

Downtown Oakland Specific Plan

Plan Options Report

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Introduction

Downtown Oakland is undergoing rapid change. The change is bringing new energy to the streets, new investment, and new opportunities for pursuing new thresholds of personal and professional achievement potential that Oakland can offer its residents and visitors. But the change is also displacing longtime Oaklanders, shifting downtown's culture, and making some in the community feel disconnected from the heart of their town.

The policies regulating downtown development have not been updated for today's economy, needs and expectations, or designed to protect what makes downtown "authentically Oakland." The Downtown Oakland Specific Plan will update these policies to guide downtown development over the next 20-25 years to serve the broad needs of the community - including economic opportunity across investment and employment; an enhanced public realm for all to engage and enjoy; protection of artists, businesses and residents from displacement; and reduction of disparities in access to opportunity and quality of life.

Time is of the essence to achieve these goals as the downtown changes around us, yet we must also move deliberately to take the time to hear all the voices representing the community, iterate ideas with the community, and advance a plan that reflects the values of our community.

This Plan Options Report is the next step in this process. It summarizes the ideas that the City and consultants have heard from the community over the last two years and presents these ideas as a set of options to inform the Preliminary Draft Plan, which will be developed as the next phase toward developing the Draft Downtown Oakland Specific Plan.

What to Expect from this Report

The Plan Options Report presents the vision and goals that will provide a baseline for the planning of downtown Oakland. This report captures a framework that was developed over the past several months during extensive meetings with community members across a range of stakeholders and downtown neighborhoods. The report also contains the land-use development and mobility options that have congealed through community feedback, technical analysis and review of the City's existing policies. The report contains several appendices, including the Equity Assessment Memo, which provides an assessment of the possible impacts of the options from the Plan Options Report. Together, the report and the appendices offer a set of ideas from which to create a draft of the Specific Plan, relating how these ideas would manifest to allow an initial evaluation toward making final determinations about the plan's recommendations.

Relationship Between Plan Options Report and Equity Assessment Memo

The equity assessment was conducted on an initial draft of the Plan Options Report. Since the equity assessment was drafted, the Plan Option Report has been revised to incorporate those recommendations, which addressed: 1) the Specific Plan process; 2) the Plan Option Report; and 3) specific development and policy strategy options.

Criteria for Selecting Among Options to Create the Preliminary Draft Plan

The options in this Report are driven by community-stakeholder input, analysis of existing conditions, existing City policy, and review of strategies used in cities facing comparable issues. This Report evaluates the tradeoffs of key options based on how effective they will be at achieving goals, how well

they can reduce inequities, how politically and financially feasible they are, and whether the City has the legal and resource capacity to implement them.

The following criteria will be used to select among options for land use development, mobility and supportive strategies to include in the Preliminary Draft Plan:

1. Effectiveness

The Strategy Options section of this report provides an initial framework for measures of success that will help gauge the effectiveness of the Downtown Plan at achieving its intended outcomes.

2. Equity and Inclusive Community Engagement

Phase II of the DOSP process sought to re-engage the broader community, particularly those from underrepresented groups, in a conversation about disparity and inequity in Oakland. This Report utilizes the Downtown Oakland Racial Disparity Analysis and the disparity indicators outlined therein as a baseline to inform whether the options contained in this Report are likely to improve equitable outcomes and close the disparity gaps.

An equity assessment has been conducted of the options presented in this Report to help this evaluation. The assessment considers possible equity impacts of potential Specific Plan policies, programs, and projects, as well as identifying complementary strategies to enhance positive impacts and reduce negative impacts of Specific Plan recommendations. Addressed in tandem with this Report, the assessment will help ensure that the Specific Plan policies related to transportation, economics, housing, sustainability, urban design, and arts and culture properly address equity. Thus, each topic within the Specific Plan will include equity as an implicit component of its associated analysis and recommendations.

3. Feasibility and Implementation

One important criterion for analysis of Specific Plan concepts is implementation capacity. How feasible is any given strategy and, if applicable, where will the funding come from? Also, what is the overall timeframe for each strategy and who is responsible for implementation and enforcement? This Report outlines a preliminary assumption for how each option might be implemented and what potential challenges or barriers exist to achieving successful outcomes. These barriers may not be exclusively fiscal, but may also be constraints of skill, staffing resources, legal authority, or programmatic definitions. All of these thresholds will be assessed through the lens of practical approaches to realize initiatives that would meet the plan's desired objectives.

What Next?

The Plan Options Report and Equity Assessment Memo are being published as a work-in-progress step. The City will come to the public for feedback with refined ideas based on the Plan Options Report to present the public with clear options in a Preliminary Draft Plan, and then will come back again for feedback on a Draft Plan.

Steps to the Final Specific Plan

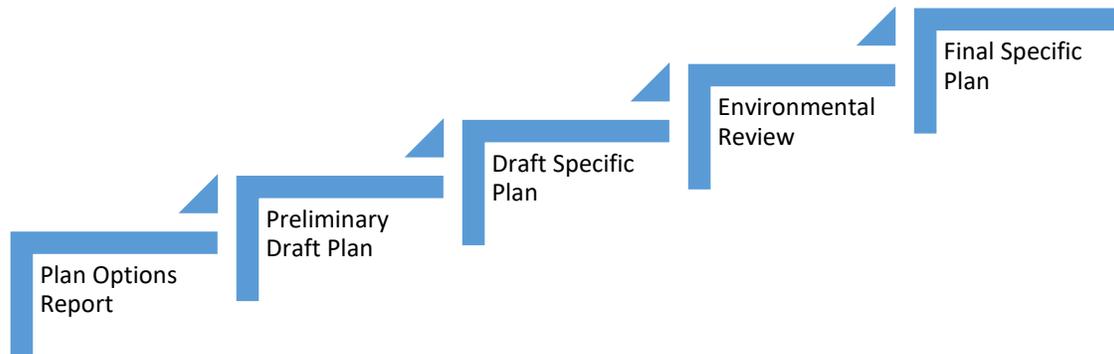


Figure 1. Steps to the Final Specific Plan

We know that there is an urgent need to develop better regulations to support Oakland’s residents, businesses, artists and employees, some of whom are being displaced as we work through this process. Although the process may seem long, the many iterations are designed to create a transparent process and a final Specific Plan that is implementable to achieve a better quality of life for Oaklanders.

