

Location:	West Oakland Specific Plan Area is generally bounded by Interstate-580 (MacArthur Freeway) to the north, Interstate-980 to the east, and the re-located Interstate-880 (Nimitz Freeway) wrapping around the south and west. A small portion of the plan area is in the East Bay Bridge Shopping Center and below I-880 near Linden Street.
Proposal:	Conduct a Public Hearing to provide cultural-resource related comments on the Final Environmental Impact Report (FEIR), Final West Oakland Specific Plan, and Associated General Plan Amendments, Planning Code Amendments, Zoning Maps, Height Map, and Design Guidelines (collectively called "Related Actions").
Applicant:	City of Oakland
Case File Numbers:	ER12-0018, GP14-010, RZ14-011, ZS14-012, ZT14-013
General Plan:	Neighborhood Center, Mixed Housing Type, Institutional, Urban Open Space, Urban Residential, Business Mix, Community Commercial, Housing and Business Mix, Regional Commercial, Light Industry 1 (Estuary Plan Area).
Zoning:	RM-1, RM-2, RM-3, RM-4, RM-4/C, RU-1, RU-2, RU-3, RU-5, OS-(LP), OS-(NP), OS-(AMP), OS-(AF), OS-(CP), CC-1, CC-2, CC-3, C-40, HBX-2, CR-1, M-30, IG, CIX-1, S-4, S-7, S-S-15, S-19, S-20, Wood Street.
Environmental Determination:	All comments that were received during the Draft Environmental Impact Report (DEIR) public comment period have been compiled and responded to in the Response to Comments (RTC) Document, along with changes and clarifications to the DEIR. The RTC Document, together with the DEIR, constitutes the Final EIR (FEIR) for the Specific Plan.
Historic Status:	The Plan Area includes cultural/historic resources that may be eligible for, or are on an historical resource list (including the California Register of Historic Resources, the National Register of Historical Resources, and/or the Local Register); and many cultural/historic resources designated locally as Areas of Primary Importance (API); Areas of Secondary Importance (ASI); properties individually rated A, B, C, or D; and Landmark properties.
Service Delivery District:	1, 2
City Council District:	3, and a small portion of 1
Status:	The Final Specific Plan and RTC/FEIR were released on May 29, 2014.
Action to be Taken:	Receive public and Board member cultural-resource related comments on the FEIR, Final Specific Plan and Related Actions. Contact project planner Ulla-Britt Jonsson at 510-238-3322 or ujonsson@oaklandnet.com
Further Information:	Project message line: 510-238-3322 Project email address: westoaklandspecificplan@oaklandnet.com Project website: www.oaklandnet.com/r/wosp

SUMMARY

The purpose of this Landmarks Preservation Advisory Board public hearing is to provide cultural-resource related comments on the Final West Oakland Specific Plan, Final Environmental Impact Report (FEIR)/Responses to Comments document, and West Oakland Specific Plan Design Guidelines.

Although information regarding both the Final West Oakland Specific Plan and Final EIR is provided for context, this staff report will focus on key historic concepts as they relate to Zoning amendments and Design Guidelines.

PLANNING CONTEXT

The West Oakland Specific Plan Area (Planning Area) comprises approximately 1,900 acres, subdivided into 6,340 parcels. It has a current population of approximately 25,000 people, and contains employment opportunities for more than 15,000 current employees. Residential uses occupy approximately 60 percent of the land in West Oakland, generally concentrated in the northern, eastern and southwestern portions of the area. Industrial, commercial and truck-related uses occupy about 23 percent of the land area. Industrial uses are concentrated primarily around Mandela Parkway and West Grand Avenue and in the vicinity of 3rd Street. Commercial activities primarily occur at the northern end of the Planning Area near Emeryville, along San Pablo Avenue, at the eastern end of West Grand Avenue, on Market Street and on 7th Street. Government/institutional and utilities uses occupy the remaining 17 percent of the Planning Area. Lands devoted to government, institutional and utility uses include properties owned by Caltrans, Union Pacific Railroad, U.S. Postal Service, Bay Area Rapid Transit District (BART), East Bay Municipal Utility District (EBMUD), Oakland Unified School District, Oakland Housing Authority, and City of Oakland.

The Planning Area has a household median income of 60% of the City-wide median, which in turn is lower than the area median income. Compared to the rest of the City, West Oakland households are overwhelmingly renters - 78% versus 58% city-wide.

The Planning Area contains many older, established residential neighborhoods such as Acorn, Oak Center, South Prescott, Prescott, Ralph Bunche, Clawson, Hoover/Foster and McClymonds neighborhoods, portions of which designated as historic areas.

The Planning Area faces a number of challenges to development including crime, blight, deteriorated infrastructure, pollution, poverty, lack of economic opportunity, jobs and education, and many others. The objectives and strategies outlined in the Specific Plan address these long-standing barriers to achieving the full revitalization potential of the West Oakland area, as identified by community stakeholders and studies undertaken as part of the Plan.

PROJECT DESCRIPTION

The WOSP is intended to shape the physical development of the West Oakland district over the next 20-25 years and presents an extraordinary opportunity to guide West Oakland's future development in a direction that improves the quality of life for existing and future residents, and supports existing businesses and industry while encouraging new development, services and land uses that have significant job generation. Created over a 2½-year planning process with more than 90 meetings with various community stakeholders, the WOSP contains over 350 individual recommendations that collectively serve as a roadmap for:

- establishing a land use and development framework and serves as a tool for attracting developers to key sites and for encouraging new, targeted economic development.
- identifying transportation and infrastructure improvements and recommending implementation strategies needed to develop parcels.
- reducing blight, maintaining and supporting existing compatible businesses and industry, while attracting new industry and promoting smart growth that serves a range of incomes,
- encouraging mass transit
- creating living wage jobs in construction, retail, industry and businesses for West Oakland residents,
- recommending approaches for minimizing displacement of existing residents;
- developing training and career pathways to help West Oakland youth move from educational and training programs into paid positions, and
- promoting healthy environmental conditions in West Oakland that foster healthy individuals, families, and institutions.

The Plan maximizes the advantages of West Oakland's rich cultural legacy in the very heart of an economically productive region and establishes a long-term vision for West Oakland, including the addition of up to 4.7 million square feet of new industrial and commercial space, over 28,000 new jobs throughout the Plan Area, and 5,000 new residential units accommodating 7,500 - 11,000 new residents.

Plan's Vision and Goals

A key element of the WOSP is the identification of important community assets, an acknowledgement of their critical importance, and inclusion of strategies to ensure their retention. The **existing assets** for which this Plan sets forth objectives and strategies to ensure retention and preservation include:

- **Jobs & Industrial Lands:** Recognizing West Oakland's industrial lands as a vital, fundamental basis for future economic growth and retaining and expanding the area's current solid and diversified jobs base, which provide wages that support and sustain middle-class incomes;
- **Residential Neighborhoods:** Preserving West Oakland's residential neighborhoods, which need only enhancement of their existing strengths;
- **Historic Resource Preservation:** Preserving Oakland's oldest and most historic neighborhoods and industrial areas, ensuring their legacy of cultural, educational, aesthetic and inspirational benefits for future generations;
- **Arts & Culture:** Fostering West Oakland's fully-emerged arts and culture movement; and
- **Schools:** Acknowledging the importance of retaining and enhancing educational resources for Plan Area residents.

Public Participation and Planning Process

An intensive community-based planning process has been a crucial component in WOSP's development. Preparation of the Plan benefited from the guidance of a 14-member Steering Committee comprised of volunteers representing West Oakland community organizations, residential neighborhoods and businesses. The WOSP Steering Committee's role has been to:

- Provide guidance to the Specific Plan regarding key community issues and concerns relating to the Opportunity Sites;
- Suggest recommendations and approaches that should be considered for the Plan;
- Identify community concerns regarding the analyses leading up to this Plan and its recommendations;
- Receive information for review and discussion prior to dissemination to the larger West Oakland community;
- Serve as a "sounding board" for Specific Plan recommendations;
- Recommend approaches and locations for communicating information to the larger West Oakland community, and approaches for receiving feedback from the community throughout the process; and
- Provide feedback on the preliminary versions of the Specific Plan.

The Steering Committee provided guidance regarding key community issues and concerns, and made recommendations on strategies and actions that should be considered in the Plan.

The ideas and strategies contained in the Specific Plan were also vetted through a 23-member Technical Advisory Committee (TAC) made up of representatives of public agencies and advocacy groups, including a representative from Oakland Heritage Alliance.

Additionally, the community participation process included a very robust public outreach effort highlighted by six Community Workshops / Community Meetings where the Steering and Technical Advisory Committees' ideas were shared with the general public, additional public input and suggestions were solicited, and community consensus sought through a facilitated public process. Approximately 100-200 West Oakland stakeholders attended each workshop.

An EIR Scoping meeting was held before the Landmarks Board on November 5, 2012, and on the Draft EIR on February 10, 2014.

Since the project's July 2011 initiation date periodic status reports and other opportunities for review were provided to the Oakland City Planning Commission, the Landmarks Preservation Advisory Board (LPAB), and Bicycle and Pedestrian Advisory Committee. Periodic presentations were also made to the former West Oakland Project Area Committee, West Oakland Community Advisory Group, Neighborhood Crime Prevention Councils, Oakland Metropolitan Chamber of Commerce Committees, West Oakland Commerce Association, West Oakland Environmental Indicators Project, and various neighborhood associations and community groups to offer these bodies opportunities to shape the Specific Plan.

Formal review of the Public Review Draft Specific Plan and Draft Environmental Impact Report (DEIR) occurred during the 45-day public comment period which began on January 29, 2014 and concluded on March 17, 2014. During this period, the Plan and DEIR were considered by the Landmarks Preservation Advisory Board on February 10, 2014, City Planning Commission on February 24, 2014, and the City Parks and Recreation Advisory Commission on March 12, 2014.

Historic Resources in West Oakland

There are approximately 1,420 Local Register properties within the West Oakland Planning Area, including 32 designated historic properties and properties individually rated of the highest importance (National Register properties, Landmarks, Heritage Properties, Study List properties, S-7 Preservation Combining Zone properties, and PDHPs with an existing rating of "A"). Other Local Register properties (the 800-plus properties in the Oakland Point API, the 600-plus S-20 Preservation Combining Zone properties in the Oak Center district, and PDHPs with an existing rating of "B") bear witness to West Oakland's extraordinary age, historic significance, and intact building stock.

About 70 percent of the buildings in West Oakland meet Oakland's most inclusive definition of "historic," as compared to 20 to 25 percent in the city overall. West Oakland also has a large share of the city's most important historic resources such as City Landmarks and properties on the National Register. There are many different programs and categories for recognizing historic value, at national, state, and local levels. It is important to recognize that categories often overlap and are always somewhat fluid. Properties can lose or regain integrity, new information may come to light about any individual property or an entire context, younger properties may become "historic" with the passage of time, or a "fair argument" may indicate that a property should be considered significant. In West Oakland, roughly 3,500 out of 5,000 total buildings meet some definition of "historic" under the Preservation Element (including the 1,420 on the Local Register). Most of West Oakland's historic properties are houses on small lots, including the two large residential districts, Oakland Point and Oak Center. In lieu of an individual list of properties, the Specific Plan provides a summary with maps and examples of the types of properties in West Oakland that are considered to be historic resources.

KEY ISSUES / CULTURAL RESOURCES/HISTORIC COMMENTS ON THE SPECIFIC PLAN AND RESPONSES TO COMMENTS ON THE PLAN

Staff received numerous comments on the WOSP, its associated General Plan and Zoning Amendments and Design Guidelines and other Plan components during the public review period. Many of the comments have resulted in additional information and reorganization of the Plan itself to help readers better locate information, and refinements the Plan's major concepts; however, no departure from the original themes presented in the Plan has occurred. The Plan's cultural resources/historic comments in summary are listed below followed by responses (See also **Attachment E. 'Summary of Responses to Specific Plan Comments'** for responses to all topics expressed during the public review period.).

COMMENT

Facilitate a neighborhood centric-approach by renaming Opportunity Areas, e.g. Opportunity Area-1 to "West Mandela Grand Center."

RESPONSE

Added neighborhood information to the Opportunity Area discussions and maps to better emphasize the relationship between development of the Opportunity Areas and the benefits to the adjacent neighborhoods. The intent is for future development to be viewed not only as an Opportunity Area issue, but also as an issue for the surrounding West Oakland neighborhood.

COMMENT

Community engagement and involvement in Plan implementation.

The City and consultants “look on historic resources as not just interesting artifacts but as having great value to economic development.” Need to be specific mechanisms to promote preservation, enhancement, and reuse.

Sites that have historic buildings or in historic neighborhoods may also allow reduced parking requirements or in-law units that could assist residents with developing their property in order to profit from this economic development.

In terms of the design standards, the neighborhood framework in some areas should really review both massing height and building details in the specific neighborhoods.

Plan’s Design Guidelines, suggest that these guidelines should address historical and cultural resources and the character-defining features and historic context of the neighborhoods, including the architectural context.

RESPONSE

To ensure continued community involvement in shaping the results of the Specific Plan should it be adopted by the City Council, the WOSP includes a recommendation for a citizen and stakeholder process to help select and guide the priority and timing of this Plan’s implementation strategies, providing advice and recommendations through City staff to the City Council.

This concern is already addressed in the Specific Plan. Please see recommendations in now Chapter 8.2 of the Final Plan and the Implementation Matrix information below for specific approaches to promote preservation, enhancement and reuse of historic resources.

The City’s Secondary Unit regulations for properties within the West Oakland Specific Plan area will be relaxed to eliminate, unlike in the rest of the city, the existing requirement for a separate, non-tandem parking space as well as the current prohibition on Secondary Units in the rear setback. These zoning changes will allow Secondary Units in the side and rear setback as long as the structure does not exceed existing size limit and can meet all of the same standards that allow a garage or accessory structure in the same location. This amendment is intended to assist current West Oakland homeowners whose parcels are sufficiently sized to accommodate a Secondary Unit, in providing an additional unit as a means of generating.

Current City of Oakland Design Guidelines and WOSP Proposed Design Guidelines contain direction for massing height and building details. Among other guidelines, the following guidelines relate to this comment:

New construction and renovation in Opportunity Areas should be designed to maintain continuity with West Oakland’s unique history and character.

Residential Area 2: Massing Modulate front facades facing streets into segments to roughly match the scale of historic housing elsewhere on the street. Bay windows and porches are encouraged. Building heights and setbacks should transition from neighborhood commercial arterials to residential side streets. Buildings that are taller and built to the lot line should be located near the commercial street and have setbacks closer to the adjacent lower-scale residential buildings

Unclear as to whether or not Cole Elementary and McClymonds schools are historic properties.

Both facilities are identified as Potential Designated Historic Properties (PDHPs), the inclusive definition of "historic" in the Preservation Element of the Oakland General Plan. Both are distinguished Art Deco buildings and neighborhood institutions and as such are potentially eligible for the Local Register of Historical Resources. Further, Chapter 7.4 'Educational Resources' of the Final Specific Plan has been modified with the following added text to reflect the historic nature of some West Oakland school facilities:

- West Oakland's schools include several substantial and distinguished Moderne buildings. If campuses are closed in the short term, it would be prudent to maintain the facilities in good condition, perhaps with interim uses, to be ready for rising enrollments that may result from the Plan.

Preserve the Brotherhood of Railway Porters Building, 1716 7th Street, and the entire 7th Street Commercial District ASI.

Please refer to the WOSP Implementation Matrix in Chapter 11 for the following as well as other recommended actions in response to this comment:

- **Cultural District-1:** Continue implementation of the adopted Seventh Street Urban Design Plan (Walter Hood Design, Caltrans Environmental Justice grant, 2004).
- **Cultural District-2:** Establish a corridor-long historic district designation for the north side of 7th Street. Please also see Master Response #2 in Chapter 4.

Address how to establish a strong locally-owned-small-business capacity-building program, which might include such components as lease incentives, business management and entrepreneurship training, and joint marketing programs.

Please see Implementation Matrix related to Equitable Economic Development, in particular:

- **EED-5 & 6:** Work with West Oakland and regional employers, community-based organizations, and educational institutions to establish career pathways for residents in a range of local industries and a range of industries at the regional level.
- **EED-11:** Continue to offer and raise awareness of small business support opportunities for West Oakland businesses through the City of Oakland's existing economic and workforce development programs.
- **EED-12:** Establish a neighborhood economic development corporation to provide entrepreneurship training and small business support in West Oakland.

