2.5 - Maintaining Arts & Production Space:** Ensure City policies and actions maintain sufficient industrially-oriented commercial space downtown to accommodate the needs of Oakland's creative community—especially maintaining downtown's unique existing strengths in providing space for small-scale production uses such as artisan production, food production, arts, and distribution.

REINFORCE DOWNTOWN AS A GROWING RETAIL, DINING, AND ENTERTAINMENT DESTINATION FOR ALL.

Downtown is a gathering place for Oakland and the region. Uptown Oakland has emerged as a major dining, nightlife, and entertainment destination, alongside multiple other destinations in downtown; people come to Chinatown from around the region for its cultural offerings; and both the 14th Street corridor and Old Town/lower downtown/Jack London Square areas are also known regionally for their entertainment options. Small, locally-owned retail businesses and businesses owned by people of color are located throughout the downtown area. Downtown can attract businesses, entrepreneurial activity, and patrons through land use requirements that support areas with existing and emerging concentrations of retail, dining, and entertainment uses (including areas otherwise focused on daytime commercial uses in order to minimize conflicts with residential uses); the creation of nightlife and/or cultural districts that focus on growing businesses that serve diverse communities; continuing to encourage temporary pop-up retail uses in underused spaces; and encouraging the creation of smaller, less expensive and ready to lease retail spaces, and the use of ground floors for cultural activities.

IMPLEMENTING POLICIES:

» **Policy E-2.6 - Nightlife Strategy:** Pursue creation of a nightlife district and strategy in downtown locations with concentrations of bars, restaurants, nightclub, and entertainment venues, such as Uptown and the Black Arts Movement and Business District (BAMBD); design the strategy to accommodate these uses and destinations at a variety of price points, and support attraction of diverse populations. Ensure the strategy provides support for Black-owned and Black-oriented businesses.

Related Policies & Equity Indicators:
- **E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space**
- **C-2.4: Streamline Event Permitting**
- **C-1.10 / LU-2.2: Zoning for Arts and Culture Uses**
- **CH-1.19: Reimagining Public Safety Task Force**
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-3: Displacement**

» **Policy E-2.7 - Pop-Up & Temporary Uses:** Activate vacant storefronts and empty lots with retail and arts uses by supporting short-term "pop-up" uses that temporarily occupy these spaces without conditional use permits.

Related Policies & Equity Indicators:
- **E-2.8: Ground Floor Vacancy Requirements**
- **C-3.6: Temporary Uses**
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy E-2.8 - Ground Floor Vacancy Requirements:** Require new development projects to include a plan for how ground floor storefront spaces will be used if vacant for an extended period of time.

Related Policies & Equity Indicators:
- **E-2.7: Pop-Up & Temporary Uses**
- **C-1.5: Incentives for Affordable Arts, Culture & Commercial Space**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy E-2.9 - Low-Cost Retail Storefronts:** Allow and encourage the creation of flexible smaller retail storefronts and build out of basic tenant improvements as a means of providing lower-cost spaces for entrepreneurs.

Related Policies & Equity Indicators:
- **C-1.5: Incentives for Affordable Arts, Culture & Commercial Space**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy E-2.10 - Accessibility through Universal Design:** Partner with local businesses and the Building Bureau to enhance the physical accessibility of public-serving retail, workplaces, and other spaces through application of "universal design" principles.

Related Policies & Equity Indicators:
- **EQT-7: Other (Accessibility)**

PRESERVE INDUSTRIAL USES IN SPECIFIC AREAS TO SUPPORT BLUE COLLAR JOBS.

Industrial operations near the Port of Oakland have historically been an important source of blue-collar jobs with living wages. The Land Use Chapter describes a strategy for preserving industrial uses in the area west of Martin Luther King Jr. Way between the Embarcadero and I-880 . For industrial uses to thrive in this area, access (particularly for trucks) must be maintained. The West Oakland Specific Plan identifies the 3rd Street corridor as an "Opportunity Area" integrally connected to industrial transportation patterns directly accessible to the Port. In this area, industrial uses are welcomed, but must be designed to contribute to a high-quality environment. These strategies can be extended east along 3rd Street to Martin Luther King Jr. Way to accommodate necessary truck activity in the area while maintaining appropriate buffers to other nearby uses and ensuring that the design details of buildings and street improvements (sidewalks, street trees, etc.) support pedestrian activity.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:

- **LU-1.9: Downtown Planning Code Revisions**
- **LU-1.2: Preservation of Industrial Land Uses**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy E-2.11 - Maintaining Industrial/Port-Related Uses:** As described in the land use chapter, maintain industrial uses in an area west of Martin Luther King Jr. Way, between the Embarcadero and I-880, near port and freight infrastructure. Extend applicable policies of West Oakland's 3rd Street Opportunity Area to the east, accommodating necessary truck activity while ensuring appropriate buffers to other uses and designing new buildings and street infrastructure to contribute to a high-quality environment.

» **Policy E-2.12 - Howard Terminal Impacts:** If a new development occurs at Howard Terminal, explore street improvements, new landscaping/ buffering, or other design interventions to minimize impacts on existing businesses and Port of Oakland operations, particularly in the neighboring blocks and West Oakland Specific Plan's industrial preserve area.

Workforce Development / Access To Jobs

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

ENCOURAGE YOUTH ACTIVITIES AND OPPORTUNITIES DOWNTOWN.

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

IMPLEMENTING POLICIES:

» **Policy E-3.1* - Youth Empowerment Zone Program:** Pursue establishment of a youth empowerment zone program in Downtown Oakland, integrated with local nonprofit organizations and focused on career training opportunities, particularly in science, technology, engineering, arts and math (STEAM), entrepreneurship, startups, and innovation, and focusing on youth of color underrepresented in these career paths. Consider partnering with the cultural districts to target the youth from those cultures. Include expanded educational equipment and resources for youth with an expansion of the Main Library.

Related Policies & Equity Indicators:

- **C-1.9: Library Facility Improvements**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment**

** Policy supported by young people during engagement process*

PARTNER WITH LARGE DOWNTOWN BUSINESSES AND INDUSTRIES, AS WELL AS LOCAL INSTITUTIONS AND COMMUNITY-BASED ORGANIZATIONS, TO ENHANCE EMPLOYMENT OPPORTUNITIES AND TRAINING FOR OAKLAND RESIDENTS.

The existence of large businesses and concentrated industries within Downtown Oakland—including professional service and health care—allows for a more precise targeting of efforts to encourage these employers to provide job opportunities for all Oakland residents. Such workforce development efforts

can provide opportunities for Oakland's youth and unhoused population, among other residents. As growth and development continue to flourish downtown, the City can partner with the construction industry to enhance job training and apprenticeship opportunities for Oakland residents, increasing equitable representation of women and people of color in construction trades. Implementation of this strategy can also tie workforce development goals with the Plan's environmental goals by encouraging development of jobs and businesses in the "green economy"—a critical component of the City's *Oakland 2030 Equitable Climate Action Plan* from July 2020. The growing technology industry also creates opportunities to match Oakland residents with well-paid jobs through partnerships with schools, employers, nonprofits, and community groups, although this potential exists in other industries as well. Capitalizing on these opportunities will require continuation and expansion of ongoing partnerships with major institutions and employers, in particular to increase diversity in hiring practices and procurement policies, and investment in expanded hiring and training programs. Dedicated workforce development and other resources can support the library's role as an equal opportunity space for job search, career exploration, educational opportunities, and resources and co-working for emerging businesses and entrepreneurs.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- **E-3.3: Expanded Job Training, Apprenticeships, & Placement Services**
- **E-3.4: Procurement and Contracting Policies**
- **EQT-5: Unemployment**

» **Policy E-3.2 - Local Hire Incentives:** Develop incentives for contractors/builders to hire local workers and businesses, with a focus on increasing equitable representation of underrepresented groups, including justice-involved individuals.

Related Policies & Equity Indicators:
- **E-3.2: Hire Local**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

** Policy supported by young people during engagement process*

» **Policy E-3.3* - Expanded Job Training, Apprenticeships, & Placement Services:** Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers and Laney College to develop a job pipeline in the technology sector, "green economy" industries and businesses (in coordination with this work in West Oakland), and other major industry sectors in downtown. Ensure all programs support the hiring of women and Black residents. Efforts should include expansion of training, mentoring, summer job, internship, apprenticeship and placement models, and diversity/bias training for major employers in order to develop a more inclusive downtown workforce that better reflects Oakland's demographic composition.

Related Policies & Equity Indicators:
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy E-3.4 - Procurement and Contracting Policies:** Continue City efforts to work internally and with major downtown institutions and large employers to develop procurement and contracting policies that support small local businesses and businesses owned by people from groups most impacted by racial disparities.

Related Policies & Equity Indicators:
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy E-3.5 - Partnerships to Support Small, Local Suppliers:** Partner with local nonprofit organizations to enhance outreach, training, and capacity-building activities for small, local suppliers/vendors, and to match these businesses with large employers in Downtown Oakland.

PROVIDE RESOURCES TO SUPPORT DOWNTOWN BUSINESS ACTIVITY.

The Economic and Workforce Development staff's efforts can be expanded by pursuing the creation of an interdepartmental outreach team, targeted to proactively contacting downtown businesses, understanding concerns and needs of these businesses, and building awareness of and connections to Oakland's economic and workforce development assets. Downtown Oakland already includes business support services provided through the Business Assistance Center, which lost its physical location during COVID. Libraries and other public-serving City facilities are also important partners in serving entrepreneurs. The Main Library offers many programs such as resume workshops and job fairs for teens and adults. If the Main Library is expanded, it could potentially offer co-working space and maker space for small and emerging businesses. In addition, the City's Economic Development and Parks/ Recreation departments are investigating bringing business support services to select recreation centers based on identified areas of need.

The business improvement districts and community benefit districts in Downtown Oakland, whose members include businesses and/or property owners, serve as partners for communicating with their stakeholders and provide additional maintenance, security, management, and improvement services beyond those provided by the City. The Plan includes a policy to support formation, expansion, and management of these organizations so they can continue to serve as one of many partners for implementation of the Plan.

Access to affordable and robust fiber-optic infrastructure is an essential tool for modern business and commerce. In June 2019, the City's IT Department released its Fiber-Optic Network Master Plan Update. While the Plan is focused primarily on connectivity for City facilities, it also includes the City of Oakland Broadband Development Policy, which guides City officials and private companies installing broadband communications equipment and infrastructure in the City, including fiber-optic infrastructure and high-speed wireless networks. The policy contains guidelines for ownership and sharing of fiber communications infrastructure, access, and partnership with other public agencies/private sector. The City owns a substantial inventory of telecommunications assets, including fiber optic lines with potential additional bandwidth. Following the guidelines established in the Broadband Development Policy, the City can become a partner and an active participant in broadband infrastructure development initiatives that increase access for downtown businesses and residents.

IMPLEMENTING POLICIES:

» **Policy E-3.6 - Business Outreach:** Expand the business outreach efforts of Oakland's Economic and Workforce Development staff by pursuing the creation of an interdepartmental outreach team targeted to proactively contacting downtown businesses, understanding concerns and needs

Related Policies & Equity Indicators:
- EQT-3: Displacement
- EQT-5: Unemployment Rate
- EQT-6: Median Income

of these businesses, and building awareness of and connections to Oakland's economic and workforce development assets. This can be in partnership with area Business Improvement Districts (BIDs).

Related Policies & Equity Indicators:
- EQT-3: Displacement

» **Policy E-3.7 - Business Improvement Districts:** Support the formation and expansion of business improvement districts and community benefit districts in Downtown Oakland. These districts should fully represent the diversity of business activity and property ownership in their boundaries, in both membership and governance.

Related Policies & Equity Indicators:
- E-2.6: Nightlife Strategy
- C-1.3: Culturally Relevant Branding & Streetscape Design

» **Policy E-3.8 - Downtown Marketing and Branding:** Improve and expand Downtown marketing and branding efforts, targeting not only people and organizations interested in downtown's cultural and entertainment offerings, but also employers, entrepreneurs, and institutions looking for accessible commercial space near high-quality public amenities and transit.

Related Policies & Equity Indicators:
- CH-1.10: Investing in Indoor Public Facilities
- EQT-5: Unemployment
- EQT-6: Median Income

» **Policy E-3.9 - Business Support Services in Public Facilities:** Utilize libraries and other public facilities to increase access to business support services.

Related Policies & Equity Indicators:
- EQT-5: Unemployment
- EQT-6: Median Income

» **Policy E-3.10 - Increased Business Assistance Center Capacity:** Partner with non-profit support organizations to replace services previously offered at Oakland's downtown Business Assistance Center.

Related Policies & Equity Indicators:
- EQT-7: Other (Accessibility)

» **Policy E-3.11 - Infrastructure for Broadband Development:** Increase access to fiber-optic infrastructure for downtown businesses and residents, following the City of Oakland Broadband Development Policy guidelines for ownership and sharing of fiber communications infrastructure, access, and partnership with other public agencies/private sector.

Transit-Oriented Development Strategy for Downtown Oakland

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

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

Citywide Economic Development Strategy

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

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

Measures of Success

Tax Revenues

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

Job Growth

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

Diverse Business Ownership

- Baseline: Citywide, 59% of Oakland firms were owned by non-white racial/ethnic groups in 2002-2012, but these generated less than 10% of total revenues. Similarly, 44% of firms were owned by women, and these generated 12% of total revenues.[3]
- Measure of Success: The increase in revenues generated by businesses in Downtown Oakland that are owned by women and people of color (disaggregated).

Local-Serving Community Based Organizations

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

1 Strategic Economics, Fiscal Memo, 2017
2 Strategic Economics, Fiscal Memo, 2017
3 Census Survey of Business Owners, 2012, as reported in the City of Oakland Business Ownership Overview, 2002-2012.
4 Survey of Bay Area Nonprofit Space and Facilities, Northern California Grantmakers. Number of Oakland-based survey respondents answered "exclusively" or "primarily" to the question: Does your organization serve communities of color exclusively, primarily, or neither?

Worker-Owned Cooperatives

- Baseline: In 2019, there were five worker-owned cooperatives in Downtown Oakland.[5]
- Measure of Success: The total number of worker-owned cooperatives increases annually.

Employment Diversity

- Baseline: In 2021, the average unemployment rate for White residents in downtown was 5.9%, while the same statistic for Black residents was 10.4%.[6]
- Measure of Success: The racial and ethnic diversity of workers downtown matches citywide diversity, and the racial disparity in employment status narrows.

Wage Disparities

- Baseline: In 2019, White workers in Oakland received a median wage of $43/hour, while the same statistic for Black workers was $24/hour, and for Latinx workers it was $19/hr.[7] This wage gap has grown steadily since 1980 and these inequities likely indicate several different factors, including disparities in education, training, and occupation, as well as bias among employers in hiring, promotions, and wages.
- Measure of Success: Reverse the current trend of increasing wage disparities between racial groups such that the gap in wages between them narrows.
- Measure of Success: A decrease in Asset Poverty shows sufficient change to meet basic needs and reduce poverty levels.

Disconnected Youth

- Baseline: In 2019, 17% of young Black residents (ages 16-24) and 11% of young Latinx residents were neither in school nor working, while this was true for 8% of young White residents.[8]
- Measure of Success: The proportion of young people of color that are neither in school or working decreases each year, and the racial disparities decrease.

5 Network of Bay Area Worker Cooperatives
6 U.S. Census Bureau ACS 5 Year Estimates 2017-2021, Strategic Economics 2023.
7 Strategic Economics, DT Economic Role Memo, 2017
8 Downtown Oakland Disparity Analysis, 26.

CHAPTER 02:

Housing & Homelessness

GOAL 02

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

Outcome H-1
HOUSING DIVERSITY & AFFORDABILITY

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

Outcome H-2
HOMELESSNESS & DISPLACEMENT

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

FIGURES AT-A-GLANCE

HOUSING STOCK

NEW HOUSING UNITS

New housing units produced citywide, from 2015 through 2017

7,176
TOTAL NEW UNITS

481
LOW-INCOME UNITS

11
MODERATE-INCOME UNITS

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

Downtown Oakland has historically provided a significant share of the City's income-restricted affordable housing stock, accounting for roughly 24% of all citywide income-restricted housing

24%



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

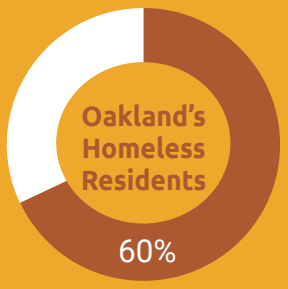
HOUSING COST BURDEN AND HOMEOWNERSHIP

HOURLY WAGE REQUIRED TO RENT

$48.71/HR

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

UNHOUSED POPULATION DEMOGRAPHICS



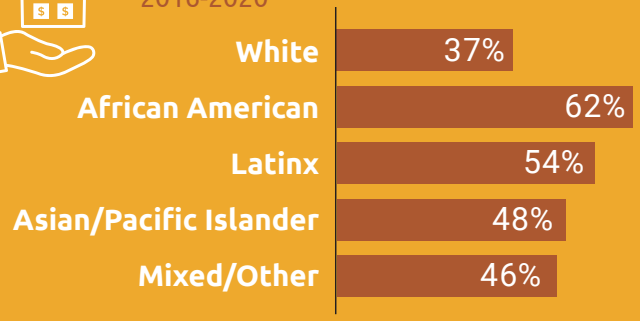
As of 2022, 60% of Oakland's unsheltered residents were African American, despite African American residents only comprising 22% of the citywide population

African American

RENTERS BURDENED WITH HOUSING COST OVER 30% OF THEIR HOUSEHOLD INCOME (CITYWIDE 2020)



U.S. Census ACS 5-Year Estimates for 2016-2020



POPULATION TRENDS

AFRICAN AMERICAN
7% / 9PP
DECREASE IN NUMBER / DECREASE IN SHARE

The total number of African American residents living downtown declined from 4,910 to 4,554 (2000-2015). This group was the only one to decrease in both absolute numbers and in share of population

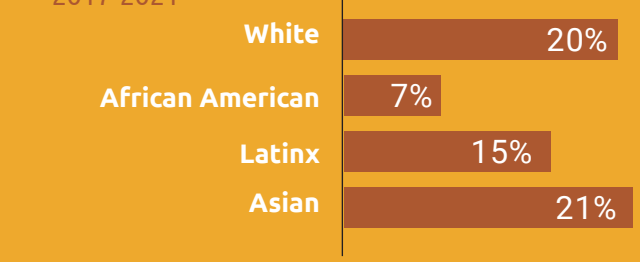
WHITE
112% / 9PP
INCREASE IN NUMBER / INCREASE IN SHARE

ASIAN/PACIFIC ISLANDER
26% / 3PP
INCREASE IN NUMBER / DECREASE IN SHARE

LATINX
43% / 0PP
INCREASE IN NUMBER / DECREASE IN SHARE

DOWNTOWN HOMEOWNERSHIP (2021)

U.S. Census ACS 5-Year Estimates for 2017-2021



02

HOUSING + HOMELESSNESS

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

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

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

Housing & Homelessness Key Findings

This section summarizes the findings of the Plan's existing conditions analysis, including key racial disparities.

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

Overall, median household incomes in Downtown Oakland are rising as growth occurs, but significant racial disparities exist in household incomes throughout Oakland. According to U.S. ACS Census Data, the median income of Oakland's Black households in 2021 ($53,363) was 40% that of White households ($132,296), and Latinx and Asian households earned just over half the median income of White households ($68,845 and $76,395, respectively).

Rapid job growth is driving increased housing demand and rising housing costs, resulting in a dramatically increased need for affordable housing for low-and moderate-income households. A housing cost-burdened household spends more than 30% of its income on housing. Housing is usually the single largest expense for households, so whenever households need to pay more than 30% of their income for housing, particularly low-income families and households of color, then little remains for food, health care, education, and other needs. Oakland's low-income families and households of color pay a relatively high share of their income toward housing, and the largest disparity exists in the housing cost burden between Oakland's White and Black households. As of 2020, 62% of Oakland's Black renter households paid more than 30% of their income on housing, versus 37% of Oakland's White households.[1]

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

1 PolicyLink/PERE National Equity Atlas 2020, IPUMS USA 2020, Strategic Economics 2023.

residential development projects are now required to contribute impact fees to fund the construction and preservation of affordable housing.

This Plan prioritizes the twin challenges of displacement and homelessness, two critical racial equity issues Oakland currently faces. A report commissioned by the City in 2018 determined that "the greatest threat to equity identified in Oakland today is displacement...Anything that the City pursues to promote equity requires a focus on slowing and stopping displacement to ensure that Oakland's diverse populations are still here to benefit from any city improvements. Pathways must be built for new development to prioritize those who have either been pushed out of the city or are exposed to that threat based on current trends."[2] Additionally, several significant threats to Downtown Oakland's existing affordable housing stock exist, including expiring affordability restrictions, conversion of residential or single-room occupancy (SRO) hotel units to higher-rent housing, and loss of rent-stabilized housing units due to conversion to ownership, such as condominium conversions.

Displacement is an urgent issue for equity because it impacts not only access to housing, but also access to jobs and services, to social networks, and to all of the opportunities present in downtown.

The UC Berkeley Center for Community Innovation developed an index[3] to characterize places that historically housed vulnerable populations but have since experienced significant demographic shifts and significant real estate investment. According to the index, much of Downtown Oakland is characterized as undergoing "ongoing gentrification/displacement." Current growth will increase the housing stock overall, providing expanded market-rate housing opportunities in the area; however, additional actions directed at affordability and displacement are needed to ensure households of all income levels are able to afford access to housing in downtown.

With growing levels of displacement, and many people locked out of the high-wage jobs that are increasingly necessary to afford market-rate housing, the city is experiencing high levels of homelessness, tent encampments and associated deterioration of health, mental health, and social outcomes. During a 2022 point in time count in Oakland[4], a total of 5,055 individuals were counted as experiencing homelessness, which represented a 24% increase from 2019. Of individuals experiencing homelessness in Oakland as of the 2022 point in time count, 60% identified as Black or African American, despite Black or African-American residents constituting only 22% of Oakland's population. More individuals than this experience homelessness in any given year; for example, Alameda County estimated that nearly 9,300 people experienced homelessness in Oakland in 2013 (including unsheltered residents, people living in motels, and people doubled-up with friends or relatives).[5] The number of individuals experiencing homelessness exceeds the capacity of the current system of care.

Primary Challenges Related to Housing & Homelessness:

1. *Limited access to affordable housing for lower-income households*
2. *Disproportionate displacement and housing cost burden experienced by people of color (particularly Black residents)*
3. *Insufficient housing at all levels, particularly affordable housing*
4. *Growing homeless population*

2 Racial Equity Impact Analysis, Downtown Oakland's Economic Role in the City and the Region, 2018
3 UC Berkeley Center for Community Innovation, Urban Displacement Project, 2017.
4 2022 Alameda County Homeless Point in Time Count Report, 9/22/2022 (acgov.org).
5 Alameda County Health Care for the Homeless Program, "Health Care Needs Assessment of Persons Experiencing Homelessness in Alameda County," 2014-2015.



The Pandemic's Effects on Housing & Homelessness

"OUR UNSHELTERED RESIDENTS ARE AMONG THE MOST VULNERABLE IN OUR COMMUNITY."

- MAYOR LIBBY SCHAAF ON OPERATION HOMEBASE

The unprecedented economic impacts of the COVID-19 pandemic, together with high interest rates and inflation, have exacerbated the pre-existing housing affordability crisis, housing insecurity, and homelessness challenges in Oakland, especially for lower and moderate-income households and other at-risk populations. Pandemic-related job losses were concentrated in industries that include large shares of relatively low-wage workers and fewer paid leave benefits, such as service industries (e.g., food services, personal care, and hospitality), retail, transportation, and construction. Women, Latinx, and Black workers are especially likely to work in vulnerable jobs and also more likely to be considered "essential" workers, which therefore required them to provide in-person services and expose themselves to greater risk of infection during the pandemic. Living paycheck to paycheck amplifies vulnerability, lessening the ability to adapt to economic changes such as job loss, eviction, or a catastrophic event. The pandemic highlighted the challenges that many low wage earners experience. Emergency responses to the pandemic offers some immediate and longer-term solutions to addressing housing and homelessness.

Given the pandemic's immediate and severe impacts on employment and incomes of Oakland's residents who were already most likely to experience housing insecurity and affordability challenges, emergency responses were quickly undertaken at the federal, state, and local levels. The City of Oakland's efforts included:

- Issuing an emergency moratorium on evictions and rent increases;
- Providing renter and homeowner relief assistance through the City's nonprofit partners;
- Doubling the number of encampment sites receiving portable toilets and wash stations (from 20 to 40);
- Focusing outreach on COVID safety – distributing educational materials, PPE, and supplies to help people shelter in place;
- Decompressing all shelters so there was a safe distance between beds;
- Creating the "Operation HomeBase" isolation trailer program to serve 128 people at high risk from COVID; and
- Using Project Homekey funding from the state to acquire properties for conversion to permanent affordable housing for people at risk of or experiencing homelessness. Approximately 170 new units of deeply affordable permanent housing have been created citywide for people exiting the County's COVID response hotels.

Apartment rents dropped significantly during the pandemic; in Oakland, median rent dropped 13.4% from March to December 2020.[1] While rents soared in many cities and towns across the country in 2021 and 2022, spurred by inflation and the migration of remote workers, Oakland saw a relatively small increase of 3.7% for multifamily rents in 2021 and a decrease of about 1.4% for the same in 2022.[2] However, housing is still out of reach for lower and moderate-income households and other at-risk populations. These trends demonstrate the ability of market pressures and changes in demand for housing to influence rents.

Looking ahead, the Plan incorporates strategies and policies focused on addressing racial inequities in housing access, reducing and preventing homelessness, serving the needs of currently unsheltered residents, preventing displacement of residents, and increasing downtown's supply of housing that meets the affordability needs of all residents. The pandemic underscored the critical need for the City of Oakland to prioritize implementation of these strategies and policies as quickly and robustly as possible.

1 NBC Bay Area Making It In the Bay, "Bay Area Apartment Rents Continue to Plunge Since Start of Pandemic", December 8, 2020.
2 CoStar 2023, Strategic Economics 2023.

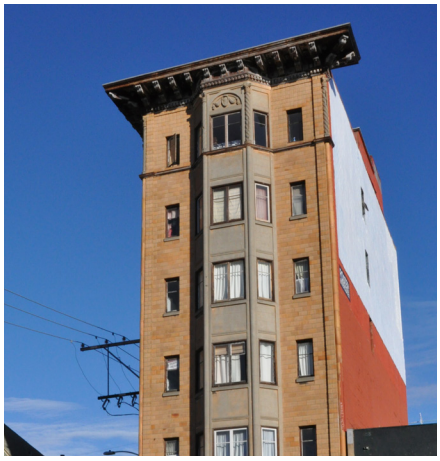


Figure H-1: City of Oakland's "Operation HomeBase" for Unsheltered Residents Vulnerable to COVID-19.
Source: www.oaklandca.gov



Coffee


Prevention Institute



Housing & Homelessness Strategies

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

Housing Diversity and Affordability Strategies

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

ENCOURAGE THE PRODUCTION OF DIVERSE HOUSING UNIT TYPES.

As a relatively dense, urban area, Downtown Oakland's housing units largely consist of higher-density multifamily buildings, often with relatively small units. As of the 2011 to 2015 time period, the U.S. Census estimated that 57% of downtown's housing units were in buildings with 50 or more units. Unsurprisingly, a high percentage of downtown households are small, with 87% consisting of 1 or 2 people (versus 64% citywide), and only 9% of households including children. Oakland is experiencing a decline in its youth population overall. Citywide, the population of youth under 18 years old declined from 92,587 as of the 1990 U.S. Census decennial count to 83,311 in the 2014-2018 estimate reported by the U.S. Census American Community Survey. This loss occurred even as the City's overall population grew, resulting in Oakland's share of youth under 18 declining from 24.9% of the population in 1990 to 19.8% of the population in 2014-2018.

The City should monitor the number of bedrooms and unit size of new housing approved and built in the downtown, track population trends, and evaluate whether future action is needed to provide incentives to encourage the production of larger, family-friendly housing units. Amenities that support families, such as playgrounds and common spaces within the buildings, should be encouraged in new buildings (see Policy H-1.16).

IMPLEMENTING POLICIES:

» **Policy H-1.1 - Unit Size Monitoring:** Monitor the number of bedrooms included in new housing units approved and built in downtown.

Related Policies & Equity Indicators:
- EQT-3: Displacement

REZONE OPPORTUNITY AREAS TO ALLOW DENSE RESIDENTIAL DEVELOPMENT AND ENCOURAGE INFILL.

To accommodate Oakland's growing population, downtown has an opportunity to absorb a significant portion of the projected total need for housing citywide, both subsidized affordable and market rate. As part of a development incentive program, clearly identified community benefits can be provided in exchange for increases in building intensity in identified opportunity areas. The City can locate and adjust zoning for opportunity areas with high potential for development to allow homes in high-intensity, mixed-use neighborhoods, such as Jack London's Victory Court area and portions of Laney College, which may be appropriate for student or staff housing, (see Figure H-2). The increased intensity allowed can be in the form of increased height, Floor Area Ratio (FAR), and/or density (to encourage micro-units and other affordable-by-design residential unit types). See Land Use & Urban Design Strategies, and Policy LU-1.3.

IMPLEMENTING POLICIES:

» **Policy 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.

Related Policies & Equity Indicators:
- **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**

STRENGTHEN PROTECTIONS FOR RETAINING DOWNTOWN'S RENTAL HOUSING STOCK.

Preserving rental housing is a priority to protect racial and economic diversity downtown. As part of this strategy, the City should continue to pursue implementation and enforcement of the recently revised and adopted condominium conversion ordinance. The revised ordinance expanded the types and number of rental units subject to its requirements, helping to mitigate the unequal racial and economic impacts resulting from a loss of rental units and displacement of current renter households. The City should also prioritize development of new hotels in downtown as a means of reducing incentives for property owners to convert housing units and residential hotels and motels (SROs) to short-term rental and hotel uses. The relevant policy and implementation actions to incentivize development of new hotels were previously discussed in the Economic Opportunity chapter of the Plan (Policy E-1.2).

IMPLEMENTING POLICIES:

» **Policy 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.

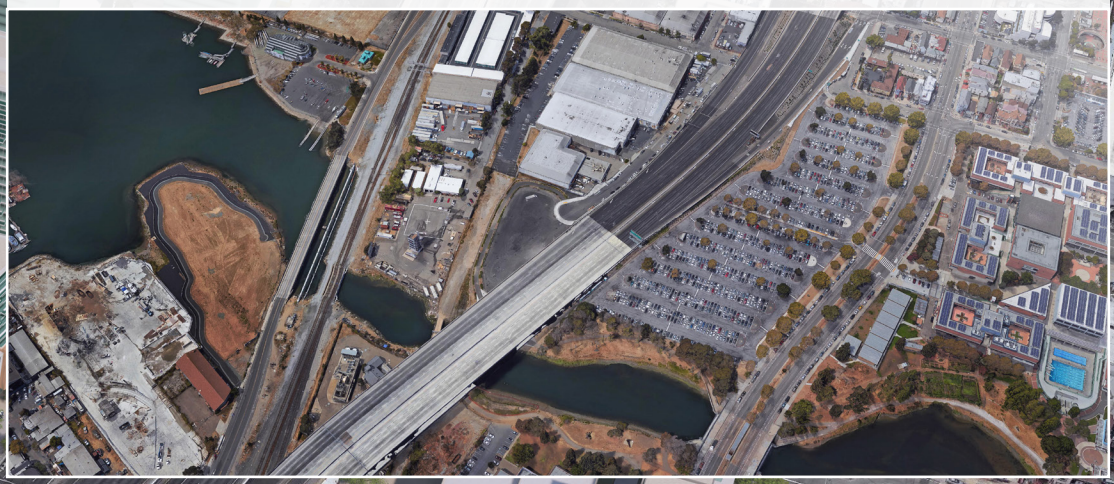
Related Policies & Equity Indicators:
- **EQT-1: Housing Cost**
- **EQT-3: Displacement**

Figure H-2: Victory Court & Laney College
Existing Conditions (right)
Potential Future Conditions (below)



Victory Court & Laney College

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



DEVELOP NEW SOURCES OF FUNDS AND INCREASE EXISTING RESOURCES TO ASSIST IN THE CREATION OF NEW AFFORDABLE AND ACCESSIBLE HOUSING.

Because Downtown Oakland is one of the city's strongest market areas and undergoing substantial development activity, it generates a significant proportion of Oakland's one-time Jobs/Housing Impact Fee and Affordable Housing Impact Fee revenues paid by developers of these projects. These revenues are contributed to the City's Affordable Housing Trust Fund to help fund the creation of affordable units through the City's Notice of Funding Availability (NOFA) process. Downtown's high development densities, high property values, and concentrated business activity also generate significant ongoing property, sales, and transient occupancy tax revenues for the City.

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

The City of Oakland is undertaking an affordable housing funding analysis study to examine potential new and increased funding sources and tools to expand downtown's affordable and accessible housing inventory. As part of this study, the City is examining new or revised Affordable Housing Impact Fees, Jobs/Housing Impact Fees, inclusionary housing requirements, options for an Enhanced Infrastructure Financing District (EIFD), and equity impacts of directing impact fee revenues to downtown versus other areas of Oakland. This study serves as an initial implementation step for many of the policies that support the strategy of developing new sources of funds and resources for affordable and accessible housing in downtown.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- **H-1.4: Inclusionary Housing Policy and Impact Fees**
- **EQT-1: Housing Cost**
- **EQT-2: Homelessness**
- **EQT-3: Displacement**

» **Policy H-1.4 - Inclusionary Housing Policy and Impact Fees:** Study an inclusionary housing policy for downtown and potential changes to existing affordable housing impact fees as part of re-assessing the City's current impact fee and the existing option for developers to provide affordable housing units on-site in lieu of paying the impact fee. As appropriate, incorporate inclusionary housing requirements or fees specific to Downtown Oakland, and consider dedicating a portion of fee revenue toward use in Downtown Oakland.

- **Policy H-1.5 - Jobs/Housing Impact Fee Increases:** Study increasing the City's Jobs/Housing Linkage Impact Fee for non-residential development.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

- **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.

Related Policies & Equity Indicators:
- CH-1.1: Public Realm Improvements
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

- **Policy H-1.7 - Citywide Affordable Housing Strategy:** Review the City's affordable housing strategy and update periodically.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

- **Policy H-1.8 - Public/Private Partnerships for Affordable Housing:** Support private housing efforts and explore public/private partnerships with philanthropic organizations and major employers to supplement government funds for affordable housing.

Related Policies & Equity Indicators:
- H-1.7: Citywide Affordable Housing Strategy
- EQT-1: Housing Cost
- EQT-2: Homelessness

DIRECT PUBLIC POLICIES, FUNDING SOURCES, AND RESOURCES TO ASSIST IN THE CREATION OF NEW AFFORDABLE AND ACCESSIBLE HOUSING IN DOWNTOWN.

This strategy targets a variety of public funding sources and resources to promote development of income-restricted and accessible affordable housing for all family types specifically in the downtown area. In addition to the previously described need for affordable housing in downtown, it is also important to note the need for accessible housing. Nearly 12% of Oakland's residents have a disability, and for most age groups, the rate of disability is higher in the downtown – for example, of greater downtown residents over age 65, more than half have a disability, compared with only 39% citywide. Additionally, the number of seniors living in Oakland is projected to increase from 20% to 30% by 2040.

Examples of existing resources include publicly-owned land, redevelopment successor agency "boomerang" funds, Affordable Housing Impact Fees, Jobs/Housing Impact Fees, property transfer taxes, property taxes, parcel taxes, general fund revenue, and other revenues allocated to the Affordable Housing Trust Fund. ("Boomerang" funds are a portion of property taxes collected within former redevelopment project areas. Per Oakland policy, 25% of these funds are dedicated into the City's Affordable Housing Trust Fund.) The City can achieve affordable housing growth in Downtown Oakland by awarding points to applicants for City housing funds within the *Downtown Oakland Specific Plan* area, strategically pursuing development of public lands, and undertaking previously noted policies such as adjusting existing impact fees, implementing inclusionary housing requirements in the downtown, and/or adopting a value capture mechanism like an Enhanced Infrastructure Financing District (EIFD). The City can also identify, advocate, and apply for new sources

of funding for affordable housing production and preservation at the federal, state, regional, and local levels.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

» **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.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

» **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.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-3: Displacement

» **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.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

** Policy supported by young people during engagement process*

» **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.

Related Policies & Equity Indicators:
- LU-1.9: Downtown Planning Code Revisions
- EQT-1: Housing Cost
- EQT-2: Homelessness

» **Policy H-1.13 - Expedite Approvals for Affordable Housing:** Develop a process to expedite the review and approval of planning and building permits for 100% affordable housing projects.

» **Policy H-1.14 - Habitability Standards:** Ensure habitability standards for residents of affordable and market-rate housing developments.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-7: Other (Accessibility)

» **Policy H-1.15 - Increased Accessibility Requirements:** Investigate passage of policies requiring a high standard of accessibility retrofits during remodels of existing buildings/units, and/or adjust requirements for new residential development in order to strengthen accessibility. This change could potentially include the creation of a citywide universal design ordinance or amendment of existing citywide zoning/building codes to strengthen accessibility requirements (consider using the City of Alameda's visitability and universal design ordinance as a model).

Related Policies & Equity Indicators:
- EQT-3: Displacement

» **Policy H-1.16 - Family-Friendly Design:** Explore opportunities to implement revised design standards that support design and amenities targeted to families with children, such as including family-friendly common areas or public playgrounds in developments of a certain size.

Affordable Housing Targets (2040)

The Draft Plan has set a goal of building between 4,365 and 7,275 subsidized, income-restricted affordable housing units in downtown by 2040. This target is based on 15 to 25 percent of the projected 29,100 total new units, but designed to be achieved regardless of the total number of market-rate units constructed. It includes the construction of new affordable units, the preservation of at-risk existing affordable units, and the acquisition and conversion of existing market-rate units to affordable housing. The range of this target reflects both baseline and aspirational figures.

Achieving this target would mean an average of between 218 and 364 units are constructed, preserved, or acquired and converted per year in Downtown Oakland from 2020 through 2040. For comparison, the City has constructed, preserved, or acquired and converted approximately 375 units per year citywide, and 41 units per year in the Downtown Specific Plan area, from 2017 through 2020—a period in which the City had access to a one-time pot of $100 million in Measure KK bond funds earmarked for affordable housing. (An additional eight affordable units per year were constructed without City subsidy, via incentives such as the California Density Bonus program.) To produce such a significant increase from past production levels in one of the highest-cost areas of the city, significant levels of new funding for affordable housing would be necessary at the regional, state, and federal levels as well as through City mechanisms. Recent projects have required roughly $150,000 per unit in local (City and County) subsidies to move forward through completion, which suggests the City would need between $32.7 million and $54.6 million annually to meet the above targets, which is greater than the City's entire annual affordable housing budget currently. The current housing funding study intends to identify possible funding mechanisms for this increase that would leverage downtown market-rate development enabled by the Plan. The ability to reach affordable housing targets is thus closely tied to the ability of developers to build market-rate housing. Changes in economic conditions, project feasibility, and development costs could affect the City's ability to reach these targets.

(continued next page)

INCOME TARGETING

Housing is needed at all affordability levels, but the greatest need is at the Extremely Low Income level—households earning at or below 30% of Area Median Income (AMI), including homeless and special needs households. Given the critical and immediate need to address homelessness in Oakland, the City should prioritize the creation of income-restricted housing units at this affordability level in downtown for at least the first five years immediately following adoption of this Plan.

Recent Notices of Funding Availability (NOFA) for new construction and preservation/rehabilitation of affordable housing issued by the Housing and Community Development Department have required that at least 20% of assisted units be restricted at or below 30% of AMI, and that all assisted units be restricted at or below 60% of AMI. In addition to this baseline requirement, approximately 15% of discretionary points may be awarded to projects exceeding this threshold. From 2017-2020, Extremely Low Income units comprised roughly 40% of all units that received funding commitments through City NOFAs for new construction and preservation/rehabilitation, as shown in the table below:

2017-2020 NOFA Funding Commitments (New Construction and Preservation/Rehabilitation)	Restricted Units	ELI (30% or below of AMI)	VLI (50% or below of AMI)	LI (80% or below of AMI)
Total	1343	535	489	319
Percentage	-	40%	36%	24%

These results are consistent with benchmarks in the City's Permanent Access To Housing (PATH) Framework (2019), which sets a policy goal of dedicating 40% of affordable housing funds to people at or below 20% of AMI. In practice, 20% AMI units and 30% AMI units serve very similar populations, because they rely on ongoing rental subsidies such as Project Based Section 8 Vouchers to be feasible.

The City has developed and calibrated these standards to provide the deepest possible income targeting while still allowing flexibility in order to ensure project feasibility. The City is typically only able to provide a small portion of a project's total development cost and therefore cannot entirely dictate the affordability levels in assisted housing. Developers must score competitively in applications to other local, state, and federal funding agencies, some of which place greater emphasis on competing factors such as cost effectiveness. In addition, units restricted to Extremely Low Income households are not financially feasible without an operating subsidy such as a commitment of Project-Based Section 8 Vouchers. Such vouchers are in scarce supply and allocated through a competitive scoring process. Finally, because Extremely Low Income units often serve people exiting homelessness and/or individuals with special needs, they often require a greater level of resident service engagement and ongoing support, which increases the project's operating costs. If the City were to significantly increase the minimum number of required units for Extremely Low Income households, the result would likely be fewer viable projects at any level of affordability.

Displacement & Homelessness Strategies

Outcome H-2: Current and long-time Oaklanders remain an important part of the community.

ENCOURAGE HOMEOWNERSHIP IN DOWNTOWN OAKLAND.

Homeownership can insulate residents against rent increases that could potentially result in displacement. Racial disparities in homeownership also exist, meaning that not only are people of color more likely to be displaced, but they are also less likely to be building equity and financial security. The homeownership strategy to address these disparities includes expanded use of the community land trust model for reducing barriers to homeownership (while maintaining housing affordability) and by deploying current and new state and local first-time homebuyer programs and foreclosure assistance to provide assistance to first-time homebuyers and existing homeowners at risk of displacement.

On December 6, 2019, the City released a Notice of Funding Availability (NOFA) restricted to Community Land Trusts and Limited Equity Housing Cooperatives. This NOFA made $12 million available for the acquisition and conversion of existing housing to affordable housing using Land Trust and Limited Equity Cooperative ownership models. While no projects that applied in this round are located within the Plan Area, at least one project is located in an adjacent neighborhood.

IMPLEMENTING POLICIES:

» **Policy H-2.1 - Shared Equity Homeownership:** Continue to implement expanded use of the community land trust and/or other shared equity homeownership models in downtown to increase homeownership and wealth-building opportunities for low- and moderate-income households.

Related Policies & Equity Indicators:
- **E-1.4: Land Trust/Master Lease Program**
- **C-1.8: Community Ownership & Stewardship**
- **EQT-1: Housing Cost**

» **Policy H-2.2 – First-time Homebuyer Programs:** Continue applying State and local first-time homebuyer programs to housing in downtown to enhance stable ownership opportunities and consider modifying programs to include allowing former Oakland residents to apply for Oakland programs; explore new funding sources for these programs as opportunities arise.

Related Policies & Equity Indicators:
- **EQT-1: Housing Cost**
- **EQT-3: Displacement**

» **Policy H-2.3 – Proactive Assistance to Vulnerable Homeowners:** Per citywide efforts to secure homeowners in distress, implement programs to proactively identify homeowners at risk of foreclosure and direct these residents to available assistance and resources.

Related Policies & Equity Indicators:
- **EQT-2: Homelessness**
- **EQT-3: Displacement**

INCREASE PROTECTIONS AND ASSISTANCE FOR LOW-INCOME RENTER HOUSEHOLDS AND OTHER RESIDENTS AT RISK OF DISPLACEMENT.

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

The City's Housing and Community Development Department is also considering conducting a study to identify the need for and feasibility of a tenant subsidy program, as well as working with the Oakland Housing Authority to ensure the Section 8 program is maximizing its ability to create and retain affordable housing for all low-income residents, including seniors on fixed incomes. The City of Oakland also engages with partners to support programs providing anti-displacement supportive services and legal assistance, such as Keep Oakland Housed and Oakland Housing Secure.

The Housing Cabinet also called for expanding housing services and counseling, changes to the code enforcement relocation ordinance, and numerous other adjustments to City policy. Additionally, the City adopted an ordinance in January 2020 to prohibit discrimination against formerly incarcerated people, similar to Richmond's Fair Chance Access to Affordable Housing ordinance.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- **H-2.7: Support for Economically Displaced Residents**
- **EQT-1: Housing Cost**
- **EQT-2: Homelessness**
- **EQT-3: Displacement**

» **Policy H-2.4 - Tenant Subsidy Program Study:** Conduct a study identifying the need for and feasibility of funding and implementing a tenant and/or operating subsidy program in partnership and with funding from other local government, state, and federal agencies.

Related Policies & Equity Indicators:
- **EQT-2: Homelessness**
- **EQT-3: Displacement**

» **Policy H-2.5 – Renter Services and Counseling:** Pursue additional funding for expanded renter services and counseling.

Related Policies & Equity Indicators:
- **EQT-1: Housing Cost**
- **EQT-2: Homelessness**
- **EQT-3: Displacement**

» **Policy H-2.6 – Rent Adjustment & Just Cause Eviction Enforcement:** Maintain effective enforcement of rent adjustment and just cause eviction laws.

Related Policies & Equity Indicators:
- **EQT-1: Housing Cost**
- **EQT-3: Displacement**

» **Policy H-2.7 – Support for Economically Displaced Residents:** Explore expansion of the definition of displacement in the City's regulatory agreements with affordable housing developers to prioritize units for Oaklanders who have been displaced from Oakland for broader economic reasons. Explore legally compliant ways of targeting homeownership and rental assistance to former Oakland residents harmed by discriminatory

housing policies such as redlining and predatory lending. Allow such individuals or groups to apply for local assistance programs. This policy is underscored by the establishment of the Department of Race and Equity (see OMC 2.29.170).

» **Policy H-2.8 – Affordable Housing Centralized Online Waiting List:** Implement a centralized online waiting list for affordable housing to include information on applicant's demographics, income and family history of residence in Oakland as an efficient mechanism to implement policy H-2.7.

Related Policies & Equity Indicators:
- H-2.7: Support for Economically Displaced Residents
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

PROVIDE ADDITIONAL SHELTERS AND SERVICES FOR HOMELESS RESIDENTS.

This strategy continues short-term implementation of safe and secure encampment sites, including determining potential locations in downtown where sites will be compatible with nearby uses. The strategy also includes longer-term efforts to acquire, retain, and rehabilitate SRO properties as income-restricted affordable housing, and implementation of the revised Permanent Access to Housing (PATH) Framework.

Community Cabin Sites downtown are subject to change. To view the most up-to-date locations visit the City's website at:

https://oakgis.maps.arcgis.com/apps/View/index.html?appid=940cddb8d5ae4f28bc37b0067d858b25.

IMPLEMENTING POLICIES:

» **Policy H-2.9 - PATH Strategy Updates:** Continue to update Oakland's "Permanent Access to Housing" (PATH) Framework and implement its recommendations in downtown to prevent homelessness and support and assist homeless residents.

Related Policies & Equity Indicators:
- EQT-2: Homelessness

» **Policy H-2.10 - SRO Rehab & Acquisition Partnerships:** Continue to partner with and fund non-profit housing organizations to acquire and rehabilitate residential hotels and motels (SROs) in downtown.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

» **Policy H-2.11 - Homeless Housing Priority in NOFAs:** Explore increasing the minimum set-aside requirement for housing units serving homeless residents (Extremely Low Income households) in the scoring criteria for responses to City NOFAs.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement

» **Policy H-2.12 - Supportive Services in Affordable Housing:** Encourage a continuum of supportive services for deeply affordable units as appropriate.

Related Policies & Equity Indicators:
- EQT-2: Homelessness
- EQT-3: Displacement

» **Policy H-2.13 - Encampment Management & Services:** Continue the implementation of the City's 2020 Encampment Management Policy, to compassionately and equitably address encampments and their impacts in the downtown area.

Related Policies & Equity Indicators:
- H-2.14: Storage Lockers for Unsheltered Residents
- EQT-2: Homelessness

Key Goals & Strategies from the PATH Framework Update (2019)

Oakland's Permanent Access to Housing (PATH) Framework recognizes homelessness as a racial equity issue, and identifies solutions to homelessness, such as affordable housing, emergency interventions, rapid rehousing programs, and shelter beds. Originally adopted by City Council in May 2008 as a companion to EveryOne Home: The Alameda Countywide Homeless and Special Needs Housing Plan, an updated PATH Framework was updated in 2019, and funding priorities identified by the Framework were adopted by the City Council in January 2020. The 2019 update incorporates 2019 Point in Time data on homelessness and looks to respond more urgently to the 43% increase in homelessness recorded in Alameda County between 2017 and 2019. Key citywide goals and strategies of the updated PATH Framework are summarized below.

Five Year Citywide Goals:

- Eliminate the occurrence of unsheltered homelessness among families with children
- Reduce the occurrence of unsheltered homelessness among the general population by half from 2019 Point in Time (PIT) levels (from 3,210 to 1,605, citywide)
- Reduce total homelessness (including unsheltered residents, people living in motels, and people doubled-up with friends or relatives) to fewer than 3,000 people citywide from its 2019 Point In Time level of 4,071
- Eliminate disparities by race in successful interventions and exits from homelessness
- Develop capacity to quickly shelter or rehouse anyone experiencing a housing crisis

Policy & Advocacy Recommendations:

- Prevention: Adopt a citywide policy to use all new prevention/anti displacement funds, above 2019 levels, for targeted homeless prevention
- Affordable Housing: Work towards setting a policy goal to dedicate 40% of available funding for affordable housing in Oakland to create deeply affordable housing for people experiencing homelessness with incomes below 20% AMI
- Provide clarity and policy direction about the use of public lands and buildings for the purpose of addressing homelessness and affordable housing
- Support County-wide revenue measure to fund services and operating subsidies to create more deeply affordable and permanent supportive housing units
- Advocate for expanded statewide and regional shelter investments to increase the capacity to provide emergency shelter
- Explore the implementation of a program offering shallow subsidies to low-income renters

PROVIDE RESOURCES AND AMENITIES FOR THE UNSHELTERED RESIDENTS OF DOWNTOWN.

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

The City can explore other methods to provide additional facilities and maintenance for basic health and hygiene access, including creatively designed drinking water, trash, and gender-neutral restroom facilities, that will improve the health of the unsheltered residents of downtown as well as serve as amenities to all downtown visitors.

Like many other libraries, the Oakland Public Library has also built up its role as a key service provider to the community, including unhoused residents. In addition to providing a full calendar of events like kids story time, after-school art, and film screenings, the library has partnered with local groups such as PEERS (Peers Envisioning and Engaging in Recovery Services), Bay Area Community Services (BACS), and the Berkeley Food & Housing Project to provide special classes and access to professional counsel and services related to homelessness, substance abuse, and mental health. With additional funding and resources, Oakland's Public Libraries can take an even more progressive role in helping Oakland reach PATH Framework targets by hiring specialized staff to connect with and counsel the many vulnerable patrons who already visit them regularly and by expanding community outreach programs and partnerships.

IMPLEMENTING POLICIES:

- **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.

  Related Policies & Equity Indicators:
  - **H-2.13: Encampment Management & Services**
  - **EQT-2: Homelessness**

- **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.

  Related Policies & Equity Indicators:
  - **CH-1.3: Inclusive Parks & Open Space Design Guidelines**
  - **EQT-2: Homelessness**

  ** Policies supported by youth during engagement process*

- **Policy H-2.16 – Library Partnerships & Outreach Programs:** Expand the role that Downtown Oakland Public Libraries, and the Main Branch in particular, play in combatting homelessness by increasing staff and staff training and growing library partnerships and outreach programs geared toward unhoused and vulnerable patrons.

  Related Policies & Equity Indicators:
  - **H-2.13: Encampment Management & Services**
  - **EQT-2: Homelessness**

The Changing Role of Libraries in Serving Vulnerable Residents

As the number of unhoused residents continues to grow in cities across the country, including Oakland, more and more public libraries find themselves in a unique position to serve their community's most vulnerable residents.

The mission of the Oakland Public Library (OPL) is to "Empower all people to explore, connect and grow." Libraries are "opportunity institutions" that support lifelong learning and provide reliable information in a unique civic space shared by the cross sections of a community who seek assistance in understanding how to navigate an increasingly complex world. OPL provides educational and cultural materials, technology, and programming, including a full calendar of events like kids' story time, after-school art, and film screenings.

Libraries are also a place for patrons to access basic resources. As a neutral environment free of security checks and social stigma, libraries are a daytime refuge for the unhoused, offering shelter from the elements, public bathrooms, free access to Wi-Fi, the Internet and computers, printing, and power to charge personal devices like cell phones.

OPL has responded to the unhoused community's needs by providing targeted services, such as health care (vaccines, insurance assistance, dental care, narcotic overdose response), hygiene (showers, haircuts, hygiene supplies), housing assistance, legal services, food security (meals and groceries), circulating Wi-Fi hotspots and laptops, portable solar cell phone chargers, and connections to social workers, veteran's benefits, and state employment assistance.

OPL staff have demonstrated great ingenuity in their commitment to serve this growing population and in seeking partnerships with field experts. However, the expansion of services is restricted by budgetary limitations and competing demands. By utilizing a new pilot program recently approved by Oakland City Council, the Mobile Assistance Community Responders of Oakland (MACRO), mental health counselors, and EMTs who respond to non-violent emergencies and mental health incidents could be placed at libraries to enhance and more readily provide social service and mental health resources to vulnerable populations at the libraries.

Public libraries in other urban jurisdictions are similarly innovating to meet the needs of their vulnerable populations through partnerships, dedicated funding, outreach, specialized staff training, and expanding staff to include social workers, peer specialists, and even public health nurses. Examples of some of these strategies include:

1. **Partnerships with Nonprofits and Social Service Agencies**
    a. San Francisco's Public Library partners with local nonprofit Lava Mae to offer showers on its buses which park once a week outside the Main Library. These pop-up Care Villages also provide free reading glasses, DMV ID vouchers, free calling cards, and sign-ups for several social services. Oakland has similar programs and partnerships that are run through the public libraries.
    b. The New York City Public Library operates two partner programs. The first, Coffee and Connections, brings in professionals from community organizations and city agencies, such as HRA and ThriveNYC, to come speak with unhoused patrons in an informal setting. Oakland has similar programs, such as classes and individual counseling about finding and keeping housing, hosted in partnership with the

Bay Area Community Services (BACS). The NYC Library's second program places graduate students from New York University's Silver School of Social Work in three branch libraries to refer patrons to programs and homeless service providers.[1]

2. Expanded and Specialized Staffing

a. San Francisco's Public Library System was the first to hire a full-time social worker in 2009 and now has a team of part-time Health and Safety Associates (HASAs) who provide outreach to vulnerable patrons. While concentrated at the Main Library, they also work at other locations to support library staff and inform people about available resources and services. To date, the program has placed at least 130 patrons into stable housing.[2]

b. The Denver Public Library hired a social worker in 2015 at the request of the Library's Homeless Service Action Committee and has since grown their Community Resource Program by hiring additional social workers and peer navigators. They have gone from serving 434 library patrons in 2015 with just one social worker to serving 3,500 in 2018.[3]

c. In addition to hiring one full-time social worker, the D.C. Public Library runs a program with three peer outreach specialists, all of whom formerly struggled with homelessness and/or addiction. They work across 11 libraries each week to connect the city's most vulnerable residents to programs and services. They help patrons secure ID cards, access substance and mental health services, and get around with pre-loaded SmarTrip cards. A year and a half into the program, the peer specialists have helped up to 15 residents secure transitional or permanent housing and another 30 to move into shelters.[4]

3. Community Outreach

a. The New York City Public Library has operated outreach programs geared toward people in homeless shelters since the 1980s and in 2018 library staff worked with 20 family shelters to conduct story hours and early-literacy programs.[5]

b. The Vancouver Public Library often sends staff members to visit food banks and detox centers to interact with people and see what types of library services they would like to see added or improved. Because of these outreach efforts, the library introduced a new library card that allows people with no permanent address to access all of the city's branches.[6] Oakland has developed a similar library policy.

---

1 Eide, Stephen. "Disorder in the Stacks." City Journal (Spring 2019). https://www.city-journal.org/homelessness-ny-public-libraries

2 Nonko, Emily. "Library Systems Embracing Their New Role as Social Service Hubs." Next City (January 22, 2019). https://nextcity.org/daily/entry/library-systems-embracing-their-new-roles-as-social-service-hubs

3 Ibid

4 Lieberman, Mark. "If I can do it, so can you': At D.C. Libraries, the formerly homeless help those currently struggling/" The Washington Post (August 29, 2019). https://www.washingtonpost.com/express/2019/08/29/if-i-can-do-it-so-can-you-dc-libraries-formerly-homeless-help-those-currently-struggling/

5 Eide.

6 Luk, Vivian. "Outreach workers check out North American's libraries to connect with homeless people." Real Change via Megaphone (July 23, 2014).

PREVENT FURTHER DISPLACEMENT OF OAKLAND'S ARTIST, CULTURAL AND CREATIVE COMMUNITY BY ENCOURAGING AFFORDABLE LIVE-WORK AND COMMERCIAL CULTURAL SPACES.

Artists are a critical element to downtown's character and continued success. However, artists are facing displacement at alarming rates, as described in the Arts and Culture chapter of the Specific Plan. Policies achieving this strategy focus on providing affordable housing for income-qualified artists, and supporting availability of live/work spaces for artists. Separate from these housing policies, it should be noted that the City of Oakland will primarily support artists through facilitating below market-rate commercial arts space through the master lease program, Zoning Incentive Program, and zoning changes to allow more flexible use and sharing of retail space (see Culture Keeping).

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- **C-1.1 / LU-2.1: Citywide Cultural Districts Program**
- **EQT-1: Housing Cost Burden**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy H-2.17 – Explore Encouraging Affordable Live/Work Units in Cultural Districts:** For project sites located in cultural districts, explore awarding additional bonus points earned under the City's affordable housing Notice of Funding Availability (NOFA) process scoring criteria for below-market rate commercial space committed to non-profit organizations and arts & cultural users and for projects where more than 50% of the project is set aside for live-work units for artists.

Related Policies & Equity Indicators:
- **C-1.10 / LU-2.2: Zoning for Arts and Culture Uses**
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-3: Displacement**

» **Policy H-2.18 – Protect Live/Work in Cultural Districts:** Establish live/work zoning designations for arts-focused districts such as Koreatown/Northgate (KONO), Jack London, and the Black Arts Movement and Business District (BAMBD). Expand requirements for future live/work spaces to ensure they are not used solely as residences, beyond the existing requirement of having a business license.

Measures of Success

Total Housing Stock

- Baseline: As of 2019, there were 15,032 housing units within the plan area.[1]
- Measure of Success: Downtown Oakland more than triples its current housing stock by 2040. 42,799 new units are added by 2040 (including active development projects and potential future projects in the Lake Merritt Station Area Plan), bringing the total number of dwelling units in the greater downtown plan area to 57,831.

Affordable Housing

- Baseline: As of 2018, downtown had a count of approximately 2,667 affordable units within the plan area.[2]
- Measure of Success: Affordable Housing construction, adds between 4,365 and 7,275 income-restricted units within the plan area.

Accessibility

- Baseline: Buildings are not currently required to meet universal design standards, only ADA accessibility.
- Measure of Success: Increase in the number of housing units in downtown designed to meet visitability and universal design principles (with exact allocations to be determined based on a future citywide universal design ordinance).

Housing Cost Burden & Extreme Housing Cost Burden

- Baseline: In 2015, 40.3% of White renters and 63.4% of Black renters, as well as 31.6% of White homeowners and 48.4% of Black homeowners in Oakland faced housing costs greater than 30% of their household income.[3]
- Measure of Success: The percentage of each racial group that is housing cost burdened is reduced and the disparities between racial groups diminish as well.

1 Draft EIR
2 City of Oakland GIS Database of Assisted Rental Housing, December 2018.
3 Disparity Analysis

Unsheltered Residents

- Baseline: During a 2022 survey in Oakland, a total of 5,055 individuals were counted as experiencing homelessness, and over 60% identified as Black or African American.[4] More individuals than this experience homelessness in any given year; for example, Alameda County estimated that nearly 9,300 people experienced homelessness (including unsheltered residents, people living in motels, and people doubled-up with friends or relatives) in Oakland in 2013.[5]
- Measure of Success: The number of unsheltered homeless residents in Oakland is reduced by 50% by 2025, per the goal set in the PATH Framework.

Racial Diversity

- Baseline: Between 1990 and 2015, the number and percentage of Black residents in Downtown Oakland decreased. Between 2000 and 2015, the percentage of Asian residents decreased.[6]
  - The African -American resident population in the greater downtown fell from 33% (4,967 out of 14,888 total population in 1990) to 20% (4,554 out of 23,113 total population in 2011-2015) from 1990-2015.
  - The Asian resident population increased in the greater downtown from 2000 to 2015, but the Asian population's share of downtown residents declined from 42% (7,223 out of 17,192 total population) in 2000 to 39% (9,095 out of 23,113 total population) in 2011-2015.
  - The Latinx resident population increased from 7% of downtown residents (1,065 out of 14,888 total population in 1990) to 9% (2,183 out of 23,113 total population in 2015) from 1990 to 2015.
- Measure of Success: The Black and Asian resident population increases, discontinuing the trend of further declines in the Black population and further declines in the Asian population's share of downtown residents.

4 Everyone Counts! 2022 Homeless Count and Survey, "Oakland 2022 Point In Time Count - Unsheltered & Sheltered Report," 2022.
5 Alameda County Health Care for the Homeless Program, "Health Care Needs Assessment of Persons Experiencing Homelessness in Alameda County," 2014-2015.
6 Disparity Analysis.



CHAPTER 03:

Mobility

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

Outcome M-1
ACTIVE CONNECTIVITY

Downtown is well-connected internally and to surrounding neighborhoods with bicycle and pedestrian networks that are accessible and safe for all Oaklanders.

Outcome M-2
TRANSIT CONNECTIVITY

Oaklanders, particularly communities that are more transit-dependent, are well-served with frequent, reliable, and safe transit access.

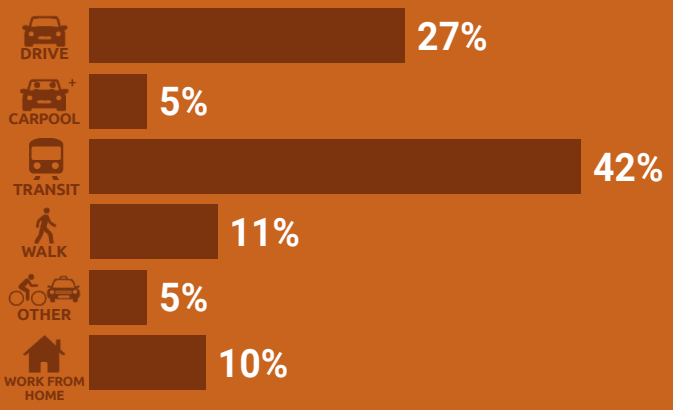
Outcome M-3
STREET INFRASTRUCTURE

Oakland's streets serve a wide variety of uses, providing Oaklanders of all ages and abilities with safe transportation and recreation choices, serving businesses, connecting neighborhoods, and meeting goals for emergency services and sustainability.

FIGURES AT-A-GLANCE

HOW PEOPLE MOVE DOWNTOWN

TRAVEL TO WORK

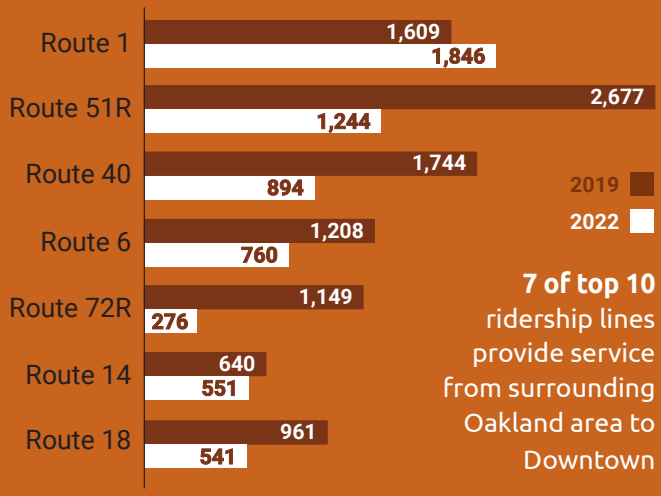


23% DOWNTOWN RESIDENTS HAVE NO AVAILABLE VEHICLE

Source: U.S. Census Bureau ACS 2020

TRANSIT IN DOWNTOWN OAKLAND

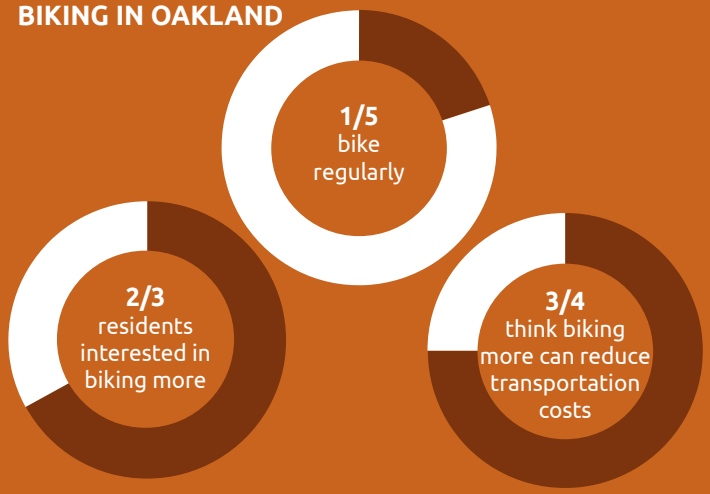
AVERAGE WEEKDAY BOARDINGS DOWNTOWN



7 of top 10 ridership lines provide service from surrounding Oakland area to Downtown

Source: AC Transit Realign: Ridership Summary

BIKING IN OAKLAND



MOBILITY RACIAL DISPARITIES

50% Nearly half of bicycle crash victims younger than 18 years old are Black youth.

30% Streets in majority Asian census tracts fall on the City of Oakland Pedestrian High Injury Network

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



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



Source: Citywide Crash Analysis 2019

WALKING IN DOWNTOWN OAKLAND

21% RESIDENTS WALK TO WORK

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

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

Source: 2017 Oakland Pedestrian Plan

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

Older Oaklanders (65+) are **more than 2 times** as likely to be killed in a crash compared to all other Oaklanders.

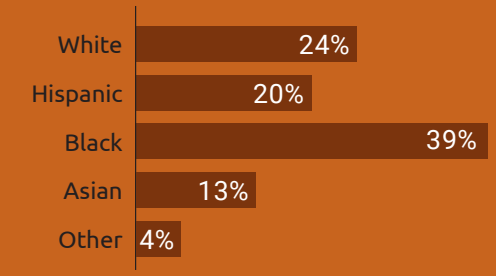
Source: Citywide Crash Analysis 2019

DISPARITIES AMONG OLDER ADULTS

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

Source: American Community Survey 2015

RACE/ETHNICITY OF AC TRANSIT RIDERS



Source: Downtown Oakland Specific Plan Transportation Analysis Existing Conditions Report, 2017

03

MOBILITY

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

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

Mobility Key Findings

This section summarizes the findings of the Plan's existing conditions analysis, including key racial disparities.

Downtown Oakland's street network provides vital access to jobs, services, and community destinations. Improvements to walking, biking, vehicular and transit systems can improve safety, increase connections, and create an accessible, inviting, and comfortable public realm to be enjoyed by all. The urban design strategies for creating safe, inviting streets are discussed in the Land Use & Urban Design Strategies (see page 245).

BICYCLE/PEDESTRIAN NETWORK

Downtown Oakland has the highest concentration of pedestrian activity of any neighborhood in the city.[1] While pedestrians, including those in wheelchairs, are typically the most vulnerable users of a road system and are at greater risk among all user categories of being seriously injured in a collision with a motor vehicle, this is particularly true in downtown, which has the highest rate of pedestrian injuries of any neighborhood in the city.[2] There is also a correlation between race and likelihood of being injured as a pedestrian. Black, Latinx, and Asian pedestrians are twice as likely to die from a collision compared to White pedestrians.[3] Older adults, children, and people with disabilities are particularly vulnerable to unsafe street crossings, fast-moving traffic, encroachment onto the sidewalk, and inadequate provision of pedestrian amenities such as shade, benches, high-visibility crosswalks, and accessible street crossings.

Downtown has several streets with admirable design features, such as street trees, wide sidewalks, plazas, protected bike lanes, and bike parking. Recent street improvements have reallocated some street area to pedestrian and cyclist facilities on additional streets, increasing safety for these modes. Additional opportunities to slow vehicular speeds and continue to improve safety and access for all modes should be explored. For example, converting some of downtown's one-way streets back to two-way may improve wayfinding, decrease vehicular speeds, reduce driver frustration, and be more conducive to a multimodal, walkable area. Similarly, adding pedestrian bulb-outs, bike lanes, and wider sidewalks to one-way streets with excess width can also contribute to safety and vibrant streets.

Recently Completed or Active Planning Studies/Policies/ Projects that Impact Downtown Oakland:

- Public Lands Strategy & Policy
- OakDOT Bike Master Plan
- Walk this Way! – an underpass improvement toolkit for citywide application and conceptual designs for I-880 underpasses
- Oakland Alameda Access Project
- West Oakland Walk

1 2015 Comprehensive Circulation Study for Downtown Oakland and Access to/from West Alameda
2 2017 Oakland Pedestrian Plan
3 2017 Oakland Pedestrian Plan

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

TRANSIT NETWORK

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

Improvements to bus frequency and reliability combined with reductions in transit fare for low-income households could improve the transit experience for a broad range of Oakland residents making it a better option. Construction of the East Bay Bus Rapid Transit (BRT) project was completed in summer 2020. It provides enhanced transit service and connections between East Oakland and downtown.

STREET INFRASTRUCTURE

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

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

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

Primary Mobility Challenges:

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

Mobility-Related Response to the Pandemic

The pandemic changed overnight how Bay Area residents live, work and travel. It most physically and economically affected Black, Latinx, and Indigenous communities, exacerbating existing inequities. The City will continue to leverage lessons learned through the pandemic, prioritizing the needs of vulnerable residents and business owners of color, many of whom are still recovering from losses. This will protect businesses and cultural organizations owned and/or operated by people of color from displacement due to the lingering impacts of the pandemic or the recommendations in this Specific Plan.



Figure M-1: Oakland's Essential Places Initiative - Implemented in May 2020 to improve pedestrian safety in high-injury corridors, many located in low-income communities of color.

(Photo Credit: Lenny Gonzalez; Source: Rikha Sharma Rani, "How Covid-19 Inspired Oakland to Get Real About Equitable Urban Planning", *Next City,* October 2020)

STREET INFRASTRUCTURE

As part of the City's response to the COVID-19 pandemic, the Oakland Department of Transportation (OakDOT) opened neighborhood streets to allow for socially-distant physical activity (making it safer to get to essential service) and revised permitting requirements to support business activity in public rights-of-way. Efforts included:

- **Slow Streets Program** – Launched in April 2020, this program served to support safe, socially-distant physical activity by discouraging through-traffic on certain local streets throughout the city. Soft closure barriers, made from A-frame barricades, were installed at key intersections to encourage safe walking, rolling, jogging, and bicycling across over 21 miles of streets. "Road Closed to Thru Traffic" signage was used to alert drivers about the potential presence of pedestrians and bicyclists in the street and to block through traffic access. Continuous, real-time community feedback was gathered resulting in responsive, hyper-iterative design treatments. The program was phased out in 2022 as California reopened doors to businesses, workplaces, and schools. While some lamented the end of Slow Streets, there had been growing concerns that the program unfairly diverted traffic, burdened essential workers who had to drive to work, and was becoming costly to maintain. Since the program's end, the City has been looking for opportunities to implement permanent Slow Streets through the Capital Improvement Program (CIP), Five Year Paving Plan, and Neighborhood Bike Routes. A Pop-Up Slow Streets Program that supports temporary closure requests by residents is also being explored.
- **Essential Places Program** – Launched in May 2020, this effort built upon the Slow Streets program. Some community members, especially residents in East Oakland, called for changes to the Slow Streets Program because they felt that the closures were mainly recreational and did not provide adequate access to essential services and jobs. To address this, the City created the Essential Places program and installed a mix of temporary and permanent traffic safety improvements to enable safer access to essential neighborhood services. While the pandemic has ended, the Essential Places Program has been adopted as an ongoing approach

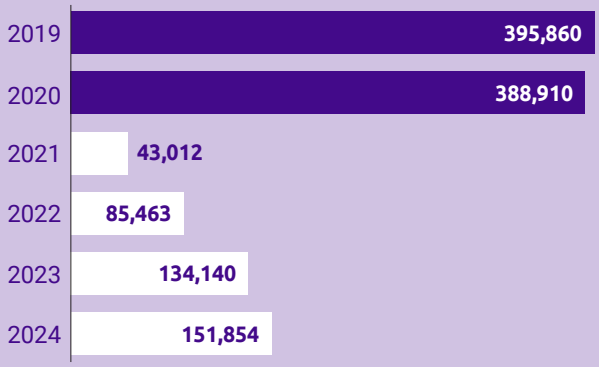
to prioritizing traffic safety requests and improvements. As of 2023, OakDOT has identified over 380 "Essential Places", including locations near schools, senior centers, grocery stores, and more.

- **Flex Streets Initiative** – This City initiative gave businesses opportunities to use sidewalks, parking lanes, and streets for various and flexible commercial uses throughout the pandemic. It included a streamlined permitting process for businesses to operate with new configurations within the public right-of-way. The success of the Flex Streets program can be attributed to the City's "automatic permitting system"; introduced during the pandemic, it guided applicants through typical design examples and waived permitting fees, interdepartmental approvals, and unnecessary engineering requirements. Since its launch in June of 2020 the program supported 140 sidewalk cafes and parklets, 13 street closures, 14 permitted private spaces, and more than 60 mobile food truck permits. While the Flex Streets Initiative remains in place, application and permit fees were introduced in July of 2023 to cover administrative costs and make the program sustainable. The initiative advanced racial equity by reducing administrative and access barriers.

TRANSIT

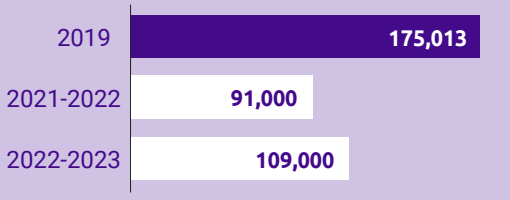
During the pandemic, BART and AC Transit took numerous precautions to keep train and bus operations safe, nimble, and flexible including requiring face masks, implementing deep cleaning and enhanced filtration on vehicles, and setting capacity limits. While transit ridership remained low and agency budgets stretched, high frequency operations were prioritized on routes providing access to essential services and serving transit-dependent riders. Transit ridership is slowly increasing and has yet to rebound since the pandemic. Continuing to adapt to changes in ridership (which presently show more dispersed travel patterns rather than traditional peak commute patterns), BART and AC transit have made schedule adjustments. BART ridership remains at 40% of pre-pandemic expectations, but total ridership has grown by 16% from 2022 to 2023, and 2023 saw the highest ridership since the pandemic. Meanwhile, AC Transit ridership is 38% that what it was pre-pandemic but experienced 20% growth in total ridership from 2022 to 2023. In September of 2023, BART rolled out a new service plan to respond to post-pandemic commute patterns and ridership growth opportunities, which included running shorter trains at more frequent intervals to reduce waiting times and increasing service hours during the evenings and weekends. AC Transit is currently working on a plan to realign and consolidate routes. In light of the uncertainties that have arose as a result of the pandemic, the City should continue to track ongoing effects of the pandemic over the long term (such as a shift to remote work or changes to mobility patterns) and evaluate any needed adjustments to plan policies during implementation.

BART MONTHLY RIDERSHIP (January)

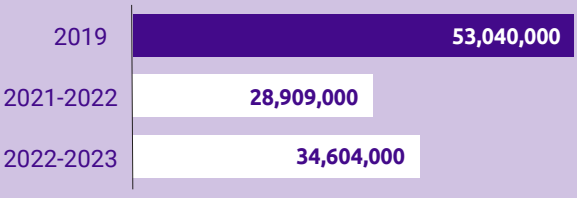


Source: Metropolitan Transportation Commission

AC TRANSIT DAILY RIDERSHIP (Weekday)



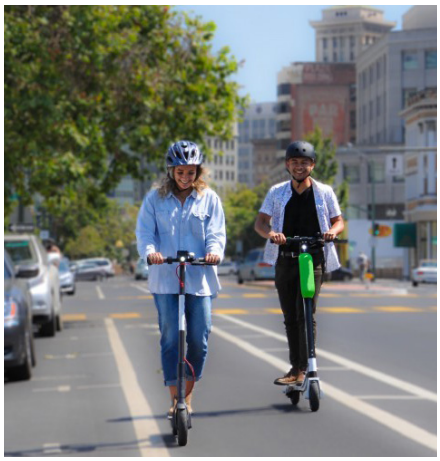
AC TRANSIT ANNUAL RIDERSHIP



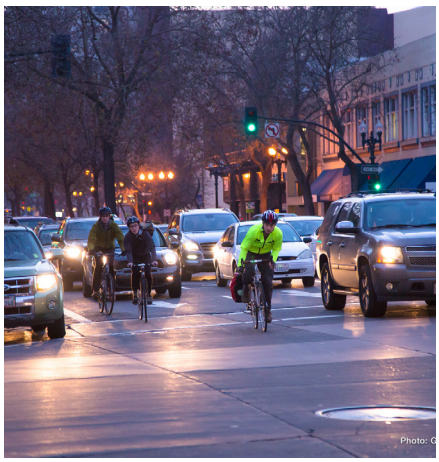
Source: AC Transit Annual Report


Since 1967
International Grocers
Since 1967










MeetDowntownOak.com
FREE SHUTTLE


LA BONITA TAQUERIA


Sweet Bar
BAKERY



Mobility Strategies

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

Three fundamental objectives for Downtown Oakland are:

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

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

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

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

Figure M-2:
Before & After Visualization
9th Street and Broadway



Connectivity Strategies

Outcome M-1: Downtown is well-connected internally and to surrounding neighborhoods with bicycle and pedestrian networks that are accessible and safe for all Oaklanders.