Strengthen the Planning for the 16th Street Train Station's neighborhood.

Oakland Film office: insert clearer statement regarding potential income, jobs, or other benefits to the city.

Definition of CEQA resources [Local Register] adopted in 1998 too narrow and "should be revisited."

Foster capacity building and local job creation for current residents and support for those who have taken risks to operate in the area during economically difficult times. Perhaps more clearly address a nexus between historic preservation and small business occupation of historic buildings; list potential resources that could be available.

Please see Implementation Matrix Strategies re **16th Street Station, strategies 1-5** below.

Text has been added in Chapter 8.3 'Fostering the Creative Economy & Cultural Arts Community' to supplement prior Oakland Film Office language. Please see recommendation '**Art Anchors-3**' and other Film Office references in this Chapter.

This comment is noted for future reference. The Draft EIR's analysis of historical resources is based on the City's current definition. That a resource is not listed in or formally determined to be eligible, or not deemed significant pursuant to established criteria does not preclude the City from considering that a resource may be a historical resource for purposes of this EIR. As noted in the Draft EIR (page 4.4-47), "The Specific Plan's Opportunity Areas contain a number of ASIs, and many PDHPs with existing ratings lower than "A" or "B". These properties were found by the OCHS surveys not to appear obviously eligible for the National Register, are not currently classified as Local Register properties, and therefore their demolition or alteration might not be considered a significant impact under CEQA. Nevertheless, the policies of the Specific Plan, and existing City policies and regulations listed in the Regulatory Setting section above, would continue to encourage the retention and reuse of these properties in a manner that retains their historic character." In addition, it is important to recognize that categories often overlap and are always somewhat fluid. Properties can lose or regain integrity, new information may come to light about any individual property or an entire context, younger properties may become "historic" with the passage of time, or a "fair argument" may indicate that a property should be considered significant.

The Specific Plan contains recommendations that speak to this comment. Please refer to the following recommendations as well as other recommendation in the Plan:

- **Financial Incentives-8:** Seek additional funding to assist low-income property owners of historic properties to preserve and maintain the property's historic status.
- **EED-7:** Enact land use policies, zoning regulations, and design guidelines to protect historic, architecturally and structurally significant structures through adaptive reuse and encourage infill development between

existing buildings.

EIR 4.4-45- Under Oakland Point API, in addition to appropriate scaling, the design of new infill buildings should be compatible with that of existing historic buildings in the area.

Please see Implementation Matrix, in particular:

- **Historically Compatible Design-1:** Infill development projects (both residential and commercial/business mix) should be designed so that heights, densities and building envelopes form compatible transitions to historic neighborhood context.

Concern regarding the intensity and height of new buildings proposed particularly near the West Oakland BART station, and concern with the effects of these new buildings on the adjacent neighborhoods, especially on the historically important South Prescott neighborhood.

As indicated in the Specific Plan and DEIR (page 4.4-47), "The Specific Plan proposes that the height and massing of new buildings [at the West Oakland BART Transit Oriented Development] provide a transition to the South Prescott neighborhood, with building heights of two to three stories on Chester Street, stepping up to four stories over a parking podium on 5th Street, and taller buildings further east. New development in the northeast corner of the AMCO block would step up from two stories closer to existing homes, to four stories further away. At the height and massing proposed, and with consideration of local context as part of Design Review of subsequent individual development projects, proposed new development at the eastern edge of the South Prescott ASI would not be expected to result in a significant adverse change in the character of this district or its individual resources or on its potential eligibility for the National Register, or S-20 status, should it be re-evaluated or designated in the future."

Summary of West Oakland Specific Plan Cultural/Historic Strategies

Additionally, to further respond to community and Board comments refer to the Implementation Matrix in Chapter 11 of the Plan which contains the following Strategies for the preservation of historic resources:

- **Adaptive Reuse-1:** Promote examples and catalyst adaptive re-use projects. Several high-profile historic structures within West Oakland are already adaptively reused and can be promoted as examples for other re-use projects
- **Adaptive Reuse-2: Partial Replacement:** It may be appropriate to replace less significant structures or portions of structures on a large site, while retaining the most significant or character-defining elements of important buildings.
- **Adaptive Reuse-3: Intensification:** Buildings like the Merco-Nordstrom Valve building at 24th and Peralta Streets (a National Register eligible property) could accommodate a higher level of compatible light industrial or business mix uses.
- **Adaptive Reuse-4: Infill.** Three adjoining properties on the 1600 block of 7th Street are designated as an S-7 Preservation Combining Zone, recognizing these properties as remaining fragments of the historic 7th Street commercial district. The Specific Plan envisions continued

use of the two remaining historic structures at each end of this block, with multi-family residential development opportunities targeting entrepreneurs who may operate commercial retail businesses along Seventh Street as an incentive for the revitalization of that District. The City could partner with a non-profit entity to pursue grant funding for this and/or for the vacant lot (the former Lincoln Theater site) to further activate the area as a Cultural District through development of a performance venue.

- **Adaptive Reuse-5: Standards:** Adaptive reuse of historic West Oakland structures will be subject to all existing regulations, including the State Historical Building Code, the City's Design Guidelines for Landmarks and Preservation Districts and/or the Secretary of the Interior's Standards for the Treatment of Historic Properties, the Preservation Element and Planning Code, and City Design Review including possible referral to the Landmarks Board. Applicants will be encouraged to consider Heritage Property designation to qualify for Mills Act and State Historical Building Code. Where appropriate, extend code flexibility similar to the Historical Building Code to non-Local Register reuse projects through the Alternative Methods and Material Request or similar process.
- **Cultural District-1:** Continue implementation of the adopted Seventh Street Urban Design Plan (Walter Hood Design, Caltrans Environmental Justice grant, 2004).
- **Cultural District-2:** Establish a corridor-long historic district designation for the north side of 7th Street, which seeks to retain existing historic buildings and provide for the infill and redevelopment of this corridor as a cultural center containing new commercial, lodging and entertainment uses. Development is to be incentivized by the streetscape improvements already completed, the major investment in the Transit Oriented Development on the south side of 7th Street, the mitigation measure reducing noise from BART, the direct funding from grants, as well as Mills Act as it pertains to historical buildings.
- **Cultural District-3:** Work with community groups to install educational and interpretive signs, artwork, and landscaping which highlights the historical and cultural features of this corridor. This funding will likely rely on corporate sponsors within the entertainment/cultural community to further the work of the Blues Walk of Fame, established within the Seventh Street Streetscape improvements.
- **Cultural District-4:** Maintain consistent style and design for 7th Street based upon streetscape design to include streetlight luminaires, with priority consideration to the historic Oakland luminaire style, and pursue funding for the implementation of the additional lighting.
- **Cultural District-5:** Potentially install the historic railroad catenary poles (currently housed at the American Steel property) along the length of 7th Street as a streetscape design element to mark this cultural district.
- **Financial Incentives-1:** Increase Mills Act participation by reaching out to owners of historic properties, with assistance from private individuals who already participate and are willing to advocate for the benefits of Mills Act contracts.
- **Financial Incentives-2:** To limit potential revenue losses, the City's current Mills Act program has limits on the number and/or dollar amount of contracts in any given year. To further the benefits of this program, consider increasing the limits within West Oakland.

- **Financial Incentives-3:** Determine how to restore funding for the commercial Facade Improvement and Tenant Improvement matching grant programs and expand the program to industrial properties.
- **Financial Incentives-4:** Investigate establishing a residential Facade Improvement grant program, building on the experience of a program piloted in the Eastlake district several years ago.
- **Financial Incentives-5:** Publicize existing federal investment tax credit programs for income-producing properties on the National Register and pre-1936 commercial and industrial buildings.
- **Financial Incentives-6:** Publicize existing City residential rehabilitation loan programs and applicability to preservation-related work.
- **Financial Incentives-7:** Implement the building relocation assistance program set forth in HPE Action 3.7.3, whereby the City would facilitate moving of buildings displaced by development projects through such assistance as loans, permit streamlining, and/or identifying land for temporary or permanent siting of buildings.
- **Financial Incentives-8:** Seek additional funding to assist low-income property owners of historic properties to preserve and maintain the property's historic status.
- **Financial Incentives-9:** Work with the Building Department to make use of the State Historical Building Code less complicated and more predictable.
- **Financial Incentives-10:** Support legislative efforts to establish a State Historic Tax Credit program in California as other states have done, and promote use of the credits if adopted.
- **Public Education -1:** Encourage and educate owners and residents about appropriate rehabilitation, particularly owners of recently-purchased older properties; publicize online availability of the historic rehabilitation guidebook, Rehab Right
- **Public Education -2:** Review and publicize design review and permitting procedures for small projects so that existing preservation standards can be better enforced, particularly within the residential areas of West Oakland.
- **Public Education – 3:** Work with West Oakland business organizations, neighborhood associations, library and senior center, etc. as forums for disseminating preservation information.
- **Public Education – 4:** Promote awareness of West Oakland's historic resources and heritage through existing and new plaque or marker programs (HPE 5.1.1), walking tour programs (HPE 5.1.6), and similar activities.
- **16th Street Station-1:** Provide City staff expertise from Economic Development, Historic Preservation, Marketing, and other relevant departments to work with RAILS and BRIDGE to develop a list of potential uses for the Station and grounds, and seek to market and achieve reuse.
- **16th Street Station-2:** Given the scale of the 16th Street Station's needed rehabilitation and redevelopment efforts, including eventual seismic retrofitting, recognize that the property will likely be developed using a phased approach over many years. Encourage interim site development, such as the placement of examples of green modular units (rehabbed shipping

containers) as an exhibition of new building forms, which can be relocated at the time of permanent development.

- **16th Street Station-3:** In the interim, continue to support and seek to expedite permitting for festivals, street fairs and special events which showcase the 16th Street Station by offering an interim city permit which details conditions for festivals and interim events that are compatible with the community and activate the site prior to full redevelopment.
- **16th Street Station-4:** Ensure that in future development surrounding the Station the 16th Street Station is included as a community focal point or destination which serves to strengthen the neighborhood character.
- **16th Street Station-5:** Improve pedestrian and transit access to the 16th Street Station both within the immediate vicinity and in relation to the rest of Oakland, as a means of supporting revitalization efforts and fostering the Station as a community focal point.
- **Historic Designation-1:** Work with neighborhood residents to encourage S-20 district designation of the South Prescott and Oakland Point neighborhoods, portions thereof, and/or other identified districts throughout West Oakland, following the example of Oak Center neighborhood.
- **Historic Designation-2:** Collaborate with owners of significant individual properties to seek designation as Heritage Properties or City Landmarks, following the recent example of the Shorey House at 1782 8th Street.
- **Historic Designation-3:** Educate the public to appreciate the incentives and benefits of designation and dispel fears of over-regulation.
- **Historic Designation-4:** Consider a yet broader zoning overlay of Conservation Districts or Neighborhoods that might promote preservation of neighborhood character with less exacting eligibility standards and regulations.
- **Historically Compatible Design-1:** Infill development projects (both residential and commercial/business mix) should be designed so that heights, densities and building envelopes form compatible transitions to historic neighborhood context.
- **Historically Compatible Design-2:** For large projects like the West Oakland BART Station Transit Oriented Development (TOD) project, build upon design characteristics of surrounding areas.
- **Historically Compatible Design – 3:** Design characteristics should be specific to each of the Specific Plan's Opportunity Areas.

Responses to Draft EIR Comments (Final EIR)

City staff received comments on the Draft EIR from nine public agencies and several individuals and organizations. Additional oral comments were provided at the Planning Commission hearing on February 24, 2014. Responses to all of the comments provided by these agencies and individuals are provided in the Final EIR document, including certain revisions and changes to text in the Draft EIR. None of these

changes to the Draft EIR involve a new significant environmental impact, a substantial increase in the severity of an environmental impact, or a feasible mitigation measure or alternative considerably different from that presented in the Draft EIR. Recirculation of the Draft EIR is not warranted.

Comment on Draft EIR

Comment: State historic tax credits could be used. Request that the EIR address the mechanism for designating properties in West Oakland.

Response: The mechanism for designating properties as eligible for historic tax credits does not pertain to the accuracy or adequacy of the EIR. However, the California legislature has not yet (as of the writing of this response) adopted the proposed California State Historic Rehabilitation Tax Credit for commercial and residential properties as authored by Assemblywoman Toni Atkins (AB1999). Criteria establishing what buildings may qualify for the credit may include standards to ensure that the rehabilitation preserves the historic and architectural character of the building, a method for calculating the value of the credit awarded, a minimum amount required to be invested in the rehabilitation, and a mechanism for administering the program.

Changes to the EIR related to Cultural and Historic Resources

Chapter 4.3: Cultural and Historic Resources

[LB6-D]: The text on page 4.4-4 of the DEIR is hereby amended as follows:

Oakland fought hard and successfully to become the western terminus of the transcontinental railroad. The local railroad in 1863 made West Oakland a viable commuter residence district; the transcontinental railroad in 1869 gave it a powerful economic base. By the early 1870s enormous Central Pacific yards were located at Oakland Point, west of Peralta Street and south of the 1st Street tracks (~~the 1874 Car Paint Shop still survives from this complex~~).

[10-3]: The text on page 4.3-20 of the DEIR is amended as follows:

The Lincoln was one of the many theaters that closed in the late 1950s with the coming of television. In 1961 it became the ~~Damseus~~ Damascus Missionary Baptist Church, by 1970 it was vacant, and it later suffered neglect, earthquake and fire damage.

[10-5]: The text on page 4.3-20 of the DEIR is amended as follows:

The cable company relocated its factory to Emeryville in 1928, and the building saw a wide variety of uses after that time. The building was rehabilitated to its current use in the ~~mid-1990's~~ mid-1990s and now houses offices, an art gallery and the Linden Street Brewery.


[10-6]: The text on page 4.3-45 of the DEIR is amended as follows:

The Plan requires that any changes to these buildings follow the Secretary of the Interior Standards.

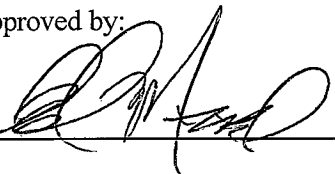
RECOMMENDATIONS:

Staff recommends that the Landmarks Preservation Advisory Board receive public and provide Board member cultural-resource related comments on the FEIR, Final Specific Plan and Related Actions and forward these to the Planning Commission.

Prepared by:

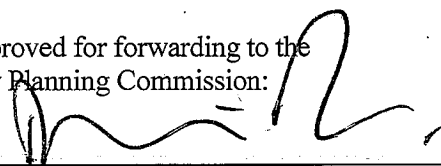

for Ulla-Britt Jonsson
Planner II

Approved by:



Ed Manasse
Strategic Planning Manager

Approved for forwarding to the
City Planning Commission:



Darin Ranelletti, Deputy Director
Bureau of Planning

NOTE: The WOSP and associated materials (e.g., Public Review Draft Specific Plan and Draft Environmental Impact Report (DEIR)) are available to the public, through the City's website at: www.oaklandnet.com/r/wosp.

The Final Environmental Impact Report (FEIR) may be may be viewed on the City's "Current Environmental Review Documents" webpage:
<http://www2.oaklandnet.com/Government/o/PBN/OurServices/Application/DOWD009157>

Information regarding the Project, including the Draft Plan and other related draft documents, can be viewed online at:

<http://www2.oaklandnet.com/Government/o/PBN/OurOrganization/PlanningZoning/OAK028334>
(under the section called 'Documents and Presentations'). Documents are also available for review at the Oakland Main Public Library's Social Science and Documents section (125 14th Street), the West Oakland Public Library (1801 Adeline Street), and the City of Oakland Planning Department (250 Frank Ogawa Plaza, Suite 3315).

Limited copies of the FEIR, Final West Oakland Specific Plan, Design Guidelines, Planning Code and General Plan Amendments are also available, at no charge, at the Oakland Planning Division office, 250 Frank Ogawa Plaza, Suite 3315, Oakland, California 94612.