Safety improvements along streets and at intersections include:

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

DESIGN & IMPLEMENT PEDESTRIAN SAFETY MEASURES

Sixty-three percent of Oakland's severe and fatal pedestrian, bicycle, and vehicle collisions occur on just 6% of its streets.[5] Collectively these streets are referred to as Oakland's "High Injury Network" (HIN) shown in Figure M-3.

For pedestrians, 69% of severe and fatal crashes occur on just 4% of Oakland's streets.[6] Collectively these streets are referred to as Oakland's "Pedestrian High Injury Network." Improved pedestrian safety on high-injury corridors and at high-injury intersections in downtown can be achieved by implementing the safety projects described in Appendix Table AP/M-1. These projects address many of the safety concerns that discourage people walking; the list contains both short-term and long-term improvements. Short-term interventions include high visibility crosswalks, directional curb ramps, accessible pedestrian signals and pedestrian countdown timers. City of Oakland policy is to install two directional curb ramps per intersection corner wherever feasible to maximize accessibility for those with mobility and visual impairments, and pedestrian signal heads with a countdown display during the flashing red hand phase (indicating how many seconds remain to cross the street and with audible features indicating the Walk and Don't Walk phases) at all new traffic signals, traffic signal modifications, and traffic signal replacements. Public safety concerns, which also discourage pedestrians downtown, are addressed in the Community Health Chapter.

5 Department of Transportation, City of Oakland, Citywide Crash Analysis, 2018.
6 Department of Transportation, City of Oakland, Citywide Crash Analysis, 2018.

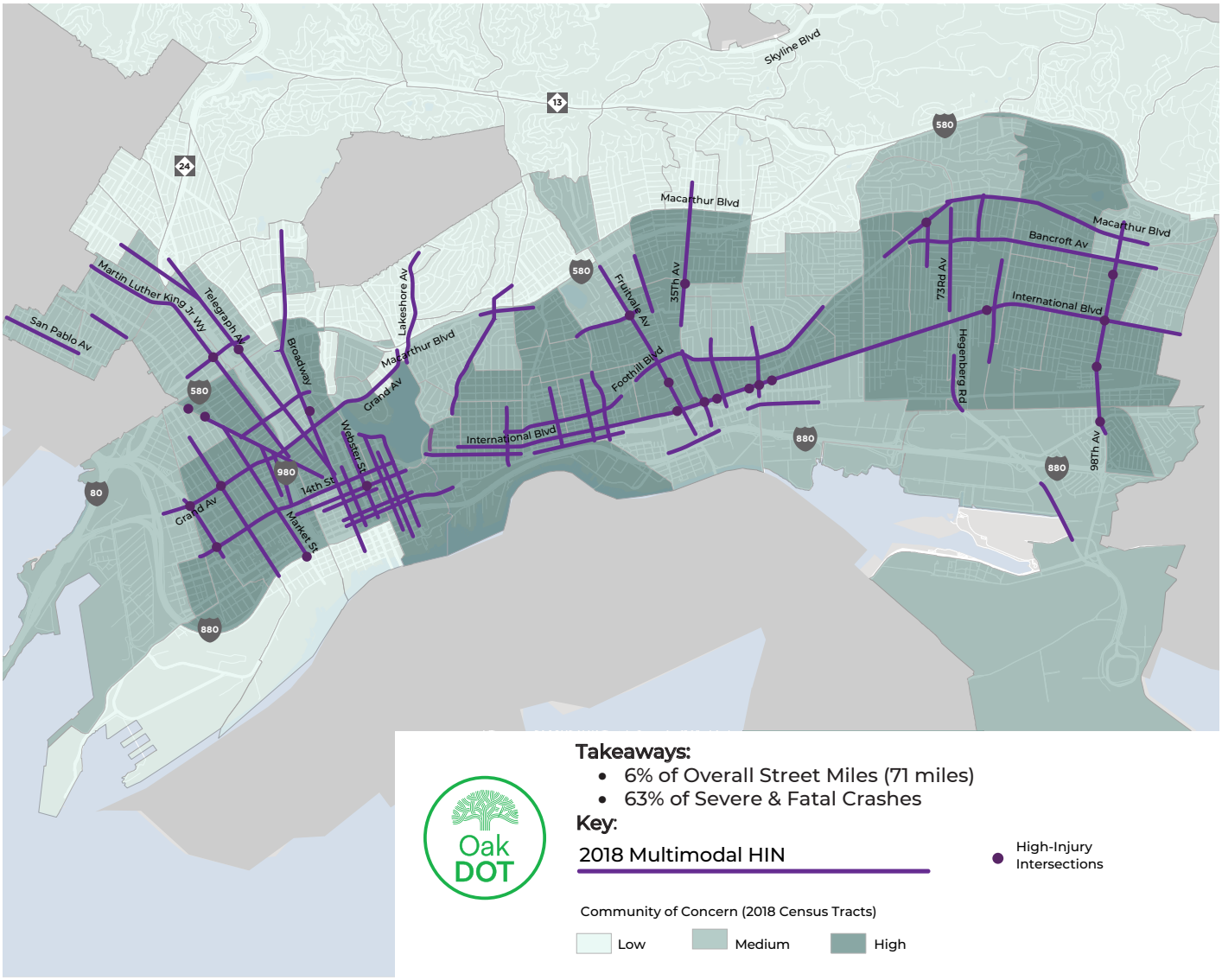


Figure M-3: High Injury Network

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

Related Policies & Equity Indicators:
- **M-1.5: Connectivity & Access Improvements**
- **M-1.3: Train Quiet Zone Study**
- **CH-1.1: Public Realm Improvements**
- **EQT-7: Other (Accessibility, Injuries)**

Related Policies & Equity Indicators:
- **M-1.5: Connectivity & Access Improvements**
- **EQT-7: Other (Accessibility, Injuries)**
- **Pandemic Recovery**

Related Policies & Equity Indicators:
- **M-1.1: Pedestrian Safety Measures**
- **EQT-7: Other (Accessibility)**

IMPLEMENTING POLICIES:

» **Policy M-1.1 - Pedestrian Safety Measures:** Design and construct safety improvements along the high-injury pedestrian network, including ADA measures that support access for people with disabilities (as identified in Figure M-3 and described in Appendix Table AP/M-1).

» **Policy M-1.2 – Oakland Pedestrian Plan and Oakland Bicycle Plan:** Implement the pedestrian and bicycle programs/policies for Downtown Oakland detailed in the 2017 Oakland Pedestrian Plan and 2019 Oakland Bicycle Plan, with attention to connectivity between residential, workplace, and green/recreational space.

» **Policy M-1.3 - Train Quiet Zone Study:** Continue to implement the recommendations of the 2011 Train Quiet Zone Study that details the specific safety measures for each intersection and provide a blueprint of the Jack London Train Quiet Zone. Extend study area east of Oak Street. Specific improvements are described in Appendix A; while these treatments are focused on pedestrian safety, they also improve comfort and access—particularly for vulnerable groups (including seniors, children, and people with disabilities).



Pandemic Recovery Strategy

As a strategy to address the near- and long-term impacts from the pandemic, the City can use recommendations from the Pedestrian Plan and Bicycle Plan to inform and prioritize future iterations and expansions of OakDOT's Slow Streets, Essential Places, and Flex Streets programs. Sites selected for the Essential Places program were informed by the locations of dangerous intersections identified in the Pedestrian Plan, and the Slow Streets network alternatives grew out of the Bicycle Plan's recommended neighborhood bike routes. Similar interventions moving forward should help form a network that provides safe access to essential places and workplaces, especially for historically underserved neighborhoods.

PLAN AND DESIGN FOR EMERGING MOBILITY OPTIONS

As the popularity of micromobility devices (such as electric scooters ["e-scooters"] and electric skateboards) increases, so does the need to redesign streets to safely accommodate people using these devices. Dedicated spaces for people to ride in, such as protected bicycle/mobility lanes, are critical to creating a safer and more comfortable environment for all users. In addition to dedicated lanes, OakDOT is also planning to designate parking for shared micromobility devices to provide clarity on where micromobility users should park vehicles while accessing amenities and services, thus maintaining accessible and non-cluttered sidewalks. Like other cities, the City of Oakland is investigating suitable parking locations, styles, and construction types best suited for shared mobility. In Downtown Oakland, designated scooter parking areas are planned for on-street and off-street locations, which will be determined by analyzing current parking demand and proximity to destinations and services (such as BART) while avoiding obstructions to the pedestrian right-of-way. OakDOT is also working with shared mobility companies to develop incentives for utilizing the parking spaces, as well as improving enforcement of incorrectly parked vehicles on sidewalks.

IMPLEMENTING POLICIES:

» **Policy M-1.4* - Emerging Mobility Technologies:** Plan and design for emerging mobility technologies. Actions include:

- Include micromobility devices and users in transportation improvements, including designated parking.
- Digitize curb space to better manage curbs and associated regulations for parking, ride share and other activities.
- Install electric charging stations where appropriate, including ADA accessible spaces, however, ensure that due public process ensues and avoid yielding public spaces like sidewalks and parks for private companies to install devices.
- Use pilot programs to experiment with new technology.

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

Freeway and underpass crossings present some of the most challenging pedestrian and bicycling conditions in Downtown Oakland and create barriers between downtown, West Oakland, Jack London, and other adjacent neighborhoods. Enhancing safety and providing more comfortable walking conditions is necessary to improve access from surrounding neighborhoods.

The City has multiple policies, strategies, and projects to address connectivity across freeways, and strategies identified in this Specific Plan complement these efforts. The City's General Plan Land Use and Transportation Element (LUTE) includes a policy which states that I-880 should not be rebuilt if a catastrophic event were to take it down, and a long-range potential strategy to replace I-980 with a multi-way boulevard is described later in this chapter.

Pedestrian Programs and Policies for Downtown Oakland detailed in the 2017 Oakland Pedestrian Plan include:

- Partnering with the Department of Race and Equity and the Police Department to eliminate disparities in traffic safety enforcement.
- Providing resources to support low-income property owners in repairing sidewalks and frontages through the City's Facade Improvement Program and through the Department of Transportation's no-cost repairs for low-income property owners program.
- Implementing and monitoring a temporary traffic control protocol for new developments that affect the pedestrian environment.
- Implementing and maintaining roadway features that reduce speeds and make pedestrian crossings safer.
- Creating a program to update and maintain the City's sidewalk inventory downtown.
- Coordinating with OakDOT and ADA Programs to improve accessibility and implement the ADA Transition Plan.

Related Policies & Equity Indicators:

- **M-1.10: Low Stress Bicycle Network**
- **M-3.8: Curbside Management**
- **CH-2.1: VMT and GHG Emission Reductions**
- **CH-2.3: Meeting ECAP Emissions Targets**

** Policy supported by young people during engagement process*



Figure M-4: Proposed Connectivity and Access Improvements

The Oakland/Alameda Access Project will improve access and reduce vehicle-pedestrian conflicts between I-880 and I-980, the Posey and Webster Tubes, Jack London, and the City of Alameda. Any significant redevelopment of Howard Terminal would include underpass improvements at Broadway, specifically looking to expand the available sidewalk space for patrons walking to and from the area and enhance the freeway underpass with improved lighting, aesthetics, "placemaking," and wayfinding. Additionally, the City's Walk This Way effort created an underpass improvements toolkit for citywide application, including conceptual designs for improvements to the Madison, Oak, Webster, and Washington Street I-880 underpasses. The design toolkit investigates ways to lessen the negative sensory impacts of underpasses and improve safety by providing guidance on pedestrian-friendly lighting, art installations, plantings, street geometry, and reflected noise, as well as outlining a process for working with agencies that own and maintain underpasses (i.e., Caltrans).

Improving pedestrian safety, creating a more connected pedestrian network, and improving streetscape and public space throughout Downtown can be achieved by implementing the connectivity and access projects identified in Figure M-4 and/or described in Appendix Table AP/M-2 and AP/M-3. These projects include:

- Connect recreational sites along Lake Merritt, Lake Merritt Channel, and the Estuary to each other to create continuous waterfront access.
- Create and strengthen safe and direct pedestrian and bicycle access between the waterfront and adjacent neighborhoods (see Chapter 5, Community Health). This includes streetscape improvements such as shared streets, paseos, the West Oakland Walk, and the Green Loop.
- Strengthen and connect Downtown's cultural assets and districts by investing in culturally relevant streetscape elements, such as wayfinding, signage, historical markers and public art (see Chapter 4, Culture Keeping).
- Connect the waterfront to the rest of the city with emphasis on direct links to adjacent neighborhoods and downtown that reduce physical barriers and the perception of isolation from the water's edge.
- Transform Embarcadero West in Jack London into a "quiet zone" through implementation of rail safety improvements such as crossing treatments and fencing at each intersection.
- Study undergrounding existing regional transportation facilities, including BART and other rail tracks, within the Plan area.
- Improve public access to and along the waterfront – connections to Brooklyn Basin and Howard Terminal (if redevelopment occurs) are integral to this vision.

Connectivity and access improvements include:

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

- Improve the connections between downtown and the waterfront by focusing on the following high priority freeway under-crossings:
    - Martin Luther King Jr. Way
    - Jefferson Street
    - Washington Street
    - Broadway
    - Webster Street
    - Jackson Street
    - Madison Street
    - Oak Street

Access and connectivity improvements can also be achieved in coordination with future development; as private parcels develop, the City will work with developers to provide wider sidewalks, especially adjacent to transit, and bring curb ramps up to ADA standards. Additionally, enhanced connections on publicly-owned streets and spaces could be supplemented by new connections on privately-owned public spaces (paseos, plazas, etc.) This Mobility Chapter identifies a number of safety and connectivity recommendations for Downtown's rights-of-way; these public spaces are also a place for non-mobility needs, such as street furniture, benches, green infrastructure, and street trees. Strategies and related policies for streetscape improvements are summarized in Chapter 6, Land Use. Mobility improvements in the right-of-way need to be coordinated with urban design and streetscape improvements. Specifically:

- The **West Oakland Walk (WOW**) is a community-led urban design proposal that is part of the West Oakland Specific Plan and extends into downtown, bringing together the parks, public spaces, and cultural history connecting Lake Merritt to the city's western edge (See Figures CH-5 and LU-12). As the City develops projects in the right-of-way or reviews private development along the WOW, the City should coordinate with the WOW, including consulting with community advocates and consider including WOW design elements.

- The **Green Loop** is 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 (See Figures CH-5 and LU-12). The loop includes protected bikeways and underpass improvements described in this chapter, as well as portions of the WOW. As segments of the Green Loop are improved, the City should coordinate to include details such as wayfinding, signage, public art and green infrastructure.

New street connections or segments are needed in a few limited areas where the vehicular network is incomplete or disconnected. Extending 3rd Street east of Oak Street toward the Lake Merritt Channel and connecting the new end of 3rd Street with the existing end of 4th Street are critical infrastructure projects to provide needed connectivity and egress to enable the long-term vision for the Victory Court area (this is described in greater detail in Appendix B). New streets should be designed as Complete Streets that balance the needs of all users (see Policy M-3.1).

IMPLEMENTING POLICIES:

» **Policy M-1.5 - Connectivity and Access Improvements:** Design and construct connectivity and access improvements throughout downtown (as identified in Figure M-4 and/or described in Appendix Table AP/M-1 through AP/M-3).

Related Policies & Equity Indicators:
- **M-1.1: Pedestrian Safety Measures**
- **M-1.7: Connecting Downtown Neighborhoods & Public Spaces**
- **M-1.10: Low-stress Bicycle Network**
- **M-3.1: Implementing Complete Streets**
- **M-3.11: I-980 Replacement Feasibility Study**
- **CH-1.1: Public Realm Improvements**
- **LU-1.7: Streetscape & Public Space Improvements**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**
- **EQT-7: Other (Accessibility, Injuries)**

» **Policy M-1.6 - Temporary / Tactical Urbanism Projects:** Pursue opportunities to temporarily reallocate public right-of-way through relatively inexpensive programs and tactical urbanism treatments to immediately improve pedestrian and bicycle connectivity and access Downtown. Over the longer term, with additional funding and community outreach, permanent improvements can be pursued.

Related Policies & Equity Indicators:
- **M-3.1: Implementing Complete Streets**
- **CH-1.1: Public Realm Improvements**
- **LU-1.7: Streetscape & Public Space Improvements**
- **EQT-7: Other (Accessibility, Injuries, Asthma/Air Quality)**
- **Pandemic Recovery**

» **Policy M-1.7 - Connecting Downtown Neighborhoods & Public Spaces:** Link neighborhoods with the waterfront through implementation of the Green Loop, West Oakland Walk, and other connectivity improvements.

Related Policies & Equity Indicators:
- **M-1.10: Low-stress Bicycle Network**
- **M-3.1: Implementing Complete Streets**
- **CH-1.1: Public Realm Improvements**
- **LU-1.7: Streetscape & Public Space Improvements**
- **EQT-7: Other (Accessibility, Injuries Asthma/Air Quality)**

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

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

- Installing leading pedestrian intervals, which give pedestrians the opportunity to enter an intersection 3-7 seconds before vehicles are given a green indication. With this head start, pedestrians can better establish their presence in the crosswalk before vehicles have priority to turn left.
- Installing Accessible Pedestrian Signals (APS)
- Including pedestrian signal heads with countdowns at all intersections
- Providing a "green wave" for bicycle traffic, which times signals so that bicyclists arrive at each intersection during a green phase and also serves as a form of traffic calming
- Ensuring that signal all-red phases provide adequate clearance time to enable bicyclists to pass intersections safely
- Implementing transit signal priority strategies by placing transponders on transit vehicles and at signals that communicate with each other, i.e. a "green extension"



Figure M-5: One of Four Proposed Pedestrian/Bike Bridge Concept Designs

Connecting Downtown Oakland to Alameda

The Cities of Alameda and Oakland are working to knit together the two cities across the 1,000-foot estuary and improve the estuary crossing for people biking and walking. Under consideration is the alignment and feasibility of the Alameda Bicycle/Pedestrian Bridge, which is being studied through the Oakland-Alameda Access Plan Feasibility Study. A new bicycle/pedestrian lift bridge would create an easy-to-use, safe and enjoyable connection, filling the significant lack of walking and biking facilities between the West End of Alameda, Jack London Square, Downtown Oakland and beyond.

A bicycle/pedestrian bridge was first recommended in a 2009 City of Alameda study of estuary crossing options as the preferred long-term option to serve commuters, recreational riders, and tourists and provide Alamedans with direct access to Jack London Square, several BART stations, and the employment hub of Downtown Oakland. Starting in 2016, Alameda began to study bridge alignments in detail that would meet the Coast Guard's navigational clearance requirements: the Estuary is a federal navigation channel and the bridge cannot obstruct the movement of vessels. One of the potential alignments (as shown in the rendering) would connect from a planned residential development with a waterfront park in Alameda near the foot of 5th Street to the foot of Washington Street in Oakland. Another potential alignment includes connecting to Alameda at Estuary Park, near the Brooklyn Basin development project. Alameda is working with Oakland to explore ramp and landing designs, and to select and preserve easements for a landing in Jack London Square. A detailed Bridge Feasibility Study and a Travel Demand Model was completed in 2020 to move this project forward and to confirm cost and feasibility.



Existing conditions

17th Street West of San Pablo Avenue

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



Figure M-6: Proposed street improvements and potential infill development along 17th Street, looking east toward San Pablo Avenue

Related Policies & Equity Indicators:
- **M-3.9: Emergency Service Vehicle Priority**
- **EQT-7: Other (Accessibility)**

Related Policies & Equity Indicators:
- **M-1.5: Connectivity and Access Improvements**
- **EQT-7: Other (Accessibility, Injuries)**

IMPLEMENTING POLICIES:

» **Policy M-1.8 - Upgraded Traffic Signals & Timing:** Update signal timing and upgrade signals throughout downtown to reduce the delay and support access for bicyclists, pedestrians, and transit.

» **Policy M-1.9 - Two-way Circulation Standard:** Install signals that accommodate two-way circulation as standard practice in all future intersections.

DESIGN AND CONSTRUCT A DOWNTOWN LOW-STRESS BICYCLE NETWORK

Forty-seven percent of Oakland's bicyclist severe injuries and fatalities occur on just 2% of its streets.[7] Collectively these streets are referred to as Oakland's "Bicycle High Injury Network." Improved bicyclist safety on high-injury corridors and at high-injury intersections in downtown can be achieved by increasing separation between bicyclists and motor vehicles.

Protected bikeways enhance the safety of bicyclists and micromobility users by providing a physical barrier from motor vehicles. These elements are reflected in the proposed "low-stress" bicycle network, as identified in Figure M-7. The network is comprised of shared-use paths and physically separated bike lanes, supplemented by standard bike lanes or buffered bike lanes where the volumes and speeds of motor vehicles are lower. The proposed network includes two tiers:

- The **Short-Term Network** includes bikeways that can be installed more quickly (such as through a street repaving project) and have community support and minimal trade-offs. The City will conduct additional outreach and corridor evaluation prior to designing or implementing specific projects.
- The **Vision Network** includes bikeways that need to go through a community design process to evaluate trade-offs, undertake additional study, or require multi-agency coordination

The proposed network also includes intersection treatments to facilitate easy and low-stress navigation between corridors, including: protected intersections, bike boxes, two-stage turn boxes, and wayfinding signage.

Bikeways in the proposed bicycle network are considered low stress since there is little interaction between bicyclists and high-speed or high-volume motor vehicle traffic. In other words, the proposed bicycle network recommends bikeways that provide physical separation between the bikeway and vehicular traffic on roadways with higher traffic volumes and speeds. People are more comfortable and more likely to ride on lower-stress bikeways, as highlighted in the 2019 Oakland Bike Plan. The 2019 Bike Plan found that while only 5% of

7 Department of Transportation, City of Oakland, Citywide Crash Analysis, 2018.



Figure M-7: Proposed Low-stress Short-Term Network and Vision Bicycle Networks

Oaklanders feel comfortable bicycling on roads without bike lanes, 67% feel comfortable bicycling on roads with protected bike lanes.[8] Protected bicycle facilities benefit drivers too, as bicyclists and micromobility users are more likely to use the protected facilities and therefore less likely to be present in travel lanes where drivers must navigate around them.

The low-stress bicycle network reflects guidance from the adopted 2019 Oakland Bicycle Plan; as specific projects are initiated, the City will collect additional data and solicit input from community outreach to ensure the best/most desirable project is implemented. Changes to amend the Bike Plan or changes that are recommended as a result of additional input and data analysis will have priority over the maps and recommendations of the Downtown Specific Plan.

The Oakland Public Library is an important partner providing services to encourage bicycling Downtown. In partnership with OakDOT, the Oakland Public Library is providing bike mechanics, fix-it stations, and bike repair and maintenance tools for free at library locations.

Related Policies & Equity Indicators:
- **M-1.5: Connectivity and Access Improvements**
- **CH-1.1: Public Realm Improvements**
- **CH-1.5: Coordinating Development and Park/Streetscape Improvements**
- **CH-2.3: Meeting ECAP Emissions Targets**
- **LU-1.7: Streetscape & Public Space Improvements**
- **EQT-7: Other (Injuries)**
- **Pandemic Recovery**

IMPLEMENTING POLICIES:

» **Policy M-1.10 - Low-stress Bicycle Network:** Design and construct a low-stress bicycle network throughout downtown (Figure M-7).

» **Policy M-1.11 - Partnerships to Support Bicycle Ridership:** Partner with community services, like the library and recreation centers, to provide bike mechanics, fix-it stations, and bike repair and maintenance tools at locations throughout Oakland.

CONTINUE TO EXPAND BICYCLE PARKING SUPPLY

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

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- **CH-1.5: Coordinating Development and Parks/Streetscape Improvements**

» **Policy M-1.12 - Expanded Bike Parking:** Continue to expand bike parking supply including short-term and long-term facilities for both commercial and residential land uses.

8 Department of Transportation, City of Oakland, Oakland Bike Plan, 2019.

Transit Strategies

Outcome M-2: Oaklanders, particularly communities that are more transit-dependent, are well-served with frequent, reliable, safe, and affordable transit access.

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

Proposed transit priority treatments, shown on Figure M-8 and listed in Appendix A, Table AP/M-5, include dedicated bus-only lanes, transit priority signals at intersections, queue jump lanes, and boarding islands or transit bulbs. Setting specific targets for service frequency and span improvements will enable the City to work more effectively with AC Transit to target resources to the highest priority transit services. Furthermore, providing a safe, comfortable space to wait for buses that includes wayfinding and transit information will make riding transit easier and more accessible, particularly for youth, seniors, and people with disabilities.

Per the *Plan Draft Environmental Impact Report*, the transit improvements contained in this plan would result in 5,000 additional daily AC Transit trips and 23,000 additional daily BART trips, or 28,000 total additional daily transit trips.

Improved passenger amenities and security at bus stops:

- Bus stop improvements can include lighting, new shelters, benches, trash receptacles, wayfinding information in multiple languages, and other amenities
- Multilingual wayfinding signage at transit stops and stations should be coordinated with other wayfinding in downtown in terms of design and content (see Policy CH-1.6)
- Current standard bus shelter design will be modernized to take up less space on the sidewalk while providing shelter for more people
- Plugged-in shelters can provide interactive way-finding and real-time bus arrival updates

IMPLEMENTING POLICIES:

» **Policy M-2.1 - Transit Priority Treatments:** Implement transit priority treatments, including transit-only lanes, signal improvements, and upgraded bus shelters, on key corridors to improve overall transit travel times, make transit more attractive, and improve access to, from and within downtown (as identified in Figure M-8 and described in Appendix Table AP/M-5).

Related Policies & Equity Indicators:
- **CH-2.3: Meeting ECAP Emissions Targets**
- **EQT-7: Other (Transit Access)**

» **Policy M-2.2 - Improve Amenities/Security at Bus Stops:** Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout downtown. Bus stops can include lighting, new shelters, benches, wayfinding information in multiple languages, and other amenities including those that improve access and comfort for people with disabilities.

Related Policies & Equity Indicators:
- **C-1.3: Culturally Relevant Marketing, Branding, & Streetscape Design**
- **EQT-7: Other (Accessibility, Transit Access)**

» **Policy M-2.3 - COVID-19 Pandemic Response**: Support healthy transit and mobility in the context of the COVID-19 pandemic. Utilize lessons learned during the pandemic to improve transit service.

Related Policies & Equity Indicators:
- **Pandemic Recovery**



Figure M-8: Proposed Bus Transit Network

Pandemic Recovery Strategy

During the pandemic, BART and AC Transit took numerous precautions to keep train and bus operations safe, nimble, and flexible including:

- Preserving AC Transit service on core lines (local service running on modified Sunday schedule, weekday-only and transbay line service reduced or suspended);
- Limiting BART service hours, but maintaining higher service levels on weekdays and Saturdays;
- Requiring riders to wear face masks;
- Implementing enhanced deep-cleaning procedures for the vehicles;
- Implementing passenger capacity limits on buses, and crowding charts for trains; and
- Enhancing air filtration/ventilation on vehicles.

While transit ridership was low and agency budgets were stretched during the pandemic, high frequency operations were prioritized on routes providing access to essential workplaces and services. Learning from this experience, BART and AC Transit should continue to evaluate future service changes so as to not cause a disproportionate burden on people of color, low-income residents, or transit-dependent riders. OakDOT should also continue to leverage the tools from its Essential Places program, quickly incorporating tactical roadway improvements outlined in its Transit Action Strategy to improve transit reliability, even while transit service may experience reductions or changes in the future.

PRE- AND DURING COVID QUARTERLY WEEKDAY AVERAGE RIDERSHIP BY BART STATION

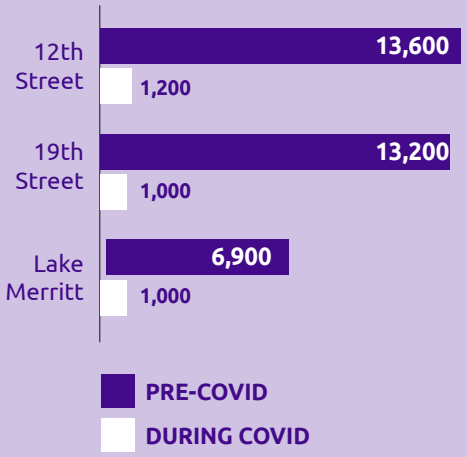




Figure M-9: Broadway bus transit lane

Broadway Dedicated Bus Transit Lanes and Improved Bus Shelters

The first phase of dedicated bus transit lanes and new bus stations serving transit users was installed on Broadway between 11th Street and 20th Street. With this improvement, buses are separated from vehicular traffic, resulting in travel time reductions as busses bypass vehicle traffic.

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

To better serve the Lake Merritt BART Station and improve bus connections to East Oakland, the bus network in Chinatown and Jack London might be reconfigured with one-way to two-way street conversions, as shown in Figure M-10. This may enable the creation of a transit center at the Lake Merritt BART Station and may provide more direct connections between Brooklyn Basin, Chinatown, and Jack London. AC Transit should also preserve sufficient bus layover capacity downtown to allow bus drivers to take required breaks and provide a time cushion if the preceding trip is delayed.

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

IMPLEMENTING POLICIES

» **Policy M-2.4 - Connections to Citywide and Regional Transit:** Reconfigure transit service in Jack London and Chinatown to better connect with regional transit (ferry terminal, Amtrak, and Lake Merritt BART) and improve bus transit connections within, to, and from downtown.

» **Policy M-2.5 - Improved Bus Layover Capacity:** Provide adequate layover locations for AC Transit so buses run smoothly, and preserve sufficient bus layover capacity to serve existing and future transit service needs to and from downtown.

Related Policies & Equity Indicators:
- **E-2.2: Transit Oriented Development**
- **CH-2.1: VMT and GHG Emission Reductions**
- **CH-2.3: Meeting ECAP Emissions Targets**
- **LU-1.9: Downtown Planning Code Revisions**

» **Policy M-2.6 - Regional Transit Expansion Opportunities:** Capitalize on potential regional transit expansion opportunities for BART, Capitol Corridor, and ferry service.

Related Policies & Equity Indicators:
- **M-2.6: Regional Transit Expansion Opportunities**

» **Policy M-2.7 - New Transbay Crossing/BART Station:** Consider locations for a second transbay crossing and new BART Station in downtown. Evaluate locations such as, but not limited to, I-980, Broadway, Franklin, Webster, Clay Street or Washington Street.

REDUCE FARES FOR LOW-INCOME TRANSIT USERS

Transit is a lifeline service for many low-income people, but in Alameda County, households that have low and no incomes are required to pay the full fare price, rather than a reduced fare. Reduced fares create improved access for people to reach Downtown Oakland and reduce racial disparities in transit service. Strategies for addressing this disparity include:

- **Participate in regional means-based discount fare pilot:** In 2018 the Metropolitan Transit Commission (MTC) adopted a resolution establishing a framework for an 18-month pilot program. Clipper START,

which launched in July 2020, offers a 50% single-ride fare discount to eligible low-income adults for travel on most of the Bay Area's transit agencies, including BART, Caltrain, Muni, and Golden Gate Transit and Ferry. The pilot has been extended through June 2025.

- **Create a low-income transit pass:** The City will work with Alameda County, AC Transit and MTC to create a low-income transit pass that ensures low- and no-income Oaklanders have a discount on the bus. This could be an expansion of the existing Easy Pass system distributed to low-income riders. Further study is required to determine the potential revenue source, as well as the costs of subsidizing fares.
- **Ensure compliance with transit pass requirements:** The City requires that most new developments provide transit passes. Monitoring pass program implementation and usage can be done to ensure this program is successful. Annual compliance reports can cover pass implementation and usage.

IMPLEMENTING POLICIES:

» **Policy M-2.8* - Low-income Transit Pass:** Work with transit agencies to participate in regional means-based discount fare program, offer a low-income transit pass to reduce the cost of transit fare, and ensure compliance with transit pass requirements.

Related Policies & Equity Indicators:
- **EQT-7: Other (Transit Access)**

** Policy supported by young people during engagement process*

MAINTAIN RELIABLE, ADA-ACCESSIBLE ACCESS TO TRANSIT STATIONS

Currently, each Downtown BART station has only one elevator for vertical access, and those elevators are not always usable. The City of Oakland will coordinate with BART on providing convenient, safe and ADA-accessible access to transit stations, seek opportunities to increase the number of elevators, and ensure that facilities are routinely maintained. The City supports implementation of access needs identified in previous BART planning efforts for the 19th Street Station and 12th Street/City Center Station, including:

- 19th Street station: new elevator connecting street concourse; escalator canopies with roll-down doors to protect escalators from overnight damage and reduce outages; new entrance at north end of station to expand pedestrian access and respond to new development; additional ticket vending machines or faregates.
- 12th Street station: new elevator connecting platform to concourse; escalator canopies with roll-down doors to protect escalators from overnight damage and reduce outages; interior upgrades including lighting; additional ticket vending machines or faregates.

The City is coordinating with BART and is supportive of its station accessibility retrofit efforts; all City activity related to accessibility upgrades will align with the Environmental Impact Report.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- EQT-7: Other (Accessibility)

» **Policy M-2.9 - ADA Accessibility at Transit Stations:** Maintain reliable, ADA-accessible access to transit stations (i.e. BART elevators and escalators) and find opportunities to increase the number of elevators.

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

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

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- C-1.3: Culturally Relevant Marketing, Branding & Streetscape Design
- EQT-3: Displacement
- EQT-7: Other (Belonging)

» **Policy M-2.10 - Renaming Transit Station Names:** Name transportation facilities and stations to reflect the location or character of the place that they serve.

TRANSPORTATION DEMAND MANAGEMENT STRATEGIES

The City of Oakland has enacted transportation demand management (TDM) policies for new developments, requiring them to develop, implement, and report on the progress of TDM plans that serve to reduce total trips generated by the development and balance trips that are generated among different transportation modes. Because TDM policies can support an existing critical need for transportation mode shift, rather than simply aiming to reduce the impact of new development, Oakland's existing TDM policy could be expanded to existing downtown major employers as well.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- CH-2.1: VMT and GHG Emission Reductions
- CH-2.3: Meeting ECAP Emission Targets

» **Policy M-2.11 - Transportation Demand Management Plan:** Implement TDM Strategies:

- Consider requiring existing downtown employers with more than 50 employees to develop and implement TDM plans and monitor and report on trip reduction.
- Consider a requirement in TDM plans that large employers and new residential developments provide a flexible, free, or reduced transit pass for employees.

Street Infrastructure & Parking Strategies

Outcome M-3: Oakland's streets serve a wide variety of uses, providing Oaklanders of all ages and abilities with safe transportation and recreation choices, serving businesses, connecting neighborhoods, and meeting goals for emergency services and sustainability.

REBALANCE STREET SPACE FOR ALL USERS AND IMPROVE THE VEHICULAR NETWORK

Since many of downtown's streets have excess capacity, the opportunity exists to implement the City's Complete Streets Policies and reconfigure the right-of-way to include enhanced spaces for bicyclists; micromobility riders; pedestrians; transit; outdoor recreation, commerce and dining; and loading/unloading. These changes have the capacity to slow traffic and therefore save lives. Pedestrian improvements are proposed under Outcome M-1; and transit improvements under Outcome M-2.

Design of curb space in the Downtown area should implement the 2030 Equitable Climate Action Plan, which specifies that the priorities for curb space should be to meet mobility needs for public transit and active transportation (walking and biking) first; then people and commerce (loading zones and short-term parking); then public space activation (outdoor seating and parklets); and finally, long-term parking.

Converting one-way streets with excess capacity to two-way is one of several Complete Streets strategies. Streets that have been identified for potential one-way to two-way conversions are shown on Figure M-10 and listed in Appendix A, Table AP/M-6. However, two-way conversions are dependent on a larger transportation network study and improvements and can carry significant costs associated with installing new, interconnected signals. While these conversions are all considered long-term "Vision" improvements, the "Primary" conversions have been identified as the first priority. All future intersection upgrades should install signals that accommodate two-way circulation as standard practice. Funding for signal upgrades may be leveraged from private development to allow for future adaptability of the roadway network.

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

- Complete Streets projects that reflect transportation priorities for each street
- Converting one-way streets with excess capacity to two-way
- Implementing parking management strategies that incentivize people to drive less
- Opening new street connections or segments in a few limited areas, such as the extension of 3rd Street east into Victory Court, where the vehicular network is incomplete or disconnected
- Addressing congestion issues around the I-980 ramps and Webster and Posey Tubes through the Oakland/Alameda Access Project



Figure M-10: Proposed Street Conversions

IMPLEMENTING POLICIES:

» **Policy M-3.1 - Implementing Complete Streets:** Implement the City's adopted Complete Streets Policies and Action TLU-7 of the 2030 Equitable Climate Action Plan (Rethink Curb Space), with a focus on reconfiguring road space on public streets with excess capacity to other modes or uses, such as bicycles, pedestrians, transit, and loading/unloading. (Pedestrian improvements are proposed under Policies M-1.5 to M-1.10; bicycle improvements are proposed under Policy M-1.12; and transit improvements are proposed under policies in Outcome M-2. A map of proposed one-way to two-way conversions to achieve these multimodal strategies is shown in Figure M-10 and described in Appendix Table AP/M-6.)

Related Policies & Equity Indicators:
- **M-1.1: Pedestrian Safety Measures**
- **M-1.5: Connectivity and Access Improvements**
- **M-1.10: Low-stress Bicycle Network**
- **CH.1.1: Public Realm Improvements**
- **CH-2.1: VMT and GHG Emission Reductions**
- **CH-2.3: Meeting ECAP Emissions Targets**
- **LU-1.7: Streetscape & Public Space Improvements**
- **EQT-7: Other (Accessibility, Injuries)**

» **Policy M-3.2* - Implementing Green Infrastructure:** Include green infrastructure practices – including planting and maintenance of street trees – described in the City's Green Streets Guide where feasible within the right-of-way.

Related Policies & Equity Indicators:
- **M-3.1: Implementing Complete Streets**
- **CH-2.8: Implementing Green Streets**
- **LU-1.7: Streetscape & Public Space Improvements**

** Policy supported by young people during engagement process*

» **Policy M-3.3 - Safety During Construction:** Adopt stronger regulations to ensure safe access for pedestrians, bicyclists, and transit riders of all abilities during construction projects Downtown.

Related Policies & Equity Indicators:
- **LU-1.6: Mitigating Construction Impacts**
- **EQT-7: Other (Accessibility, Injuries)**

DECREASE FREEWAY CUT-THROUGH TRAFFIC ON LOCAL STREETS

The Oakland/Alameda Access Project proposes to improve access to and from Downtown Oakland and Alameda from I-880 and through I-980, and the Posey and Webster Tubes - all major transportation corridors that experience heavy congestion during peak travel periods. Currently, the Oakland/Alameda Access Project is conducting an extensive stakeholder coordination and public outreach process to build consensus on the proposed project. The Draft Environmental Document released in September 2020 studies potential impacts for a No-Build Alternative (no change) and a Build Alternative that seeks to improve safety and access while reducing conflicts and congestion. The Build Alternative includes changes to existing freeway ramps and a connection from the Posey Tube to I-880, two-way separated bicycle tracks in Oakland, various "complete streets" improvements (such as sidewalks, bike lanes, crosswalks, and landscaping), bicycle and pedestrian improvements at the approaches to the Posey and Webster Tubes, and opening the Webster Tube's west side walkway to bicyclists and pedestrians.

IMPLEMENTING POLICIES:

» **Policy M-3.4 - Oakland/Alameda Access Project:** Decrease cut-through traffic on local streets through improvements proposed as part of the Oakland/Alameda Access Project; continue coordination with ACTC and City of Alameda to implement.

Related Policies & Equity Indicators:
- **CH-1.1: Public Realm Improvements**
- **EQT-7: Other (Asthma/Air Quality, Injuries)**

Complete Streets Focus Corridors

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

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

Several preliminary design alternatives were identified and evaluated for these corridors, based on community input, as well as carrying forward ideas proposed in the Lake Merritt Station Area Plan. The objectives and ideas for the future street design are described here. Additional community input, data collection, and traffic analysis will inform refined design concepts for each corridor, on a project-by-project basis, prior to implementation of these ideas.

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

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

1. One-way to two-way street conversions on 7th, 8th, and 9th Streets may discourage freeway spillover traffic and support local circulation within Chinatown and the adjacent neighborhoods.
2. The management of curbside space is improved to support businesses that rely on frequent loading, unloading and small deliveries. Refer to Active Curbside Management strategy guidance and policy M.3-5 for additional recommendations.
3. Frequent, high-quality bus service in Chinatown reduces the need to drive to and park in the neighborhood, improves transit service for the rest of the city (particularly East Oakland) in accessing downtown, and increases service connecting to the Lake Merritt BART Station.
4. High-quality, protected bikeways connect West Oakland to Chinatown, the planned East Bay Greenway on 9th and 10th Streets, and Lake Merritt BART Station.

CENTRAL CORRIDORS CONCEPT (BROADWAY, FRANKLIN, AND WEBSTER STREETS)

1. The Broadway, Franklin, and Webster Street corridors are the primary north-south multimodal streets in Downtown Oakland.
2. Transit-only lane extensions are envisioned for Broadway, as illustrated in the Broadway Transit Circulator Study (2014). As conditions change, the City can evaluate and make changes as needed for pedestrian and bicycle safety, and to accommodate new mobility modes.
3. Transit mobility on Broadway is supported by improvements to Franklin and Webster Streets, which provide separated bike lanes, on-street parking, curbside activity functions, and connections to Jack London Square, Alameda and/or north Oakland.
4. Two-way conversion of Franklin Street and portions of Webster Street and accompanying improvements increase multimodal accessibility, pedestrian safety, and commercial visibility in the core of downtown.

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

1. Madison and Oak Street corridors serve as key north-south connections to Lake Merritt, Lake Merritt BART Station, Chinatown, Jack London, and the new Brooklyn Basin and future Victory Court neighborhoods.
2. Two-way vehicle traffic on Madison Street allows more people to conveniently access the neighborhoods by foot, bike, transit or car.
3. Transit service along Oak Street connects multiple transit lines along 2nd, 7th, 11th, 12th, and 14th Streets.
4. A two-way protected bike lane on the west side of Oak Street provides an improved connection between Lake Merritt, Lake Merritt BART Station, Jack London, Victory Court, and Brooklyn Basin. This project will be advanced as part of the Oakland/Alameda Access Project.

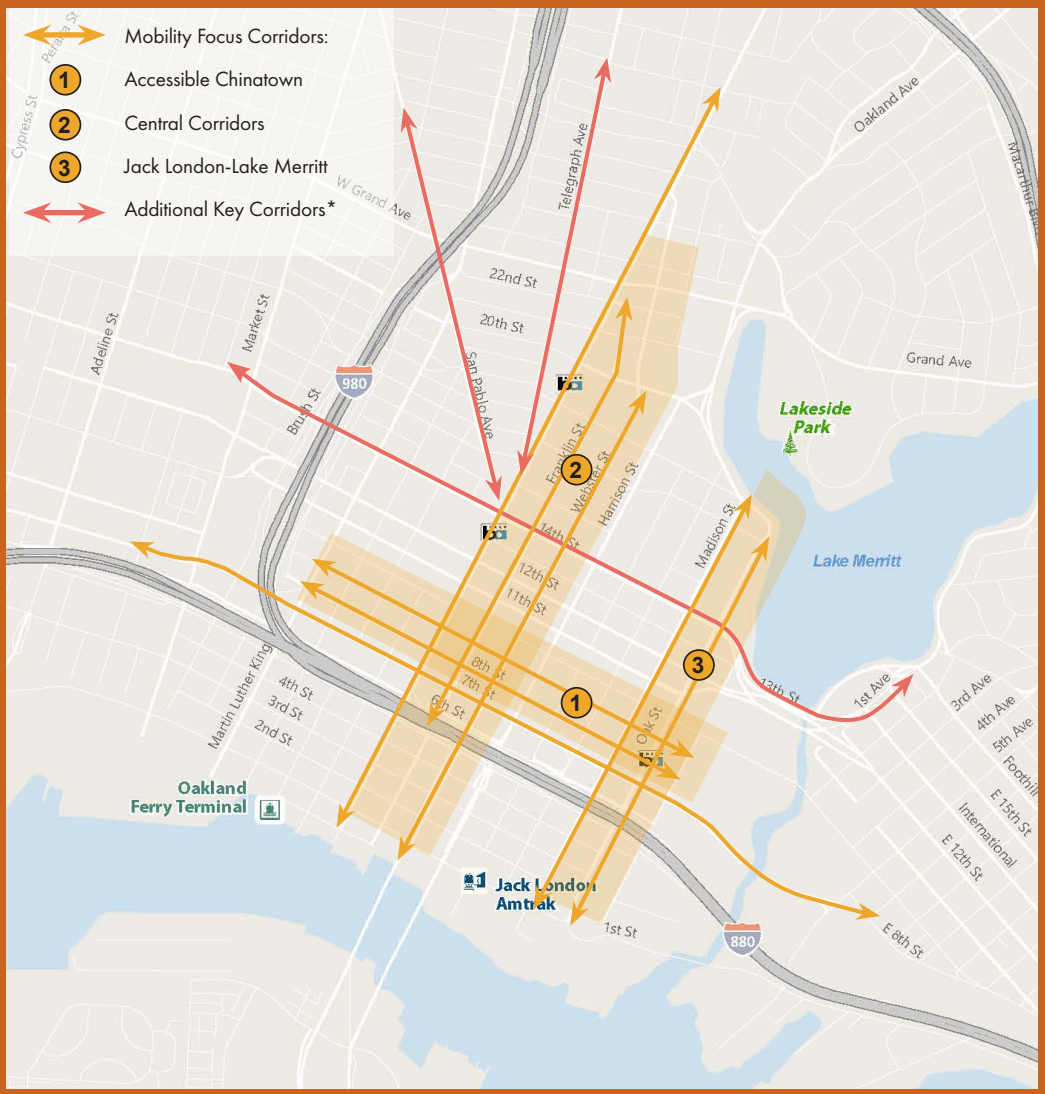


Figure M-11: Mobility Focus Corridors

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

Strategies to manage parking resources and demand include:

- Implementing performance-based pricing to manage parking demand block-by-block, garage-by-garage throughout the day
- Implementing real-time parking signage to display parking availability and pricing
- Adopting the Sensor Independent Rate Adjustment (SIRA) methodology developed for San Francisco's SFpark to monitor parking occupancy in real time
- Establishing parking benefit districts in which a portion of parking revenues are used for improvements in the areas where the funds are collected
- Establishing and funding Transportation Demand Management (TDM) programs to increase the number of people who use transit, walking, bicycling, and carpooling to access downtown
- Investing in off-street parking to serve the residents/resident performing arts companies of the Malonga Casquelourd Center of the Arts. This could be a shared access facility as part of future development or in an existing downtown parking facility

Related Policies & Equity Indicators:
- **EQT-6: Median Income**
- **EQT-7: Other (Accessibility)**

MANAGE PUBLIC PARKING, EXPAND "OAKPARK" INITIATIVE

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

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

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

IMPLEMENTING POLICIES:

» **Policy M-3.5 - Expanding the OakPark Program:** Expand the OakPark program to additional areas of Downtown Oakland to ensure parking availability; increase ADA-accessible parking and passenger loading to serve the needs of people with disabilities and downtown businesses; reduce the number of drivers looking for parking; balance the needs placed on curb space; and better manage parking resources and demand. Actions include:

- Increase ADA-accessible parking and passenger loading with the objectives of serving the needs of people with disabilities, seniors, and businesses.
- Implement real-time parking signage to display parking availability and pricing.

- Adopt the Sensor Independent Rate Adjustment (SIRA) methodology developed for San Francisco's SFpark to monitor parking occupancy in real time.
- Establish parking benefit districts in which a portion of parking revenues are used for improvements in the areas where the funds are collected.
- Give existing merchant and neighborhood organizations, such as Business Improvement Districts and Cultural Districts, a significant advisory role in deciding how to spend their local parking benefit district's revenues.
- Establish a committee, with significant representation from people with disabilities, to propose reforms to (a) improve curb parking availability for people with disabilities, and (b) reduce Disabled Placard fraud and abuse.

» **Policy M-3.6 - Parking Facility for the Malonga Casquelourd Center of the Arts:** Invest in dedicated off-street parking to serve the residents/ resident performing arts companies of the Malonga Casquelourd Center for the Arts.

REVISE PARKING REQUIREMENTS DOWNTOWN TO ACHIEVE GREENHOUSE GAS EMISSIONS TARGETS, AND COMMUNITY BENEFITS

As part of implementation, the City will consider establishing new parking maximums for downtown projects, with allowances for additional parking in return for community benefits and requirements for providing electric vehicle charging stations. OakDOT is working on a "zero emission vehicle or mobility" plan to in accordance with the City's 2030 Equitable Climate Action Plan.

IMPLEMENTING POLICIES:

» **Policy M-3.7 - Parking Maximums with Electric Vehicle Charging Requirements:** Establish parking maximums, include requirements for electric vehicle charging, and consider a means by which developers can build parking up to 1.25 spaces per unit in exchange for providing community benefits.

Related Policies & Equity Indicators:
- **CH-2.1: VMT and GHG Emission Reductions**
- **CH-2.2: Encouraging Electric Vehicle Use**
- **CH-2.3: Meeting ECAP Emission Targets**
- **LU-1.9: Downtown Planning Code Revisions**

ACTIVELY MANAGE CURBSIDE SPACE

Curbside space should be optimized to balance the needs of local businesses, visitors, and the various activities that happen at the curb, and to promote a more sustainable mobility system within the city. A more proactive approach to assessing and managing curbside uses will help ensure that the competing demands on curb space are better balanced to serve Oaklanders' needs.

IMPLEMENTING POLICIES:

» **Policy M-3.8 - Curbside Management:** Actively manage curbside space to serve Oakland's residents, merchants, and visitors, and their diverse mobility needs.

Pandemic Recovery Strategy

The pandemic necessitated increased access to public open space for recreation and outdoor dining. The City's Flex Streets program successfully provided this by leveraging streets and curbside space. The success of this program continues and can be built on to repurpose on- and off-street parking for active uses (e.g., expanded sidewalks or lanes exclusively for bicyclists and micromobility users) and/or business purposes (outdoor dining, retail and queuing spaces).

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

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

Related Policies & Equity Indicators:
- **M-1.8: Upgraded Traffic Signals & Timing**
- **Pandemic Recovery**

PRIORITIZE THE MOVEMENT OF EMERGENCY SERVICE VEHICLES

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

IMPLEMENTING POLICIES:

» **Policy M-3.9 - Emergency Service Vehicle Priority:** Prioritize the movement of emergency service vehicles throughout downtown by allowing emergency service vehicles to use proposed dedicated transit lanes and upgrading signal technology to provide emergency pre-emption throughout Downtown Oakland.

MAINTAIN TRUCK ROUTES TO INDUSTRIAL / WAREHOUSING FACILITIES

The Land Use Chapter describes a strategy for preserving industrial uses in Jack London west of Martin Luther King Jr. Way. For safe and efficient goods movement from industrial and warehousing facilities, access (particularly for trucks) must be maintained. Third Street through the Jack London district is a designated corridor for overweight semi-trucks and it is also designated as a Truck Route from Adeline Street to Martin Luther King Jr. Way to facilitate semi-truck movement to the Port of Oakland. The West Oakland Specific Plan identifies the 3rd Street corridor west of Castro Street as an "Opportunity Area," integrally connected to industrial transportation patterns directly accessible to the Port, while also connecting the West Oakland BART station to the Jack London Square area. It describes street design approaches that accommodate industrial uses and necessary truck activity, while ensuring there are also elements (connected sidewalks, street trees) to support pedestrian activity. This approach could also be applied to any future improvements in the area west of Martin Luther King Jr. Way.

The Port and City of Oakland are coordinating on long-range plans to identify safe, efficient routes that consider equity impacts. Planning could be part of a truck management plan for the larger Downtown Oakland area.

IMPLEMENTING POLICIES:

» **Policy M-3.10 - Truck Management Plan:** Maintain truck routes to, from, and within Jack London to facilitate safe and efficient goods movement from industrial and warehousing facilities. Develop a truck management plan for the larger Downtown Oakland area, focused on making truck deliveries more efficient and minimizing the disruption from trucks, including design standards for existing truck routes and a policy allowing use of certain under-freeway areas at the periphery of downtown near the Port as electric charging stations for electric trucks (West Oakland Community Action Plan #15).

Related Policies & Equity Indicators:
- EQT-7: Other (Asthma/Air Quality)

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

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

» **Policy M-3.11 - I-980 Replacement Feasibility Study:** Study the long-term feasibility of replacing I-980 with a multi-way boulevard or "lid" park over the freeway to better connect West Oakland and downtown and increase climate change mitigation and resilience while creating opportunities for new housing, green space, and other uses, using the revenues from public land to repair inequities caused by the creation of I-980, and supporting walking, biking, and transit.

Related Policies & Equity Indicators:
- M-1.5: Connectivity and Access Improvements
- M-1.7: Connecting Downtown Neighborhoods & Public Spaces
- M-3.1: Implementing Complete Streets
- H-1.10: Leveraging Publicly-Owned Land for Housing
- CH-1.1: Public Realm Improvements
- LU-1.10: Infill & Large Scale Redevelopment
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement
- EQT-4: Disconnected Youth
- EQT-5: Unemployment
- EQT-6: Median Income
- EQT-7: Other (Accessibility, Air Quality)

Implementation of Street Improvements

PUBLICLY-FUNDED IMPROVEMENTS

In 2019, the Oakland City Council adopted the first multi-year Paving Plan to address needed public street improvements. Plan targets included:

- Demonstrate quick action with a 3-year citywide paving plan
- Deliver $100M in paving construction, tripling Oakland's average annual spending
- Prioritize $75M on local streets to improve neighborhood quality of life

Building upon the accomplishments of the 3-Year Plan, OakDOT is currently preparing a 5-Year Paving Plan to continue to invest in the care and maintenance of Oakland's streets.

The City also recently updated their process to identify and select capital projects for funding. Capital projects improve and maintain Oakland's public facilities and infrastructure. They can range from restoring aging fire stations to repaving broken streets to building new recreation centers. The City works on a two-year CIP cycle, and will continue to prioritize projects that help move Oaklanders, especially as the number of Downtown Oaklanders increases while the public right-of-way remains the same.

Additionally, the City recently launched an update to its General Plan, which will include recommendations for longer-term infrastructure improvements throughout Oakland.

PRIVATELY-FUNDED IMPROVEMENTS

The City's standard conditions of approval require developers to provide on- and off-site transportation improvements, contained in the City's Transportation Impact Review Guidelines, depending on the scale of the development, the average vehicle miles traveled (VMT) associated with the development, and number of peak hour vehicle trips generated by the development. Improvements may include:

- Bike parking
- Signal timing adjustments
- Restriping
- Signalization
- Traffic control devices
- Roadway reconfiguration
- Transportation Demand Management measures
- Transit, pedestrian and bicyclist amenities

The City works closely with developers to analyze and mitigate the transportation impacts of the development. Additionally, the standard conditions of approval require developers to pay into the Transportation Impact Fund (TIF). The TIF program assures that development projects pay their fair share to compensate for increased demand for transportation infrastructure generated by development projects. The City collects impact fees and uses the TIF to pay for improvements within the public right-of-way that have been identified as CEQA cumulative impact mitigation measures in the Oakland Transportation and Capital Improvements Impact Fee Nexus Analysis.


UPTOWN STATION
Peet's
Sysco

Measures of Success

Bicycle & Pedestrian Safety

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

Biking & Walking

- Baseline: In 2017, about 21% of Downtown residents walked to work[1] and about 20% of Oaklanders indicated they regularly ride a bike for commute and non-commute trips [2].
- Measure of Success: Rates of biking and walking for both commute and non-commute trips increase.

Accessible Streets

- Baseline: Although Downtown Oakland has the highest concentration of corners equipped with curb ramps in the city, just 59% are ADA-compliant.[3]
- Measure of Success: Modern, ADA-compliant curb ramps are installed at all sidewalk intersections and accessible pedestrian signals (APS) at all intersections identified in the Project List (Appendix).

Affordable Transit

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

Transit Service

- Baseline: Pre-COVID-19 pandemic peak headways for AC transit lines serving Downtown Oakland range from 7.5 minutes to 30 minutes (data table below[4]).

1 OakDOT, OaklandWalks! 2017 Pedestrian Plan Update
2 OakDOT, Let'sBikeOakland, 2019 Oakland Bike Plan
3 OakDOT, OaklandWalks! 2017 Pedestrian Plan Update
4 See data table for AC Transit Line headways serving Downtown Oakland in Toole Design Group and Fehr & Peers' Transportation Analysis Report, 42.

- Measure of Success: Adequate headways are provided based on residential density, see table below [5] as reference. Peak and mid-day transit travel times on major transit corridors, including Broadway, Telegraph, 11th and 12th, are evaluated relative to baseline conditions.

Table M-1: Transit Service Supported by Residential Density

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

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

Curb Regulations

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

"Blue Zone" Parking

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

Parking Management

- Baseline: There are localized shortages and nearby surpluses of parking contributing to perception of inadequate parking supply. There is a lack of coordination of prices between on-street and off-street parking and between publicly- and privately-owned parking, resulting in drivers circling for cheaper on-street parking.[8]
- Measure of Success: Parking is priced to achieve usage goals ("market pricing") of approximately 85% maximum occupancy per block[9] taking equity priorities related to ability to pay parking fees into consideration.

Greenhouse Gas Reduction

- Baseline: Pre-COVID-19 pandemic vehicle volumes or mode split.
- Measure of Success: Vehicle volumes are reduced, or there is an increase in walking/biking/transit mode split.

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

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

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

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

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

CHAPTER 04:

Culture Keeping

GOAL 04

ENCOURAGE DIVERSE VOICES AND FORMS OF EXPRESSION TO FLOURISH.

Outcome C-1
ARTS & CULTURE PRESERVATION/ PROMOTION

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

Outcome C-2
ABUNDANT ART & EVENTS

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

Outcome C-3
AFFORDABLE ARTS SPACE

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

FIGURES AT-A-GLANCE

CULTURAL ASSETS

Downtown Accommodation, Food Service, & Art (2016):

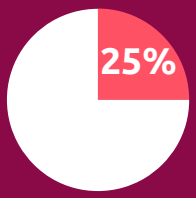


Survey of Downtown Cultural Assets (2018):

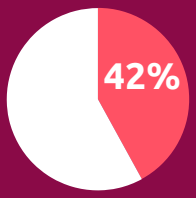
- **161** Arts & Culture Businesses, Institutions & Nonprofits
- **12** Live/Work Spaces
- **21** Public Art Works
- **184** Murals
- **62** Nightlife & Venues
- **46** Religious Organizations
- **65** Designated Historic Landmarks

ARTIST HOUSING & WORKSPACE

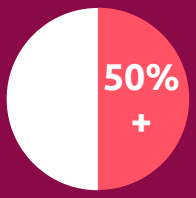
Mayor's Task Force on Artist Housing and Workspace Citywide Survey Responses (2015):



% of artists that have been displaced within the last year or face imminent displacement. Of those 25%, 49% have been displaced from both their workspace and housing.



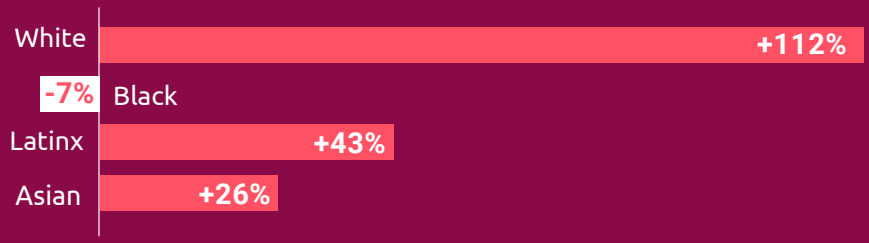
% of displaced artists (above) that reported rent increase as the primary reason for displacement



Over half of respondents made or practiced their art at home.

DEMOGRAPHIC SHIFTS

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



04

CULTURE KEEPING

Oakland's diverse cultures constitute a colorful mosaic across the city, and a "downtown for all" brings them together to foster, highlight, celebrate and share appreciation for those cultures. Downtown is filled with rich cultural resources, from the influential Malonga Casquelourd Center for the Arts to the impromptu political celebration of "BBQing while Black" at Lake Merritt; from a historic working waterfront and Produce Market to African American and Asian cultural centers, entertainment areas, the African American Museum and Library at Oakland (AAMLO) and the Main Library. Arts and culture not only reflect the spirit and soul of a place, facilitating a sense of belonging, but they are also an essential economic asset. Accommodation, food service and arts were the second-fastest growing employment sector between 2011 and 2016, and third largest employment sector overall in Downtown Oakland (including Chinatown) as of 2016.[1]

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

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

Culture Keeping Key Findings

Primary Challenges – Culture Keeping:

1. *Unaffordable and limited space for arts and culture uses*
2. *Displacement of artists, arts organizations, nonprofits, and ethnic and cultural businesses*

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

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

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

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

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

calls the "civic cultural commons," which is where people can intentionally build a sense of community and belonging. Public input received during the Plan process included accounts of genre bias in the permitting and enforcement of special events downtown.[3] Members of the Police Department's Special Activities Permits Division describe a need for better coordination among departments involved in issuing special event permits, including a citywide single point of contact leading the multi-departmental process to ensure unbiased application of the requirements. The City is currently studying how to move special events permitting from the Oakland Police Department to the City Administrator's Office, and how to implement a more efficient and equitable approach to regulating entertainment uses and special events.

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

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

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

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

The Pandemic's Effects on Arts & Culture

The COVID-19 pandemic and resulting shelter-in-place and social distancing requirements impacted every aspect of public life, but the creative community was particularly affected. Public safety concerns and measures that discouraged travel and public gatherings caused declines in the entertainment, cultural, and creative sectors, including museums, performing arts, and live music. During the pandemic there was a greater importance and urgency for access to public spaces to hold outdoor events, and for reducing regulatory barriers to support outdoor performances and vendors. To this end, the City implemented programs like the Flex Streets Initiative, which made it much easier for people to obtain permits for a variety of commercial and creative uses in outdoor public spaces.

Creative and cultural communities are not only starting to recover from the pandemic, but are driving much of the activity in downtown. The Plan's Culture Keeping goals and strategies are critical not only to support what makes Oakland a cultural hub, but to sustain the recovery of Downtown Oakland as an active, economically thriving twenty-four-hour neighborhood. Investment in Oakland's cultural institutions, businesses and activities can stimulate the local economy, fill vacant spaces, provide community wellness and inspiration, and help provide work for artists and revenue for arts organizations. Creating and protecting affordable arts space (including space at below-market rents, and temporary spaces in underutilized locations) will ensure arts and culture uses can continue to exist in the downtown.



Figure C-1: Malonga Casquelourd Center for the Arts

Culture Keeping Strategies

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

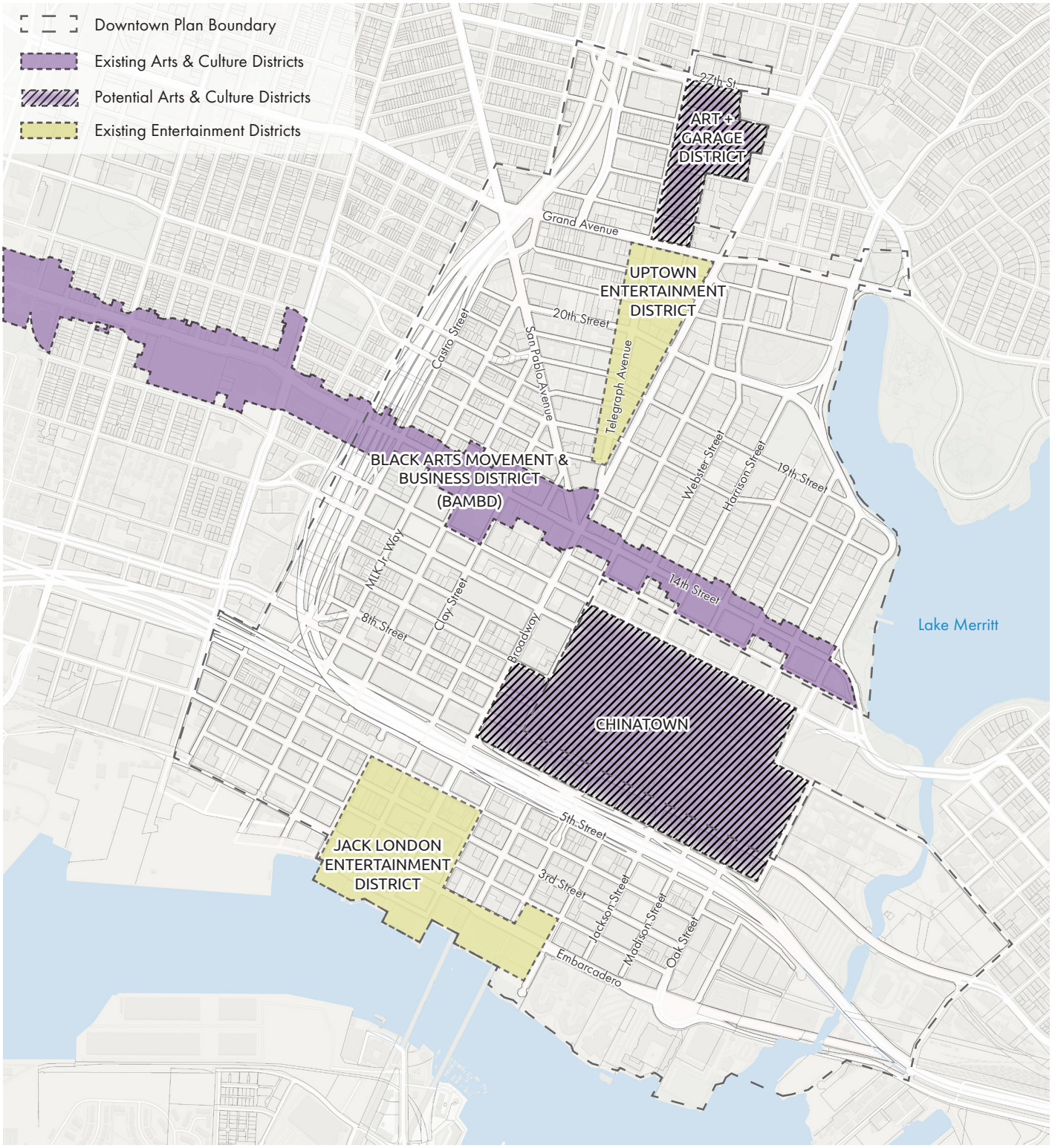


Figure C-2: Existing and Potential Cultural & Entertainment Districts Map

Preserve/Promote Arts & Culture Strategies

Outcome C-1: Downtown is a place where all of Oakland's residents have a sense of belonging, and can see and express themselves and their culture.

ESTABLISH, INVEST IN, AND BETTER CONNECT DOWNTOWN CULTURAL DISTRICTS.

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

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

In 2016, the City formally adopted the Black Arts Movement and Business District (BAMBD), recognizing the 14th Street corridor from Oak Street in downtown to Frontage Road in West Oakland as a unique yet vulnerable congregation of Black-owned businesses and artistic or cultural spaces. The Plan calls for the creation of specific policies and City investments to enhance current and ongoing culture-keeping efforts within the BAMBD.

The Plan also calls for the development of a process for establishing new cultural districts that prioritizes additional areas in the city with unique cultural heritage and formalizes collaborative partnerships between the City and the community.

Investing in marketing, branding, community cultural centers, and a network of public spaces and culturally-relevant streetscape elements such as wayfinding, signage, historical markers, and public art will help to strengthen downtown's cultural assets and districts. Downtown's Business Improvement Districts (BIDs) have resources for economic development / business support; community engagement, marketing and communications; culture keeping through public art installations, events and programming; and many other activities aligned with the vision and goals of this plan. Downtown BIDs can be important partners to support cultural district implementation and success. The 2015

Related Policies & Equity Indicators:
- **E-2.6: Nightlife Strategy**
- **E-1.5: Establishing Arts & Cultural Districts**
- **C-1.10 / LU-2.2: Zoning for Arts and Culture Uses**
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-2.1: Citywide Cultural Districts Program**
- **EQT-3: Displacement**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

Related Policies & Equity Indicators:
- **E-1.4: Land Trust/Master Lease Program**
- **C-1.1 / LU-2.1: Citywide Cultural Districts Program**
- **LU-1.7: Streetscape & Public Space Improvements**

Related Policies & Equity Indicators:
- **C-1.2: Supporting the BAMBD**
- **C-2.2: Community Gathering Spaces**
- **E-3.8: Downtown Marketing and Branding**
- **M-2.10: Transit Station Names**
- **M-3.1: Implementing Complete Streets**
- **CH-1.1: Public Realm Improvements**
- **LU-1.7: Streetscape & Public Space Improvements**

Related Policies & Equity Indicators:
- **LU-1.3: Development Incentive Program**

Mayor's Task Force identified a number of land use and zoning strategies to support arts and culture uses that should be implemented separately and further support the goals of cultural districts (see Policy C-1.10 and Chapter 6).

IMPLEMENTING POLICIES:

» **Policy C-1.1 - Citywide Cultural Districts Program:** Establish a Citywide Cultural Districts Program to develop and formalize a collaborative partnership between the City and cultural communities; identify resources to stabilize vulnerable communities; preserve, strengthen, and promote the City's cultural assets and diverse communities; and support entertainment districts. (See map of existing, adopted and potential Cultural and Entertainment Districts on Figure C-2).

» **Policy C-1.2 – Supporting the BAMBD:** Provide support for the Black Arts Movement and Business District (BAMBD) and promote the district with special urban design elements and marketing materials.

» **Policy C-1.3 - Culturally Relevant Marketing, Branding, & Streetscape Design:** 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 multilingual and accessible wayfinding, signage, historical markers and public art. This can be done in partnership with area BIDs.

» **Policy C-1.4 - Encouraging Design by Local Artists/Fabricators:** 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.

PRESERVE DOWNTOWN'S ARTS AND CULTURE ASSETS WHILE PROVIDING ADDITIONAL INCENTIVES TO EXPAND THESE USES AND MAKE THEM ACCESSIBLE TO ALL.

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

Based on feedback collected during the Specific Plan process, "affordable arts & culture space" was identified as a priority community-benefiting use for Jack London, KONO, and the Central Core. "Affordable commercial &

neighborhood retail space" was also identified as a priority use for the Central Core, Uptown, Chinatown, and Old Oakland. Investments and facility upgrades were identified for downtown's cultural facilities.

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

The Oakland Public Library also plays an important role in preserving cultural traditions, and has a key role in reducing racial disparities and promoting civic engagement. The African American Museum & Library at Oakland (AAMLO), the Asian Branch Public Library, and the Main Branch Public Library are all located downtown and create original programming and partner with local cultural organizations, thus serving a critical function in Oakland's cultural landscape. Upgrades include renovation and expansion of the Main Library, and better archive and gallery space for AAMLO.

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

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

IMPLEMENTING POLICIES:

» **Policy C-1.5 - Incentives for Affordable Arts, Culture, & Commercial Space:** Create and adopt an incentive 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.

Related Policies & Equity Indicators:

- **E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space**
- **C-1.10 / LU-2.2: Zoning for Arts and Culture Uses**
- **LU-1.3: Development Incentive Program**
- **EQT-3: Displacement**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

Related Policies & Equity Indicators:

- **C-1.10 / LU-2.2: Zoning for Arts and Culture Uses**
- **LU-2.3: Adaptive Reuse Provisions**
- **LU-2.4: Transfer of Development Rights**

» **Policy C-1.6 – Preserving/Adapting Historic Buildings:** Adopt regulations that help preserve and adapt historic buildings downtown, in order to help retain and create new spaces for arts and culture uses.

The following tools will be used to preserve and enhance existing and encourage more arts, culture, and spaces throughout downtown (See Chapter 6, and Policy LU-2.2):

- Creating Cultural District overlays with specific zoning treatments that encompass smaller areas within established "Cultural Districts," beginning with the adopted BAMBD;
- Establishing a new arts & culture land use category in the Planning Code and expanding/updating categories for artisan and custom production, and other arts-related and culturally-significant uses;
- Implementing incentives such as Floor Area Ratio (FAR)/height bonuses in exchange for providing new arts and culture spaces,
- Streamlined permitting for the adaptive reuse and preservation of early 20th century production buildings, such as those found in the Jack London and KONO areas;
- In designated areas, requiring new developments of a certain size to dedicate a minimum gross floor area or percentage of ground floor space to arts and culture uses;
- Requiring developments that directly displace existing arts, culture, and maker uses of a certain size to provide replacement space on site, or provide an in-lieu contribution for relocation assistance;
- Allowing rooftop open spaces;
- Requiring noise disclosures in new residential buildings located near entertainment, industrial, maker, artist, and cultural activities;
- Establishing a temporary use classification that could apply to temporary art installations, as well as pop-up art and assembly uses for a pre-determined period of time;
- Working with the Building Bureau to identify the "occupancy status" of vacant buildings to determine those that could accommodate artistic, retail, or nonprofit uses;
- Evaluating and changing City requirements to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses;
- Considering ways to streamline permitting, reduce approval process time, and reduce permit fees for temporary and/or affordable arts space; and
- Evaluating State Assembly Bill 2719, 'Mobile retail operations and pop-up operations: model local ordinance or resolution.

» **Policy C-1.7* – Malonga Casquelourd Center Improvements:** Prioritize the capital improvement needs of the Malonga Casquelourd Center for the Arts, including the theater facility, in the City's upcoming budget cycles and Capital Improvement Program (CIP) planning processes. Incorporate any additional capital improvement needs expected to result from new development under the Plan into the update of the impact fee nexus study.

Related Policies & Equity Indicators:
- **C-1.12: Cultural Facilities Fee**

** Policy supported by young people during engagement process*

» **Policy C-1.8 - Community Ownership & Stewardship:** Explore the use of a nonprofit land trust model to help stabilize cultural businesses, institutions and residents through community ownership of land. Consider cultural easements as well to restore Indigenous People's rights to land, habitat and stewardship.

Related Policies & Equity Indicators:
- **E-1.4: Land Trust/Master Lease Program**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy C-1.9 - Library Facility Improvements:** Work with the Library's Master Facilities Plan to propose branch libraries in areas where they are needed and propose a site for expansion of the Main Library; pursue improvements to library facilities, including to the Main Library and the African American Museum & Library at Oakland (AAMLO).

Related Policies & Equity Indicators:
- **E-3.9: Business Support Services in Public Facilities**
- **H-2.16: Library Partnerships & Outreach Programs**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy C-1.10* - Zoning for Arts and Culture Uses:** Adopt zoning, land use and building regulations to preserve existing and incentivize and require new arts and culture and maker spaces.

» **Policy C-1.11 - Lake Merritt Station Area Plan (LMSAP) & West Oakland Specific Plan (WOSP) Implementation:** Support the Lake Merritt Station Area Plan's implementation priorities for improvements to cultural institutions such as the Oakland Asian Cultural Center, Lincoln Recreation Center, Asian Branch Library and Madison Square Park, as well as evaluate the efficacy of the West Oakland Specific Plan equity strategy.

» **Policy C-1.12 - Cultural Facilities Fee:** Create a Cultural Facilities Fee to support improvements to cultural facilities.

Related Policies & Equity Indicators:
- **C-1.1 / LU-2.1: Citywide Cultural Districts Program**
- **C-1.2: Support The BAMBD**
- **C-1.6: Preserving/Adapting Historic Buildings**
- **C-3.6: Temporary Uses**
- **E-2.4: Ground Floor Artisan Production Space**
- **E-2.7: Pop-Up & Temporary Uses**
- **E-2.5: Maintaining Arts & Production Space**
- **E-1.5: Establishing Arts & Cultural Districts**
- **H-2.18: Protect Live/Work in Cultural Districts**
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-2.3: Adaptive Reuse Provisions**
- **LU-2.2: Zoning for Arts and Culture Uses**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

** Policy supported by young people during engagement process*

Pandemic Recovery Strategy

The impact of the COVID-19 pandemic on the hospitality, arts, and entertainment industries should be considered when studying the feasibility and implementation of a Cultural Facilities Fee.

Related Policies & Equity Indicators:
- **C-1.7: Malonga Casquelourd Center Improvements**
- **C-1.9: Library Facility Improvements**



Figure C-3: BAMBD (14th and Alice Street)

Existing Conditions (inset)

Potential Future Conditions (above)





BAMBD
(14th and Alice Street)

The Black Arts Movement & Business District (BAMBD) and one of its anchor institutions, the Malonga Casquelourd Center for the Arts, will be enhanced by street improvements including multi-lingual wayfinding, urban furniture, and wider sidewalks. A Zoning Incentive Program could provide much-needed new public space to host artists, musicians, and locals as they explore the BAMBD. Additional plan policies such as an affordable commercial space program and support of public art increase the vibrancy of the public realm.



Existing conditions along 9th Street, looking west toward Broadway.



9th Street Chinatown

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

Figure C-4: Proposed Bike Facilities and Cultural Heritage District Street Design Elements

The Produce Market

Oakland's wholesale produce market, centered around Franklin and 3rd Street in the Jack London district, operates between midnight and 6 am. The market is a significant contributor to the cultural identity of the Jack London district. Many of the businesses are owned or operated by immigrants and people of color. The produce market area has been designated an historic Area of Primary Importance (API); structures are primarily single-story buildings with distinctive covered galleries and signage.

The vision for this area is to support and sustain operation of the market. Allowing and encouraging complementary uses that bring pedestrian activity in afternoon/evening hours, such as pop-ups or retail associated with produce-related businesses, could be explored. The Land Use Framework (Chapter 6) gives the area a Flex Industry designation, which is consistent with current conditions. Significant new development is not anticipated in this area. In addition to potential loss of jobs and businesses, removing or drastically altering the physical environment here would cause a loss of local character and distinctiveness.











Figure C-5: Images of Produce Market buildings and signage

What are PDR uses?

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





PDR spaces are concentrated in:

1. Art + Garage District/KONO; and
2. Jack London, primarily west of Broadway and in the Waterfront Warehouse area

These concerns are addresses in policies:

- C-1.6: Preserving/Adapting Historic Buildings
- C-1.10: Zoning for Arts and Culture Uses
- E-2.4: Ground Floor Artisan Production Space
- E-2.5: Maintaining Arts & Production Space

ENHANCE THE OAKLAND CULTURE ASSET MAP (2018) AND EXPAND THE CITY'S INTERNAL CAPACITY IN THE CULTURAL AFFAIRS OFFICE.