ATTACHMENTS

- A.** Neighborhood map.
- B.** Summary of General Plan Amendments & Planning Code Amendments.
- C.** Design Guidelines.
- D.** Summary of Responses to Specific Plan Comments

Fig. 1.1.2: Planning Area Map



WEST OAKLAND SPECIFIC PLAN

SUMMARY OF MAJOR ZONING CHANGES

- In order to establish more clearly defined buffers in West Oakland between existing residential neighborhoods and less compatible commercial and industrial areas, a select number of industrially zoned sites are proposed to change from (CIX) Commercial Industrial Mix to (HBX) Housing and Business Mix.
- Many of these new HBX-zoned sites would be designated with a new type of the Housing and Business Mix Zone: *HBX-4*.
 - In the new HBX-4 Zone, “Live/work” and “Work/live” would be outright permitted, but “Residential” would only be conditionally permitted. This new type of HBX is intended to provide standards that allow live/work, work/live, and housing to compatibly co-exist in areas with a strong presence of industrial and heavy commercial activities.
- In order to attract new types of industries to West Oakland that are anticipated to be growing in the future, the existing areas currently zoned CIX-1 (Commercial Industrial Mix-1) would be re-zoned to one of four new zone types: *CIX-1A*, *CIX-1B*, *CIX-1C*, or *CIX-1D*:
 - The new **CIX-1A** (Business Enhancement) Zone is intended to create, preserve, and enhance industrial areas in West Oakland that are appropriate for incubator space for specific industry groups, adaptable space for artisans and craftspeople, and flexible small spaces for start-up businesses.
 - The new **CIX-1B** (Low Intensity Business) Zone is intended to support industrial areas in West Oakland that are appropriate for a broad range of new custom and light manufacturing, light industrial, warehouse, research and development, and service commercial uses.
 - The new **CIX-1C** (High Intensity Business) Zone is intended to support industrial areas in West Oakland that are appropriate for a broad range of higher intensity commercial, retail, office, and advanced manufacturing-type users. This zone will be applied to areas with strong locational advantages that make possible the attraction of high intensity commercial and light industrial land uses and development types.
 - The new **CIX-1D** (Retail Commercial Mix) Zone is intended to create, preserve, and enhance industrial areas in West Oakland that are appropriate for a broad range of large scale retail and commercial uses. This district will be applied to certain areas with a prominent street location.
- In order to improve air quality and decrease truck traffic in the neighborhoods, the draft zoning provisions would restrict the allowed location of certain heavy impact land uses such as freight/truck terminals, truck yards, and primary waste collection centers, to designated areas outside of the West Oakland “freeway ring” (defined Interstate 980 to the east, Interstate 880 to the south and west, and Interstate 580 to the north):
 - The draft zoning provisions will include a “T” Overlay that can be combined with any of the new *CIX-1A*, *CIX-1B*, *CIX-1C*, or *CIX-1D* base Zones in order to designate the allowed areas for heavy

impact land uses. The “T” Overlay will primarily be applied within the 3rd Opportunity Area below I-880 (example: *CIX-1C/T*).

- For West Oakland’s Residential Areas, several regulatory changes are proposed to benefit existing residents:
 - The Secondary Unit regulations for West Oakland will be relaxed to eliminate the existing requirement for a separate non-tandem parking space. The new zoning changes will also remove the current prohibition against Secondary Units in the side and rear setback, as long as the Secondary Unit doesn’t exceed existing size limits and can meet all the same standards that allow a garage or accessory structure in the same location.
 - Also, the regulations for home-based businesses or “Home Occupations” in West Oakland will be modified to allow business operations in detached garages or accessory structures, and up to one (1) nonresident employee.
- In recognition of the existing historic pattern of small, narrow lots in many of West Oakland’s neighborhoods, several regulatory changes are proposed for the **RM-2** zoned areas to allow new lots to be created of a similar shape and size. This is intended to encourage infill that is more fine-grained, and complementary in scale and rhythm with the existing neighborhood fabric.

Appendix A: Design Guidelines

New development in West Oakland should aesthetically respond to the unique characteristics already found in the area, including the character of land uses and building types, thus honoring the culture, legacy, and history that have made West Oakland special. All development must be of high quality, emphasizing the project's role in the larger neighborhood, West Oakland, and the region.

The purpose of these design guidelines is not to impose a uniform design palette on individual parcels, but rather to ensure that individually designed projects and buildings pursuant to the West Oakland Specific Plan:

- use design as a means for advancing the qualities that makes West Oakland unique;
- do not detract, overpower, or conflict with existing neighboring buildings;
- when combined with existing buildings, create a composition "greater than the sum of the parts"; and
- raise the standard of design and construction to a high level that respects West Oakland's past while embracing the future.

These design guidelines supplement the regulations set forth in the zoning districts for the West Oakland Specific Plan, by providing further direction for project designs to meet the goals expressed for the character of new construction and alteration of existing facilities in the area. They highlight general considerations and offer examples, solutions, and techniques to address issues that may arise in the design process. These guidelines are not meant to supersede the regulations in the Oakland Planning Code. Conformance with these guidelines and with the design review criteria contained in Chapter 17.136 of the Oakland Planning Code is required to receive City approval for projects in West Oakland. Applicants may submit design proposals that deviate from these guidelines, but must offer clear explanations that proposed solutions meet their intent.

HOW TO USE THESE DESIGN GUIDELINES

The West Oakland Specific Plan Design Guidelines are intended to aid building designers, property owners, business owners, developers, residents, and public agencies in achieving employment, residential development, and other Plan goals while improving livability and retaining West Oakland's unique and diverse character. City staff will utilize these guidelines to determine project conformance in meeting the goals set for West Oakland.

Related Design Guidelines

These design guidelines are specifically crafted to apply to the context in West Oakland, while building upon citywide design guidelines already in place or currently proposed.

Existing documents include:

- Design Guidelines for Corridors and Commercial Areas;
- Design Review Manual for 1- and 2-Unit Residences;
- Small Project Design Guidelines;
- *Rehab Right* - historic rehabilitation guidebook; and
- Housing and Business Mix (HBX) Design Guidelines;
- Design Guidelines for Commercial and Corridor Areas.

Design Guidelines for West Oakland

These guidelines apply to a variety of architectural contexts in West Oakland, including Victorian and early 20th century residences, neighborhood commercial arterials, and early 20th century industrial areas. The Design Guidelines address:

Character Defining Features

Character-defining natural and architectural features of West Oakland are illustrated here to help designers understand the context of the area, and to encourage creative design solutions. Intact historical residential areas and a mixture of industrial and commercial uses define West Oakland's eclectic charm.

Site Planning

Site Planning refers to the placement and relationship of buildings, open spaces, parking, and service areas on a site. The predominant character of an area can include block size, lot size, massing, building height, and the context of existing uses. Projects that set a design precedent, which may occur on larger sites or in underutilized areas with few buildings, may deviate from the existing context to shape future development. For these projects, applicants should work closely with the City to ensure that the project appropriately responds to the future vision for the area, as defined in the West Oakland Specific Plan.

Building Design

Building design must respect the area's diversity, yet at the same time create a sense of cohesion. Regardless of the form, scale or character of new development, projects should respect the public realm: streets, block pattern, and open spaces. These design guidelines do not require a specific architectural style or set of styles. However, cues should be taken from the surrounding context of a project, particularly where a defined character is presented. Where the character of a district is less defined, projects may set new precedent within the context of West Oakland's overall goals.

Application

These Design Guidelines apply throughout the West Oakland Specific Plan Area. Each of the Design Guidelines is geographically organized as follows (see **Figure A-1**).

- **All Residential Areas:** For areas generally described in the West Oakland Specific Plan as the "Residential Areas."
- **All Opportunity Areas:** For areas identified in the Plan as "Opportunity Areas".

DESIGN GUIDELINES APPLICABLE TO ALL RESIDENTIAL AREAS

This section of the Design Guidelines addresses the urban design strategies and guidelines that are applicable throughout this Plan's Residential Areas, and apply particularly to restoration and infill development within areas that include mostly 19th century housing.

Character Defining Features

One-story and two- and raised basement late 19th and early 20th century houses, usually on narrow lots.

Intent: New construction and additions to residential homes in the Residential Areas should be designed to enhance and maintain the existing historical character of each residential neighborhood.

Residential Area - Site Planning 1: Pedestrian

Circulation. New additions to existing buildings and infill development should reinforce the pedestrian scale and character of the neighborhoods by including raised, street-facing porches and front entries approached from the street with ample space for seating.

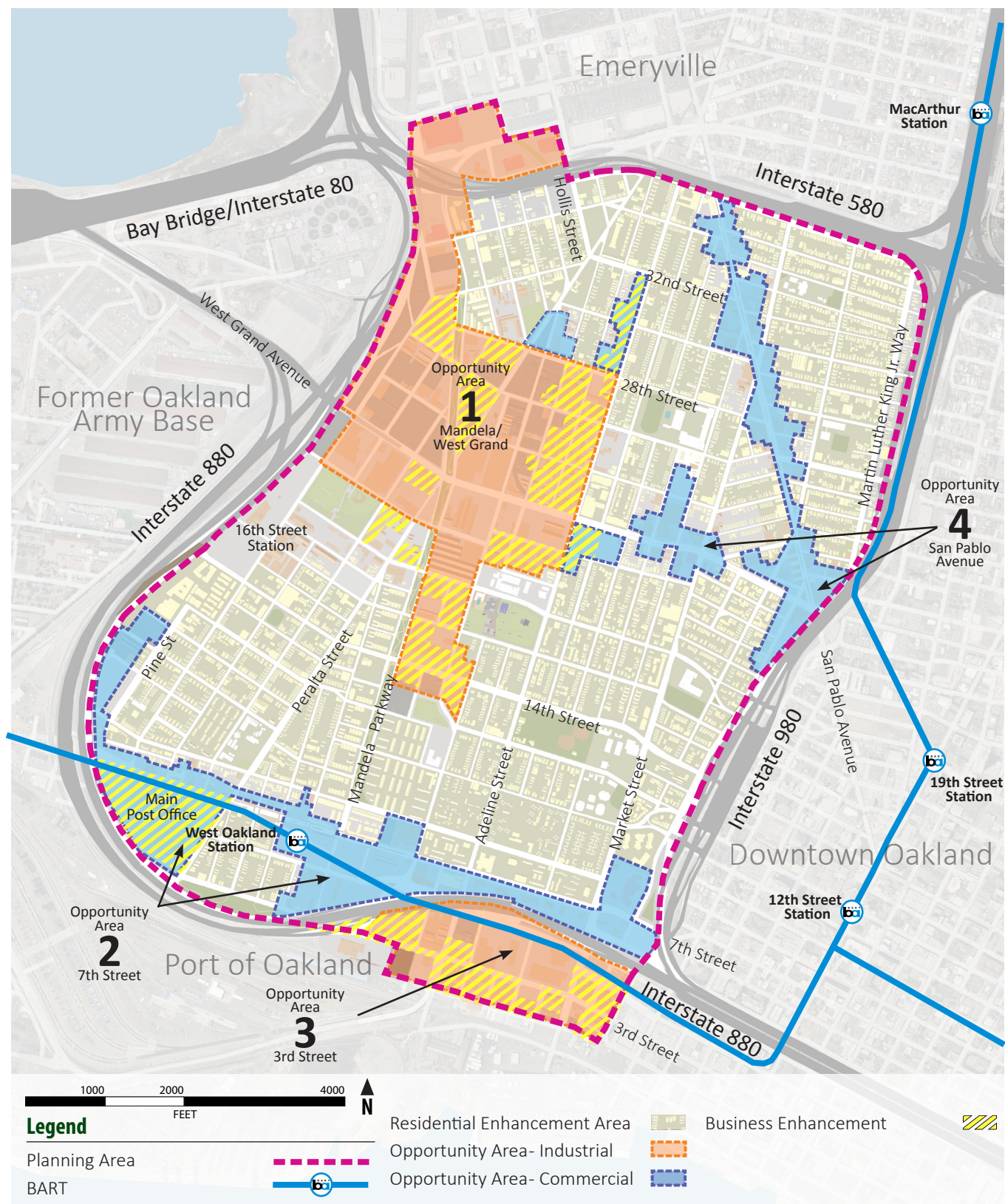
Residential Area - Site Planning 2: Vehicular

Circulation. A garage should generally be located in a separate structure behind the main house or as part of a "raised basement" below the main house. The garage should always be viewed as secondary to the larger and more significant pedestrian entrance.

Residential Area - Site Planning 3: Service

Circulation. Service areas for larger structures, such as multi-family residential and commercial buildings should be shielded from view from city sidewalks whenever possible.

Fig. A-1: Design Guidelines Map



Residential Area - Site Planning 4: Building

Footprint. New infill structures and additions to existing structures should be set back from front and side lot lines on the site in a manner consistent with those historical buildings in the immediate vicinity.

Residential Area - Site Planning 5: Open Space.

New projects should have front yards similar in scale and character to historical buildings in the immediate vicinity.

Residential Area - Building Design 1: Massing.

Roof elements, bay windows, and other projections should be consistent with those of buildings in the immediate vicinity.

Residential Area - Building Design 2: Fenestration

and Material. Fenestration refers to the design and construction of openings in a building. Fenestration includes windows, doors, louvers, vents, wall panels, skylights, storefronts, curtain walls, and other glazed systems. Building fenestration, which can be either more historic or more contemporary, should be articulated to project a sense of scale characteristic of West Oakland's residential areas.

Residential Area - Fencing 1: Height and

Materials. Front yard fencing located within or in proximity to Residential Areas should be designed and of a height that doesn't result in the creation of 'fortresses' within the residential neighborhood.

DESIGN GUIDELINES APPLICABLE TO ALL INDUSTRIAL/ BUSINESS/ COMMERCIAL OPPORTUNITY AREAS

These guidelines are applicable throughout the West Oakland Specific Plan's industrial/ business/ commercial Opportunity Areas.

Intent: New construction and renovation in the four identified Opportunity Areas should be designed to maintain continuity with West Oakland's unique history and character.

Site Planning

Site Planning 1: Pedestrian Circulation. Active street edges with entrances from city sidewalks should directly face streets, maximizing the utilization of city sidewalks by users of the buildings.

Site Planning 2: Vehicular Circulation. Vehicular entrances and garages should be less prominent than pedestrian entrances.

Site Planning 3: Service Circulation. Service areas should be hidden from view from sidewalks whenever possible.

Site Planning 4: Building Footprint. New construction should be built to the edge of sidewalks to maintain the continuity of the area's street walls. Small ground-level inset bays for entrances, outdoor seating, and special corner features are appropriate variations within the street wall. In addition, an occasional plaza may be also appropriate.

- Relate to existing buildings and utilitarian structures, which need to be rehabilitated and reused.
- Expansion of existing buildings is encouraged, with unique aspects of existing buildings respected, featured, and protected.
- Surface parking is strongly discouraged along frontages facing public streets.

Site Planning 5: Open Space. West Oakland's public streetscapes along with its parks need to be embraced, improved, and enriched as public open space elements. Any new open space located in public view should not be walled from the street by dense planting or a tall fence.

Building Design 1: Massing. New buildings should be designed with major massing elements that are consistent with those found in existing desirable buildings located in the immediate vicinity.

Building Design 2: Fenestration and Materials.

Fenestration elements, such as windows, doors, louvers, vents, wall panels, skylights, storefronts, curtain walls, and other glazed systems, can be either more historic or more contemporary depending on the context, and should be articulated to maintain the sense of scale found in the immediate context.

DESIGN GUIDELINES SPECIFIC TO THE MANDELA/WEST GRAND & 3RD STREET OPPORTUNITY AREAS

This section of the Design Guidelines addresses the urban design strategies and guidelines that are particular to the Mandela/Grand and 3rd Street Opportunity Areas, industrial and commercial areas without housing or neighborhood commercial corridors.

Character Defining Features

Many of the Mandela/Grand and 3rd Street area's 19th and early 20th century factory buildings feature large windows, skylights, and clerestory windows providing maximum access to sunlight. Building materials include brick, concrete, and corrugated metal. Although primarily utilitarian, building facades were often articulated by pilasters, decorative brick work and ornamental parapets, representative of the craftsmanship of the time. Industrial buildings are characterized by specific shapes, walls and roofs. Features common in the industrial areas of West Oakland include:

- Saw-tooth roofs for well-lighted space;
- Monitors and roof projections creating interesting roof lines;
- Metal sash, roof with partial saw-tooth form; mix of corrugated metal and concrete;
- Corrugated metal siding;
- Large plain gabled sheds;
- Stepped parapet with coping;
- Patterned brick work creating decorative accents;

- Large floor to ceiling steel sash windows with concrete lintels;
- Building façades articulated by structural bays;
- Parapet details;
- Change in materials and decorative detail accentuate building entrances;
- Sign components painted directly onto siding;
- Steel sash factory windows; and
- Brick arched openings.

Traditional Industrial Blocks

Intent: The rougher workmanlike texture of the area's traditional industrial buildings needs to be preserved and honored even as new commercial uses fill in between and adaptively reuse existing buildings.

The following Design Guidelines apply to traditional industrial blocks.

Traditional Industrial Blocks 1: Site Planning.

Additions and new construction should generally connect to and face public streets.

Traditional Industrial Blocks 2: Massing.

Buildings should generally be composed of simple shapes reflecting the industrial heritage of the area.

Traditional Industrial Blocks 3: Height.

New buildings that are more than two stories taller than the existing buildings adjacent to or across the street from the site should include transitions in scale to better relate to the existing height context.

Traditional Industrial Blocks 4: Fenestration and Materials.

A combination of punched openings and curtain wall areas is encouraged. Generally, punched openings should be located at the base of the building to relate to historical industrial buildings.

Traditional Industrial Blocks 5: Landscape.

Street trees and consistent sidewalk paving should be part of a larger, phased streetscape composition.

Mandela Parkway

Intent: Buildings facing Mandela Parkway should respect its civic prominence, quality of public landscaped areas, and unique history.

The following Design Guidelines apply particularly to properties and buildings facing onto Mandela Parkway.

Mandela 1: Site Planning. The most distinguished public features of a building should be oriented towards and visible from Mandela Parkway.

Mandela 2: Massing. Projects are encouraged to have dramatic architectural features visible along the Parkway.

Mandela 3: Height. Taller buildings are encouraged along the Parkway.

Mandela 4: Fenestration and Materials. Incorporate large openings that create visual connections to Mandela Parkway.

Mandela 5: Landscape. Landscaping should be coordinated with that of the public landscaped areas along Mandela Parkway, and the new planting and paving should be of a similarly high quality.

West Grand Avenue

Intent: Buildings facing West Grand Avenue should be designed to enhance the street as an important boulevard and as the most important surface street gateway leading from West Oakland to downtown Oakland.

The following Design Guidelines apply particularly to buildings and properties facing West Grand Avenue.

West Grand 1: Massing. Buildings along the highly trafficked West Grand Avenue leading to I-880 and the Bay Bridge should be carefully massed given its importance as a key gateway to Oakland from the region.

West Grand 2: Height. Distinctive, taller buildings are encouraged on this important gateway street, especially at major

intersections, such as that of West Grand and Mandela, and West Grand and San Pablo.

West Grand 3: Fenestration and Materials. The ground floor of buildings should have large openings and a high degree of transparency in the blocks between Myrtle and San Pablo Avenue where West Grand is an important neighborhood commercial street.

West Grand 4: Landscape. Sidewalks should include densely spaced street trees that establish West Grand as a boulevard gateway leading to I-880 and the Bay Bridge, as well as buffer to uses along this highly trafficked arterial.

Priority Pedestrian Streets

Intent: Priority Pedestrian Streets are important pedestrian-focused streets that lead from Mandela Parkway into areas planned for substantial new employment. It is hoped that many employees will come to the area as pedestrians from enhanced transit on Mandela Parkway.

The following Design Guidelines apply to buildings and properties along Priority Pedestrian Streets, particularly along 18th, 20th, 24th and 26th Streets (see **Figures A-2 and A-3**).

Priority Pedestrian Street 1: Site Planning. Public uses in buildings such as retail, outdoor seating, lobbies, and galleries should be placed along the priority pedestrian streets, particularly at corners.

Priority Pedestrian Street 2: Massing. Building massing should be articulated to establish a pedestrian scale at the sidewalk level while respectfully relating to adjacent buildings. Ground floors should generally have a minimum of 15-foot clear height.

Priority Pedestrian Street 3: Height. New buildings that are more than two stories taller than the existing buildings adjacent to or across the street from the site should include transitions in scale to better relate to the existing height context.



Fig. A-2: Existing View at 26th Street from Mandela



Fig. A-3: Proposed Infill Development at 26th Street from Mandela Parkway

Priority Pedestrian Street 4: Fenestration and Materials. Provide as many door and window openings as possible at the sidewalk level.

Priority-Pedestrian Street 5: Landscape. Street trees and paving should be part of larger phased streetscape compositions, enhancing the pedestrian experience.

3rd Street

Intent: Third Street needs to be enriched and recognized as the primary connection between West Oakland and the Jack London District waterfront area.

The following Design Guidelines apply to buildings and properties along 3rd Street (see **Figure A-4 and A-5**).

3rd Street 1: Site Planning. Create at least one major pedestrian entry facing 3rd Street for each new building project.

3rd Street 2: Massing. Buildings can be massed in simple rectangles, usually the width of their parcels, as are many existing buildings on this street.

3rd Street 3: Fenestration and Materials. Building facades can be simple but should include detail around entrances. Use of decorative brick is encouraged, but not required.

3rd Street 4: Landscape. Dense street planting should be included to buffer the large volume of traffic along 3rd Street.

DESIGN GUIDELINES SPECIFIC TO THE 7TH STREET AND SAN PABLO AVENUE OPPORTUNITY AREAS

This section of the Design Guidelines addresses the urban design strategies and guidelines that are particular to the 7th Street and San Pablo Avenue Opportunity Areas, especially as to neighborhood commercial corridors with housing.

Neighborhood Commercial

Intent: 7th Street and San Pablo Avenue should become the focus of the surrounding neighborhoods with active street edges that encourage neighbors and visitors to enjoy a high-quality urban streetscape.

Neighborhood Commercial 1: Site Planning.

Buildings should be built immediately fronting 7th Street and San Pablo to emphasize and re-establish where necessary the continuity of the neighborhood commercial street.

- Ground floors should have active publically accessible uses such as restaurants, retail, lobbies and galleries (see **Figure A-6 and A-7**)
- Driveways and vehicular entrances are discouraged from accessing directly from 7th Street and moved to side streets where feasible.
- Small segments of roadway adjoining West Grand Avenue, San Pablo, and Market Street could be repurposed to accommodate the site planning of larger projects (see **Figure A-8 and A-9**).

Neighborhood Commercial 2: Massing.

Residential upper stories are encouraged to include bay windows above the ground floor to provide light and air, and to break up the scale of buildings and convey residential use.

Neighborhood Commercial 3: Height. Except when located at important intersections such as Mandela Parkway and 7th Street, buildings over 5 stories in height should generally include a significant step-back along commercial arterial roadways to harmonize the scale of new buildings with the existing neighborhood.

Neighborhood Commercial 4: Fenestration.

Ground floors should have as many openings as possible with as few blank wall sections as possible. Awnings and canopies are encouraged.

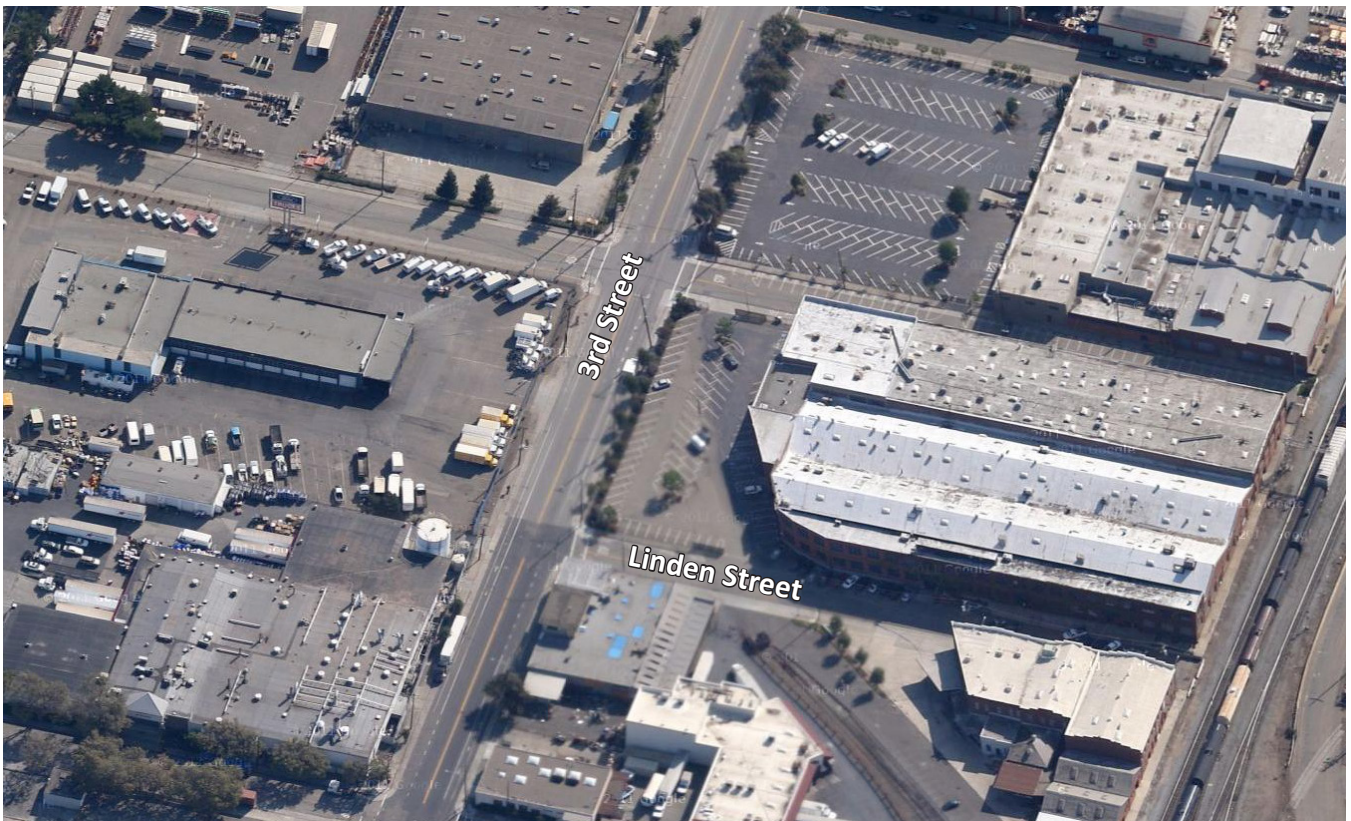


Fig. A-4: Existing View at 3rd Street and Linden Street

- Opportunity Site #35 at Linden & Third Street



Fig A-5: Proposed Development at 3rd Street and Linden Street

- Adaptive reuse and preservation of historic industrial buildings
- 3rd Street as enhanced connection between West Oakland and Jack London Square



Fig. A-6: Existing view of 7th Street and Peralta



Fig. A-7: Example of renovated historic building at 7th Street and Peralta



Fig. A-8: Existing view of San Pablo Avenue near West Grand Avenue



Fig. A-9: Proposed development at San Pablo Avenue near West Grand Avenue

Neighborhood Commercial 5: *Materials*:

Buildings should have a variety of high quality materials that will define an interesting character when viewed up close and from a distance.

Neighborhood Commercial 6: *Renovation of Older Buildings*. Older commercial buildings should be restored in a manner consistent with their original architectural style.

Neighborhood Commercial 7: *Landscape*. Street trees should be of a type that allows high visibility to storefronts and spaced to allow street lights to penetrate to sidewalks during nighttime.

Neighborhood Commercial 8: *Landscape*. Publicly accessible outdoor space areas should be comprehensively designed with high quality pavement, landscaping, and seating, and are encouraged at the following locations:

- Mandela and 7th Street
- San Pablo and West Grand Avenue
- San Pablo and 32nd Street

Adjacent to Residential Areas

Intent: Buildings need to make gentle transitions from the larger commercial buildings facing 7th Street and San Pablo Avenue to the residential side streets of historic houses.

The following Design Guidelines apply to those buildings and properties facing residential side streets in the Residential Areas.

Residential Area 1: *Site Planning*. Create active entry points facing the street to roughly match porches and entrances on historic housing elsewhere on the street.

Residential Area 2: *Massing* Modulate front facades facing streets into segments to roughly match the scale of historic housing elsewhere on the street. Bay windows and porches are encouraged. Building heights and setbacks should transition from neighborhood commercial arterials to

residential side streets. Buildings that are taller and built to the lot line should be located near the commercial street and have setbacks closer to the adjacent lower-scale residential buildings (see **Figures A-10 and A-11**).

Residential Area 3: *Height*. Buildings directly facing residential side streets should be appropriately massed to best relate to the residential scale within the immediate context.

Residential Area 4: *Fenestration and Materials*. Employ high quality building openings with high quality detail around entries and primary windows.

Residential Area 5: *Landscape*. Establish landscaped front yards between the sidewalk and the face of the building that reflect the landscaping context in the immediate area.

Mandela/7th

Intent: The intersection of Mandela Parkway and 7th Street needs to establish an important civic focus adjacent to the West Oakland BART station.

The following Design Guidelines apply to properties immediately fronting onto the intersection of Mandela Parkway and 7th Street (see Figure **A-12 and A-13**).

Mandela/7th 1: *Site Planning*. Close to the West Oakland BART station, a large civic plaza should be created near the intersection of Mandela Parkway and 7th Street that is surrounded by ground floors that include publicly accessible uses such as restaurants, retail, building lobbies, galleries, and studios.

Mandela/7th -2: *Massing, Height*. Taller buildings are encouraged along Mandela Parkway and in particular to mark the intersection of 7th Street and Mandela Parkway.

Mandela/7th- 3: *Height*. It is encouraged that taller buildings mark the intersection of 7th Street and Mandela Parkway.



Fig. A-10: Existing view of 5th Street at West Oakland BART station



Fig. A-11: Proposed Transit-Oriented Development at 5th Street looking east.



Fig. A-12: Existing view of West Oakland BART station at 7th Street and Mandela Parkway



Fig. A-13: Urban open space at 7th Street and Mandela Parkway

Mandela /7th -4: Fenestration. Ground floors should have large openings and a high degree of transparency in the blocks adjacent to the West Oakland BART station.

Mandela/7th - 5: Landscape. Landscaping should be coordinated with that of the existing public landscaped areas along Mandela Parkway and should include a similarly high quality of planting and paving.

Pine Street

Intent: The section of Pine Street identified as part of the 7th Street Opportunity Area needs to be carefully respected, as it includes some of the oldest Victorian houses in West Oakland.

The following Design Guidelines apply to properties directly facing onto Pine Street.

Pine 1: Site Planning. Create entries facing Pine Street that are compatible with the porches and entrances on historic houses on the opposite side of street.

Pine 2: Massing. Articulate facades on the west side of Pine Street into segments that are generally 25 to 35 feet wide to roughly match the scale of historic housing on the opposite side of the street. Bay windows and porches are encouraged.

Pine 3: Height. Buildings directly facing Pine Street should relate to the scale of historic housing on the opposite side of the street.

Pine 4: Fenestration and Materials. Employ clear, logical, and high quality building openings appropriate detail around entries and primary windows.

Pine 5: Landscape. Establish landscaped yards between the sidewalk and the face of the building.

SUMMARY OF RESPONSES TO SPECIFIC PLAN COMMENTS

The following are a summary of major comments the City has received on the Public Review Draft West Oakland Specific Plan during the public review period, and the City responses¹. The comments/responses are organized by category, as shown below. The City has considered all comments received even though they might not be specifically listed here. Any edits to Specific Plan text that resulted from the comments are shown in underlined font for added text; deleted text is shown in ~~strikethrough~~ font.

Category #	Comment Topic	Category #	Comment Topic
1.	Displacement & Gentrification	9.	Historic / Cultural Resources
2.	Opportunities to Participate in Future Anticipated Economic Development & Jobs	10.	Infrastructure
3.	Community Benefits	11.	Circulation
4.	Specific Plan's Benefit to Existing Residents	12.	Open Space
5.	Lack of Recommendations Specifically Geared towards West Oakland's African American population and other Specific Populations	13.	Community Involvement in Plan Implementation Actions
6.	Plan Length & Organization	14.	Additional Information / Modifications to Selected Specific Plan Chapters
7.	Land Use: Proposed Overlays / HBX Zoning / Rezoning of Certain Sites and Other Zoning & General Plan Concerns	15.	Actions Beyond Scope of Specific Plan
8.	Lane Reductions (Road Diets), Roundabouts & Other Traffic-Related Recommendations		

1. GENTRIFICATION & DISPLACEMENT

Comment 1.1: Issues associated with gentrification and direct and the potential for displacement of residents and small businesses are among the most predominant topics expressed in reaction to the West

¹ Please refer to the West Oakland Specific Plan Final Environmental Impact Report / Response to Comments document for a summary of comments received on the Draft Environmental Impact Report, and City responses.