As part of the City of Oakland Cultural Plan (2018) the City created an online Cultural Asset map (Figure C-6) to identify a wide variety of cultural assets throughout the city, but there are additional requests to identify and track specific cultural assets facing displacement, as well as those that have already been lost. To undertake these enhancements and other cultural activities, consistent with the City's Cultural Plan and the Mayor's Artist Housing and Workspace Task Force (2016) recommendations, the Plan recommends adding more permanent staff to the Cultural Affairs Office. This will give Cultural Affairs capacity to implement departmental priorities, including the policies in the *Downtown Oakland Specific Plan*.

IMPLEMENTING POLICIES:

» **Policy C-1.13 - Cultural Asset Mapping:** Expand & enhance the Oakland Cultural Asset Map (2018), created by the City of Oakland Department of Cultural Affairs.

» **Policy C-1.14 – Staffing to Support Cultural Programs:** Expand the City's internal capacity in the Cultural Affairs Office and Planning Bureau with adequate staff to implement arts-related policy recommendations.

Related Policies & Equity Indicators:
- **C-3.1: Increased Funding for Arts & Culture**

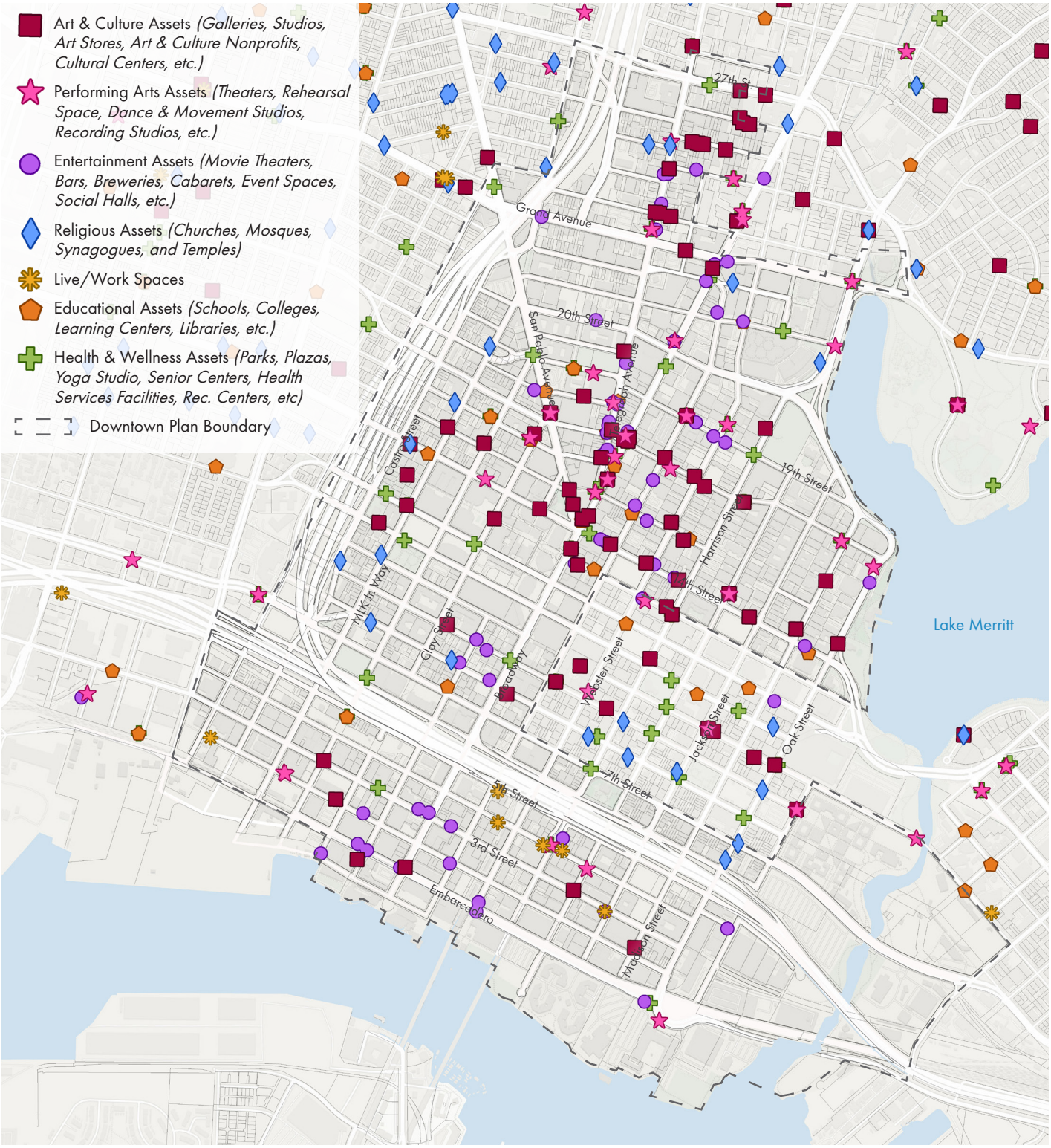


Figure C-6: Cultural Asset Map

Public Art & Events Strategies

Outcome C-2: Festivals, outdoor art installations, and cultural events are integral elements in downtown's public sphere and spaces

CELEBRATE AND ENCOURAGE YOUTH ACTIVITIES IN PUBLIC SPACES AND BUSINESSES.

Consistent with the City's desire to foster a sense of belonging for all, the City can facilitate relationships between the Oakland Police Department, business owners, business improvement districts, schools, young people services, and the youth who live near or use public spaces, businesses and services downtown, with the goal of developing an ethos that allows young people to engage in activities they enjoy in the downtown without experiencing profiling and targeting, as well as developing a youth center or other hang-out spots where youth are able to be themselves without being policed or required to spend money. As an example already underway, Oakland School for the Arts, partnering with Oakland Roots and Skate Like a Girl are planning "Uptown Art Park" across from the school campus (19th/Telegraph vacant lot next to Kaiser Park); this will support the school's Physical Education and outdoor space and provide programming off school hour/weekends. Oakland Parks, Recreation and Youth Development can play a leadership role in this work. Policy C-2.1 recommends expanding youth activities in public facilities such as libraries and youth-friendly programming of parks and open spaces.

IMPLEMENTING POLICIES:

» **Policy C-2.1* - Programming Youth Activities:** In collaboration with young people, program and encourage youth activities in public spaces, facilities, and businesses.

Related Policies & Equity Indicators:
- **CH-1.12: Youth & Senior-Driven Programming for Public Spaces**
- **EQT-4: Disconnected Youth**
- **EQT-7: Other (Belonging)**
- **Pandemic Recovery**

* *during engagement process*

Sites for new public space improvements include:

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

LEVERAGE PARKS AND PUBLIC SPACES AS VITAL LOCATIONS TO SHOWCASE AND PROMOTE ARTS AND CULTURE DOWNTOWN.

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

IMPLEMENTING POLICIES:

» **Policy C-2.2* - Community Gathering Spaces:** Invest in the creation of new and improved public spaces that can be used to host festivals and cultural gatherings, and that feature public art.

» **Policy C-2.3 - Reduced Barriers for Outdoor Vendors:** Reduce regulatory barriers such as City permit costs, business license and finger-printing requirements, to outdoor vendors in downtown, particularly within arts and culture districts, parks, and public gathering spaces.

Related Policies & Equity Indicators:

- **C-1.3: Culturally Relevant Branding & Streetscape Design**
- **CH-1.1: Public Realm Improvements**
- **CH-1.2: Landscaping & Lighting Assessment District**
- **CH-1.3: Inclusive Parks & Open Space Design Guidelines**
- **LU-1.7: Streetscape & Public Space Improvements**
- **Pandemic Recovery**

** Policy supported by young people during engagement process*

PROMOTE DOWNTOWN AS AN ENTERTAINMENT DESTINATION BY FACILITATING SPECIAL EVENT AND FESTIVAL PERMITTING AND CONNECTING AVAILABLE AND UNDERUTILIZED VENUES WITH THOSE SEEKING SPACES FOR EVENTS.

Implement the recommendations of the City's 2017 Special Events Task Force and expand its purview to include special events, festivals, parades and other outdoor public spaces. According to this Task Force, composed of staff from the City Administrator's Office, Mayor's Office, Cultural Affairs Office, Oakland Police Department, Oakland Fire Department, and the Planning and Building Department, several barriers exist that discourage compliance with the City's Special Event permit requirements. These include confusion over the rules that govern entertainment venues, administrative obstacles requiring applicants to navigate various city, county, and state departments, the expense of bringing an event space into compliance, and racial bias in permitting and enforcement. During engagement for the Plan, community members expressed concern over a perceived inequality of resources by geography and race, with more

Related Policies & Equity Indicators:

- **CH-1.3: Inclusive Parks & Open Space Design Guidelines**
- **CH-1.8: Encouraging Vendors & Artists in Public Spaces**
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-7: Other (Belonging)**
- **Pandemic Recovery**

investment in policing and permitting in some districts (such as Uptown) and less in others (such as the BAMBD).

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

Potential Implementation Tools include:

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

Downtown Oakland has a variety of performance, practice, and studio spaces. Utilizing additional staff in Cultural Affairs, a liaison and/or online resource can be established to help direct artists and organizations to available spaces will help ensure that downtown's existing assets are being used to their full capacity.

IMPLEMENTING POLICIES:

» **Policy C-2.4* - Streamline Event Permitting:** Promote downtown as an entertainment destination and streamline event permitting to make it easier to hold community festivals and events.

» **Policy C-2.5 - Connecting Events to Underutilized Venues:** Help connect available and underutilized venues with those seeking spaces for special events.

Additional sites for shared spaces and plazas:

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

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

Related Policies & Equity Indicators:
- **E-2.6: Nightlife Strategy**
- **C-1.1 / LU-2.1: Citywide Cultural Districts Program**

* *during engagement process*

Related Policies & Equity Indicators:
- **C-1.14: Staffing to Support Cultural Programs**

Pandemic Recovery Strategy

Programming activities and events in outdoor spaces became a priority during the COVID-19 pandemic. Access to outdoor public space is critical to community health and wellbeing; improvements made in response to the pandemic can continue to serve the needs of the community. Vacant or underutilized parcels and parking lots can be programmed for arts & culture within pop-up open space, markets, and dining.

Affordable Arts Space Strategies

Outcome C-3: Oakland's artists and creative community are able to find work, performance, and gallery space in downtown that they can access and afford, and are able to see their work integrated into the built environment and public domain.

INCREASE FUNDING AND SUPPORT FOR ARTS & CULTURE PROGRAMS AND ORGANIZATIONS.

Throughout the Plan process, many in the arts community recommended increasing overall funding for arts and culture programs, and directing financial assistance to local artists and artists of color. One way to increase funding for arts and culture programs is to adjust the Measure C Funding Program, which collects revenue through the Transient Occupancy Tax (TOT). Approaches include allocating a larger percentage of Measure C funding towards arts and culture causes (which would impact other programs accessing these funds and require a ballot measure), increasing the TOT required per hotel room, or growing the total TOT base by facilitating increased tourism and hotel rooms. Another way to offer financial support for arts and culture programs is to explore the development of an independent facilities access fund to subsidize access to space (performance venues, theaters, etc.) for artists seeking affordable exhibition/performance space.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- EQT-3: Displacement
- EQT-5: Unemployment
- EQT-6: Median Income
- EQT-7: Other (Belonging)

» **Policy C-3.1 - Increased Funding for Arts and Culture:** Increase funding and support for arts & culture programs and organizations, particularly for groups most impacted by racial disparities, by either increasing the hotel tax or reallocating existing hotel tax funds, which would require a ballot initiative.

LEVERAGE UNDERUTILIZED SPACES DOWNTOWN, INCLUDING VACANT GROUND FLOOR SHOPFRONTS AND EMPTY PARCELS, AS OPPORTUNITIES FOR AFFORDABLE ARTS, CULTURE AND SOCIAL ENTERPRISE SPACE.

In 2015, the Mayor's Artist Housing and Workspace Task Force recommended using City-owned property to provide affordable space for arts organizations,

with long-term leases. To implement this recommendation, the City recently approved two below-market, long-term leases at 150 Frank Ogawa Plaza. The City should continue to lease City-owned properties downtown at below-market rents for arts and culture uses, utilizing the City's existing process.

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

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

Another strategy is the creation of a an affordable cultural space program where a nonprofit intermediary with expertise in arts tenants, like Community Arts Stabilization Trust (CAST) or East Bay Asian Local Development corporation (EBALDC), could acquire or lease underutilized ground-floor spaces from building owners and then lease or sell them through a limited equity cooperative to artists and arts & cultural organizations.

Established as a pilot in 2017, CAST's Keeping Space Oakland program successfully provided technical and/or financial assistance to 18 different arts and culture organizations. Supporting the extension of CAST's Keeping Space Oakland program, with potential General Fund dollars dedicated to the program, could also help provide affordable space for artists, cultural organizations, and nonprofits alike.

IMPLEMENTING POLICIES:

» **Policy C-3.2* - City-owned Properties for Arts/Culture Uses:** Continue leasing City-owned properties downtown at below-market rents for arts and culture uses utilizing the City's existing process and creating a competitive process for filling spaces as they become available.

» **Policy C-3.3 - Master Lease/Nonprofit Ownership Program for Affordable Arts Space:** Develop a master lease or limited equity ownership program where a nonprofit intermediary with expertise in arts tenants, like CAST or EBALDC, could partner with building owners to provide below-market rate ground-floor building spaces to artists and arts and cultural organizations.

» **Policy C-3.4 - Centralized List of Arts Organizations Seeking Space:** Centralize and maintain a current list of eligible arts organizations to occupy ground floor space.

Related Policies & Equity Indicators:
- **C-3.7: Affordable Performance Space Fund**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**
- **EQT-7: Other (Belonging)**
- **Pandemic Recovery**

** Policy supported by young people during engagement process*

Related Policies & Equity Indicators:
- **E-1.4: Land Trust/Master Lease Program**
- **E-2.8: Ground Floor Vacancy Requirements**
- **E-2.9: Low-Cost Retail Storefronts**
- **EQT-3: Displacement**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**
- **EQT-7: Other (Belonging)**

Related Policies & Equity Indicators:
- **C-1.14: Staffing to Support Cultural Programs**
- **C-3.7: Affordable Performance Space Fund**
- **E-1.4: Land Trust/Master Lease Program**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**
- **EQT-7: Other (Belonging)**

Pandemic Recovery Strategy

The creative community was particularly impacted during the pandemic, having to manage the fallout from cancelled events, closed venues, and the unemployment of artists. Targeted assistance may continue to be needed in order to ensure a full and equitable recovery. Prioritizing access to affordable arts space is essential to mitigate the displacement of artists and creative professionals, which was already a significant issue in downtown prior to the pandemic. Additional strategies are described in Chapter 1 (Economic Opportunity) consistent with recommendations of the Oakland Economic Recovery Advisory Council (OERAC) for supporting an equitable economic recovery.

Related Policies & Equity Indicators:
- E-1.3: Applying OERAC Recommendations
- E-3.9: Business Support Services in Public Facilities
- EQT-3: Displacement
- EQT-5: Unemployment
- EQT-6: Median Income
- EQT-7: Other (Belonging)

» **Policy C-3.5 - Expand the Keeping Space Oakland Program:** Expand existing technical assistance in business skills and marketing, and support the extension of CAST's Keeping Space Oakland program, which provides technical and real estate support for arts organizations facing displacement, particularly for artists of color and from vulnerable communities.

Related Policies & Equity Indicators:
- E-2.7: Pop-ups & Temporary Uses
- E-2.8: Ground Floor Vacancy Requirements
- C-1.10 / LU-2.2: Zoning for Arts and Culture Uses
- EQT-3: Displacement
- EQT-5: Unemployment
- EQT-6: Median Income
- Pandemic Recovery

» **Policy C-3.6 - Temporary Uses:** Encourage the use of privately-owned, vacant, or underutilized buildings as temporary affordable art or social enterprise space, and remove regulatory barriers to allowing temporary uses.

Related Policies & Equity Indicators:
- EQT-3: Displacement
- EQT-5: Unemployment
- EQT-6: Median Income
- EQT-7: Other (Belonging)

» **Policy C-3.7 – Affordable Performance Space Fund:** Explore the development of a facilities access fund to subsidize access to space (performance venues, theaters, etc.) for artists seeking affordable exhibition/performance space.

Measures of Success

Racial Diversity

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

Arts & Culture Businesses

- Baseline: : Data used to produce Oakland's Cultural Asset Map indicate that 161 arts and culture businesses, institutions, and nonprofits are currently located downtown.[1]
- Measure of Success: Arts and culture institutions and businesses downtown, both publicly owned and privately owned, are retained and increase in number and proportion to all businesses downtown, with the support of the City.[2] As tracking of demographic information becomes available, measure retention or increase of such businesses run by people of color.

Small Business Support

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

Investment in Publicly Owned Cultural and Community Facilities

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

Cultural Affairs Staff

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

Downtown Oakland Public Art

- Baseline: : In 2018, there were 184 murals and 21 city-funded public art works in Downtown Oakland.[3]
- Measure of Success: Public art works increase in number and in diversity of media.

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

CHAPTER 05:

Community Health & Sustainability

GOAL 05

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

Outcome CH-1
HEALTH, PUBLIC SAFETY, PARKS & COMMUNITY FACILITIES

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

Outcome CH-2
SUSTAINABILITY & RESILIENCE

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

NATURAL ASSETS

16 Number of Parks and Open Spaces

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

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

GREEN BUILDING STATISTICS

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

92 LEED Certified Activities

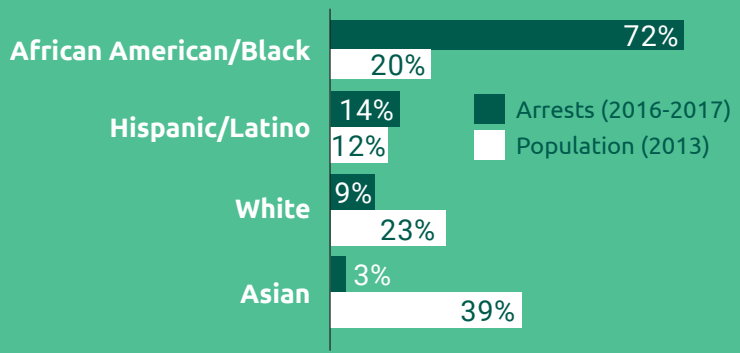
17.5M LEED Certified Square Feet

52 Energy Star Buildings and Plants

15.2M Energy Star Labeled Square Feet

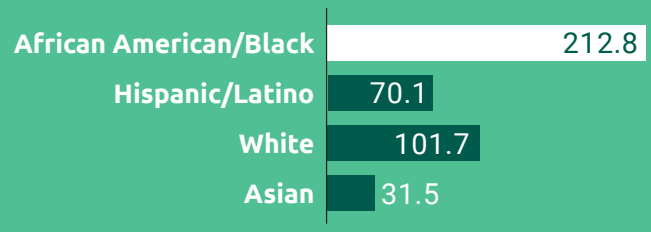
CRIME & RACIAL JUSTICE DISPARITIES

Arrests vs. Population by Race Downtown: Arrests from Sept. 2016 - Sept. 2017 (322 total arrests)

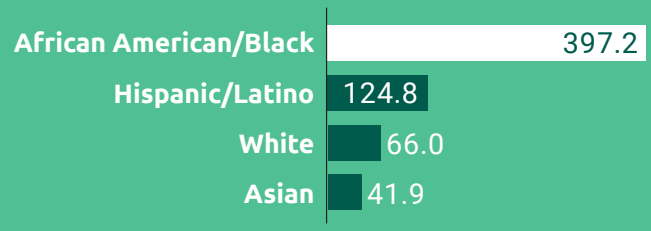


HEALTH DISPARITIES

Vehicle-Pedestrian Motor Vehicle Accidents: Rate of Emergency Department Visits (2013 - 3Q2015)*



Rate of Age-Adjusted Asthma Hospitalizations (2013 - 3Q2015)*



* These values represent the number of Emergency Department Visits per 100,000 people

ENVIRONMENTAL JUSTICE

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

Downtown indicators compared to communities statewide:



05

COMMUNITY HEALTH + SUSTAINABILITY

Healthy and sustainable neighborhoods provide access to parks, natural areas, public spaces, active and safe streets, secure, reliable, and zero-emission transportation, healthy food options, stable housing, adequate public services, community centers such as libraries and recreation and cultural centers; and living wage jobs.

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

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

Community Health & Sustainability Key Findings

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

Foundational Documents - Community Health & Sustainability:

The Permanent Access to Housing (PATH) Framework (updated February 2020)

1. *Green Stormwater Infrastructure Plan (2019)*
2. *Green Infrastructure Guide Version 1.0 (2018)*
3. *The CURB methodology and Pathways to Deep GHG (Greenhouse Gas) Reductions in Oakland (CURB Strategy)*
4. *The Resilient Oakland Playbook*
5. *The Oakland Sea Level Rise Roadmap*
6. *The Oakland 2030 Equitable Climate Action Plan (ECAP)*

Healthy and sustainable neighborhoods provide residents with access to parks, healthy food, clean air, safe streets, quality education, health care, and social services. In communities where these needs are not met, people are more likely to suffer from chronic disease. In Downtown Oakland, air quality is a particular concern. Black carbon from diesel engines is the leading cause of mortality from air pollution, which disproportionately impacts neighborhoods adjacent to the I-880 and I-980 freeways where the highest concentrations have been measured. These neighborhoods include areas of high disadvantage, such as Chinatown, Northgate, and the area west of Martin Luther King Jr. Boulevard and south of 14th Street.

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

Investment in green infrastructure, such as street trees, rain gardens, and runoff-detaining landscaping, to improve water quality entering storm drains

also provides additional benefits such as improving air quality, sequestering carbon, reducing urban heat island effect, reducing noise, increasing mental health, and improving the experience of the public realm. While Oakland's historic streets include canopy trees that provide shade, improve air quality, and create a sense of place, many downtown areas lack shade trees, especially areas close to the I-980 and I-880 freeways, where they could effectively serve as a green barrier to freeway air pollutants. Gaps in the street tree network are most prevalent in Uptown, City Center, Jack London, and the Koreatown/ Northgate (KONO) neighborhoods.

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

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

Critical also in the assessment of public spaces, facilities, and overall community health is how the needs of downtown's unhoused are being met. According to a 2019 point-in-time survey, homelessness was up by 47% in the City of Oakland since 2017. Thousands of people experience homelessness in Oakland, most of whom identify as Black or African American. The number of individuals experiencing homelessness exceeds the capacity of the current system of care. With growing levels of displacement, and more and more people being unable to afford housing, we are seeing high levels of homelessness, tent encampments and associated deterioration of health, mental health and social outcomes. Findings from Housing Oakland's Unhoused (2018) show that policy makers have overestimated the number of chronically homeless and underestimated the number of working class, newly homeless, a group

Primary Challenges – Community Health & Sustainability:

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

that is even more underserved by traditional homeless services. In addition to the harm done to the individuals who are living unsheltered, the resulting encampments limit access to park facilities for other park users. Homelessness support and prevention strategies are included in Chapter 2: Housing and Homelessness.

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

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

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

The Pandemic's Effects and Implications on Community Health & Sustainability

The Community Health & Sustainability Chapter focuses on planning and designing for the physical health and mental well-being of people. In light of the recent COVID-19 pandemic, the need for more resilient infrastructure to support health and well-being has become evident, as have the inequities in existing infrastructure. This chapter's outcomes are aimed to transform the conditions in which people live and work, their access to facilities and services, their lifestyles, and their ability to develop strong social networks. Recommendations related to the COVID-19 pandemic recovery offer a holistic perspective that concentrates on prevention (long-term measures) as well as recovery (near-term measures) and recognizes the influence that our environment has on systemic inequities. Due to the long history of racial oppression dating back to slavery and continuing across decades of contemporary planning policies and urban redevelopment, Black wealth is about 5-7% of White wealth today. Black Americans who already suffered from a disproportionate amount of pre-existing health conditions, had a harder time combating and recoveering from the coronavirus. Black Oaklanders have also been the most impacted by food deserts, aggressive policing, disproportionate levels of incarceration, and insufficient investment in the public realm, including parks.

The pandemic illustrated the importance of public outdoor space in physical and mental health, while also highlighting the geographic and racial discrepancies in access to that outdoor recreational space. While programs such as Slow Streets acted as a stopgap to provide safe places for recreational activity in an immediate response to the need, long-term planning requires targeted investments. Similarly, the pandemic showed how critical a stable economy and access to jobs, housing, educational activities, public services, and violence prevention activities are to public safety, given the 36%[1] increase citywide in homicides – including a significant increase in youth killings – during 2020.

The Community Health and Sustainability Chapter also addresses the creation of supportive physical and social environments. This includes social services, youth and cultural centers, public open spaces, economic infrastructure, transportation, and housing. Supportive physical and social environments enable the community to see people of other backgrounds and income levels with empathy and compassion. If neglected, residents tend to grow more isolated. When evaluating the pandemic's resulting shocks to people's personal health and public lives, we understand that the providing physical spaces and services where all individual may find comfort and support is fundamental for the health and well-being of the Oakland community.



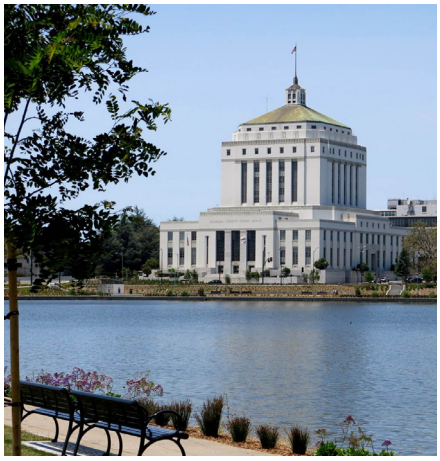
Downtown Oakland from Mountain View Cemetery (2015)

1 Cassidy, Megan. "A violent year: Bay Area killings spiked 35% in 2020." *San Francisco Chronicle*, January 9, 2021. https://www.sfchronicle.com/crime/article/A-violent-year-Bay-Area-murders-spiked-36-in-15857202.php



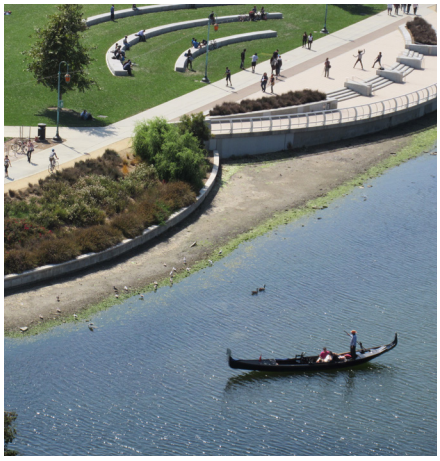

FOX
OAKLAND
ONE WAY



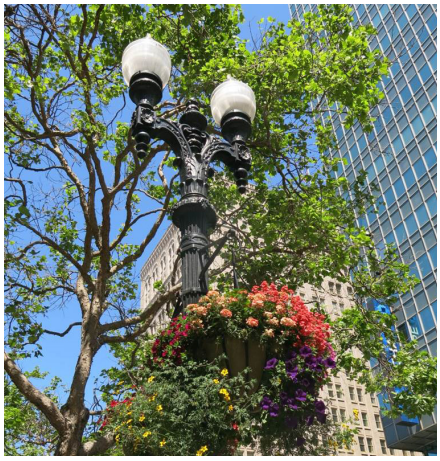









OAKLAND
PUBLIC LIBRARY



Community Health & Sustainability Strategies

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

Health, Public Safety, Parks, and Community Facilities Strategies

Outcome CH-1: All Oaklanders can lead safe and healthy lives, enjoying streets, public amenities, and parks downtown that provide opportunities to stay active and build community.

FOSTER HEALTHY LIFESTYLES WITH HIGH-QUALITY AND CONNECTED PARKS AND PUBLIC SPACES.

The Plan projects that greater Downtown Oakland (including Chinatown) could accommodate up to about 78,000 additional residents by 2040 above the estimated baseline population of roughly 25,000 in 2018 (Table LU-8). To ensure that existing and future downtown residents of all ages, incomes, and abilities can lead healthy lifestyles, the City will continue to invest in the maintenance and improvement of existing parks and public spaces, including streets, plazas, and other public rights-of-way, while also expanding these amenities wherever possible. The Future Public Realm Improvements Map (Figure CH-1) locates the potential public realm improvements envisioned in the Plan alongside existing parks and public facilities.

Age-friendly street improvements, safety upgrades for pedestrians and people with disabilities, and connectivity projects are described in more detail in Chapter 3: Mobility. Figure CH-1 identifies potential paseos, plazas and public spaces as well as identifying priority areas where new investment is most needed. This map can be used to guide allocation of funding and implementation of the public space vision (see Policy CH-1.1). Key to achieving these high-quality public spaces is balancing visionary new projects with investment in existing assets. An essential step is updating the City's capital improvements fee for parks, exploring a parkland dedication fee, studying an increase to the Landscaping & Lighting Assessment District (LLAD) fees for maintenance, and including a percentage of open space requirement , either on- or off-site, which must be publicly accessible (see Policy LU-1.9).

Parks also serve an economic and cultural function when integrated well into the fabric of businesses, outdoor entertainment, and community events. Involving downtown's Business Improvement Districts (BIDs) to augment the City's baseline services with additional maintenance, beautification, programming, and marketing efforts for parks and open spaces is also vital to successfully implementing this strategy.

Pandemic Recovery Strategies

When public budgets shrink and businesses struggle, parks and public spaces are some of Oakland's most valuable assets. This is evident through the mobility-related recovery programs the City established in response to the COVID-19 pandemic. These included the Slow Streets Program, Essential Places Program, and Flex Streets Initiative (see Chapter 3: Mobility for more details), which focus on the re-allocation of public right-of-way from cars to people, as well as reducing barriers to investment for outdoor seating. These efforts enabled "physically distant" transportation and expanded access to neighborhood recreation during the pandemic and offer a roadmap for enhancing economic activity and quality of life through recovery and afterwards.[1] The strategies in this chapter can be similarly implemented through quick installation and testing of projects within the public right-of-way that increase space for socially distanced recreation and outdoor dining and gathering, while at the same time reducing air pollution, travel time in private cars, and road traffic injuries.

Equally important is the continued and expanded investment in parks and open spaces, such as Lake Merritt and the Estuary Waterfront. The natural environment is our original source of all clean air, water, and food.[2] Growth and development pressures can sometimes undermine the benefits our natural environments provide. Many of the strategies in this section help to lessen our impact on the natural environment and foster better public spaces in Downtown Oakland.

Community-serving facilities downtown are also a critical component of Oakland's overall resilience. This infrastructure is just as real as downtown's infrastructure for water, power, and telecommunications utilities.[3] Social infrastructure is the glue that binds communities together. In response to the pandemic, trusted community organizations, facilities, and networks helped to support disadvantaged and vulnerable populations with access to food, vaccinations, testing, educational support, and even virtual recreation. Enhancing these networks and facilities will help prepare the community for future health crises or other emergencies.

Policies in the Health, Public Safety, Parks, and Community Facilities section that contribute to this resilience include:

- CH-1.1: Public Realm Improvements
- CH-1.10: Investing in Indoor Public Facilities
- CH-1.11: Child/Senior Care Incentives & Subsidies
- CH-1.12: Youth/Senior-Driven Programming for Public Spaces
- CH-1.13: Supporting Community-Serving Organizations
- CH-1.14: Food Security Resources & Partnerships
- CH-1.15: Protecting & Enhancing Natural Resources

1 World Health Organization. "Supporting Healthy Urban Transport and Mobility in the Context of COVID-19," November 2020.

2 World Health Organization. "WHO Manifesto for a Healthy Recovery from COVID-19," May 2020.

3 Klinenberg, Eric. Palaces for the People: How Social Infrastructure Can Help Fight Inequality, Polarization, and the Decline of Civic Life. Crown Publishing Group, 2018.

Equally important is ensuring that downtown's public spaces and parks are integrated into a connected and seamless system that is safe and easy to access for all. The Green Loop, a network of new and improved bicycle, micromobility and pedestrian paths and green spaces (see Figures CH-4 and CH-5), and the proposed bicycle and transit networks described in Chapter 03: Mobility (Figure M-7 and M-8 respectively), connected additionally via the West Oakland Walk, will all work together to bring people to Downtown Oakland's key assets including Lake Merritt, the Lake Merritt Channel, the Estuary, Estuary Park, Snow Park, the Webster Green, Lafayette Square, Jefferson Square Park, Laney College, and the Main Library. With several large opportunity sites for new development located adjacent to downtown parks and open spaces, it is also important to include provisions that require safe and inviting public access to these spaces in private developments. The City of Oakland Open Space, Conservation and Recreation (OSCAR) calls for significant investment in new downtown open space, including a new neighborhood park in the KONO/Northgate area.

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

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

Related Policies & Equity Indicators:

- **M-1.5: Connectivity and Access Improvements**
- **M-1.7: Connectivity Downtown Neighborhoods & Public Spaces**
- **M-3.1: Implementing Complete Streets**
- **M-3.11: I-980 Replacement Feasibility Study**
- **C-1.3: Culturally Relevant Branding & Streetscape Design**
- **C-2.2: Community Gathering Spaces**
- **CH-1.2: Landscaping & Lighting Assessment District**
- **CH-1.15: Protecting & Enhancing Natural Resources**
- **Pandemic Recovery**

IMPLEMENTING POLICIES:

Policy CH-1.1 - Public Realm Improvements: Working with the community, prioritize and implement public realm improvements to create a more connected and accessible network of inclusive, high-quality public open spaces downtown. Figure CH-1 identifies potential public space improvements recommended in the *Downtown Oakland Specific Plan* (DOSP). Following Plan adoption, update this map at regular intervals with community input to guide implementation.

Related Policies & Equity Indicators:

- **C-2.2: Community Gathering Spaces**
- **CH-1.1: Public Realm Improvements**
- **CH-1.15: Protecting & Enhancing Natural Resources**

Policy CH-1.2 - Landscaping & Lighting Assessment District: Update Landscaping & Lighting Assessment District (LLAD) fees to fund maintenance of existing and planned parks and public spaces.

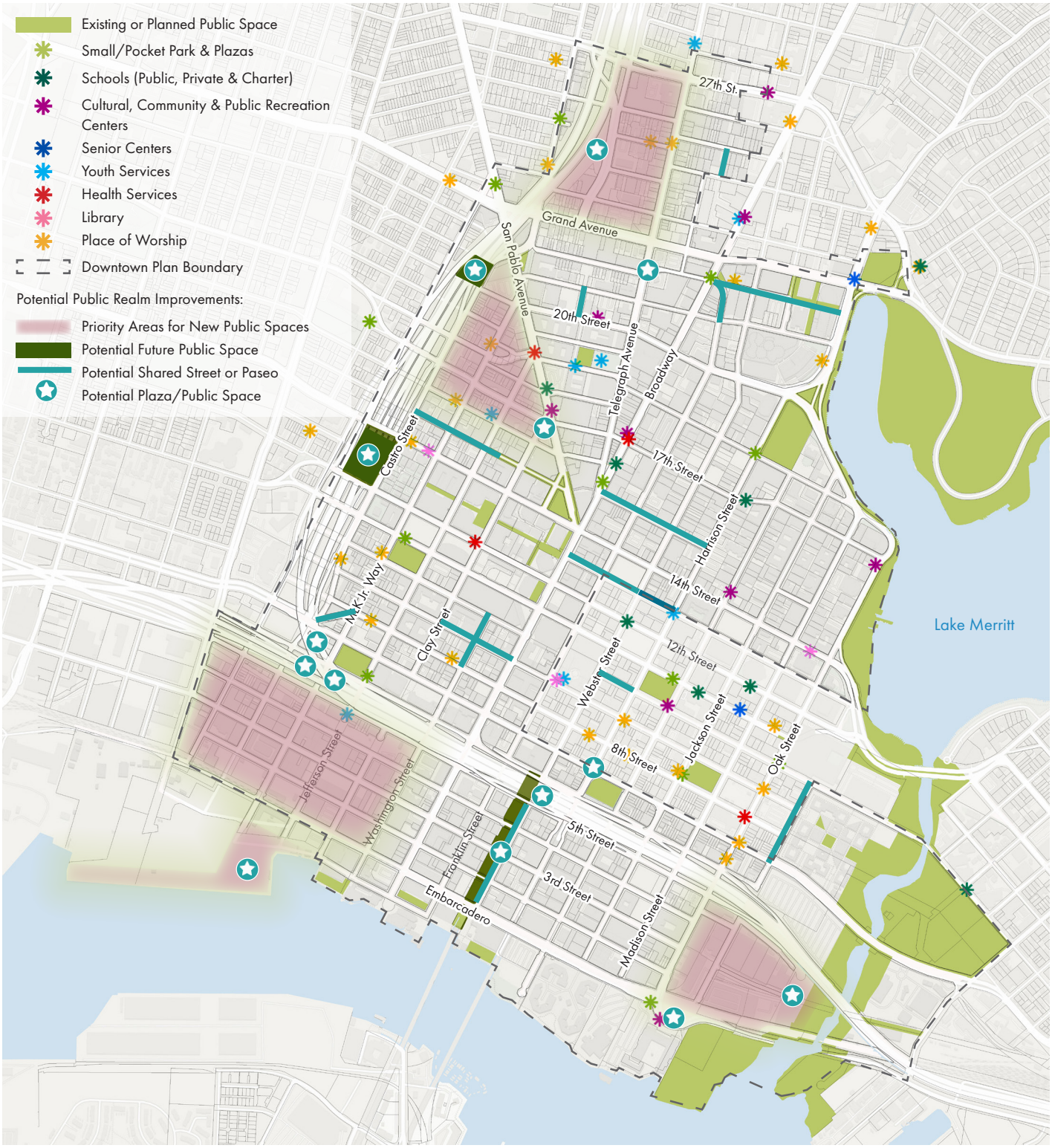


Figure CH-1: Existing Public Spaces & Services and Future Public Realm Improvements

The Webster Green

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





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

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

I-880 Underpass at MLK and Jefferson Square

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





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

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

CONNECTING DOWNTOWN'S ASSETS

Figure CH-5 shows the Green Loop idea, a series of streetscape, public space and mobility improvements that fill in current gaps in downtown's sidewalks and bike paths to create an inner and outer loop and green gateways, connecting people in downtown and surrounding neighborhoods to one another and 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. Wayfinding and urban design elements branded to celebrate the BAMBD
2. Development at Victory Court and Laney College, Estuary Park and Lake Merritt Channel improvements, and Lake Merritt Bay to Trail Bridge
3. Webster Green linear park
4. I-880 Underpass Plaza at Martin Luther King Jr. Boulevard with improved bicycle lanes (part of the Core Bicycle Network)
5. New park and plaza at 14th and Castro Streets made possible by the conversion of I-980 into a multi-way boulevard
6. New public plaza between the Courthouse and Lake Merritt; adaptive reuse and expansion of the Historic Fire Alarm building for the new Oakland Jazz Museum, Oakland Main Library, or other civic use; and pedestrian/bicycle crossing improvements on Lake Merritt Boulevard and 11th and 12th Streets to better connect the lake with the Oakland Museum of California













Figure CH-4: Summary of Key Public Realm Improvements



Figure CH-5: Green Loop Connections Map

Related Policies & Equity Indicators:
- **C-2.2: Community Gathering Spaces**
- **CH-1.1: Universal Design Principles for Public Spaces & Playgrounds**
- **CH-2.7: Green Stormwater Infrastructure Plan**
- **LU-1.4: Streetscape & Building Design Standards**
- **EQT-7: Other (Accessibility, Inclusion)**

» **Policy CH-1.3 - Inclusive Parks & Open Space Design Guidelines:** Draft and adopt guidelines for new or improved parks and public open spaces; include 'active design' guidelines with policies and design standards that create healthier and more physically accessible public spaces, promote active lifestyles, encourage well-maintained restroom facilities and drinking fountains, allow coexistence of multiple types of users—including children, youth and older adults of all cultures, and allow for more public programming in downtown parks and plazas.

Related Policies & Equity Indicators:
- **CH-1.3: Inclusive Parks & Open Space Design Guidelines**
- **EQT-7: Other (Accessibility, Inclusion)**

» **Policy CH-1.4 - Universal Design Principles for Public Spaces & Playgrounds:** Create universal design principles for public spaces and playgrounds to make downtown safer and more accessible to people with disabilities of all ages and ensure that adequate funding is allocated towards retrofitting existing parks and public space to meet these new guidelines.

Related Policies & Equity Indicators:
- **M-3.3: Safety During Construction**
- **CH-1.7: Access to Public Spaces**
- **LU-1.4: Streetscape & Building Frontage Standards**
- **LU-1.5: Development Requirements Near Parks/Open Space**
- **LU-1.6: Mitigating Construction Impacts**

» **Policy CH-1.5 - Coordinating Development and Park/Streetscape Improvements:** Coordinate new downtown development with implementation of improved parks and streetscapes.

Related Policies & Equity Indicators:
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-1.3: Development Incentive Program**

» **Policy CH-1.6 - Open Space Development Regulations:** Study updates to the City's open space development regulations, considering revisions to result in publicly accessible rather than private space, allowing required open space to be built off-site, updating capital improvement impact fees, and/or implementing a parkland dedication fee. The selected strategy should ensure that fees are available for maintenance.

Related Policies & Equity Indicators:
- **CH-1.5: Coordinating Development and Park/Streetscape Improvements**
- **CH-1.17: Crime Prevention Through Environmental Design Guidelines**
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-1.5: Development Requirements Near Parks/Open Space**

» **Policy CH-1.7 - Access to Public Spaces:** Maintain design, frontage type, and land use requirements for new developments adjacent to public parks and open spaces to, provide safe access to, and physically engage with and activate those spaces.

Related Policies & Equity Indicators:
- **C-2.3: Reduced Barriers to Outdoor Vendors**
- **LU-1.9: Downtown Planning Code Revisions**

» **Policy CH-1.8 - Encouraging Vendors & Artists in Public Spaces:** Activate public spaces by encouraging vendors to sell and artists to perform in them.

Related Policies & Equity Indicators:
- **C-1.8: Community Ownership & Stewardship**
- **EQT-2: Homelessness**
- **EQT-7: Other (Food Security)**

» **Policy CH-1.9 - Edible Parks Program:** Partner with nonprofits to expand the City's edible parks program into the downtown, with policies to address maintenance and permit Indigenous community harvesting/foraging of parks. The program should include garden spaces, community-maintained edible landscapes, and amenities in public spaces.

INVEST IN COMMUNITY FACILITIES THAT SERVE PEOPLE OF ALL AGES AND ABILITIES.

As downtown grows it will also need to expand support for key community health, recreation, and cultural institutions such as the Downtown Oakland Senior Center, Asian Health Services, the Lincoln Square Recreation Center, the YMCA, and the Main Library. Downtown's limited public indoor recreation

MAIN BRANCH LIBRARY

The Oakland Public Library (OPL) is committed to balancing the needs of all populations by distributing vital information and resources and hosting events and educational courses, which assist with everything from job placement to legal assistance. Given its size and location, the Main Branch is at the very core of this important mission. Central libraries are unique—not only do they serve as refuges to the city's most vulnerable residents, but they also house unique collections and resources, such as those found in the Oakland History Center. Completed in 1950, the Main Library is past due for updates and revitalization. The Oakland Public Library Master Facilities Plan (2006) identified the need for an expanded Main Library of 120,000 – 160,000 square feet, more modest than other public libraries in cities of a similar size. An updated facilities plan should be conducted to assess if this estimate will still serve the projected increase in population described in this Plan.

Identifying adequate funding for a Main Library renovation and expansion project is a challenge. Starting in 2019, OPL significantly extended its operating hours due to the passage of Measure D, a $75 dedicated parcel tax that generates approximately $10 million annually. OPL will need to find additional funding sources to construct a new expanded Main Library. The City will study raising the current Transportation and Capital Improvements Impact Fee and consider dedicating a portion of the additional revenue to the expansion of the Main Library.

facilities are just as vital to the wellbeing of residents as public parks and open spaces, and at many of them demand already exceeds capacity. These existing facilities, mapped in Figure CH-1, are important resources to Oakland's vulnerable populations, as well as its youth and seniors. New public services and facilities will have to be added. The Plan also recommends zoning and other incentives to encourage more childcare facilities throughout the downtown, as well as partnerships with educational institutions to provide more targeted job training.

IMPLEMENTING POLICIES:

» **Policy CH-1.10 - Investing in Indoor Public Facilities:** Continue to support and invest in downtown's key indoor public facilities including the Downtown Oakland Senior Center, Lincoln Square Recreation Center, Asian Health Services, Asian Branch Library, African American Museum & Library at Oakland (AAMLO), and Oakland Main Library and ensure that they are able to meet growing demand.

» **Policy CH-1.11 - Child/Senior Care Incentives and Subsidies:** Provide incentives and funding for the expansion of childcare, recreation, and senior center capacity and invest in programs to help subsidize the cost of child care and senior services for vulnerable residents and workers.

» **Policy CH-1.12* - Youth/Senior-driven Programming for Public Spaces:** Work with downtown Business Improvements Districts (BIDs), schools, the Oakland Youth Advisory Commission (OYAC), the Downtown Oakland Senior Center, and other youth and senior service providers to support and/or invest in youth and senior-driven programming and facilities for downtown public spaces.

Related Policies & Equity Indicators:
- **C-1.9: Library Facility Improvements**
- **C-1.11: Lake Merritt Station Area Plan & West Oakland Specific Plan Implementation**
- **C-1.12: Cultural Facilities Fee**
- **CH-2.16: Public Facilities for Resilience & Relief**
- **EQT-2: Homelessness**
- **Pandemic Recovery**

Related Policies & Equity Indicators:
- **LU-1.3: Development Incentive Program**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment Rate**
- **EQT-6: Median Income**
- **EQT-7: Other (Belonging)**
- **Pandemic Recovery**

Related Policies & Equity Indicators:
- **C-2.1: Programming Youth Activities**
- **EQT-4: Disconnected Youth**
- **EQT-7: Other (Belonging)**
- **Pandemic Recovery**

**Policies supported by youth during engagement process*

Related Policies & Equity Indicators:
- H-2.13: Encampment Management & Services
- H-2.5: Renter Services & Counseling
- H-2.16: Library Partnership & Outreach Programs
- EQT-2: Homelessness
- Pandemic Recovery

» **Policy CH-1.13 - Supporting Community-Serving Organizations:** Continue to support local community-serving organizations and nonprofits, strengthening their ability to connect people to medical care and facilitate equitable response and recovery efforts in the face of public health and other emergencies.

Related Policies & Equity Indicators:
- EQT-2: Homelessness
- EQT-7: Other (Food Security)
- Pandemic Recovery

» **Policy CH-1.14 - Food Security Resources & Partnerships:** Coordinate with downtown community-serving organizations, the Oakland Unified School District, Alameda County, and other public agencies to ensure that eligible residents and families have access to federal, state, and local food programs, as well as emergency food assistance during public health and other crises. During such emergencies, support the Alameda County Community Foodbank to expand hours and keep distribution centers operational.

CONTINUE TO PROTECT THE HEALTH AND ECOLOGY OF DOWNTOWN OAKLAND'S NATURAL RESOURCES, INCLUDING LAKE MERRITT, THE LAKE MERRITT CHANNEL, AND THE ESTUARY WATERFRONT.

Maintaining the health of downtown's natural areas is not only a key strategy in achieving greenhouse gas reduction targets and long-term resilience in the face of a changing climate, but it is also vital to the health of Downtown Oakland's growing population. For almost twenty years Measure DD, a $198.5 million bond measure, has funded projects to restore and improve Oakland's natural and open spaces. To date, $82 million has been spent on Lake Merritt restoration and water quality improvement projects, $10.8 million on Estuary waterfront access, parks, and clean-up projects, $16.5 million on projects for the Lake Merritt Channel, $21.7 million on youth and public recreation facilities, and $4.5 million on creeks and waterways restoration projects and acquisition of watershed lands. Projects still awaiting design and completion include Channel improvement at 7th Street, Estuary Bay Trail connections, Estuary Park, the Crowley site at Brooklyn Basin, and ongoing watershed preservation and acquisition.

The biggest challenge to the ongoing success of completed and future Measure DD projects is ensuring continued and expanded funding for maintenance. Because Measure DD funds cannot be utilized for maintenance, this has been funded and carried out through the City of Oakland Landscaping and Lighting Assessment District (LLAD), the Department of Public Works, and a number of dedicated volunteer groups. Current gaps in funding for Oakland Parks, Recreation and Youth Development, as well as parks maintenance through LLAD, which has not been adjusted in 30 years to match inflation, must be addressed. A new ballot measure is necessary to address the structural deficit in LLAD. The City will also explore other sources of funding, which could include updating the City's capital improvements fee for parks and exploring a parkland dedication fee.

Equally important to implementing this public improvement strategy is ensuring that new development along either side of the Lake Merritt Channel, particularly on the Laney, Peralta, and Victory Court parcels, preserves the health of the channel ecosystem. The Plan currently shows a 60 ft. wide band of open space along the Lake Merritt Channel through the Plan Area. The Plan also recommends that new developments use low impact stormwater detention systems and landscaping standards that support wildlife and reduce polluting runoff. Based on the existing urbanized conditions of downtown and the controls provided under the applicable Standard Conditions of Approval (SCAs), potential impacts associated with the Plan's expected development over the next 20 years would be less than significant related to sensitive or special status species, as well as more common bird species protected under the Migratory Bird Treaty Act and California Fish and Game Code.

Related Policies & Equity Indicators:

- **CH-1.1: Public Realm Improvements**
- **CH-1.16: Lake Merritt Channel Natural Buffer Area**
- **Pandemic Recovery**

**Policies supported by youth during engagement process*

IMPLEMENTING POLICIES:

» **Policy CH-1.15* - Protecting & Enhancing Natural Resources:** Protect, maintain, and enhance the natural resources that surround downtown, including Lake Merritt and the Channel, estuary waterfront areas, and parks/plazas/open spaces.

» **Policy CH-1.16 - Lake Merritt Channel Natural Buffer Area:** Require a natural buffer area for new developments on either side of the Lake Merritt Channel. Include landscaping guidelines to help support existing wildlife and filter pollutants from stormwater runoff.

Related Policies & Equity Indicators:

- **CH-1.15: Protecting & Enhancing Natural Resources**
- **CH-2.4: Low-Impact Stormwater Detention Requirements**
- **CH-2.13: Shoreline Protection Measures**
- **CH-2.7: Green Stormwater Infrastructure Plan**
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-1.5: Development Requirements Near Parks/Open Space**
- **LU-1.8: Sustainable & Resilient Growth Regulations**

THE CROWN JEWEL OF OAKLAND

Together, Lake Merritt and the Lake Merritt Channel form one of Oakland's most important natural resources. Ongoing improvements around Lake Merritt have made it a beloved public amenity and respite for residents and workers from all over the Bay Area.

The completed Measure DD projects have brought more life and activity to the Lake Merritt area. Additional planned projects along the Lake Merritt Channel will continue to improve pedestrian and bicycle connections with the Estuary Waterfront. As the future Victory Court neighborhood and Peralta College properties develop along the Channel, improvements to trails, bridges, parks, habitat and water quality coordinated with new development can leverage the Channel as a vibrant, active public amenity while protecting it and its adjacent wetland habitat as a natural resource and filter for stormwater runoff.



Lake Merritt from the east bank looking north (2017)

EXPLORE IMPLEMENTATION OF COMMUNITY SAFETY INITIATIVES.

Policies to increase housing and support businesses to create a 24-hour downtown with bustling streets are critical to deterring crime. In addition, public space safety improvements can be shaped by new guidelines, including updated and more inclusive Crime Prevention Through Environmental Design (CPTED) principles, which work by increasing the chances that a crime will be deterred by the presence of bystanders, and active design standards and land use regulations that support multiple uses at different times of the day and include facilities designed for use by people of many ages, abilities, and cultures (Outcome CH-1 and Policy CH-1.3). Community organizations and businesses can work with the City, including the Department of Human Services, Department of Violence Prevention, Oakland Police Department (OPD), the Business Development Division, and the Neighborhood Services Division to improve safety and strengthen community. Strategies to achieve this not only include updates to CPTED standards to reflect best practices for safety and inclusivity, but also the enhanced implementation of community policing and restorative justice methods, expanded bias training for police and other neighborhood peacekeepers, studies of problem and high-crime areas, continued partnerships between the City and businesses, continued community engagement, and activation of public streets and plazas.

RETHINKING MENTAL HEALTH RESPONSE & POLICING

In the wake of the Black Lives Matter protests of 2020, which followed the high profile murders of George Floyd, Breonna Taylor, Rayshard Brooks, and countless other black people at the hands of police, there has been growing momentum across the country, and especially in Oakland, to rethink traditional policing. Community groups, however, have long been advocating for non-enforcement response alternatives and the re-allocation of police budgets to community-based solutions. MH First Oakland is one such initiative spearheaded by the Anti Police-Terror Project. They provide mobile peer-support, de-escalation, and non-punitive and life-affirming interventions for people suffering from or witnessing a mental health crisis.

Within City Hall, there have been a number of conversations and special meetings in the past several years to rethink mental health response and policing, including the funding of a feasibility report for a new program in 2019. This culminated in Oakland's July 2020 City Council decision to allocate $1.35 million for a new pilot program, the Mobile Assistance Community Responders of Oakland (MACRO), which sends mental health counselors and EMTs to respond to non-violent emergencies and mental health incidents. The City has also established a Reimagining Public Safety Task Force to work with residents, businesses, community organizations, and City departments to rapidly rethink and reconstruct the public safety system in Oakland utilizing alternative response teams and investments in programs that address the root causes of violence and crime. The Plan will support the recommendations and findings from this task force, the MACRO pilot program, and any other community engagement initiatives regarding public safety and mental health.



Photos of skill development workshops in de-escalation and conflict mediation from the 2018 Oakland Unite Frontline Summit (Source: Oakland Unite)

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

Increased awareness of human trafficking is needed throughout downtown, particularly as the population grows. The City can continue to create and enhance programs that educate the community about sex trafficking, as well as identify and support victims in partnership with community organizations. Partnerships with community-based organizations can help the City to expand education programs, which include training City staff and other professionals who work with minors and other at-risk populations and posting the National Human Trafficking website and hotline at area businesses, and develop additional programs for safe space and employment for at-risk or targeted youth.

COMMUNITY SAFETY PARTNERSHIPS

To protect businesses and their patrons, City staff across departments are collaborating with business, landlords and community stakeholders to address crime prevention and enforcement through targeted cross-service solutions. City-business partnerships are critical to innovating solutions to public safety concerns that protect Oaklanders and help businesses thrive, supporting a virtuous cycle that supports downtown employment, culture and economic opportunity.

IMPLEMENTING POLICIES:

» **Policy CH-1.17* - Crime Prevention Through Environmental Design (CPTED) Guidelines:** Update CPTED guidelines to reflect best practices and be inclusive of all different users of public space.

Related Policies & Equity Indicators:
- **CH-1.3: Inclusive Parks & Open Space Guidelines**
- **CH-1.7: Access to Public Spaces**

**Policies supported by youth during engagement process*

» **Policy CH-1.18* - Community Safety Initiatives:** Expand implementation of community safety initiatives, including strengthened community safety partnerships, expanded bias training for police and other neighborhood peacekeepers, partnerships with mental health service providers, expanded support for community-based service and workforce development organizations serving at-risk youth and re-entry populations, business and BID partnerships to deter crime, and restorative justice programs and methods.

Related Policies & Equity Indicators:
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment Rate**

**Policies supported by youth during engagement process*

» **Policy CH-1.19 - Reimagining Public Safety Task Force:** Implement the recommendations of the Reimagining Public Safety Task Force as appropriate downtown to prevent violence, reduce bias in law enforcement, and support long-term relationships between OPD, local businesses, entertainment venues and other community members.

» **Policy CH-1.20 - Needle Exchange Locations:** Create and manage needle exchange locations where people are connected to important case management and harm reduction services that can provide them the supports they need, especially those individuals who are experiencing homelessness.

Related Policies & Equity Indicators:
- **EQT-2: Homelessness**

» **Policy CH-1.21 - Sex Trafficking Education:** Continue to create and enhance programs that educate the community about sex trafficking, particularly identifying and supporting victims.

Sustainability & Resilience Strategies

Outcome CH-2: Environmental stewardship and climate change resilience informs operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.

COORDINATE LAND-USE REGULATIONS AND TRANSPORTATION POLICIES FOR REDUCTIONS IN VEHICLE MILES TRAVELED (VMT) AND GREENHOUSE GAS (GHG) EMISSIONS.

Land use and transportation are interconnected: the placement of housing, jobs, shopping and other opportunities has a fundamental effect on both vehicle miles traveled (VMT) and people's daily transportation choices. Efforts to reduce greenhouse gas (GHG) emissions from the transportation sector also provide an opportunity to create a more equitable, sustainable, and healthy Oakland by addressing the interconnection between land use and transportation. Placing the region's jobs near transit, as recommended in the land use strategies (Chapter 6), tailoring parking policies (Policy M-3.4), and supporting affordable, safe, and reliable public transportation options (see Outcome M-2), are all effective ways to encourage transit use in place of single-occupancy vehicles.

Another important way to reduce VMT is to support clean transportation modes. This includes implementing an interconnected bicycle and pedestrian network (see Outcome M-1), promoting fuel-efficient vehicles and low-carbon fuels (Policy M-3.5), and establishing partnerships with the Port of Oakland to reduce port-related emissions. In regard to electric vehicles, the City of Oakland already has a requirement for all new buildings to include electric vehicle supply equipment (EVSE). As a next step, the City can adopt similar requirements for building renovations, and for any existing buildings given relevant triggers (e.g., any work being done to a building's electric service/panel or the parking area). As recommended in the 2030 Equitable Climate Action Plan (ECAP), the City is also in the process of developing a Zero Emission Vehicle (ZEV) Action Plan that includes provisions for the installation of public curbside vehicle chargers as a part of its transportation hierarchy priorities. First priority is getting people out of their cars in favor of walking, biking, and transit, then electrifying all remaining vehicles.

IMPLEMENTING POLICIES:

- **Policy CH-2.1* - VMT and GHG Emission Reductions:** Identify and provide the necessary infrastructure improvements to support clean modes of transportation, including walking and biking, to reduce vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.
- **Policy CH-2.2 - Encouraging Electric Vehicle Use:** Provide incentives for developers and employers, in partnership with new mobility and fleet service providers, to accelerate the electrification of private vehicles and low-capacity taxi/TNC vehicles, with the goal being to improve air quality by significantly reducing tailpipe emissions from transportation.
- **Policy CH-2.3* - Meeting ECAP Emissions Targets:** Coordinate land-use regulations and transportation policies for reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions that meet citywide targets established in the resolutions by Council and the City's 2030 Equitable Climate Action Plan (ECAP).

Related Policies & Equity Indicators:

- M-1.1: Connectivity Pedestrian Safety Measures
- M-1.4: Emerging Mobility
- M-1.5: Connectivity & Access Improvements
- M-1.10: Low-Stress Bicycle Network
- M-1.12: Expanded Bicycle Parking
- M-3.1: Implementing Complete Streets
- M-3.7: Parking Maximums with Electric Vehicle Charging Requirements
- CH-2.2: Encouraging Electric Vehicle Use
- CH-2.3: Meeting ECAP Emissions Targets
- EQT-7: Other (Asthma/Air Quality)
- Pandemic Recovery

**Policies supported by youth during engagement process*

ENSURE THAT NEW DEVELOPMENTS AND CITY-OWNED BUILDINGS MEET THE MOST UP TO DATE GREEN BUILDING STANDARDS AND CONTRIBUTE TO CITYWIDE AND REGIONAL SUSTAINABILITY GOALS.

Oakland routinely ranks as one of the greenest cities in the United States thanks in large part to its Green Building Ordinance's mandatory requirements, last updated in January 2020. This ordinance uses compliance standards from several state and national checklists including California's Green Building Standards Code (CAL Green), Build It Green's GreenPoint Rating (GPR) system, Leadership in Energy and Environmental Design (LEED) certification, and Stopwaste.Org Bay Friendly Landscape Guidelines. Because the current ordinance relies partially on points-based rating systems, minimum green requirements for new development may be achieved without necessarily addressing all sustainability-related issues. The City also passed legislation in December 2020 requiring all newly-constructed buildings to meet the definition of all-electric (built without fossil gas infrastructure or piping), and since 2017 has required all new construction to be plug-in electric vehicle-ready (PEV-Ready). Oakland is working to expand both of these requirements to apply to building renovations, as well as setting an overall target for all public buildings to be gas-free by 2030 and for the entire City to be carbon neutral by 2045, per the 2030 Equitable Climate Action Plan (ECAP).

Given the importance of the existing waterfront ecosystems and the level of new development and growth projected for Downtown Oakland, green design elements should be required outright and/or above current minimum requirements in the City's Green Building Ordinance. These design elements include low-impact stormwater detention systems, high-albedo surfaces and/or green rooftops to reduce the heat-island effects downtown, and natural gas-free energy systems. Requiring new developments to install and maintain low-impact stormwater detention systems on private property requirement

Related Policies & Equity Indicators:

- M-1.4: Emerging Mobility
- M-3.7: Parking Maximums with Electric Vehicle Charging Requirements
- CH-2.1: VMT and GHG Emission Reductions
- CH-2.3: Meeting ECAP Emissions Targets
- EQT-7: Other (Asthma/Air Quality)

Related Policies & Equity Indicators:

- E-2.1: Priority Employment Sites
- E-2.2: Transit Oriented Development
- M-2.11: Transportation Demand Plan
- M-3.1: Implementing Complete Streets
- M-3.7: Parking Maximums with Electric Vehicle Charging Requirements
- CH-2.1: VMT and GHG Emission Reductions
- CH-2.2: Encouraging Electric Vehicle Use
- LU-1.9: Downtown Zoning Revisions
- LU-1.1: Designating Employment Priority Sites
- LU-1.8: Sustainable & Resilient Growth Regulations
- EQT-7: Other (Asthma/Air Quality)

**Policies supported by youth during engagement process*

Related Policies & Equity Indicators:
- CH-1.15: Protecting & Enhancing Natural Resources
- CH-2.7: Green Stormwater Infrastructure Plan
- CH-1.16: Lake Merritt Channel Natural Buffer Area
- LU-1.9: Downtown Planning Code Revisions
- LU-1.5: Development Requirements Near Parks/Open Space
- LU-1.8: Sustainable & Resilient Growth Regulations

Related Policies & Equity Indicators:
- LU-1.9: Downtown Planning Code Revisions
- LU-1.8: Sustainable & Resilient Growth Regulations

Related Policies & Equity Indicators:
- H-1.14: Habitability Standards
- LU-1.9: Downtown Planning Code Revisions
- LU-1.8: Sustainable & Resilient Growth Regulations
- EQT-7: Other (Asthma/Air Quality)



Bioretention: Private Redevelopment, Broadway & 51st St (Oakland GSI Plan)

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

IMPLEMENTING POLICIES:

» **Policy CH-2.4 - Low-Impact Stormwater Detention Requirements:** Require new developments to install and maintain low-impact stormwater detention systems on private property to limit the amount of runoff into drains or surface water bodies including Lake Merritt, the Lake Merritt Channel, and the Oakland Estuary.

» **Policy CH-2.5 - Reflective Rooftops & Paving:** Require high-albedo (reflective) surfaces on rooftops and paving where appropriate, allowing green roofs where appropriate, to reduce the urban heat island effect in downtown.

» **Policy CH-2.6 - Building Electrification:** Require new and newly renovated buildings to be natural gas-free and support the transition of existing buildings to natural gas alternatives in order to improve safety and air quality and reduce health risks.

PLAN FOR AND INVEST IN LOW-IMPACT AND SUSTAINABLE INFRASTRUCTURE DOWNTOWN.

Given the amount of new development and overall growth anticipated in the Plan and the limited land available for new parks and green space, it is vital that downtown's existing public infrastructure, including streets, be designed in a way that improves social, environmental, and resilience outcomes. More specifically, this means that downtown infrastructure should be updated using low impact design principles, green streets should be designed and constructed, and the overall urban canopy should be expanded to sequester carbon and help filter air pollutants, particularly near the I-980 and I-880 highways. Also important is coordinating the electrification of buildings with the removal of natural gas piping and truck lines in streets, which could be carried out during planned road repair and paving projects. This will reduce the risk of fire and explosions due to natural gas combustion.

The City of Oakland has already taken important steps in implementing this strategy with the creation of the Green Stormwater Infrastructure Plan (2019), Public Works' Green Infrastructure Design Guide (2018), Great Streets Design Guidelines – Chapter 5: 'Green Infrastructure' (2015), and the adoption of the Bay Friendly Landscaping Ordinance that requires bay-friendly landscaping in City building and traditional public works projects. Despite funding challenges, several low impact projects have been completed downtown, such as a parking lot retrofit in Fire Station No. 1, the Snow Park Rain Garden, multiple bioretention facilities next to Lake Merritt, and the extension of the San Pablo

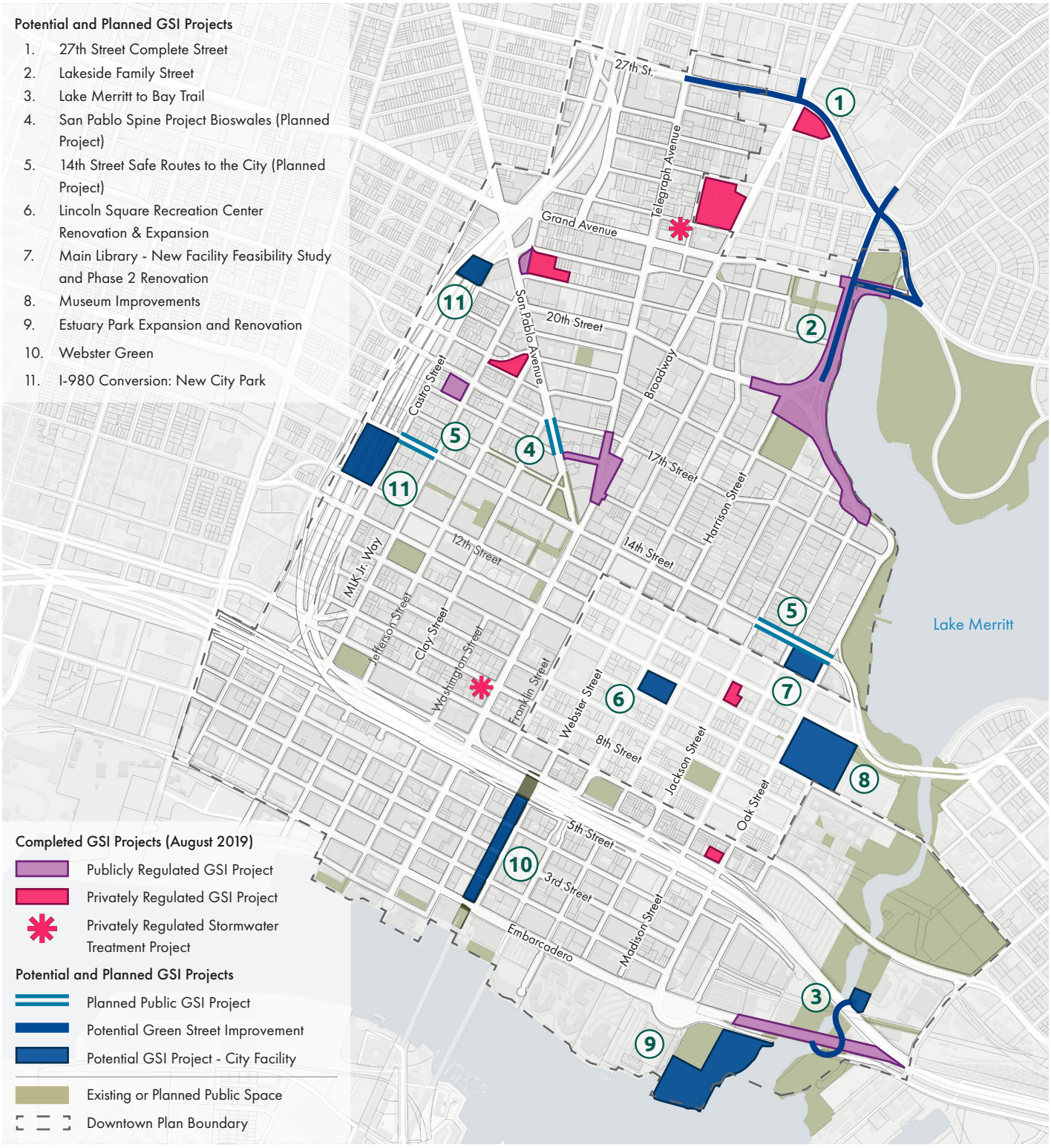


Figure CH-6: Existing and Future Green Stormwater Infrastructure (GSI) Projects Map (Data from August 2019)



Harrison Street Bioswales (Source: Oakland GSI Plan)

Avenue Green Stormwater Spine Project between 16th and 17th Streets. One of the challenges of implementing future green streets and low impact design projects, like those proposed in this plan as part of the Green Loop, is funding.

There is no property-based stormwater fee in Oakland and the City lacks adequate other dedicated funding to maintain, improve, and enhance the storm drain system. Today, the City leverages funding for existing public CIP projects to implement GSI in the public right of way and on City-owned property. In response to these challenges the 100 Resilient Cities commissioned a study by Stantec in 2019 entitled 'City of Oakland: 100RC Stormwater Program Financing Memo.' This memo describes the pros and cons for a number of stormwater project funding sources. Possibilities include a property-related stormwater fee, a special assessment, a stormwater impact fee, a special tax or general tax with special advisory, transfers from other city utilities and funds, and grants.

IMPLEMENTING POLICIES:

Related Policies & Equity Indicators:
- M-3.2: Implementing Green Infrastructure
- CH-1.3: Inclusive Parks & Open Space Design Guidelines
- CH-2.4: Low-Impact Stormwater Detention Requirements
- CH-2.8: Implementing Green Streets
- CH-2.9: Green Buffers Along Highway Edges
- CH-1.16: Lake Merritt Channel Natural Buffer Area
- LU-1.8: Sustainable & Resilient Growth Regulations

**Policies supported by youth during engagement process*

» **Policy CH-2.7* - Green Stormwater Infrastructure Plan:** Implement the City's Green Stormwater Infrastructure (GSI) Plan, considering the following adaptations of these plans for the Plan area:

- Updated plant/tree palette that supports the design goals of different character areas downtown and maximizes the potential for carbon sequestration (longer lived and larger trees will sequester more carbon—refer to the recommendations of the Oakland 50-Year Urban Forest Master Plan);
- Establishment of innovative low-impact design (LID) solutions for high density or transit oriented development on highly constrained downtown sites with the option to participate in a future in-lieu compliance program for projects that can't meet LID requirements;
- Identification of areas downtown that are well suited for green stormwater infrastructure, including green buffer zones, which are most impactful at acute pollution sites and second-most impactful where vulnerable populations live and/or gather; and
- Consideration of 100-year sea level rise projections and risk mitigation when choosing between grey vs. green infrastructure and determining the type of solutions to implement downtown

Related Policies & Equity Indicators:
- M-3.2: Implementing Green Infrastructure
- CH-2.7: Green Stormwater Infrastructure Plan
- LU-1.4: Streetscape & Building Frontage Standards
- LU-1.8: Sustainable & Resilient Growth Regulations
- EQT-7: Other (Asthma/Air Quality)

**Policies supported by youth during engagement process*

» **Policy CH-2.8* - Implementing Green Streets:** Prioritize the design and implementation of green streets that incorporate trees, landscaping, and permeable surfaces to sequester carbon, reduce noise pollution, buffer pedestrians from cars, and manage stormwater, water, and air quality. Incorporate also the recommendations of the Oakland 50-Year Urban Forest Master Plan (expected completion 2022).

Related Policies & Equity Indicators:
- CH-2.7: Green Stormwater Infrastructure Plan
- EQT-7: Other (Asthma/Air Quality)

**Policies supported by youth during engagement process*

» **Policy CH-2.9* - Green Buffers Along Highway Edges:** Add green buffers along highway edges and along sensitive gathering places, such as schools, to filter air pollutants.

MAINTAIN UP-TO-DATE SEA LEVEL RISE MAPS TO INFORM FUTURE DEVELOPMENT.

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

IMPLEMENTING POLICIES:

» **Policy CH-2.10 - Sea Level Rise Mapping:** Make available to potential developers up-to-date mapping of predicted sea level rise (SLR) inundation areas in the Plan Area based on best available science, a continued high-emissions scenario, and appropriate risk tolerance level.

Related Policies & Equity Indicators:
- **CH-2.12: ECAP & Sea Level Rise Roadmap**
- **LU-1.8: Sustainable & Resilient Growth Regulations**

» **Policy CH-2.11 - Sea Level Rise Vulnerability Assessment:** Require applicants proposing to develop in a future inundation area (as depicted on Figure CH-7) to conduct a SLR vulnerability assessment for the project, prepare project designs accordingly, and submit the assessment and conceptual design to the City for review and approval.

Related Policies & Equity Indicators:
- **CH-2.13: Shoreline Protection Measures**
- **LU-1.9: Downtown Planning Code Revisions**
- **LU-1.8: Sustainable & Resilient Growth Regulations**

SUPPORT THE IMPLEMENTATION OF THE SEA LEVEL RISE ROADMAP, WHICH IDENTIFIED KEY ACTIONS NEEDED TO PREPARE FOR IMPACTS OF CLIMATE CHANGE.

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

IMPLEMENTING POLICIES:

» **Policy CH-2.12 - ECAP & Sea Level Rise Roadmap:** Support the implementation of the Equitable Climate Action Plan (ECAP), including the creation of a Climate Vulnerability Assessment and Comprehensive Adaptation Plan for the downtown area, building on the Sea Level Rise Roadmap and 2021 update of the Local Hazard Mitigation Plan to identify key actions needed to mitigate and prepare for climate change, particularly for vulnerable neighborhoods.

Related Policies & Equity Indicators:
- **CH-2.10: Sea Level Rise Mapping**
- **CH-2.14: Evaluating Bay/Watershed Flooding Potential**
- **CH-2.15: Sea Level Rise Regional Strategy**

WORK WITH LOCAL AND REGIONAL AGENCIES TO PROACTIVELY ADAPT VULNERABLE INFRASTRUCTURE AND IDENTIFY LONG-TERM SHORELINE PROTECTION STRATEGIES.

The City will develop recommendations for a suite of shoreline protection measures, protective setbacks and other adaptation strategies, to be

incorporated into future development projects. Strategies to ensure that Oakland is prepared to face rising sea levels include:

1. Designing flood protection measures for projected near-term inundation levels (50 years from project application) and designing gravity storm drain systems for a similar amount of predicted sea level rise;
2. Providing a mid- to long-term adaptive approach for addressing sea level rise of greater than the 50-year estimates, including design for livable/floodable areas along the shoreline in parks, walkways, and parking lots;
3. Developing a long-term adaptive management strategy to protect against even greater levels of sea level rise of up to 108 inches, plus future storm surge scenarios and consideration of increased magnitude of precipitation events; and
4. Re-evaluating both Bay flooding and watershed flooding potential at key milestones in the Plan's 20-year implementation horizon, to manage for changing sea level rise projections.

Shoreline Protective Measures:

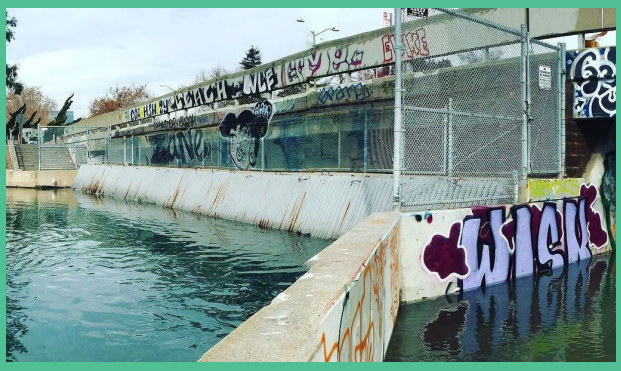
City/County Responsibility:

- Build a shoreline protection system to accommodate a mid-term rise in sea level of 48 inches, with development setbacks to allow for further adaptation for higher sea level rise, and space for future stormwater lift stations near outfall structures into the Bay and Estuary.
- Consider designing temporary floodways within parking lots, walkways and roadways.
- Construct the storm drainage system to be gravity drained for sea level rise up to 48 inches and pumped thereafter. Pumping should be secondary to protection.

Developer Responsibility:

- Require that all critical infrastructure sensitive to inundation be located above the projected 48-inch rise in base flood elevation.
- Design buildings to withstand periodic inundation and prohibit below-grade habitable space in inundation zones.
- Where feasible, construct building pads and vital infrastructure at elevations 48 inches higher than the present-day 100-year return period water level in the Bay and add a 6-inch freeboard for finish floor elevations of buildings.