Oakland Specific Plan The comments expressed concern that the Specific Plan will lead to greater gentrification of West Oakland's neighborhoods, will result in changed economic conditions that will cause indirect displacement of existing residents and business, and will result in the direct displacement of people from West Oakland, or will directly result in the displacement of residents or local businesses.

Response:

For the purposes of this Response:

- "Gentrification" is defined as a shift in an urban community toward wealthier residents and/or businesses and increasing property values, sometimes at the expense of the poorer residents of the community. It is often associated with increases in educational attainment and household incomes, as well as an appreciation in housing prices. It is also often associated, but not directly linked to an overall change in the racial or ethnic makeup of a community.
- "Indirect displacement" is defined as the potential outcome of community investment that results in rising property values, benefiting homeowners and property owners but causing serious economic challenges for renters and prospective owners. These challenges may include existing residential renters and local small businesses facing higher and unaffordable rents, and potential local homebuyers trying to compete with outside cash investors for single family homes. As a result, housing or business costs may become (more) unaffordable, and existing tenants may be forced by changing economic trends to find more affordable housing or business locations elsewhere, if available.
- "Direct displacement" is defined as a more intentional outcome, at a small or broad scale, of planned changes in land use and the direct redevelopment of existing neighborhoods or business properties. Direct displacement occurs when existing homes and/or business properties are converted to new and different land uses or when affordable rental properties are converted into less affordable use (i.e., condominiums). New or changed land use regulations that facilitate or enable such changes in land use can be the root cause of direct displacement.

Current West Oakland Demographic Characteristics

The following population and demographic data is derived from the Draft EIR (pages 4.8-1 through -5) and from the Draft West Oakland Specific Plan (Chapter 9 Social Equity). While some of these data are now three years old, it is still considered representative of existing conditions and trends.

Population

The population of West Oakland has grown from approximately 23,400 in 1990 to 25,250 persons in 2011, an increase of 15%. This growth rate is faster than the City's overall growth rate during the same time period, which was at 11%.

Race and Ethnicity

West Oakland has been a primarily African American community since the mid-20th century, but in recent decades the West Oakland population has become more diverse. In 2011, African Americans represented only a slight majority of West Oakland residents, representing a significant shift in the racial and ethnic composition of West Oakland. White, Asian and Hispanic populations have increased both in absolute number and as a proportion of total West Oakland residents, while the absolute number of African Americans has decreased. In 1990, there were 18,000 African American residents, representing 77% of the West Oakland population. By 2011, West Oakland's African American population had decreased by approximately 5,000 people (to just over 13,000) and represented 53% of West Oakland's total population.

Income

Median household incomes throughout West Oakland rose sharply between 1990 and 2000. The 1990 household income was reported at \$12,306 in 1990 and at \$22,424 in 2000, for an 82% increase. Household median incomes rose again by 2011, to \$27,055 (just over a 20% increase). Between 1990 and 2000, the median household income in West Oakland rose faster than did the median household incomes for the City as a whole, and rose at about the same rate as the rest of the City between 2000 and 2011 (18%). However, two-thirds of West Oakland households have median incomes below the federally-defined poverty level, and significantly lower than the City-wide average. These data indicate that while median incomes have gone up substantially, they still remain below the poverty level for many (the majority, or 2/3) of West Oakland households.

Home Ownership vs. Rental

In 2000, there were 9,415 housing units in West Oakland and 8,181 of these units were occupied. Of the total occupied units, approximately 21% were owner-occupied and 79% were renter-occupied. By 2010 the number of occupied units had increased to 9,040 and 25% of these were owner-occupied. Year 2013 data shows that of there were 9,409 total occupied units and approximately 24% were owner-occupied and 76% were renter-occupied. Since the number of total housing units increased from 2000 to 2013, there are currently more homeowners in West Oakland than there were in 1990 or 2000.

Home Prices

Based on US Census data, the median home price in West Oakland was \$98,737 in 1990, and rose to \$139,314 by year 2000.² There was a dramatic increase in the real estate value of the average single family home in the five-year period between 2000 and 2005, during which time the 2004 Census trend estimates the median home price in West Oakland at \$237,377. Actual purchase prices were as high as \$331,000 according to other estimates.³ After the economic downturn of 2007 and 2008, property prices in West Oakland have increased by about 46% between 2009 and 2010. In contrast to long-term data trends, 2010 median home sales prices were higher in West Oakland than for the City as a whole.

Foreclosures

Oakland has been substantially affected by the national foreclosure trend following the 2008 collapse of the housing market. There was a 106% increase in foreclosure activity in West Oakland in 2008, compared to a 46% increase City-wide, with a slight moderation in 2009.

Rental Rates

Rental rates in West Oakland have fluctuated slightly since 2008 but have largely remained constant over the years. Unlike the rapid apartment rent increases projected for the City and the larger region, West Oakland rents remain flat. West Oakland has been seen as a discounted price rental market. However, West Oakland has a high percentage of residents that are cost burdened and who may have difficulty affording necessities such as food, clothing, transportation and medical care after paying rent.

Labor Force Participation, Jobs and Wages

West Oakland residents are less likely to be employed or to participate in the labor force than Oakland residents as a whole. In 2011, 42% of West Oakland residents over age 16 were employed in civilian workplaces as compared to 55% of all Oakland residents over age 16. Roughly 42% of

² City of Oakland, accessed at: <http://www.planning.org/communityassistance/2005/pdf/WestOaklandDemographicProfile.pdf>

³ Social Compact, Neighborhood Market DrillDown, accessed at:
<http://www.urbanstrategies.org/documents/WestOaklandBook.pdf>

West Oakland adults are reported as not participating in the labor force, compared to 36% of City-wide residents.

According to the 2010 US Census, there is a higher concentration of jobs in West Oakland in the industrial and construction-related industries than in the City as a whole. However, few West Oakland residents were employed in the higher-paying industrial and construction-related sectors. Instead, most employed West Oakland residents worked in the service sector. Meanwhile, City-wide there are more jobs in the educational services and professional, scientific, and technical services sectors.

There is also a difference in earnings between West Oakland jobs and citywide jobs. A larger proportion of the City of Oakland's workers earned higher wages (defined as earnings over \$3,333 per month) than workers employed in West Oakland. However, the City as whole also had a higher proportion of low earning workers (defined as earnings of \$1,250 or less per month) compared to West Oakland.

Implications & Conclusions

- While West Oakland's population has increased by nearly 2,000 people between 1990 and 2010 (at a rapid rate of 15%), the African American population of West Oakland has declined by nearly 5,000 people during the same time period.
- African Americans now represent about 53% of the West Oakland population, compared to 1990 when African Americans represented about 77% of the West Oakland population.
- Median household incomes have risen sharply between 1990 and 2000 (by about 50%), but approximately two-thirds of West Oakland households still have median incomes below the federally-defined poverty level. This indicates that the income levels of some West Oakland residents are substantially higher than the median incomes of others (i.e., a widening wealth gap).
- In contrast to longer-term trends, the 2010 median home sales price in West Oakland (a strong indicator of relative property values) was higher in West Oakland than for the City as a whole, reflecting a rapid increase in property values.
- Although rents have so far remained relatively stable, the reintroduction of previously foreclosed homes in West Oakland (many purchased by corporate investors at low prices during the Recession and now offered at substantially greater than purchased prices) indicates a substantial increase in the relative unaffordability of housing for many West Oakland residents.

It is important to note that demographic statistics reveal that West Oakland has increasingly been experiencing gentrification, and possibly displacement of some residents, over the past two decades; hence the Specific Plan cannot be attributed with creating the circumstances cited in commenters' remarks.

How Does the West Oakland Specific Plan Interact with these Trends?

Many comments have expressed the opinion that implementation of the West Oakland Specific Plan will exacerbate these pre-existing gentrification trends, and will not only result in definable indirect displacement but also will result in direct displacement of residents, small businesses and employees. Below is an assessment of the extent to which the Specific Plan interacts with current gentrification and displacement trends, considering the following issues:

- the extent to which land use changes are proposed for West Oakland's residential neighborhoods;

- opportunity for small scale residential development;
- increases in number of new housing units;
- removal of existing economic barriers; and
- the impact of particular proposed zones for business enhancement, low intensity business, high intensity business and retail services.

The assessment indicates whether these Specific Plan elements either: (a) counter the gentrification and displacement trends, (b) exacerbate these trends, or (c) is neutral and maintains the status quo.

No Significant Land Use Changes in West Oakland Residential Neighborhoods

One of the first products of the Specific Plan effort presented to the public was the boundary for each of the Plan's Opportunity Areas. The Opportunity Areas are the places where new growth and development is facilitated by the Specific Plan and is most likely to occur. Many of the sites located within these Opportunity Areas are long-standing dormant and/or underutilized properties, potential development sites available as a result of the relocated I-880 freeway and other prospective developments sites expected to be vacated when current uses proceed with planned relocation to the former Oakland Army Base. Development of these Opportunity Area sites has been historically challenging, yet their strategic location affords them the potential to assist in revitalizing the areas surrounding them. The boundaries of the Opportunity Areas were carefully drawn to not include any of West Oakland's residential neighborhoods. Instead, the residential neighborhoods are identified in the Specific Plan as Residential Enhancement Areas which should be enhanced through the preservation of historic resources, by facilitating maintenance of homes by property owners, with improved streetscapes, and by small-scaled infill of vacant parcels with similarly-scaled and compatible housing. The Specific Plan keeps all of West Oakland's single family homes and residential neighborhoods intact, with no change in land use designation, zoning or other land use plans within any of West Oakland's residential neighborhoods.

- ❖ Because it cannot dictate market values, the Specific Plan maintains the status quo regarding West Oakland's neighborhoods and increasing home prices and rents. However, the Specific Plan counters on-going speculation occurring within West Oakland's neighborhoods, where property owners or developers may have anticipated substantial redevelopment opportunities to convert existing older single-family home neighborhoods in to new, more dense and more profitable development projects. The Specific Plan does not offer new land use changes within West Oakland's neighborhoods that would facilitate or permit such development.

Smaller-Scale Residential Development Opportunities

The Specific Plan relaxes current development regulations within existing single-family neighborhoods to permit and encourage the creation of secondary units by easing the City's Planning Code restrictions relative to parking and setbacks.

- ❖ This component of the Specific Plan counters displacement trends by making smaller, affordable secondary units more easily obtained, and increases the relative income potential for existing individual single-family homeowners.

Increased Number of New Housing Units

Outside of the existing West Oakland residential neighborhoods, the Specific Plan substantially increases the number of potential new housing development opportunities within the Plan's identified Opportunity Areas. The majority of these new housing units are associated with the expected Transit-Oriented Development (TOD) at the West Oakland BART station (West Oakland BART TOD). The Specific Plan supports and reaffirms the City's long-standing commitment to development of the

West Oakland BART TOD, which has been planned for nearly a decade and which is already allowed and encouraged under current City zoning. Other residential development anticipated pursuant to the Specific Plan includes the conversion of underutilized industrial properties at the Roadway site near Raimondi Park and at the Phoenix Iron Works site near I-800, to housing and business mix use. It also envisions the infill of mixed-use development along the 7th Street and San Pablo Avenue corridors. The development of new housing opportunities at all of these locations would result in increasing the number of housing units available in West Oakland by about 5,000 units over the buildout term of the Plan.

- ❖ By encouraging the addition of new housing units to the West Oakland market, it is likely that these new units would ease the market demand on existing houses. With greater housing supply, the market may respond by lowering the rate at which housing prices have escalated in the recent past, thus countering current economic trends.

Removal of Existing Economic Development Barriers

An important goal of the West Oakland Specific Plan is to remove or reduce several recognized barriers to economic development and business retention. These barriers, as identified in the Plan include substandard public infrastructure; abandoned rail lines in the middle of the streets; crime and the need for improved means of police response, communication, reporting of criminal acts and prosecution of offenders; illegal dumping; graffiti on public and private property; weeds and debris on public and private property; homeless encampments; blight; and the presence of contaminated soils and groundwater. These conditions are identified as barriers that hinder economic development. The Specific Plan identifies current City efforts and possible new strategies to better address the physical and land use improvements needed to remove these obstacles to growth, development and revitalization.

- ❖ The barriers listed above not only make West Oakland a less attractive place for investment and economic development, they also make West Oakland a less desirable place for existing residents and businesses. They are generally economically-driven social conditions which result in negative images of West Oakland as a place to live and to conduct business, and they detract from the quality of life of those who now live in West Oakland. Removal of blight, addressing crime, securing basic public infrastructure and remediation of toxic contamination are considered essential components of a healthier West Oakland community for all people.
- ❖ By improving these conditions (toxics, air quality, infrastructure, blight, and crime), one of the possible results may be an increase in the relative value of surrounding properties. The resulting socio-economic changes related to increased property values may include motivating landlords to raise rents, increasing housing prices even further to the detriment of existing residents looking to purchase, and causing even more frequent land sales with a compounding increase in property values.

Business Enhancement Zone

Of the 270 net acres of property currently zoned for businesses and industrial uses, the Specific Plan proposes to zone 133 acres (approximately 50%) as Business Enhancement zones. The purpose of the Business Enhancement zone is to facilitate more intensive use of existing buildings and facilities which remain structurally sound and economically viable, thereby lowering vacancies and increasing utilization. New development projects proposing to demolish an existing non-blighted building within a Business Enhancement zone would be required to demonstrate that it is economically, functionally, architecturally or structurally infeasible to reuse the existing structure. This zone provides for the retention of nearly 5.2 million square feet of existing industrial building space within West Oakland.

- ❖ Although this Specific Plan strategy received fewer comments than did other topics, it is perhaps the boldest recommendation included in the Plan to address potential displacement of existing small businesses and the loss of industrial lands and buildings. Much of the older industrial building stock in West Oakland provides relatively affordable industrial space, and contains smaller industrial businesses that provide a substantial number of well-paying industrial and construction-related jobs. The Business Enhancement zone will significantly reduce the extent of speculative land holding, as property owners realize that building demolition, land clearing and construction of new and higher intensity business space will not be easily permitted.

Low Intensity Business Zone

Of the 270 net acres of property currently zoned for businesses and industrial uses, the Specific Plan proposes to zone 48 acres (approximately 18%) as Low Intensity Business zones. The purpose of the Low Intensity Business zone is to identify where new business and light industrial development should occur, generally in similar scale and character as the surrounding industrial and business area. Generally, sites proposed to be zoned Low Intensity Business are vacant or underutilized lots, or properties which contain structures so heavily blighted or compromised as to be a hazard or a detriment to the economic development of surrounding properties. Frequently, these sites also have a legacy of soil and groundwater contamination in need of clean-up and remediation. The Low Intensity Business zone would place further restrictions on the expansion or introduction of intensive land uses such as new primary truck and freight operations and recycling and waste operations, and would lower the permitted floor-area ratio (FAR) from the current ratio of 4:1, to a new ratio of 2:1. The Low Intensity Business zone has a buildout potential of as much as nearly 1.18 million square feet of new building business and industrial space.

- ❖ The Specific Plan's Low Intensity Business zone also counters potential displacement of existing small businesses within West Oakland. It reduces the currently allowed development envelop for new business space by one-half and is targeted specifically to those types of industries that have substantial market potential in West Oakland (i.e., urban and custom manufacturing, industrial arts, construction and related design and engineering, and "green" economy jobs). The Low Intensity Business zone will reduce the extent of speculative land holdings by reducing permitted Floor Area Ratio (FAR). The majority of jobs in the urban manufacturing and construction sectors are in the production and construction occupations. These are good-paying, middle-wage jobs for workers with less than a college education. Many offer on-the-job training and advancement opportunities. The green economy sector includes a diversified mix of industries that offer a range of job types. Overall, the majority of jobs in this sector are in middle-wage occupations, often defined as green collar occupations. They offer good-paying jobs, do not require higher education, and can provide training and advancement opportunities for workers.

High Intensity Business Zone

Of the 270 net acres of property currently zoned for businesses and industrial uses, 66 acres (approximately 25%) are proposed under the Specific Plan as having a High Intensity Business zone. The purpose of the High Intensity Business zone is to identify appropriate sites where particularly strong locational advantages make possible the attraction of higher business uses in the information, life sciences and biotechnology sectors. This zone identifies preferred locations for these more intensively developed (i.e., mid-rise building heights, densely developed, likely served by structured parking) sites, more likely to be developed in the mid-term or later. The High Intensity zone would encourage buildings with more interior improvements and amenities and more costly structured

parking, generally supported by businesses with greater rent-paying abilities. The High Intensity Business zone is expected to be able to accommodate as much as 4.68 million square feet of new building space.

- ❖ The life sciences and information sectors typically have a large share of jobs in the professional, technical, and scientific occupations. These are higher-wage occupations and many require college educations. These business sectors also support jobs that provide on-the-job training for employees without higher education, and they include jobs in good-paying, middle-wage occupations as well. Entry level jobs exist in support of business in these sectors, some which offer career ladder pathways with attainment of specific technical credentials. The future development of new building space serving these business sectors could change the character of West Oakland's industrial area. However, the High Intensity Business zone is applied to a limited number of targeted sites and serves to guide new larger-scaled development in the information, life sciences and biotechnology sectors, rather than reacting to changing market conditions.

Retail Services

West Oakland is severely underserved by retail uses that supply the basic consumer needs of its residents. The degree to which retail needs are left unmet by local shops is greater than for the City as a whole. As stated in the Specific Plan, "great neighborhoods include local shopping districts that provide opportunities for people to take part in the social life of the greater community as they satisfy their everyday shopping needs. Currently, there are few if any local and walkable neighborhood commercial streets that give focus and identity to the community". West Oakland's historic neighborhood commercial districts were focused along 7th Street and Market Street, but these commercial districts were largely removed (directly displaced) in the 1960s and 1970s. The Specific Plan seeks to re-establish West Oakland's traditional neighborhood districts with active ground-floor retail including grocers, locally-serving convenience retail and destination retail.

- ❖ The provision of greater retail opportunities throughout West Oakland can increase the availability of goods and services for local residents and businesses, especially grocery stores; can capture "economic leakage" (dollars from West Oakland residents that are spent within and that benefit other neighborhoods and communities); and can create additional retail jobs.

Affordable Housing and Equitable Economic Development

The Specific Plan includes a chapter addressing the broader implications of development with respect to access to affordable housing and equitable economic development. This chapter of the Specific Plan recommends strategies for ensuring that existing residents and local workers, households and businesses can participate in and benefit from future development in West Oakland.

- ❖ The Specific Plan acknowledges that there is the potential that new development will raise concerns about the effects of neighborhood change and displacement on long-standing residents and businesses. The strategies recommended in the Specific Plan to address these concerns build upon the prior efforts of Community-Based Organizations (CBOs) and the City of Oakland to support the ability for existing residents as well as newer residents and businesses to participate in and benefit from new economic activity in West Oakland.

Affordable Housing

Affordable housing is a critical component of a sustainable neighborhood, and the Plan acknowledges that it is therefore imperative to have a strategy in place to ensure affordable housing is available to all existing and future residents, especially since having affordable rents targeted to 30% of household

income both stabilizes low income residents and provides these households with expendable income for other living and recreating expenses. Due to declining federal assistance to support new affordable housing construction, the recent statewide dissolution of California's Redevelopment Agencies (including the Oakland Redevelopment Agency) and a still-recovering City revenue projection, a creative menu of strategies is needed to provide additional affordable housing to accommodate the area's projected population growth and maintain a balanced mix of incomes in the area.

- ❖ The Specific Plan recognizes several existing City and other non-profit programs that provide various forms of effective (though limited by reduced funding availability) assistance, including:
 - **City of Oakland Housing Programs:** These housing programs support and fund housing rehabilitation, provide assistance to first time home buyers, help fund housing development, and provide other miscellaneous housing services for low- and moderate-income households.
 - **First Time Homebuyer Assistance:** The City's Mortgage Assistance Programs provides deferred payment second mortgages to low and very low income homebuyers.
 - **Tenant Protections:** Several tenant protection ordinances currently exist in Oakland that includes Rent Adjustment and Just Cause for Eviction. However, these largely benefit current tenants, benefit eligible residents regardless of income levels, and do not guarantee rents that are affordable to the households currently living in the units.
 - **Residential Lending Programs:** One key component of equitable housing development and prevention of displacement of existing Oakland residents are programs to improve existing smaller residential buildings, particularly those owned by low to moderate income households, and/or seniors. The Residential Lending Division of the City's Department of Housing provides technical and financial assistance for repairs to owner-occupied homes and grants for accessibility modifications to 1-4 unit owner-occupied and rental properties.
 - **Affordable Housing Development Programs:** Under these programs, City staff works with for-profit and non-profit developers to revitalize neighborhoods and increase housing opportunities through new construction, substantial rehabilitation and preservation of rental and ownership housing for very low-, low- and moderate income households.
 - **Oakland Community Land Trust (OakCLT):** The mission of OakCLT is to help provide permanently affordable homes and to stave off blight in Oakland's neighborhoods. The Oakland Community Land Trust (OakCLT) was established through the joint efforts of Urban Strategies Council and other community partners to acquire and rehabilitate vacant, foreclosed homes and then sell the renovated homes to new homebuyers at a price affordable to working families earning 50 to 80% of the area's median income.
- ❖ The Specific Plan recommends that the City target 15% of the new units to be built in West Oakland between now and 2035 for low- and moderate-income households, consistent with former state Redevelopment Area requirements. The financing method for these new

affordable units is uncertain given the state-wide dissolution of former Redevelopment agencies, but the City is currently undertaking a number of city-wide initiatives to develop new funding mechanisms to produce affordable housing. The Specific Plan also discourages an over-concentration of affordable or other special needs housing within one area or development, and instead recommends that such housing should be distributed throughout West Oakland and be well integrated with general market-rate housing. In addition, the Plan recommends that City programs should be used to help existing restricted affordable housing properties stay in excellent condition, and to cultivate first-time homebuyers as well as to provide resources for existing low income residents to remain in their units by lowering cost burdens. Additional strategies that are intended to ensure continued availability of affordable housing options for lower and moderate income households in West Oakland are included in the Specific Plan. These strategies below also include more detailed implementation recommendations that are not itemized in this list.

- Prioritize preservation of subsidized affordable housing and seek out additional sources of funding to continue the City of Oakland's programs.
- In addition to providing market-rate new units, expand, stabilize, and improve affordable housing opportunities for extremely low to moderate income renters and homebuyers.
- Promote intergovernmental coordination in review and approval of residential development proposals when more than one governmental agency has jurisdiction.
- Expand opportunities for affordable homeownership and rentals, while balancing the needs for both additional market rate and affordable housing.
- Ensure continued availability of safe and affordable housing options for lower income and moderate income households.
- Take steps to reduce the vulnerability to foreclosures of existing owners and renters, and to ensure that new owners of foreclosed properties become responsible stewards of the properties
- Conserve and improve older housing and neighborhoods.
- Preserve the affordability of subsidized rental housing for lower-income households that may be at-risk of converting to market rate housing.
- Promote equal housing opportunity.
- Develop and promote sustainable development and sustainable communities that in turn create more disposable income for housing.
- Study the feasibility to enact a "right of first refusal" policy, where not in place, to require that housing units that are renovated through redevelopment, rehabilitation (including due to code enforcement activities), to be offered to existing tenants first, before being sold or re-rented on the private market.
- Explore ways to evaluate and mitigate displacement by individual development projects.

In summary, the West Oakland Specific Plan does not have any policies, strategies or recommendations that would result in direct displacement of existing businesses or residents. No housing is proposed to be removed or changed, and no significant shift in land use plans or policies pertaining to West Oakland's existing residential neighborhoods is recommended. The Specific Plan does not have any recommendations or land use plans that would displace any existing businesses, but instead seeks to direct new business and industrial development to currently vacant and blighted properties, or properties that may be vacated by the existing businesses for reasons unrelated to the Specific Plan. Many of the Specific Plan recommendations minimize the extent of displacement currently occurring within the Plan Area. The Specific Plan's original, underlying intent has always been to facilitate development of underutilized properties as a means of furthering continued revitalization of the West Oakland district as a whole, for both existing and future residents.

In reference to housing affordability concerns, the Specific Plan is not intended to, nor can it, provide all of the answers to the difficulties associated with providing an adequate supply of affordable housing, ensuring economic equity and improving community-wide health. These goals can only be achieved through diligent, cooperative implementation efforts between existing residents, City staff and elected officials, and developers of the projects envisioned under this Plan.

In reference to gentrification, the Specific Plan contains several goals and recommended actions regarding assisting and sustaining existing residents, neighborhoods and businesses, however, it is limited in its ability to curtail gentrification: a planning document cannot legally dictate the characteristics of new residents that would be allowed to live, work, purchase property, or participate in any other way in the community of their choice.

2. OPPORTUNITIES TO PARTICIPATE IN FUTURE ANTICIPATED ECONOMIC DEVELOPMENT & JOBS

Comment 2.1: Many comments expressed social equity concerns regarding a perceived lack of future participation of existing residents in future employment opportunities unless the Specific Plan included definitive requirements for local hiring programs at specific wage levels.

Response:

The WOSP anticipates creation of approximately 28,000 new jobs throughout the Plan Area over the 20 to 25 year Plan horizon, and target in particular, a variety of business market sectors that offer a wide range of positions at varying educational and skills levels. The WOSP includes a number of strategies for empowering existing residents and businesses to participate in and benefit from the new development and economic activity planned for West Oakland by building on and connecting existing governmental and community-based equitable economic development programs. It includes strategies that seek to empower residents at a range of education and skill levels to find high quality and well-paying jobs, either in West Oakland or elsewhere in the region; to support, develop and retain small businesses including locally-owned neighborhood-serving businesses, as well as the growing industrial arts and urban manufacturing sectors; to cultivate a business environment that contributes to West Oakland's overall economic competitiveness; and to ensure that households have access to neighborhood-serving retail and other goods and services to support a high quality of life.

The Specific Plan presents a number of strategies for empowering existing residents and businesses to participate in and benefit from the new development and economic activity planned for West Oakland by building on and connecting existing governmental and community-based equitable economic development programs. It includes strategies that seek to empower residents at a range of education and skill levels to find high quality and well-paying jobs, either in West Oakland or elsewhere in the region; to support, develop and retain small businesses including locally-owned neighborhood-serving businesses, as well as the growing industrial arts and urban manufacturing sectors; to cultivate a business environment that contributes to West Oakland's overall economic competitiveness; and to ensure that households have access to neighborhood-serving retail and other goods and services to support a high quality of life. These strategies, which are outlined below (and which also include more detailed implementation recommendations that are not itemized in this list) seek to ensure that all West Oakland residents, workers and businesses have the opportunity to participate in and benefit from economic growth:

- Continue to work with public agencies to identify additional job opportunities on major public construction and/or operations projects.
- Continue to work with local job readiness, training, and placement organizations to establish career pathways in construction and operations.

- Continue to work with public agencies to bring job training, placement and referral resources for an array of employment types to the West Oakland Job Resource Center.
- Work with West Oakland employers, Community-Based Organizations, and educational institutions to establish career pathways for residents in a range of local industries.
- Work with regional employers, Community-Based Organizations, educational institutions to establish career pathways for residents in a range of industries at the regional level.
- Enact land use policies, zoning regulations, and design guidelines to protect historic, architecturally and structurally significant structures through adaptive reuse and encourage infill development between existing buildings.
- Encourage the preservation of affordable space for artists and/or small urban manufacturers.
- Market West Oakland's arts and culture districts and unique "maker" identity.
- Include local art, design, and fabrication as integral components of new development.
- Continue to offer and raise awareness of small business support opportunities for West Oakland businesses through the City of Oakland's existing economic and workforce development programs.
- Establish a neighborhood economic development corporation to provide entrepreneurship training and small business support in West Oakland.
- Support the expansion of an existing grocery store and/or the establishment of new grocery stores in West Oakland.
- Promote the development of community-based, neighborhood-serving retail and service businesses.
- Identify vacant or underutilized publicly-owned land in West Oakland with the potential for community benefit.
- Work with the developers of the West Oakland Transit Village project to include space for community-based businesses as part of the development.
- Explore long-term opportunities to leverage new development and industries for community benefit

To further enhance existing residents' ability to access the jobs expected to result from development in accordance to the Plan, Staff has responded to these concerns as follows:

- ❖ Staff has added the following new language and /or recommendations to the Plan's Chapter 11 'Social Equity' [added text shown in underline; deleted text in strikethrough (~~strikethrough~~) font]:
 - Encouraging a mix of land uses that will generate a range of jobs—retail, medical, office and other professional service uses, as well as short term construction jobs—and a range of housing types is a key component of the Plan. The City imposes a number of employment and contracting programs and requirements on City public works projects, as well as private development projects that receive a City subsidy. These include the Local and Small Local Business Enterprise Program, the Local Employment/ Apprenticeship Program, Living Wage requirements, and prevailing wage requirements. However, the City of Oakland's programs do not apply to private projects, including sites sold by the City for fair market value, or public works-type projects funded by private parties, including street or sidewalk improvements built as part of a new development. The City has very limited legal authority to impose its employment and contracting programs and requirements on projects that do not involve City funding and/or other City participation. As such, the Plan supports continuing to provide private developers and business owners with information about workforce development programs, including those administered by the City or other organizations, in order to encourage opportunities for the creation of high quality, local jobs and job training programs.

- EED-18: Encourage a mix of land uses and development that will generate a range of job and career opportunities, including permanent, well-paying, and green jobs (including short-term, prevailing wage construction jobs and living wage-permanent jobs) that could provide work for local residents.
- EED-19: Encourage consideration of Project Labor Agreements (PLAs) for projects that involve City subsidy.
- ❖ Existing text in this chapter was revised as follows [added text shown in underline; deleted text in ~~strikethrough~~ font]:
 - **Workforce and Economic Development:** The City plays a role in supporting and attracting businesses and helping job seekers gain employment. The City of Oakland directly operates or serves as a key partner in offering a number of economic development resources, including the Department of Economic & Workforce Development, the Workforce Investment Board, the Oakland Business Assistance Center, the Oakland Business Development Corporation, the West Oakland Job Resource Center, and the West Oakland Public Library. In general, these agencies tend to connect job seekers and businesses with funding and referrals for services, rather than directly providing job training, business technical support, or other programming. These services should be publicized and in a manner that is accessible to Planning Area Oakland residents.
 - **EED-2:** Continue to work with local job readiness, training, and placement organizations to establish career pathways in construction and operations; and support the provision of local job training opportunities for jobs being developed both in the Planning Area and the region, particularly those accessible via the transit network.
 - **EED-56:** Work with regional employers, Community-Based Organizations, educational institutions to establish career pathways for residents in a range of industries at the regional level.

In addition to better connecting West Oakland residents to jobs within the neighborhood, the City should explore long-term opportunities to partner with regional employers, Community-Based Organizations, and educational institutions throughout the East Bay and other parts of the Bay Area. This should include opportunities in industries that also exist in West Oakland, such as construction and manufacturing, as well as sectors projected to experience growth at the regional level, such as professional services, healthcare and educational services, and leisure and hospitality. These sectors are expected to create employment opportunities at a range of wage and training levels. For example, jobs in the professional services will range from management positions to entry-level administrative support jobs that could start workers on a career pathway; occupations in the healthcare sector can include everything from doctors and nurse practitioners, to medical assistants and home health care aids.

Local businesses should be encouraged to offer internship, mentoring and apprenticeship programs to high school and college students.

In summary, the West Oakland Specific Plan builds in many mechanisms to increase local residents' opportunity to participate in the anticipated economic development and job generation that is promoted through Specific Plan policies.

3. COMMUNITY BENEFITS PACKAGE

Comment 3.1: Several commenters expressed the need to incorporate a Community Benefits package in the Specific Plan.

Response:

Staff has responded to these concerns as follows:

- ❖ Staff has added the following new language in the Specific Plan Chapter 11 'Social Equity' [added text shown in underline; deleted text in strikethrough (~~strikethrough~~) font]:

Affordable Housing and Community Benefits:

The City will analyze, as part of a citywide policy, to require large developments in those areas throughout the city that are most prime for development, such as Priority Development Areas (PDAs), to make contributions to assist in the development of affordable housing and other community benefits, such as open space. Options that may be included, but not limited to, are: impact fees, land dedication, and a Housing Overlay Zone (HOZ). Among other actions, the City will conduct a nexus study and an economic feasibility study to evaluate new programs to achieve this objective, including inclusionary zoning and impact fees for new housing development.