Top to bottom: Tidal flooding in Jack London Square in 2017 (Credit: Martha Win); King tide flooding on a pedestrian underpass at 7th Street in 2018 (Credit: Kristina Hill)

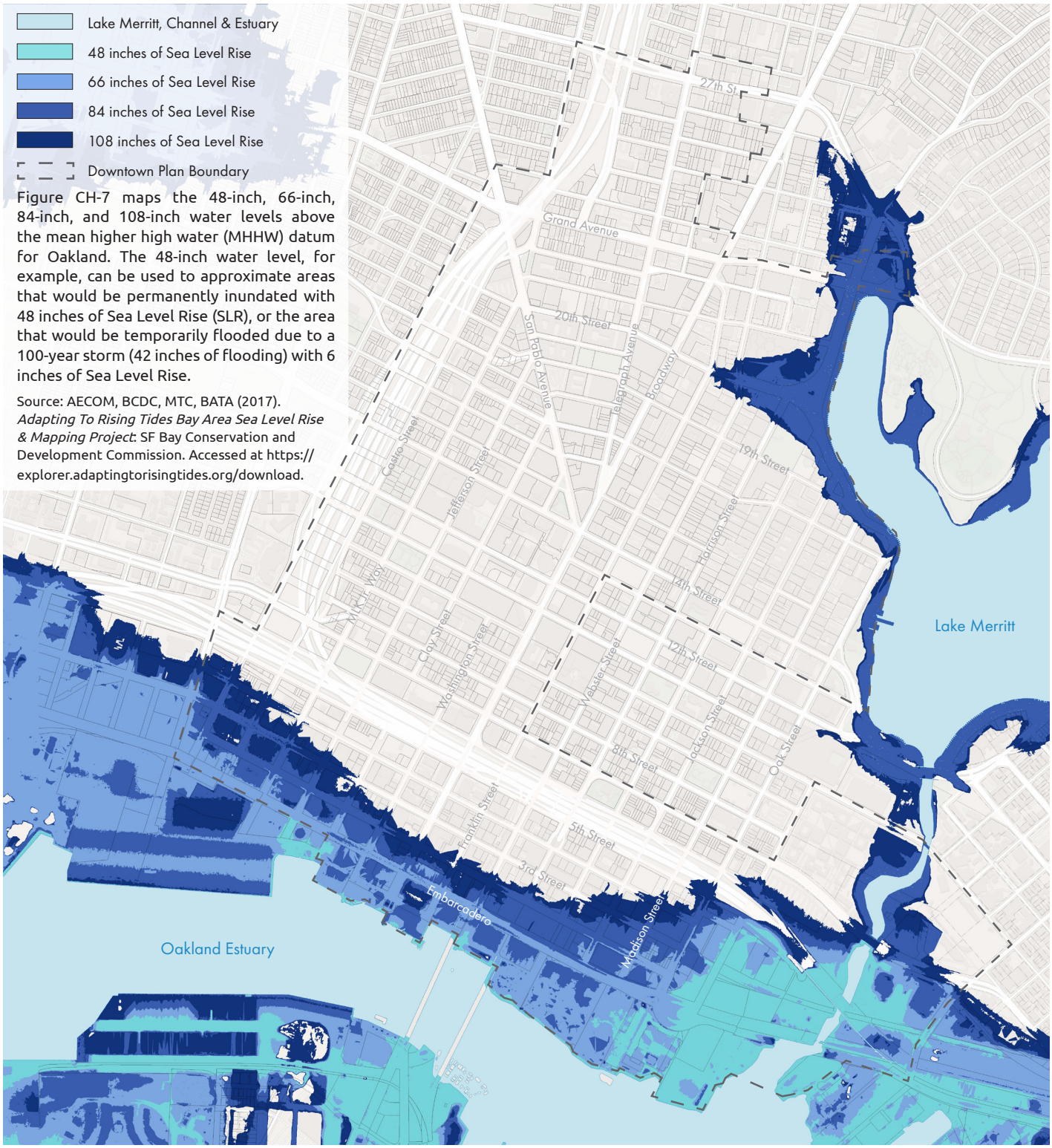


Figure CH-7 maps the 48-inch, 66-inch, 84-inch, and 108-inch water levels above the mean higher high water (MHHW) datum for Oakland. The 48-inch water level, for example, can be used to approximate areas that would be permanently inundated with 48 inches of Sea Level Rise (SLR), or the area that would be temporarily flooded due to a 100-year storm (42 inches of flooding) with 6 inches of Sea Level Rise.

Source: AECOM, BCDC, MTC, BATA (2017). *Adapting To Rising Tides Bay Area Sea Level Rise & Mapping Project*: SF Bay Conservation and Development Commission. Accessed at https://explorer.adaptingtorisingtides.org/download.

Figure CH-7: Sea Level Rise Overlay

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

Related Policies & Equity Indicators:
- CH-2.11: Sea Level Rise Vulnerability Assessment
- CH-1.16: Lake Merritt Channel Natural Buffer Area

IMPLEMENTING POLICIES:

» **Policy CH-2.13 - Shoreline Protection Measures:** Develop recommendations and regulations for a suite of shoreline protection measures, protective setbacks and other adaptation strategies, to be incorporated into future development projects.

Related Policies & Equity Indicators:
- CH-2.12: ECAP & Sea Level Rise Roadmap

» **Policy CH-2.14 - Evaluating Bay/Watershed Flooding Potential:** Re-evaluate both Bay flooding and watershed flooding potential at key milestones in the specific plan's 20-year implementation horizon, to manage for changing sea level rise projections.

Related Policies & Equity Indicators:
- CH-2.12: ECAP & Sea Level Rise Roadmap

» **Policy CH-2.15 - Sea Level Rise Regional Strategy:** Prepare a sea level rise (SLR) strategy for the Plan Area as part of a regional strategy to address rising water levels in the San Francisco Bay, and coordinate with the City's broader climate adaptation efforts.

UPGRADE COMMUNITY CENTERS TO PROVIDE CARE AND/OR SHELTER FOR VULNERABLE RESIDENTS DURING CLIMATE, PUBLIC HEALTH, AND OTHER EMERGENCIES.

The City can better prepare community centers – where residents already feel safe to go for information and services – as safe emergency respite centers during local emergencies or disasters such as earthquakes or heat or air quality advisories. Preparation efforts may include capital improvements to public facilities such as libraries, senior centers, cultural centers, and recreational centers to ensure air quality is adequate to serve as cooling centers and air quality respite centers. It can also involve exploring capital improvements to convert one or more of these downtown public facilities to local assistance centers from which to provide services and referrals to the public after a disaster.

Related Policies & Equity Indicators:
- H-2.16: Library Partnerships & Outreach Programs
- CH-1.10: Investing in Indoor Public Facilities
- EQT-7: Other (Resilience)
- Pandemic Recovery

IMPLEMENTING POLICIES:

» **Policy CH-2.16 - Public Facilities for Resilience & Relief:** Prioritize capital improvements and maintenance of public facilities such as libraries, senior centers, cultural centers, parks, and recreational centers to ensure that they can function as essential service facilities, respite centers, and local assistance centers providing emergency social and medical services in times of distress (cooling and clean air stations, food and vaccine distribution, testing centers, evacuation/disaster shelters, etc.), and as neighborhood hubs that empower communities to build resilience.

Pandemic Recovery Strategies

Community centers provide a trusted location within neighborhoods for the community to gather and receive services. In an effort to slow the spread of the COVID-19 coronavirus, Alameda County established a number of free testing and vaccination sites in Oakland. While many of these sites were located at health clinics and pharmacies, there were also testing sites in community facilities like churches, recreational centers, and parks. In Downtown Oakland, there was free walk-up testing in Madison Square Park run by Asian Health Services, and drive-through testing in the Henry J. Kaiser Convention Center parking lot. Mobile testing vans were also deployed in places like the Crucible in West Oakland, a nonprofit industrial arts school, and the Sacred Heart Catholic Church near Temescal.

The City of Oakland and Alameda County will continue to explore ways for community facilities to provide access to healthcare and social services to respond to future public health emergencies or natural disasters. These facilities can be used not only for testing, but also treatment and vaccine distribution. Large outdoor facilities, like parks and public parking lots, are especially useful places to distribute information and services to vulnerable populations who are not comfortable congregating indoors. These pop-up/mobile examples can serve as a model for providing general health care/ check-up services to reach a broader network of low-income communities and unsheltered residents that face barriers to accessing vital heath care services and products.

Policies in the Sustainability and Resilience section that contribute to health resilience include:

- CH-2.16: Public Facilities for Resilience & Relief





Top to bottom: Man gets tested at the Madison Park COVID-19 testing site in Downtown Oakland (Credit: Jane Tyska, *East Bay Times*); A Curative mobile testing site in East Oakland (Credit: Azucena Rasilia)

Measures of Success

Park Quality

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

Park Space

- Baseline: There are currently about 76 acres of public parks and open space in the Greater Downtown Oakland Area (DOSP and Chinatown combined).
- Measure of Success: Increase the area of parks and open space in the Greater Downtown Oakland Area, including plazas, pocket parks, and privately-owned public open spaces, by 20% by 2040.

Activity in Public Spaces

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

Waterfront Connections

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

Street Trees

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

Biking & Walking

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

Bicycle & Pedestrian Safety

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

Crime Rate

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

Public Safety

- Baseline: Turnover for neighborhood service coordinators and officers is currently frequent, which does not allow for maintenance of relationships or institutional knowledge.
- Measure of Success: Downtown Oakland has dedicated, long-term community resource officers who have built relationships and work with local businesses, community organizations, community councils, Neighborhood Councils and Business Improvement Districts to build community-based solutions to crime.

Asthma Rates

- Baseline: In 2015, asthma related hospitalizations among downtown residents were 216 for every 100,000 residents.[1] In 2015, black residents were more than six times more likely to experience an asthma-related hospitalization when compared to white residents.[2]
- Measure of Success: Asthma related hospitalizations among downtown residents decrease from their 2015 rate, with racial disparities decreasing as well. Contributing factors to asthma, such as air pollution decreases, while improvements to air quality such as added green space and air filtration systems increase

Businesses as Social Hubs

- Baseline: Currently there are several businesses downtown that community members identify as social hubs for communities of color*[3], but the City does not track them.
- Measure of Success: Social hubs for communities of color are added as a category to the Cultural Asset Map, and the number of them is tracked and increases. Implementation measures prevent displacement of culture and entertainment businesses owned and/or operated by people of color--which may contribute to social hubs for people of color

Community Resilience Infrastructure

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

1 *Disparity Analysis*, 45.
2 *Disparity Analysis*, 45.
3 Examples include Benny Adem Grooming Parlor and Regina's Door.

CHAPTER 06:
Land Use & Urban Design

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

Outcome LU-1
BUILT ENVIRONMENT

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

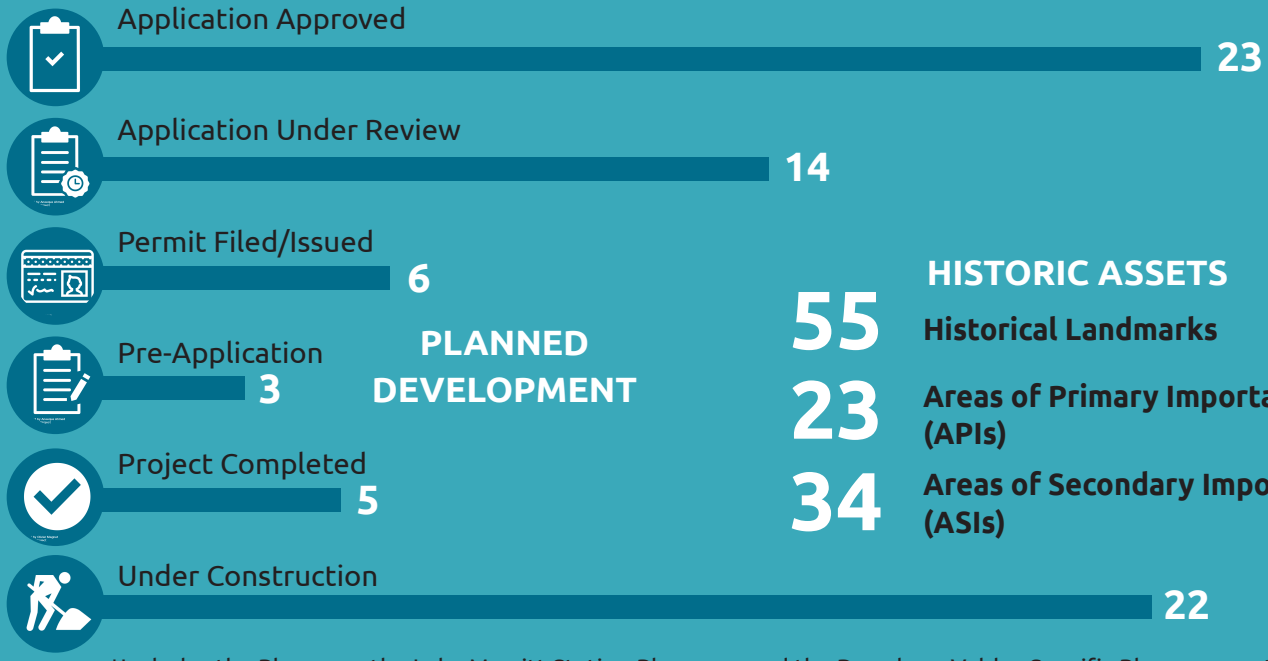
Outcome LU-2
CULTURAL & HISTORIC PRESERVATION

Oakland's cultural enclaves, civic institutions, landmarks, and public open spaces are preserved.

FIGURES AT-A-GLANCE

73

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



PLANNED DEVELOPMENT

HISTORIC ASSETS

55 Historical Landmarks

23 Areas of Primary Importance (APIs)

34 Areas of Secondary Importance (ASIs)

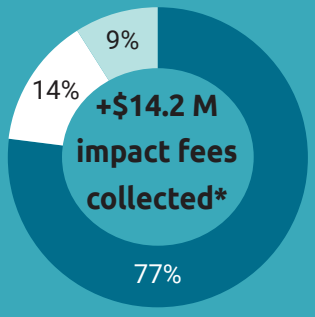
*Includes the Plan area, the Lake Merritt Station Plan area, and the Broadway Valdez Specific Plan area south of 27th street

6.4 Million SQ. FT.

New Non-Residential Development in the Pipeline (2020)

5.8 MIL SQ. FT. of Office Space

0.6 MIL SQ. FT. of Commercial Retail



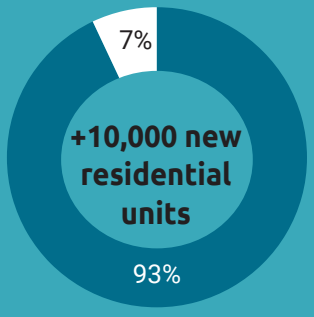
$1.3 M Capital Improvement

$1.9 M Transportation

$10.9 M Affordable Housing & Jobs/Housing

(FY 2017)

*Impact fees collected since 2016



Income-Restricted Affordable

Market-Rate

LAND USE + URBAN DESIGN

06

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

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

Land Use & Urban Design
Key Findings

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

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

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

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

Development projects in the pipeline in Greater Downtown Oakland that have been or are scheduled to be completed by 2020 will provide a combined 5,800,000 square feet of new office space (most of which is Class A office), 632,000 square feet of new commercial retail space, and 10,000 new residential units (7% of which are low- or very low-income units). The adoption of new development impact fees in 2016 for affordable housing, capital improvements, and transportation will help ensure this new wave of development contributes financially to meeting critical community needs.

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

Between 1990 and 2015, downtown experienced demographic shifts, such as a reduction in the share of African-American residents downtown from 33% to 20%, as well as the loss of affordable commercial spaces and cultural resources. By 2020, African Americans made up 15% of downtown residents; and while the total population grew by 66% from 2010 to 2020, the growth of the African American population remained relatively the same.[1] Past policies and development practices in Oakland have contributed to an inequitable distribution of jobs, housing, services, infrastructure and public amenities. In addition to pursuing more equitable implementation of capital improvements, recommended policies need to specifically support those groups that have historically been harmed by disparities to ensure that downtown development serves the needs of everyone.

Primary Land Use & Urban Design Challenges:

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

FULFILLING THE VISION IN THE BUILT ENVIRONMENT

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

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

1 Disparity Analysis, 2010 and 2020 U.S. Census Data

Land Use & Urban Design
Analysis Maps

An analysis of existing physical infrastructure reveals opportunities to realize a built environment that better serves the needs of all Oaklanders. Presented on the following pages, this analysis demonstrates where, why, and for whom downtown should grow and change, and provides the basis for the strategies later in this chapter. The maps in this section, particularly those that feature parcel level information, are based on data collected at a particular moment in time during the Plan's development. It is therefore possible that more up-to-date information may be available by the time the Plan is published.

OPPORTUNITIES FOR TRANSIT-ORIENTED GROWTH

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

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

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

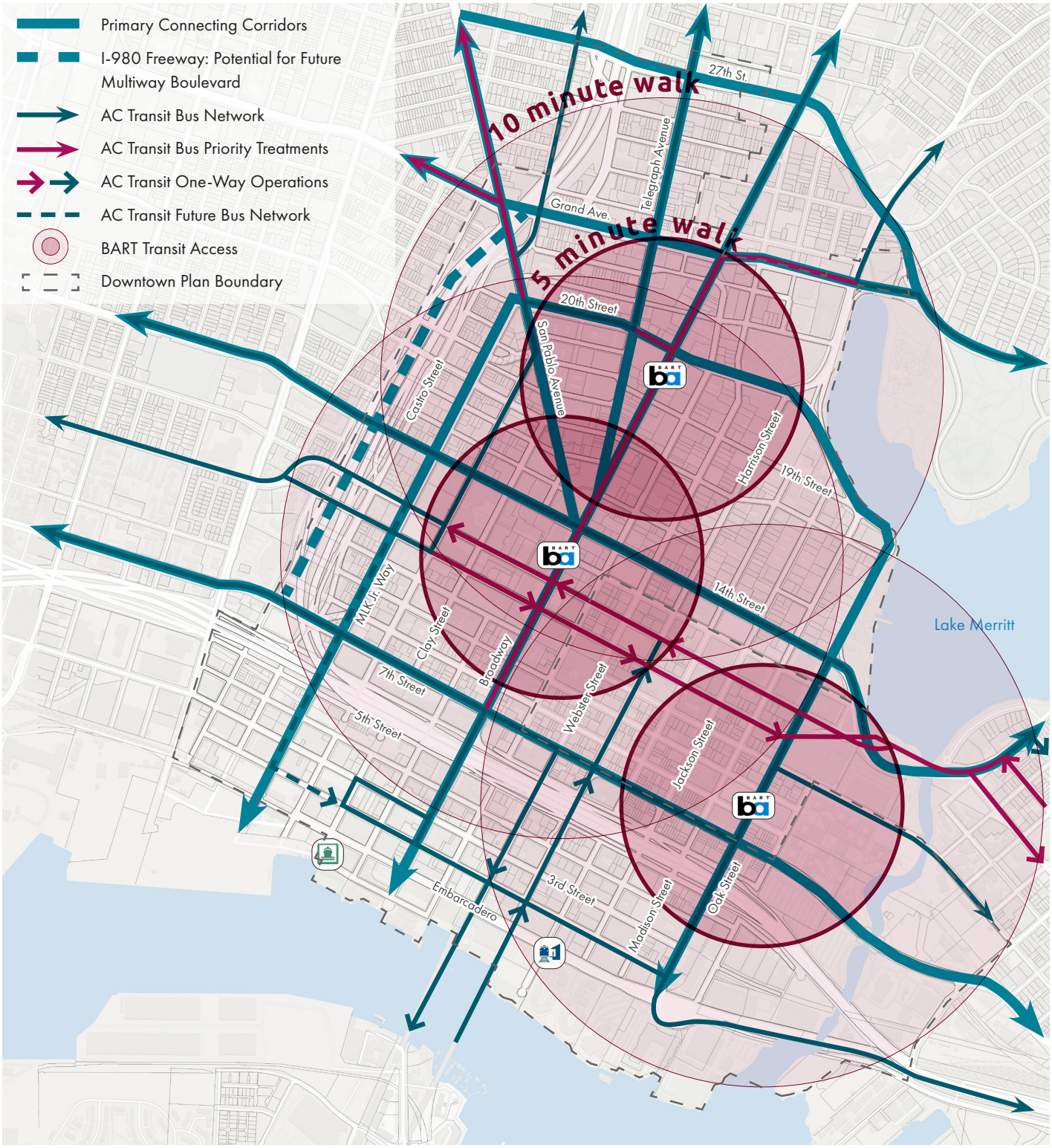


Figure LU-1: Transit Access and Connecting Corridors

ACTIVITY CENTERS AND CONNECTIONS

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

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

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



Figure LU-2: Downtown Activity Centers & Connection Nodes

Feet
0 500 1,000 2,000
N

SITES WHERE CHANGE IS ANTICIPATED

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

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

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

- Land/improvement ratio less than 0.25 (the value of improvements divided by the total value of the property)
- Redevelopable existing uses (i.e., parking, vacant, auto-related, low-rise commercial)
- Large lot size
- Adaptive reuse potential

The development opportunity sites include:

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

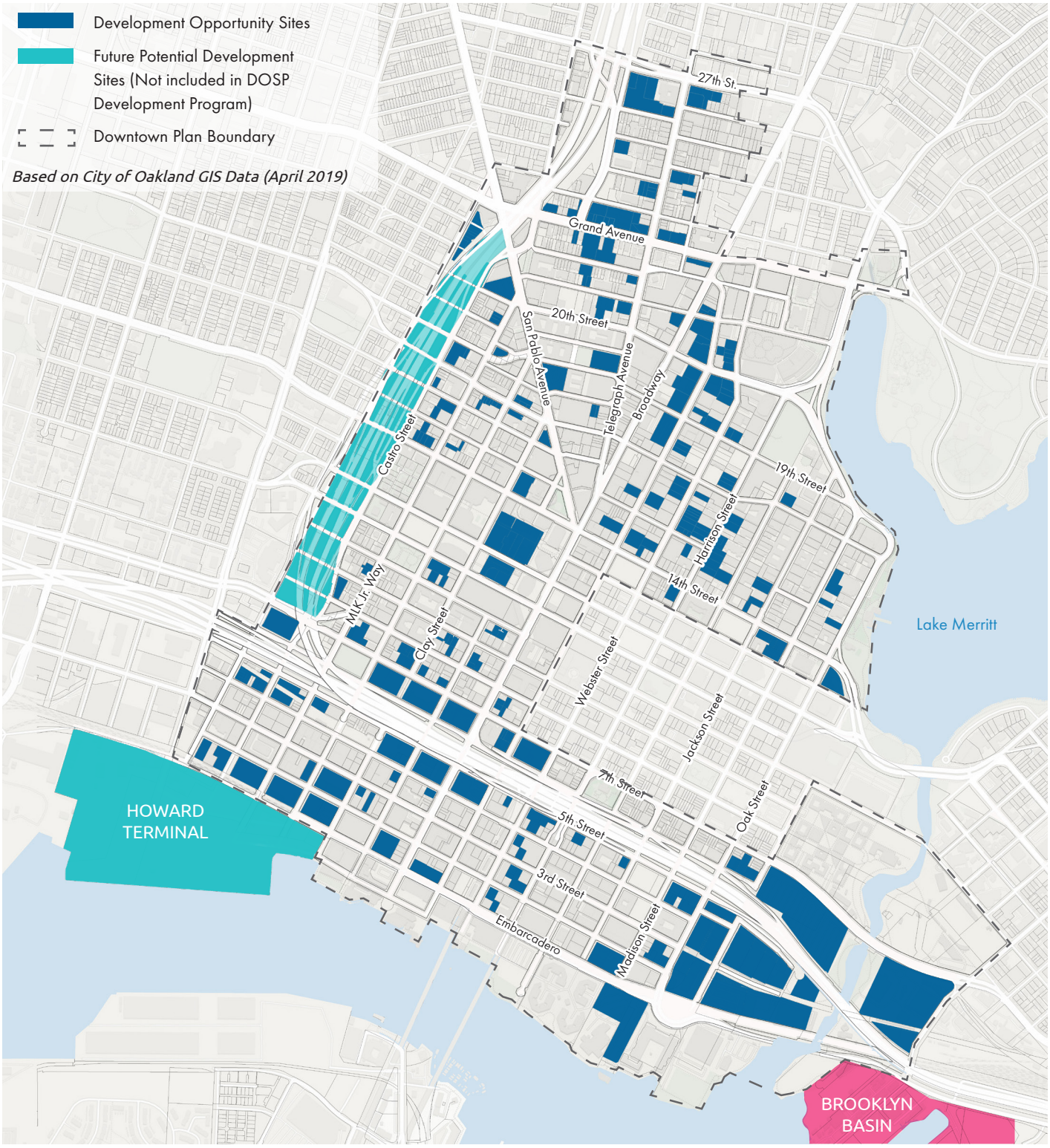


Figure LU-3: Opportunity Sites

Encouraging Incremental Development

Based on the analysis of opportunity sites, the Plan identifies areas for transformative developments, as well as other areas that can accommodate growth more gradually and fill in gaps in the existing urban fabric. Vacant, underutilized, and surface parking sites could accommodate much needed residential, entertainment, retail, arts, and office uses (Policy LU-1.10).

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

INCREMENTAL INFILL AND OPPORTUNITIES FOR TRANSFORMATIONAL CHANGE

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

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

- Area 1: Serving as a bridge between Brooklyn Basin, Lake Merritt BART, and an improved Estuary Park is a cluster of opportunity sites along the Oak Street corridor and in the Victory Court area near the Lake Merritt Channel. This area, currently a mix of primarily light industrial uses, could become an intense node of mixed-use development, linking future development, public space improvements, and transit access to form a dynamic activity hub on the east side of the Jack London district. Complex factors such as sea level rise and incomplete street connections will require additional study for development in this area.
- Area 2: Located along I-880 west of Webster Street is a cluster of publicly owned parcels and a few privately-owned parcels that could be redeveloped over time for mixed-use development, with street improvements and public spaces that better connect downtown across the freeway to the waterfront.
- Area 3: A cluster of opportunity sites around the 19th Street BART Station provide an opportunity to aggregate parcels for larger footprint office towers. Together with several nearby approved projects and projects under construction, this area is envisioned to be downtown's premier office hub, featuring the tallest and most dense development downtown.
- Area 4: The Grand Avenue corridor is a gateway linking West Oakland to neighborhoods around Lake Merritt. The corridor contains several sites which could be aggregated and is near significant new large-scale development.

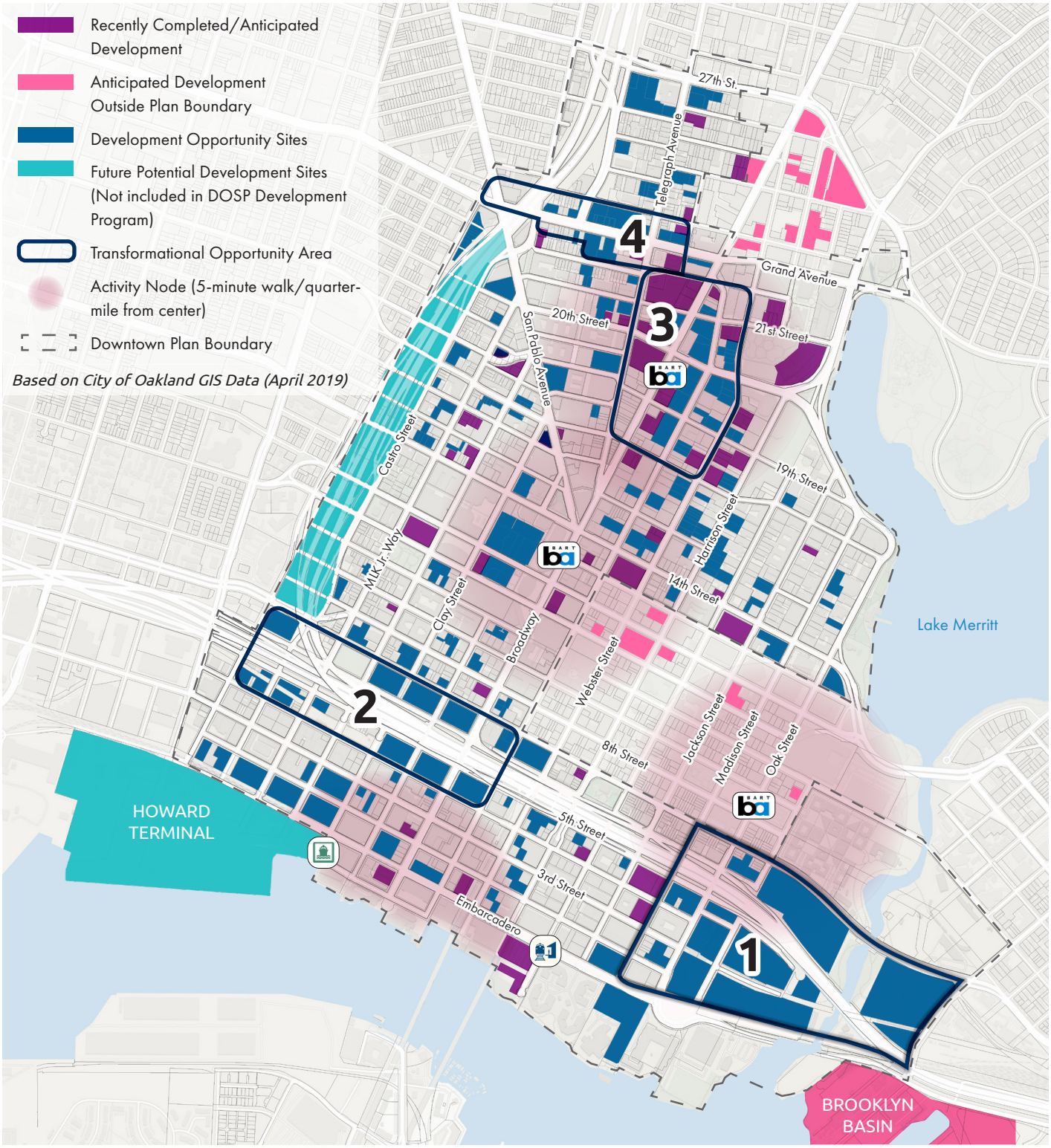


Figure LU-4: Transformational Opportunity Areas

HISTORIC RESOURCES

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

Figure LU-5 locates the following historic resources:

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

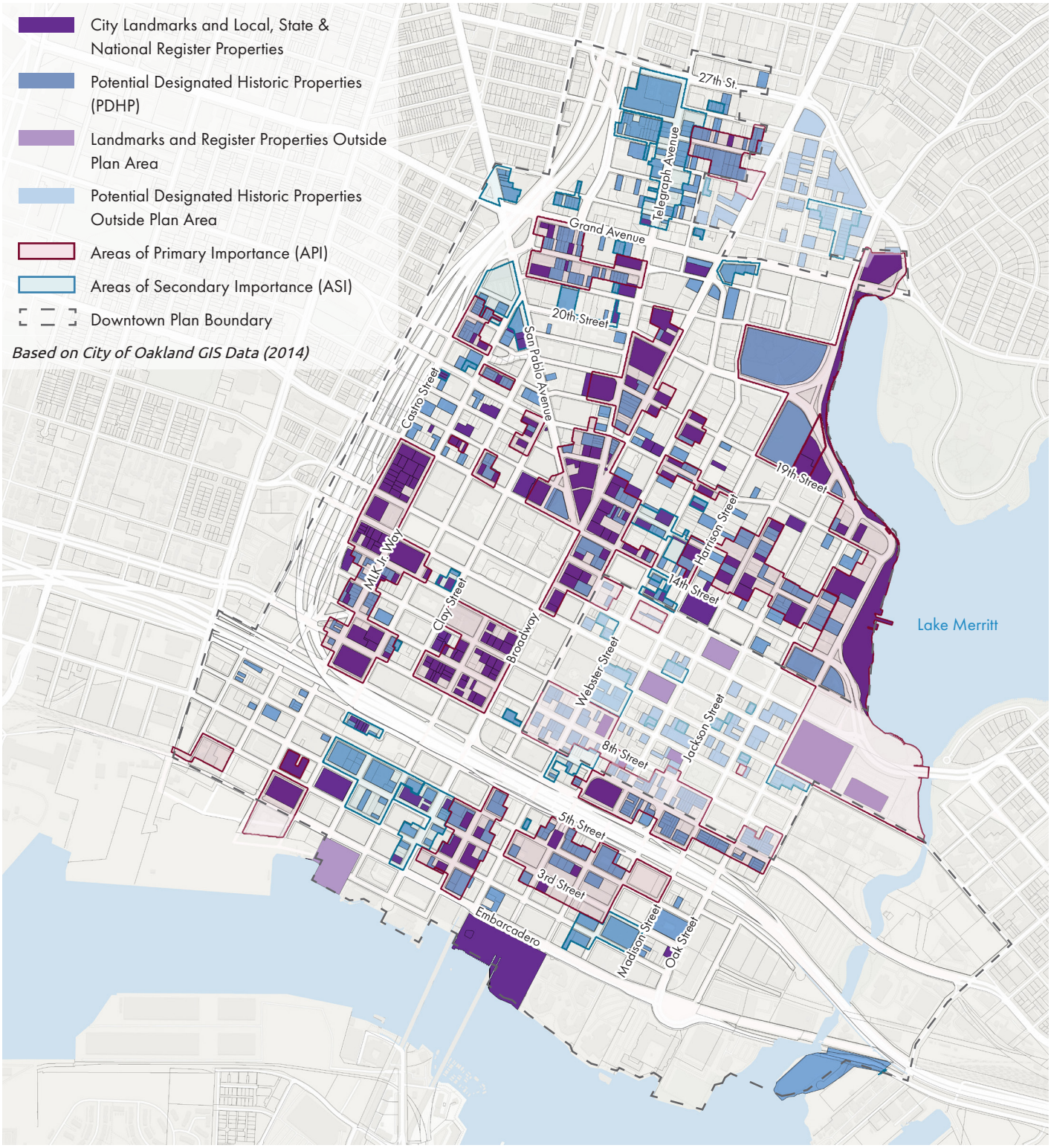


Figure LU-5: Historic Resources Map

CULTURAL RESOURCES

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

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

Existing and future cultural and entertainment areas are established around these clusters of cultural resources (Figure LU-7).

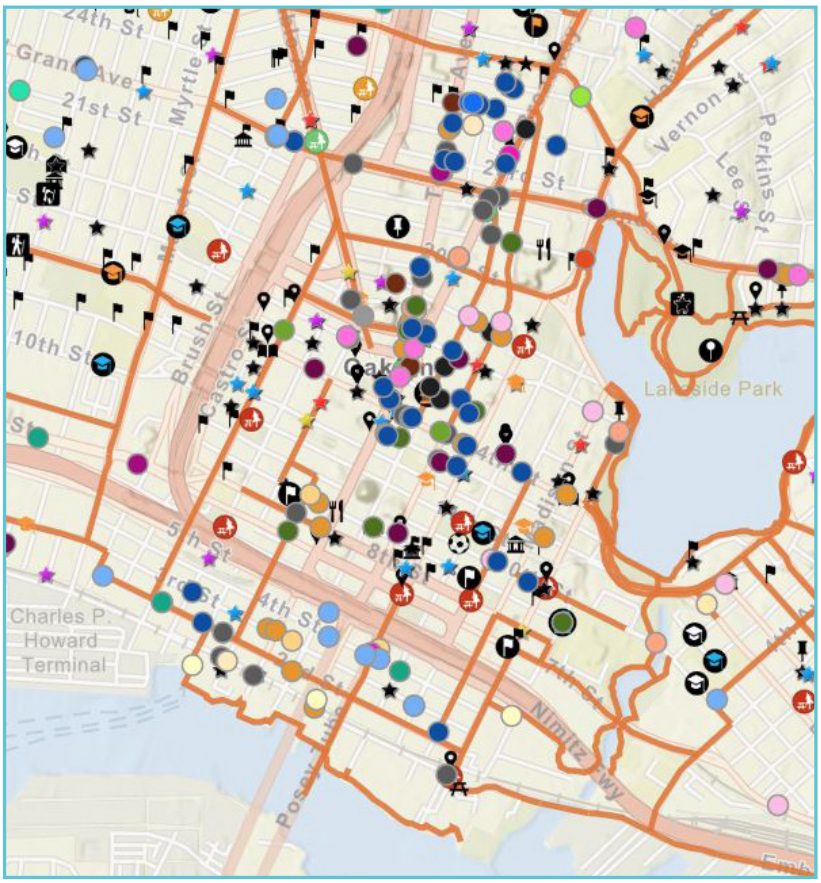


Figure LU-6: Cultural Asset Map (see also Figure C-6)

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

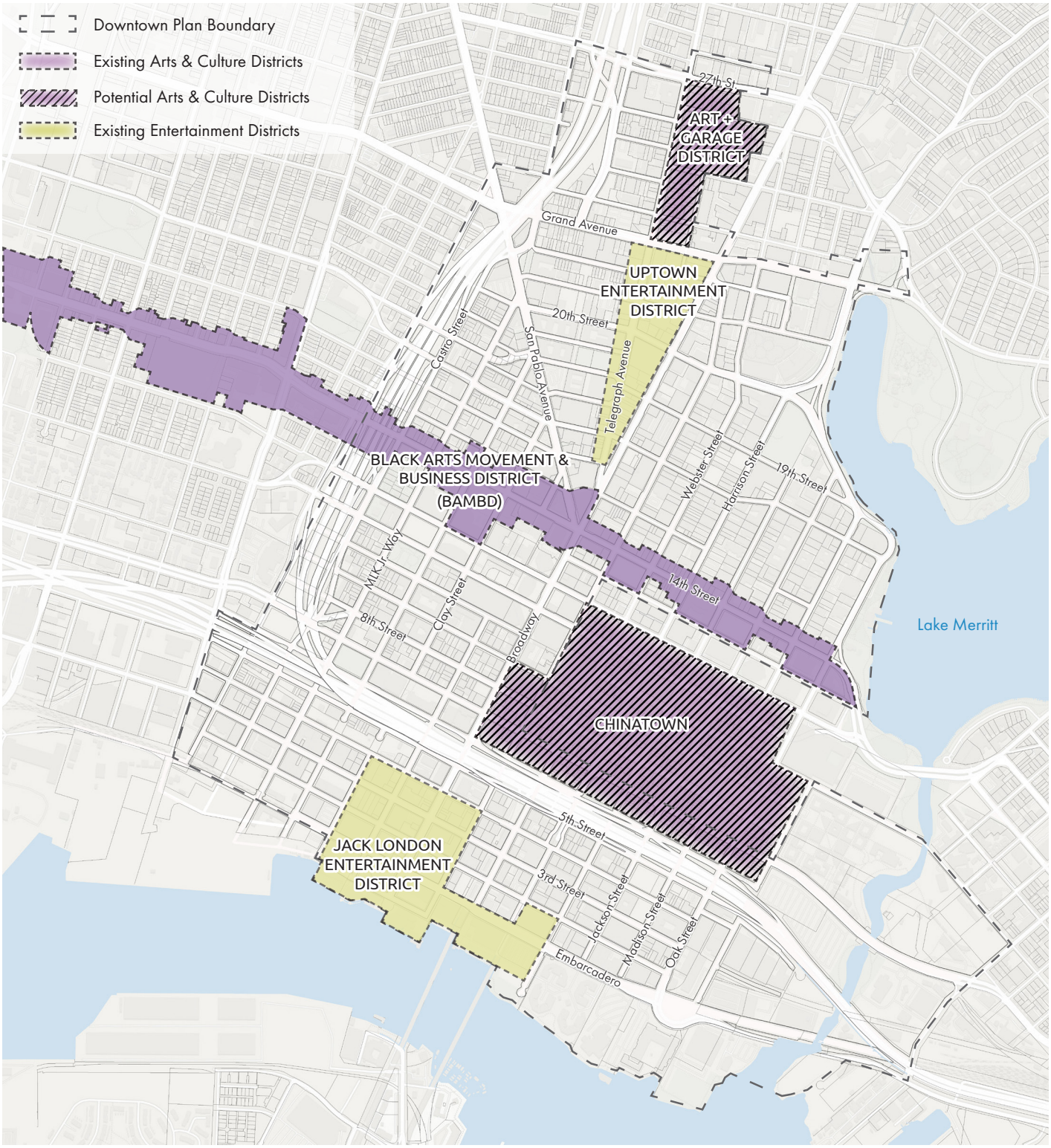


Figure LU-7: Existing and Potential Cultural & Entertainment Areas Map
(see also Figure C-2)



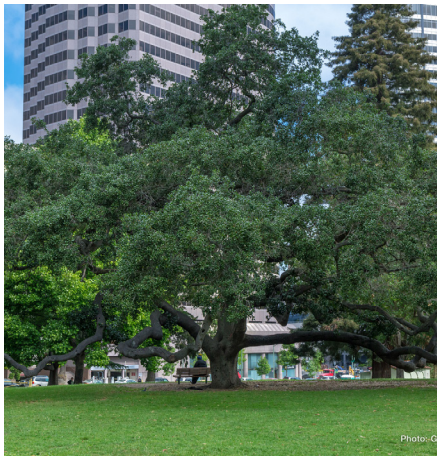



MAKE WESTING
DO NOT
ENTER

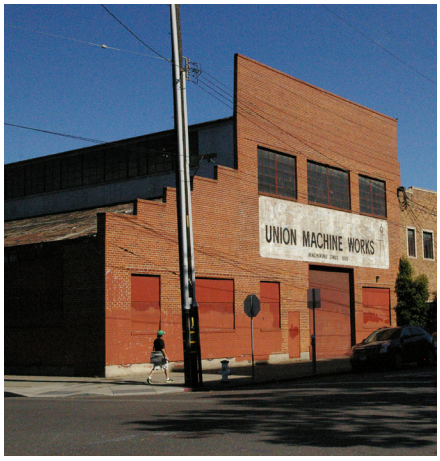









PRESERVATION PARK


UNION MACHINE WORKS

Executing the Vision for Downtown: Land Use & Urban Design Strategies

The land use and urban design chapter sets forth strategies to embrace and strengthen Oakland's unique character and economic assets including its capacity to continue as a regional employment center, its groundbreaking art and social innovation, its natural beauty, and its historic buildings and walkable blocks.

CAPTURING DOWNTOWN OAKLAND'S COMPETITIVE ADVANTAGE

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

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

Most importantly, the Land Use Strategies fit into Oakland's larger economic development strategy. Zoning land for the industries targeted for expansion downtown such as health care, manufacturing, tourism, and arts and culture can help ensure that Downtown Oakland continues to grow as a regional employment center while balancing the critical need for housing of all types. With the city's adoption of impact fees in 2016, new development not only increases downtown's tax base, but also increases the amount of money collected to fund affordable housing, transportation, and capital improvements. Also, the creation of a new streamlined Zoning Incentive Program will ensure that both the public and project sponsors know exactly what community benefits are needed in order to receive a building intensity bonus of additional height, density and/or floor area ratio.

Built Environment Strategies

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

Future Development Potential of Employment Priority Opportunity Sites

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

- 12,639,000 Gross SF of Office (80% of the potential future office space projected for the Plan area)
- 425,000 Gross SF of Retail / Neighborhood Commercial (25% of the potential future retail/ neighborhood commercial space projected for the Plan area)

DESIGNATE EMPLOYMENT PRIORITY SITES

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

While the trend toward remote work, accelerated as a result of the COVID-19 pandemic, may impact the pace and nature of demand for office space, the number of office jobs in Downtown Oakland actually grew by 3% between 2019 and 2022. In the volatile post-Pandemic market, the demand for Class A office space fluctuates. Class A (premium) office remains the first choice for relocations within Oakland as firms continue the flight to quality trend. At other times, Class A office drives higher vacancies when large tenants leave a building. The proximity of downtown employment sites, particularly Class A buildings, to transit, housing, and other key amenities, will continue to attract employers to the area. Despite this demand, prime sites for office towers could potentially be lost in the near future to development for residential uses, which is more financially feasible at the time of this plan's adoption. Accommodating demand for additional office development could also potentially moderate price increases to better serve businesses and nonprofit organizations that cannot afford higher rents.

Figure LU-8 supplements the Land Use Character Map by identifying ideal employment development sites near BART stations within the Mixed-use Downtown Core Character area. Zoning updates for these identified 'Employment Priority Sites' can require new mixed-use development that has a designated percentage of gross floor area dedicated to commercial employment space (see Policy LU-1.1).

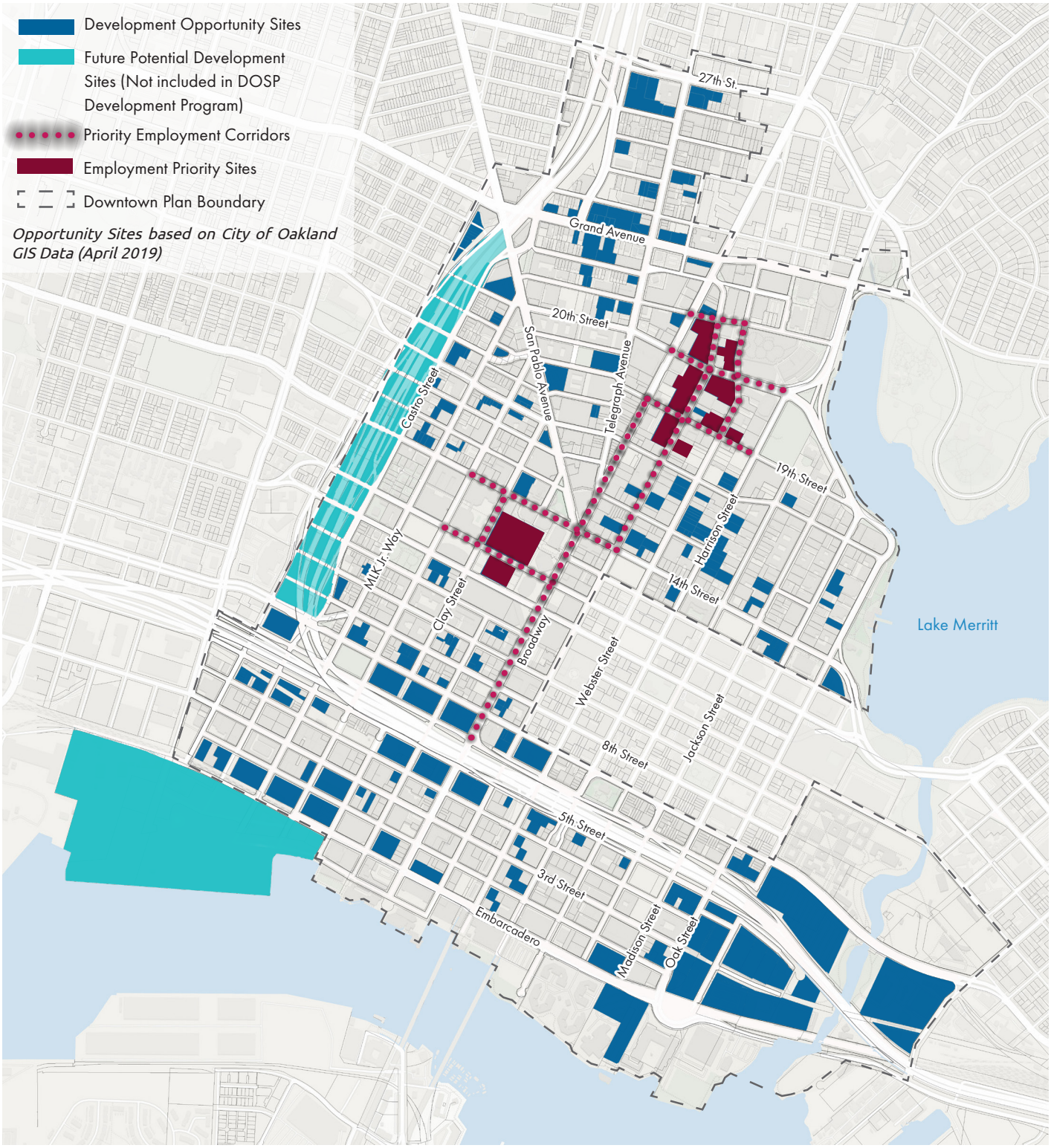


Figure LU-8: Employment Priority Sites Map

Related Policies & Equity Indicators:
- E-2.1: Priority Employment Sites
- LU-1.9: Downtown Planning Code Revisions

IMPLEMENTING POLICIES:

» **Policy LU-1.1 - Designating Employment Priority Sites:** Designate 'Employment Priority Sites' in key areas of downtown such as City Center and the Lake Merritt Office District, requiring a certain amount of gross floor area to be dedicated to commercial office space.

PRESERVE AND ENHANCE DESIGNATED INDUSTRIAL AREAS AND ENCOURAGE MORE PRODUCTION, DISTRIBUTION AND REPAIR USES

Oakland's waterfront is a key element in its industrial and maritime economy. As described in the Economic Opportunity Chapter, industrial operations near the Port of Oakland have historically been an important source of blue-collar jobs with living wages. Maintaining these uses is key to achieving the Plan's equity and economic development goals. Designated an Opportunity Area in the West Oakland Specific Plan, the 3rd Street corridor is a primary connection between the West Oakland BART and Jack London Square, serving several active industrial sites along the way, all with easy access to the Port. The WOSP recommends light industrial uses along the corridor west of Castro Street, but specifies that new buildings must be designed to contribute to a high-quality environment.

Despite some long-term uncertainties regarding this area, including the future of Howard Terminal and the new Transbay Tube and BART alignment, this Plan recommends maintaining the existing industrial uses west of MLK Way and extending them a block east to Jefferson Street. This area in Jack London west of Jefferson Street between the Embarcadero and I-880, along with the Produce Market and the Art + Garage District in KONO, have been designated 'Industrial Flex' in the Character Areas Map (Figure LU-16). This character area is meant to allow a wider range of light industrial and light manufacturing/maker uses, including breweries, fabrication labs, wholesale centers, garages, and accessory offices, while still requiring improved building to street relationships to support pedestrian activity. Preliminary findings from the City's Truck Management Plan (TMP) show 3rd Street as a truck route, though additional street standards should be incorporated to ensure adequate sidewalks and shade trees are also provided.

All of the mixed-use character areas proposed for downtown should allow certain types and amounts of maker and arts uses, while also permitting upper-story residential and commercial office uses. This is especially appropriate for areas like Jack London between Webster and Madison Street and Northgate, which both have smaller-scale historic buildings in addition to newer transitional buildings. It is also appropriate for larger development sites like Victory Court and Laney College, where providing the maximum amount of flexibility around use is most beneficial.

Related Policies & Equity Indicators:
- E-2.4: Ground Floor Artisan Production Spaces
- E-2.5: Maintaining Arts & Production Space
- E-2.12: Howard Terminal Impacts
- E-2.11: Maintaining Industrial/Port-Related Uses
- C-1.10: Zoning for Arts & Culture Uses
- LU-1.9: Downtown Planning Code Revisions
- LU-2.2: Zoning for Arts & Culture Uses
- EQT-3: Displacement
- EQT-5: Unemployment Rate
- EQT-6: Median Income

IMPLEMENTING POLICIES:

» **Policy LU-1.2 - Preservation of Industrial Land Uses:** Revise zoning and amend the General Plan to preserve and enhance industrial areas downtown. Include policies and regulations to protect existing and encourage more production, distribution, and repair (PDR) uses.

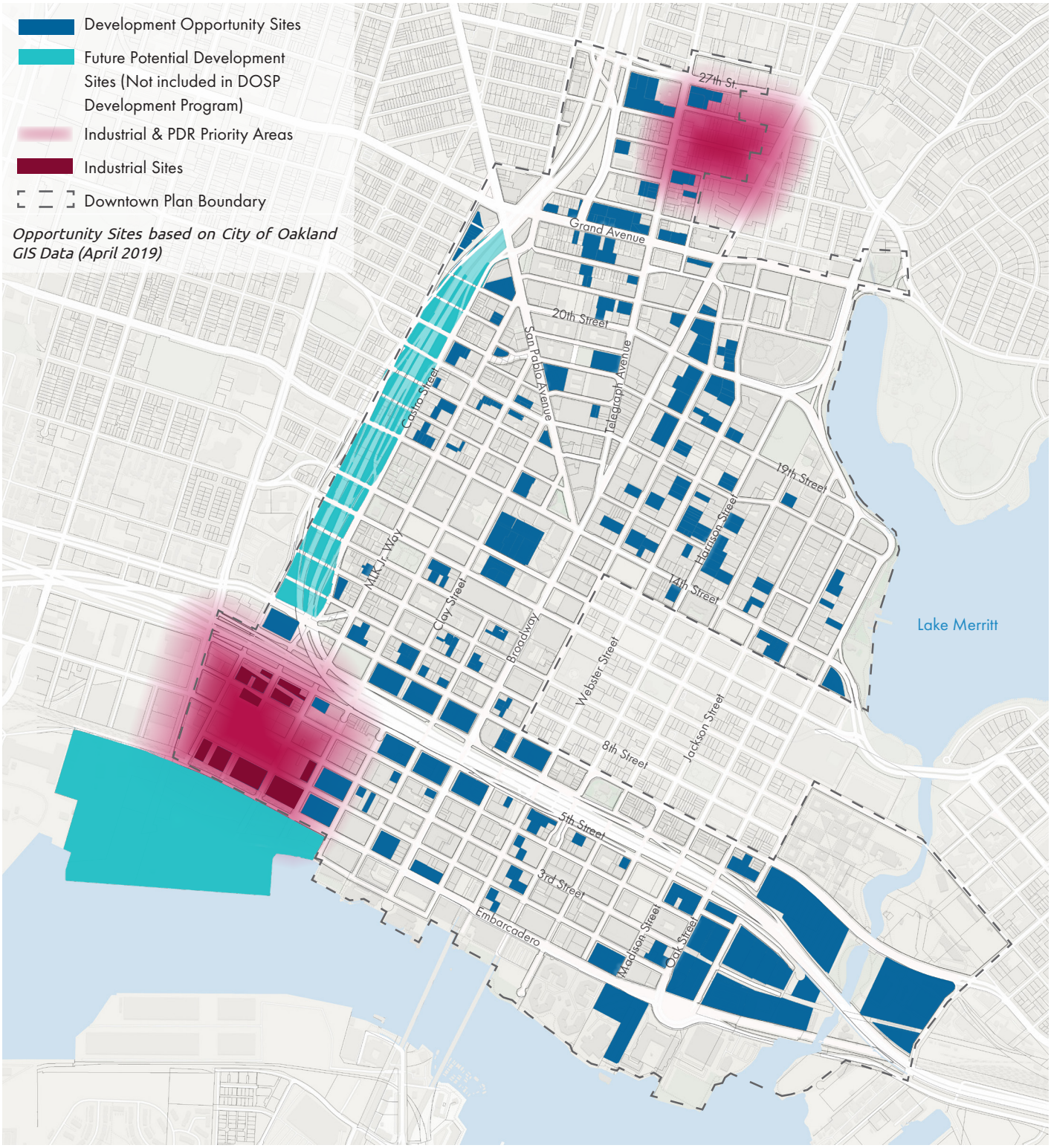


Figure LU-9: Industrial & PDR Priority Areas Map

Based on community feedback the following benefits were identified as priorities; that could be realized in exchange for bonus intensity as part of a Zoning Incentive Program:

- Affordable (below market-rate) housing
- Affordable space for arts and culture uses such as galleries, performing arts spaces, rehearsal space, etc.
- Affordable space for community-based organizations, childcare, homeless services/storage lockers, and businesses that serve cultural districts
- Parks, plazas and other public spaces
- Investment in downtown public cultural facilities such as Malonga Casquelourd Center for the Arts, Oakland Asian Cultural Center (OACC), African American Museum & Library at Oakland (AAMLO), Lincoln Recreation Center, Asian Branch Library, and the Main Branch of the Oakland Public Library

UNLOCK BONUS DEVELOPMENT POTENTIAL IN EXCHANGE FOR NEEDED COMMUNITY BENEFITS

The Plan will ensure that downtown's continued growth and revitalization provide community benefits to local residents and the broader community. As part of the planning effort, the City is studying how upzoning areas of downtown would affect land value and how this added value may provide funding for pre-defined community benefits. Zoning Incentive Programs are founded on the concept of "value capture," an approach in which a public entity recovers value for public purposes. A carefully calibrated Zoning Incentive Program can apply to development projects of any size, providing clearly identified benefits in exchange for increases in building intensity. This bonus intensity may be in the form of increased height, Floor Area Ratio (FAR), and density (to encourage micro-units and other affordable-by-design residential types) or allowing residential in areas where it was not previously allowed.

Today, increasing demand by the public for community benefit agreements (CBAs) often results in drawn-out negotiations that slow down project approvals and do not always focus on the overall community's most urgent needs. A Zoning Incentive Program would establish a clearer, more defined approach to ensuring that community benefits from new real estate development projects fulfill unmet community objectives while also providing transparency to developers. The proposed bonus program will establish a finite number of consistent, pre-defined community benefits that must be provided by development in exchange for increases in building intensity. Projects opting to participate in the program may also benefit from a streamlined approval process. Finalizing a development incentive program for downtown and its menu of pre-defined benefits will be done in partnership with the community and as part of creating new downtown zoning regulations.

The State of California's Affordable Housing Density Bonus Law is an example of a zoning incentive value-capture program. Under this law, developers are granted additional density (i.e., the right to build additional market-rate units) in return for their development of affordable-housing units.

IMPLEMENTING POLICIES:

» **Policy LU-1.3 - Development Incentive Program:** Create and adopt a voluntary development incentive program for downtown that works seamlessly with updated zoning regulations and addresses the community's most pressing needs while streamlining development approvals for participating projects.

Related Policies & Equity Indicators:

- **E-1.1: Development Contributions**
- **E-2.3: Requirements/Incentives for Affordable Arts, Culture & Commercial Space**
- **E-3.2: Local Hire Incentives**
- **C-1.5: Incentives for Affordable Arts, Culture & Commercial Space**
- **CH-1.11: Child/Senior Care Incentives and Subsidies**
- **EQT-1: Housing Cost**
- **EQT-2: Homelessness**
- **EQT-3: Displacement**
- **EQT-4: Disconnected Youth**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

Continued from previous page...

- Job training, apprenticeships or other development workforce measures implemented in the development of the project and targeting residents most harmed by economic disparities
- Culturally appropriate streetscape improvements and infrastructure
- Public restrooms

ENSURE THAT BUILDING AND STREET DESIGN SUPPORT PEDESTRIAN ACTIVITY AND ENHANCE PUBLIC SPACES

While all downtown streets should be accessible and friendly to pedestrians, cyclists, and transit users, there are certain streets and corridors where special attention should be given to support the pedestrian realm through building and street design. Figure LU-11 outlines this street hierarchy, locating Primary and Secondary Pedestrian Streets within the downtown.

Buildings located on Primary Pedestrian Streets should have active ground floor uses and frontage types along the sidewalk; requirements can include a minimum percentage of doors and windows on each building facade, landscaping and screening, inclusion of shading devices such as awnings or balconies above the sidewalk, specific private frontage types such as terraces, shopfronts, and galleries/arcades, and limits on permitted curb cuts and gaps in the building street wall. Secondary Pedestrian Streets could have similar standards but permit more gaps in the street wall to allow access to parking/garages and permit live/work units to activate ground floor spaces with artists, as well as residential-only frontages such as stoops, porches, and dooryards where appropriate along quieter residential streets. Table LU-1 describes dimensional standards of private frontage elements within downtown character areas (Figure LU-16), to support the desired neighborhood character and street types.

Design standards for streets should also respond to and influence the desired neighborhood and corridor character. This is realized through specific roadway design elements, such as bike facilities, crosswalks, transit lanes, and two-way travel, as well as streetscape design elements within the public frontage (the area between private property and the street curb), such as continuous sidewalks, street trees, landscaping, pedestrian lighting, seating, public art, and wayfinding. The design of streets and public spaces should be tailored to the urban environment envisioned by the character area in which they are located, such as including culturally relevant visual cues in cultural districts.

IMPLEMENTING POLICIES:

» **Policy LU-1.4 - Streetscape & Building Frontage Standards:** Draft and adopt streetscape and building frontage design standards to support the desired physical character for specific downtown neighborhoods and districts and to activate key pedestrian corridors. Streets and public rights-of-way can be used for play and active recreation, safe and comfortable travel, community gathering, economic activity, art, cultural activities, and urban greening. Use the City's existing Small Project Design Guidelines and Design Guidelines for Corridors and Commercial Areas as a starting point.

» **Policy LU-1.5 - Development Requirements Near Parks/Open Spaces:** Adopt regulations and processes for new downtown development projects near current and future parks and public spaces to both enhance and improve access to those community amenities.

Related Policies & Equity Indicators:

- **M-3.2: Implementing Green Infrastructure**
- **C-1.3: Culturally-Relevant Branding & Streetscape Design**
- **CH-1.3: Inclusive Parks & Open Space Design Guidelines**
- **CH-1.17: Crime Prevention Through Environmental Design Guidelines**
- **CH-2.8: Implementing Green Streets**
- **LU-1.9: Downtown Planning Code Revisions**

Related Policies & Equity Indicators:

- **CH-1.5: Coordinating Development with Park/Streetscape Improvements**
- **CH-1.7: Access to Public Spaces**
- **CH-2.4: Low-Impact Stormwater Detention Requirements**
- **CH-1.16: Lake Merritt Channel Natural Buffer Area**

Related Policies & Equity Indicators:

- **E-2.10: Accessibility Through Universal Design**
- **M-3.3: Safety During Construction**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**
- **EQT-7: Other (Accessibility)**

» **Policy LU-1.6 - Mitigating Construction Impacts:** Coordinate new downtown development to ensure that construction downtown does not interfere with the accessibility of streets and public spaces and is coordinated to the extent feasible to minimize negative impacts to small businesses.

Streetscape Design Elements

Streetscape design elements can be used to define and celebrate community character. As appropriate, these features can be consistent throughout downtown or change as one moves through neighborhoods and districts. Outdoor seating, banners, awnings, lighting, wayfinding signage, and other design elements should be distinctive to Oakland to reinforce a sense of place. Local artists could be commissioned to design and fabricate some of these features.



Promenade: Buenos Aires, Argentina



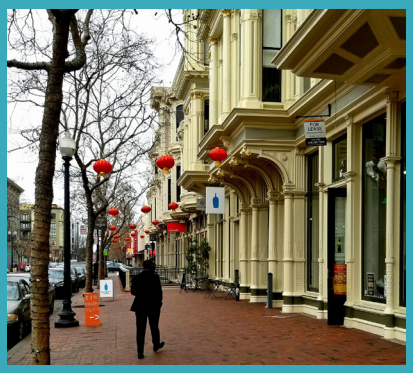
Paramount Theater: Oakland, CA



Wayfinding: Silkstone, Australia



Creole Style Gallery: Mobile, AL



Henry House Building: Oakland, CA



Cafe Seating: Quebec, Canada



Giralda Plaza: Coral Gables, FL



Outdoor Dining: Charleston, SC

Figure LU-10: Streetscape Precedent Photos - The photos on this page show examples of street design elements in Oakland and other peer communities that provide character and sense of place.

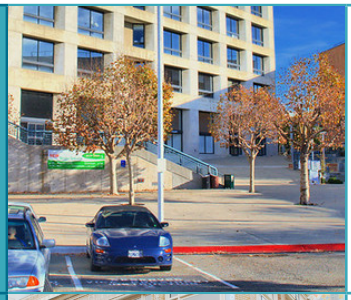
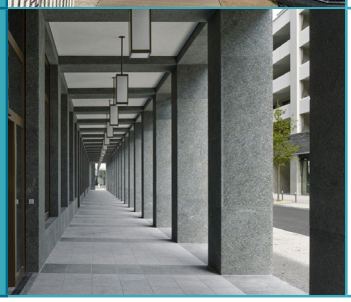


Figure LU-11: Primary and Secondary Pedestrian Streets

Table LU-1: Private Frontage Standards

Private frontages are the area between the building facade and the lot line. Revised zoning standards should be calibrated to include a range of private frontage types appropriate to each Character Area (identified in Figure LU-16), to activate the public realm. Such calibration should improve shopfront frontages so that they are inviting and human-scaled, especially in office-dominant areas with larger building podiums like the City Center and Lake Merritt Office District, and further enrich Downtown's overall frontage palette with a variety of types including porches, terraces, lightwells, stoops, dooryards, forecourts, galleries, and arcades.

PORCH		The main façade is set back from the property line with an attached porch permitted to encroach into the front setback. A fence at the property line maintains street spatial definition and the frontage is planted.
TERRACE		The main façade is set back from the property line by an elevated terrace. Terraces are suitable for residential and non-residential ground floor uses. This type buffers residential ground floor uses from urban sidewalks and removes the private yard from public encroachment. Terraces are also suitable for conversion to outdoor cafes. This type can be used to provide at-grade access while accommodating a grade change. Frequent steps up to the terrace are necessary to avoid blank sections of walls and to maximize access. This type may also be used in historic industrial areas to mimic historic loading docks.
LIGHTWELL		The main façade is set back from the property line by a sunken lightwell. Lightwells are suitable for residential and non-residential ground floor uses. This type buffers residential ground floor uses from urban sidewalks and removes the private yard from public encroachment. This type can also be used to accommodate grade changes enabling active uses sunken below the sidewalk level.
STOOP		The main façade is set back slightly from the property line with the ground floor elevated from the sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground floor residential uses.
DOORYARD		The main façade of the building is set back a small distance and the property line is defined by a low wall or hedge, defining the edges of a small yard. The dooryard should not provide public circulation along a street. The dooryard may be raised, sunken or at grade.

FORECOURT		The main façade is close to the property line and the central portion is set back. The forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other frontage types. Large trees within forecourts may overhang and provide shade for sidewalks.
SHOPFRONT		The main façade is aligned close to the property line with the building entrance at sidewalk grade. This type is recommended for ground floor non-residential use. It has substantial, transparent glazing on the sidewalk level and awning that should encroach into the front setback.
MAKER SHOPFRONT		The main façade of the building is at-or-near the property line with an at-grade or elevated entrance from the sidewalk. The type is intended for industrial artisan businesses to show their activity to people passing by on the sidewalk as well as for retail sales of products made on-site. The type may include a decorative roll-down or sliding door, include glazing and an awning that overlaps the front setback. It may be used in conjunction with other allowed frontage types.
GALLERY		The main façade is aligned close to the property line with an attached cantilevered shed or a lightweight colonnade encroaching into the front setback. This type is recommended for ground floor non-residential use.
ARCADE		A colonnade supporting habitable space that encroaches into the front setback, while the façade at the sidewalk level remains at or behind the property line. This type is recommended for non-residential use.

IMPLEMENT STREETSCAPE, PUBLIC SPACE, AND CONNECTIVITY IMPROVEMENTS

Shared Streets: Throughout downtown, streets have been identified that could become shared / festival streets, which prioritize the pedestrian experience and provide needed locations for community events and gathering, while also accommodating cars, bikes, and pedestrians. Design treatments can include decorative paving treatments, new public art, and street furniture. Such streets could be designed to support festivals and other community events that occur in the downtown.



Photo of Telegraph Avenue closed down to traffic for the monthly Latham Square Third Thursday series. This is an example of how a shared/ festival street can be used for special events.



Photo of a Dutch woonerf, the term for a street type made popular in the Netherlands. Woonerfs are streets meant for all users, including cars, though they are designed first and foremost with the comfort and safety of pedestrians and bicycle riders in mind. While cars can pass through, they are meant to feel as though they are entering a special kind of public space where they must slow down and be attentive to others. Like shown in the photo above, this kind of street can easily be closed to cars for special events and festivals.

These improvements can also be paired with regulations that facilitate and promote arts uses in adjacent buildings, such as putting limits on certain uses that might otherwise out-compete arts uses on the ground floor and adopting design standards for new buildings that face onto public spaces.

Paseos: Paseos can divide long blocks, increase pedestrian access, and become additional public gathering space. Two locations have been identified as priorities for new paseos in downtown: between 20th and 21st Streets in Uptown, and between 24th and 25th Streets in KONO.



Figure LU-12: Proposed Streetscape and Public Space Improvements

25th Street is home to a large concentration of art galleries and studios in historic early 20th century production buildings and serves as the natural center of the proposed Art + Garage District. Opening up a pedestrian paseo to connect 24th and 25th Streets will break up the long blocks between Telegraph and Broadway, increase walkability, and provide an additional public space to feature art and host public gatherings. Existing buildings can be maintained as spaces for art and maker production and simple modifications to these buildings could add new openings, awnings, signage and lighting that better activate the space. Similarly, along 21st and 20th Streets, an envisioned paseo creates a new pedestrian connection along this very long city block, adding needed connectivity for pedestrians to navigate the Uptown district.

Green Loop/West Oakland Walk: The proposed Green Loop and West Oakland Walk will link downtown's neighborhoods to its waterfront and to West Oakland. Street design improvements, including wide sidewalks, bike facilities, green infrastructure, signage/banners, and pedestrian-scaled lighting can link these public amenities and also integrate them with cultural districts such as the BAMBD as they pass through. Though the original proposal for the West Oakland Walk, described in the West Oakland Specific Plan, has the northern part of the loop running along 19th street through downtown; this plan recommends re-aligning it to run east along 20th Street, so that it synergizes with the infrastructure improvements planned for the Green Loop.



Illustration of a new underpass public space on I-880 and Martin Luther King Jr Way. Along with the bicycle facilities and streetscape improvements recommended along MLK as part of the Green Loop. This proposed public space would help improve connectivity between West Oakland, Downtown, and the Jack London Waterfront. See Figure CH-4

Investments in Existing Parks and Public Spaces: Better maintenance and equipment upgrades to downtown's existing parks and open space network will dramatically improve outdoor conditions. Improvements to City Hall's premier open space, Frank Ogawa Plaza, include simplifying and streamlining programming and activation for temporary pop-ups, events and shared-use agreements with local schools. Business Improvement Districts are important partners that augment the City's baseline services with additional maintenance, beautification and marketing efforts. Involving them in the planning, maintenance, and programming of downtown parks and open spaces will help the city better serve its residents, workers, and visitors.

Investments in New Parks, Public Spaces, and Plazas: Wherever possible, Downtown Oakland should look for new opportunities to create welcoming and vibrant public spaces. Large redevelopment projects, including those in Victory Court and Howard Terminal, should include generous public spaces. Additionally, as illustrated in Chapter 05: Community Health, underutilized land under the I-880 freeway and above the Webster Tube can be transformed into an urban park and linear greenway. Other opportunities for new public space include transforming the space between the Alameda Courthouse and Lake Merritt Boulevard, including Fallon Street, into a plaza.

Broadway: Dedicated bus lanes completed in 2020, along with the existing BART stations, have helped solidify Broadway's role as a key transit corridor in Oakland. Future streetscape improvements along Broadway, together with public frontage and building frontage standards, should reinforce the existing character and sense of place for this critical central community spine. Design elements to be considered include:

- **Shopfront frontages,** which unify the streetscape with awnings to protect pedestrians from the weather and provide shade.
- **Architectural expression lines**, which are used to define the base of buildings as a unifying element adjacent to the public realm.
- The **tops of buildings**, which are critical to the skyline, orientation, and sense of place. New residential high-rises should be 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.
- **High visibility crosswalks** at intersections, which should be the standard. White crosswalk markings are the width of the sidewalk clear zone to provide visibility of all pedestrian movement to approaching vehicles. High-visibility, green crosswalk markings are the width of intersecting bike lanes to provide visibility of bicycle movement to approaching vehicles. Small corner radii slow vehicles and reinforce the pedestrian realm.
- **Green infrastructure**, which directs stormwater runoff from the roadway to the landscaping and furniture zones along sidewalks and medians to allow groundwater recharge. Green infrastructure should be fully integrated into streetscape design, as opposed to a last minute add on.





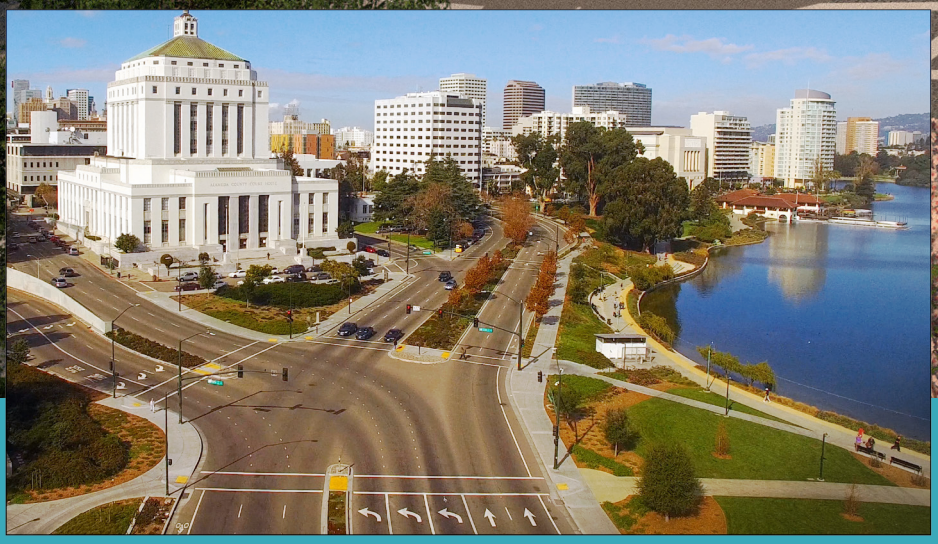


IMPLEMENTING POLICIES:

» **Policy LU-1.7 - Streetscape & Public Space Improvements:** Implement streetscape and public space improvements, including the design and construction of new shared streets, paseos, plazas, and parks, as well as the construction of new and improved bicycle and pedestrian facilities, landscaping, and wayfinding along the West Oakland Walk and Green Loop connections shown in Figure LU-12.

Related Policies & Equity Indicators:

- **M-1.5: Connectivity & Access Improvements**
- **M-1.7: Connecting Downtown Neighborhoods & Public Spaces**
- **M-1.10: Low-Stress Bicycle Network**
- **M-3.1: Implementing Complete Streets**
- **M-3.11: I-980 Replacement Feasibility Study**
- **C-1.3: Culturally-Relevant Branding & Streetscape Design**
- **C-2.2: Community Gathering Spaces**
- **CH-1.1: Public Realm Improvements**
- **CH-2.8: Implementing Green Streets**



Streetscape & Public Space Improvements on Lake Merritt Boulevard

The image on this page illustrates a new public plaza between the Alameda Courthouse and Lake Merritt Boulevard. The small segment of Fallon Street adjacent to the courthouse has been removed to extend the existing triangular block of open space all the way to the steps of the courthouse. This space can be used for community events and public art, including a possible future memorial to the Black Panther Party. Together these improved open spaces and future cultural facilities will help to support and enhance the Black Arts Movement Business District. Lake Merritt Boulevard has also been enhanced with the addition of substantial shade trees, high visibility crosswalks, and a new diagonal pedestrian crossing that connects the Oakland Museum of California with a new pier on Lake Merritt.

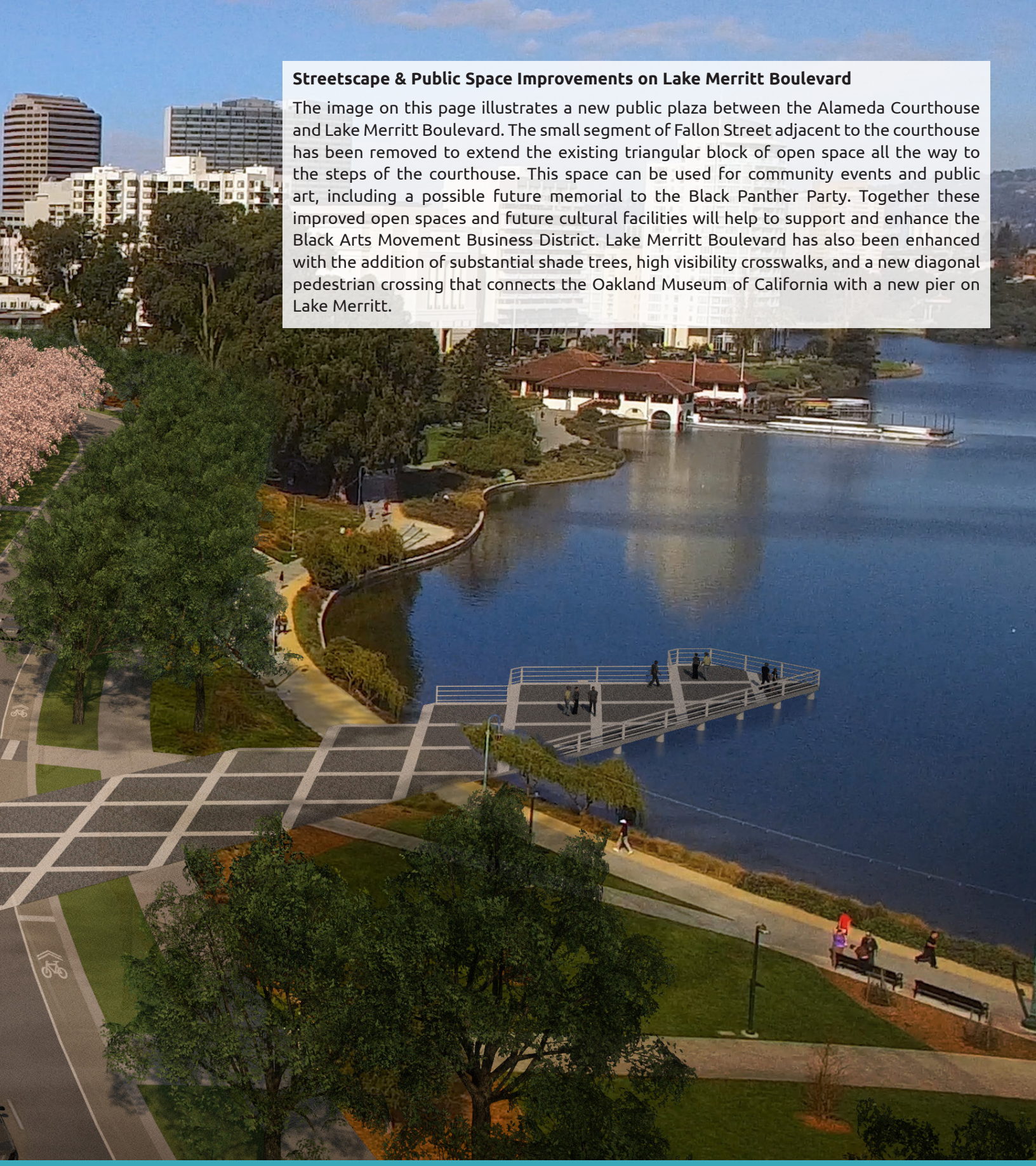


Figure LU-13: Proposed Lake Merritt Boulevard Improvements and New Courthouse Plaza (Looking Northwest on Lake Merritt Boulevard)

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

Related Policies & Equity Indicators:

- **E-2.2: Transit Oriented Development**
- **M-1.4: Emerging Mobility**
- **M-2.11: Transportation Demand Management Plan**
- **M-3.1: Implementing Complete Streets**
- **M-3.7: Parking Maximums with Electric Vehicle Charging Requirements**
- **M-3.2: Implementing Green Infrastructure**
- **CH-2.4: Low-Impact Stormwater Detention Requirements**
- **CH-2.5: Reflective Rooftops and Paving**
- **CH-2.6: Building Electrification**
- **CH-2.7: Green Stormwater Infrastructure Plan**
- **CH-2.3: Meeting ECAP Emissions Targets**
- **CH-2.10: Sea Level Rise Mapping**
- **CH-2.11: Sea Level Rise Vulnerability Assessment**
- **CH-2.13: Shoreline Protection Measures**
- **CH-1.16: Lake Merritt Channel Natural Buffer Area**

ENSURE THAT NEW DEVELOPMENT & INFRASTRUCTURE CONTRIBUTE TO CITYWIDE SUSTAINABILITY AND RESILIENCE GOALS

Land use and transportation are interconnected: the placement of housing, jobs, shopping, and other opportunities has a fundamental effect on both vehicle miles traveled (VMT) and people's daily transportation choices. Placing the region's jobs near transit, as recommended in this Plan, is the most effective way to encourage transit use in place of single-occupancy vehicles. Efforts to reduce greenhouse gas (GHG) emissions and promote cleaner air from the transportation sector also provide an opportunity to create a more equitable, sustainable, and healthy Oakland. New development projects have an important role to play (see more information in Chapter 6). Adding additional standards for greener and more resilient buildings, such as electric heating systems and improved insulation, low-impact stormwater systems, high-albedo rooftops, elevated critical infrastructure, and dry floodproofing, helps to mitigate the negative consequences of growth and safeguard downtown from both expected and unexpected climate events.

IMPLEMENTING POLICIES:

» **Policy LU-1.8 - Sustainable & Resilient Growth Regulations:** Establish and enforce new policies, regulations, and building construction standards that ensure new development and infrastructure help Oakland achieve its sustainability goals and respond adequately to climate uncertainties such as sea level rise, drought, and fire.

ESTABLISH A CLEAR DEVELOPMENT HIERARCHY THAT SUPPORTS A VARIETY OF BUILDING TYPES & FORMS TO MEET COMMUNITY NEEDS

The Land Use Character and Intensity Maps (Figure LU-16 and LU-18) described later in this chapter establish a clear development hierarchy for downtown, depicting nodes and corridors of activity and intensity, as well as transitions to areas of preservation and less intensity. New development downtown should be consistent with the overall community vision established by this Plan.

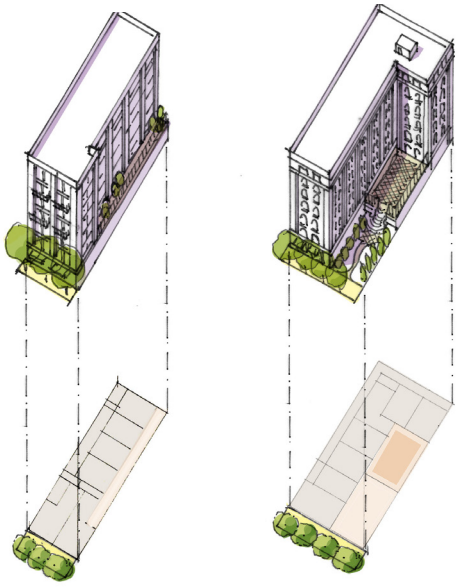
The vision for each character area can be achieved through zoning and planning code updates which regulate the physical character and form, intensity of development, type of place, and mix of uses that are appropriate for each environment. Of particular importance is establishing built form and lot standards for each character area, including, but not limited to:

1. Maximum and minimum lot width and depth
2. Maximum building footprint
3. Front and side building setbacks (base and tower)
4. Minimum and maximum building heights

Building forms vary to fit the character of each neighborhood, with the most intense mix of uses and highest intensities found in the Central Core (encompassing and connecting City Center and the Lake Merritt Office District). Less intense buildings with smaller footprints are envisioned in some downtown areas, reflecting historic neighborhood patterns and providing diverse building types and urban experiences (Policy LU-1.9).

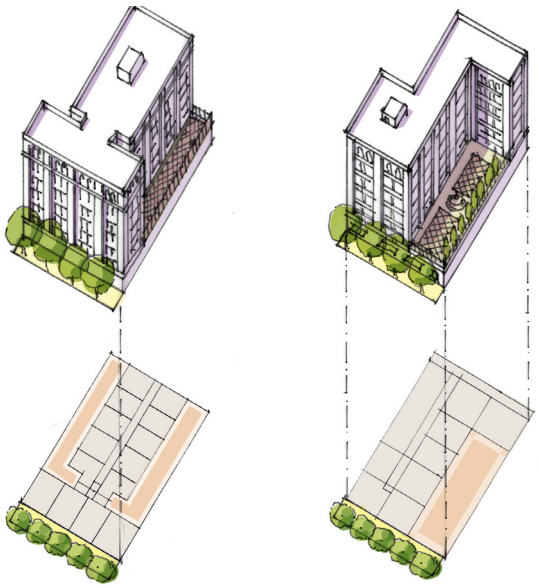
Figure LU-14: Sample Building Types

SMALL LOT SIZE: 50'-75' BY 150'



Sample Yield Calc: Lot Size: 50'x150'
6 floors x 6 units/floor = **36 units**
7,500 sf lot = **210 du/ac**

MEDIUM LOT SIZE: 100' BY 150'



Sample Yield Calc: Lot Size: 100'x150'
6 floors x 14 units/floor = **84 units**
15,000 sf lot = **244 du/ac**

LARGE LOT SIZE: 100' BY 150'



Sample Yield Calc: Lot Size: 150'x150'
11 floors x 8 units/floor +
7 floors x 8 units/floor = **144 units**
22,500 sf lot = **340 du/ac**

TESTING SAMPLE BUILDING TYPES

Sample building types were tested for varying lot sizes in downtown, to fit within one of four types of existing lots: small, medium, large and extra-large. The site design testing led to the understanding of what could actually fit and function on Oakland's lots; this testing can inform future zoning amendments that implement this Specific Plan.

Each building type was designed without density or FAR limits to test what fits and is compatible with each type of site and the adjacent contexts. Multiple options were studied for each lot type, to demonstrate feasibility and test potential standards for open space, height and intensity. At build-out, each building would be designed by its given property owner and would likely look very different from one another, as they do now in Downtown Oakland and downtowns across the country.

Related Policies & Equity Indicators:

- **E-2.1: Priority Employment Sites**
- **E-2.2: Transit Oriented Development**
- **E-2.4 Ground Floor Artisan Production Spaces**
- **E-2.5: Maintaining Arts & Production Space**
- **E-2.7: Pop-Up & Temporary Uses**
- **E-2.11: Maintaining Industrial/Port-Related Uses**
- **E-1.2: Encourage Development of Downtown Hotels**
- **H-1.2: High Intensity, Mixed-Use Neighborhoods**
- **H-1.13: Expedited Approvals for Affordable Housing**
- **H-2.18: Protecting Live/Work in Cultural Districts**
- **H-1.16: Family Friendly Design**
- **M-3.7: Parking Maximums with Electric Vehicle Charging Requirements**
- **C-1.10: Zoning for Arts & Culture Uses**
- **C-2.3: Reduced Barriers for Outdoor Vendors**
- **CH-1.6: Open Space Development Regulations**
- **CH-1.7: Access to Public Spaces**
- **CH-2.4: Low-Impact Stormwater Detention Requirements**
- **CH-2.6: Building Electrification**
- **CH-2.5: Reflective Rooftops and Paving**
- **CH-1.16: Lake Merritt Channel Natural Buffer Area**
- **LU-1.10: Infill & Large Scale Redevelopment**
- **LU-1.1: Designating Employment Priority Sites**
- **LU-1.4: Streetscape & Building Frontage Standards**
- **LU-1.5: Development Requirements Near Parks/Open Spaces**
- **LU-1.2: Preservation of Industrial Land Uses**
- **LU-2.2: Zoning for Arts & Culture Uses**

Examples of small, medium, and large building types that fit the size of existing downtown lots and are compatible to the scale of buildings on surrounding lots are shown in Figure LU-14. On extra-large lots, requiring the building scale and massing to fit within a pedestrian-friendly urban design context is most essential; the following design standards are recommended:

1. Where the sides of lots are adjacent to public open space and streets, the frontage should have a minimum build out requirement to enable a street wall with little to no gaps.
2. A minimum percentage of the gross site area should be ground-level publicly accessible open space (a change from current standards that permit all private open space).
3. Pedestrian streets (aka paseos) are encouraged to break up long blocks into smaller segments.
4. Provided parking is located within the pedestal of the building and is encased with habitable space separating parking from the public realm.
5. A setback should be provided in appropriate areas to reduce the perceived bulk of high-rises adjacent to the public realm.
6. An expression line, or key horizontal architectural element (i.e., cornice, molding, balcony, etc.) should be required to emulate the built form of historic buildings within downtown neighborhoods.
7. A portion of the base of the building should be set back from edge of the lot adjacent to public open space along streets.

IMPLEMENTING POLICIES:

» **Policy LU-1.9 - Downtown Planning Code Revisions:** Revise zoning regulations and maps within the Downtown Plan area to reflect community goals and feasible development potential. This new zoning framework should address the need for a clear development hierarchy, improved public space standards, expanded frontage requirements and principles including active ground floors, building-form criteria, rational lot requirements, and a streamlined development process to ensure flexibility and predictability for developers and the community and to maximize the amount of positive development downtown.

Related Policies & Equity Indicators:

- **E-2.2: Transit Oriented Development**
- **H-1.2: High Intensity, Mixed-Use Neighborhoods**
- **LU-1.9: Downtown Planning Code Revisions**

» **Policy LU-1.10 - Infill & Large-Scale Redevelopment:** Encourage incremental development to fill in gaps in the existing urban fabric, while also identifying opportunities for larger and more transformative developments.

Cultural & Historic Preservation Strategies

LU-2: Oakland's extensive array of cultural enclaves, civic institutions, landmarks, and public open spaces are preserved.

SUPPORT CULTURAL & ENTERTAINMENT AREAS AND EXPAND ARTS, CULTURE, AND MAKER USES THROUGHOUT DOWNTOWN

The City will create new zoning tools to create and incentivize new space for arts and culture uses downtown. These include incentivizing arts and culture uses through a density bonus program, requiring ground floor arts and culture space in new development in certain areas, and creating new land use categories and definitions for arts and culture uses in new downtown zoning.

The City should also establish a Cultural Districts Program. This new program would create a process for the application, public review, and adoption of any new cultural district, as well as the process for developing a detailed implementation plan. A Cultural Districts Program would formalize a collaborative partnership between the City and communities, identifying resources to stabilize vulnerable communities and preserve, strengthen, and promote the city's cultural assets, entertainment areas, and diverse communities. The program should also seek to identify appropriate City departments to become partners in the districts' establishment and implementation (see Policy C-1.1). New zoning regulations will also be developed to encourage more arts uses downtown as outlined in Chapter 4, Policy C-1.10.

Candidates for Cultural District designation discussed as part of this planning process include the Chinatown Cultural Heritage District and the Art & Garage District in KONO. The 14th Street Black Arts Movement and Business District (BAMBD) was adopted by Oakland City Council in 2016. The existing business improvement districts work daily on retail and tenant support, finding solutions to the impacts from construction (streets blocked off, large, loud equipment, etc.), planning events, and providing programming. They should be considered partners in supporting the objectives of Cultural Districts including activating and retaining cultural and small, independent businesses.

IMPLEMENTING POLICIES:

» **Policy LU-2.1 - Citywide Cultural Districts Program:** Establish a Citywide Cultural Districts Program and support cultural and entertainment

Related Policies & Equity Indicators:

- **E-2.6: Nightlife Strategy**
- **E-1.5: Establishing Arts & Cultural Districts**
- **H-2.17: Encouraging Affordable Live/Work in Cultural Districts**
- **H-2.18: Protecting Live/Work in Cultural Districts**
- **C-1.1: Citywide Cultural Districts Program**
- **C-1.2: Supporting the BAMBD**
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-3: Displacement**
- **EQT-7: Other (Belonging)**

districts using specific zoning tools to both incentivize and require specific uses identified by the community as priorities in those areas.

Related Policies & Equity Indicators:

- **E-2.4: Ground Floor Artisan Production Spaces**
- **E-2.5: Maintaining Arts & Production Space**
- **E-2.7: Pop-Up & Temporary Uses**
- **H-2.18: Protecting Live/Work in Cultural Districts**
- **C-1.5: Incentives for Affordable Arts, Culture & Commercial Space**
- **C-1.8: Community Ownership & Stewardship**
- **C-1.10: Zoning for Arts & Culture Uses**
- **C-3.6: Temporary Uses**
- **LU-1.9: Downtown Planning Code Revisions**
- **EQT-3: Displacement**
- **EQT-5: Unemployment**
- **EQT-6: Median Income**

» **Policy LU-2.2 - Zoning for Arts and Culture Uses:** Implement zoning and land use regulations to preserve and enhance existing and encourage new space for arts, culture, assembly and custom production/maker uses throughout downtown, including:

- Creating Cultural District overlays with specific zoning requirements that encompass smaller areas within established "Cultural Districts," beginning with the adopted BAMBD;
- Establishing a new arts & culture land use category in the Planning Code, and expanding/updating categories for artisan, custom production, and other arts-related and culturally significant uses;
- Implementing incentives such as Floor Area Ratio (FAR)/height bonuses in exchange for providing new arts and culture spaces
- Implementing streamlined permitting for the adaptive reuse and preservation of early 20th century production buildings in the Jack London and KONO areas;
- In designated areas, requiring new developments of a certain size to dedicate a minimum gross floor area or percentage of ground floor space to arts and culture uses;
- Requiring developments that directly displace existing arts, culture, and maker uses of a certain size to provide replacement space on site, or provide an in-lieu contribution for relocation assistance;
- Allowing rooftop open spaces;
- Requiring noise disclosures in new residential buildings located near entertainment, industrial, maker, artist, and cultural activities;
- Establishing a temporary use classification that could apply to temporary art installations, as well as pop-up art and assembly uses for a pre-determined period of time;
- Working with the Building Bureau to identify the "occupancy status" of vacant buildings to determine those that could accommodate artistic, retail, or nonprofit uses;
- Evaluating and changing City requirements to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses;
- Considering ways to streamline permitting, reduce approval process time, and reduce permit fees for temporary and/or affordable arts space; and
- Evaluating State Assembly Bill 2719, "Mobile retail operations and pop-up operations: model local ordinance or resolution"

PURSUE ADAPTIVE REUSE

To facilitate the reuse of older and underutilized buildings, an Adaptive Reuse Ordinance can be drafted to relax building and zoning requirements and provide flexibility in the approval and permitting process when buildings are converted to new uses. In peer cities where such ordinances have been implemented, the result has been the creation of new housing units and economic revitalization. The following incentives could be included:

- **Mezzanines:** New construction to create mezzanine level space in an existing story is permitted.
- **Loading space:** If one does not exist, then it is not required to be added.

To mitigate the potential for gentrification that adaptive reuse projects may cause, an additional incentive may be included:

- **Intensity:** In exchange for providing a specified amount of affordable rental units or affordable commercial/retail spaces, the project may waive all underlying intensity restrictions, including density and FAR. Note that Investment Tax Credits for Low-Income Housing also may be applied to historic structures.

The California Historical Building Code (CHBC) is intended to preserve California's architectural heritage by recognizing the construction issues inherent in maintaining and adaptively reusing qualified historic buildings and could be used to incentivize adaptive reuse as well. The CHBC currently applies to all state, national, and local register buildings, as well as buildings located within Areas of Primary Importance (APIs), though the code could also be used more widely to facilitate the adaptive reuse of older, but not necessarily historically contributing, structures.

IMPLEMENTING POLICIES:

» **Policy LU-2.3 - Adaptive Reuse Provisions:** Draft and adopt an adaptive reuse provisions in the Planning Code that facilitate the reuse of older and underutilized buildings by relaxing typical building and zoning requirements and by providing flexibility in the approval and permitting process when buildings are converted to new uses. Encourage the use of the California Historical Building Code (CHBC).

Additional Tools to Aid in Historic Preservation

1. Rehabilitation Tax Credits for National Register-status historic buildings
2. Conservation/Facade Easements, which offer income tax deduction for the donation of a specific part of a National Register historic building
3. Mills Act, which can provide tax relief in exchange for the continued preservation and restoration of historic properties
4. Additional funding sources could be identified for seismic retrofit and other building rehab costs

Related Policies & Equity Indicators:

- **E-2.5: Maintaining Arts & Production Space**
- **C-1.6: Preserving/Adapting Historic Buildings**
- **C-1.10: Zoning for Arts & Culture Uses**
- **LU-2.2: Zoning for Arts & Culture Uses**

DEVELOP AN UPDATED TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM

The City will develop an updated Transfer of Development Rights (TDR) program to assist in overall preservation efforts downtown. A TDR program intends to incentivize property owners to preserve existing historic buildings by selling unused development potential to developers in areas of downtown where the desire for higher intensity has been identified.

Sending and receiving sites should coordinate with the proposed Character Map (Figure LU-16) and Intensity Map (Figure LU-18) described in this Chapter.

Related Policies & Equity Indicators:

- **E-2.5: Maintaining Arts & Production Space**
- **C-1.6: Preserving/Adapting Historic Buildings**
- **C-1.10: Zoning for Arts & Culture Uses**
- **LU-2.2: Zoning for Arts & Culture Uses**
- **EQT-3: Displacement**

Because of the generous zoning allowances that already exist for most areas downtown, there are limited areas where a Transfer of Development Rights (TDR) program might be effective. Most of the areas that would be candidates for a TDR program are also being considered for the development incentive program. Further analysis will determine how the two programs can work in coordination and avoid undermining the other's intent.

IMPLEMENTING POLICIES:

» **Policy LU-2.4 - Transfer of Development Rights:** Develop an updated Transfer of Development Rights (TDR) program that will incentivize the rehabilitation and preservation of smaller-scale and historic properties that have excess development potential.

Historic Oakland

Oakland's long and varied history is reflected in its built environment and contributes to the overall appeal that brings so many people to downtown. Tools to aid preservation are described in the Historic Preservation Strategies.

Downtown's first brick buildings were constructed in the late 1850's to early 1860's, clustered around Lower Broadway in today's Jack London District. Commercial development continued north up Broadway, Washington, and Franklin Streets with elaborate multi-story Victorian commercial buildings, many of which remain in Old Oakland today. A development boom following the 1906 earthquake defined much of downtown as it is today, including Oakland's notable early 20th century skyscrapers, such as the Cathedral Building and City Hall (1914). In the late 1920s, development shifted uptown with the construction of the Fox Oakland Theater and many of Oakland's Art Deco monuments.

Downtown's wealth of historic structures is recognized in the Local Register of Historical Resources as well as Areas of Primary and Secondary Importance (API and ASI districts) and other Potential Designated Historic Properties (PDHPs) (see Figure LU-5). Downtown's varied mix of historic buildings form an important part of community character and identity; maintenance and continued use will ensure they are preserved for future generations to enjoy.



Figure LU-15 Examples of historic Oakland buildings and resources

Top Row: The Western Pacific Depot (built 1910)
Middle Row: The African American Museum & Library (AAMLO, built in 1902), Ratto Building in Old Oakland (built in the 1870s)
Bottom Row: City Hall (built 1914), Tribune Tower (built 1923)

Land Use & Urban Design Regulating Maps

The following pages include maps that identify existing land use and intensity regulations for Downtown Oakland, as well as maps that recommend changes to Downtown Oakland Zoning and Planning Code provisions, such as land use character and General Plan designation, height, FAR, and residential density.

Land Use Character & Intensity

Proposed Character Map

The Proposed Character Map implements the vision of the Plan and identifies the type of environment envisioned for each downtown neighborhood, district and corridor. Focused around the existing downtown BART stations, the greatest intensity of development will remain in the Downtown Core (encompassing and connecting City Center and the Lake Merritt Office District, and extending north and northwest along Telegraph and San Pablo Avenue). The Downtown Core includes three primary character areas: the Pedestrian District, which prioritizes pedestrian-oriented and active ground floor uses, the Commercial District, which prioritizes a range of commercial, office, and civic uses, and the Mixed-Use District which prioritizes a wider range of residential, commercial, and compatible service and production activities.

The broader Downtown Core also contains two special character areas: Old Oakland and the Black Arts Movement & Business District (BAMBD). Both of these mixed-use districts should prioritize pedestrian-friendly and active ground floor uses, in addition to preserving the historically significant buildings and culturally-significant businesses that make them unique. Throughout downtown, there are also pockets of low-to-medium intensity single-family, multiplex and multifamily residential buildings, many of which are historic (e.g. Lakeside Apartments and Preservation Park). Unlike other downtown character areas, Urban Residential areas should allow ground floor residential.

A number of other mixed-use character areas can be found within the Plan area. These include the Jack London District, where new development should reflect the character and form of historic loft buildings and where a mix of entertainment, commercial, office and residential is permitted, and the Laney College District, where existing institutional uses can be supplemented and with future mixed-use development, including residential, commercial, and office uses that meet Laney's educational goals. The area along the I-980 freeway has also been identified as a future mixed use district, as described in more detail in the Vision + Goals Chapter (Figure VG-8).

Historic warehouse areas such as the Produce Market and the Art + Garage District in KONO, in addition to the areas west of Jefferson Street in Jack London, are all identified as Flex Industry, with more intense industrial character to the west. The proposed Intensity Map (Figure LU-18) further reinforces the character for these areas, to ensure development is consistent with the existing context. The Jack London waterfront includes a commercial and a mixed use character area, both of which should prioritize public access to and enhancement of the Oakland Estuary.

Preserving + Expanding Arts, Culture, and Production Uses

One key aspect of the economic development strategy for downtown, in addition to encouraging more housing and commercial development in general, is to preserve and encourage more spaces for arts, culture, and artisan production. Downtown's artist and maker communities are important contributors to Oakland's creative and cultural economy. In addition to the Flex Industry character areas, arts and cultural districts are proposed to ensure a certain percentage of floor area for projects in key areas accommodate uses consistent with the district's overall character and vision (see Policy C-1.1).

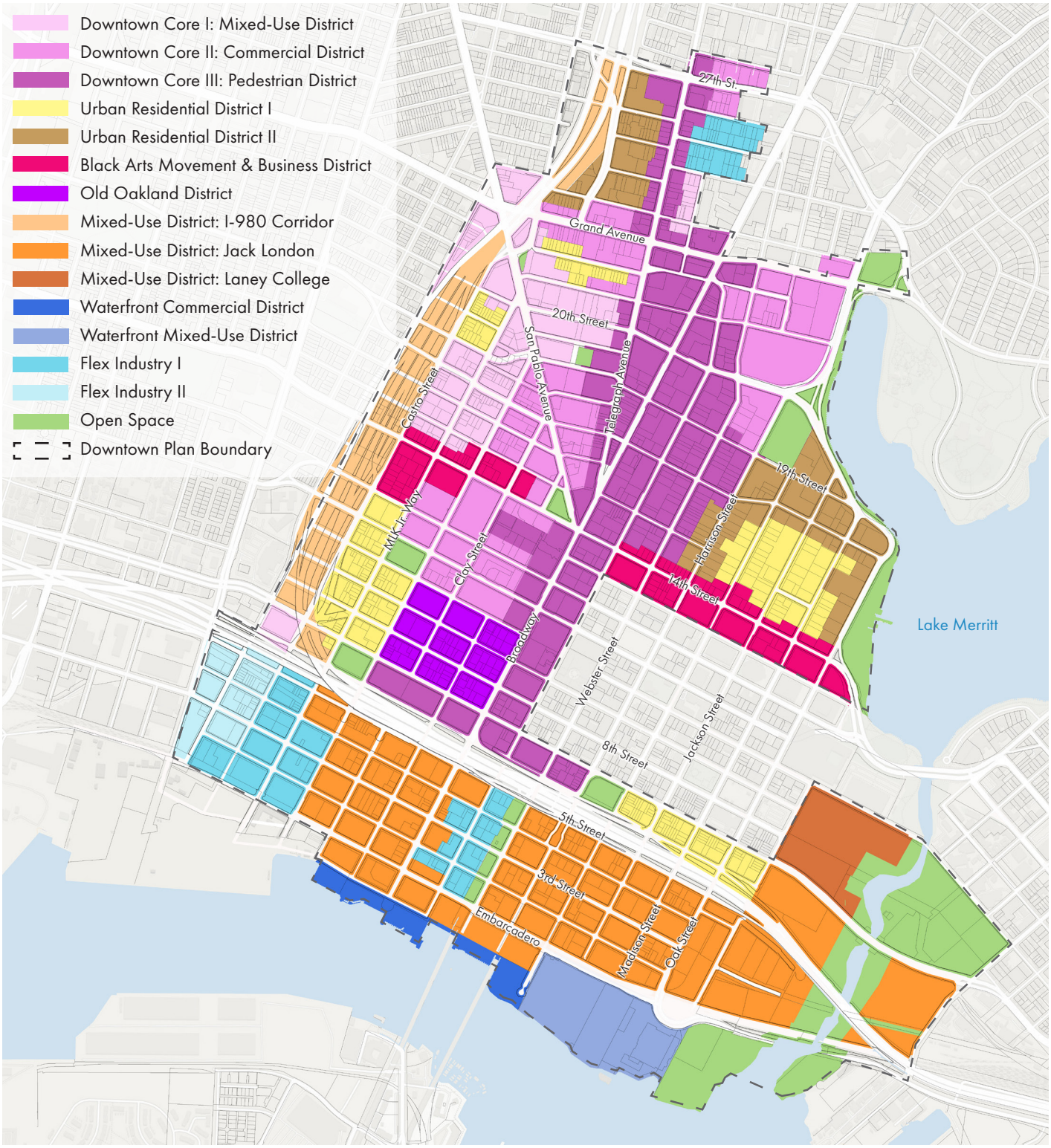


Figure LU-16: Proposed Land Use Character Map

Existing Intensity Map

The Existing Intensity Map (Figure LU-17) identifies the current maximum height, density, and Floor Area Ratio (FAR) permitted for each downtown zone, as summarized in Table LU-2. There is opportunity to permit additional density or intensity in some downtown areas to achieve Plan goals through a bonus incentive program that prioritizes needed community benefits.

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

Table LU-2:
Existing Intensity Regulations

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

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

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

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

† FAR does not include parking or loading areas

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

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

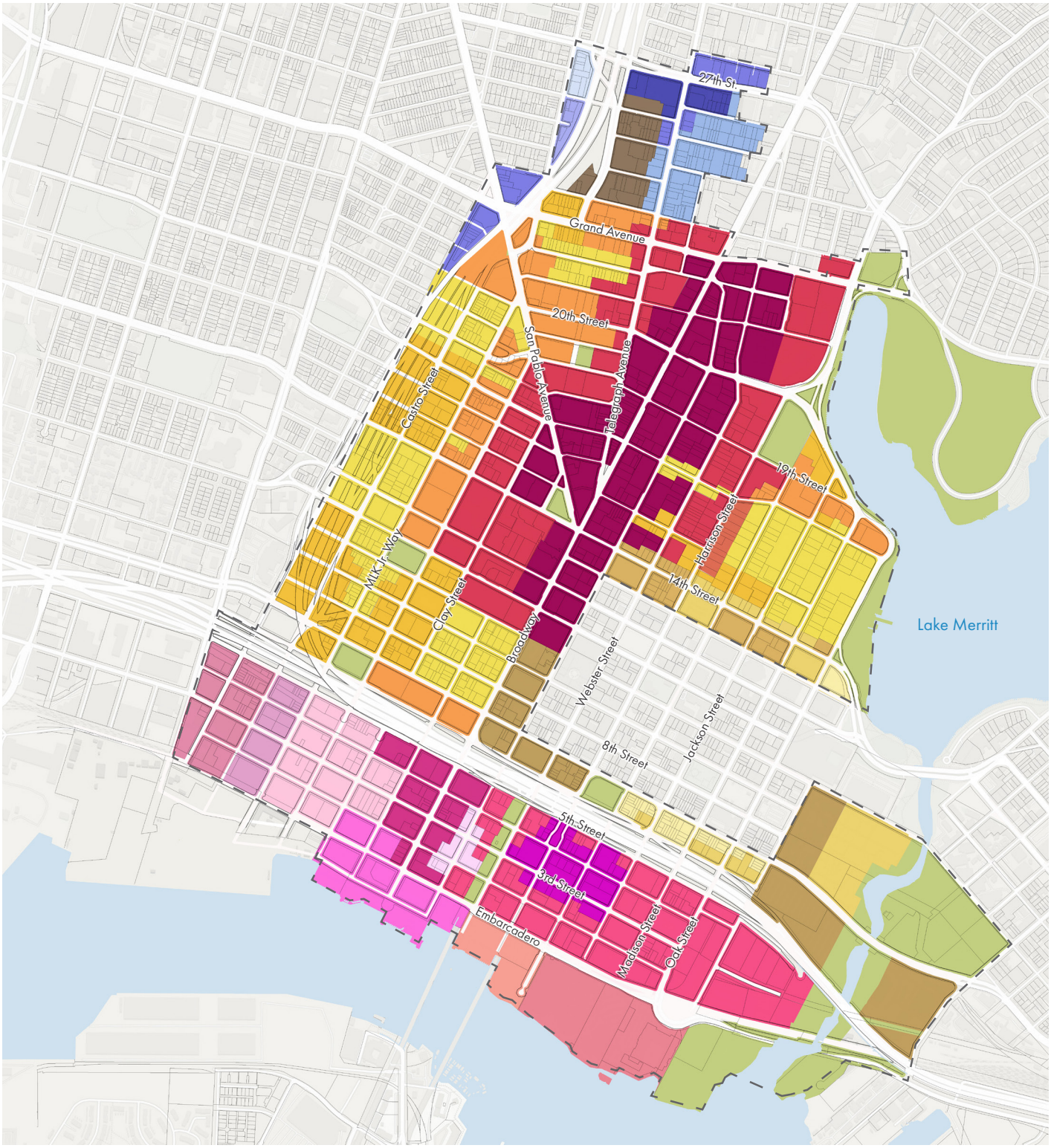


Figure LU-17: Existing Intensity Map

Proposed Intensity Map

Figure LU-18 illustrates the potential range in scale of future building heights and intensities in the downtown. This map is included for illustrative purposes only but represents the highest potential intensity; therefore, the General Plan, Zoning and Height Area Maps that implement it can be amended within these intensity levels without amending the DOSP. The purpose of this map is to show the proposed levels of allowed height and intensity in relation to each other, as the areas that would be subject to a Zoning Incentive Program. Proposed Heights and Floor Area Ratios (FAR) are the maximum that would be allowed and will be further refined based on community input and the results of the ongoing Zoning Incentive Program analysis. This study will help to determine how much change between base and bonus intensity is most likely to incentivize developers to participate in such a Zoning Incentive Program. With these findings, the heights and FARs will be calibrated to maximize value capture downtown without hindering future growth and development.

	Intensity 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
	3B	85'	7.5	110 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

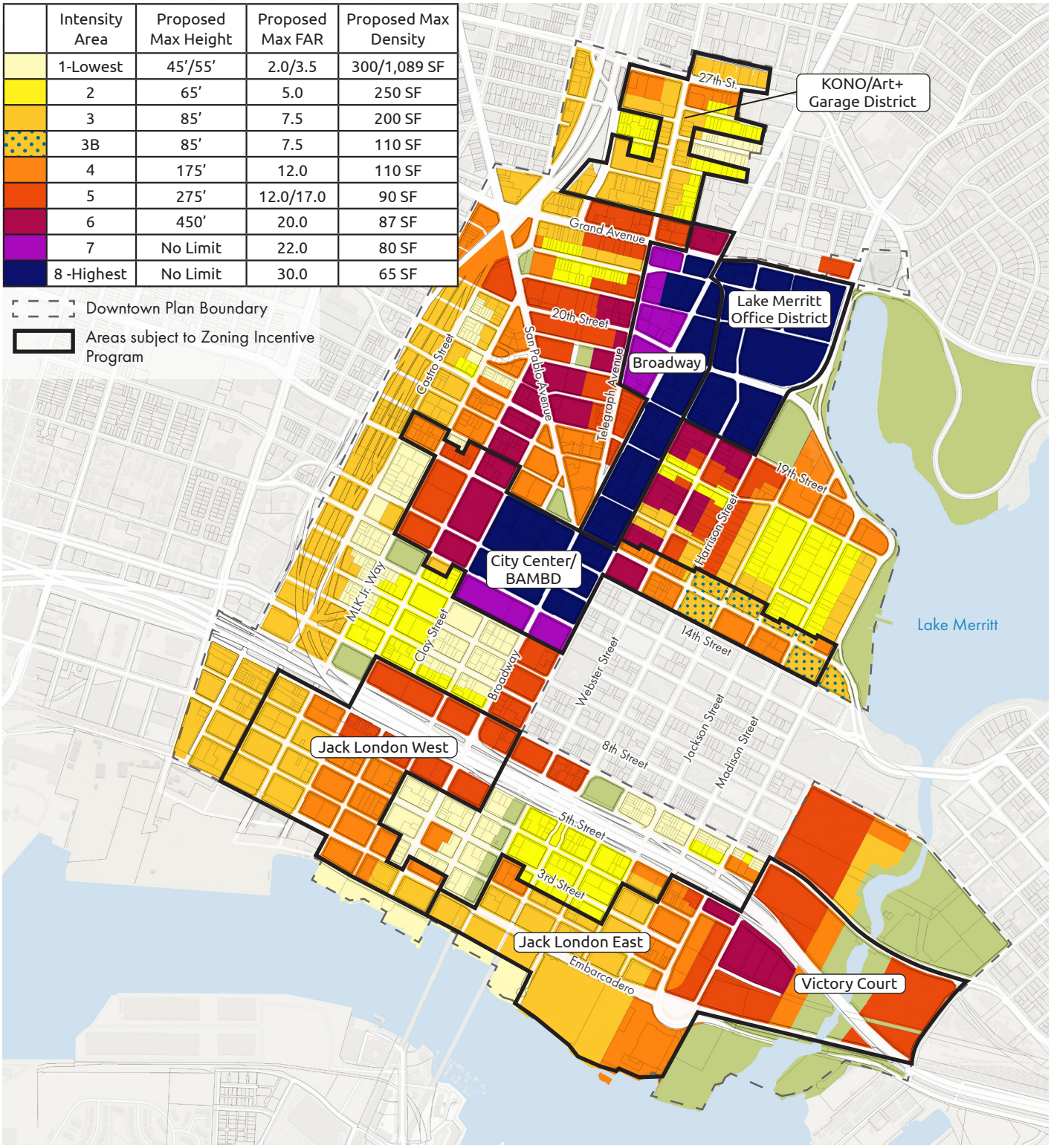


Figure LU-18: Proposed Maximum Intensity Map

General Plan Policy Direction

The governing policy direction for downtown is contained in the Oakland General Plan Land Use and Transportation Element (LUTE, 1998) and the Estuary Policy Plan (EPP, 1999). The LUTE governs the downtown area north of I-880. The EPP governs the Jack London area south of I-880. Achieving the vision for downtown will require amendments to both of these General Plan land use elements.

The LUTE identifies the downtown area north of I-880 as a "showcase district." This designation is intended to highlight the importance of downtown as a "mixture of vibrant districts, each with a unique identity, all contributing to around-the-clock activity and continued expansion of job opportunities." A key component of the General Plan LUTE vision is support for downtown growth in office activity and new housing. The Plan will refine this vision to also target specific contemporary economic sectors for growth, such as professional, scientific and technical services; finance, insurance, and real estate; information; arts; and community-serving nonprofits, recognizing that investment from the city's major employers will boost revenues that fund services citywide.

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

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

Table LU-3 provides specific amendments to the Oakland General Plan Land Use and Transportation Element (LUTE) and Estuary Policy Plan (EPP).

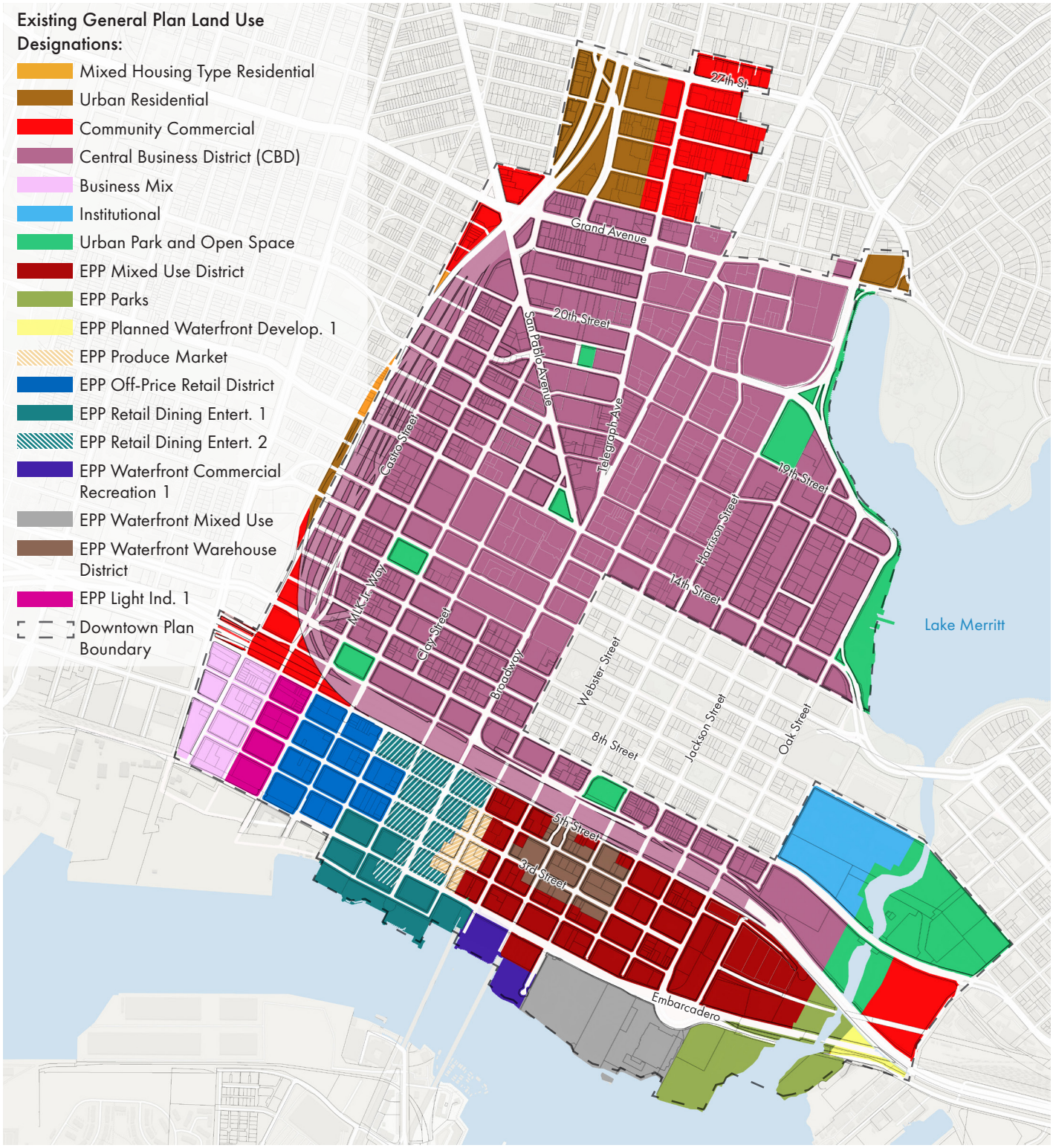


Figure LU-19: Existing General Plan Designations

Figure LU-20 shows the proposed general plan amendments needed to achieve the desired future condition for downtown. The Land Use Character Map (Figure LU-16) serves as the early framework from which new zoning regulations will be established. While the Proposed General Plan Land Use Designation Amendments Map (Figure LU-20) describes the necessary changes to implement the character areas and proposed intensities described in this chapter, Figures LU-16 and LU-18 drill-down into specific land use and intensity recommendations around all key corridors and activity nodes.

Table LU-3: Proposed General Plan Amendments

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

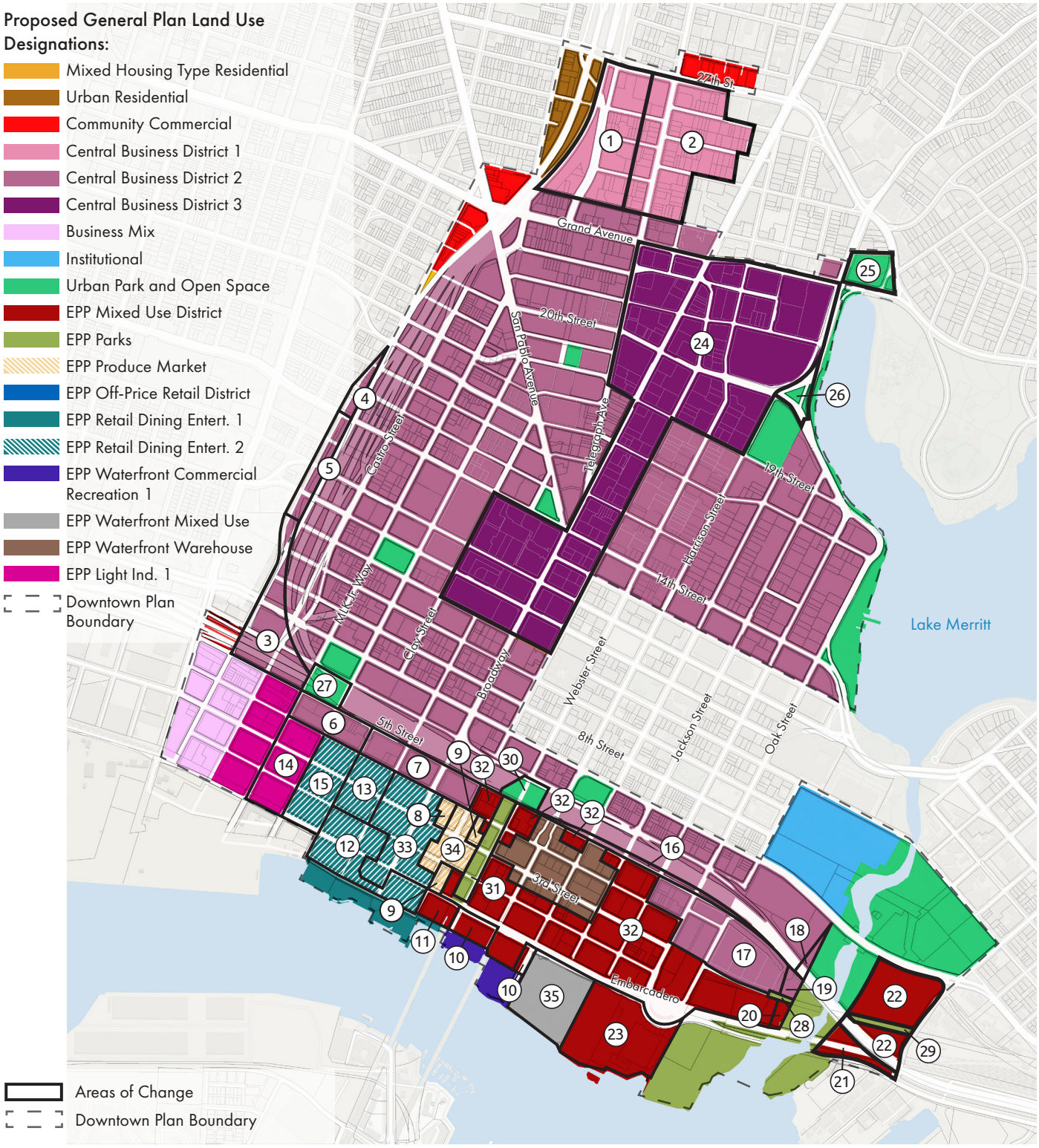


Figure LU-20: Proposed General Plan Land Use Designation Amendments

DEVELOPMENT POTENTIAL

The Development Program for the Plan is a numerical estimate of potential future development based on the land use and intensity recommendations presented in this chapter, as well as on economic and market realities. This section seeks to quantify the level of residential, commercial, industrial, and institutional growth that can be accommodated downtown over the next 20 years.

Notable Considerations That Informed Future Development Models:

1. Focusing additional height & intensity in the Central Core (encompassing and connecting City Center and the Lake Merritt Office District)
2. Unlocking potential in Jack London and along I-880 and I-980
3. Stepping down building footprints and heights adjacent to historic areas
4. Maintaining a balance of building types, from iconic skyscrapers down to townhomes and everything in between

CALCULATING DEVELOPMENT POTENTIAL

As is shown in Figure LU-3, several opportunity sites were identified to accommodate potential future development and redevelopment downtown. New development that is consistent with existing building trends, and that follows definitions and standards set in the Land Use Character and Bonus Intensity Maps, was then modeled for each opportunity site. Residential, commercial, industrial, and institutional square footage and employment were calculated using the gross square footage extracted from these models and the assumptions outlined below.

The Plan development program does not dictate where future development will go or what it will look like; rather, it presents an overall build-out concept that is studied in the Plan's Environmental Impact Report (EIR) for potential impacts. Sites not identified as "opportunity sites" may also redevelop, and vice versa. The EIR prepared for the Plan not only describes measures to mitigate the potential impacts of the regulatory changes proposed, but it also facilitates environmental impact studies for development projects that comply with the Plan, thus streamlining future development downtown.

Table LU-4: 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	195,118	+75%

Table LU-5: Development Program Calculation Assumptions

	Gross to Net Area Factor	Avg. Unit Size	People	Occupancy	Parking
Residents	80%	750 SF	1.9 Residents/Unit	95%	0.25 Space/Unit
Office	75%	N/A	225 SF/Employee	95%	2,000 SF/Space
Retail / Neighborhood Serving Commercial	75%	N/A	500 SF/Employee	95%	2,000 SF/Space
Flex Commercial	80%	N/A	1,200 SF/Employee	95%	3,000 SF/Space
Light Industrial	90%	N/A	1,500 SF/Employee	100%	4,000 SF/Space
Institutional (SF)	75%	N/A	300 SF/Employee	95%	2,000 SF/Space

Table LU-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

Table LU-7: 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	56,600	2,875	195,118
Office	N/A	17,124	50,200	2,237	N/A
Retail / Neighborhood Serving Commercial	N/A	9,073	2,500	381	N/A
Flex Commercial	N/A	N/A	500	N/A	N/A
Light Industrial	N/A	-	300	-	N/A
Institutional	N/A	N/A	3,100	257	N/A

1 Refers to the current amount of development, population, and employment within the DOSP and LMSAP boundaries as calculated in the Downtown Oakland Specific Plan EIR Baseline Conditions Report and Lake Merritt Station Area Plan

2 Refers to any major project in the Downtown & Jack London PDA in any phase of development from pre-application to under construction as of April 2019

3 Includes hotels and other non-specified commercial uses



Figure LU-21: Aerial Looking South of Potential Future Development by Land Use



Table LU-8: Downtown Future Development by Land Use and Neighborhood

Potential Residential Units by Neighborhood/Area

KONO	2,300
Uptown	3,200
Lake Merritt Office	400
Central Core	3,400
West of San Pablo	1,900
Lakeside	2,000
Old Oakland	2,700
Jack London	11,500
Laney College	1,800

Potential Office Space (SF) by Neighborhood/Area

KONO	180 K
Uptown	250 K
Lake Merritt Office	8,270 K
Central Core	4,370 K
West of San Pablo	110 K
Old Oakland	460 K
Jack London	2,030 K
Laney College	150 K

Potential Retail/N'hood Commercial (SF) by Neighborhood/Area

KONO	130 K
Uptown	160 K
Lake Merritt Office	280 K
Central Core	290 K
West of San Pablo	70 K
Lakeside	50 K
Old Oakland	180 K
Jack London	540 K
Laney College	10 K

Potential Flex Commercial Space (SF) by Neighborhood/Area

KONO	120 K
Jack London	290 K
Laney College	320 K

Potential Light Industrial Space (SF) by Neighborhood/Area

Jack London	500 K

Potential Institutional Space (SF) by Neighborhood/Area

Laney College	1,300 K

Measures of Success

Office Development

- Baseline: As of 2019, the stock of commercial space in downtown includes roughly 16 million square feet of office space, with an additional 5.4 million of square feet of office under development.
- Measure of Success: An additional 18-20 million square feet of commercial space is constructed, a majority of which is office space for firms that bring high-quality, achievable jobs to Oakland.

Building Efficiency

- Baseline: Gas-burning building heating systems significantly contribute to greenhouse gas emissions.[1]
- Measure of Success: Building heating systems are electrified and are improved to save energy.

Housing Stock

- See Housing & Affordability Total Housing Stock and Affordable Housing measures of success

Active Ground Floors

- Baseline: Not currently measured; part of the measure of success will be to establish a baseline
- Measure of Success: Percentage of active use of ground floors linking pedestrian corridors, parks, plazas, cultural, entertainment and shopping districts, the waterfront and adjacent neighborhoods increases.

Investment in the Public Realm

- Baseline: Investment in downtown's public realm varies throughout downtown with a noticeable lack of investment along its edges (such as under the I-880 freeway and near the West Oakland border).
- Measure of Success: Expenditures made (either through grants, financing districts, or funds from capital improvement impact fees) to widen sidewalks, install seating, lighting, and other improvements listed in Table LU-1 of Appendix A of the Plan.

Cultural & Community Facilities

- See Culture Keeping (Chapter 4) Investment in Publicly-Owned Cultural and Community Facilities measure of success

1 City of Oakland & Bloomberg Associates. Pathways to Deep GHG Reductions in Oakland: Executive Summary. 2018, pp 7.

Historic Resources

- Baseline: Count of historic buildings that are actively being used and in good condition.
- Measure of Success: The current number of Local Register resources (Designated Historic Properties, Areas of Primary Importance, and "A" and "B" rated buildings) in active use with their condition and design integrity well maintained within the Plan area increases.

Community Benefits from Zoning Incentive Program

- Baseline: There is currently no Zoning Incentive Program for downtown (other than the State Density Bonus program).
- Measure of Success: An adopted Zoning Incentive Program provides a rich set of community benefits, including investments in public space, community facilities, historic resources, and public programs.

CHAPTER 07:

Implementation & Ongoing Engagement

Goal 07

PARTNER WITH COMMUNITY STAKEHOLDERS AND INSTITUTIONS TO IMPLEMENT AND REALIZE THE PLAN'S MANY GOALS, OUTCOMES, AND SUPPORTIVE POLICIES.

Outcome IE-1

INCLUSIVE IMPLEMENTATION

Residents and stakeholders are included in the ongoing decision-making and implementation of the Downtown Oakland Specific Plan, and, with the City, are accountable for current initiatives and for the successful adaptation of the Specific Plan over time as conditions change.

Example: Convert some existing one-way streets to two-way streets to improve access to Chinatown and other downtown neighborhoods.

BROADWAY & 880

Other Ideas:

Re-unite West Oakland and Jack London with the Downtown area

ENHANCED BROADWAY MAIN ST TRANSIT/MOBILITY

UNDERGROUND 880 from Laney College to BRUSH ST

SHARED MOBILITY IS EQUITABLE

SAFETY

Make street safer & comfortable for bikes and peds, including at night

CONVERT 1-WAYS TO 2-WAYS and increase peds/bike/transit

ALWAYS PRIORITIZE PEDESTRIANS

Change all One Ways with 3 or More Lanes to 2 way w/ bike lanes + wa

WIDEN SIDEWALKS

TEAR DOWN 980 FROM 7TH ST ONWARD & Make promenade

Remove all ROAD DIETS Thru fares to allow Traffic to Bypass cru retail corrido

FOR ROADS WITH MORE Than 2 lanes IN Low Volume AREAS

Channel vehicle traffic where they belong

ROAD DIETS & BETTER CHANNELLING TRAFFIC

Line that CONNECTS to the REGION - Loops or MICRO-TRANSIT

END CENTRAL BART LINE

Parallel BART/2nd BART



IMPLEMENTATION + ENGAGEMENT

07

This chapter identifies implementation details, including implementation action steps organized by Plan topic/policy as well as responsible implementing parties, timeline, and potential funding sources are identified in this chapter.

In order for the *Downtown Oakland Specific Plan*'s recommended streetscape, transportation, development and infrastructure improvements to realize significant equity outcomes, as well as accomplish its additional range of objectives, ongoing oversight and accountability mechanisms need to be established. The Implementation & Engagement Chapter outlines a process for ongoing community engagement in the implementation of the policies and action items.



Economic Recovery Advisory Council & Racial Disparities Task Force

The policies and recommendations of this Plan are the result of community input and feedback gathered through a robust engagement process that featured large and small group meetings, surveys and online feedback, and an intentional effort to reduce barriers to participation and include all voices. However, the draft vision and recommendations did not anticipate the health, wellbeing, and economic impacts of the COVID-19 pandemic that the community has confronted.

In response to COVID-19, the Mayor convened an Oakland Economic Recovery Advisory Council (OERAC), as well as a countywide Racial Disparities Task Force. The OERAC was charged with identifying both short-term recommendations to facilitate the reopening and recovery of Oakland's economic sectors from the COVID-19 crisis, and longer-term strategies for systemic change to create a more equitable economy into the future. The COVID-19 Racial Disparities Task Force prioritized an immediate response to the disparate impacts of the virus among people of color, particularly African American, Latinx, Asian, and Native American residents, including those experiencing poverty, immigrants, elders, people with disabilities, formerly incarcerated, and unsheltered residents. Secondly, members of the task force proposed state legislation with the goal to eliminate the injustice of racial health disparities.

This Plan is intended to be a living document, establishing an Implementation Steering Committee to help the City monitor and adapt recommendations and actions as needed, based on new information and evaluation of how well measures of success are being met through implementation. This fluidity takes on a heightened importance in light of pandemic-related changes and an uncertain economic future. The Plan's implementation will need to be flexible to adjust to and be consistent with future recommendations and policies adopted in response to changing conditions. Due to the disparate impacts the pandemic had for Black, Latinx and Asian communities on top of existing disparities implementation should maintain equity as a top priority.

Inclusive Implementation

Outcome IE-1: Residents and stakeholders are included in the ongoing decision-making and implementation of the Downtown Oakland Specific Plan, and, with the City, are accountable for current initiatives and for the successful adaptation of the Specific Plan over time as conditions change.

SPECIFIC PLAN IMPLEMENTATION STEERING COMMITTEE

Successful implementation of the *Downtown Oakland Specific Plan* (DOSP) will require ongoing community participation. The Plan is one of several specific plans the City has adopted in recent years, so an approach to ongoing engagement that addresses implementation of all these plans is needed to ensure equitable attention to the different plan areas.

The City will establish a Specific Plan Implementation Steering Committee to advise the City on community priorities, develop partnerships for implementation, maintain ongoing communication about Plan progress, and respond to changing conditions. Participants will represent Oakland's diverse residents, partner agencies, community organizations and City departments, and include representatives from areas that have not yet adopted specific plans. Having such a committee in place should give momentum to achieving immediate and near-term actions.

There are several actions and policies within the Plan that reference the need for ongoing community feedback and input during implementation. In addition, Plan progress and metrics (identified in the Measures of Success in each chapter) should be evaluated on a regular basis. The Implementation Steering Committee can partner with the City to advise on this evaluation and ensure equitable implementation continues after plan adoption. This chapter further details specific actions for ongoing engagement in Plan implementation.

RACIAL EQUITY IMPACT ASSESSMENT

The Department of Race and Equity is leading efforts to imbed racial equity in City decisions and policies by adopting a result-based racial equity analysis approach. The City has embraced this explicit equity approach to help the City move toward the elimination of racial inequities, and away from practices that perpetuate the status quo or worsen inequities.

Actions/policies that need ongoing community input during implementation:

- Identifying and updating priority community benefits for the development incentive program
- Coordinating Plan implementation with potential changing land uses at Howard Terminal
- Defining and developing policy to support cultural districts
- Prioritizing funding and implementation for new community open spaces
- Re-naming BART stations to reflect community character
- Working with the West Oakland community to evaluate potential strategies for centering equity in the transformation of I-980, capturing any vacated land for housing, jobs, and open spaces

RACIAL EQUITY ANALYSIS APPROACH

1. **Set Equitable Results and Outcome(s)**
2. **Gather Information/Data About Impacts**

   What does the data tell us? Identify known racial inequities that could be impacted by this effort, and identify relevant equity indicators that the activity might impact.
3. **Identify and Engage Stakeholders**

   Take proactive steps to integrate people from populations whose voices have not often been included or have more barriers to participation.
4. **Identify Equity Gaps**

   Using data and the community's expertise, identify inequities, their causes, and barriers to opportunity.
5. **Fill in Equity Gaps**

   Research options and collaborate with affected communities to develop strategies to reduce identified disparities.
6. **Implementation**

   Implement the strategies, with ongoing involvement, collaboration, and oversight that involves the most burdened communities.
7. **Evaluation and Accountability**

   Regularly measure disparities to determine whether policies are having the intended effect; if not, revise them.

The Plan utilized an engagement process that was equity-oriented and community-focused, centered on addressing the needs of downtown's most vulnerable communities. Plan analysis was based on the racial equity impact assessment (REIA) and results-based accountability (RBA) models, which involve identifying and measuring indicators of racial disparities; including affected communities in identifying and designing solutions to those disparities; and assessing proposed strategies to determine whether they might close or widen the identified disparity gaps.

This equity focus will continue during plan implementation, including involving community stakeholders in ongoing decision-making and oversight. The Racial Equity Analysis worksheet developed by the Department of Race and Equity provides questions that City staff, leadership and community members can use to frame conversations and encourage greater accountability.[1] When evaluating implementation actions, considerations include:

- Based on a Racial Equity Impact Analysis approach, what are the most equitable implementation options?
- Does the action and any equity-enhancing measures related to this action have adequate funding? If not, how might this be addressed?
- Are mechanisms in place ensuring successful implementation and enforcement?
- Are there provisions to ensure ongoing collection of data disaggregated by race/ethnicity?
- If no on any of the above, what are the barriers to the steps needed to move forward?

When evaluating the effectiveness of implementation actions, considerations include:

- What are the measures to determine underserved groups are better off?
- What mechanism will be used to measure for racial equitable outcomes?
- What is the mechanism for course correction if racial equity outcomes are not achieved?
- How will the community be informed of progress toward achieving racial equitable outcomes?

This evaluation will also need to weigh the equity impacts of prioritizing resources and needs across different specific plan areas and throughout the city.

1 Racial Equity Analysis Worksheet, City of Oakland Department of Race and Equity, 2018.

IMPLEMENTING POLICIES:

» **Policy IE-1.1 – Continued Engagement During Implementation:** Pursue ongoing implementation of Plan actions to satisfy Plan goals, outcomes, and policies with continued coordination and oversight among respective committees, departments, and Community Groups, including broader public engagement as needed.

» **Policy IE-1.2 – Specific Plan Implementation Committee:** Establish a Specific Plan Implementation Committee, with broad representation for area residents and community stakeholders, to monitor and assess the implementation of Specific Plans and provide annual reports to the Planning Commission.

» **Policy IE-1.3 – Inclusive Committee Representation:** Populate the Specific Plan Implementation Committee with an inclusive constituency of underrepresented populations, youth, older adults, and people with disabilities, representatives of essential civic assets such as parks and libraries, as well as business and institutional representatives.

Related Policies & Equity Indicators:
- EQT-7: Other (Engagement)
- **Pandemic Recovery**

» **Policy IE-1.4 – Annual Review:** With the participation of a Specific Plan Implementation Committee, review the *Downtown Oakland Specific Plan* every year to report on progress, evaluate whether the strategies are achieving the desired equity and other outcomes, evaluate whether strategies are still appropriate, and update as needed.

» **Policy IE-1.5 – Racial Equity Impact Assessments:** Utilize Racial Equity Impact Assessments (REIA) when implementing and evaluating the success of Plan outcomes, strategies, and supporting policies, as a systemic examination of how different racial and ethnic groups will likely be affected.

Related Policies & Equity Indicators:
- EQT-1: Housing Cost
- EQT-2: Homelessness
- EQT-3: Displacement
- EQT-4: Disconnected Youth
- EQT-5: Unemployment
- EQT-6: Median Income
- EQT-7: Other (Engagement)
- **Pandemic Recovery**

Recently Completed or Active Planning Studies/ Policies/Projects that Impact Downtown Oakland:

- Public Lands Strategy & Policy
- OakDOT Bike Master Plan
- Walk this Way! Broadway/ Webster Project - Transforming I-880 Underpass
- Oakland Alameda Access Project
- West Oakland Walk
- Housing Funding Strategy Analysis
- Downtown Zoning and General Plan Amendments, including Zoning Incentive Program Analysis
- Environmental Impact Report (EIR)
- Pandemic Response: Economic Recovery Advisory Council & Racial Disparities Task Force

Concurrent Actions

As the Draft Plan was being reviewed and revised with community input, the City initiated a series of studies and preliminary implementation activities, so that key policies and regulatory reforms can be in place concurrent with or shortly following adoption of the Plan. These activities are described on the following pages.

ZONING AMENDMENTS

As described in Chapter 6, implementation of the vision for future development will be achieved through changes to the Planning Code's zoning regulations (Policy LU-1.9). The Planning Code will translate the Plan's guidance about future urban form and character into specific regulations and standards that will govern development on individual properties.

Specifically, this will include:

- Establishing a development hierarchy based on land use character and intensity maps in the Plan. Standards will include maximum and minimum lot width and depth; maximum building footprint; front and side setbacks for each building's base and tower; and minimum and maximum building heights.
- Updating zoning standards for the Jack London Area to be consistent with the Plan vision and the General Plan.
- Establishing a development incentive program that accompanies zoning updates and identifies community benefits that can be provided in exchange for increases in intensity. Increased intensity can be allowed in the form of increased height, Floor Area Ratio (FAR), or density.
- Designating Employment Priority Sites with requirements for minimum intensity and/or a designated percentage of gross floor area to be dedicated to commercial employment space.
- Creating and mapping new zoning to require and incentivize new arts and cultures spaces in the downtown, including creating a new land use category in the Planning Code defining arts and culture uses.
- Allowing temporary pop-up uses such as event and assembly spaces, prioritizing retention of industrial space in specified areas, and allowing customer-oriented artisan production and other active uses in ground-floor commercial spaces.
- Establishing parking maximums and including requirements for electric vehicle charging; exceptions to the parking standards could be granted in exchange for providing community benefits.
- Incorporating design elements described in Urban Design Strategies, such as provisions for active and transparent building facades along Primary and Secondary Pedestrian Streets, standards for public and private frontages, standards for new open spaces in coordination with future development, and enhanced streetscape standards.

- Streamlining the approvals process, where possible, to offer predictability for developers and the community. This can be done by clearly defining the desired urban form and maximum intensity of future development, and clearly listing community benefits that will be provided in exchange for bonus intensity.

The downtown zoning code updates have been initiated as this Plan is moving toward completion; this parallel process has included opportunities for community input and review.

GENERAL PLAN AMENDMENTS

The Specific Plan needs to be consistent with and advance the General Plan. Refinements to the General Plan are described in Chapter 6; these updates will be reviewed by the community and can be adopted through amendments concurrent with adoption of the *Downtown Oakland Specific Plan*.

DEVELOPMENT INCENTIVE PROGRAM TO ACHIEVE COMMUNITY BENEFITS

A new downtown Zoning Incentive Program that grants increased development intensity in exchange for identified community benefits is a key implementation strategy for realizing the Plan's goals. There were many questions to consider, highlighted through community comments on the Draft Plan and summarized in the call-out box to the right. The City initiated a follow-up study to explore these financial and policy questions. The findings of this study have informed the zoning amendments, including the Zoning Incentive Program.

ENVIRONMENTAL IMPACT REPORT (EIR)

This Plan is being accompanied by an Environmental Impact Report (EIR), which analyzes potential impacts attributable to the Plan.

The Specific Plan does not propose specific private developments, but for the purposes of environmental review, the Plan includes a hypothetical Development Program that estimates potential future development based on the land use and intensity recommendations of the plan, and analysis/identification of future development opportunity sites. The Development Program quantifies potential residential, commercial, industrial, and institutional growth projected for the next 20 years.

By undertaking an EIR concurrent with the Plan, future downtown development consistent with the Plan can be streamlined as provided for in the California Environmental Quality Act (CEQA). As future public and private improvement projects are considered, the City can determine on a project-specific basis if that project's environmental impacts have already been adequately disclosed, analyzed, and mitigated within the *Downtown Oakland Specific Plan* EIR (thus streamlining approvals by removing the need for redundant analysis) or if additional analysis or other actions are needed.

Questions to consider for development incentive program:

- What amount of bonus incentive (height, density or FAR) is needed to offset the costs of potential benefits, and attract developers to participate?
- How can the City structure the program so that the most needed benefits can be realized in conjunction with new private development (and not just "easier" ones)?
- How will the incentive program and a Transfer of Development Rights (TDR) Program oriented to historic preservation goals co-exist effectively?
- How can entitlements be streamlined for development projects that meet the zoning and the goals of this Plan, and provide the designated community benefits?

Public Improvements Implementation Plan

Public improvements described in the preceding chapters are summarized in the Project Lists contained in Appendix A. In addition to capital improvement budgets, potential funding sources include local, state, federal and other funds, and contributions from developers participating in the new downtown incentive program. The exact timing of implementation will depend on the availability of public resources and private market decisions.

The following provides an implementation framework for the City to consider when it comes to transportation improvements in Downtown Oakland. Projects should be classified based on a realistic implementation horizon and prioritized based on criteria agreed upon by City staff and the Implementation Steering Committee.

Implementation Timeframes

Short-term (0-2 years, which includes immediate measures such as the adoption of the zoning code alongside the plan)

- Projects that can be easily and quickly mobilized
- Projects that can occur in conjunction with current and approved capital plans and be examples of quick wins
  Example: 7th Street ADA improvements

Near-Term (2-5 years)

- Projects that address missing links
- Projects that enhance connectivity
  Example: Alice Street between 6th and 10th or Waterfront Trail Lake Merritt Channel Path West Connector

Medium-Term (5-10 years)

- Larger investment projects
- Projects coordinated with anticipated utility upgrades
  Example: One-way to two-way conversions

Long-Term (beyond 10 years)

- Projects that require additional study
- Projects for which there are no funding sources identified
- Projects that require significant inter-agency coordination and buy-in
  Example: I-980 to Multilane Boulevard

Prioritization Criteria

With over 150 project recommendations, it will be important to develop a prioritization process for project implementation. The following outlines suggested criteria to evaluate and rank projects. It is likely that not all criteria are equal, and it will be important for the City to identify how to weight each criterion. The Implementation Steering Committee will support the City in determining the prioritization criteria and weighting. Prioritization should include an assessment of the racial equity impacts, which can be incorporated into the final criteria.

TRAVEL CHOICE

Will the project have a direct impact on providing new mobility options for those who live, work, play, and do business in Oakland?

SUSTAINABILITY

Does the project support or advance sustainability goals within the City?

SAFETY

Will the project improve safety for all users of the transportation system, and most importantly, users who are most vulnerable (pedestrians)?

EQUITABLE ACCESS

Will the project improve accessibility within Downtown for historically underserved communities (Chinatown/Lake Merritt Station Area) or provide connections from adjacent underserved communities to Downtown (West Oakland/East Oakland)?

ECONOMIC DEVELOPMENT

Will the project improve economic development opportunities within the City?

GAP CLOSURE

Does the project close a significant gap in the pedestrian or bicycling network?

ESTIMATED USE

What is the estimated use of the specific project or project area?

COST

What is the planning level cost estimate for project completion?

FURTHER STUDY NEEDED

Does the project need future study to develop specific network or design recommendations?

FUNDING OPPORTUNITIES (HSIP, CIP, OTHER GRANTING OPPORTUNITIES)

Are funding opportunities currently identified?