Criteria to consider as part of this analysis are:

- Study and selection of appropriate policy mechanism(s) to provide the public benefits. The City will conduct a nexus study for the target public benefits mechanism.
- Quantification of the costs of providing the desired benefits as well as the value of corresponding bonuses and incentives.
- Creating a potential system of "tiers" of bonuses and incentives given and benefits provided, that could effectively phase requirements, prioritize benefits, and create effective evaluation criteria to improve the program delivery over time.
- Increasing benefit to developer as more benefits and amenities are added.
- Numerically linking the financial value of the bonus or incentive given (defined by value of gross floor area added) to the cost of benefit or amenity provided.
- Establishing a potential "points" system to link incentives and benefits. For example, the City may devise a menu of community benefits and amenities and assign points to each item. The points earned then determine the amount of bonus and/or incentive a development may claim.
- Identifying the economic feasibility of development to inform the amount of community benefits and amenities to be provided by a particular project in exchange for additional height or density.

- Clear direction on the relationship between city-wide mechanisms and the implementation in specific plans

4. SPECIFIC PLAN'S BENEFITS TO EXISTING RESIDENTS

Comment 4.1: Several comments expressed concerns that the Specific Plan does not benefit existing residents, in particular, related to the gentrification concerns previously noted, that the Plan was attempting to attract a new population to West Oakland and to displace existing residents

Response:

The Public Review Draft Specific Plan contained several chapters of recommendations geared to acknowledge and protect existing populations, as examples:

- The former '*Chapter 5 Retaining Existing Assets*,' contained a number of strategies for retaining existing industrial jobs
- Former Chapter 5 included strategies for retaining and enhancing existing residential neighborhoods (the WOSP includes no recommendations for changing the location, scale or development character of the existing residential areas)
- Former Chapter 5 included strategies for retaining historic resources which includes the current historically designated neighborhoods within which many of West Oakland's existing population live.
- Former Chapter 5 spoke to the need for retaining adequate educational resources for the existing population and the DEIR noted that the existing school facilities could accommodate the existing population as well as future anticipated additional populations that might result from the new development envisioned in the Plan.
- None of the Opportunity Sites /Opportunity Areas where the major growth and development is anticipated to occur are designated in residential neighborhoods, hence the Plan does not promote change to these areas that would result in direct displacement of existing residents.
- Former *Chapter 7 Building to the Plan's Potential*' promotion of the West Oakland BART TOD project for intensive mixed-use development is intended to not only encourage and support TOD projects, but also to redirect development pressure away from the existing residential neighborhoods, lessening an incentive property owners might have to remove existing residential resources (and displace current residents) and replace with other types of developments.
- Per the discussion above regarding gentrification and displacement, the former *Chapter 9 Tending to the Broader Vision*' contained numerous strategies for keeping existing housing resources affordable for current residents
- Former Chapter 9 additionally included recommendations for maximizing existing resident's participation in current and future economic development and employment opportunities expected from development envisioned in the Specific Plan

- Former Chapter 9 (and the Air Quality section of the DEIR) additionally included recommendations and mitigation measures, respectively to ensure that existing residents would not be subjected to worsening air quality impacts from future development envisioned in the Specific Plan. As an aside, parking garage that was illustrated on the edge of the proposed West Oakland BART TOD project, immediately adjacent to the I-880 freeway was recommended to not only reduce BART-related parking within the adjacent residential areas, but also to serve as a physical buffer between freeway impacts and adjacent neighborhoods and existing residents.

Each of these recommendations – as well as the new recommendations added per the above ‘Gentrification and Displacement’ discussion – are retained in the Final Specific Plan to benefit existing residents. As further benefits to existing residents staff has responded as follows:

- ❖ New zoning regulations specifically geared to assist current West Oakland homeowners are recommended.
 - The City’s Secondary Unit regulations for properties within the West Oakland Specific Plan area will be relaxed to eliminate (unlike interest of the city) the existing requirement for a separate, non-tandem parking space. These zoning changes will also allow Secondary Units in the side and rear setback as long as the structure does not exceed existing size limit and can meet all of the same standards that allow a garage or accessory structure in the same location.

This code amendment is intended to provide West Oakland homeowners with expanded opportunities for an accessory unit on their lot if desired, as a means of generating additional income to support their mortgages.

- ❖ Additionally, staff has recommended adding new zoning regulatory recommendations for home-based businesses or “Home Occupations.”
 - The Home Occupation regulations will be modified for properties within the West Oakland Specific Plan area to allow, unlike in the rest of the city, business operations in detached garages or accessory structures, up to one (1) non-resident employee.

This amendment is intended to facilitate West Oakland residents who wish to operate home-based businesses as a means of augmenting their income.

5. LACK OF RECOMMENDATIONS SPECIFICALLY GEARED TOWARDS WEST OAKLAND’S AFRICAN AMERICAN POPULATION & OTHER SPECIFIC POPULATIONS

Comment 5.1: Several comments indicated that the Specific Plan did not contain recommendations specifically geared towards the African American population; for example, comments noted the absence of strategies that help elderly African Americans retain their homes, that support African American business ventures, and that require African American themes be reflected in future development projects and in the type of business establishments allowed on 7th Street in particular.

Response:

The West Oakland district has historically maintained a large African American population since the 1940s and 1950s. Although it has declined in recent years, the percentage of African American residents still represents a significant percentage of West Oakland’s demographic composition.

Although the Specific Plan acknowledges the historic and current demographic composition of African Americans vis-à-vis the total West Oakland population, and the contribution of this ethnicity in establishing a vibrant, cultural atmosphere along 7th Street which the Plan's recommendations seek to reestablish, it does not contain recommendations specifically for this (or any) particular segment of the West Oakland community because of the legal prohibitions against specifying that housing, businesses or other community resources be focused to a particular ethnic group. The Specific Plan's recommendations are intended to support development that benefits all West Oakland ethnic groups. With reference to future development projects, public art and similar installations, should, during project design and development, decision-makers wish to recognize or reflect a particular cultural group, the Specific Plan does not contain language that prohibits such representation; in this manner it provides flexibility on the part of the designers to reflect whatever is deemed important given the nature, location and other characteristics of the project.

6. PLAN LENGTH & ORGANIZATION

Comment 6.1: Commenters indicated that the Plan document itself was too lengthy, that it was difficult to find particular material, and that by including of the variety of topics the Plan might be veering away from its mandated, prescribed purpose of being a planning document designed to regulate physical development and implement the issues under General Plan purview since many of the topics covered are not controlled by a General Plan.

Response:

The WOSP addresses all of the topics required by California State Law governing Specific Plans:

- Text and diagrams showing the distribution, location and extent of all land uses;
- Proposed distribution, location, extent and intensity of major components of public and private transportation and other essential public facilities needed to support the land uses;
- Standards and guidelines for development, and standards for the conservation, development and utilization of natural resources, where applicable;
- Program of implementation measures including regulations, programs, public works projects and financing measures; and
- Statement of the Specific Plan's relationship to the General Plan.

It also includes substantial sections on topics not required by law but of particular interest to West Oakland stakeholders (Equitable Economic Development, Community Health). WOSP contents speak to combatting blight, addressing crime, securing infrastructure, addressing brownfields, preserving historic resources, fostering the arts and art-related industries, retaining educational resources, targeting key business/market sectors, increasing retail opportunities and residential facilities, identifying and facilitating street and transit enhancements, increasing affordable housing, and encouraging open space resources. Commenters indicated that while these topics merited attention, the resulting Draft Specific Plan document itself was too lengthy, that it was difficult to find particular material, and that by including this variety of topics the Draft Plan might have veered away from its mandated, prescribed purpose of being a planning document designed to regulate physical development and implement the issues under General Plan purview since many of the topics covered are not controlled by a General Plan.

- ❖ The Final Specific Plan has been reorganized to now follow the more traditional format of other Specific Plans, making information easier to locate. The Public Review Draft Plan and Final Specific Plan organizational format is presented below for comparison:

Public Review Draft Specific Plan Organization		Final Specific Plan Organization	
1.0	Executive Summary	1.0	Introduction
2.0	Introduction	2.0	Vision & Goals
3.0	Vision Statement	3.0	Market Analysis
4.0	Removing Barriers to Economic & Community Development	4.0	Land Use
5.0	Retaining Existing Assets	5.0	Circulation
6.0	Identifying the Opportunities	6.0	Public Infrastructure
7.0	Building to the Plan's Potential	7.0	Obstacles to Community & Economic Development
8.0	Supporting the Plan	8.0	Cultural Assets
9.0	Tending to a Broader Vision	9.0	Open Space
10.0	Implementation Program	10.0	Social Equity
		11.0	Implementation Program

- ❖ The *Executive Summary* has been eliminated to avoid redundancy of information.
- ❖ The level of detail previously included in many of the prior Public Review Draft chapters (i.e., the '*Residential Development Potential*,' '*Crime*,' and '*Brownfields*' chapters) has been reduced to shorten the overall Plan document.
- ❖ The land use discussion—one of the major elements of a Specific Plan—previously located in the second half of the document has been relocated closer to the front of the document.
- ❖ The text of other required Specific Plan topics (infrastructure, circulation, open space) has been edited so that information is presented in a more streamlined, 'tighter' format.
- ❖ '*Community Health*' and other supplementary sections have been relocated to the Appendices.
- ❖ Superfluous graphics have been eliminated.
- ❖ Other ministerial text edits/corrections have been inserted where necessary

Although there are now eleven chapters instead of the prior ten of the Public Review Draft Specific Plan, the overall document is less pages in length. It is intended that these changes now result in a Plan document that is easier for readers to follow and locate information.

7. LAND USE: PROPOSED OVERLAYS / HBX ZONING / PROPOSED REZONING OF CERTAIN SITES, OTHER ZONING AND GENERAL PLAN CONCERNS & DESIGN GUIDELINES

Comment 7.1: The Public Review Draft Plan included recommendations for creating various land use Overlays that would be mapped over the existing Commercial Industrial Mix-1 Zone (CIX-1) in order to direct preferred future land uses and enhance operation of existing commercial and industrial businesses.

Comment expressed concerns over potential conflicts that could result between the provisions of the new Overlays and those of the underlying CIX base zone.

Response:

- ❖ The former five proposed Overlays (Large Format Retail, High Intensity Business, Low Intensity Business, Business Enhancement, and High Density Mixed-Use Transit Oriented Development) have been replaced with the following recommended new CIX Zoning designations:
 - CIX-1A (Business Enhancement) Zone, intended to create, preserve and enhance industrial areas in West Oakland that are appropriate for incubator space for specific industry groups, adaptable space for artisans and craftspeople, and flexible small space for start-up businesses.
 - CIX-1B (Low Intensity Business) Zone, intended to support industrial areas in West Oakland that are appropriate for a broad range of new custom and light manufacturing, light industrial, warehouse, research and development, and service commercial uses.
 - CIX-1C (High Intensity Business) Zone, intended to support industrial areas in West Oakland that are appropriate for a broad range of higher intensity commercial, retail, office and advanced manufacturing –type uses. This zone will be applied to areas with strong locational advantages that make possible the attraction of high intensity commercial and light industrial land uses and development types.
 - CIX-1D (Retail Commercial Mix) Zone, intended to create, preserve, and enhance industrial areas in West Oakland that are appropriate for a broad range of large-scale retail and commercial uses. This district will be applied to certain areas with a prominent street location.
 - ❖ In order to improve air quality and decrease truck traffic in the neighborhoods, the draft zoning provisions would restrict the allowed location of certain heavy impact land uses such as freight/truck terminals, truck yards, and primary waste collection centers, to designated areas outside of the West Oakland “freeway ring” (defined as I-980 to the east, I-880 to the south and west, and I-580 to the north). These new restrictions would be implemented through the creation and mapping of a new “T” (for ‘Trucks’) Combining Zone Overlay to indicate areas where such heavy impact land uses would not be problematic:
 - The proposed “T” Combining Zone Overlay can be combined with any of the new CIX-1A, CIX-1B, CIX-1C, or CIX-1D base zones in order to designate the allowed areas for heavy impact land uses (e.g., ‘CIX-1C/T’). The “T” Overlay will primarily be applied within the 3rd Street Opportunity Area below the I-880 freeway.
- Other previously proposed WOSP overlays / districts (‘Home Craft Production,’ ‘7th Street Cultural District,’ and designation of the entire Plan Area as an ‘Arts and Culture District’) remain as previously recommended.
- ❖ The prior proposed High Density Mixed Use Transit-Oriented Development (TOD) Overlay has been replaced by the new recommended S-15W Zone intended to maximize the locational asset of the West Oakland BART Station by promoting commercial and high-density housing near this major transit resource, while additionally mandating reductions in TOD building heights near the adjacent South Prescott neighborhood among other features, to better direct development of the prospective BART TOD project in accordance with WOSP objectives.

Comment 7.2: The Public Review Draft Plan included recommendations for rezoning some existing CIX-zoned areas to Housing & Business Mix (HBX) in order to establish more clearly defined buffers in West Oakland between existing residential neighborhoods and less compatible commercial and industrial areas. Comments expressed concerns regarding some of the current HBX provisions, specifically that it would encourage conversion of commercial and industrial-zoned parcels to residential use.

Response:

- ❖ Many of the new HBX-zoned sites would be designated with a new type of HBX zone: Housing and Business Mix Zone 4, intended to provide standards that allow live/work, work/live, and housing to compatibly co-exist in areas with a strong presence of industrial and heavy commercial activities. 'Live/work' and 'Work/Live' developments would be outright permitted, but 'Residential' developments would only be conditionally permitted.

Comment 7.3: Some commenters expressed concern regarding the proposed rezoning of the Coca Cola/Mayway site at 1340 Mandela Parkway from the CIX to the HBX.

Response:

- ❖ This site has been eliminated from rezoning consideration to allow for continued use as a commercial and/or industrial operation.

Comment 7.4: Some commenters expressed concern regarding the proposed rezoning of the East Bay Municipal Utilities District (EBMUD) Maintenance facility on West Grand Avenue from CIX-1 to the originally proposed High Intensity Business land use overlay.

Response:

- ❖ The January Draft Specific Plan proposed to designate this site with a High Intensity Business land use overlay, indicating that this site was an appropriate location for higher intensity commercial and light industrial land uses should EBMUD elect to vacate the property. This site has been re-designated to the proposed CIX-1B (Low Intensity Business) Zone to allow for continued use as a commercial and/or industrial operation according to regulations that are similar to the current intensities allowed by existing zoning.

Comment 7.5: Some comments reflected the need for clarification and additional information regarding the proposed Zoning and General Plan Amendments.

Response:

- ❖ In the period since the Commission's February 24, 2014 consideration of the Plan staff conducted three subsequent Joint WOSP Steering Committee/TAC meetings with other Community stakeholders regarding the zoning recommendations in April, 2013, May 13, 2014 and May 20, 2014. The initially proposed zoning recommendations were refined and resulted in the modifications that are summarized in Attachment E1 of the West Oakland Specific Plan June 11 City Planning Commission staff report.

Comment 7.6: Some comments requested clarifications and/or additions to the proposed WOSP Design Guidelines.

Response:

❖ Minor additions have been made to the Design Guidelines (now Attachment 'A' of the Final Specific Plan) in response to selected comments. For example, the following two guidelines were added among other modifications to the Guidelines:

- Loading docks in new development should be located the maximum distance feasible from nearby residential zones and activities.
- Loading docks in new development should be electrified if feasible in order to allow docked trucks to be powered by electricity.

8. LANE REDUCTIONS (ROAD DIETS), ROUNDABOUTS & OTHER TRAFFIC-RELATED RECOMMENDATIONS

Comment 8.1: Comments reflected concerns regarding the proposed road diets recommendations for narrowing Adeline Street from existing four travel lanes to two travel lanes, between 3rd Street to 36th Street and well as the proposed road diets on 12th Street between Market Street and Mandela Parkway, 14th Street between Market Street and Mandela Parkway, 18th Street between Market Street and Mandela Parkway.

Response:

The January 2014 Draft Specific Plan recommended a network of "complete streets" throughout West Oakland. The Complete Streets policy and Ordinance (C.M.S. 13153) specifically calls for a "comprehensive, integrated transportation network, with roadways designed and operated to enable safe, attractive, and comfortable access and travel for all users, including: pedestrians, bicyclists, persons with disabilities, seniors, children, motorists, movers of commercial goods, operators of public transportation, public transportation users of all abilities, and emergency responders". The streets named below were therefore designated to serve not only the automobile, but also providing an interconnected system of bicycle paths and lanes, pedestrian improvements and streetscape amenities, and transit improvements. As part of the complete streets strategy, the Draft Plan proposed roadway travel lane reductions at the following locations:

- reducing the number of travel lanes on West Grand Avenue from the existing six travel lanes to four travel lanes between West Street and Mandela Parkway, while retaining bike lanes and passage for transit;
- reducing the number of travel lanes on Adeline Street from the existing four travel lanes to two travel lanes with a center turn lane;
- reducing the number of travel lanes on 12th Street between Market Street and Mandela Parkway, from the existing four travel lanes to two travel lanes with a center turn lane;
- reducing the number of travel lanes on 14th Street between Market Street and Mandela Parkway, from the existing four travel lanes to two travel lanes with a center turn lane; and
- reducing the number of travel lanes on 8th Street between Market Street and Mandela Parkway, from the existing four travel lanes to two travel lanes with a center turn lane.