Implementation Matrix

The implementation matrix in the following pages is organized by Plan chapter and outcome, identifying action steps to implement each proposed Plan policy. Important information described for each action item includes:

- Related Plan Policies & Equity Indicators: Describes which disparity indicators in the Plan are being addressed through each particular action item and identifies policies with related actions.
- Lead Agency: The primary responsible agency, City department or outside organization (if applicable), for each action item.
- Potential Partners: Identifies potential partner agencies, City departments, or organizations that can help implement each action item. Partners will not be limited to those identified here; extensive community engagement with affected communities will be undertaken as part of implementation.
- Implementation Mechanism: Legal, administrative, or regulatory tools or steps needed in order to implement each action item.
- Estimated Costs: Initial estimated costs (when relevant) for each action item. These are defined by the following brackets:
    - $ - Up to $125,000
    - $$ - $125,000 - $250,000
    - $$$ - $250,000 - $500,000
    - $$$$ - $500,000 - $1,000,000
    - $$$$$ - Greater than $1,000,000
- Potential Funding Sources: Possible funding sources and mechanisms for each implementing action step (operating funds, taxes, impact fees, grants, capital improvement monies, etc.), as well as whether the action requires or creates a new funding source. Note that "operating funds" may require new funding be allocated to increase staff resources.
- Anticipated Timeframe: The anticipated timeframe and/or duration for implementation for each action item, defined as:
    - Short-Term (0-2 years, which includes immediate measures such as the adoption of the zoning code alongside the plan)
    - Near-Term (2-5 years)
    - Medium-Term (5-10 years)
    - Long-Term (10+ years)

Guide to Acronyms:

ACTC: Alameda County Transportation Commission

BAMBD: Black Arts Movement & Business District

BART: Bay Area Rapid Transit

BCDC: Bay Conservation and Development Commission

BID: Business Improvement District

CAST: Community Arts Stabilization Trust

CDC: Community Development Corporation

CBD: Community Benefit District

CCED: Community Coalition for Equitable Development

CDFI: Community Development Financial Institutions

EBALDC: East Bay Asian Local Development Corporation

EBPREC: East Bay Permanent Real Estate Cooperative

EIFD: Enhanced Infrastructure Financing District

LLAD: Landscape & Lighting Assessment District

MTC: Metropolitan Transportation Commission

NCLT: Northern California Land Trust

OACC: Oakland Asian Cultural Center

OAKCLT: Oakland Community Land Trust

OAKDOT: Oakland Department of Transportation

OYAC: Oakland Youth Advisory Committee

PAAC: Public Art Advisory Committee

SELC: Sustainable Economies Law Center

TIF: Tax Increment Financing

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Economic Opportunity

INCLUSIVE ECONOMIC DEVELOPMENT

OUTCOME E-1: Economic activity is inclusive, builds shared community wealth, and fuels the ongoing improvement of local conditions.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: ENSURE NEW COMMERCIAL DEVELOPMENT ACTIVITY GENERATES ADDITIONAL PUBLIC REVENUES AND COMMUNITY-SERVING USES.				
E-1.1	**Development Contributions:** Implement measures to ensure that new development provides funding and contributions such as impact fees, community-serving tenants, and other direct and indirect contributions, and enhances Oakland's ongoing fiscal sustainability to better fund City services and community investment. Prioritize new funds generated by development to serve underserved communities, per future direction by the City.	Community Benefit Development Incentive Program; Planning Code Amendment	Review and revise zoning regulations, implementing the recommendations of the currently underway study of zoning incentives/value capture in downtown and ensuring community benefits are captured in return for increased development potential.	
		Impact Fees Study; City Council Action	Evaluate the City's development impact fees; Prioritize funds generated by development to serve underserved communities.	
E-1.2	**Encourage Development of Downtown Hotels:** Explore updates to zoning regulations that encourage the development of hotels and hospitality space in the downtown area, to enhance tourism and reduce pressure to convert existing residential hotels to boutique hotels.	Planning Code Amendment	Review and modify zoning to encourage development of hotels and hospitality space. This can include removing requirement for major CUP approval.	
STRATEGY: PROVIDE ASSISTANCE TO LOCALLY-OWNED BUSINESSES AND BUSINESSES OWNED BY PEOPLE HARMED BY RACIAL AND GENDER DISPARITIES.				
E-1.3	**Applying OERAC Recommendations:** Ensure that the ongoing process of implementing the Plan's policies and actions aligns with the Oakland Economic Recovery Advisory Council's (OERAC) final recommendations for supporting an equitable economic recovery.	Staff Action	As projects are prioritized for implementation, include relevant actions from the OERAC's recommendations.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space H-1.4: Inclusionary Housing and Impact Fees H-1.6: Enhanced Infrastructure Financing District C-1.5: Incentives for Affordable Arts, Culture, & Commercial Space LU-1.3: Development Incentive Program EQT-1: Housing Cost EQT-3: Displacement
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	
	Near-Term	City of Oakland (Planning)	-	$	Operating Funds	LU-1.9: Downtown Planning Code Revisions EQT-2: Homelessness EQT-3: Displacement
	Short-Term/ Ongoing	City of Oakland (Planning)	City of Oakland (Economic & Workforce Development)	$	Operating Funds	EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income Pandemic Recovery

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
E-1.4	**Land Trust/Master Lease Program:** Provide affordable space for entrepreneurs, small, local retailers, artists, artisans, worker-owned cooperatives, and businesses that employ older adults and people with disabilities by exploring the implementation of a nonprofit land trust model focused on these uses, in which the City of Oakland or a City-supported nonprofit intermediary leases or owns space and then sub-leases that space to tenants meeting criteria such as length of residency in Oakland, location of residence, economic status, and disability status/age. Use new programs to potentially offer long-term leases to allow tenants to make capital investments to build out the spaces to meet their needs, and consider targeting use in the Black Arts Movement & Business District (BAMBD).	Master Leasing Program	As funding becomes available, develop a master leasing program approach, structure, partnerships, criteria, and funding plan. The program can focus on locating dedicated cultural, arts, and maker spaces in new developments or long-term vacant sites as well as cultural districts.	
		Master Leasing Program	Develop partnerships to identify master leasing opportunities and to manage the sub-leases for targeted tenants. A nonprofit intermediary with expertise in arts tenants, like CAST or EBALDC, could partner with building owners to lease underutilized ground-floor space, and then sub-lease that space to artists and arts organizations. Any master-leasing programs and zoning updates should reflect a broader idea of what constitutes a pedestrian-friendly ground floor.	
		Land/Building Ownership Study	Study alternative models of land or building ownership (such as a community land trust) for downtown focused on creating opportunities for providing low-cost commercial space targeted to businesses meeting specific criteria.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Short-Term	City of Oakland (Real Estate/ Economic & Workforce Development, Cultural Affairs, Business Development)	CAST, EBALDC, OakCLT, EBPREC, Lake Merritt-Uptown & Downtown CBD, City of Oakland (Race & Equity)	$	Operating Funds, Grants	C-1.8: Community Ownership & Stewardship C-3.3: Master Lease/Nonprofit Ownership Program for Affordable Arts Space EQT-3: Displacement
	Short-Term	City of Oakland (Real Estate/ Economic & Workforce Development, Cultural Affairs, Business Development)	CAST, EBALDC, City of Oakland (Race & Equity)	$	Operating Funds, Grants	
	Near-Term/ Ongoing	City of Oakland (Economic & Workforce Development)	OakCLT, Chinatown Coalition, BAMBD CDC	$	Operating Funds, Grants	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
E-1.5	**Establishing Arts & Cultural Districts:** Establish a program to create additional arts and culture districts in downtown, like the existing BAMBD, with special land use regulations and other support for businesses serving the goals of the districts; potential districts could include a Chinatown Cultural Heritage District or KONO Art + Garage District. Districts should only be established when there is local support.	Staff Outreach	Conduct outreach to businesses and stakeholders to identify community interest, capacity and objectives for arts and culture districts.	
		Cultural Districts Program	Hire staff, allocate General Fund budget and/or seek grants and develop a Citywide Cultural Districts Program (see Policy C-1.1).	
		Planning Code Amendment	Create the zoning regulations to support culture keeping plan goals (Policy LU-2.1) to both require and incentivize specific uses identified by the community as priorities in those areas.	
E-1.6	**Facade & Tenant Improvement Program:** Identify additional funding for the City's façade and tenant improvement program and expand the program to focus on assisting businesses and nonprofit organizations that meet criteria for income, length of the time in the downtown, and location in established cultural districts.	Expanding the Façade Improvement Program	Identify stable funding for the City's façade improvement program, and review and modify the assistance criteria. To support this, formalize expectations for contributions to the program already often made as a mitigation measure for historic preservation.	
E-1.7	**Supporting Businesses Owned by Women and People of Color:** Support small businesses and businesses owned by people of color and women through ongoing implementation of targeted business support identified in the City's Economic Development Strategy (2018-2020).	Economic Development Strategy Implementation	Implement relevant Economic Development Strategy actions in downtown, based on both the current (2018-2020) and any future revisions to the strategy.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Short-Term	City of Oakland (Economic & Workforce Development)	Chinatown Coalition, Art+Garage District, BIDs, CBDs, BAMBD CDC, CCED, City of Oakland (Race & Equity)	$	Operating Funds	E-2.6: Nightlife Strategy C-1.1: Citywide Cultural Districts Program LU-2.1: Citywide Cultural Districts Program EQT-3: Displacement
	Near-Term	City of Oakland (Planning, Cultural Affairs, Economic & Workforce Development)	Cultural Affairs Commission, BAMBD CDC, CCED, Chinatown Coalition, Art+Garage District, Black Cultural Zone, KONO BID, Lake Merritt-Uptown & Downtown CBD, City of Oakland (Race & Equity)	$$	General Fund	
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	
	Near-Term	City of Oakland (Economic & Workforce Development)	-	$$	Operating Funds / New Sources	C-1.1: Citywide Cultural Districts Program LU-2.1: Citywide Cultural Districts Program EQT-3: Displacement
	Short-Term	City of Oakland (Economic & Workforce Development)	-	$	Operating Funds	E-1.3: Applying OERAC Recommendations E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space EQT-1: Housing Cost EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

COMMERCIAL SPACE

OUTCOME E-2: Downtown provides a variety of spaces for businesses and community organizations, including spaces that are affordable and accessible.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
E-1.8	**Supporting Worker-Owned Cooperatives:** Consider adding points for City contracting and procurement for worker-owned cooperatives and develop educational programming and technical support to help form or convert existing businesses to worker-owned cooperatives.	New Program	Develop program to identify and track worker-owned cooperatives, including tracking participation by race and gender.	
		Staff Action	Proactively reach out about cooperative conversion to businesses that are approaching closure or sale, including due to retiring owners or economic distress.	
		Policy Analysis	Assess options for adding points for City contracting and procurement for worker-owned cooperatives.	
		Staff Action	Identify partnerships and/or grants to provide seed funding and/or education and technical assistance to form worker-owned cooperatives.	
STRATEGY: EXPAND AND MAINTAIN THE INVENTORY OF OFFICE AND OTHER COMMERCIAL SPACE IN DOWNTOWN, PARTICULARLY IN TRANSIT-ORIENTED LOCATIONS NEAR BART STATIONS WITH EXCELLENT REGIONAL TRANSIT ACCESS.				
E-2.1	**Priority Employment Sites:** Prioritize future office development at sites identified in this Plan as well-located for office use (while still encouraging office development to occur elsewhere in downtown). Primary sites are located near BART and existing office concentrations at City Center and the Lake Merritt office district.	Zoning Map Amendment; Planning Code Amendment	Review and modify zoning to designate 'Employment Priority Sites' in key areas of downtown such as City Center and the Lake Merritt Office District, requiring a certain percentage of gross floor area to be dedicated to commercial office space.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Near term	City of Oakland (Economic & Workforce Development)	City of Oakland (Workplace and Employment Standards Department)	$	Operating Funds	EQT-1: Housing Cost EQT-5: Unemployment EQT-6: Median Income Pandemic Recovery
	Near term	City of Oakland (Economic & Workforce Development)	Lake Merritt-Uptown & Downtown CBD, Jack London BID, KONO BID, BAMBD CDC Chambers of Commerce	$	Operating Funds	
	Near-Term	City of Oakland (Workplace and Employment Standards)	-	$	Operating Funds, New funding sources	
	Near-Term	City of Oakland (Economic & Workforce Development)	Foundation partners and local CDFIs	$	Operating Funds, Grants	
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	H-1.2: High-Intensity, Mixed-Use Neighborhoods M-3.11: I-980 Replacement Feasibility Study LU-1.9: Downtown Planning Code Revisions LU-1.1: Designating Employment Priority Sites

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
E-2.2	**Transit Oriented Development:** Promote density and a mix of transit-supportive uses at regional transportation hubs, such as BART stations, Amtrak stations, ferry terminals, and major AC Transit multi-route stops.	Zoning Map Amendment; Planning Code Amendment	Review and modify zoning to promote density and a mix of transit-supportive uses at specified locations.	
STRATEGY: INCENTIVIZE RETENTION AND GROWTH OF COMMERCIAL AND INDUSTRIAL SPACES SUITABLE AND AFFORDABLE FOR COMMUNITY-SERVING ORGANIZATIONS, MAKERS, ARTISANS, ARTISTS, AND THE ARTS.				
E-2.3	**Requirements/Incentives for Affordable Arts, Culture, & Commercial Space:** Develop and continually update requirements and/or incentives for new development to provide affordable space for arts, community service/ nonprofit organizations, and small, local, culturally-specific businesses.	Community Benefit Development Incentive Program; Planning Code Amendment	Review and revise zoning regulations, implementing the recommendations of the currently underway study of zoning incentives/value capture in downtown, ensuring community benefits are captured in return for increased development potential.	
E-2.4	**Ground Floor Artisan Production Spaces:** Review and revise zoning and other City requirements to allow artisan production uses in ground-floor commercial spaces so that tenants can make and sell products in the same space.	Zoning Map Amendment; Planning Code Amendment	Review and revise zoning and other City requirements.	
E-2.5	**Maintaining Arts & Production Space:** Ensure City policies and actions maintain sufficient industrially-oriented commercial space downtown to accommodate the needs of Oakland's creative community—especially maintaining downtown's unique existing strengths in providing space for small-scale production uses such as artisan production, food production, arts, and distribution.	Zoning Map Amendment; Planning Code Amendment	Review and modify zoning to prioritize retention of light industrial space in specified areas; and allow artisan manufacturing uses in ground-floor commercial spaces.	
		Planning Code Amendment	Revise zoning and land use regulations to help preserve and enhance existing industrial space and encourage more arts, culture, custom manufacturing, and maker spaces, with a priority in Cultural Districts (see Policy C-1.10)	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	H-1.2: High-Intensity, Mixed-Use Neighborhoods M-2.6: Regional Transit Expansion Opportunities LU-1.9: Downtown Planning Code Revisions LU-1.10: Infill & Large-Scale Redevelopment
	Short-Term	City of Oakland (Planning)	City of Oakland (Cultural Affairs), Community Groups	$	Operating Funds	C-1.5: Incentives for Affordable Arts, Culture, & Commercial Space LU-1.3: Development Incentive Program EQT-3: Displacement
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	E-2.5: Maintaining Arts & Production Space C-1.10: Zoning for Arts, Culture, & Maker Spaces LU-2.2: Zoning for Arts and Culture Uses LU-1.9: Downtown Planning Code Revisions
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	E-2.4: Ground Floor Artisan Production Spaces C-1.10: Zoning for Arts, Culture, & Maker Spaces LU-2.2: Zoning for Arts and Culture Uses LU-1.9: Downtown Planning Code Revisions EQT-3: Displacement EQT-6: Median Income
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: REINFORCE DOWNTOWN AS A GROWING RETAIL, DINING, AND ENTERTAINMENT DESTINATION FOR ALL.				
E-2.6	**Nightlife Strategy:** Pursue creation of a nightlife district and strategy in downtown locations with concentrations of bars, restaurants, nightclub, and entertainment venues, such as Uptown and the Black Arts Movement and Business District (BAMBD); design the strategy to accommodate these uses and destinations at a variety of price points, and support attraction of diverse populations. Ensure the strategy provides support for Black-owned and Black-oriented businesses.	Nightlife District Strategy	Complete nightlife district study and adopt its recommendations.	
E-2.7	**Pop-Up & Temporary Uses:** Activate vacant storefronts and empty lots with retail and arts uses by supporting short-term "pop-up" uses that temporarily occupy these spaces without conditional use permits.	Planning / Building Code Amendment	Review and modify zoning and building codes to develop a temporary use classification and/or allow more uses by right; evaluate and revise City requirements as needed.	
		Staff Action	Identify options to facilitate the use of privately-owned vacant lots or underutilized buildings as temporary art space.	
E-2.8	**Ground Floor Vacancy Requirements:** Require new development projects to include a plan for how ground floor storefront spaces will be used if vacant for an extended period of time.	Planning Code Amendment	Establish details of requirement and review and modify planning code.	
E-2.9	**Low-Cost Retail Storefronts:** Allow and encourage the creation of flexible, smaller retail storefronts and build-out of basic tenant improvements as a means of providing lower-cost spaces for entrepreneurs.	Planning Code Amendment	Establish details of requirement and review and modify planning code.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Mid-term	City of Oakland (City Administrator's Office, Oakland Police Department, Economic & Workforce Development)	BAMBD CDC, Chinatown Coalition, Lake Merritt-Uptown & Downtown CBD, Jack London BID, KONO BID	$$	Operating Funds	E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space C-2.4: Streamline Event Permitting C-1.10: Zoning for Arts and Culture Uses LU-2.2: Zoning for Arts and Culture Uses CH-1.19: Reimagining Public Safety Task Force LU-1.9: Downtown Planning Code Revisions EQT-3: Displacement
	Short-Term	City of Oakland (Planning)	CBDs, BIDs, BAMBD CDC	$	Operating Funds, Grants	E-2.8: Ground Floor Vacancy Requirements C-3.6: Temporary Uses LU-1.9: Downtown Planning Code Revisions EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Near-Term	City of Oakland (Real Estate/ Economic & Workforce Development, Planning & Building)	-	$	Operating Funds	
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	E-2.7: Pop-Up & Temporary Uses C-1.5: Incentives for Affordable Arts, Culture & Commercial Space EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Short-Term	City of Oakland (Planning)	Economic & Workforce Development	$	Operating Funds	C-1.5: Incentives for Affordable Arts, Culture & Commercial Space EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
E-2.10	**Accessibility Through Universal Design:** Partner with local businesses and the Building Bureau to enhance the physical accessibility of public-serving retail, workplaces, and other spaces through application of "universal design" principles.	Staff Outreach	Conduct outreach to local businesses to publicize available resources for enhancing physical accessibility.	
STRATEGY: PRESERVE INDUSTRIAL USES IN SPECIFIC AREAS TO SUPPORT BLUE COLLAR JOBS.				
E-2.11	**Maintaining Industrial/Port-Related Uses:** As described in the land use chapter, maintain industrial uses in an area west of Martin Luther King Jr. Way, between the Embarcadero and I-880, near port and freight infrastructure. Extend applicable policies of West Oakland's 3rd Street Opportunity Area to the east, accommodating necessary truck activity, while ensuring appropriate buffers to other uses and designing new buildings and street infrastructure to contribute to a high-quality environment.	General Plan Amendment; Zoning Map Amendment; Planning Code Amendment	Amend the General Plan, and revise zoning regulations to preserve industrial uses in the area west of MLK Jr Way, between the Embarcadero and I-880. Extend the policies of West Oakland's 3rd Street Opportunity Area to the east.	
E-2.12	**Howard Terminal Impacts:** If a new development occurs at Howard Terminal, explore street improvements, new landscaping/buffering, or other design interventions to minimize impacts on existing businesses and Port of Oakland operations, particularly in the neighboring blocks and West Oakland Specific Plan's industrial preserve area.	Staff Outreach	If development plans are created for Howard Terminal, conduct robust outreach to area businesses to determine their needs and examine potential design interventions to minimize impacts.	
STRATEGY: ENCOURAGE YOUTH ACTIVITIES AND OPPORTUNITIES DOWNTOWN.				
E-3.1*	**Youth Empowerment Zone:** Pursue establishment of a youth empowerment zone program in Downtown Oakland, integrated with local nonprofit organizations and focused on career training opportunities, particularly in science, technology, engineering, arts and math (STEAM), entrepreneurship, startups, and innovation, and focusing on youth of color underrepresented in these career paths. Consider partnering with the cultural districts to target the youth from those cultures. Include expanded educational equipment and resources for youth with an expansion of the Main Library.	Working Group Study / Youth Empowerment Zone	Form a working group and conduct a study of the approach, goals, criteria, and activities of a new youth empowerment zone, with a focus on job training and community health.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Near-Term	City of Oakland (Economic & Workforce Development, ADA Services, Building Services)	BIDs, CBDs, Mayor's Commission on Persons with Disabilities	$	Operating Funds	EQT-7: Other (Accessibility)
	Short-Term	City of Oakland (Planning)	Port of Oakland	$$	Operating Funds	LU-1.9: Downtown Planning Code Revisions LU-1.2: Preservation of Industrial Land Uses EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Near-Term	City of Oakland (City Administrator's Office, Planning, Economic & Workforce Development)	Developers	$$	Operating Funds	-
	Near-Term	City of Oakland (City Administrator's Office, Economic & Workforce Development, Parks, Recreation & Youth Development)	Local nonprofits, OYAC, BAMBD CDC, Oakland Public Library	$$	Operating Funds	C-1.9: Library Facility Improvements EQT-4: Disconnected Youth EQT-5: Unemployment

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

WORKFORCE DEVELOPMENT / ACCESS TO JOBS

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

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: PARTNER WITH LARGE DOWNTOWN BUSINESSES AND INDUSTRIES, AS WELL AS LOCAL INSTITUTIONS AND COMMUNITY-BASED ORGANIZATIONS, TO ENHANCE EMPLOYMENT OPPORTUNITIES AND TRAINING FOR OAKLAND RESIDENTS.				
E-3.2	**Local Hire Initiatives:** Develop incentives for contractors/ builders to hire local workers and businesses, with a focus on increasing equitable representation of underrepresented groups, including justice-involved individuals.	Local-Hire Initiatives; Training and Partnerships with Employers & Laney College	Assess ongoing City efforts to expand local-hire initiatives, training, apprenticeships, and partnerships (see Policy E-3.3).	
		Community Benefit Development Incentive Program; Planning Code Amendment	Review and revise zoning regulations, implementing the recommendations of the currently underway study of zoning incentives/value capture in downtown and ensuring community benefits are captured in return for increased development potential.	
E-3.3*	**Expanded Job Training, Apprenticeships & Placement Services:** Continue and expand local-hire initiatives, training, apprenticeships, and partnerships with employers and Laney College to develop a job pipeline in the technology sector, "green economy" industries and businesses, and other major industry sectors in downtown. Ensure all programs support the hiring of women and Black residents. Efforts should include expansion of training, mentoring, summer job, internship, apprenticeship and placement models, and diversity/ bias training for major employers in order to develop a more inclusive downtown workforce that better reflects Oakland's demographic composition.	Local-Hire Initiatives; Training and Partnerships with Employers & Laney College	Assess ongoing City efforts to expand local-hire initiatives, training, apprenticeships, and partnerships as specified, and expand these initiatives.	
E-3.4	**Procurement and Contracting Policies:** Continue City efforts to work internally and with major downtown institutions and large employers to develop procurement and contracting policies that support small local businesses and businesses owned by people from groups most impacted by racial disparities.	Updated Procurement and Contracting Policies	Assess and continue City efforts to adjust procurement and contracting policies (see Policy).	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Near-Term / Ongoing	City of Oakland (Workplace and Employment Standards)	Local employers, Laney College, unions, training programs	$	Operating Funds, New Funding Source	E-3.3: Expanded Job Training, Apprenticeships, & Placement Services E-3.4: Procurement and Contracting Policies EQT-5: Unemployment
	Short-Term	City of Oakland (Planning)	-	$	Operating Funds	
	Ongoing	City of Oakland (Economic & Workforce Development, Workplace and Employment Standards)	Local employers, Laney College, unions, training programs	$$	Operating Funds	E-3.2: Hire Local EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income
	Short-Term / Ongoing	City of Oakland (Workplace and Employment Standards)	Chambers of Commerce, Career Workforce Trades Institute, downtown institutions & large employers	$	Operating Funds	EQT-5: Unemployment EQT-6: Median Income

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
E-3.5	**Partnerships to Support Small, Local Suppliers:** Partner with local nonprofit organizations to enhance outreach, training, and capacity-building activities for small, local suppliers/vendors, and to match these businesses with large employers in Downtown Oakland.	Training and Capacity-building Program	Review existing partnerships and programs focused on enhancing outreach, training, and capacity-building for small, local suppliers/ vendors, and adjust programs as needed.	
STRATEGY: PROVIDE RESOURCES TO SUPPORT DOWNTOWN BUSINESS ACTIVITY.				
E-3.6	**Business Outreach:** Expand the business outreach efforts of Oakland's Economic and Workforce Development staff by pursuing the creation of an interdepartmental outreach team targeted to proactively contacting downtown businesses, understanding concerns and needs of these businesses, and building awareness of and connections to Oakland's economic and workforce development assets. This can be in partnership with area Business Improvement Districts (BIDs).	Staff Action	Form an interdepartmental business outreach team and commence regular business outreach.	
E-3.7	**Business Improvement Districts:** Support the formation and expansion of business improvement districts and community benefit districts in Downtown Oakland. These districts should fully represent the diversity of business activity and property ownership in their boundaries, in both membership and governance.	Staff Action	Provide as-needed assistance through coordination and outreach and, if appropriate, funding for formation studies or partnership for providing/funding district services	
E-3.8	**Downtown Marketing & Branding:** Improve and expand Downtown marketing and branding efforts, targeting not only people and organizations interested in downtown's cultural and entertainment offerings, but also employers, entrepreneurs, and institutions looking for accessible commercial space near high-quality public amenities and transit.	Increased Staff Capacity; Expanded Marketing & Branding (in partnership with area BIDs)	Improve and expand downtown-specific marketing and branding initiatives, particularly marketing for cultural events / assets and for commercial and business opportunities. This can be done in partnership with area BIDs.	
E-3.9	**Public Facilities for Business Support Services:** Utilize libraries and other public facilities to increase access to business support services.	Main Library Expansion	If Main Library is expanded, explore offering partnerships in business support services there.	
		Economic & Workforce Development Support Services	Continue the efforts of the Economic & Workforce Development department to bring business support services to select recreation centers where there is identified need.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Near-Term	City of Oakland (Economic & Workforce Development)	Local nonprofits, downtown large employers	$	Operating Funds / New Sources	EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Near-Term	City of Oakland (Economic & Workforce Development)	Chinatown Coalition, Chinatown Chambers, BAOBAB, BAMBD CDC, BIDs, CBDs	$$	Operating Funds	EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Ongoing	City of Oakland (Economic & Workforce Development)	BIDs, CBDs	$	Operating Funds	EQT-3: Displacement
	Near-Term	City of Oakland (Economic & Workforce Development, Cultural Affairs)	Visit Oakland, BIDs, CBDs, BAMBD CDC Chambers of Commerce	$$	Operating Funds	E-2.6: Nightlife Strategy C-1.3: Culturally Relevant Branding & Streetscape Design
	Near-Term	City of Oakland (Economic & Workforce Development, Library)	-	$$	Operating Funds	CH-1.10: Investing in Indoor Public Facilities EQT-5: Unemployment EQT-6: Median Income
	Near-Term	City of Oakland (Economic & Workforce Development, Parks, Recreation, and Youth Development)	-	$$	Operating Funds	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
E-3.10	**Increased Business Assistance Center Capacity:** Partner with non-profit support organizations to replace the services previously offered at Oakland's downtown Business Assistance Center.	Replacement of Business Assistance Center	Review activities of the Business Assistance Center and identify opportunities to expand its services in conjunction with partners. Form partnerships and implement expanded services at the Business Assistance Center.	
E-3.11	**Infrastructure for Broadband Development:** Increase access to fiber-optic infrastructure for downtown businesses and residents, following the City of Oakland Broadband Development Policy guidelines for ownership and sharing of fiber communications infrastructure, access, and partnership with other public agencies/private sector.	Implementation of City Broadband Development Policy	Following the City of Oakland Broadband Development Policy guidelines, increase access to fiber-optic infrastructure for downtown businesses and residents; this could include utilizing City infrastructure and coordinating initiatives with other public agencies and private companies.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicators
	Near-Term	City of Oakland (Economic & Workforce Development)	BAOBAB, workforce development service providers, Chambers of Commerce, BAMBD CDC	$$	Operating Funds	EQT-5: Unemployment EQT-6: Median Income
	Near-Term	City of Oakland (Information Technology)	PG&E, East Bay Community Energy, ecommunications sector	$$	Operating Funds	EQT-7: Other (Accessibility)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

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.	

	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

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: DEVELOP NEW SOURCES OF FUNDS AND INCREASE EXISTING RESOURCES TO ASSIST IN THE CREATION OF NEW AFFORDABLE AND ACCESSIBLE HOUSING.				
H-1.4	**Inclusionary Housing Policy and Impact Fees:** Study an inclusionary housing policy for downtown and potential changes to existing affordable housing impact fees as part of re-assessing the City's current impact fee and the existing option for developers to provide affordable housing units on-site in lieu of paying the impact fee. As appropriate, incorporate inclusionary housing requirements or fees specific to Downtown Oakland, and consider dedicating a portion of fee revenue toward use in Downtown Oakland.	Consideration of Inclusionary Housing Policy	Complete and adopt recommendations from the City's affordable housing funding analysis study. Complete an updated nexus and inclusionary housing study to modify the affordable housing impact fees and/or add an inclusionary housing requirement. If an increased fee is selected, consider dedicating a portion of the revenues generated to affordable housing production in downtown to ensure downtown remains accessible to people at all income levels.	
H-1.5	**Jobs/Housing Impact Fee Increases:** Study increasing the City's Jobs/Housing Linkage Impact Fee for non-residential development.	Municipal Code Amendment	Complete and adopt recommendations from the City's affordable housing funding analysis study.	
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.	Municipal Code amendment	Complete and adopt recommendations from the City's affordable housing funding analysis study	
H-1.7	**Citywide Affordable Housing Strategy:** Review the City's affordable housing strategy and update periodically.	Housing Strategy	Continue the work of the Oakland Housing Cabinet to develop, implement, and periodically review the citywide housing strategy.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
	Short-Term	City of Oakland (Planning)	City of Oakland (Housing & Community Development)	$	Operating Funds / New Sources, Impact Fee, Administrative Fee	H-1.4: Inclusionary Housing Policy and Impact Fees EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Short-Term	City of Oakland (Planning)	City of Oakland (Housing & Community Development, Economic and Workforce Development)	$$	Operating Funds / New Sources	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Short-Term	City of Oakland (Planning)	-	$$	Operating Funds / New Sources	CH-1.1: Public Realm Improvements EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Ongoing	City of Oakland (Housing & Community Development)	City of Oakland (Planning)	$	Operating Funds	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
H-1.8	**Public/Private Partnerships for Affordable Housing:** Support private housing efforts and explore public/private partnerships with philanthropic organizations and major employers to supplement government funds for affordable housing.	Staff Action	Initiate and/or continue conversations with philanthropic organizations and major employers to develop housing funding solutions.	
		HCD Staff Activity	Identify, advocate for and aggressively pursue new sources of funding for affordable housing production and preservation at the federal, state, regional and local levels.	
		Public/Private Partnership	Coordination with Real Estate Department, Department of Human Services to continue proactive identification and pursuit of opportunities to purchase and rehabilitate residential hotels and motels for use as transitional housing.	
STRATEGY: DIRECT PUBLIC POLICIES AND FUNDING SOURCES AND RESOURCES TO ASSIST IN THE CREATION OF NEW AFFORDABLE AND ACCESSIBLE HOUSING IN DOWNTOWN.				
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.	HCD Staff Activity	Explore tools and policies to prioritize some portion of new affordable housing funds for use in downtown.	
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.	Oakland Public Lands Policies	Review all proposals for projects on or disposal of public land for consistency with Oakland public lands policy and the Downtown Plan.	
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.	Public/Private Partnership	Coordination with Oakland Public Library, Alameda County, affordable housing providers	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
	Near-Term	City of Oakland (Housing & Community Development)	City of Oakland (Mayor's Office, Planning)	$	Operating Funds / New Sources	H-1.7: Citywide Affordable Housing Strategy EQT-1: Housing Cost EQT-2: Homelessness
	Near-Term	City of Oakland (Housing & Community Development)	City of Oakland (Mayor's Office)	$	Operating Funds / Housing Trust Fund, HOME, Low & Moderate Income Housing Asset Fund, Excess Bond Redevelopment funds, State Local Housing Trust Fund, State Homekey	
	Ongoing	City of Oakland (Housing & Community Development)	City of Oakland (Real Estate, Human Services)	$$$$	Operating Funds	
	Short-Term	City of Oakland (Housing & Community Development)	City of Oakland (Planning)	$	Operating Funds	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Ongoing	City of Oakland (Real Estate Department, Housing & Community Development)	City of Oakland (Planning, Economic & Workforce Development)	$	Operating Funds / Land Sale Proceeds	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Ongoing	City of Oakland (Housing & Community Development)	City of Oakland (Real Estate Department, Library), Alameda County	$	Operating Funds for coordination phase	EQT-1: Housing Cost EQT-3: Displacement

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
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 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.	Public/Private Partnership	Identify gaps in funding to reach the goal based on study of updated Impact Fees, inclusionary requirement and EIFD options.	
H-1.13	**Expedited Approvals for Affordable Housing:** Develop a process to expedite the review and approval of planning and building permits for 100% affordable housing projects.	Planning Process Improvements	Develop a process to expedite the review and approval of 100% affordable housing project permits in Planning and Building, Fire, and other City Departments, such as Public Works – Environmental Services	
H-1.14	**Habitability Standards**: Ensure habitability standards for residents of affordable and market rate housing developments.	Enforcement of Planning & Building Codes	Develop a citywide proactive residential inspections program.	
H-1.15	**Increased Accessibility Requirements:** Investigate passage of policies requiring a high standard of accessibility retrofits during remodels of existing buildings/units, and/or adjust requirements for new residential development in order to strengthen accessibility. This change could potentially include creation of a citywide universal design ordinance or amendment of existing citywide zoning/building codes to strengthen accessibility requirements (consider using the City of Alameda's visitability and universal design ordinance as a model).	Adoption & Enforcement of New Ordinances	Complete development of a universal design ordinance and adopt necessary policy changes to ensure a high standard of accessibility in new or renovated housing.	
H-1.16	**Family-Friendly Design:** Explore opportunities to implement revised design standards that support design and amenities targeted to families with children, such as including family-friendly common areas or public playgrounds in developments of a certain size.	Adoption & Enforcement of New Ordinances	Study and, if feasible, adopt policies requiring family-friendly amenities and design	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
	Short-Term	City of Oakland (Planning)	City of Oakland (Housing & Community Development)	$	Operating Funds	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Immediate	City of Oakland (Planning)	City of Oakland (Public Works Environmental Services, Housing and Community Development, Fire, OakDOT)	$	Operating Funds	LU-1.9: Downtown Planning Code Revisions EQT-1: Housing Cost EQT-2: Homelessness
	Short-Term	City of Oakland (Building)	City of Oakland (Planning, Housing & Community Development)	$	Operating Funds / New Sources	-
	Near-Term	City of Oakland (Building)	City of Oakland (Planning, Housing & Community Development, Mayor's Commission on Persons with Disabilities)	$	Operating Funds	EQT-1: Housing Cost EQT-7: Other (Accessibility)
	Near-Term	City of Oakland (Planning & Building)	City of Oakland (Housing & Community Development)	$	Operating Funds	EQT-3: Displacement

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

DISPLACEMENT & HOMELESSNESS

OUTCOME H-2: Current and long-time Oaklanders remain an important part of the community.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: ENCOURAGE HOME OWNERSHIP IN DOWNTOWN OAKLAND.				
H-2.1	**Shared Equity Homeownership:** Continue to implement expanded use of the community land trust and/or other shared equity homeownership models in downtown to increase homeownership and wealth-building opportunities for low- and moderate-income households.	NOFA Scoring Criteria	Continue to release Notices of Funding Availability targeting land trusts and limited equity co-ops.	
		Adoption of New Policies	Research unique considerations of applying the community land trust and other alternative ownership programs/models in downtown; adopt recommendations.	
H-2.2	**First-Time Homebuyer Programs:** Continue applying State and local first-time homebuyer programs to housing in downtown to enhance stable ownership opportunities and consider modifying programs to include allowing former Oakland residents to apply for Oakland programs; explore new funding sources for these programs as opportunities arise.	Mortgage Assistance Programs	Continue applying State and local first-time homebuyer mortgage assistance programs to support the purchase of housing in downtown.	
H-2.3	**Proactive Assistance to Vulnerable Homeowners:** Per citywide efforts to secure homeowners in distress, implement programs to proactively identify homeowners at risk of foreclosure and direct these residents to available assistance and resources.	New Foreclosure Risk Assessment Program	Develop a program, approach, and criteria to proactively identify homeowners at risk of foreclosure and direct residents to resources.	
STRATEGY: INCREASE PROTECTIONS AND ASSISTANCE FOR LOW-INCOME RENTER HOUSEHOLDS AND OTHER RESIDENTS AT RISK OF DISPLACEMENT.				
H-2.4	**Tenant Subsidy Program Study:** Conduct a study identifying the need for and feasibility of funding and implementing a tenant and/or operating subsidy program in partnership and with funding from other local government, state, and federal agencies.	Tenant Subsidy Study; Advocacy	Study a tenant subsidy program; advocate for funding for such a program at the state and federal level.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
	Ongoing	City of Oakland (Housing & Community Development)	-	$$$$	Affordable Housing Trust Fund	E-1.4: Land Trust / Master Lease C-1.8: Community Ownership & Stewardship EQT-1: Housing Cost
	Mid-Term	City of Oakland (Housing & Community Development	OakCLT, EBPREC, NCLT, SELC	$	Operating Funds	
	Ongoing	City of Oakland (Housing & Community Development)	-	$$$$; $75,000 max per HH (already in budget)	Operating Funds	EQT-1: Housing Cost EQT-3: Displacement
	Mid-Term	City of Oakland (Housing & Community Development)	-	$$	Operating Funds / New Sources	EQT-2: Homelessness EQT-3: Displacement
	Mid-Term	City of Oakland (Housing & Community Development)	-	$	Operating Funds / New Sources	H-2.7: Support for Economically Displaced Residents EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
H-2.5	**Renter Services & Counseling:** Pursue additional funding for expanded renter services and counseling.	Renter Services & Counseling	Study, identify, and implement new funding sources or increases to existing funding sources for renter services and counseling, and legal services, with more downtown outreach to the homeless and most vulnerable, such as SRO residents, to educate about range of services: rights as tenants, counseling services, and emergency services. Continue administering Emergency Rental Assistance Program (ERAP) federal relief funds through Keep Oakland Housed.	
H-2.6	**Rent Adjustment & Just Cause Eviction Enforcement:** Maintain effective enforcement of rent adjustment and just cause eviction laws.	Rent Adjustment & Just Cause Eviction Enforcement	Continue enforcement of rent adjustment and just cause eviction laws, and any emergency eviction moratoriums.	
H-2.7	**Support for Economically Displaced Residents:** Explore expansion of the definition of displacement in the City's regulatory agreements with affordable housing developers to prioritize units for Oaklanders who have been displaced from Oakland for broader economic reasons. Explore legally compliant ways of targeting homeownership and rental assistance to former Oakland residents harmed by discriminatory housing policies such as redlining and predatory lending. Allow such individuals or groups to apply for local assistance programs. This policy is underscored by the establishment of the Department of Race and Equity (see OMC 2.29.170).	Citywide Policy & Ordinance	Conduct study of legal options and financial and equity impacts of expanding the definition of displacement and targeting housing assistance to people displaced from Oakland.	
		Citywide Ordinance	Enforce the Fair Chance Access to Housing Ordinance	
H-2.8	**Affordable Housing Centralized Online Waiting List:** Implement a centralized online waiting list for affordable housing to include information on applicant's demographics, income and family history of residence in Oakland as an efficient mechanism to implement policy H-2.7.	Modifications to affordable housing waiting list	Implement a centralized online waiting list for affordable housing.	
STRATEGY: PROVIDE ADDITIONAL SHELTERS AND SERVICES FOR HOMELESS RESIDENTS.				
H-2.9	**PATH Strategy Updates:** Continue to update Oakland's "Permanent Access to Housing" (PATH) Framework and implement its recommendations in downtown to prevent homelessness and support and assist homeless residents.	PATH Framework	Update and implement PATH Framework recommendations.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
	Near-Term	City of Oakland (Housing & Community Development)	City of Oakland (Human Services), Oakland Housing Secure, Keep Oakland Housed	$	Operating Funds, New Sources	EQT-2: Homelessness EQT-3: Displacement
	Ongoing	City of Oakland (Housing & Community Development)	Oakland Housing Secure, Keep Oakland Housed	$ (already in budget)	Operating Funds	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Near-Term	City of Oakland (Housing & Community Development)	-	$	Operating Funds	EQT-1: Housing Cost EQT-3: Displacement
	Ongoing	City of Oakland (Housing & Community Development)	-	$	Operating Funds	
	Near-Term	City of Oakland (Housing & Community Development)	-	$	Operating Funds	H-2.7: Support for Economically Displaced Residents EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Ongoing	City of Oakland (Human Services)	City of Oakland (Housing & Community Development)	$	Operating Funds	EQT-2: Homelessness

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
H-2.10	**SRO Rehab & Acquisition Partnerships:** Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate residential hotels and motels (SROs) in downtown.	NOFA Process	See Policy, Program, or Action.	
H-2.11	**Homeless Housing Priority in NOFAs:** Explore increasing the minimum set-aside requirement for housing units serving homeless residents (Extremely Low Income households) in the scoring criteria for responses to City NOFAs.	NOFA Process	See Policy, Program, or Action.	
H-2.12	**Supportive Services in Affordable Housing:** Encourage a continuum of supportive services for deeply affordable units as appropriate.	Advocacy	Advocate at the state and federal level for funding for operating subsidy outside of the Section 8 Housing Choice Voucher program, including for supportive services, similar to the Homekey Clifton Hall model.	
H-2.13	**Encampment Management & Services:** Continue the implementation of the City's 2020 Encampment Management Policy, to compassionately and equitably address encampments and their impacts in the downtown area.	Provision of Services	Continue implementation of services for encampment areas.	
		Analysis of Services & Locations	Study additional appropriate sites in downtown for hosting facilities and services for homeless residents and pursue creation of additional facilities as opportunities arise. Consider co-location in buildings with formerly homeless residents or buildings that provide low income housing.	
STRATEGY: PROVIDE RESOURCES AND AMENITIES FOR THE UNSHELTERED RESIDENTS OF DOWNTOWN.				
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.	New Program	Evaluate locations, logistics, funding and management; explore opportunities with the Zoning Incentive Program and homeless service providers.	
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.	Capital Facilities Impact Fee Increase; Zoning Incentive Program	Work with capital improvements and the Zoning Incentive Program to identify possible locations and operations funding.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
	Ongoing	City of Oakland (Housing & Community Development)	Chinatown Coalition, EBALDC	$$$$	Housing Trust Fund, HOME, Low & Moderate Income Housing Asset Fund	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Near-Term	City of Oakland (Housing & Community Development)	-	$	Operating Funds, HTF, HOME, Low & Moderate Income Housing Asset Fund.	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement
	Near-term	City of Oakland (Housing & Community Development, Human Services)	Alameda County, behavioral health care service providers, HIV/ AIDS services, Chinatown Coalition	$$	New state and federal funding sources	EQT-2: Homelessness EQT-3: Displacement
	Ongoing	City of Oakland (Human Services)	-	$$	Operating Funds / New Sources	CH-1.12: Storage Lockers for Unsheltered Residents EQT-2: Homelessness
	Ongoing	City of Oakland (Human Services)	-	$$$	Operating Funds / New Sources	
	Short-Term	City of Oakland (Planning, Human Services)	City of Oakland (Public Works)	$	Operating Funds	H-2.13: Encampment Management & Services EQT-2: Homelessness
	Near-term	City of Oakland (Planning, Public Works)	City of Oakland (Human Services)	$$$	Capital Facilities Impact Fee increase, Operating Funds	CH-1.3: Inclusive Parks & Open Space Design Guidelines EQT-2: Homelessness

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
H-2.16	**Library Partnerships & Outreach Programs:** Expand the role that Downtown Oakland Public Libraries, and the Main Branch in particular, play in combatting homelessness by increasing staff and staff training and growing library partnerships and outreach programs geared toward unhoused and vulnerable patrons.	Staff Hiring & Training	Add additional staff positions, including social workers and peer specialists, to the Main Branch library and apply additional funding towards staff training and community outreach programs that bring library services to downtown's unhoused and vulnerable residents.	
STRATEGY: PREVENT FURTHER DISPLACEMENT OF OAKLAND'S ARTIST, CULTURAL AND CREATIVE COMMUNITY BY ENCOURAGING AFFORDABLE LIVE-WORK AND COMMERCIAL CULTURAL SPACES. CREATE AN AFFORDABLE HOUSING POLICY THAT SETS ASIDE A CERTAIN NUMBER OF UNITS FOR ARTISTS.				
H-2.17	**Explore Encouraging Affordable Live/Work Units in Cultural Districts:** For project sites located in cultural districts, explore awarding additional bonus points earned under the City's affordable housing Notice of Funding Availability (NOFA) process scoring criteria for below-market rate commercial space committed to non-profit organizations and arts & cultural users and for projects where more than 50% of the project is set aside for live-work units for artists.	NOFA Criteria	Study and determine whether and how to incorporate artist-serving housing into the City's affordable housing Notice of Funding Availability (NOFA) process scoring criteria, particularly for sites located in arts-focused districts.	
H-2.18	**Protect Live/Work in Cultural Districts:** Establish live/work zoning designations for arts-focused districts such as Koreatown/Northgate (KONO), Jack London, and the Black Arts Movement and Business District (BAMBD). Expand requirements for future live/work spaces to ensure they are not used solely as residences, beyond the existing requirement of having a business license.	Planning Code Amendment	Establish live/work zoning for arts-focused districts, and expand requirements for future live/work spaces to ensure they are not used solely as residences.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Indicators
	Near-Term	City of Oakland (Library, Human Services)	-	$$	General Fund. Grants, New Funding Sources	H-2.13: Encampment Management & Services EQT-2: Homelessness
	Near-Term	City of Oakland (Housing & Community Development, Economic & Workforce Development)	City of Oakland (Cultural Affairs), District 2 and 3, BAMBD CDC, Chinatown Coalition, CCED, CAST	$	Operating Funds / New Sources	C-1.1: Citywide Cultural Districts Program LU-2.1: Citywide Cultural Districts Program EQT-1: Housing Cost Burden EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Short-Term	City of Oakland (Planning)	City of Oakland (Economic and Workforce Development, Building)	$	Operating Funds	C-1.10: Zoning for Arts, Culture, and Maker Spaces LU-1.9: Downtown Planning Code Revisions LU-2.2: Zoning for Arts and Culture Uses EQT-3: Displacement

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Mobility

PEDESTRIAN & BICYCLE NETWORK

OUTCOME M-1: Downtown is well-connected internally and to surrounding neighborhoods with bicycle and pedestrian networks that are accessible and safe for all Oaklanders.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: DESIGN AND IMPLEMENT PEDESTRIAN SAFETY MEASURES.				
M-1.1	**Pedestrian Safety Measures:** Design and construct safety measures: • Implement safety improvements along the high-injury pedestrian network, including ADA measures that support access for people with disabilities (as identified in Figure M-1 and described in Appendix Table AP/M-1). • Implement Rail Safety Project on Embarcadero West (described in Appendix A); while these treatments are focused on pedestrian safety, they also improve comfort and access—particularly for vulnerable groups (including seniors, children, and people with disabilities).	CIP	Incorporate improvements into CIP program	
M-1.2	**Oakland Pedestrian Plan and Oakland Bicycle Plan:** Implement the pedestrian programs/policies for Downtown Oakland detailed in the 2017 Oakland Pedestrian Plan and 2019 Oakland Bicycle Plan, with attention to connectivity between residential, workplace, and green/recreational space.	CIP	Incorporate improvements into CIP program	
		Implementation & Expansion of Existing Open Streets, Essential Places, and Flex Streets Programs	Use input and recommendations from the 2017 Pedestrian Plan to inform and prioritize future iterations and expansions of OakDOT's Slow Streets, Essential Places, and Flex Streets programs to form a pedestrian network that provides safe and comfortable access to essential services, workplaces, and key destinations, especially from historically underserved neighborhoods.	
M-1.3	**Train Quiet Zone Study:** Continue to implement the recommendations of the 2011 Train Quiet Zone Study that details the specific safety measures for each intersection and provide a blueprint of the Jack London Train Quiet Zone. Extend study area east of Oak Street.	CIP	See Policy, Program or Action.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (OakDOT)	-	$$$$-$$$$$	CIP, Grants, EIFD	M-1.5: Connectivity and Access Improvements M-1.3: Train Quiet Zone Study CH-1.1: Public Realm Improvements EQT-7: Other (Accessibility, Injuries)
	Immediate / Ongoing	City of Oakland (OakDOT)	-	$$$$$	CIP, Grants, EIFD Transportation Impact Fee increase for Downtown	M-1.5: Connectivity and Access Improvements EQT-7: Other (Accessibility, Injuries) Pandemic recovery
	Immediate / Ongoing	City of Oakland (OakDOT)	City of Oakland (Planning, Public Works), Community Groups	$	Operating Funds, Grants	
	Short to Near-Term	City of Oakland (Planning, OakDOT)	Port of Oakland, Jack London BID	$$$	CIP	M-1.1: Pedestrian Safety Measures EQT-7: Other (Accessibility)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: PLAN AND DESIGN FOR MICRO-MOBILITY DEVICES AND USERS.				
M-1.4*	**Emerging Mobility:** Plan and design for emerging mobility technologies.	CIP; Public/Private Partnerships	Actions include: • Include micromobility devices and users in transportation improvements, including designated parking • Digitize curb space to better manage curbs and associated regulations for parking, ride share and other activities • Install electric charging stations where appropriate, including ADA accessible spaces, however, ensure that due public process ensues and avoid yielding public space like sidewalks and parks for private companies to install devices • Use pilot programs to experiment with new technology	
STRATEGY: INVEST IN CONNECTIVITY AND ACCESS IMPROVEMENTS TO LINK DOWNTOWN'S NEIGHBORHOODS AND ASSETS TOGETHER.				
M-1.5	**Connectivity and Access Improvements:** Design and construct connectivity and access improvements throughout downtown (as identified in Figure M-2 and M-3 and/or described in Appendix Table AP/M-1 through AP/M-3).	CIP	Design and construct priority connectivity and access improvements throughout downtown (see Appendix A).	
		CIP	Design and construct long-term connectivity, access, and safety improvement, as well as vision bicycle network connections (described in Appendix A).	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (OakDOT)	-	Varies	CIP, Operating Funds, Grants, Private Investment	M-1.10: Low Stress Bicycle Network M-3.8: Curbside Management CH-2.1: VMT and GHG Emission Reductions CH-2.3: Meeting ECAP Emissions Targets
	Near-Term	City of Oakland (OakDOT)	Community Groups, Amtrak, City of Oakland (Planning)	$$$-$$$$	CIP, Grants, EIFD, Transportation Impact Fee increase for downtown, New Sources	M-1.1: Pedestrian Safety Measures M-1.7: Connecting Downtown Neighborhoods & Public Spaces M-1.10: Low-stress Bicycle Network M-3.1: Implementing Complete Streets M-3.11: I-980 Replacement Feasibility Study CH-1.1: Public Realm Improvements LU-1.7: Streetscape & Public Space Improvements EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Accessibility, Injuries)
	Mid to Long-Term	City of Oakland (OakDOT)	-	$$$$$	CIP, Grants, EIFD, Transportation Impact Fee increase for downtown, New Sources	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
M-1.6	**Temporary / Tactical Urbanism Projects:** Pursue opportunities to temporarily reallocate public right-of-way through relatively inexpensive programs and tactical urbanism treatments to immediately improve pedestrian and bicycle connectivity and access Downtown. Over the longer term, with additional funding and community outreach, permanent improvements can be pursued.	Implementation of Existing Open Streets, Essential Places, and Flex Streets Programs; CIP	Use the Open Streets, Essential Places, and Flex Streets programs, to pursue temporary improvements and more immediately improve connectivity and access throughout Downtown.	
		Staff Action	Conduct outreach, evaluate and implement long-term improvements	
M-1.7	**Connecting Downtown Neighborhoods & Public Spaces:** Link neighborhoods with the waterfront through implementation of the Green Loop, West Oakland Walk, and other connectivity improvements.	CIP; Staff Action	Coordinate planning and future public street and mobility improvements that link neighborhoods recreational activities along Lake Merritt, the Lake Merritt Channel, and the Estuary.	
STRATEGY: UPDATE SIGNAL TIMING AND SIGNALS TO IMPROVE THE OVERALL EXPERIENCE OF WALKING, BIKING, AND RIDING TRANSIT.				
M-1.8	**Upgraded Traffic Signals & Timing:** Update signal timing and upgrade signals throughout downtown to reduce the delay and support access for bicyclists, pedestrians, and transit.	CIP	See Policy, Program or Action.	
M-1.9	**Accommodating Two-Way Circulation:** Install signals that accommodate two-way circulation as standard practice in all future intersections.	CIP	See Policy, Program or Action.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Short-Term/ Ongoing	City of Oakland (OakDOT)	City of Oakland (Planning, Public Works, Parks, Recreation & Youth Development), Community Groups	$	CIP, Grants	M-3.1: Implementing Complete Streets CH-1.1: Public Realm Improvements LU-1.7: Streetscape & Public Space Improvements EQT-7: Other (Accessibility, Injuries, Asthma/Air Quality) Pandemic Recovery
	Ongoing			Varies	CIP, Grants	
	Immediate / Ongoing	City of Oakland (OakDOT, Public Works, Planning)	Community Groups	$$$$$	CIP, Grants, EIFD	M-1.10: Low-stress Bicycle Network M-3.1: Implementing Complete Streets CH-1.1: Public Realm Improvements LU-1.7: Streetscape & Public Space Improvements EQT-7: Other (Accessibility, Injuries, Asthma/Air Quality)
	Near-Term	City of Oakland (OakDOT)	-	$$	CIP, Grants, Transportation Impact Fee increase for downtown	M-3.9: Emergency Service Vehicle Priority EQT-7: Other (Accessibility)
	Immediate / Ongoing	City of Oakland (OakDOT)	-	$$$	Private Development Coordination, CIP	M-1.5: Connectivity and Access Improvements EQT-7: Other (Accessibility, Injuries)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: DESIGN AND CONSTRUCT A DOWNTOWN LOW-STRESS BICYCLE NETWORK				
M-1.10	**Low-Stress Bicycle Network:** Design and construct a low-stress bicycle network throughout downtown (as identified in Figure M-2 and M-3).	Utilize and expand upon existing Open Streets, Essential Places, and Flex Streets programs; Seek grant funding opportunities for projects	Use community input and recommendations from the 2019 Bike Plan to inform and prioritize future iterations and expansions of OakDOT's Slow Streets, Essential Places, and Flex Streets programs.	
		CIP	Design and construct a core bicycle network throughout Downtown. Link core bike network to the short-term network of the Bike Plan.	
		CIP	Design and construct long-term connectivity, access, and safety improvement, as well as vision bicycle network connections (described in Figure M-2 and M-3).	
M-1.11	**Partnerships to Support Bicycle Ridership:** Partner with public facilities and community services, like the library, to provide bike mechanics, fix-it stations and bike repair and maintenance tools at locations throughout Oakland.	New Program	See Policy, Program or Action.	
M-1.12	**Expanded Bicycle Parking:** Continue to expand bike parking supply including short-term and long-term facilities for both commercial and residential land uses.	CIP; Community Benefit Development Incentive Program	See Policy, Program or Action.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate, Near-Term	City of Oakland (OakDOT)	City of Oakland (Planning, Public Works), Community Groups	$	Operating Funds, Grants	M-1.5: Connectivity and Access Improvements CH-1.1: Public Realm Improvements CH-1.5: Coordinating Development and Park/ Streetscape Improvements CH-2.3: Meeting ECAP Emissions Targets LU-1.7: Streetscape & Public Space Improvements EQT-7: Other (Injuries) Pandemic Recovery
	Near-Term	City of Oakland (OakDOT)	Community Groups, City of Oakland (Planning)	$$$$$	CIP, Grants, EIFD	
	Mid to Long-Term	City of Oakland (OakDOT)	Community Groups, City of Oakland (Planning)	$$$$$	CIP, Grants, EIFD Transportation Impact Fee increase for downtown, new sources	
	Immediate	City of Oakland (OakDOT)	City of Oakland (Library)	$	General Fund, Operating Funds, Grants	-
	Immediate / Ongoing	City of Oakland (OakDOT, Planning)	-	$$-$$$	General Fund, Grants, CIP, Developer Contributions	CH-1.5: Coordinating Development with Parks/ Streetscape Improvements

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

TRANSIT NETWORK

OUTCOME M-2: Oaklanders, particularly communities that are more transit-dependent, are well-served with frequent, reliable, safe, and affordable transit.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: IMPLEMENT TRANSIT PRIORITY TREATMENTS ON KEY CORRIDORS & IMPROVE PASSENGER AMENITIES AT BUS STOPS.				
M-2.1	**Transit Priority Treatments:** Implement transit priority treatments, including transit-only lanes, signal improvements, and upgraded bus shelters, on key corridors to improve overall transit travel times, make transit more attractive, and improve access to, from and within downtown (as identified in Figure M-8 and described in Appendix Table AP/M-6).	CIP	See Policy, Program or Action.	
M-2.2	**Improve Amenities/Security at Bus Stops:** Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout downtown. Bus stops can include lighting, new shelters, benches, wayfinding information in multiple languages, and other amenities including those that improve access and comfort for people with disabilities.	CIP	Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout downtown.	
M-2.3	**COVID-19 Pandemic Response:** Support healthy transit and mobility in the context of COVID-19. Utilize lessons learned during the pandemic to improve transit service.	Transit Service Prioritization & Process	When making service changes: • Prioritize high-frequency routes providing access to essential workplaces and services; • Prioritize routes serving transit-dependent riders; • Evaluate impacts so as not to cause a disproportionate burden on people of color, low-income, or transit-dependent riders; • Leverage tools outlined in OakDOT's Essential Places program to quickly incorporate tactical roadway improvements outlined in its Transit Action Strategy.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (OakDOT)	AC Transit	$$$	CIP, Grants, Transportation Impact Fee increase for Downtown, AC Transit Funding Sources	CH-2.3: Meeting ECAP Emissions Targets EQT-7: Other (Transit Access)
	Immediate / Ongoing	City of Oakland (OakDOT)	AC Transit	$$	CIP, Grants, AC Transit Funding Sources	C-1.3: Culturally Relevant Marketing, Branding, & Streetscape Design EQT-7 (Accessibility, Transit Access)
	Immediate / Ongoing	City of Oakland (OakDOT), AC Transit, BART	-	$	Operating Funds, AC Transit & BART Funding Sources	Pandemic recovery

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: IMPROVE CONNECTIONS BETWEEN SERVICES & CAPITALIZE ON POTENTIAL EXPANSIONS FOR BART, CAPITOL CORRIDOR, AND FERRY SERVICE.				
M-2.4	**Connections to Citywide and Regional Transit:** Reconfigure transit service in Jack London and Chinatown to better connect with regional transit (ferry terminal, Amtrak, and Lake Merritt BART) and improve bus transit connections within, to, and from downtown.	Coordination with AC Transit;	See Policy, Program or Action.	
M-2.5	**Improved Bus Layover Capacity:** Provide adequate layover locations for AC Transit so buses run smoothly, and preserve sufficient bus layover capacity to serve existing and future transit service needs to and from downtown.	Coordination with AC Transit	See Policy, Program or Action.	
M-2.6	**Regional Transit Expansion Opportunities:** Capitalize on potential regional transit expansion opportunities for BART, Capitol Corridor, and ferry service.	Interagency Collaboration	Study, encourage, and capitalize on potential regional transit expansion opportunities for BART, Capitol Corridor, and ferry service.	
M-2.7	**New Transbay BART Crossing & Station:** Consider locations for a second transbay crossing and new BART Station in downtown. Evaluate locations such as, but not limited to, I-980, Broadway, Franklin, Webster, Clay Street or Washington Street.	Future Study; Coordination with BART	See Policy, Program or Action.	
STRATEGY: REDUCE FARES FOR LOW-INCOME TRANSIT USERS.				
M-2.8*	**Low-Income Transit Pass:** Work with transit agencies to participate in regional means-based discount fare program, offer a low-income transit pass to reduce the cost of transit fare, and ensure compliance with transit pass requirements.	Public Agency Consortium	See Policy, Program or Action.	
STRATEGY: MAINTAIN RELIABLE, ADA-ACCESSIBLE ACCESS TO TRANSIT STATIONS.				
M-2.9	**Transit Station Accessibility:** Maintain reliable, ADA-accessible access to transit stations (i.e. BART elevators and escalators) and find opportunities to increase the number of elevators.	Interagency Collaboration	See Policy, Program or Action.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	AC Transit	City of Oakland (OakDOT), Community Groups, BART, Amtrak/Capitol Corridor	Varies	Operating Funds, AC Transit Funding Sources	-
	Immediate / Ongoing	AC Transit	City of Oakland (OakDOT), BART	$	Operating Funds, AC Transit Funding Sources	-
	Near-Term / Longer Term	City of Oakland (OakDOT, Planning), AC Transit, BART, Capitol Corridor	-	$-$$	Operating Funds, Grants	E-2.2: Transit Oriented Development CH-2.1: VMT and GHG Emission Reductions CH-2.3: Meeting ECAP Emission Targets LU-1.9: Downtown Planning Code Revisions
	Near-Term / Longer Term	BART	City of Oakland (OakDOT, Planning), AC Transit, Community Groups	$$	Operating Funds, Grants, BART Funding Sources	M-2.6: Regional Transit Expansion Opportunities
	Near-Term	City of Oakland (OakDOT), AC Transit, BART	Alameda County, MTC	Varies	CIP, Grants	EQT-7: Other (Transit Access)
	Immediate / Ongoing	BART	City of Oakland (OakDOT, Public Works)	-	Operating Funds, Grants, AC Transit & BART Funding Sources	EQT-7: Other (Accessibility)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: NAME TRANSPORTATION FACILITIES TO REFLECT THE LOCATION OR CHARACTER OF THE PLACE THAT THEY SERVE.				
M-2.10	**Transit Station Names:** Name transportation facilities and stations to reflect the location or character of the place that they serve.	Transit Board Action; New Signage	Engage the Chinatown community in a planning process to evaluate re-naming the Lake Merritt BART Station.	
STRATEGY: TRANSPORTATION DEMAND MANAGEMENT STRATEGIES				
M-2.11	**Transportation Demand Management: Implement TDM Strategies:** • Consider requiring existing downtown employers with more than 50 employees to develop and implement TDM plans and monitor and report on trip reduction. • Consider a requirement in TDM plans that large employers and new residential developments provide a flexible, free, or reduced transit pass for employees	Administrative Update of the Transportation Demand Management (TDM) Guidelines/ Standard Conditions of Approval	See Policy, Program or Action.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	BART, Specific Plan Implementation Committee	City of Oakland (OakDOT), AC Transit, Chinatown/ Lake Merritt Community Organizations	$	Operating Funds, Grants, BART Funding Sources	C-1.3: Culturally Relevant Marketing, Branding & Streetscape Design EQT-3: Displacement EQT-7: Other (Belonging)
	Near-Term	City of Oakland (Planning, OakDOT)	-	$	Operating Funds	CH-2.1: VMT and GHG Emission Reductions CH-2.3: Meeting ECAP Emissions Targets

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

STREET INFRASTRUCTURE & PARKING

OUTCOME M-3: Oakland's streets serve a wide variety of uses, providing Oaklanders of all ages and abilities with safe transportation and recreation choices, serving businesses, connecting neighborhoods, and meeting goals for emergency services and sustainability.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: IMPLEMENT THE CITY'S ADOPTED COMPLETE STREETS POLICIES.				
M-3.1	**Implementing Green Streets:** Implement the City's adopted Complete Streets Policies and focus on reconfiguring road space on public streets with excess capacity to other modes or uses, such as bicycles, pedestrians, transit, and loading/unloading. (Pedestrian improvements are proposed under Policies M-1.5 to M-1.10; bicycle improvements are proposed under Policy M-1.12; and transit improvements are proposed under policies in Outcome M-2. A map of proposed one-way to two-way conversions to achieve these multimodal strategies is illustrated in Figure M-9 and described in Appendix Table AP/M-6.)	Implementation of Existing Complete Streets Policies; CIP	Implement the City's adopted Complete Streets Policies and focus on reconfiguring road space on public streets with excess capacity to other modes or uses, such as bicycles, pedestrians, transit, and loading/unloading.	
M-3.2*	**Implementing Green Infrastructure:** Include green infrastructure practices – including planting and maintenance of street trees – described in the City's Green Streets Guide where feasible within the right-of-way.	CIP	Include green infrastructure practices described in the City's Green Streets Guide in new projects within the right-of-way and prioritize tree-planting.	
M-3.3	**Safety During Construction:** Adopt stronger regulations to ensure safe access for pedestrians, bicyclists, and transit riders of all abilities during construction projects downtown.	Administrative Update of the Standard Conditions of Approval	Adopt and enforce regulations.	
STRATEGY: REBALANCE STREET SPACE FOR ALL USERS AND IMPROVE THE VEHICULAR NETWORK.				
M-3.4	**Oakland/Alameda Access Project:** Decrease cut-through traffic on local streets through improvements proposed as part of the Oakland/Alameda Access Project; continue coordination with ACTC and City of Alameda to implement.	Implementation of the Oakland Alameda Access Project; CIP	Decrease cut-through traffic on local streets by implementing improvements proposed in the Oakland/Alameda Access Project.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (OakDOT)	City of Oakland (Planning Public Works)	$$$$	CIP, Grants, EIFD	M-1.1: Pedestrian Safety Measures M-1.5: Connectivity and Access Improvements M-1.10: Low-stress Bicycle Network CH-1.1: Public Realm Improvements CH-2.1: VMT and GHG Emission Reductions CH-2.3: Meeting ECAP Emissions Targets LU-1.7: Streetscape & Public Space Improvements EQT-7: Other (Accessibility, Injuries)
	Immediate / Ongoing	City of Oakland (Planning, OakDOT, Public Works)	Community Groups	Varies	CIP, Grants, EIFD	M-3.1: Implementing Complete Streets CH-2.8: Implementing Green Streets LU-1.7: Streetscape & Public Space Improvements
	Near-Term / Ongoing	City of Oakland (Planning, OakDOT)	City of Oakland (Building, Public Works)	$$	Operating Funds	LU-1.6: Mitigating Construction Impacts EQT-7: Other (Accessibility, Injuries)
	Near-Term / Longer Term	City of Oakland (OakDOT), Caltrans	ACTC, City of Alameda	$$$$$	CIP, Grants, EIFD	CH-1.1: Public Realm Improvements EQT-7: Other (Asthma/Air Quality, Injuries)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: MANAGE PUBLIC PARKING, EXPAND "OAKPARK" INITIATIVE.				
M-3.5	**Expanding the OakPark Program:** Expand the OakPark program to additional areas of Downtown Oakland to ensure parking availability; increase ADA-accessible parking and passenger loading to serve the needs of people with disabilities and downtown businesses; reduce the number of drivers looking for parking; balance the needs placed on curb space; and better manage parking resources and demand.	CIP; Administrative Update to the OakPark Program	Increase ADA-accessible parking and passenger loading with the objectives of serving the needs of people with disabilities, seniors, and businesses; Implement real-time parking signage to display parking availability and pricing.	
		Parking Benefit District; Administrative Update to the OakPark Program	Adopt the Sensor Independent Rate Adjustment (SIRA) methodology developed for San Francisco's SFpark to monitor parking occupancy in real time; Establish parking benefit districts in which a portion of parking revenues are used for improvements in the areas where the funds are collected.	
		Community Outreach and Engagement; Administrative Update to the OakPark Program	Give existing merchant and neighborhood organizations, such as Business Improvement Districts and Cultural Districts, a significant advisory role in deciding how to spend their local parking benefit district's revenues; Establish a committee, with significant representation from people with disabilities, to propose reforms to (a) improve curb parking availability for people with disabilities, and (b) reduce Disabled Placard fraud and abuse.	
M-3.6	**Parking for the Malonga Casquelourd Center for the Arts:** Invest in dedicated off-street parking to serve the residents/resident performing arts companies of the Malonga Casquelourd Center for the Arts.	CIP	Explore opportunities for, invest in and implement dedicated off-street parking to serve the residents/ resident performing arts companies of the Malonga Casquelourd Center for the Arts. This could be a shared access facility as part of future development.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (OakDOT, Public Works)	-	$$$$	CIP, Grants, EIFD, Parking Benefit District Funds	EQT-6: Median Income EQT-7: Other (Accessibility)
	Near-Term	City of Oakland (OakDOT)	-	$	Operating Funds, Grants	
	Near-Term	City of Oakland (OakDOT)	BIDs, CBDs, BAMBD CDC, Art+Garage District, Chinatown Coalition, Mayor's Commission on Persons with Disabilities	$	Operating Funds	
	Near-Term	City of Oakland (OakDOT, Public Works)	Malonga Residents Association, Malonga Artist Collective; BAMBD CDC, private development	$$$	CIP	-

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: REVISE PARKING REQUIREMENTS TO ACHIEVE GREENHOUSE GAS EMISSIONS TARGETS AND COMMUNITY BENEFITS				
M-3.7	**Parking Maximums with Electric Vehicle Charging Requirements:** Establish parking maximums, include requirements for electric vehicle charging, and consider a means by which developers can build parking up to 1.25 spaces per unit in exchange for providing community benefits.	Planning Code Amendment	See Policy, Program or Action.	
M-3.8	**Curbside Management:** Actively manage curbside space to serve Oakland's residents, merchants, and visitors, and their diverse mobility needs.	Future study	Develop a Curbside Management Study, building upon the 2016 downtown Oakland Parking Study.	
		Administrative Update to the Color Curb and Flex Streets Programs	Manage curbside space; this can be done by implementing the Color Curb Program in Chinatown or combined commercial loading/ metered parking zones on select streets.	
		Staff Action/ Future Study; CIP	Consider expansions to OakDOT's Flex Streets program to include repurposing on- and off-street parking for active uses (e.g., expanded sidewalks or lanes exclusively for bicyclists and micromobility users) and/or business purposes (e.g., outdoor dining and queuing spaces). Program expansions could include more dynamic uses such as modified curbside regulations to create temporary loading zones for deliveries and food pickup.	
STRATEGY: PRIORITIZE THE MOVEMENT OF EMERGENCY SERVICE VEHICLES				
M-3.9	**Emergency Service Vehicle Priority:** Prioritize the movement of emergency service vehicles throughout downtown by allowing emergency service vehicles to use proposed dedicated transit lanes and upgrading signal technology to provide emergency pre-emption throughout Downtown Oakland.	CIP	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.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (Planning, OakDOT)	-	$	Operating Funds	CH-2.1: VMT and GHG Emission Reductions CH-2.2: Encouraging Electric Vehicle Use CH-2.3: Meeting ECAP Emission Targets LU-1.9: Downtown Planning Code Revisions
	Immediate	City of Oakland (Planning, OakDOT)	Chambers of Commerce, BIDs, CBDs, BAMBD CDC	$	Operating Funds, Grants	-
	Immediate / Ongoing	City of Oakland (Planning, OakDOT)	-	$	Operating Funds	
	Immediate / Near-Term	City of Oakland (Planning, OakDOT)	-	$$$	Operating Funds, Grants, CIP	
	Near-Term	City of Oakland (OakDOT)	-	$$	CIP, Grants, Transportation Impact Fee increase for Downtown	M-1.8: Upgraded Traffic Signals & Timing Pandemic Recovery

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: MAINTAIN TRUCK ROUTES TO INDUSTRIAL / WAREHOUSING FACILITIES				
M-3.10	**Truck Management Plan:** Maintain truck routes to, from, and within Jack London to facilitate safe and efficient goods movement from industrial and warehousing facilities. Develop a truck management plan for the larger Downtown Oakland area, focused on making truck deliveries more efficient and minimizing the disruption of trucks, including design standards for existing truck routes and a policy allowing use of certain under-freeway areas at the periphery of downtown near the Port as electric charging stations for electric trucks (West Oakland Community Action Plan #15).	Future Plan/ Development of Design Standards	Develop a truck management plan for the larger Downtown Oakland area.	
STRATEGY: STUDY THE REPLACEMENT I-980 WITH A MULTI-WAY BOULEVARD				
M-3.11	**I-980 Replacement Feasibility Study:** Study the long-term feasibility of replacing I-980 with a multi-way boulevard or "lid" park over the freeway to better connect West Oakland and downtown and increase climate change mitigation and resilience while creating opportunities for new housing, green space, and other uses, using the revenues from public land to repair inequities caused by the creation of I-980, and supporting walking, biking, and transit.	Future Study with Extensive Community Involvement	See Policy, Program or Action.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Planning, OakDOT)	Port of Oakland	$$	Operating Funds, Grants	EQT-7: Other (Asthma/Air Quality)
	Near-Term / Longer Term	City of Oakland (OakDOT, Planning)	CALTRANS, MTC, Alameda CTC, Community Groups	$$	Operating Funds, Grants	M-1.5: Connectivity and Access Improvements M-1.7: Connecting Downtown Neighborhoods & Public Spaces M-3.1: Implementing Complete Streets H-1.10: Leveraging Publicly-Owned Land for Housing CH-1.1: Public Realm Improvements LU-1.10: Infill & Large Scale Redevelopment EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Accessibility, Air Quality)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Culture Keeping

PRESERVE/PROMOTE ARTS & CULTURE

OUTCOME C-1: Downtown is a place where all of Oakland's residents can see and express themselves and their culture.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: ESTABLISH, INVEST IN, AND BETTER CONNECT DOWNTOWN CULTURAL DISTRICTS.				
C-1.1	**Citywide Cultural Districts Program:** Establish a Citywide Cultural Districts Program to develop and formalize a collaborative partnership between the City and cultural communities; identify resources to stabilize vulnerable communities; preserve, strengthen, and promote the City's cultural assets and diverse communities; and support entertainment districts. (See map of existing, adopted and potential Cultural and Entertainment Districts on Figure C-2).	Staff Hiring	Conduct outreach to businesses and stakeholders to identify interest and capacity to develop potential new arts and culture districts. Support the formation of working groups as appropriate. In conjunction with working groups, establish a Citywide Cultural Districts Program (see policy). This program can be informed by the Cultural District program the San Francisco Board of supervisors adopted, among others.	
		Establishment of Oversight/ Implementation Committee	Support arts and cultural groups in development of cultural district descriptions, goals, and formation in conjunction with arts and culture district working group(s). Identify funds for necessary studies related to establishing baseline conditions, conduct neighborhood inventories, and support community engagement.	
		Planning Code Amendment	Develop zoning regulations in support of the Cultural District Program to both require and incentivize specific uses identified by the community as priorities in those areas.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Medium-term	City of Oakland (Cultural Affairs)	BAMBD CDC, CCED, Chinatown Coalition, Art+Garage District, Black Cultural Zone, Cultural Affairs Commission, City of Oakland (Race & Equity)	$$	Operating Funds, New Sources	E-2.6: Nightlife Strategy E-1.5: Establishing Arts & Cultural Districts C-1.10: Zoning for Arts and Culture Uses LU-1.9: Downtown Planning Code Revisions LU-2.2: Zoning for Arts and Culture Uses LU-2.1: Citywide Cultural Districts Program EQT-3: Displacement EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income
	Medium-term	City of Oakland (Cultural Affairs, Economic & Workforce Development, Planning)	BAMBD CDC, CCED, Chinatown Coalition, Black Cultural Zone, Cultural Affairs Commission, Art+Garage District, City of Oakland (Race & Equity, Economic & Workforce Development, Planning)	$	Operating Funds, New Sources	
	Medium-term	City of Oakland (Planning)	-	$	Operating Funds, New Sources	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
C-1.2	**Supporting the BAMBD:** Provide support for the Black Arts Movement and Business District (BAMBD) and promote the district with special urban design elements and marketing materials.	Support BAMBD stakeholders in forming working group / task force to guide implementation	See Policy, Program or Action.	
C-1.3	**Culturally Relevant Branding & Streetscape Design:** 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 multilingual and accessible wayfinding, signage, historical markers and public art. This can be done in partnership with area BIDs.	CIP	Invest in culturally-relevant streetscape elements, such as multilingual & accessible 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.	
		Inter-Departmental and Community Collaboration	Working with local non-profits and cultural organizations, study the possibility of creating a memorial to the Black Panther Party in front of the Alameda Courthouse.	
		CIP	Invest in the creation of new and improved public spaces that can be used to host festivals & gatherings, and that feature public art.	
		Inter-Departmental Collaboration; Consultant Contract to Develop Design Standards	Draft and adopt street design standards to support the intended physical character and land uses of the Character Areas and Cultural Districts. Public streets and rights-of-way can be used for active recreation, community gathering, economic activity, art, cultural activities, and urban greening.	
		Marketing/ Branding	Create partnerships to improve and expand downtown-specific marketing and branding initiatives, particularly marketing for cultural events / assets and for commercial and business opportunities.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (Planning, Business Development, Economic & Workforce Development, Cultural Affairs, OakDOT)	City Council (District 2 & 3), City of Oakland (Race & Equity), BAMBD CDC, California Arts Council, PolicyLink, Visit Oakland	Varies	Operating Funds, CIP, Grants, General Fund, Cultural Affairs, TOT	E-1.4: Land Trust/Master Lease Program C-1.1: Citywide Cultural Districts Program LU-1.7: Streetscape & Public Space Improvements LU-2.1: Citywide Cultural Districts Program
	Near-Term	City of Oakland (Planning, Cultural Affairs, Public Works, OakDOT)	BIDs, CBDs, Chinatown Coalition, Visit Oakland, City Council (Districts 2 & 3), BAMBD CDC, Cultural Affairs Commission	Varies	Operating Funds, CIP, Grants, TOT	C-1.2: Supporting the BAMBD C-2.2: Community Gathering Spaces E-3.8: Downtown Marketing and Branding M-2.10: Transit Station Names M-3.1: Implementing Complete Streets CH-1.1: Public Realm Improvements LU-1.7: Streetscape & Public Space Improvements
	Near-Term	City of Oakland (Planning, Economic & Workforce Development)	Local non-profits, BAMBD CDC	$	Operating Funds, Grants	
	Near-Term / Longer Term	City of Oakland (Planning, Parks, Recreation & Youth Development, Public Works, OakDOT)	City of Oakland (Cultural Affairs), Visit Oakland, BIDs, CBDs, BAMBD CDC, Chinatown Coalition, PAAC, local arts non-profits	Varies	CIP, Grants, EIFD, Capital Facilities Impact Fee, TOT/Visit Oakland, Rainin (Open Spaces), Akonadi (Beloved Community Fund), California Arts Council	
	Near-Term	City of Oakland (Planning, OakDOT, Cultural Affairs)	Cultural community organizations	$$	Operating Funds	
	Near-Term	City of Oakland (Economic Development, Cultural Affairs)	Visit Oakland, BIDs, CBDs, Chambers of Commerce, BAMBD CDC	$	Operating Funds, Grants	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
C-1.4	**Encouraging Design by Local Artists/Fabricators:** 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.	Planning Review Process	See Policy, Program or Action.	
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	**Incentives for Affordable Arts, Culture, & Commercial Space:** Create and adopt an incentive 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.	Planning Code Amendment	Adopt a streamlined development incentive program for downtown.	
		Zoning Map Amendment; Planning Code Amendment	Review and revise zoning regulations, implementing the recommendations of the currently underway study of zoning incentives/value capture in downtown.	
C-1.6	**Preserving/Adapting Historic Buildings:** Adopt regulations that help preserve and adapt historic buildings downtown, in order to help retain and create new spaces for arts and culture uses.	Planning and/or Building Code Amendment	Adopt regulations that help preserve and adapt historic buildings downtown in order to help retain and create new spaces for arts and culture uses, such as: 1. Encouraging use of State Historic Building Code in the rehabilitation of historic buildings (Building Code); 2. Implementing a TDR program that is specific to fund the rehabilitation of historic properties; 3. Exploring allowing additional height on parcels adjacent to historic properties that rehabilitate the adjacent historic property; and 4. Allowing for use conversion of historic buildings when they submit a rehab plan (e.g., SF's Planning Code that allows office conversions when a historic building maintenance plan is submitted.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Short-Term/ Ongoing	City of Oakland (Planning, Cultural Affairs, Economic & Workforce Development)	Arts organizations	-	Operating Funds, New Sources	LU-1.3: Development Incentive Program
	Short-Term	City of Oakland (Planning)	City of Oakland (Cultural Affairs, Economic & Workforce Development)	$	Operating Funds	E-2.3: Requirements/Incentives for Affordable Arts, Culture, & Commercial Space C-1.10: Zoning for Arts and Culture Uses LU-1.3: Development Incentive Program LU-2.2: Zoning for Arts and Culture Uses EQT-3: Displacement EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income
	Short-Term	City of Oakland (Planning)	City of Oakland (Cultural Affairs, OakDOT)	$	Operating Funds	
	Short-Term	City of Oakland (Planning)	City of Oakland (Building)	$	Operating Funds	C-1.10: Zoning for Arts and Culture Uses LU-2.2: Zoning for Arts and Culture Uses LU-2.3: Adaptive Reuse Provisions LU-2.4: Transfer of Development Rights

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
C-1.7*	**Malonga Casquelourd Center Improvement Needs:** Prioritize the capital improvement needs of the Malonga Casquelourd Center for the Arts, including the theater facility, in the City's upcoming budget cycles and Capital Improvement Program (CIP) planning processes. Incorporate any additional capital improvement needs expected to result from new development under the Downtown Plan into the update of the impact fee nexus study.	CIP; Nexus Fee Study	See Policy, Program or Action.	
C-1.8	**Community Ownership & Stewardship:** Explore the use of a nonprofit land trust model to help stabilize cultural businesses, institutions and residents through community ownership of land. Consider cultural easements as well to restore Indigenous People's rights to land, habitat and stewardship.	Land Trust Study; Working Group with Robust Community Involvement	Explore use of land trust model to help stabilize cultural businesses, institutions and residents through community ownership of land.	
		Study of Cultural Easements	Consider cultural easements to restore Indigenous People's rights to land, habitat and stewardship	
C-1.9	**Library Facility Improvements Plan:** Work with the Library's Master Facilities Plan to propose branch libraries in areas where they are needed and propose a site for expansion of the Main Library; pursue improvements to library facilities, including to the Main Library and the African American Museum & Library at Oakland (AAMLO).	CIP Prioritization	Prioritize funding improvements to the Community Room at the Main Library and adjacent plazas to support more small-scale events; expand the library's tool lending services as part of supporting maker space activities and programming through the Main Library.	
		Library Expansion Study	Identify a financing strategy and site, if necessary, for the expansion of the Main Library; allocate capital funds for design and construction. This can include studying an option for dedicating Capital Improvement Impact Fees.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (Planning, Cultural Affairs, Parks, Recreation & Youth Development, Public Works)	Malonga Residents Association, Malonga Artist Collective, City Council (District 3), BAMBD CDC	$	CIP, Future Cultural Facilities Fee, Operating Funds	C-1.12: Cultural Facilities Fee
	Near-Term	City of Oakland (Planning, Cultural Affairs, Business Development)	Public/private philanthropic partners (similar to Rainin Foundation), OakCLT, NCLT, EBPREC, CAST	$	Operating Funds	E-1.4: Land Trust/Master Lease Program EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Immediate	City of Oakland (Planning, Real Estate, Cultural Affairs)	Sogorea Te', Mak-'amham	$	Operating Funds	
	Immediate	City of Oakland (Library)	-	$	Operating Funds	E-3.9: Business Support Services in Public Facilities H-2.16: Library Partnerships & Outreach Programs EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income
	Immediate / Ongoing	City of Oakland (Library)	-	$	Operating Funds / Capital Improvement Impact Fee	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
C-1.10*	**Zoning for Arts and Culture Uses:** Adopt zoning, land use and building regulations to preserve existing and incentivize and require new arts and culture and maker spaces.	Planning Code Amendment; Zoning Map amendment	Implement zoning and land use regulations to help preserve and enhance existing and encourage or require more arts, culture, Production, Distribution and Repair (PDR), and maker spaces (see Chapter 6, Policy LU-2.2)	
C-1.11	**Lake Merritt Station Area Plan (LMSAP) & West Oakland Specific Plan (WOSP) Implementation:** Support the Lake Merritt Station Area Plan's implementation priorities for improvements to cultural institutions such as the Oakland Asian Cultural Center, Lincoln Recreation Center, Asian Branch Library, and Madison Square Park, as well as evaluate the efficacy of the West Oakland Specific Plan equity strategy.	Staff Implementation Unit within Strategic Planning Division	Create a Staff Implementation Unit within the Strategic Planning Division to support implementation of Specific Plan priorities.	
C-1.12	**Cultural Facilities Fee:** Create a Cultural Facilities Fee to support improvements to cultural facilities.	Cultural Facilities Fee Feasibility Study	Conduct a study / feasibility analysis on funding options for a Cultural Facilities Fee (for example, hotel tax increase or surcharge on entertainment tickets). Consider the impacts of COVID-19 on the hotel, arts and entertainment industries in the methodology and timing of implementation.	
		Oakland Municipal Code Amendment	Create a Cultural Facilities Fee for improvements to cultural facilities.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (Planning)	City of Oakland (Cultural Affairs, Economic & Workforce Development)	$	Operating Funds	C-1.1 / LU-2.1: Citywide Cultural Districts Program C-1.2: Support The BAMBD C-1.6: Preserving/Adapting Historic Buildings C-3.6: Temporary Uses E-2.4: Ground Floor Artisan Production Space E-2.7: Pop-Up & Temporary Uses E-2.5: Maintaining Arts & Production Space E-1.5: Establishing Arts & Cultural Districts H-2.18: Protect Live/Work in Cultural Districts LU-1.9: Downtown Planning Code Revisions LU-2.3: Adaptive Reuse Provisions LU-2.2: Zoning for Arts and Culture Uses EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income
	Medium-Term	City of Oakland (Planning, Real Estate, Cultural Affairs, Economic & Workforce Development, Parks, Recreation and Youth, Public Works, Library)	City Council (District 2), OACC, CCED, and Chinatown Coalition	$-$$	Operating Funds, New Funding Sources	-
	Near-Term	City of Oakland (Planning, Cultural Affairs)	-	$-$$	Operating Funds, Grants	C-1.7: Malonga Casquelourd Center Improvements C-1.9: Library Facility Improvements
	Medium-Term	(Planning, Cultural Affairs)	-	$	Operating Funds	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: ENHANCE THE OAKLAND CULTURE ASSET MAP (2018) AND EXPAND THE CITY'S INTERNAL CAPACITY IN THE CULTURAL AFFAIRS OFFICE.				
C-1.13	**Cultural Asset Mapping:** Expand & enhance the Oakland Cultural Asset Map (2018), created by the City of Oakland Department of Cultural Affairs.	Staff Action / Data Tracking Program	Continue to identify and track specific cultural assets in the Cultural Asset Map.	
		Staff Action / Data Tracking Program	Track demographics through business tax license, to apply to measures of success.	
C-1.14	**Staffing to Support Cultural Programs:** Expand the City's internal capacity in the Cultural Affairs Office and Planning Bureau with adequate staff to implement arts-related policy recommendations.	Budgeting Process	Add more permanent staff to the Cultural Affairs Office and Planning Bureau.	
		Study of TOT Funds; Ballot Initiative	Increase or reallocate some Transit Occupancy Tax (TOT) funds to expand staff capacity.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near term/ Ongoing	City of Oakland (Cultural Affairs, Digital Services)	-	$	Operating Funds	-
	Immediate / Ongoing	City of Oakland (Economic & Workforce Development, Finance)	-	$	Operating Funds	
	Near-Term	City of Oakland (Planning, Cultural Affairs)	-	$$-$$$	Transient Occupancy Tax (TOT) / New Sources	C-3.1: Increased Funding for Arts & Culture
	Near-Term	City of Oakland (Planning, Cultural Affairs)	-	$	Operating Funds	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

PUBLIC ART & EVENTS

OUTCOME C-2: Festivals, outdoor art installations, and cultural events are integral elements in downtown's public sphere and spaces.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: CELEBRATE AND ENCOURAGE YOUTH ACTIVITIES IN PUBLIC SPACES AND BUSINESSES.				
C-2.1*	**Programming Youth Activities:** In collaboration with young people, program and encourage youth activities in public spaces, facilities, and businesses.	Program Expansion	Celebrate and encourage youth activities in public spaces; activate Frank Ogawa Plaza with more youth-serving activities. Prioritize new programming in outdoor spaces.	
		Program Expansion; Public Facilities Maintenance & Improvements	Invest in youth-driven programming and facilities for downtown, emphasizing libraries while considering options for a youth center. Focus on Black youth, who often feel unwelcome downtown. Consider mini-grants for fellows to work on this (see Oakland Unite for examples of this strategy). Invest in a similar process for adults as well.	
		Community Engagement & Outreach	Partner with young people in developing youth programs, facilities and activities: address needs of Black youth (who often feel particularly unwelcome downtown) and consider mini-grants for youth fellows to support this work.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (Parks, Recreation & Youth Development)	OYAC, Schools	$	Operating Funds, Grants	CH-1.12: Youth & Senior-Driven Programming for Public Spaces EQT-4: Disconnected Youth EQT-7: Other (Belonging) Pandemic Recovery
	Immediate / Ongoing	City of Oakland (Parks, Recreation & Youth Development), OYAC	City of Oakland (Library, Planning), Youth Service Providers, Schools	$$-$$$	Capital Improvement Impact Fee increase; Grants, Operating Funds	
	Near-Term	City of Oakland (Parks, Recreation & Youth Development, Economic and Workforce Development, Planning), OYAC	Businesses, BIDs, Youth Service Providers, City of Oakland (Library)	$	Operating Funds, Grants	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: LEVERAGE PARKS AND PUBLIC SPACES AS VITAL LOCATIONS TO SHOWCASE AND PROMOTE ARTS AND CULTURE DOWNTOWN.				
C-2.2*	**Community Gathering Spaces:** Invest in the creation of new and improved public spaces that can be used to host festivals and cultural gatherings, and that feature public art.	CIP	Invest in the creation of new and improved public spaces that can be used to host festivals and gatherings, and that feature public art. Prioritize investments in existing public spaces and facilities that host public events.	
		Staff community process to prioritize public realm improvements; Seek grant funding opportunities (for actual projects)	Working with the community, and using Figure CH-1 as a guide, prioritize and implement public realm improvements to create a more connected and accessible network of inclusive, high-quality public open spaces.	
C-2.3	**Reduced Barriers for Outdoor Vendors:** Reduce regulatory barriers such as City permit costs, business license and finger-printing requirements, to outdoor vendors in downtown, particularly within arts and culture districts, parks, and public gathering spaces.	Planning / Municipal Code Amendment; Design guidelines for public spaces that incorporate vendors' needs	See policy. Use Frank Ogawa Plaza as an example for integrating outdoor vendors in public spaces, conversion of pop up space to permit spaces and the synergies.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term / Ongoing	City of Oakland (Planning, Cultural Affairs, Parks, Recreation & Youth Development)	Cultural Affairs Commission, City Council (Districts 2 & 3), Visit Oakland, BIDs, BAMBD CDC, Chinatown Coalition, PAAC, local visual arts non-profits	Varies	CIP, Grants, EIFD, Capital Facilities Impact Fee, TOT/Visit Oakland, Rainin (Open Spaces), Akonadi (Beloved Community Fund), California Arts Council, Zoning Incentive Program	C-1.3: Culturally Relevant Branding & Streetscape Design CH-1.1: Public Realm Improvements CH-1.2: Landscaping & Lighting Assessment District CH-1.3: Inclusive Parks & Open Space Design Guidelines LU-1.7: Streetscape & Public Space Improvements Pandemic Recovery
	Near-term / Ongoing	City of Oakland (Planning, Public Works), Specific Plan Implementation Committee	Caltrans (related to under-freeway improvements); BAMBD CDC, BIDs, Chinatown Coalition, CBDs, City of Oakland (Parks, Recreation & Youth Development) other Community Groups	Varies	Grants, EIFD, Capital Facilities Impact Fee increase, New Sources	
	Near-term	City of Oakland (Planning, City Administrator/ Special Permits)	BIDs, BAMBD CDC, BAMBD Merchants Association, City of Oakland (Economic & Workforce Development)	$	Operating funds	CH-1.3: Inclusive Parks & Open Space Design Guidelines CH-1.8: Encouraging Vendors & Artists in Public Spaces LU-1.9: Downtown Planning Code Revisions EQT-7: Other (Belonging) Pandemic Recovery

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: PROMOTE DOWNTOWN AS AN ENTERTAINMENT DESTINATION BY FACILITATING SPECIAL EVENTS AND FESTIVALS PERMITTING AND CONNECTING AVAILABLE AND UNDERUTILIZED VENUES WITH THOSE SEEKING SPACES FOR EVENTS.				
C-2.4*	**Streamline Event Permitting:** Promote downtown as an entertainment destination and streamline event permitting to make it easier to hold community festivals and events.	Planning/ Municipal Code Amendments	See Policy. Potential tools include creating a "one-stop-shop" and central point of contact for permitting and updating the City's entertainment and event regulations, including those in Oakland Municipal Code Chapters 5.12: Cabarets, 9.52: Special Event Permits, and 12.56: Sound Amplification Equipment, as well as Planning Code Chapters 17.58: Central Business District Zones Regulations and Chapter 17.103: Special Regulations for Certain Uses (Section 17.103.030 Alcoholic Beverage Sales Commercial Activity).	
C-2.5	**Connecting Events to Underutilized Venues:** Help connect available and underutilized venues with those seeking spaces for special events.	New program; Additional staff in Cultural Affairs to act as a liaison	See Policy.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (City Administrator)	Cultural Affairs Commission, BAMBD CDC, City Council (Districts 2 & 3)	$	Operating funds	E-2.6: Nightlife Strategy C-1.1: Citywide Cultural Districts Program LU-2.1: Citywide Cultural Districts Program
	Near- term	City of Oakland (Cultural Affairs)	Lake Merritt-Uptown and Downtown CBD, Jack London BID, KONO BID, BAMBD CDC, City Council (Districts 2 & 3)	$-$$	General fund	C-1.14: Staffing to Support Cultural Programs

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

AFFORDABLE ARTS SPACE

OUTCOME C-3: Oakland's artists and creative community can find workspaces, performance spaces, and galleries in downtown that they can access and afford and see their work integrated into the built environment and public domain.

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: INCREASE FUNDING AND SUPPORT FOR ARTS & CULTURE PROGRAMS AND ORGANIZATION.				
C-3.1	**Increased Funding for Arts & Culture:** Increase funding and support for arts & culture programs and organizations, particularly for groups most impacted by racial disparities, by either increasing the hotel tax or reallocating existing hotel tax funds, which would require a ballot initiative.	New Study / Analysis; Determine possible new funding sources	Conduct analysis to determine which funding mechanism is more feasible and/or profitable (increasing the hotel tax, reallocating existing hotel tax funds, or other mechanism).	
		Ballot initiative	If appropriate, pursue a ballot initiative to implement increased funding for arts and culture programs and organizations, particularly for groups most impacted by racial disparities.	
STRATEGY: LEVERAGE UNDERUTILIZED SPACES DOWNTOWN SUCH AS VACANT GROUND FLOOR SHOPFRONTS AND EMPTY PARCELS, AS WELL AS CITY-OWNED PROPERTIES, AS OPPORTUNITIES FOR AFFORDABLE ARTS, CULTURE, AND SOCIAL ENTERPRISE SPACE.				
C-3.2*	**City-Owned Properties for Arts/Culture Uses:** Continue leasing City-owned properties downtown at below-market rents for arts and culture uses utilizing the City's existing process and creating a competitive process for filling spaces as they become available.	Oakland Public Lands Policy; Public Facilities Management	See Policy. Prioritize this action for Pandemic recovery.	
C-3.3	**Master Lease/Nonprofit Ownership Program for Affordable Arts Space:** Develop a master lease or limited equity ownership program where a nonprofit intermediary with expertise in arts tenants, like CAST or EBALDC, could partner with building owners to provide below-market rate ground-floor building spaces to artists and cultural organizations.	Public/private/ philanthropic partnership	See Policy. Prioritize tenants with low incomes that have been or are at risk of being displaced, and that are from or serve cultural districts and communities harmed by racial disparities. The program can focus on locating dedicated cultural, arts, and maker spaces in new developments or long term vacant sites as well as cultural districts.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Cultural Affairs)	Visit Oakland, PolicyLink or similar NGO	$-$$	Operating Funds, Grants	EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Belonging)
	Near-Term	City of Oakland (City Administrator, Cultural Affairs)	Visit Oakland, PolicyLink or similar NGO	Varies	Hotel Tax (TOT), Impact Fees, Future Cultural Facilities Fee	
	Immediate	City of Oakland (Real Estate/ Economic & Workforce Development)	City of Oakland (Cultural Affairs)	$-$$	Operating Funds	C-3.7: Affordable Performance Space Fund EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Belonging) Pandemic Recovery
	Short-Term	City of Oakland (Cultural Affairs, Business Development, Real Estate/ Economic & Workforce Development, Planning)	CAST, CCED, Philanthropic organizations, OakCLT, EBPREC, EBALDC, NCLT, City of Oakland (Race & Equity)	Varies	Operating Funds, Grants, Zoning Incentive Program	E-1.4: Land Trust/Master Lease Program E-2.8: Ground Floor Vacancy Requirements E-2.9: Low-Cost Retail Storefronts EQT-3: Displacement EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Belonging)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
C-3.4	**Centralized List of Arts Organizations Seeking Space:** Centralize and maintain a current list of eligible arts organizations to occupy ground floor space.	Staff Action (with expanded staffing)	Centralize and maintain a current list of eligible arts organizations to occupy ground floor space including research and monitoring; reviewing and integrating additional data from PolicyLink, Urban Displacement Project, Urban Strategies Council	
C-3.5	**Expand the Keeping Space Oakland Program:** Expand existing technical assistance in business skills and marketing, and support the extension of CAST's Keeping Space Oakland program, which provides technical and real estate support for arts organizations facing displacement, particularly for artists of color and from vulnerable communities.	Staff Action (with expanded staffing)	Pursue grants and other funding to expand existing technical assistance in business and real estate skills and marketing, and support the extension of CAST's Keeping Space Oakland program.	
C-3.6	**Temporary Uses:** Encourage the use of privately-owned, vacant, or underutilized buildings as temporary affordable art or social enterprise space, and remove regulatory barriers to allowing temporary uses.	Evaluate and update Building Code requirements	Evaluate and update building code requirements to encourage the use of privately-owned, vacant, or underutilized buildings as temporary art space. Prioritize this action for Pandemic recovery.	
C-3.7	**Affordable Performance Space Fund:** Explore the development of a facilities access fund to subsidize access to space (performance venues, theaters, etc.) for artists seeking affordable exhibition/performance space.	Staff Action (with expanded staffing)	See Policy, Program, or Action.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Cultural Affairs)	Lake Merritt-Uptown and Downtown CBD, Jack London BID, KONO BID, BAMBD CDC, Chinatown Coalition, City Council (Districts 2 & 3)	$	Operating Funds	C-1.14: Staffing to Support Cultural Programs C-3.7: Affordable Performance Space Fund E-1.4: Land Trust/Master Lease Program EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Belonging)
	Medium-Term	City of Oakland (Cultural Affairs, Economic & Workforce Development)	CAST	$-$$	Operating Funds	E-1.3: Applying OERAC Recommendations E-3.9: Business Support Services in Public Facilities EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Belonging)
	Immediate / Ongoing	City of Oakland (Economic & Workforce Development, Planning & Building)	City of Oakland (Cultural Affairs), City Council (Districts 2 & 3), BIDs	$	Operating Funds	E-2.7: Pop-ups & Temporary Uses E-2.8: Ground Floor Vacancy Requirements C-1.10: Zoning for Arts and Culture Uses LU-2.2: Zoning for Arts and Culture Uses EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income Pandemic Recovery
	Immediate / Ongoing	City of Oakland (Cultural Affairs)	City of Oakland (Planning), Visit Oakland, BAMBD CDC	$-$$	Cultural Funding Grant Program, Hotel Tax; Private Foundation Investments, TOT and philanthropic organizations	EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Belonging)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Community Health & Sustainability

HEALTH, PUBLIC SAFETY, PARKS, & COMMUNITY FACILITIES

OUTCOME CH-1: All Oaklanders can lead safe and healthy lives, enjoying streets, public amenities, and parks downtown that provide opportunities to stay active, connect with nature, and build community.

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: FOSTER HEALTHY LIFESTYLES WITH HIGH-QUALITY AND CONNECTED PARKS AND PUBLIC SPACES.				
CH-1.1	**Public Realm Improvements.** Working with the community, prioritize and implement public realm improvements to create a more connected and accessible network of inclusive, high-quality public open spaces downtown. Figure CH-1 identifies potential public space improvements recommended in the *Downtown Oakland Specific Plan* (DOSP). Following Plan adoption, update this map at regular intervals with community input to guide implementation.	Community Engagement & CIP Prioritization Process	Staff community process to prioritize public realm improvements; Seek grant funding opportunities (for actual projects)	
		Update Impact Fee Study; Explore New Funding Sources (leverage partnerships, and apply for grants)	Increase capital revenue and maintenance endowments for improved parks and public spaces.	
		CIP	Implement public realm improvements as illustrated in Figure CH-1.	
CH-1.2	**Landscaping & Lighting Assessment District.** Update Landscaping & Lighting Assessment District (LLAD) fees to fund maintenance of existing and planned parks and public spaces.	Ballot measure	Once a community-driven public realm improvements plan and prioritization is developed, initiate ballot measure to increase LLAD fees to achieve the prioritized goals.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term / Ongoing	City of Oakland (Planning, Parks, Recreation & Youth Development, Public Works), Specific Plan Implementation Committee	Caltrans (related to under-freeway improvements); BAMBD CDC, Chinatown Coalition, BIDs, CBDs, other Community Groups	$	Operating funds, Grants	M-1.5: Connectivity and Access Improvements M-1.7: Connectivity Downtown Neighborhoods & Public Spaces M-3.1: Implementing Complete Streets M-3.11: I-980 Replacement Feasibility Study C-1.3: Culturally Relevant Branding & Streetscape Design C-2.2: Community Gathering Spaces CH-1.2: Landscaping & Lighting Assessment District CH-1.15: Protecting & Enhancing Natural Resources Pandemic Recovery
	Near-Term	City of Oakland (Planning, Public Works, Parks, Recreation & Youth Development)	-	$	Operating Funds, Increase in Capital Improvement Impact Fee, Landscape & Lighting Assessment District (LLAD), Tax Increment Financing, Mello Roos, Grants, Bonds, Endowments	
	Near-Term	City of Oakland (Planning, Parks, Recreation & Youth Development)		$$$$$	CIP, Grants, EIFD, Increase in Capital Improvement Impact Fee, TIF	
	Mid-term	City of Oakland (Public Works, Finance)	City of Oakland (Planning, Parks, Recreation & Youth Development)	$	Operating Funds, LLAD	C-2.2: Community Gathering Spaces CH-1.1: Public Realm Improvements CH-1.15: Protecting & Enhancing Natural Resources

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
CH-1.3	**Inclusive Parks & Open Space Design Guidelines.** Draft and adopt guidelines for new or improved parks and public open spaces; include 'active design' guidelines with policies and design standards that create healthier and more physically accessible public spaces, promote active lifestyles, encourage well-maintained restroom facilities and drinking fountains, allow coexistence of multiple types of users—including children, youth and older adults of all cultures, and allow for more public programming in downtown parks and plazas.	Design Guidelines	Draft and adopt guidelines for new or improved parks and public open spaces.	
CH-1.4	**Universal Design Principles for Public Spaces & Playgrounds.** Create universal design principles for public spaces and playgrounds to make downtown safer and more accessible to people with disabilities of all ages and ensure that adequate funding is allocated towards retrofitting existing parks and public space to meet these new guidelines.	Design Guidelines	Create universal design principles for public spaces and playgrounds.	
		Impact Fee Increases	Study increasing capital improvement impact fees to reflect the need for accessible public spaces and playgrounds to serve new development.	
CH-1.5	**Coordinating Development and Parks/Streetscapes.** Coordinate new downtown development with implementation of improved parks and streetscapes.	Planning Code Amendment; Development Review Process	Use development regulations, impact fees and Zoning Incentive Program to require and incentivize development adjacent to and/or with impacts to parks, plazas and public streetscapes to improve those public spaces.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-term	City of Oakland (Planning, Parks, Recreation & Youth Development, Public Works)	Youth Advisory Commission, Mayor's Commission on Aging, Parks & Recreation Advisory Commission, Oakland Parks and Recreation Foundation	$	Operating Funds	C-2.2: Community Gathering Spaces CH-1.1: Universal Design Principles for Public Spaces & Playgrounds CH-2.7: Green Stormwater Infrastructure Plan LU-1.4: Streetscape & Building Design Standards EQT-7: Other (Accessibility, Inclusion)
	Near-Term	City of Oakland (Planning, Public Works, Parks, Recreation & Youth Development)	Mayor's Commission on People with Disabilities, Parks & Recreation Advisory Commission, Oakland Parks and Recreation Foundation	$$	Operating Funds	CH-1.3: Inclusive Parks & Open Space Design Guidelines EQT-7: Other (Accessibility, Inclusion)
	Immediate	City of Oakland (Planning, Public Works, Parks, Recreation & Youth Development)	-	$	Operating Funds	
	Short-Term / Ongoing	City of Oakland (Planning, Public Works, OakDOT)	City of Oakland (Parks, Recreation & Youth Development)	$	Operating Funds, Increase in Capital Improvement Impact Fee, Landscape & Lighting Assessment District (LLAD), Tax Increment Financing, Mello Roos, Grants, Bonds, Endowments, Zoning Incentive Program	M-3.3: Safety During Construction CH-1.7: Access to Public Spaces LU-1.4: Streetscape & Building Frontage Standards LU-1.5: Development Requirements Near Parks/Open Space LU-1.6: Mitigating Construction Impacts

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
CH-1.6	**Open Space Development Regulations.** Study updates to the City's open space development regulations, considering revisions to result in publicly accessible rather than private space, allowing required open space to be built off-site, updating capital improvement impact fees, and/or implementing a parkland dedication fee. The selected strategy should ensure that fees are available for maintenance.	Zoning Map / Planning Code Amendment	As part of zoning and land development regulation updates, revise open space requirements to result in publicly accessible rather than private space, allowing required open space to be built off-site, updating capital improvement impact fees, and/or implementing a parkland dedication fee. Whichever the mechanism selected, ensure that fees are available for maintenance.	
		Feasibility Study	Study the feasibility and equity impacts of creating a program to provide publicly accessible space in private development; assess feasibility of encouraging access in existing development.	
CH-1.7	**Access to Public Spaces.** Maintain design, frontage type, and land use requirements for new developments adjacent to public parks and open spaces to provide safe access to physically engage with, and activate those spaces.	Planning Code Amendment	Require that new developments adjacent to public parks and open spaces provide safe and inviting access to those spaces through updates to zoning and the city's Standard Conditions of Approval (SCAs), mid-block connections and community gathering spaces.	
CH-1.8	**Encouraging Vendors & Artists in Public Spaces.** Activate public spaces by encouraging vendors to sell and artists to perform in them.	Planning / Municipal Code Amendment; Design Guidelines for public spaces that incorporate vendors' needs	Update regulations to allow vendors to sell in public spaces. Research now defunct Artisan Marketplace Program for lessons learned; best practices.	
CH-1.9	**Edible Parks.** Partner with nonprofits to expand the City's edible parks program into the downtown, with policies to address maintenance and permit indigenous community harvesting/foraging of parks. The program should include garden spaces, community-maintained edible landscapes, and amenities in public spaces.	Review by Parks & Recreation, and the Parks and Recreation Advisory Committee.	Evaluate the potential of creating additional community gardens on City-controlled public land.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (Planning)	-	$	Operating Funds	LU-1.9: Downtown Planning Code Revisions LU-1.3: Development Incentive Program
	Immediate / Ongoing	City of Oakland (Planning, Parks, Recreation & Youth Development)	Private sector	$	Operating Funds, Grants	
	Immediate / Ongoing	City of Oakland (Planning)	City of Oakland (Parks, Recreation & Youth Development)	$	Operating Funds	CH-1.5: Coordinating Development and Park/ Streetscape Improvements CH-1.17: Crime Prevention Through Environmental Design Guidelines LU-1.9: Downtown Planning Code Revisions LU-1.5: Development Requirements Near Parks/Open Space
	Immediate / Ongoing	City of Oakland (Planning; City Administrator: Special Activities)	BIDs, Chambers of Commerce, City of Oakland (Economic & Workforce Development)	$-$$	Operating Funds	C-2.3: Reduced Barriers to Outdoor Vendors LU-1.9: Downtown Planning Code Revisions
	Near-Term	City of Oakland (Planning, Parks, Recreation & Youth Development, Tree Services)	Sogorea Te, Parks Foundation	$	Operating Funds, Grants	C-1.8: Community Ownership & Stewardship EQT-2: Homelessness EQT-7: Other (Food Security)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: INVEST IN COMMUNITY FACILITIES THAT SERVE PEOPLE OF ALL AGES AND ABILITIES.				
CH-1.10	**Investing in Indoor Public Facilities.** Continue to support and invest in downtown's key indoor public facilities including the Downtown Oakland Senior Center, Lincoln Square Recreation Center, Asian Health Services, Asian Branch Library, African American Museum & Library at Oakland (AAMLO), and Oakland Main Library and ensure that they are able to meet growing demand.	CIP	Identify a financing strategy for the renovation and expansion of the Main Library, then allocate capital funds for design and construction.	
		Staff Action	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.	
CH-1.11	**Child/Senior Care Incentives and Subsidies.** Provide incentives and funding for the expansion of childcare, recreation, and senior center capacity and invest in programs to help subsidize the cost of childcare and senior services for vulnerable residents and workers.	Jobs/Housing Impact Fee increase (for new office)	See Policy, Program or Action.	
CH-1.12*	**Youth/Senior-Driven Programming for Public Spaces.** Work with downtown Business Improvements Districts (BIDs), schools, the Oakland Youth Advisory Commission (OYAC), the Downtown Oakland Senior Center, and other youth and senior service providers to support youth and senior-driven programming and facilities for downtown public spaces.	Expanded Programming; CIP	Invest in youth-driven programming and facilities for downtown public spaces, emphasizing libraries. Focus on black youth who youth service providers have expressed feel the least welcome downtown. Consider mini-grants for fellows to work on this (see Oakland Unite for examples of this strategy). Invest in a similar process for adults as well.	
CH-1.13	**Supporting Community-Serving Organizations.** Continue to support local community-serving organizations and nonprofits, strengthening their ability to connect people to medical care and facilitate equitable response and recovery efforts in the face of public health and other emergencies.	Grant Seeking & Contracts; Staff Action	See Policy, Program, or Action.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (Library)	City of Oakland (Public Works)	$$$$	Operating Funds, CIP, Future Cultural Facilities Fee, New Sources	C-1.9: Library Facility Improvements C-1.11: Lake Merritt Station Area Plan & West Oakland Specific Plan Implementation C-1.12: Cultural Facilities Fee CH-2.16: Public Facilities for Resilience & Relief EQT-2: Homelessness Pandemic Recovery
	Immediate / Ongoing	City of Oakland (Real Estate, Cultural Affairs, Economic & Workforce Development, Parks, Recreation and Youth Development, Library, Public Works)	District 2, OACC, CCED, Chinatown Coalition, City of Oakland (Planning: Strategic Planning Implementation Unit)	$$	Operating Funds, Grants	
	Near-Term	City of Oakland (Human Services, Planning & Building)	-	$$$	Jobs/Housing Impact Fee increase, Grants, Operating Funds	LU-1.3: Development Incentive Program EQT-4: Disconnected Youth EQT-5: Unemployment Rate EQT-6: Median Income EQT-7: Other (Belonging) Pandemic Recovery
	Immediate / Ongoing	City of Oakland (Parks, Recreation & Youth Development)	BIDs, Downtown Oakland Senior Center, OYAC, Mayor's Commission on Aging, City of Oakland (Planning)	$$-$$$	Capital Improvement Impact Fee increase; Grants, Operating Funds	C-2.1: Programming Youth Activities EQT-4: Disconnected Youth EQT-7: Other (Belonging) Pandemic Recovery
	Ongoing	City of Oakland (Human Services)	BAMBD CDC, Chinatown Coalition, BIDs/ CBDs, Community Groups	$$	Operating Funds, Grants, Bonds, Endowments	H-2.13: Encampment Management & Services H-2.5: Renter Services & Counseling H-2.16: Library Partnership & Outreach Programs EQT-2: Homelessness Pandemic Recovery

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
CH-1.14	**Food Security Resources & Partnerships.** Coordinate with downtown community-serving organizations, the Oakland Unified School District, Alameda County, and other public agencies to ensure that eligible residents and families have access to federal, state, and local food programs, as well as emergency food assistance during public health and other crises. During such emergencies, support the Alameda County Community Food Bank to expand hours and keep distribution centers operational.	Community Engagement & Partnerships	See Policy, Program, or Action.	
STRATEGY: CONTINUE TO PROTECT THE HEALTH AND ECOLOGY OF DOWNTOWN OAKLAND'S NATURAL RESOURCES, INCLUDING LAKE MERRITT, THE LAKE MERRITT CHANNEL, AND THE ESTUARY WATERFRONT.				
CH-1.15*	**Protecting & Enhancing Natural Resources.** Protect, maintain, and enhance the natural resources that surround downtown, including Lake Merritt and the Channel, estuary waterfront areas, and parks/plazas/open spaces.	CIP; Code Enforcement	Continue actions to protect, maintain and enhance the natural resources that surround downtown, including Lake Merritt and Channel, estuary waterfront areas, and parks/plazas/open spaces.	
		CIP	Complete the remaining Measure DD projects.	
		Update Impact Fee Study	Increase capital revenue and maintenance endowments for improved parks and public spaces by exploring creative funding options and leveraging partnerships.	
CH-1.16	**Lake Merritt Channel Natural Buffer Area.** Require a natural buffer area for new developments on either side of the Lake Merritt Channel. Include landscaping guidelines to help support existing wildlife and filter pollutants from stormwater runoff.	Planning Code Amendment	Through updates to zoning and the City's Standard Conditions of Approval (SCAs), establish a natural buffer for new developments on either side of the Lake Merritt Channel and include new landscaping guidelines.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Short-Term/ Ongoing	City of Oakland (Human Services)	Oakland Unified School District, Alameda County, Other Public Agencies	$	Operating Costs, Grants	EQT-2: Homelessness EQT-7: Other (Food Security) Pandemic Recovery
	Immediate / Ongoing	City of Oakland (Planning, Public Works)	City of Oakland (Parks, Recreation & Youth Development), Oakland Parks and Recreation Foundation	$$	Capital Facilities Impact Fee increase, LLAD increase	CH-1.1: Public Realm Improvements CH-1.16: Lake Merritt Channel Natural Buffer Area Pandemic Recovery
	Medium-Term	City of Oakland (Public Works)	City of Oakland (Parks, Recreation & Youth Development)	$$$	Measure DD Funds, Grants	
	Short-Term	City of Oakland (Planning, Public Works)	Oakland Parks and Recreation Foundation	$	Operating Funds, Capital Improvement Impact Fee Increase, LLAD, Mello-Roos, Grants, Bonds, Endowments, TIF, EIFD	
	Immediate	City of Oakland (Planning)	City of Oakland (Public Works)	$	Operating Funds	CH-1.15: Protecting & Enhancing Natural Resources CH-2.4: Low-Impact Stormwater Detention Requirements CH-2.13: Shoreline Protection Measures CH-2.7: Green Stormwater Infrastructure Plan LU-1.9: Downtown Planning Code Revisions LU-1.5: Development Requirements Near Parks/Open Space LU-1.8: Sustainable & Resilient Growth Regulations

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: EXPLORE IMPLEMENTATION OF COMMUNITY SAFETY INITIATIVES.				
CH-1.17*	**Crime Prevention Through Environmental Design (CPTED) Guidelines.** Update CPTED guidelines to reflect best practices and be inclusive of all different users of public space.	Design Guidelines	See Policy, Program or Action	
CH-1.18*	**Community Safety Initiatives**. Expand implementation of community safety initiatives, including strengthened community safety partnerships, expanded bias training for police and other neighborhood peacekeepers, partnerships with mental health service providers, expanded support for community-based service and workforce development organizations serving at-risk youth and re-entry populations, business and BID partnerships to deter crime, and restorative justice programs and methods.	Varied Mechanisms	See Policy, Program or Action.	
CH-1.19	**Reimagining Public Safety Task Force.** Implement the recommendations of the Reimagining Public Safety Task Force as appropriate downtown to prevent violence, reduce bias in law enforcement, and support long-term relationships between OPD, local businesses, entertainment venues, and other community members.	Varied Mechanisms	Implement recommendations of the Reimagining Public Safety Task Force	
CH-1.20	**Needle Exchange Locations.** Create and manage needle exchange locations where people are connected to important case management and harm reduction services that can provide them with the support they need, especially for those individuals who are experiencing homelessness.	New Program / Staff Action	See Policy, Program or Action.	
CH-1.21	**Sex Trafficking Education.** Continue to create and enhance programs that educate the community about sex trafficking, particularly identifying and supporting victims.	Staff Action	See Policy, Program or Action.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Planning)	City of Oakland (Police, Race & Equity)	$	Operating Funds	CH-1.3: Inclusive Parks & Open Space Guidelines CH-1.7: Access to Public Spaces
	Immediate / Ongoing	City of Oakland (City Administrator: Special Activities, Police, Race & Equity, Violence Prevention)	MISSEY, City of Oakland (Neighborhood Services, Violence Prevention, Economic & Workforce Development), BIDs	Varies	Operating Funds, Grants, General Fund	EQT-4: Disconnected Youth EQT-5: Unemployment Rate
	Long-Term	City of Oakland (Police, Race & Equity, Violence Prevention)	City of Oakland (Neighborhood Services)	Varies	Operating Funds	-
	Immediate	City of Oakland (Human Services)	-	$	Operating Funds	EQT-2: Homelessness
	Immediate / Ongoing	City of Oakland (Planning, Police, Race & Equity, Violence Prevention)	MISSEY, Regina's Door, Bay Area Women Against Rape (BAWAR)	$	Operating Funds	-

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

SUSTAINABILITY AND RESILIENCE

OUTCOME CH-2: Environmental stewardship and climate change resilience informs operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: COORDINATE LAND-USE REGULATIONS AND TRANSPORTATION POLICIES FOR REDUCTIONS IN VEHICLE MILES TRAVELED (VMT) AND GREENHOUSE GAS (GHG) EMISSIONS.				
CH-2.1*	**VMT and GHG Emission Reductions.** Identify and provide the necessary infrastructure improvements to support clean modes of transportation, including walking and biking, to reduce vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.	CIP; Public/Private Partnerships	Plan and design for emerging mobility technologies: include micro-mobility devices; digitize curb space; install electric charging stations; use pilot programs to experiment with new technology.	
		CIP	Implement the City's adopted Complete Streets Policies and focus on reconfiguring road space on public streets with excess capacity to other modes or uses.	
		CIP	Design and construct a core bicycle network throughout Downtown. Link core bike network to the short-term network of the Bike Plan.	
		CIP	Design and construct long-term connectivity, access, and safety improvement, as well as vision bicycle network connections.	
		CIP	Redesign Broadway to better serve transit and pedestrians.	
		Inter-Departmental Coordination & Support	Provide support for the Let's Bike Oakland library partnership with OakDOT which will provide bike mechanics, fix-it stations and bike repair and maintenance tools for free at library locations.	
		Design Guidelines	Provide guidelines for temporary installations that reallocate public right-of-way to support walking, biking, and transit empowering the community to take initiative and instigate change.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (OakDOT)	-	$$	CIP, Operating Funds, Grants, Private Investment	M-1.1: Connectivity Pedestrian Safety Measures M-1.4: Emerging Mobility M-1.5: Connectivity & Access Improvements M-1.10: Low-Stress Bicycle Network M-1.12: Expanded Bicycle Parking M-3.1: Implementing Complete Streets M-3.7: Parking Maximums with Electric Vehicle Charging Requirements CH-2.2: Encouraging Electric Vehicle Use CH-2.3: Meeting ECAP Emissions Targets EQT-7: Other (Asthma/Air Quality) Pandemic Recovery
	Immediate / Ongoing	City of Oakland (OakDOT)	-	$$$$$	CIP, Grants, EIFD, Transportation Impact Fee increase for Downtown, New Sources	
	Near-Term	City of Oakland (OakDOT)	-	$$$$$	CIP, Grants, EIFD, Transportation Impact Fee increase for Downtown, New Sources	
	Long-Term	City of Oakland (OakDOT)	City of Oakland (Planning)	$$$$$	CIP, Grants, EIFD, Transportation Impact Fee increase for Downtown, New Sources	
	Medium-Term	City of Oakland (OakDOT)	City of Oakland (Planning)	$$$$$	CIP, Grants, EIFD	
	Short-Term/ Ongoing	City of Oakland (OakDOT, Library)	-	$	General Fund, Grants, Operating Funds	
	Immediate	City of Oakland (OakDOT)	Community Groups, Local Businesses, City of Oakland (Planning)	$	Operating Funds, Grants	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
CH-2.2	**Encouraging Electric Vehicle Use.** Provide incentives for developers and employers, in partnership with new mobility and fleet service providers, to accelerate the electrification of private vehicles and low-capacity taxi/TNC vehicles, with the goal being to improve air quality by significantly reducing tailpipe emissions from transportation.	Public/Private Partnerships; Planning Code Amendments / Zoning Incentive Program	See Policy, Program or Action.	
CH-2.3*	**Meeting ECAP Emissions Targets.** Coordinate land-use regulations and transportation policies for reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions that meet citywide targets established in the resolutions by Council and the City's 2030 Equitable Climate Action Plan (ECAP).	Ongoing implementation and updating of the Green Building Ordinance	Coordinate land-use regulations and transportation policies to support clean modes of transportation and reductions in VMT and GHG emissions that meet citywide targets. Policies include • Increasing density around transit stations; • Building form standards that require street-oriented frontage that help support walking and biking; • Ongoing implementation and updating of the Green Building Ordinance; • Implementation of the city's Complete Streets Ordinance; • Investment in transit infrastructure and capacity; and • Design and construction of a safe and connected bicycle network	
		Planning Code Amendments	Establish parking maximums, include requirements for electric vehicle charging and consider a means by which developers can build parking up to 1.25 in exchange for providing community benefits.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (Planning, OakDOT)	City of Oakland (Public Works/ Environmental Services, Economic & Workforce Development)	$	Operating Funds, Grants, Private Investment	M-1.4: Emerging Mobility M-3.7: Parking Maximums with Electric Vehicle Charging Requirements CH-2.1: VMT and GHG Emission Reductions CH-2.3: Meeting ECAP Emissions Targets EQT-7: Other (Asthma/Air Quality)
	Near-Term	City of Oakland (Planning, OakDOT)	-	Varies	Operating Funds, CIP, Grants, EIFD, Transportation Impact Fee increase for Downtown, New Sources	E-2.1: Priority Employment Sites E-2.2: Transit Oriented Development M-2.11: Transportation Demand Plan M-3.1: Implementing Complete Streets M-3.7: Parking Maximums with Electric Vehicle Charging Requirements CH-2.1: VMT and GHG Emission Reductions CH-2.2: Encouraging Electric Vehicle Use LU-1.9: Downtown Zoning Revisions LU-1.1: Designating Employment Priority Sites LU-1.8: Sustainable & Resilient Growth Regulations EQT-7: Other (Asthma/Air Quality)
	Immediate / Ongoing	City of Oakland (Planning, OakDOT)	-	$	Operating Funds	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: ENSURE THAT NEW DEVELOPMENTS AND CITY-OWNED BUILDINGS MEET THE MOST UP TO DATE GREEN BUILDING STANDARDS AND CONTRIBUTE TO CITYWIDE AND REGIONAL SUSTAINABILITY GOALS.				
CH-2.4	**Low-Impact Stormwater Detention.** Require new developments to install and maintain low-impact stormwater detention systems on private property to limit the amount of runoff into drains or surface water bodies including Lake Merritt, the Lake Merritt Channel, and the Oakland Estuary.	Building / Planning Code Amendments; Standard Conditions of Approval	See Policy, Program or Action.	
CH-2.5	**Reflective Rooftops & Paving.** Require high-albedo (reflective) surfaces on rooftops and paving where appropriate, allowing green roofs where appropriate, to reduce the urban heat island effect in downtown.	Building / Planning Code Amendments; Standard Conditions of Approval	See Policy, Program or Action.	
CH-2.6	**Building Electrification**. Require new and newly renovated buildings to be natural gas-free and support the transition of existing buildings to natural gas alternatives in order to reduce safety and air quality/ health risks.	Building / Planning Code Amendments; Standard Conditions of Approval	See Policy, Program or Action.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Planning, Building, Public Works)	-	$	Operating Funds	CH-1.15: Protecting & Enhancing Natural Resources CH-2.7: Green Stormwater Infrastructure Plan CH-1.16: Lake Merritt Channel Natural Buffer Area LU-1.9: Downtown Planning Code Revisions LU-1.5: Development Requirements Near Parks/Open Space LU-1.8: Sustainable & Resilient Growth Regulations
	Near-Term	City of Oakland (Planning & Building)	-	$	Operating Funds	LU-1.9: Downtown Planning Code Revisions LU-1.8: Sustainable & Resilient Growth Regulations
	Immediate/ Ongoing	City of Oakland (Planning, Building, Public Works)	-	-	Operating Funds	H-1.14: Habitability Standards LU-1.9: Downtown Planning Code Revisions LU-1.8: Sustainable & Resilient Growth Regulations EQT-7: Other (Asthma/Air Quality)

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: PLAN FOR AND INVEST IN LOW-IMPACT AND SUSTAINABLE INFRASTRUCTURE DOWNTOWN.				
CH-2.7*	**Green Stormwater Infrastructure Plan.** Implement the City's Green Stormwater Infrastructure (GSI) Plan, considering the following adaptations of these plans for the Downtown Plan area: • Updated plant/tree palette that supports the design goals of different character areas downtown and maximizes the potential for carbon sequestration (longer lived and larger trees will sequester more carbon—refer to the recommendations of the Oakland 50-Year Urban Forest Master Plan); • Establishment of innovative low-impact design (LID) solutions for high density or transit oriented development on highly constrained downtown sites with the option to participate in a future in-lieu compliance program for projects that can't meet LID requirements; • Identification of areas downtown that are well suited for green stormwater infrastructure, including green buffer zones, which are most impactful at acute pollution sites and second-most impactful where vulnerable populations live and/or gather; and • Consideration of 100-year sea level rise projections and risk mitigation when choosing between grey vs. green infrastructure and determining the extent and type of solutions to implement downtown.	Prepare Green Infrastructure Plan; Staff Public Process; City Review of Streets, Sidewalks, and Open Space Plans	Develop and implement a Green Infrastructure Plan for downtown with standards and guidelines for the integration of low-impact design elements for all public realm and capital improvement projects downtown; For all greening on streets and public open spaces, encourage the use of climate appropriate, habitat supportive, pollution filtering, and non-invasive plants, as well as integrated pest management that meets City standards.	
		CIP Prioritization Process	Prioritize the design and implementation of green streets	
CH-2.8*	**Implementing Green Streets.** Prioritize the design and implementation of green streets that incorporate trees, landscaping and permeable surfaces to sequester carbon, reduce noise pollution, buffer pedestrians from cars, and manage stormwater, water and air quality. Incorporate also the recommendations of the Oakland 50-Year Urban Forest Master Plan (expected completion 2022).	Updated Infrastructure Design/ Implementation Practices	Include green infrastructure practices described in the City's Green Streets Guide in new projects within the right-of-way and prioritize tree-planting.	
		CIP Prioritization Process; Implementation of Oakland 50-Year Urban Forest Master Plan	Prioritize the design and implementation of green streets that incorporate trees, landscaping and permeable surfaces to sequester carbon, reduce noise pollution, buffer pedestrians from cars, and manage stormwater, water and air quality. Also incorporate the recommendations of the Oakland 50-Year Urban Forest Master Plan (expected completion 2022).	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Public Works, Planning, OakDOT)	Oakland Climate Action Coalition, Urban ReLeaf	$$	Operating Funds	M-3.2: Implementing Green Infrastructure CH-1.3: Inclusive Parks & Open Space Design Guidelines CH-2.4: Low-Impact Stormwater Detention Requirements CH-2.8: Implementing Green Streets CH-2.9: Green Buffers Along Highway Edges CH-1.16: Lake Merritt Channel Natural Buffer Area LU-1.8: Sustainable & Resilient Growth Regulations
	Near-Term / Ongoing	City of Oakland (Public Works)	City of Oakland (Planning, OakDOT)	$$$$$	Operating Funds, CIP, Grants, EIFD	
	Immediate / Ongoing	City of Oakland (Public Works, Planning, OakDOT)	Urban ReLeaf	$	Operating Funds, CIP, Grants	M-3.2: Implementing Green Infrastructure CH-2.7: Green Stormwater Infrastructure Plan LU-1.4: Streetscape & Building Frontage Standards LU-1.8: Sustainable & Resilient Growth Regulations EQT-7: Other (Asthma/Air Quality)
	-	City of Oakland (Planning, OakDOT, Tree Services)	Public Works	$$$$$	Operating Funds, CIP, Grants, EIFD	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
CH-2.9*	**Green Buffers Along Highway Edges.** Add green buffers along highway edges and along sensitive gathering places, such as schools, to filter air pollutants.	Streetscape Projects	See Policy, Program or Action.	
STRATEGY: MAINTAIN UP-TO-DATE SEA LEVEL RISE MAPS TO INFORM FUTURE DEVELOPMENT.				
CH-2.10	**Sea Level Rise Mapping.** Make available to potential developers up-to-date mapping of predicted sea level rise (SLR) inundation areas in the Downtown Plan Area based on best available science, a continued high-emissions scenario, and appropriate risk tolerance level.	Watershed Modeling	See Policy, Program or Action.	
CH-2.11	**Sea Level Rise Vulnerability Assessment.** Require applicants proposing to develop in a future inundation area (as depicted on Figure CH-4) to conduct a SLR vulnerability assessment for the project, prepare project designs accordingly, and submit the assessment and conceptual design to the City for review and approval.	Planning Code Amendments, Standard Conditions of Approval	Require applicants in a future inundation area to assess Sea Level Rise vulnerabilities; include shoreline protection measures and adaptation strategies as part of future development projects.	
STRATEGY: SUPPORT THE IMPLEMENTATION OF THE SEA LEVEL RISE ROADMAP, WHICH IDENTIFIED KEY ACTIONS NEEDED TO PREPARE FOR IMPACTS OF CLIMATE CHANGE.				
CH-2.12	**Equitable Climate Action Plan & Sea Level Rise Roadmap.** Support the implementation of the Equitable Climate Action Plan (ECAP), including the creation of a Climate Vulnerability Assessment and Comprehensive Adaptation Plan for the downtown area, building on the Sea Level Rise Roadmap and 2021 update of the Local Hazard Mitigation Plan, to identify key actions needed to mitigate and prepare for climate change, particularly for vulnerable neighborhoods.	New Studies / Plans	Conduct a Climate Vulnerability Assessment; Develop a Comprehensive Adaptation Plan.	
STRATEGY: WORK WITH LOCAL AND REGIONAL AGENCIES TO PROACTIVELY ADAPT VULNERABLE INFRASTRUCTURE AND IDENTIFY LONG-TERM SHORELINE PROTECTION STRATEGIES.				
CH-2.13	**Shoreline Protection Measures.** Develop recommendations and regulations for a suite of shoreline protection measures, protective setbacks, and other adaptation strategies, to be incorporated into future development projects.	Planning Code, Conditions of Approval	Develop area and project-specific shoreline protection measures in coordination with the ECAP, Sea Level Rise Roadmap, Climate Vulnerability Assessment and Comprehensive Adaptation Plan; Integrate into the Planning Code & Standard Conditions of Approval.	

* Policies supported by youth during engagement process

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Planning, OakDOT Tree Services, Caltrans	-	$$$$	CIP, Capital Facilities Impact Fee increase, Grants, EIFD	CH-2.7: Green Stormwater Infrastructure Plan EQT-7: Other (Asthma/Air Quality)
	Immediate / Ongoing	City of Oakland (Planning, Environmental Services / Public Works)	BCDC	$	Operating Funds, Grants	CH-2.12: ECAP & Sea Level Rise Roadmap LU-1.8: Sustainable & Resilient Growth Regulations
	Near-Term / Longer Term	City of Oakland (Planning, Building, Environmental Services / Public Works)	-	$	Operating Funds	CH-2.13: Shoreline Protection Measures LU-1.9: Downtown Planning Code Revisions LU-1.8: Sustainable & Resilient Growth Regulations
	Immediate / Ongoing	City of Oakland (Planning, Public Works, City Administrator)	BCDC, Oakland Climate Action Network	$$	Operating Funds, Grants	CH-2.10: Sea Level Rise Mapping CH-2.14: Evaluating Bay/ Watershed Flooding Potential CH-2.15: Sea Level Rise Regional Strategy
	Near-Term / Longer Term	City of Oakland (Planning, Building, Public Works)	BCDC, adjacent jurisdictions, ABAG/MTC	$	Operating Funds	CH-2.11: Sea Level Rise Vulnerability Assessment CH-1.16: Lake Merritt Channel Natural Buffer Area

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
CH-2.14	**Evaluating Bay/Watershed Flooding Potential.** Re-evaluate both Bay flooding and watershed flooding potential at key milestones in the specific plan's 20-year implementation horizon, to manage for changing sea level rise projections.	Watershed Modeling; Specific Plan Implementation	See Policy, Program or Action. Include community-generated data in this process where appropriate.	
CH-2.15	**Sea Level Rise Regional Strategy.** Prepare a sea level rise (SLR) strategy for the Plan Area as part of a regional strategy to address rising water levels in the San Francisco Bay, and coordinate with the City's broader climate adaptation efforts.	Regional and local planning process	See Policy, Program or Action.	
STRATEGY: UPGRADE COMMUNITY CENTERS TO PROVIDE CARE AND/OR SHELTER FOR VULNERABLE RESIDENTS DURING CLIMATE, PUBLIC HEALTH, AND OTHER EMERGENCIES.				
CH-2.16	**Public Facilities for Resilience & Relief.** Prioritize capital improvements and maintenance of public facilities such as libraries, senior centers, cultural centers, parks, and recreational centers to ensure that they can function as essential service facilities, respite centers, and local assistance centers, providing emergency social and medical services in times of distress (cooling and clean air stations, food and vaccine distribution, testing centers, evacuation/disaster shelters, etc.) and acting as neighborhood hubs that empower communities to build resilience.	Update Impact Fee Study; CIP	Upgrade community centers as shelters for climate, public health, and other emergencies.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term / Ongoing	City of Oakland (Planning, Public Works, Emergency Services)	BCDC	$	Operating Funds, Grants	CH-2.12: ECAP & SLR Roadmap Implementation
	Near-Term	City of Oakland (Planning, Public Works, City Administrator's Office, Resilience Office)	Regional SLR Adaptation Groups	$	Operating Funds	CH-2.12: ECAP & Sea Level Rise Roadmap
	Near-Term	City of Oakland (Public Works, Emergency Services)	City of Oakland (Library, Parks, Recreation & Youth Development)	$$$-$$$$	Capital Improvement Impact Fee increase; Future Cultural Facilities Fee, Operating Funds	H-2.16: Library Partnerships & Outreach Programs CH-1.10: Investing in Indoor Public Facilities EQT-7: Other (Resilience) Pandemic Recovery

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Land Use & Urban Design

BUILT ENVIRONMENT

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

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: DESIGNATE EMPLOYMENT PRIORITY SITES.				
LU-1.1	**Designating Employment Priority Sites.** Designate 'Employment Priority Sites' in key areas of downtown such as City Center and the Lake Merritt Office District, requiring a certain amount of gross floor area to be dedicated to commercial office space.	Zoning Map Amendment; Planning Code Amendment	As part of zoning updates, designate 'Employment Priority Sites' in key areas of downtown such as City Center and the Lake Merritt Office District, which require a certain amount of gross floor area to be dedicated to commercial office spaces.	
STRATEGY: PRESERVE AND ENHANCE DESIGNATED INDUSTRIAL AREAS AND ENCOURAGE MORE PRODUCTION, DISTRIBUTION, AND REPAIR (PDR) USES.				
LU-1.2	**Preservation of Industrial Land Uses.** Revise zoning and amend the General Plan to preserve and enhance industrial areas downtown. Include policies and regulations to protect existing and encourage more production, distribution, and repair (PDR) uses.	Planning Code Amendment; Zoning Map amendment	Review and modify zoning to prioritize retention of light industrial space in specified areas, allow custom manufacturing uses in ground-floor commercial spaces, and permit temporary pop-up uses.	
		General Plan Amendment	Amend the General Plan to expand Jack London industrial uses west to Jefferson Street.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (Planning)	City of Oakland (Economic & Workforce Development)	$	Operating Funds	E-2.1: Priority Employment Sites LU-1.9: Downtown Planning Code Revisions
	Immediate	City of Oakland (Planning)	-	$	Operating Funds	E-2.4: Ground Floor Artisan Production Spaces E-2.5: Maintaining Arts & Production Space E-2.12: Howard Terminal Impacts E-2.11: Maintaining Industrial/ Port-Related Uses C-1.10: Zoning for Arts & Culture Uses LU-1.9: Downtown Planning Code Revisions LU-2.2: Zoning for Arts & Culture Uses EQT-3: Displacement EQT-5: Unemployment Rate EQT-6: Median Income
	Immediate	City of Oakland (Planning)	-	$	Operating Funds	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: UNLOCK BONUS DEVELOPMENT POTENTIAL IN EXCHANGE FOR NEEDED COMMUNITY BENEFITS.				
LU-1.3	**Development Incentive Program.** Create and adopt a voluntary development incentive program for downtown that works seamlessly with updated zoning regulations and addresses the community's most pressing needs while streamlining approvals for participating projects.	Zoning Map amendment; Planning Code amendment	Review and revise zoning regulations, implementing the recommendations of the currently underway study of zoning incentives/value capture in downtown, ensuring community benefits are captured in return for increased development potential.	
STRATEGY: ENSURE THAT BUILDING AND STREET DESIGN SUPPORT PEDESTRIAN ACTIVITY AND ENHANCES PUBLIC SPACES.				
LU-1.4	**Streetscape & Building Frontage Standards.** Draft and adopt streetscape and building frontage design standards to support the desired physical character for specific downtown neighborhoods and districts and to activate key pedestrian corridors. Streets and public rights-of-way can be used for play and active recreation, safe and comfortable travel, community gathering, economic activity, art, cultural activities, and urban greening. Use the City's existing Small Project Design Guidelines and Design Guidelines for Corridors and Commercial Areas as a starting point.	Inter-departmental collaboration and consultant contract to develop design standards; Planning Code Amendment	See policy language.	
LU-1.5	**Development Requirements Near Parks/Open Space.** Adopt regulations and processes for new downtown development projects near current and future parks and public spaces to both enhance and improve access to those community amenities.	Planning Code Amendment	Require that new developments adjacent to public parks and open spaces provide safe and inviting access to those spaces through updates to zoning and the city's Standard Conditions of Approval (SCAs).	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (Planning)	City of Oakland (Cultural Affairs, OakDOT, Economic & Workforce Development, Housing & Community Development), Community Stakeholders	$	Operating Funds	E-1.1: Development Contributions E-2.3: Requirements/Incentives for Affordable Arts, Culture & Commercial Space E-3.2: Local Hire Incentives C-1.5: Incentives for Affordable Arts, Culture & Commercial Space CH-1.11: Child/Senior Care Incentives and Subsidies EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income
	Near-Term	City of Oakland (Planning, OakDOT)	-	$$	Operating Funds	M-3.2: Implementing Green Infrastructure C-1.3: Culturally-Relevant Branding & Streetscape Design CH-1.3: Inclusive Parks & Open Space Design Guidelines CH-1.17: Crime Prevention Through Environmental Design Guidelines CH-2.8: Implementing Green Streets LU-1.9: Downtown Planning Code Revisions
	Immediate	City of Oakland (Planning)	-	$	Operating Funds	CH-1.5: Coordinating Development with Park/ Streetscape Improvements CH-1.7: Access to Public Spaces CH-2.4: Low-Impact Stormwater Detention Requirements CH-1.16: Lake Merritt Channel Natural Buffer Area

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
LU-1.6	**Mitigating Construction Impacts.** Coordinate new downtown development to ensure that construction downtown does not interfere with the accessibility of streets and public spaces and is coordinated to the extent feasible to minimize negative impacts to small businesses.	Construction Mitigation Plans; Accela; Code Enforcement	Adopt stronger regulations and enforcement procedures that ensure safe access for all mobility modes during construction projects.	
STRATEGY: IMPLEMENT STREETSCAPE, PUBLIC SPACE, AND CONNECTIVITY IMPROVEMENTS.				
LU-1.7	**Streetscape & Public Space Improvements.** Implement streetscape and public space improvements, including the design and construction of new shared streets, paseos, plazas, and parks, as well as the construction of new and improved bicycle and pedestrian facilities, landscaping, and wayfinding along the West Oakland Walk and Green Loop connections shown in Figure LU-16.	CIP; Zoning Incentive Program; Complete Streets Projects	As public and private development and infrastructure projects occur along the West Oakland Walk and Green Loop, use available tools to leverage these projects to advance those visions. Seek funding for additional planning and implementation.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (Planning & Building, OakDOT)	BIDs, Chambers of Commerce, BAMBD Merchants Association	$	Operating Funds	E-2.10: Accessibility Through Universal Design M-3.3: Safety During Construction EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income EQT-7: Other (Accessibility)
	Long-Term/ Ongoing	City of Oakland (OakDOT, Planning, Public Works)	West Oakland Walk, Oakland Parks & Recreation Foundation, City of Oakland (Cultural Affairs)	$$$$$	CIP, Grants, EIFD, Capital Improvement Impact Fee increase for Downtown, Transportation Impact Fee Increase, New Sources	M-1.5: Connectivity & Access Improvements M-1.7: Connecting Downtown Neighborhoods & Public Spaces M-1.10: Low-Stress Bicycle Network M-3.1: Implementing Complete Streets M-3.11: I-980 Replacement Feasibility Study C-1.3: Culturally-Relevant Branding & Streetscape Design C-2.2: Community Gathering Spaces CH-1.1: Public Realm Improvements CH-2.8: Implementing Green Streets

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

	Policy, Program, or Action	Implementation Mechanism	Implementation Action Step	
STRATEGY: ENSURE THAT NEW DEVELOPMENT AND INFRASTRUCTURE CONTRIBUTE TO CITYWIDE SUSTAINABILITY AND RESILIENCE GOALS.				
LU-1.8	**Sustainable & Resilient Growth Regulations.** Establish and enforce new policies, regulations, and building construction standards that ensure new development and infrastructure help Oakland achieve its sustainability goals and respond adequately to climate uncertainties such as sea level rise, drought, and fire.	Planning & Building Codes; Public Works Standards	See implementing actions and mechanisms for related policies listed on the right.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate/ Ongoing	City of Oakland (Planning, OakDOT)	City of Oakland (Environmental Services)	$$	Operating Funds	E-2.2: Transit Oriented Development M-1.4: Emerging Mobility M-2.11: Transportation Demand Management Plan M-3.1: Implementing Complete Streets M-3.7: Parking Maximums with Electric Vehicle Charging Requirements M-3.2: Implementing Green Infrastructure CH-2.4: Low-Impact Stormwater Detention Requirements CH-2.5: Reflective Rooftops and Paving CH-2.6: Building Electrification CH-2.7: Green Stormwater Infrastructure Plan CH-2.3: Meeting ECAP Emissions Targets CH-2.10: Sea Level Rise Mapping CH-2.11: Sea Level Rise Vulnerability Assessment CH-2.13: Shoreline Protection Measures CH-1.16: Lake Merritt Channel Natural Buffer Area

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: ESTABLISH A CLEAR DEVELOPMENT HIERARCHY THAT SUPPORTS A VARIETY OF BUILDING TYPES & FORMS TO MEET COMMUNITY NEEDS.				
LU-1.9	**Downtown Planning Code Revisions.** Revise zoning regulations and maps within the Downtown Plan area to reflect community goals and feasible development potential. This new zoning framework should address the need for a clear development hierarchy, improved public space standards, expanded frontage requirements and principles, building-form criteria, rational lot requirements, and a streamlined development process to ensure flexibility and predictability for developers and the community and to maximize the amount of positive development downtown.	Zoning Map / Planning Code Amendment	Revise zoning regulations within the Downtown Plan area to reflect community goals and feasible development potential. For more detail see implementing actions and mechanisms for related policies listed on the right.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (Planning)	City of Oakland (Economic & Workforce Development, Cultural Affairs)	$$	Operating Funds	E-2.1: Priority Employment Sites E-2.2: Transit Oriented Development E-2.4 Ground Floor Artisan Production Spaces E-2.5: Maintaining Arts & Production Space E-2.7: Pop-Up & Temporary Uses E-2.11: Maintaining Industrial/ Port-Related Uses E-1.2: Encourage Development of Downtown Hotels H-1.2: High Intensity, Mixed-Use Neighborhoods H-1.13: Expedited Approvals for Affordable Housing H-2.18: Protecting Live/Work in Cultural Districts H-1.16: Family Friendly Design M-3.7: Parking Maximums with Electric Vehicle Charging Requirements C-1.10 / LU-2.2: Zoning for Arts & Culture Uses C-2.3: Reduced Barriers for Outdoor Vendors CH-1.6: Open Space Development Regulations CH-1.7: Access to Public Spaces CH-2.4: Low-Impact Stormwater Detention Requirements CH-2.6: Building Electrification CH-2.5: Reflective Rooftops and Paving CH-1.16: Lake Merritt Channel Natural Buffer Area LU-1.10: Infill & Large Scale Redevelopment LU-1.1: Designating Employment Priority Sites LU-1.4: Streetscape & Building Frontage Standards LU-1.5: Development Requirements Near Parks/Open Spaces LU-1.2: Preservation of Industrial Land Uses

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

CULTURAL PRESERVATION

OUTCOME LU-2: Oakland's important cultural enclaves, civic institutions, landmarks, and public open spaces are preserved.

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
LU-1.10	**Infill & Large-Scale Redevelopment.** Encourage incremental development to fill in gaps in the existing urban fabric, while also identifying opportunities for larger and more transformative developments.	Inventory;	Conduct a comprehensive inventory of downtown's vacant, empty, or underutilized parcels (as preliminarily identified in Figure L-3). This analysis can consolidate parcel data including ownership, tax assessment, potential contamination and remediation costs, and any legal matters.	
		Planning Code Amendment;	Reduce any unnecessary barriers for infill development and redevelopment in the existing Planning Code.	
STRATEGY: SUPPORT CULTURAL & ENTERTAINMENT AREAS AND EXPAND ARTS, CULTURE, AND MAKER USERS THROUGHOUT DOWNTOWN.				
LU-2.1	**Citywide Cultural Districts Program.** Establish a Citywide Cultural Districts Program and support cultural and entertainment districts using specific zoning tools to both incentivize and require specific uses identified by the community as priorities in those areas.	New staff and Program	Identify new funding and staff to work interdependently and with Community Groups to establish a Citywide Cultural Districts Program.	
		Planning Code Amendment; Zoning Map Amendment;	Update zoning regulations to require, incentivize, and/or prohibit specific uses identified by the community as priorities or concerns in Cultural Districts and other key arts and culture areas.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Near-Term	City of Oakland (Planning)	-	$	Operating Funds	E-2.2: Transit Oriented Development H-1.2: High Intensity, Mixed-Use Neighborhoods LU-1.9: Downtown Planning Code Revisions
	Immediate	City of Oakland (Planning)	-	$	Operating Funds	
	Near-Term	City of Oakland (Planning, Cultural Affairs, Economic & Workforce Development)	BAMBD CDC, CCED, Chinatown Coalition, Art+Garage, BIDs, BAMBD Merchants Association, City of Oakland (Race & Equity)	$$	Operating Funds, New Sources	E-2.6: Nightlife Strategy E-1.5: Establishing Arts & Cultural Districts H-2.17: Encouraging Affordable Live/Work in Cultural Districts H-2.18: Protecting Live/Work in Cultural Districts C-1.1: Citywide Cultural Districts Program C-1.2: Supporting the BAMBD LU-1.9: Downtown Planning Code Revisions EQT-3: Displacement EQT-7: Other (Belonging)
	Immediate/ Ongoing	City of Oakland (Planning, Cultural Affairs, Economic & Workforce Development)	BAMBD CDC, CCED, Chinatown Coalition, Art+Garage, BIDs, BAMBD Merchants Association, City of Oakland (Race & Equity)	$	Operating Funds, New Sources	

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
LU-2.2	**Zoning for Arts and Culture Uses.** Implement zoning and land use regulations to preserve and enhance existing and encourage new space for arts, culture, assembly, and custom production/maker uses throughout downtown, including: • Creating Cultural District overlays with specific zoning requirements that encompass smaller areas within established "Cultural Districts," beginning with the adopted BAMBD; • Establishing a new arts & culture land use category in the Planning Code, and expanding/updating categories for artisan, custom production, and other arts-related and culturally significant uses; • Implementing incentives such as Floor Area Ratio (FAR)/ height bonuses in exchange for providing new arts and culture spaces • Implementing streamlined permitting for the adaptive reuse and preservation of early 20th century production buildings in the Jack London & KONO areas; • In designated areas, requiring new developments of a certain size to dedicate a minimum gross floor area or percentage of ground floor space to arts & culture uses; • Requiring developments that directly displace existing arts, culture, and maker uses of a certain size to provide replacement space on site, or provide an in-lieu contribution for relocation assistance; • Allowing rooftop open spaces; • Requiring noise disclosures in new residential buildings located near entertainment, industrial, maker, artist, and cultural activities; • Establishing a temporary use classification that could apply to temporary art installations, as well as pop-up art & assembly uses for a pre-determined period of time; • Working with the Building Bureau to identify the "occupancy status" of vacant buildings to determine those that could accommodate artistic, retail, or nonprofit uses; • Evaluating and changing City requirements to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses; • Considering ways to streamline permitting, reduce approval process time, and reduce permit fees for temporary and/or affordable arts space; and • Evaluating State Assembly Bill 2719, 'Mobile retail operations and pop-up operations: model local ordinance or resolution'.	Planning Code/ Zoning Map Amendments; Grant Seeking; Data Collection/ Community & Stakeholder Survey	Implement the zoning and land use regulations outlined in the policy.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate	City of Oakland (Planning, Economics & Workforce Development, Cultural Affairs)	BAMBD CDC, CCED, Chinatown Coalition, Art+Garage, CBDs, BIDs, BAMBD Merchants Association, City of Oakland (Race & Equity)	$$	Operating Funds, Grants, Philanthropic Institutions, State/ Federal Funding	E-2.4: Ground Floor Artisan Production Spaces E-2.5: Maintaining Arts & Production Space E-2.7: Pop-Up & Temporary Uses H-2.18: Protecting Live/Work in Cultural Districts C-1.5: Incentives for Affordable Arts, Culture & Commercial Space C-1.8: Community Ownership & Stewardship C-1.10: Zoning for Arts & Culture Uses C-3.6: Temporary Uses LU-1.9: Downtown Planning Code Revisions EQT-3: Displacement EQT-5: Unemployment EQT-6: Median Income

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
STRATEGY: PURSUE ADAPTIVE REUSE.				
LU-2.3	**Adaptive Reuse Ordinance.** Draft and adopt an adaptive reuse provisions in the Planning Code that facilitate the reuse of older and underutilized buildings by relaxing typical building and zoning requirements and by providing flexibility in the approval and permitting process when buildings are converted to new uses. Encourage the use of the California Historical Building Code (CHBC).	Planning Code Amendment	Draft and adopt adaptive reuse provisions as part of a package of Planning Code amendments.	
STRATEGY: DEVELOP AN UPDATED TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM.				
LU-2.4	**Transfer of Development Rights.** Develop an updated Transfer of Development Rights (TDR) program that will incentivize the rehabilitation and preservation of smaller-scale and historic properties that have excess development potential.	Feasibility study; Related Zoning Map amendment & Planning Code amendment	Develop an updated Transfer of Development Rights (TDR) program that will incentivize the rehabilitation and preservation of smaller-scale and historic properties that have excess development potential.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Short-Term	City of Oakland (Planning)	Oakland Housing Authority, Chambers of Commerce	$	Operating Funds	E-2.5: Maintaining Arts & Production Space C-1.6: Preserving/Adapting Historic Buildings C-1.10: Zoning for Arts & Culture Uses LU-2.2: Zoning for Arts & Culture Uses
	Immediate	City of Oakland (Planning)	Oakland Housing Authority, Community Groups	$	Operating Funds	E-2.5: Maintaining Arts & Production Space C-1.6: Preserving/Adapting Historic Buildings C-1.10: Zoning for Arts & Culture Uses LU-2.2: Zoning for Arts & Culture Uses EQT-3: Displacement

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Implementation & Engagement

INCLUSIVE IMPLEMENTATION

OUTCOME IE-1: Residents and stakeholders are included in the ongoing decision-making and implementation of the *Downtown Oakland Specific Plan*, and, with the City, are accountable for current initiatives and for the successful adaptation of the Specific Plan over time as conditions change.

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
IE-1.1	**Continued Engagement During Implementation.** Pursue ongoing implementation of Downtown Specific Plan actions to satisfy Plan goals, outcomes, and policies with continued coordination and oversight among respective committees, departments, and Community Groups, including broader public engagement as needed.	DOSP Interdepartmental Coordinating Committee	Develop a regular schedule of meetings for the DOSP Interdepartmental Coordinating Committee to coordinate implementation between departments.	
		Budget Process	Dedicate resources to and develop a structure for ongoing implementation of specific plans, including policy projects, ongoing coordination between departments, the Interdepartmental Coordinating Committee and community partnerships, including the Plan Implementation Committee.	
IE-1.2	**Specific Plan Implementation Committee.** Establish a Specific Plan Implementation Committee, with broad representation for area residents and community stakeholders, to monitor and assess the implementation of Specific Plans and provide annual reports to the Planning Commission.	Establish and Staff the Specific Plan Implementation Committee	See Policy.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (City Administrator, Planning)	City of Oakland (Economic & Workforce Development, Housing & Community Development, OakDOT, Public Works, Human Services, Cultural Affairs)	$	Operating Funds	EQT-7 – Other (Engagement) Pandemic Recovery
	Immediate / Ongoing	City of Oakland (City Administrator, Planning)	Specific Plan Implementation Committee / Interdepartmental Coordinating Committee	$-$$	Operating Funds	
	Immediate / Ongoing	City of Oakland (Planning)		$-$$	Operating Funds	EQT-7 – Other (Engagement) Pandemic Recovery

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	$$$$ = up to $1,000,000	$$$$$ = $1 M +

Policy, Program, or Action		Implementation Mechanism	Implementation Action Step	
IE-1.3	**Inclusive Committee Representation.** Populate the Specific Plan Implementation Committee with an inclusive constituency of underrepresented populations, youth, older adults, and people with disabilities, representatives of essential civic assets such as parks and libraries, as well as business and institutional representatives.	Staff Action; Recruitment	Develop committee goals and expectations; Recruit members using inclusive participation criteria and strategies.	
IE-1.4	**Annual Review.** With the participation of a Specific Plan Implementation Committee, review the *Downtown Oakland Specific Plan* every year to report on progress, evaluate whether the strategies are achieving the desired equity and other outcomes, evaluate whether strategies are still appropriate, and update as needed.	Staffing Reporting Memo	Develop and use review template and process.	
IE-1.5	**Racial Equity Impact Assessments.** Utilize Racial Equity Impact Assessments (REIA) when implementing and evaluating the success of Plan outcomes, strategies, and supporting policies, as a systemic examination of how different racial and ethnic groups will likely be affected.	REIA	Conduct Racial Equity Impact Assessments (REIA) of Plan implementation actions to ensure that investments, programs and policies narrow disparities among racial and ethnic groups and do not have unintended negative consequences on vulnerable populations.	

	Timeframe	Lead Agency	Potential Partners	Costs	Potential Funding Source	Related Policies & Equity Indicator
	Immediate / Ongoing	City of Oakland (Planning, Race & Equity)	Community Stakeholders, Boards and Commissions	$	Operating Funds	EQT-7 – Other (Engagement) Pandemic Recovery
	Ongoing	City of Oakland (Planning)	Specific Plan Implementation Committee, Interdepartmental Coordinating Committee	$	Operating Funds	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income EQT-7 – Other (Engagement) Pandemic Recovery
	Immediate / Ongoing	City of Oakland (Planning)	Specific Plan Implementation Committee, Interdepartmental Implementation Committee, City of Oakland (Race & Equity)	$	Operating Funds	EQT-1: Housing Cost EQT-2: Homelessness EQT-3: Displacement EQT-4: Disconnected Youth EQT-5: Unemployment EQT-6: Median Income EQT-7 – Other (Engagement) Pandemic Recovery

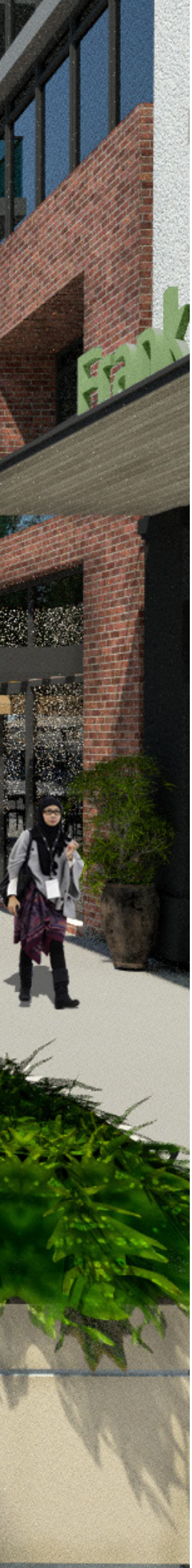
APPENDIX

Appendix A *Project Lists*

Appendix B *Victory Court Development & Connectivity*

Appendix C *Green Loop Implementation*


Oak Salon



APPENDIX A

Appendix A includes the Improvement Project Lists referenced for Mobility (Chapter 3) and Streetscapes (Chapter 6).

Table AP/M-1: Pedestrian Safety Project List ..... p A.2

Table AP/M-2: Connectivity & Access Project List ..... p A.8

Table AP/M-3: Freeway Crossing Project List ..... p A.12

Table AP/M-4: Bicycle Project List ..... p A.14

Table AP/M-5: Transit Project List ..... p A.20

Table AP/M-6: Potential Streets to be Studied for One-Way to Two-Way Conversions ..... p A.22

Table AP/LU-1: Streetscape Project List ..... p A.24

Appendix A is a compilation of potential pedestrian safety, connectivity and access, bicycle, transit, and street design projects for Downtown Oakland. The lists include projects described in text and maps in Chapters 3 (Mobility) and 6 (Land Use). Many specific recommendations come from previous planning efforts, such as the 2017 Oakland Pedestrian Plan and 2019 Oakland Bicycle Plan, as well as ongoing OakDOT initiatives.

Table AP/M-1: Pedestrian Safety Project List

CORRIDORS AND INTERSECTIONS: SOUTH TO NORTH			
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Project Improvement Type**
7th St	Harrison St	N/A	Intersection
8th St	Franklin St	N/A	Intersection
8th St	Webster St	N/A	Intersection
8th St	Harrison St	N/A	Intersection
8th St	Jackson St	N/A	Intersection
8th St	Madison St	N/A	Intersection
8th St	Oak St	N/A	Intersection
8th St	Fallon St	N/A	Intersection

	Description	
	Pedestrian Plan recommendation, short-term improvements: • Install directional curb ramps and accessible pedestrian signals • Implement Leading Pedestrian Interval (LPI) at each crossing	Pedestrian Plan recommendation, long-term improvements: • Install pedestrian countdown timers at each crossing • Install pedestrian activation buttons at each crossing • Integrate protected northbound right turn phase
	Pedestrian Plan recommendation, short-term improvements: • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second. Where older or disabled pedestrians routinely use the crosswalk, a walking speed of 2.8 feet per second should be considered in determining the pedestrian clearance time. • Implement Leading Pedestrian Interval (LPI) • At each intersection, restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement pedestrian safety zones extending from the curb (at Harrison St) 8th Street Improvements in Chinatown recommendations (in planning phase, 8th Street between Washington St and Oak St) will include: • Sidewalk tripping hazards will be removed and sidewalk waiting areas will be maximized within 30 feet of intersections. • Intersections and driveways will be daylighted with red curb to improve sight lines that make pedestrians, bicyclists, and motor vehicles more visible to each other. • The existing temporary intersection crossing improvements will be upgraded to permanent concrete features for pedestrians and bicyclists at the 8th and Madison Street intersection. • ADA-compliant passenger loading zones will be expanded, and new bike racks and street trees will be installed in front of the two BART building entrances at the south side of 8th Street, between Oak Street and Madison Street. • Wayfinding signage will be installed to enhance the pedestrian and bicycle connections to transit. • Pedestrian lighting will be upgraded to improve safety and visibility.	Pedestrian Plan recommendation, long-term improvements: • Convert permissive phase to protected phase • Install directional curb ramps and accessible pedestrian signals • Install curb extensions on each corner (at Harrison)

(continued next page)

Table AP/M-1: Pedestrian Safety Project List (continued)

Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
9th St	Franklin St	N/A	Intersection
9th St	Webster St	N/A	Intersection
9th St	Harrison St	N/A	Intersection
9th St	Alice St	N/A	Intersection
CORRIDORS AND INTERSECTIONS: WEST TO EAST			
Brush St	12th St	14th St	Corridor
Brush St	12th St	N/A	Intersection
Brush St	17th St/18th St	N/A	Intersection
Martin Luther King Jr Way	17th St	N/A	Intersection
Telegraph Ave	Broadway	William St	Corridor
Telegraph Ave	William St	27th St	Corridor
Broadway	2nd St 20th St	11th St Grand Ave	Corridor

	Description	
	Pedestrian Plan recommendation, short-term improvements: • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second. Where older or disabled pedestrians routinely use the crosswalk, a walking speed of 2.8 feet per second should be considered in determining the pedestrian clearance time. • Shorten signal cycle length • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement near-term road diet with signing and pavement markings only; consider moving on-street parking away from curb to create separated bike facility	Pedestrian Plan recommendation, long-term improvements: • Convert near-term road diet to more permanent installation by providing hardscape sidewalk improvements • Install directional curb ramps and accessible pedestrian signals
	Pedestrian Plan recommendation, short-term improvements: • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second. Where older or disabled pedestrians routinely use the crosswalk, a walking speed of 2.8 feet per second should be considered in determining the pedestrian clearance time. • Shorten signal cycle length • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement near-term road diet with signing and pavement markings only; consider moving on-street parking away from curb to create separated bike facility	Pedestrian Plan recommendation, long-term improvements: • Convert near-term road diet to more permanent installation by providing hardscape sidewalk improvements • Install directional curb ramps and accessible pedestrian signals
	Pedestrian Plan recommendation, short-term improvements: • Install advanced yield signage at marked crosswalks • Restrict on-street parking within 20-feet of the intersection and marked crosswalks • Implement near-term road diet with signing and pavement markings only; consider moving on-street parking away from curb to create separated bike facility	Pedestrian Plan recommendation, long-term improvements: • Install rectangular rapid flashing beacons on each crossing • Convert near-term road diet to more permanent installation by providing hardscape sidewalk improvements • Install directional curb ramps and accessible pedestrian signals
	Pedestrian Plan recommendation, short-term improvements: • At signalized intersections, re-stripe marked crosswalks for general maintenance • At each intersection, restrict on-street parking within 20-feet of intersection and marked crosswalks • Implement pedestrian safety zones extending from the curb along Brush Street	Pedestrian Plan recommendation, long-term improvements: • Implement road diet along Brush Street; would need to extend beyond the limits of 12th and 14th Streets
	Pedestrian Plan recommendation, short-term improvements: • Add "Pedestrian Crossing Prohibited" (R49) signage at the north side of Brush Street • Re-stripe marked crosswalks for general maintenance • Implement Leading Pedestrian Interval (LPI) • Restrict on-street parking within 20-feet of intersection and marked crosswalks	Pedestrian Plan recommendation, long-term improvements: • Install curb extensions on each corner • Install directional curb ramps and accessible pedestrian signals
	Intersection safety improvements to enhance traffic safety for all modes will be made at Brush and 17th and 18th Streets, and MLK Jr. Way and 17th Street.	
	Incorporate streetscape improvements	
	Incorporate streetscape improvements	
	This portion of Broadway is part of the Broadway Streetscape Improvements. Enhance bus travel and pedestrian safety on Broadway from 2nd Street to 11th Street and 20th Street to Grand Avenue. Improvements include red bus lanes, safer pedestrian crossings, underpass improvements, and signal upgrades. Includes intersections described below.	