Comments have reflected concerns regarding the proposed lane reductions as potentially causing greater conflicts between pedestrian, bicyclists and motor vehicles (including trucks); as presenting operational

problems for transit services; as reducing traffic capacity resulting in congestion; and as economic development disincentives. Staff now proposes to remove the lane reductions previously recommended for 14th Street, 12th Street and 8th Street.

Staff also provides the following additional information to further clarify that the lane reductions indicated on West Grand Avenue and Adeline Street are those same bicycle lane improvements called for in the City of Oakland's Bicycle Master Plan that were adopted by City Council in 2007 as part of the Land Use and Transportation Element of the City's General Plan, and reaffirmed by City Council on December 4, 2012. As required by the complete streets Ordinance and consistent with the City of Oakland's Bicycle Master Plan, bike lanes are to be added on Adeline Street and on West Grand Avenue. Both projects will close gaps in the citywide bikeway network. The projects will be implemented in coordination with the City's Pavement Management Program through the City's update to the Five Year Paving Plan. If the roadways are not part of the updated Five Year Paving Plan, the projects will be implemented as restriping projects funded by the City's Capital Improvement Program for Bicycle Master Plan Implementation.

- ❖ The new bike lanes on Adeline Street will create a continuous bikeway through Oakland and Emeryville. These bicycle lanes will intersect with existing bikeways on West Oakland streets. The Adeline Street bike lanes will require reconfiguration of Adeline Street from two travel lanes in each direction to one travel lane and one bike lane in each direction, plus a two-way center turn lane.
- ❖ The bike lanes on West Grand Avenue will close a key gap from Mandela Parkway to Market Street and connect to the existing bikeway on Grand Avenue between Market Street and Embarcadero in the Grand Lake neighborhood. In conjunction with the proposed Gateway Park/Bike Bridge to West Oakland project, the West Grand Avenue bike lanes will provide direct access to the eastern span of the San Francisco - Oakland Bay Bridge from West Oakland, downtown, and the Lake Merritt neighborhoods. The West Grand Avenue bike lanes will reconfigure the roadway from three travel lanes in each direction to two travel lanes and one bike lane in each direction.

As confirmed by the City's Public Works Agency, the lane reductions are needed to facilitate creation of bike lanes pursuant to the City's adopted Bicycle Master Plan. Additionally, both Public Works Agency engineers and the WOSP traffic consultant have confirmed that the potential for the lane reduction's negative impact on economic development and safety concerns is not as prevalent as some commenters may expect. Thus the conversion of travel lanes to bike lanes for Adeline Street and West Grand Avenue is still recommended in the Specific Plan.

Comment 8.2: Comments also reflected concerns regarding the proposed roundabouts on Adeline Street.

Response:

- ❖ The January 2014 Draft Plan recommended installing roundabouts or other traffic-calming features to enhance the streetscape and to identify gateways or landmarks along Adeline Street at 12th, 14th and 18th Streets; and along Peralta Street at 18th and 28th Streets. These roundabouts have been criticized by numerous commenters, suggesting similar adverse consequences as might occur with the lane reductions. Because they do pose logistic circulation concerns, particularly for buses, all previously recommended roundabouts have been eliminated in the Final Specific Plan.

Comment 8.3: Comments reflected concerns regarding as any truck restrictions in the areas near the Schnitzer Steel business located in the vicinity of the 3rd Street Opportunity Area.

Response:

- ❖ To acknowledge and support the reliance many businesses have for significant truck use in selected areas of the Plan Area, the Specific Plan has been amended recommend the creation and mapping of the majority of the 3rd Street Opportunity with new “T” (Truck) Zone Overlay discussed earlier in this document. Per above, areas within the “T” Zone allows for land uses that have heavy truck impacts. The proposed “T” Zone Overlay would encompass areas in immediate vicinity of Adeline Street / Middle Harbor Road, a major arterial for Port-related traffic and near I-880 Freeway access and an area where lane reductions to accommodate bike traffic would not occur.

9. HISTORIC / CULTURAL RESOURCES & NEIGHBORHOODS

Comment 9.1: Various comments reflected a need to clarify information in the discussion of historic resources, i.e. indicate efforts to preserve the Brotherhood of Railway Porters Building at 1716 7th Street and the entire 7th Street Commercial District Area of Secondary Importance, incorporate references to the Secretary of Interior where necessary, strengthen the planning for the 16th Street Train Station, and other misc. edits.

Response:

- ❖ The Cultural Resources chapter (now Chapter 8.2 ‘Preservation of Historic Resources’) has been augmented to better describe historic buildings & areas, and make other related edits when not already included in prior Plan language.

Comment 9.2: Comments requested that the staff facilitate a neighborhood-centric approach by renaming Opportunity Areas, e.g. Opportunity Area-1 to “West Mandela Grand Center” in discussing Opportunity Area development.

Response:

- ❖ Identification of and information regarding the neighborhoods which surround each Opportunity Area has been added to better emphasize the relationship between development of the Opportunity Areas and the benefits to the adjacent neighborhoods. The intent is for future development to be viewed not only as an Opportunity Area issue, but also as an issue for the surrounding West Oakland neighborhood.

Comment 9.3: Comments reflected the need to “look on historic resources as not just interesting artifacts but as having great value to economic development” and indicated that specific mechanisms were needed to promote preservation, enhancement, and reuse of historic resources.

Response:

- ❖ This concern is already addressed in the Specific Plan. Please see recommendations in now Chapter 8.2 of the Final Plan and the WOSP Implementation Matrix at the end of Chapter 11 ‘Implementation Program’ for specific approaches to promote preservation, enhancement and reuse of historic resources.

Comment 9.4: Comments indicated that sites which have historic buildings and/or are located in historic neighborhoods may also allow reduced parking requirements or in-law units that could assist residents with developing their property in order to profit from this economic development.

Response:

- ❖ The City's Secondary Unit regulations for properties within the West Oakland Specific Plan area will be relaxed to eliminate (unlike interest of the city) the existing requirement for a separate, non-tandem parking space. These zoning changes will also allow Secondary Units in the side and rear setback as long as the structure does not exceed existing size limit and can meet all of the same standards that allow a garage or accessory structure in the same location. This amendment is intended to assist current West Oakland homeowners whose parcels are sufficiently sized to accommodate a Secondary Unit, in providing an additional unit as a means of generating income to support their mortgages if desired.

Comment 9.5: Comments indicated that in terms of the design standards, the neighborhood framework in some areas should really review both massing height and building details in the specific neighborhoods, and suggested that the WOSP Design Guidelines address historical and cultural resources and the character-defining features and historic context of the neighborhoods, including the architectural context.

Response:

- ❖ The current City of Oakland Design Guidelines and the proposed WOSP Design Guidelines contain direction for massing height and building details, many speaking to historic preservation elements, for example:
 - New construction and renovation in Opportunity Areas should be designed to maintain continuity with West Oakland's unique history and character.

Please refer to the WOSP Design Guidelines in Appendix A of the Final Specific Plan for more details.

Comment 9.6: Comments indicated that it was unclear whether or not Cole Elementary and McClymonds schools are historic properties.

Response:

- ❖ Both school facilities are identified as Potential Designated Historic Properties (PDHPs), the inclusive definition of "historic" in the Preservation Element of the Oakland General Plan. Both are distinguished Art Deco buildings and neighborhood institutions and as such are potentially eligible for the Local Register of Historical Resources. Further, Chapter 7.4 'Educational Resources' of the Final Specific Plan has been modified with the following added text to reflect the historic nature of some West Oakland school facilities:
 - West Oakland's schools include several substantial and distinguished Moderne buildings. If campuses are closed in the short term, it would be prudent to maintain the facilities in good condition, perhaps with interim uses, to be ready for rising enrollments that may result from the Plan.

Comment 9.7: Comments indicated that the definition of CEQA resources [Local Register] adopted in 1998 too narrow and “should be revisited.”

Response:

This comment is noted for future reference. The Specific Plan’s discussion of historical resources is based on those buildings or sites that meet the City’s current definition.

Comment 9.8: Comments reflected a concern regarding the intensity and height of new buildings proposed particularly near the West Oakland BART station, and the effects of these new buildings on the adjacent neighborhoods, particularly on the historically important South Prescott neighborhood immediately adjacent to the BART Station.

Response:

The Public Review Draft Specific Plan proposes that the height and massing of new buildings at the proposed West Oakland BART Transit-Oriented Development area lower and become less intensive as the project approaches to the South Prescott neighborhood, with lower building heights on Chester Street, stepping up to 4-5 stories over a parking podium on 5th Street, and taller buildings further east. New development in the northeast corner of the AMCO block (on 3rd Street) would lower closer to existing homes, and be up to 4-5 stories further away. At the height and massing proposed, and with consideration of local context as part of Design Review of subsequent individual development projects, proposed new development at the eastern edge of the South Prescott ASI would not be expected to result in a significant adverse change in the character of this district or its individual resources or on its potential eligibility for the National Register, or S-20 status, should it be re-evaluated or designated in the future.

10. INFRASTRUCTURE

Comment 10.1: Some comments reflected a need to augment information in the Infrastructure chapter regarding existing rail lines.

Response:

- ❖ The Infrastructure Improvements Map has been augmented to add additional locations where problematic rail lines exist in the streets.

11. TRANSPORTATION / CIRCULATION

Comment 11.1: Some comments reflected a need to augment information in the Circulation chapter regarding existing truck routes.

Response:

- ❖ Revised the Truck Routes Map to add selected streets as necessary as ‘Truck Routes’.

Comment 11.2: Some comments inquired regarding the level of analysis undertaken in recommending the enhanced transit loop (The ‘O’ proposal); as examples, commenters inquired:

- How did (staff) arrive at the mode and alignment for the proposed ‘O’ streetcar?

- What analysis was completed to determine demand for transit in the proposed newly developed areas?
- What analysis was completed to determine the destinations for West Oakland riders currently?

Response:

- ❖ The 'O' streetcar is highly conceptual at this point. It was recommended for further exploration as an enhanced transit service option that potentially could provide better connections to, from, and within West Oakland. Fixed-route systems such as light rail and streetcars offer the advantages of certainty. Travelers know where the routes are located due to the tracks. In addition, based on the experience of other cities that have installed similar systems, the long-term investment in fixed-route systems inspires confidence among the development community that transit-based development is a solid bet because the system is permanent. Light rail and street cars have the additional advantages of non-exhaust fumes, and are generally quieter and smoother. Research shows that public transit ridership generally increases when light rail and streetcars are installed. As funding becomes available the WOSP encourages additional evaluations be completed (such as the Broadway Transit Line Study currently underway to explore among other items, the potential for a streetcar) to further refine the 'O' concept and where necessary, propose alternative transit enhancements should the concept be deemed infeasible.

12. OPEN SPACE

Comment 12.1: Comments reflected a need to augment information in the Urban Open Space chapter.

Response:

- ❖ Minor text edits regarding names of existing parks were incorporated.
- ❖ A recommendation was added to acknowledge Lowell Park as a major recreational asset and to support improvements to the park as funding become available.
- ❖ Additional park facilities were included on the Public Facilities Map.
- ❖ Information regarding the proposed Gateway Park project was updated.
- ❖ Staff confirmed that park facilities identified in comment letters were reflected in the Plan's discussion of recommended zoning and/or General Plan amendments, in order to retain these properties as open space resources.
- ❖ Information regarding the proposed West Oakland Walk was streamlined to be more consistent with the level of detail provided for other open space concepts in this chapter. (Details removed from the body of the Final Plan body have been relocated to an Appendix thus no information was removed from the Plan itself.)

13. COMMUNITY INVOLVEMENT IN PLAN IMPLEMENTATION ACTIONS

Comment 13.1: Comments were received regarding whether the community will be engagement and involvement in Plan implementation, such as in neighborhood identity design and other efforts which improve the West Oakland district.

Response:

- ❖ The Specific Plan has always included opportunities for community involvement in further revitalizing the West Oakland district, such as the following recommendation from the Public Review Draft Plan:

- Include Art-3: Work with community groups to install educational and interpretive signs, artwork and landscaping that highlight West Oakland's historic and cultural features.

Text similar to the above has been added in various locations in the Final Plan to highlight opportunities for public involvement. It should be noted, however, that even if the Specific Plan doesn't indicate community involvement in a revitalization action, decision-makers may still elect to incorporate a public engagement process if one does not already exist.

- ❖ To ensure continued community involvement in shaping the results of the Specific Plan should it be adopted by the City Council, the WOSP includes a recommendation developing a citizen and stakeholder process to help select and guide the priority and timing of this Plan's implementation strategies, providing advice and recommendations through City staff to the City Council.

14. MISC. ADDITIONAL INFORMATION / MODIFICATIONS TO SELECTED CHAPTERS

In response to various comments noted below reflecting the need to clarify and/or expand the information contained in the Public Review Draft Specific Plan, staff has revised text and maps in the Final Specific Plan as necessary.

Comment 14.1: Comments indicated a request for clearer statements regarding the potential income, jobs, or other benefits to the city associated with the Oakland Film office.

Response:

- ❖ Text has been added in Chapter 8.3 'Fostering the Creative Economy & Cultural Arts Community' to supplement prior Oakland Film Office language.

Comment 14.2: Some comments reflected a need to work with non-City parties to address various issues throughout the City, such as working with the railroad companies, the Port of Oakland and BART to reduce noise associated with their respective operations, with the rail companies exclusively to eliminate rail tracks on neighborhood streets and in industrial areas, and working with Caltrans to address under freeway nuisances, etc.

Response:

- ❖ The Specific Plan does contain references to the need for interagency cooperation to address issues, such as the following recommendation:

- Pavement Repair-4: For work within what would typically be the railroads' responsibility for maintenance, the City should explore all possible avenues to ensure the railroads live up to their obligations to remove those rail lines not identified for reuse...

The Specific Plan mentions other avenues for interagency participation and some comments received reflected a willingness to interact with other parties (such as comment regarding BART's interest in working with the City and stakeholders to ensure transit ridership growth, and encourage sustainable station access modes, as a means of addressing BART parking concerns⁴). However, such interaction can occur as City decision-makers direct even if not specifically referenced in the Specific Plan.

Comment 14.3: Comments indicated a concern that the WOSP was attempting to turn West Oakland into another 'Emeryville.'

Responses:

- ❖ Miscellaneous text references to Emeryville were removed to emphasize the WOSP's longstanding premise that future development is intended to benefit West Oakland and the City of Oakland as a whole and not be viewed as an attempt to redefine the West Oakland as an extension of Emeryville.

15. ACTIONS BEYOND SCOPE OF SPECIFIC PLAN

Several comments raised issues that fall beyond the scope and function of a Specific Plan. Representative samples of these types of comments are noted below.

Comment 15.1: Some comments expressed the need for development of a Place-Based" Social Development Plan; and that a community-driven Roundtable happens and that a micro WOSP working group be constructed from it to invent a Social Equity Action Plan.

Comment 15.2: Some comments noted that the Specific Plan did not contain recommendations regarding the following topics:

- Methods to better assess and handle the growing homeless population (including those who live under freeways and those who live out of carts),
- Mental health concerns
- Re-entry, public health and other social welfare services
- Improvements to area schools curriculum
- mechanisms that decrease the number of bike riders and/or bikers who disregard traffic lights/auto traffic
- a social mobility plan for under-served students/youth

Response to Above Comments:

A Specific Plan is a tool for implementing development in accordance with a City's General Plan. Although each the above topics are of significant interest to various members of the West Oakland community and to the City, a Specific Plan is not intended to, nor can it, provide all of the answers all issues affecting the West Oakland District or the city as a whole. Instead, the Specific Plan is one of many resources that – in partnership with other City, regional, state and national initiatives, tools and

⁴ BART also submitted comments regarding the EIR; responses to those comments are contained in the FEIR document

resources— address challenges to a viable, healthy, economically sustainable community. Given that the Specific Plan is not the only avenue for securing services and resources needed by any community, efforts to address outstanding issues can and should proceed by parties proficient in the respective subject matter, during and after adoption of the Specific Plan.