(continued next page)

Table AP/M-1: Pedestrian Safety Project List (continued)

Project Name (Street)	Cross Street A	Cross Street B	Project Improvement Type
Broadway	9th St	N/A	Intersection
Broadway	10th St	N/A	Intersection
Broadway	11th St	N/A	Intersection
Broadway	16th St	N/A	Intersection
Broadway	17th St	N/A	Intersection
Broadway	18th St	N/A	Intersection
Broadway	19th St	N/A	Intersection

	Description	
	Pedestrian Plan recommendation, short-term improvements: • Convert intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second. Where older or disabled pedestrians routinely use the crosswalk, a walking speed of 2.8 feet per second should be considered in determining the pedestrian clearance time. • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb	Pedestrian Plan recommendation, long-term improvements: • Adjust signal timing to separate turning movements from pedestrian crossing phase • Install directional curb ramps and accessible pedestrian signals
	Pedestrian Plan recommendation, short-term improvements: • Convert intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second. Where older or disabled pedestrians routinely use the crosswalk, a walking speed of 2.8 feet per second should be considered in determining the pedestrian clearance time. • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb	Pedestrian Plan recommendation, long-term improvements: • Adjust signal timing to separate turning movements from pedestrian crossing phase • Install directional curb ramps and accessible pedestrian signals • Extend median to provide refuge island on the south side of the Broadway and 11th Street intersection
	Pedestrian Plan recommendation, short-term improvements: • Convert the intersection to fixed pedestrian recall • Set pedestrian countdown timers within the CA MUTCD recommended time of 3.5 feet per second. Where older or disabled pedestrians routinely use the crosswalk, a walking speed of 2.8 feet per second should be considered in determining the pedestrian clearance time. • Shorten signal cycle length • Implement Leading Pedestrian Interval (LPI) • Implement pedestrian safety zones extending from the curb	Pedestrian Plan recommendation, long-term improvements: • Adjust signal timing to separate turning movements from pedestrian crossing phase • Install directional curb ramps and accessible pedestrian signals

Table AP/M-2: Connectivity and Access Improvement Project List

CORRIDORS AND INTERSECTIONS: SOUTH TO NORTH			
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Project Improvement Type**
Embarcadero West	Oak St	Market St	Corridor
Oak St	2nd St	N/A	Intersection
Oak St	3rd St	8th St	Corridor
3rd St	Market St	Broadway	Sidewalk Gap Closure
3rd St	Webster St	Posey Tube	Sidewalk Gap Closure
3rd St	Oak St	Near the channel	Corridor
4th St	Jackson St	Madison St	Sidewalk Gap Closure
6th St	Alice, Jackson, Madison	N/A	Intersection
6th St	Franklin St	Webster St	Sidewalk Gap Closure
6th St	Harrison, Alice, Jackson, Madison, Lakeside, Broadway	N/A	Intersection
7th St	Mandela Parkway	Martin Luther King Jr. Way	Corridor
7th St	Brush St	N/A	Intersection
7th St	Harrison	N/A	Intersection
7th St	Alice St	N/A	Intersection
7th St	Jackson St	N/A	Intersection
7th St	Fallon St	N/A	Intersection
7th St	Laney College entrance	N/A	Intersection
8th St	Washington	Oak St	Corridor
9th St	Broadway	Fallon St	Corridor
10th St	Webster St	N/A	Intersection
10th St	Fallon St	N/A	Intersection
10th St	Kaiser Auditorium entrances (two)	N/A	Intersection
11th St	Alice St	N/A	Intersection
17th St	Broadway	Harrison St	Corridor
19th St	Martin Luther King Jr Way	Castro	Sidewalk Gap Closure

	Description
	This project will reconstruct and upgrade eight at-grade crossings between Market Street and Oak Street, install fencing between intersections to provide a barrier between trains and other road users, construct a multi-use path, and install new traffic signals. Additional improvements may be included through the Railroad Grade Separation Feasibility study that evaluates multiple bridge locations that span the Embarcadero West roadway and railroad corridor between Adeline Street and Clay Street and considers the construction of a vehicle and/or ADA-accessible an ADA-accessible pedestrian and bicycle overcrossing over the railroad tracks at the Embarcadero West.
	Intersection improvements needed for pedestrians and bicyclists, such as installing/repainting the crosswalks, improving/constructing refuge medians, installing directional curb ramps and accessible pedestrian signals. Complete sidewalk gap on west side of street
	Connect the Lake Merritt BART Station and Chinatown to the Jack London District. Install distinctive lighting; enhance pedestrian crossings; encourage active uses; and install attractive parking area screen walls if parking remains in place (on map, Oak St from 3rd St to 8th St)
	On 3rd Street between Broadway and Market Street, construct sidewalk where it does not exist today and add stop signs at Brush and Castro Street.
	Complete sidewalk gap on south side of street
	Connect Oak Street to Victory Court; will require additional study and coordination with property owners
	Complete sidewalk gap on north side of street
	Part of Oakland Alameda Access Project
	Complete sidewalk gap on south side of street
	Part of Oakland Alameda Access Project
	Create a safe route for people walking, biking, taking transit, and driving on 7th Street between Mandela Parkway and Martin Luther King Jr. Way. The improvements include protected bike lanes, transit access and reliability improvements, shortened pedestrian crossings, pedestrian lighting, and new street trees.
	Safety improvements needed for pedestrians and bicyclists, such as repainting the crosswalks, installing directional curb ramps and accessible pedestrian signals, and constructing refuge medians. This will be incorporated into the 7th Street ATP grant project from Mandela to MLK.
	Part of Oakland Alameda Access Project; see also Table AP/M-1.
	Install bulbouts, directional curb ramps, and accessible flashing pedestrian signals
	Install bulbouts, directional curb ramps, and accessible flashing pedestrian signals
	Install bulbouts, directional curb ramps, accessible pedestrian signals, lane changes, or sidewalk widening
	Install bulbouts, directional curb ramps, and accessible pedestrian signals
	Enhance pedestrian safety, accessibility, and comfort on 8th Street between Oak Street and Washington Street. Project may include additional community recommendations that come from the Chinatown Complete Streets Plan. See also intersection recommendations, Table AP/M-1.
	Implement streetscape amenities, lighting, street crossing improvements, and other traffic calming measures. Extend Chinatown's character east along 8th and 9th Streets to Lake Merritt BART and Laney College. Establish an active, pedestrian-oriented, well-lit connection between Chinatown and the Lake Merritt BART Station/Laney College. See also intersection recommendations, Table AP/M-1.
	Phase I: Install bulbouts, directional curb ramps, and accessible pedestrian signals; Phase II: Install a pedestrian scramble
	Install bulbouts, directional curb ramps, and accessible pedestrian signals
	Install bulbouts, directional curb ramps, accessible pedestrian signals, and flashing pedestrian signals
	Install bulbouts, directional curb ramps, accessible pedestrian signals, lane changes, or sidewalk widening
	Widen sidewalks
	Complete sidewalk gap on the north side of the street

(continued next page)

Table AP/M-2: Connectivity and Access Improvement Project List (continued)

CORRIDORS AND INTERSECTIONS: WEST TO EAST			
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Project Improvement Type**
Market Street	3rd St	7th St	Corridor
Martin Luther King Jr Way	14th St	San Pablo Ave	Corridor
Martin Luther King Jr Way	7th St	14th St	Corridor
Martin Luther King Jr Way	2nd Street	7th St	Corridor
San Pablo Ave	17th St	N/A	Intersection
San Pablo Ave	18th St	N/A	Intersection
San Pablo Ave	20th St / Thomas L Berkley Way	N/A	Intersection
Jefferson St	End of Jefferson St	Embarcadero West	Corridor
Jefferson St	6th St	7th St	Corridor
Washington St	4th St	7th St	Corridor
Washington St	6th St	7th St	Corridor
Washington St	10th St	15th St	Corridor
Webster St	5th St	14th St	Corridor
Lake Merritt Channel	7th St	N/A	Intersection

	Description
	On Market Street between 3rd Street and 7th Street, construct bike lanes, pedestrian safety improvements and upgrade signal systems.
	Improve pedestrian and bicycle safety on Martin Luther King Jr. Way between 2nd Street and 14th Street by constructing bike lanes, high visibility crosswalks, pedestrian lighting, upgraded signals, and plant new street trees. See more information about bike lanes Table AP/M-4). Project is in early design phase. See also intersection recommendations, Table AP/M-1.
	Implement pedestrian improvements such as repainting crosswalks, installing directional curb ramps, bulbouts, accessible pedestrian signals, and leading pedestrian intervals.
	Implement pedestrian improvements such as repainting crosswalks, installing bulbouts, directional curb ramps, accessible pedestrian siangls, and leading pedestrian intervals. Also repaint crosswalk at 19th Street.
	Implement pedestrian improvements such as repainting crosswalks, installing bulbouts, directional curb ramps, accessible pedestrian signals, crosswalk on north leg of intersection, and leading pedestrian intervals.
	Provide pedestrian connectivity across the railroad tracks between Jefferson St and Embarcadero West
	Corridor improvement
	Corridor improvement
	Long-term: Remove the pedestrian bridge if buildings are redeveloped
	Corridor improvement
	From 5th St to 14th St: Implement streetscape amenities, lighting, street crossing improvements, and other traffic calming measures. Extend design elements that promote Chinatown's character east along 8th and 9th Streets to Lake Merritt BART and Laney College. Establish an active, pedestrian-oriented, well-lit connection between Chinatown and the Lake Merritt BART Station/Laney College. From 7th St to 13th St: Explore options for sidewalk widening.
	Install bulbouts, directional curb ramps, accessible pedestrian signals, and flashing pedestrian signals

Table AP/M-3: Freeway Crossing Improvements Project List

FREEWAY CROSSING PROJECTS: SOUTH TO NORTH			
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Project Improvement Type**
6th St	6th St south of Jefferson Square Park	6th St east of Castro St	Freeway crossing
7th St	West of John B Williams Fwy	Gerry Adams Way	Freeway crossing
11th St	Castro St	Brush St	Freeway crossing
12th St	Castro St	Brush St	"Freeway crossing "
14th St	Castro St	Brush St	Freeway crossing
17th St	Castro St	Brush St	Freeway crossing
18th St	Castro St	Brush St	Freeway crossing
San Pablo Ave	Castro St	W Grand Ave	Freeway crossing
W Grand Ave	San Pablo Ave	Martin Luther King Jr Way	Freeway crossing
23rd St	West of Martin Luther King Jr Way	East of John B Williams Fwy	Freeway crossing
Sycamore St	Martin Luther King Jr Way	Northgate Ave	Freeway crossing
27th St	Martin Luther King Jr Way	Northgate Ave	Freeway crossing
FREEWAY CROSSING PROJECTS: WEST TO EAST			
Market St	5th St	6th St	Freeway crossing
Brush St	5th St	6th	Freeway crossing
I-980 on ramp	12th St	N/A	Intersection
Castro St	North of 6th St	Gerry Adams Way	Freeway crossing
Martin Luther King Jr Way	6th St	5th St	Freeway crossing
Jefferson St	6th St	5th St	Freeway crossing
Washington St	6th St	5th St	Freeway crossing
Broadway	4th St	7th St	Freeway crossing
Franklin St	5th St	6th St	Freeway crossing
Webster St	4th St	7th St	Freeway crossing
Jackson St	6th St	5th St	Freeway crossing
Madison St	5th St	6th St	Freeway crossing
Oak St	6th St	5th St	Freeway crossing

	Description
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Widen sidewalks, add buffering streetscape, and shorten crossing distances at intersections. Implement traffic calming on Bush and Castro Streets.
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Complete sidewalk gap under I-880 overpass
	Pedestrian Plan recommendation
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Improve the I-880 underpass at Broadway by adding pedestrian lighting and public art. The Oakland Alameda Access Project will remove the slip lane at 6th and Broadway.
	Create a new pedestrian connection under I-880 on Franklin St
	Improve the I-880 underpass at Webster St by adding pedestrian lighting and public art.
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps
	Widen sidewalks; improve ADA access and crosswalk design across 5th St; install pedestrian-scale lighting and other streetscape or public art elements in underpass
	Potential treatments include: safety enhancements and speed reduction measures at ramps and intersections, widening sidewalks, improving pedestrian-level lighting, public art, and installing directional curb ramps

Table AP/M-4: Bicycle Project List

LOW-STRESS CORE NETWORK CORRIDORS: SOUTH TO NORTH				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Existing Facility**	**Proposed Facility**
Waterfront Trail Embarcadero Bridge Connection	SF Bay Trail Terminus	Embarcadero	None	Class I Shared Use Path
Water St	Martin Luther King Jr. Way	Clay St	None	Class I Shared Use Path
3rd St	Market St	Lake Merritt Channel	Class II from Market St to Brush St	Class IV Separated Bikeway
2nd St / Oak St	Broadway	Embarcadero Bridge	Class II from Broadway to Oak St Class II Buffered from Oak St to Embarcadero Bridge	Class IV on Oak St from Embarcadero to 10th St
6th St / 5th St Posey Tube Access	Broadway	Lake Merritt Channel	Class III from Oak St to Lake Merritt Channel	Class IV Separated Bikeway
7th St	Castro St	Washington St	None	Class IV Separated Bikeway
7th St / E. 8th St	Fallon St	5th Ave	Class II Buffered Bike Lanes	Class IV Separated Bikeway
9th St	Martin Luther King Jr. Way	Fallon St	Class II from Harrison St to Fallon St Class III from Clay St to Washington St	Class IV Separated Bikeway
10th St	Madison St	5th Ave	Class II from Oak St to Lake Merritt Channel	Class II Buffered Bike Lane
14th St	Market St	International Blvd	Class II from Market St to Castro St	Class IV Separated Bikeway
15th St / 16th St Westbound Access	Clay St	Harrison St	Class II from Telegraph Ave to San Pablo Ave	Class II Bike Lane
20th St	San Pablo Ave	Lakeside Dr	Class II from Franklin St to Harrison St Class III from San Pablo Ave to Franklin St	Class IV Separated Bikeway
Grand Ave	San Pablo Ave	Bay Pl	Class II from Market St to Telegraph Ave, Webster St to Bay Pl Class III from Telegraph Ave to Webster	Class IV Separated Bikeway

	Notes
	This is a long-term improvement, on Port property. The Embarcadero West Rail Safety and Access Project may install a multi-use path along this segment.
	Option 1: One-way Class IV Separated Bikeways - Install a parking protected Class IV Separated Bikeway (westbound) along the north side of the roadway with curb stops for the angled parking and delineator posts or concrete medians. Diagonal parking and 11-foot travel lanes for buses would be maintained. On the south side of the roadway, install a Class IV Separated Bikeway Lane (eastbound) and remove parallel parking. **Option 2**: Two-way Class IV Separated Bikeway - Install a two-way Class IV Separated Bikeway on the south side of the roadway. Remove parallel parking on the south side and maintain diagonal parking throughout the corridor on the north side. Maintain 11-foot travel lanes for buses.
	Intersection improvements such as bike boxes or wayfinding to facilitate turning movements to other Low-Stress Core Corridors. New Class IV facilities on Oak St implemented via Oakland Alameda Access Project.
	Project may require the removal of one travel lane or one lane of parking. A Class III Bike Boulevard may be acceptable on 4th St with improvement wayfinding and directional signage. **Option 1:** Class IV Separated Bikeway (two-way) **Option 2:** Class III Bike Boulevard depending on volumes **Option 3:** Class I Shared Use Path Connection Coordinate with Oakland Alameda Access Project
	Project may require the removal of one travel lane. Project should address 8th St connection from Martin Luther King Jr Way
	Project should focus on connectivity at the Fallon St/7th St intersection with the possibility of a protected intersection.
	One-way facilities on both sides of the street that will require conversion to a two-way street. Project may require the removal of one travel lane.
	Project may require the potential conversion of angled parking to parallel parking.
	Project may require the removal of one travel or one lane of parking.
	Project may require the removal of one travel lane in portions of the corridor to implement a westbound bike lane to compliment eastbound connectivity on 17th St.
	Project may require parking removal to install transit-only lanes and separated bicycle facilities.
	Project may require parking removal or removal of travel lanes to install transit-only lanes and separated bicycle facilities.

(continued next page)

Table AP/M-4: Bicycle Project List (continued)

LOW STRESS CORE NETWORK CORRIDORS: WEST TO EAST				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Existing Facility**	**Proposed Facility**
Martin Luther King Jr Way	14th St	San Pablo Ave	Class III from Embarcadero to San Pablo Ave	Class II Buffered Bike Lanes
Martin Luther King Jr Way	7th St	14th St	Class III from Embarcadero to San Pablo Ave	Class II Buffered Bike Lanes or Class IV Separated Bikeway
Martin Luther King Jr Way	2nd Street	7th St	Class III from Embarcadero to San Pablo Ave	Class II Buffered Bike Lanes or Class IV Separated Bikeway
San Pablo Ave	17th St	27th St	Class II from 20th St to Grand Ave Class III from 17th St to 20th St, Grand Ave to 27th St	Class IV Separated Bikeway
Telegraph Ave	Broadway	27th St	Class II from 16th St to 20th St Class IV from 20th St to 29th St	Class II from 16th St to 20th St Class IV Separated Bikeway 20th St to 29th St
Clay St	7th St	17th St	Class II Buffered Bike Lanes from 7th St to 17th St	Class II Buffered Bike Lanes
Broadway	Franklin St	27th St	Class II from 27th St to Webster St Class III from Franklin St to Webster St	Class IV Separated Bikeway
Franklin St	6th St	22nd St / Broadway	Class II from 14th St to Broadway	Class IV Separated Bikeway
Harrison St	Grand Ave	27th St	Class II from Grand Ave to 27th St	Class IV Separated Bikeway
Fallon St	7th St	10th St	Class III from 7th St to 8th St	Class IV
Oak St	Embarcadero	14th St	Class II from Embarcadero to 14th St	Class IV from Embarcadero to 10th St
Lake Front Connectivity - Lakeside Dr /Oak St / Lake Merritt Blvd	12th St	Grand Ave	Class II from 12th St to 19th St	Class IV Separated Bikeway
LOW-STRESS CORE NETWORK INTERSECTIONS				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Existing Facility**	**Proposed Facility**
Broadway / Franklin St Intersection Improvements	Broadway	Franklin St	None	Intersection Improvement
Castro St / 7th St Intersection Improvements	Castro St	7th St	None	Intersection Improvement
Embarcadero / Webster Intersection Improvements	Embarcadero	Webster St	None	Intersection Improvement
Lakeside Dr / Madison St Intersection Improvements	Lakeside Dr	Madison St	None	Intersection Improvement
Oak St / Embarcadero Intersection Improvements	Oak St	Embarcadero	None	Intersection Improvement

	Notes
	Between 2nd Street and 14th Street, this project will construct protected bike lanes. These bike lanes will connect with buffered bike lanes that will be constructed as part of the MLK Jr Way Road Diet Project (an existing project between 7th Street and San Pablo Avenue). The bike lanes will also connect to future protected bike lanes on 7th Street and on 14th Street.
	Project may require parking removal or removal of travel lanes to install transit-only lanes and separated bicycle facilities.
	Class IV segment full buildout streetscape improvements.
	Wayfinding and intersection improvements to facilitate turning movements to other low-stress core network.
	Project may require the removal of travel lanes or parking. Broadway streetscape project will convert a travel lane to a bus lane from Franklin to Grand. The project from Franklin to 27th should consider bus facilities as well.
	Project may require the removal of travel lanes and conversion to a two-way street to install one-way separated bikeways on both sides of the street.
	Project may require the removal of travel lanes or parking.
	Two-way Class IV connection between future East Bay Greenway/ and 7th St Bikeway to BART connection
	New Class IV facilities implemented via Oakland Alameda Access Project.
	Project may require the removal of travel lanes or parking.

	Notes

(continued next page)

Table AP/M-4: Bicycle Project List (continued)

LOW-STRESS VISION NETWORK CORRIDORS: SOUTH TO NORTH				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Existing Facility**	**Proposed Facility**
2nd St	Broadway	Brush St	Class III Bike Route	Class II Bike Lanes
6th St / 7th Wiggle	Broadway	Washington	None	Class IV Separated Bikeway
11th St	Market St	Oak St	None	Class IV Separated Bikeway
12th St	Market St	Lake Merritt Blvd	None	Class IV Separated Bikeway
13th St	Broadway	Lake Merritt Blvd	None	Class II Buffered Bike Lane
17th St	Castro St	Lakeside Dr	Class II Buffered Bike Lane from MLK Blvd to Telegraph Ave	Class II Buffered Bike Lane
18th St	Market St	Martin Luther King Jr Way	None	Class II Buffered Bike Lane
24th St	Telegraph Ave	Harrison St	None	Class III Bike Boulevard
Waterfront Trail Lake Merritt Channel Path West Connector	Embarcadero Bridge	Peralta College	None	Class I Shared Use Path
LOW-STRESS VISION NETWORK CORRIDORS: WEST TO EAST				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Existing Facility**	**Proposed Facility**
Market St	Embarcadero West	3rd St	None	Class IV Separated Bikeway
Brush St	Embarcadero West	2nd St	None	Class I Shared Use Path
Brush St	2nd St	3rd St	Class III Bike Route	Class III Bike Boulevard
Jefferson St	6th St	San Pablo Ave	None	Class II Buffered Bike Lanes
Clay St Connector (Jack London Square)	Embarcadero	3rd St	Class II from Embarcadero to 2nd St	Class II Bike Lanes
Washington St	Embarcadero	7th St	Class II from 2nd St to 7th St	Class II Bike Lanes
Webster St	Bay Trail	6th St	None	Class II Bike Lanes
Webster St	14th St	Broadway	Class II from 14th St to Grand Ave Class III from Grand Ave to Broadway	Class II Buffered Bike Lanes
Jackson St	2nd St	Lakeside Dr	Class II from 8th St to 14th St	Class II Bike Lanes
LOW-STRESS VISION NETWORK INTERSECTIONS				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Existing Facility**	**Proposed Facility**
8th St / MLK Way Intersection Improvements	8th St	Martin Luther King Jr Way	None	Intersection Improvement

	Notes
	Project may require the removal of one parking lane.
	Project may require the removal of one travel lane or one lane of parking. Implement in coordination with Washington St to connect with Clay Street.
	Plan in coordination with 12th St, Consider Two-way on 12th St to avoid 11th St tunnel. Project may require the removal of one travel lane.
	Consider Two-way on 12th St to avoid 11th St tunnel. Project may require the removal of one travel lane.
	Class IV One-way facility could be accommodated with a parking protected bike lane. Project may require the removal of one travel lane.
	Consider Class IV One-way facility depending on the amount of bicycle lane blockages. Project may require the removal of one travel lane or one lane of parking.
	Traffic calming and contra flow bike lane between Valdez St and Harrison Street.

	Notes
	Consider Class IV facility options to reduce conflicts with heavy truck traffic.
	Study a grade-separated crossing of Embarcadero West with the implementation of a future stadium site.
	Project should include traffic calming and wayfinding.
	Project may require the removal of a travel lane in each direction.
	Extend existing Class II Bike Lanes on Clay St to connect with 3rd Street bikeway.
	Project may require removal of parallel parking on one side of the street to provide back-in diagonal parking on the opposite side.
	Project may require the removal of a one lane of parking in certain segments.
	Class II Bike Lanes from 2nd St to 5th St, Two-way Class IV from 5th St to 8th St, and Class II Bike Lanes from 8th St to Lakeside Drive. Project may require the removal of a one lane of parking in certain segments

	Notes
	TBD - Based on facility type and transit assessment

Table AP/M-5: Transit Project List

Project / Recommendation	Limits	Notes
Dedicated transit lanes on 11th, 12th Streets	Downtown	In progress east of Broadway. Extension west of Broadway would serve layover areas and potential extension to Howard Terminal via MLK
Dedicated transit lanes or vehicle access restrictions on Broadway	Grand Ave to 2nd Street	Bus-only lanes have been implemented from 11th St to 20th St.
Bus stop enhancements - larger shelters permeable with sidewalk, improved wayfinding (specifically designed to celebrate the cultural district the bus stop is located in or near), real time arrival information	Downtown	
Dedicated transit lanes and/or transit priority improvements on 7th St.	Broadway to Oak	Needs to be evaluated in conjunction with multimodal options/alternatives on 7th/8th/9th
Dedicated transit lanes on 20th	Telegraph to Broadway	
New transit street on Oak		Assumes two-way conversion.
Lake Merritt BART transit center - Bus priority improvements	8th to 9th	Assumes two-way conversion.
New transit street on 10th	Oak to E 8th St	
Bus layover priority areas (Lafayette Square, Lake Merritt BART, Oakland Convention Center, Jack London Amtrak, and Washington/Embarcadero parking garage, and Greyhound terminal)		
New traffic signals	Broadway/2nd & Broadway/3rd	
New transit street on Jefferson	11th to San Pablo	Serves potential extension of service from Lafayette Square to Greyhound Terminal/Uptown to serve potential growth
Potential Capitol Corridor Vision Plan improvements to enable greater capacity and faster operating speeds through Downtown Oakland		
Potential addition of second transbay tube connection. Possible alignments run under Alameda and propose Oakland connections to: 1. MacArthur, Downtown Oakland, Lake Merritt and Jack London Square 2. MacArthur and Jack London Square		
Planned expansion of ferry service and terminal facilities; improve first-/last-mile connections to ferry terminal		Long-term Transit Improvement
Rail Safety Project on Embarcadero West from Oak St to Market St. Project to provide pedestrian safety improvements and protect freight and passenger rail operations	Embarcadero West (Oak St to Market St)	
2nd Street Transit Hub & Bike Gap Closure	2nd Street between Martin Luther King Jr. Way and Clay Street	Construct a transit hub to make it comfortable to wait for the bus, access bikeshare and e-scooters, and park bicycles safely. Additionally, this project will close a bike lane gap on 2nd Street between Harrison and Alice Streets.

(this page intentionally blank)

Table AP/M-6: Potential Streets to be Studied for One-Way to Two-Way Conversions

STREETS: SOUTH TO NORTH				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Category**	**Recommendation**
7th St	Castro St	Fallon St	Priority two-way street conversion	Convert from one-way to two-way street
8th St	Castro St	Fallon St	Priority two-way street conversion	Convert from one-way to two-way street
9th St	Castro St	Fallon St	Priority two-way street conversion	Convert from one-way to two-way street
10th St	Webster St	Madison St	Vision Network	Convert from one-way to two-way street
13th St	Broadway	Oak St	Vision Network	Convert from one-way to two-way street
15th St	Broadway	Harrison St	Vision Network	Convert from one-way to two-way street
17th St	Martin Luther King Jr Way	Lakeside Dr	Vision Network	Convert from one-way to two-way street
18th St (westbound)	Martin Luther King Jr Way	San Pablo Ave	Vision Network	Convert from one-way to two-way street
18th St (eastbound)	Martin Luther King Jr Way	Telegraph Ave	Vision Network	Convert from one-way to two-way street
19th St	San Pablo Ave	Madison St	Vision Network	Convert from one-way to two-way street
21st St	Martin Luther King Jr Way	Broadway	Vision Network	Convert from one-way to two-way street
22nd St	Martin Luther King Jr Way	Telegraph Ave	Vision Network	Convert from one-way to two-way street
22nd St	Franklin St	Broadway	Priority two-way street conversion	Convert from one-way to two-way street
STREETS: WEST TO EAST				
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Category**	**Recommendation**
Castro St	5th St	7th St	Priority two-way street conversion	Convert from one-way to two-way street
Franklin St	7th St	22nd St	Priority two-way street conversion	Convert from one-way to two-way street; one travel lane and one parking lane in each direction.
Webster St	14th St	Grand Ave	Vision Network	Convert from one-way to two-way street
Harrison St	7th St	10th St	Vision Network	Convert from one-way to two-way street
Madison St	4th St 7th St	7th St Lakeside Dr	Priority Conversion / Vision Network	Convert from one-way to two-way street
Oak St	5th St	Madison St	Vision Network	Convert from one-way to two-way street

	Project Notes / Considerations
	Overlaps with the Core Bicycle Network from Castro St to Clay St, and with the Vision Bicycle Network from Clay St to Washington St Overlaps with the bus transit network from Castro St to Broadway, and with the Bus Transit Priority Treatments from Broadway to Oak St"
	Overlaps with the Core Bicycle Network from Madison St to Fallon St
	Overlaps with the Core Bicycle Network from Martin Luther King Jr Way to Fallon St
	Overlaps with the Vision Bicycle Network from Broadway to Oak St
	Overlaps with the Core Bicycle Network from Broadway to Franklin St, and with the Vision Bicycle Network from Franklin St to Webster St
	Overlaps with the Vision Bicycle Network from Castro St to Clay St and from Franklin St to Lakeside Dr, and with the Core Bicycle Network from Clay St to Franklin St
	Overlaps with the Core Bicycle Network from Franklin St to Broadway
	Project Notes / Considerations
	Overlaps with the Core Bicycle Network from 7th St to 22nd St
	Overlaps with the Vision Bicycle Network from 14th St to Grand Ave
	Overlaps with the Bus Transit Network from 8th St to 10th St
	Overlaps with the Core Bicycle Network from 2nd St to Lakeside Dr. Priority conversion from 4th St to 7th St; Vision network from 7th St to Lakeside Dr.
	Overlaps with the Core Bicycle Network from 14th St to Madison St Overlaps with the Bus Transit Network from 2nd St to 7th St and from 10th St to 14th St, and with the Bus Transit Priority Treatments from 7th St to 10th St The segment from 14th St to Madison St is on Lakeside Drive.

Table AP/LU-1: Streetscape Improvements Project List

STREETSCAPE IMPROVEMENTS: SOUTH TO NORTH			
Project Name (Street)	**Cross Street A**	**Cross Street B**	**Project Improvement Type**
Jack London Waterfront	West of Washington St	Embarcadero West	Corridor
Water St	Clay St	Broadway	Corridor
9th St	Clay St	Broadway	Corridor
9th St	Castro	Oak St	Corridor
10th St	Webster St	Harrison St	Public Realm
10th St	Alice St	N/A	Public Realm
13th St	Broadway	Webster St	Public Realm
13th St	Webster St	Harrison St	Corridor
14th St	Myrtle St	Oak St	Corridor
14th St	Broadway	Oak St	Corridor
15th St	Castro St	East of Jefferson St	Public Realm
15th St	Broadway	Harrison St	Corridor
17th St	Castro St	San Pablo Ave	Corridor
18th St	19th St	N/A	Public Realm
20th St	Castro St	San Pablo Ave	Corridor
22nd St	Broadway	Kaiser Plaza/Valdez St. extension	Public Realm
New paseo in block between San Pablo Ave and Telegraph Ave	20th St	21st St	Public Realm
New paseo in block between Telegraph Ave and Broadway	24th St	25th St	Public Realm
STREETSCAPE IMPROVEMENTS: WEST TO EAST			
Green Loop	Throughout Downtown		Corridor
West Oakland Walk	Throughout Downtown		Corridor
Clay Street	Water Street	Embarcadero West	Corridor
Bishop Floyd L. Begin Plaza	Castro St	San Pablo Ave	Public Realm
Gerry Adams Way	7th St/Castro St	8th St/Martin Luther King Jr Way	Public Realm
Washington St	8th St	10th St	Public Realm
Washington St	10th St	11th St	Public Realm
Plaza	22nd St	Telegraph Ave	Public Realm
Franklin St - Plaza St	21st St	22nd St/Broadway	Public Realm
Webster Green	Embarcadero	4th St	Public Realm
Harrison St	7th St	N/A	Public Realm
Alice St	6th St	10th St	Corridor
Madison St	5th St	17th St	Corridor
Kaiser Rooftop Gardens	Harrison St	Thomas L Berkley Way	Public Realm
Fallon St	7th St	10th	Public Realm

	Project Description
	Improve the Jack London waterfront with better lighting, pedestrian and bicycle paths, and open space amenities; Identified as part of the "Green Loop" Path.
	Continue pedestrian, bicycle, and public realm improvements from the Jack London Waterfront along Water Street
	Convert 9th into a plaza street.
	Transform 9th Street to include context sensitive infill and safer street design. The street can be transformed from one-way into two-way, as well as reconfigured with head-in diagonal parking converted into back-in diagonal parking. The addition of physical or visual texture on the street surface increases safety for bicyclists because it signals to motorists to drive slower and more cautiously
	Transform 10th Street into a shared street
	Create a linear park on 10th and Alice Street as a public space.
	Convert into a plaza street/pedestrian mall, include no left turn from Broadway onto 13th St
	Sidewalk and parking enhancement; improvements include widening sidewalks; adding street trees, bulbouts, and parklets, and incorporating green infrastructure.
	Integrate locally-created public art work (in wayfinding, transit signs, bus shelters, benches along the street, trash cans, street lights, banners, etc.) that celebrates the BAMBD and integrate plaques and signage into the streetscape to reinforce the Black Arts District.
	Extend Lake Merritt's "Necklace of Lights" along 14th Street from Oak Street to Broadway
	Transform 15th Street into a shared street
	Improvements include widening sidewalks; improving streetscape, lighting, and wayfinding; and incorporating outdoor seating.
	Implement streetscape improvements and traffic calming.
	Improve the connection/intersection on 18th Street as it transitions to 19th Street. A mid-block plaza would add connectivity and open space.
	Implement streetscape improvements and traffic calming.
	Transform 22nd Street into a shared space.
	Construct a new pedestrian paseo
	Construct a new pedestrian paseo
	See description in Chapter 5.
	See description in Chapter 5.
	Continue pedestrian, bicycle, and public realm improvements from the Jack London Waterfront along Clay Street
	Enhance Bishop Begin Plaza by adding additional streetscape, green infrastructure, and landscaping; providing lighting for better visibility; improving connection between plazas on either side of 21st Street.
	Convert into a plaza street
	Convert into a plaza street
	Long-term: Provide pedestrian access through the Convention Center if renovated/redeveloped
	Opportunity for a pavement-to-parks conversion
	Convert into a plaza street
	Create a linear park that is central to the Jack London District and keeping with the urban/industrial character of the District.
	Opportunity for pavement to plaza conversion at the 7th and Harrison Slip Lane (SE corner)
	Enhance as a pedestrian and bicycle connection between Lincoln Square Park and Chinese Garden Park
	Enhance pedestrian connection through Chinatown to connect to Lake Merritt Office District
	Improve pedestrian connection to Kaiser Rooftop Gardens
	Implement "Festival Street" (shared street concept from Lake Merritt Station Area Plan)





APPENDIX B

Victory Court Development & Connectivity

Victory Court is an area in the eastern edge of the Jack London District, between Oak Street and the Lake Merritt Channel, which is currently home to predominantly industrial uses and the Oakland Fire District (OFD) training center. The training center is slated to be moved to a new location. With over 20 percent of downtown's projected future residential development potential, this area has a vital role in meeting Oakland's housing needs. Strategically located between the Lake Merritt BART Station, the waterfront, and new housing and recreation at Brooklyn Basin, this currently underutilized piece of land is well situated to provide Oaklanders with new places to live, work, and enjoy existing and future public open spaces.

This appendix provides greater detail regarding the recommended extension of 3rd Street in the Victory Court area, as well as site plan and connectivity improvements that should be considered with future development.

Victory Court Development Framework

An overview of the future development potential of Victory Court, as well as recommended site design and connectivity considerations for the area.

Key Design & Connectivity Improvements (see Figure AP/B-1):

1. *Extension of 3rd Street east of Oak Street, to the end of 4th Street (80' ROW)*
2. *Closure of Victory Court (a private road, see location on following page, Figure AP/B-3)*
3. *Extension of Fallon Street to Oak Street along the railway (56' ROW min.)*
4. *Minimum 60' wide landscape buffer along the Lake Merritt Channel*
5. *New public open spaces (location may vary and size contingent on the size of the future development)*
6. *New multi-use path along the north side of the railway tracks from Fallon Street to the Lake Merritt Channel Park*
7. *3rd Street becomes a pedestrian and bike-only street to the Lake Merritt Channel Park*
8. *A multi-use (pedestrian/ bike) path subdivides the block south of the 3rd Street extension*
9. *Possible future bike/ pedestrian bridge connection across the channel aligned with 3rd Street along route of currently unused railway bridge*

DEVELOPMENT PLAN & CONNECTIVITY

If redeveloped as illustrated, Victory Court has the potential to provide up to 6,200 new residential units, 550,000 square feet of new office space, and 300,000 square feet of retail and neighborhood-serving commercial space. In order to accommodate this potential mix of uses, future development applications will need to include a site plan that subdivides parcels to include new walkable blocks and streets and provided seal level rise mitigations.

For redevelopment to succeed, the new block and street network must provide safe and comfortable access to the rest of Jack London, Estuary Park, Laney College, Brooklyn Basin, and the Lake Merritt Channel Park, as shown in the Illustrative Plan (Figure AP/B-1). The plan includes tree-lined streets with bicycle infrastructure that implements the 2019 Oakland Bike Plan's recommendations, new open spaces within the development to meet residents' needs, and safe pedestrian access to amenities. Figure AP/B-2 and AP/B-3 illustrate current and proposed connectivity improvements for the Victory Court area, the most essential of which is the extension of 3rd Street.

3RD STREET EXTENSION THROUGH VICTORY COURT

In exchange for increased development potential, the Planning Code will require right-of-way dedication for new street and pedestrian/bike connections to serve new development in the Victory Court area. More specifically, this includes the extension of 3rd Street from Oak Street to the end of 4th Street in an 80' wide public right-of-way at the time of future development, as illustrated in Figures AP/B-1 and AP/B-4. This extension of 3rd Street will allow the closure and redevelopment of Victory Court, a private street currently being used to access the OFD facility and other properties in the area. This street is insufficient to provide emergency access to anticipated development.

Per the 2019 Oakland Bike Plan, 3rd Street should feature protected bike lanes entirely through Jack London, including in the new Victory Court extension. Figures AP/B-5 through AP/B-7 show three possible 80-ft wide street section designs. All sections feature two lanes of vehicular traffic, street trees, sidewalks, and parallel parking on both sides of the street, with varying options for bike facilities. At the eastern edge of Victory Court, the 3rd Street extension can become a pedestrian and bike-only street leading to and potentially crossing over the Lake Merritt Channel (Figure AP/B7).

Table AP/B-1: Victory Court Future Development

	Victory Court Potential 2040 Development	% of Total DOSP 2040 Development
Residential (Units)	6,200	21.3%
Total Commercial (SF)	850,000	4.6%
Employment	550,000	3.5%
Retail / Neighborhood Serving Commercial [1]	300,000	17.4%

[1] Includes hotels and other non-specified commercial uses

Figure AP/B-2: Victory Court Illustrative Aerial





Figure AP/B-1: Victory Court Illustrative Plan

Note: This plan shows a possible/hypothetical configuration of future development for illustrative purposes; actual development is dependent upon many factors, including decisions of property owners/applicants, which sites are aggregated, what sea level rise mitigations are needed, and the phasing of development.



Figure AP/B-3: Victory Court Existing Conditions

As shown in Figure AP/B-4, the planned 3rd Street Extension connects to the end of 4th Street for safety access. Additional connectivity in the area includes establishing a public street and multi-use path to replace the existing section of Fallon Street that runs east-west along the north side of the existing railway tracks. This would lead to a connection across Embarcadero at Oak Street to the waterfront and Estuary Park. A new north-south pedestrian and bike-only street to subdivide the large block south of the 3rd Street extension should also be included.

Implementation of each new connection will be phased in to accompany and provide necessary emergency access to new development. Phasing considerations include providing either the east-west Fallon Street extension, or the 3rd Street connection between Oak and Fallon Streets to access new development to the east, as well as the important connection between the 3rd Street Extension and the end of 4th Street to provide multiple routes in and out of the area.

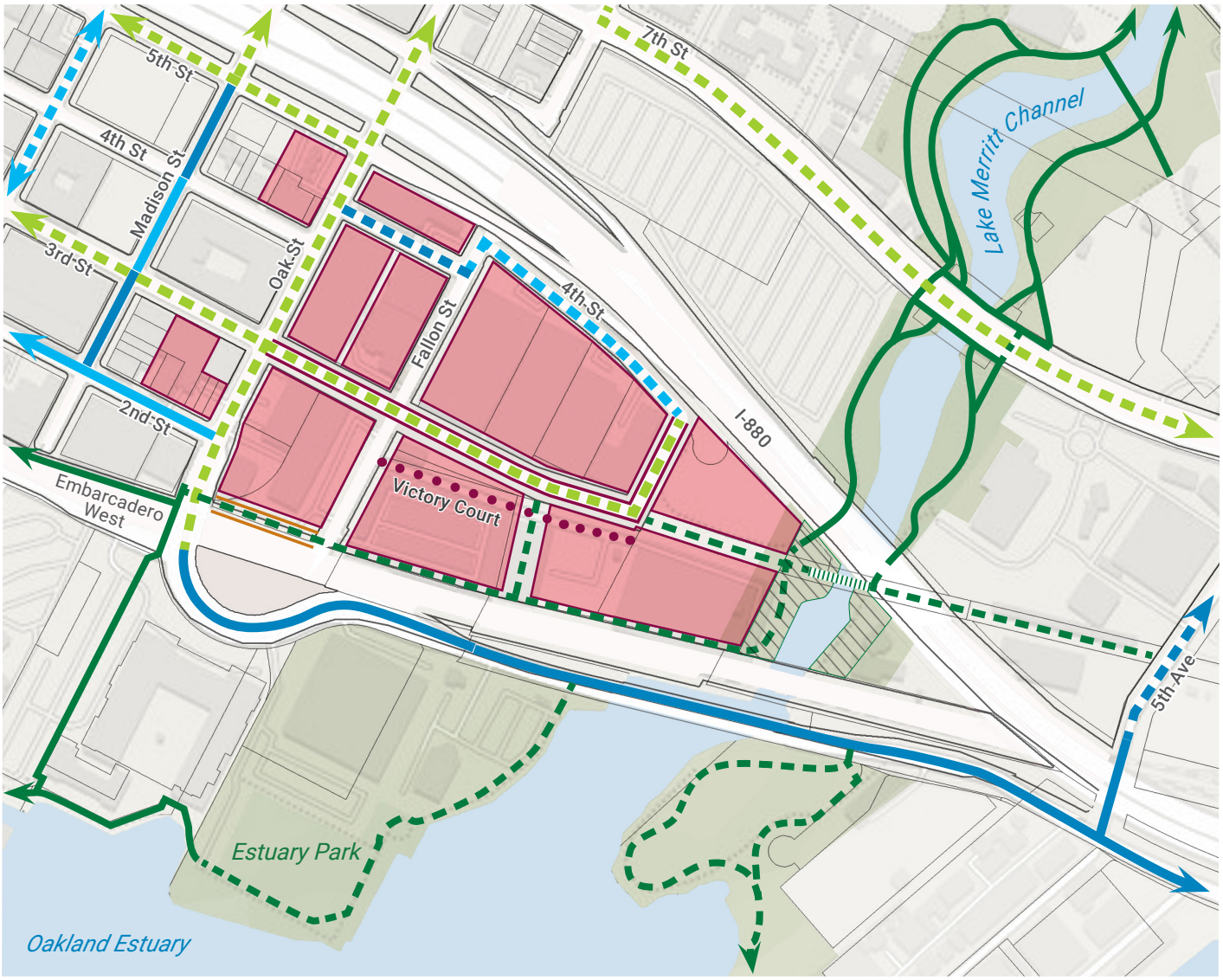


Figure AP/B-4: Victory Court Future Connectivity

Map Key

- Victory Court Development Opportunity Sites
- New 3rd Street Extension (80' ROW)
- New Fallon Street Extension (56' ROW)
- Private Street to Be Closed
- Minimum Landscape Buffer
- Recommended Future Bike/Ped Crossing
- Existing/Proposed Multi-Use Path
- Existing/Proposed Protected Bike Lane
- Existing/Proposed Buffered Bike Lane
- Existing/Proposed Bike Lane

Implementing the 3rd Street Extension

Implementation strategies, street design alternatives, and order-of-magnitude cost estimates

IMPLEMENTATION STRATEGIES & FUNDING MECHANISMS

Figure AP/B-4 shows development opportunity sites with existing and recommended vehicle, pedestrian, and bicycle connections in Victory Court, the most important of which is the extension of 3rd Street. This map can be used to coordinate future development activity in the area. In order to take advantage of increased development potential permitted under updates to the Planning Code, future Planned Unit Development (PUD) applications, which will be required for all development in the Victory Court area, will need to dedicate right-of way for future connections. Proposed street and path centerlines may be shifted to accommodate site design refinements, but the connections necessary for emergency access, shown on Figure AP/B-4, must be provided.

Funding for street and path improvements within newly dedicated rights-of-way will be determined as development applications are received, and could include mechanisms such as a local improvement district; transportation impact fees; and Zoning Incentive Program streetscape improvements.

STREET DESIGN ALTERNATIVES

It is essential that the 3rd Street extension be a highly walkable and bikable street that connects new residents and businesses in Victory Court with the Jack London District, the waterfront, the Lake Merritt BART Station and the greater downtown area. The street design cross sections illustrate the recommended basic design components to be included within the new 80' right-of-way, such as pedestrian sidewalks, on-street parking, landscaping and street trees. As future detailed designs are provided, additional details such as pedestrian-scaled lighting and street furnishings (benches, trash cans, etc.) should be incorporated into the street design plans.

The three options show varying alternatives for incorporating a protected bikeway as recommended in the 2019 Oakland Bike Plan. Option 1 shows elevated bicycle lanes at the sidewalk level; Option 2 shows parking-protected bicycle lanes at the street level; and Options 3 shows a two-way elevated bicycle track at the sidewalk level.



Figure AP/B-5: 3rd Street Extension, Option 1 (with elevated bike lane)

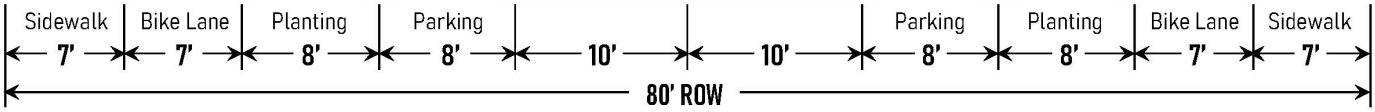




Figure AP/B-6: 3rd Street Extension, Option 2 (with parking-protected bike lane)

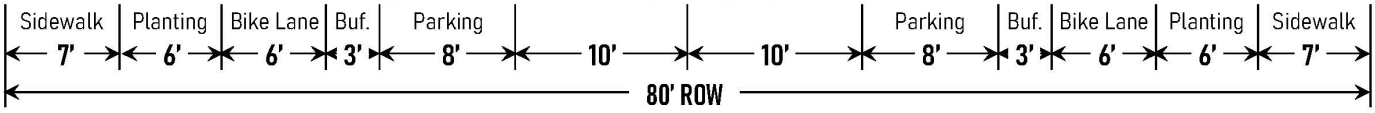
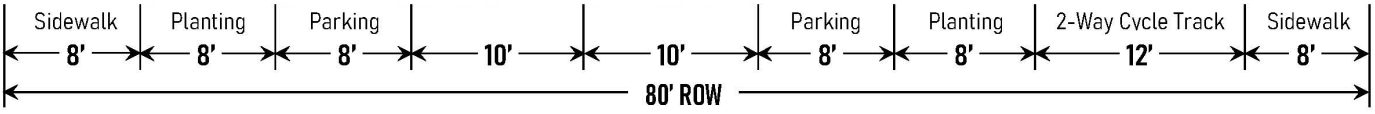




Figure AP/B-7: 3rd Street Extension, Option 3 (with elevated cycle track)



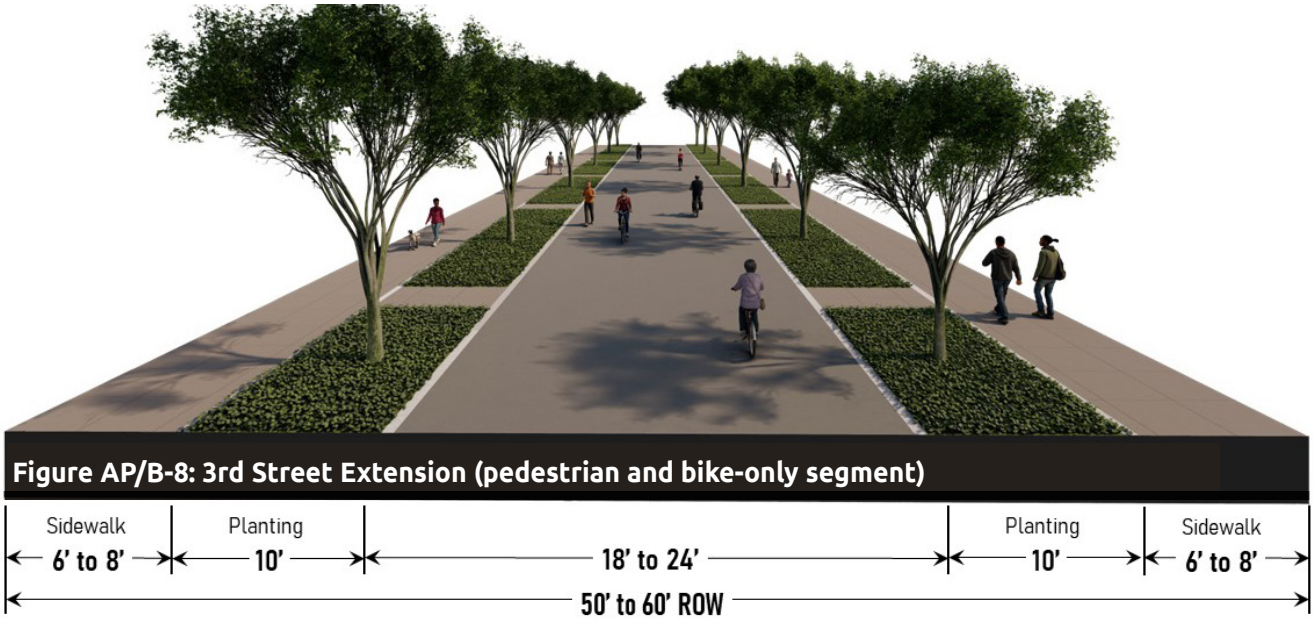


Figure AP/B-8: 3rd Street Extension (pedestrian and bike-only segment)

At the eastern end of Victory Court, vehicular access on 3rd Street will extend north to connect to the end of 4th Street. However, pedestrian and bike connectivity should extend further east to Lake Merritt Channel. Figure AP/B-8 shows the recommended configuration to provide a walkable frontage for future buildings. This will provide connectivity to the waterfront and a potential opportunity to connect Victory Court to the north with Chinatown, Lake Merritt, the Lake Merritt BART station and Laney College, and east to Brooklyn Basin using the alignment of the former rail bridge as a pedestrian-bicycle path.

COST ESTIMATES FOR 3RD STREET EXTENSION

An order-of-magnitude cost estimate for the 3rd Street extension has been prepared (Table AP/B-1), including underground utilities relocation/ establishment, grading, paving, lighting, signals, and public realm improvements as described in the illustrative street design sections. Tables AP/B-2 and AP-B3 provide estimates for the segment of the 3rd Street Extension that will be pedestrian-bicycle only (as shown in Figure AP/B-8), as well as for the potential pedestrian bridge over the Lake Merritt Channel.

Table AP/B-1: Preliminary Estimate of Probable Cost for 3RD STREET EXTENSION

Item No.	Item Description	Estimated Quantity	Unit of Measure	Unit Cost	Cost
1	Excavation	4868	CY	$ 60.00	$ 292,100.00
2	Asphalt Concrete	1665	Tons	$ 180.00	$ 299,700.00
3	Class II Aggregate Base	2790	CY	$ 150.00	$ 418,500.00
4	Vertical Curb	2690	LF	$ 75.00	$ 201,800.00
5	Sidewalk	21520	SF	$ 40.00	$ 860,800.00
6	Landscape Median	1	LS	$ 635,900.00	$ 635,900.00
7	Bioretention	4300	SF	$ 30.00	$ 129,000.00
8	Sanitary Sewer Facilities	1	LS	$ 315,000.00	$ 315,000.00
9	Storm Drain Facilities	1	LS	$ 314,000.00	$ 314,000.00
10	Water Facilities	1	LS	$ 280,000.00	$ 280,000.00
11	Striping and Markings	1	LS	$ 9,000.00	$ 9 ,000.00
12	Street Lighting (Decorative)	1	LS	$ 780,000.00	$ 780,000.00
13	Traffic Signal 3rd @ Oak St.	1	LS	$ 600,000.00	$ 600,000.00
14	Traffic Signal 3rd @ Fallon St.	1	LS	$ 600,000.00	$ 600,000.00

Assumptions:

- Based on 3rd Street Extension, Figure AP/B-7 (elevated cycle track)
- 3rd Street is a minor arterial with a TI of 7, R value of 5 which equates to a 4”AC over 15”AB roadway section.
- Sewer Main - 12” PVC , Water Main - 8” PVC, Storm Drain - 18”RCP
- Street lighting - decorative type lights spaced at 50’ OC
- Traffic Signal 3rd at Oak St. - full replacement, Traffic Signal 3rd at Fallon St. - new signal
- Building Demo, R/W Acquisition & Environmental Clearance Costs are not Included.

Subtotal	**$ 5,736,000.00**
Traffic Control, SWPP, Mob (25%)	**$ 1,434,000.00**
Construction Subtotal	**$ 7,170,000.00**
30% Contingency	**$ 2,151,000.00**
Construction Total	**$ 9,321,000.00**
Design (15%)	**$ 1,399,000.00**
CM &Inspection (20%)	**$ 1,865,000.00**
Environmental (10%)	**$ 933,000.00**
City Staff/Admin (20%)	**$ 1,865,000.00**
Project Total	**$ 15,383,000.00**

Table AP/B-2: Preliminary Estimate of Probable Cost for 3RD STREET PEDESTRIAN / BICYCLE STREET EXTENSION TO LAKE MERRITT CHANNEL PARK

Item No.	Item Description	Estimated Quantity	Unit of Measure	Unit Cost	Cost
1	Excavation	807	CY	$ 60.00	$ 48,400.00
2	Asphalt Concrete	205	Tons	$ 180.00	$ 36,900.00
3	Class II Aggregate Base	245	CY	$ 150.00	$ 36,750.00
4	Sidewalk	6608	SF	$ 40.00	$ 264,400.00
5	Landscape Median	1	LS	$ 200,000.00	$ 200,000.00
6	Bioretention	1000	SF	$ 30.00	$ 30,000.00
7	Street Lighting (Decorative)	1	LS	$ 245,000.00	$ 245,000.00
				Subtotal	**$ 862,000.00**
				Traffic Control, SWPP, Mob (25%)	**$ 216,000.00**
				Construction Subtotal	**$ 1,078,000.00**
				30% Contingency	**$ 324,000.00**
				Construction Total	**$ 1,402,000.00**
				Design (15%)	**$ 211,000.00**
				CM &Inspection (20%)	**$ 281,000.00**
				Environmental (10%)	**$ 141,000.00**
				City Staff/Admin (20%)	**$ 281,000.00**
				Project Total	**$ 2,316,000.00**

Assumptions:

- Based on Figure AP/B-8; 60’ max. R/W width
- Street lighting - decorative type lights spaced at 50’ OC
- R/W Acquisition and Environmental Clearance Costs are not included

Table AP/B-3: Preliminary Estimate of Probable Cost for PEDESTRIAN BRIDGE

Item No.	Item Description	Estimated Quantity	Unit of Measure	Unit Cost	Cost
1	10' X 150' Prefabricated Steel Bridge	1	LS	$ 345,000.00	$ 345,000.00
2	Abutments/Foundations & Installation	1	LS	$ 620,000.00	$ 620,000.00
Assumptions: • Bridge Type: Weather Steel Pratt Truss Bridge With Concrete Deck • Based on steel material costs as of July 28,2023 • R/W Acquisition and Environmental Clearance Costs are not included				**Subtotal**	**$ 965,000.00**
				Traffic Control, SWPP, Mob (25%)	**$ 242,000.00**
				Construction Subtotal	**$ 1,207,000.00**
				30% Contingency	**$ 363,000.00**
				Construction Total	**$ 1,570,000.00**
				Design (15%)	**$ 236,000.00**
				CM &Inspection (20%)	**$ 314,000.00**
				Environmental (10%)	**$ 157,000.00**
				City Staff/Admin (20%)	**$ 314,000.00**
				Project Total	**$ 2,591,000.00**





APPENDIX C

Green Loop Implementation

The Green Loop is 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 downtown's waterfront and cultural and entertainment areas (See Figures CH-5 and LU-12). It also provides design standards and integrates with the West Oakland Walk to connect history, culture and recreation.

Since the original draft of the Downtown Oakland Specific Plan, several street design improvements along the Green Loop have been initiated. This Appendix summarizes those in-progress improvements, identifies where additional planning to enhance pedestrian and bike connectivity is needed, and includes general street design guidelines that can be used to guide implementation of this important Plan concept.

Existing Street Improvement Projects

An overview of street improvements in progress at time of Plan adoption that are along or connect to the Green Loop.

	Project Name	Status	Description
1	19th Street BART to Lake Merritt Urban Greenway	Construction	The streetscape project on 20th Street from Broadway to Harrison Street will close a last mile gap between the 19th Street BART station and Lake Merritt by constructing a combination of protected, parking-buffered, and sidewalk-level separated bike lanes as well as implementing pedestrian improvements, including sidewalk widening, installation of bulb-outs and medians.
2	Lakeside Family Streets	Design	Bicycle infrastructure project that will implement a median separated two-way cycle track along Harrison between Lakeside Dr and Grand Ave and along the south side of Grand Avenue between Harrison St and Bay Pl. Parking protected bikeways will also extend from Grand to 27th St along Harrison St.
3	Lakeside Drive/ Lake Merritt Blvd Complete Streets	Design	Repaving project that will include the implementation of a two-way protected cycle track on Lakeside Dr between 12th and Madison St and a one-way bicycle facility on the south side of Lake Merritt Blvd, connecting 1st Ave to 14th St.
4	MLK Jr. Way Streetscape / Embarcadero West Safety and Access Improvements	Design	Overall street improvements from 2nd to 14th St that include buffered bike lanes, protected bike lanes, or a cycle track, high-visibility crosswalks, pedestrian lighting, and bulb-outs for pedestrian safety, new street trees, and fiber optic cable south of 7th St. An additional project, the Embarcadero West Safety and Access Improvements will extend the planned enhancements on MLK Jr. Way from 2nd St south to Embarcadero, as well a multi-use path along Embarcadero West from Clay to Webster, and upgrade of eight at-grade crossings between Market Street and Oak Street.
5	MLK Jr. Way Road Diet	Design	Road diet between 7th and 20th St that will reduce MLK Jr Way from four lanes to two, adding buffered bike lanes in both directions. New high-visibility crosswalks would be added and existing on-street parking maintained.
6	Market Street Corridor Streetscape Improvements	Design	Improvements between 3rd St and 7th St that include modifying existing or installing new traffic signals, providing additional lighting, improving sidewalks and curb ramps, and improving existing bike lanes. An additional project for Embarcadero West Safety and Access Improvements will extend the planned enhancements on Market Street from 3rd St south to Embarcadero.
7	7th Street Connection	Design	Streetscape project that will remove one lane of traffic, adding protected bike lanes and wider sidewalks from Mandela Parkway to MLK Jr Way. Additional upgrades include reduced crossing distances and overall safety improvements at intersections, better pedestrian street lighting, and street trees.
8	14th Street Safe Routes To The City	Bid Award	Road diet between Brush and Oak St that will go from four lanes to two, adding Class IV protected bicycle lanes separated by curbs and parked cars. Project will also implement transit boarding islands, marked crossings, retimed signals, and green stormwater infrastructure.
9	14th St Pedestrian Improvements & Road Diet	Design	Road diet between Mandela Parkway and I-980 from four to two lanes with new buffered bike lanes. Pedestrian safety improvements also planned at four key intersections.
10	Estuary Park Improvements	Design	Park redesign that includes improvements to the Bay Trail and the shoreline along the Estuary and Lake Merritt Channel.

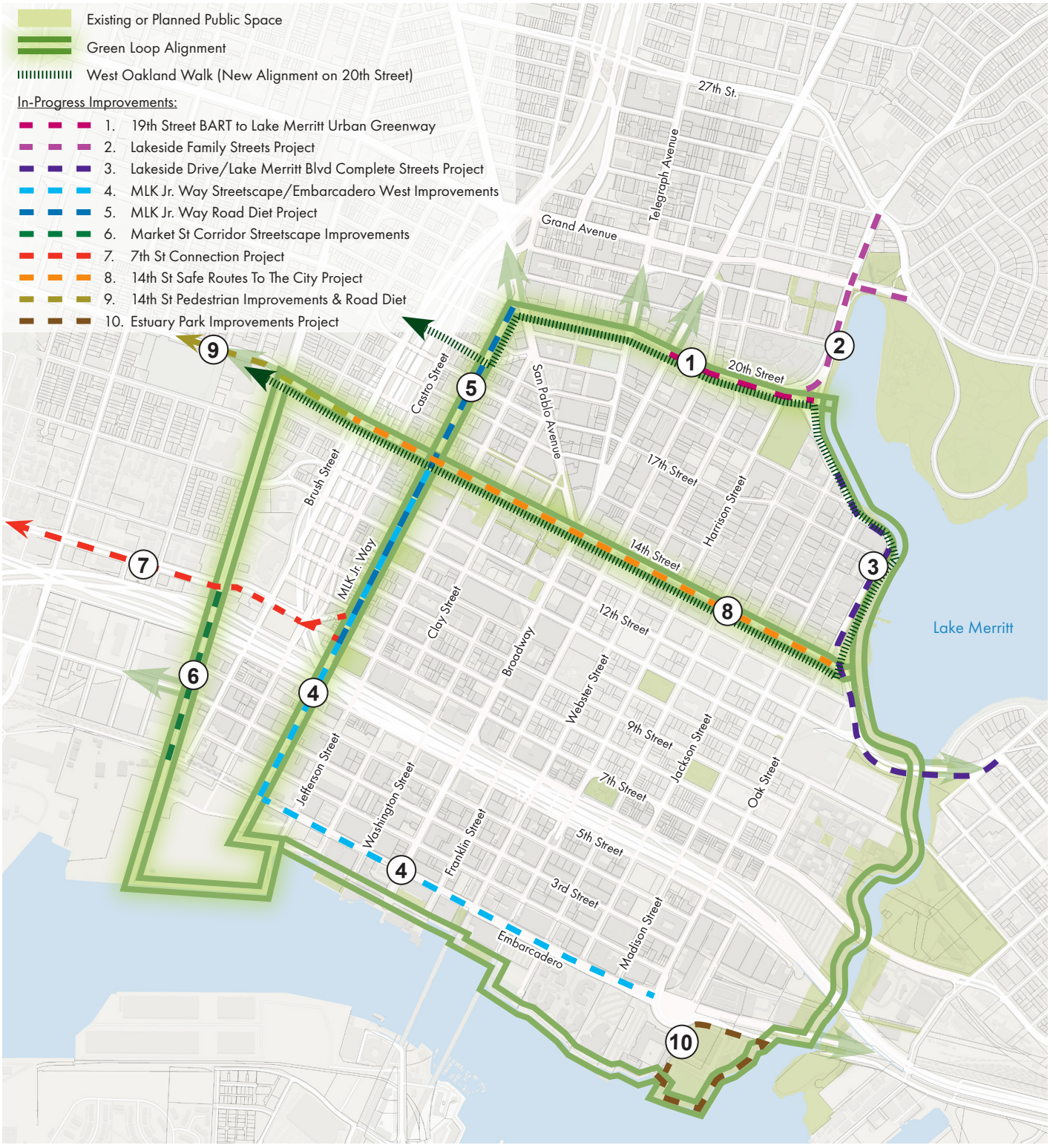


Figure AP/C-1: Green Loop In-Progress Street Improvements

Feet
0 500 1,000 2,000
N

Recommended Future Green Loop Improvements

A summary of recommended future improvements to close the remaining gaps in safe and comfortable access along the Green Loop.

	Project Name	Description
A	3rd Street Extension	As part of future redevelopment at Victory Court, 3rd St should be extended east and connected to 4th St. As per the 2019 Oakland Bike Plan, 3rd St should also feature protected bicycle facilities, which with this extension of the roadway, would connect cyclists coming from Oak St to the Lake Merritt Channel and Green Loop network of public open spaces and trails.
B	Victory Court Channel Trail & Open Space	While multi-use trails already exist on both sides of the channel north of I-880, redevelopment of Victory Court would extend the west side trail to Embarcadero along the recommended 60' wide landscape buffer for new development along Lake Merritt Channel.
C	Victory Court Bike/Ped Channel Bridge to 5th Ave	In order to connect Green Loop users and future residents, workers, and visitors in Victory Court to Brooklyn Basin and the east side of Lake Merritt, this Plan recommends a bike/ped bridge connecting 3rd St to 5th Ave over the Lake Merritt Channel along the alignment of an out of service rail bridge.
D	20th St Improvements Extension	Extend buffered/protected bicycle lanes on 20th St from Telegraph to San Pablo Ave, replacing the existing sharrows. This can be achieved by eliminating the existing center turn lane and/or on-street parking.
E	Market St Improvements Extension	Upgrade existing buffered bike lanes to protected bike lanes along Market St from 7th St to 14th St.
F	Market St Extension to Estuary	As part of future redevelopment of Howard Terminal, Market St should be extended south into the area, with dedicated protected bicycle facilities.
G	Howard Terminal Bay Trail & Waterfront Park	Future redevelopment at Howard Terminal should include public access to the estuary waterfront that includes dedicated facilities for the Bay Trail, and connect to improvements on MLK Jr Way.



Figure AP/C-2: Green Loop Recommended Future Improvements

Green Loop Design Guidelines

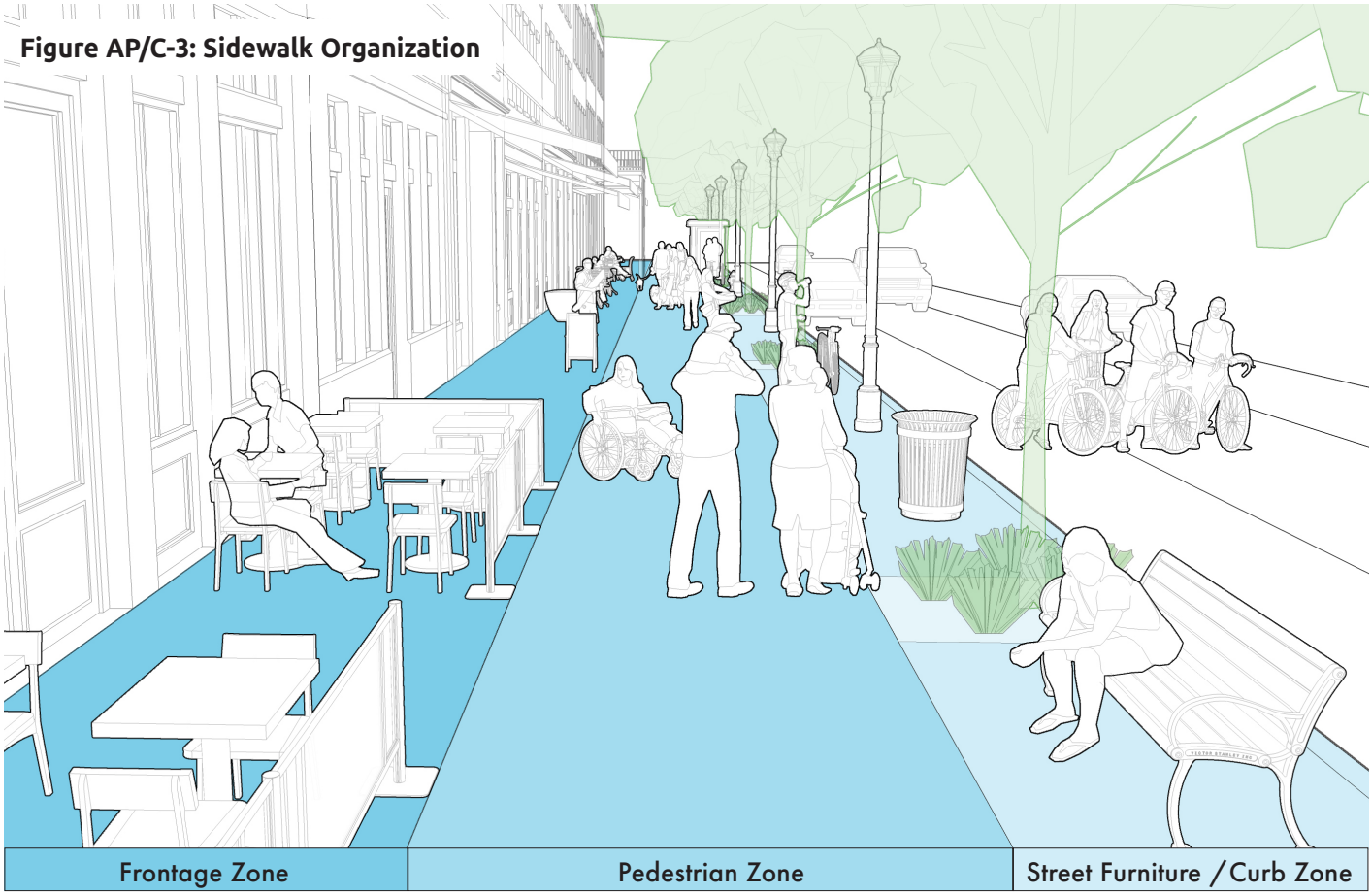
Streetscape Design Guidelines are provided to shape future improvement projects along the Green Loop to provide a consistent, safe and enhanced experience for pedestrians and cyclists. These streetcape guidelines are complemented by design standards for private development along the Green Loop in the Planning Code.

SIDEWALK DESIGN AND ORGANIZATION

The design of pedestrian amenities within the sidewalk area should be organized by the following zones, as illustrated in Figure AP/C-3:

- **Frontage Zone:** The frontage zone is the section of the sidewalk that functions as an extension of the building, including both the structure and the facade of the building fronting the street (entryways and doors) as well as the space immediately adjacent to the building (sidewalk cafes and sandwich boards). Permitted/desired elements in the frontage zone include cafe seating and other street furniture, landscape planters, benches, and signage. ADA accessibility standards must be followed. A canopy/awning or second floor balcony is encouraged to project over and provide shade within the Frontage Zone (see building design guidelines).
- **Pedestrian Zone:** This is the portion of the sidewalk dedicated to pedestrian travel. It must be accessible and free of physical obstructions to allow for the movement of people. It should be well-lit and functional. Eight feet minimum in width should be provided on high-activity Green Loop streets in an accessible/clear pathway to ensure that pedestrians have a safe and adequate space to walk. A smaller pedestrian zone of 5 to 6 feet minimum may be included where the right-of-way width is constrained.
- **Street Furniture / Curb Zone:** The street furniture / curb zone is the section of the sidewalk between the curb and the pedestrian zone. Permitted/desired elements for this portion of the sidewalk include street furniture and amenities such as pedestrian-scaled lighting, wayfinding signage, benches, utility poles, tree planting areas, drinking fountains, trash receptacles, public art, and bicycle parking. The street furniture zone along the Green Loop should also include green infrastructure elements, such as permeable plantings, rain gardens or flow-through planters.
- **Enhancement / Buffer Zone:** The enhancement/buffer zone is the space immediately next to the sidewalk that may consist of a variety of different elements such as curb extensions, stormwater management features, parking, curbside flex zones (for rideshare pick-up/drop-off), parklets, an elevated cycletrack or buffered bike lane, bike racks and bike share stations.

Figure AP/C-3: Sidewalk Organization



INTERSECTION DESIGN

Street intersections should prioritize safety and comfort for pedestrians and cyclists on Green Loop streets.

- Pedestrian and bike crossing infrastructure should be provided across all intersection approaches, including high visibility crosswalks, sidewalk ramps, truncated domes and detectable warning surfaces and signals.
- The use of auxiliary turn lanes at intersections for traffic movement should be carefully weighed against the impact to pedestrian and cyclist movement at the intersection. Dedicated right turn lanes are discouraged. Consideration should be given to "no right on red" where bike lanes exist.
- Traffic signals should be timed primarily for the convenience and safety of pedestrians and cyclists.
- Pedestrian exposure to vehicles and crossing distances should be reduced through the use of refuge islands, bulb outs, and pedestrian signals.
- Curb radii should be minimized to slow vehicles and increase safety.



Figure AP/C-4: Cultural District Wayfinding Example

WAYFINDING

As part of Plan implementation, the City should commission a comprehensive wayfinding system to be created to identify the Green Loop and the many destinations it links within downtown. It should be consistent in theme and placement, and coordinated with other streetscape furniture to reduce visual clutter in the public realm.

Where the green loop intersects with downtown's existing and future Cultural and Entertainment Districts (as shown in Figure CH-5), unique wayfinding, lighting, signage and public art should be created to reflect and celebrate the local district. Such areas include:

- The **Black Arts Movement & Business District (BAMBD),** which extends along 14th Street, and includes portions of Lakeside Drive / Lake Merritt Blvd, MLK Jr. Way and Market Street.
- The **Uptown Entertainment Area,** which intersects the Green Loop on 20th Street.
- The **Jack London Entertainment Area** along the waterfront.
- The **West Oakland Walk (WOW),** which intersects the Green Loop on 14th Street, Lakeside Drive, 20th Street and MLK Jr. Way.

PUBLIC ART

The City should work with the local arts community to identify opportunities to incorporate temporary and permanent public art installations within parks, public spaces, and other Green Loop street locations, including:

- Murals, living walls, and green wall art installations are encouraged for existing blank building wall facades to provide pedestrian interest and reinforce the unique character for this area. Local artists can be commissioned to complete installations.
- Streetscapes are another opportunity for public art. Examples include the painting of temporary walkway/sidewalk buffers with murals or design features, artistically-painted crosswalks (where permitted), or the installation of parklets that incorporate art, creative landscaping and seating.

STREET TREES / PLANTING AREAS

Trees and other landscaping should be planted within the Curb Zone, used to separate pedestrians on the sidewalk from moving vehicles and provide shade.

- Trees should generally be spaced to allow sufficient room for tree canopies to grow and develop without conflict with other trees or buildings.
- Planting locations should consider visibility for signs on adjacent buildings
- Tree and plant species should be selected to thrive in Oakland's conditions and be consistent with Oakland Public Works Tree Division approved list of tree species for planting.
- The Curb Zone should also be used as an opportunity to provide for green infrastructure and additional landscaping.

STREET LIGHTING

Lighting should enhance the character of the public realm and help to give identity to the streetscape. Consistency of lighting fixtures within Green Loop streets and public spaces can create a unifying scheme.

- A combination of pedestrian-scaled street light fixtures generally not taller than fifteen (15) feet, and closely-spaced, generally not more than sixty (60) feet on center, as well as intersection street light fixtures where needed can provide a well-lit street area and establish a unifying element along the street.
- Street lights should generally be aligned with street tree placement within the Curb Zone.
- Lighting types and colors should be consistent along Green Loop streets and within Cultural and Entertainment Districts.
- Consideration of security and pedestrian comfort should be prioritized by increasing illumination low to the ground in public parking lots, at building entries, and public spaces.

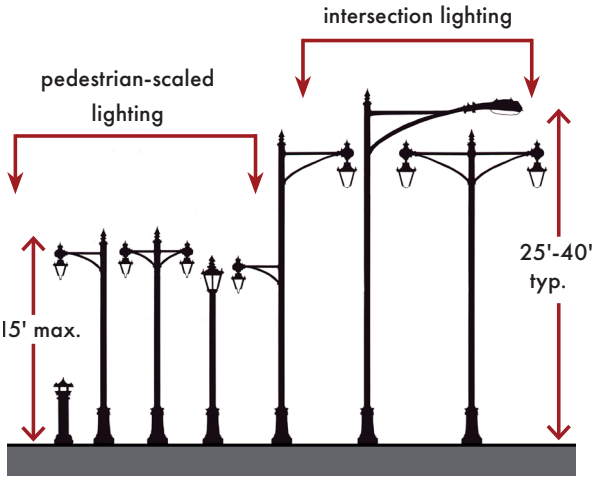


Figure AP/C-5: Pedestrian and Intersection Lighting

STREET FURNITURE

Street furniture should generally be consistent along Green Loop streets and within Cultural and Entertainment districts; exceptions may be made for creative public arts programs. The following guidelines apply:

- **Benches** should be provided for rest opportunities in areas of gathering or high pedestrian activity (such as along mixed-use and retail frontages). Along retail frontages, a minimum of two (2) benches should be provided for each block face. Benches should be located at distances no greater than four hundred (400) feet, although the benches do not have to be placed at regular intervals.
- **Bike racks** should be placed in groups at convenient, safe, well-lit paved areas in the sidewalk Curb Zone or Buffer Zone, and within all public open spaces with an area in excess of one acre. Bike racks should conform to City design standards, and be permanently anchored in a concrete footing to promote stability and security.
- **Waste receptacles** should be placed adjacent to building entrances, and in select locations along sidewalks within the Curb Zone. At least one waste receptacle should be provided at each intersection in mixed-use areas.

PARKING ACCESS

Parking should be located behind the front facade of buildings and accessed from alleys or side streets whenever possible; curb cuts along Green Loop streets should be minimized.





Figure AP/C-6: Examples of Sidewalk Shading / Pedestrian-Oriented Shopfronts

Building Design Guidelines include basic standards for new or reused buildings that face streets on the Green Loop, to further enhance walkability and the pedestrian realm.

GREEN LOOP COMBINING ZONE

New development along the Green Loop shall conform to the building design and landscape requirements of the Green Loop Combining Zone, as identified on the Zoning Map of the Oakland Planning Code.

PRIMARY ENTRANCES

The primary entrance of a building should directly face and open onto the street/sidewalk or a pedestrian-oriented public space, to activate the street frontage. The public space can include a garden, courtyard, or forecourt; the public space should connect directly to the sidewalk.

FACADE TRANSPARENCY

All building facades that face a street or public space should provide transparency into the interiors to eliminate expanses of blank walls facing the public realm and provide visual interest and safety for pedestrians.

The character of some uses of land, such as parking structures, may preclude their buildings from complying with façade transparency requirements. Such buildings can be constructed or retrofitted in a manner that they are separated from adjacent streets (but not alleys) by liner buildings that do meet transparency requirements.

SHADING OF SIDEWALKS

Each building with a commercial space on the ground story should have awnings, balconies, colonnades, or arcades facing the street; these elements are also encouraged for buildings with other active or public ground floor uses.

PEDESTRIAN-ORIENTED COMMERCIAL SPACES AND SHOPFRONTS

Ground floor commercial spaces, particularly shopfronts, should provide views into the interiors; define the pedestrian realm with elements such as cornices or expression lines between the first and second story; and be covered either with the shading techniques mentioned above or by being inset into the main body of the building.

GREEN ELEMENTS

To reflect the theme of the Green Loop, plazas, public spaces, planting areas and green roofs should contain ample and well-maintained landscaping, with generous use of native, pollinator-friendly and drought-resistant plants. Other green and environmentally sustainable building materials and techniques are particularly encouraged in development projects along the Green Loop.

Streetscape improvements along the Green Loop provided through the Zoning Incentive Program should include these or other green elements.

PUBLIC ART

In the Green Loop area, public art may include well-maintained green walls or other living art to provide pedestrian interest and reinforce the unique green and pedestrian-friendly character of this corridor. Green-themed public art could also include facades, canopies, railings, fences, screening, glass curtain walls, and other types of architectural details.

Public art along the Green Loop where it intersects with cultural and entertainment districts or the West Oakland Walk may include elements that reinforce the unique characters of those areas.

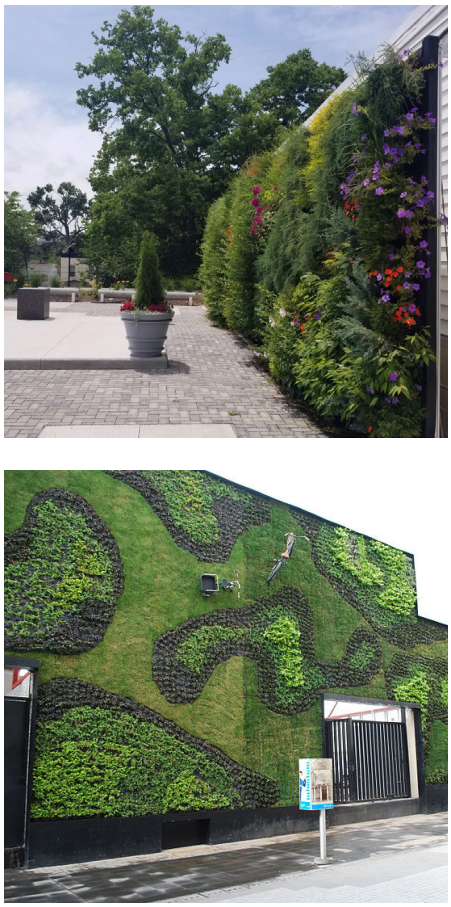


Figure AP/C-7: Examples of Green Walls