Objective of this Report

This Plan Options Report is designed to show the relationship between the community’s desired future for downtown, the existing conditions (including disparity indicators and barriers to success), and initial options for the Downtown Oakland Specific Plan to take downtown from where it is now to that desired future. The Plan Options Report describes and evaluates key options that community members and planners have developed over the course of the planning process so far. The options included in the Preliminary Draft Plan should steer downtown to a future that embraces its remarkable potential in service of its many residents, workers, and visitors.

How to Use this Report

The following section explains the format for this document as well as how to best understand the information presented in it.

- **Introduction.** This section describes the purpose and process to create this report. It also describes the criteria that will be used in subsequent sections to assess options.
- **Vision & Goals.** This section provides an overall vision for the Specific Plan, three overarching goals, and a vision for each downtown neighborhood.
- **Overview of Downtown Neighborhoods.** This section discusses the existing regulatory environment in downtown’s neighborhoods, as well as provides a resident profile and an assessment of the neighborhoods’ propensity for change and whether they contain focus areas.
- **Land Use Development & Mobility Options.** This section presents and compares different development scenarios for key focus areas and mobility alternatives for key focus corridors in Downtown Oakland. The focus areas and corridors are places downtown where analysis and community input have identified significant potential for change.
- **Strategy Options.** This section presents desired outcomes of the Specific Plan in relationship to the goals described in the Vision & Goals section and evaluates a set of strategies for each of those desired outcomes.

- **Appendices.** Technical appendices that have informed this Report.

Planning Process to Date

The Downtown Oakland Specific Plan process is equity-driven and community-focused, devised to create a shared vision for downtown that prioritizes the needs of all Oaklanders. Launched in 2015, the process has provided inclusive opportunities for local stakeholders and community members to be involved. Participant feedback has shaped the strategy options explored in this Report.

Key milestones and efforts to date include:

- Community Kick-Off Event: September 3, 2015

To mark the beginning of the public planning process, the Dover-Kohl team and the City of Oakland hosted a community workshop to introduce local citizens and community groups to the downtown Specific Plan process. A brief presentation was given, followed by an interactive hands-on activity. The event was used to inform and encourage participation for the upcoming charrette.

- Charrette and Open Design Studio: October 19-28, 2015

This multi-day event included a hands-on design public workshop, an open design studio where the community was invited to stop by to see draft concepts in progress and talk with the planning team, a series of technical/stakeholder meetings to gather feedback on important issues, and a work-in-progress presentation to summarize ideas to date.

- Draft Plan Alternatives Report: March/April 2016

This Report describes the draft vision and initial concepts for downtown's neighborhoods, based on Charrette input. The Report is posted online and was reviewed at community meetings, including with the Community Advisory Group (CAG); Parks and Recreation Advisory Committee (PRAC); Landmarks Preservation Advisory Board (LPAB); Youth Summit; Bicyclist & Pedestrian Advisory Committee (BPAC); and Planning Commission.

- Stakeholder Meetings: November 2015-July 2016

Meetings with additional existing stakeholder organizations such as the Art + Garage District, Oakland Creative Neighborhoods Coalition, Chinatown Coalition, Old Oakland Neighbors, Metropolitan Chamber of Commerce Land Use Committee, Malonga Center resident organizations, and downtown schools.

- Plan Alternatives Report Comments Memo: April-July 2016

This memo was produced to summarize all public input. Over 1,000 comments were received and organized to refine the plan vision and goals.

- Jack London Neighborhood Design Sessions: August 2016

Community workshops and a series of stakeholder meetings to discuss opportunities and challenges specific to the Jack London District.

- Equity Assessment and Expanded Outreach: Spring/Summer 2017

Review of work to date with a social and racial equity focus, including an expanded team led by the Institute for Sustainable Economic, Educational and Environmental Design (I-SEED), and an expanded outreach strategy.

- Social Equity Working Group Meetings: July 31-August 3, 2017

This series of meetings organized by topic ('Arts and Culture'; 'Housing, Affordability and Economic Opportunity'; 'Streets, Connectivity and the Built Environment'; and 'Sustainability, Health, Safety and Open Space') included interactive work sessions to review work on these topics to date with an equity lens and gather feedback on draft plan goals, potential challenges or barriers for vulnerable populations to reaching those goals, and possible solutions.

- Creative Solutions Labs: February 5–8, 2018

These labs were also organized by topic ('Arts and Culture'; 'Housing and Economic Opportunity'; 'Streets, Connectivity and Mobility'; and 'Built Environment, Health and Sustainability') to workshop new ideas to address downtown's primary issues. The discussions were informed by a brief overview of existing conditions and racial disparities present today, preliminary ideas for downtown, and best practices in other communities.

- Neighborhood Design Sessions for Central Core, Uptown & Koreatown/Northgate (KONO), Old Oakland, and Chinatown: February 10–13, 2018

Participants gathered around maps to identify opportunities and problem areas specific to each neighborhood and discuss their vision and potential solutions.

Vision & Goals

Guiding Vision

Diversity, equity, and inclusivity have been integral threads in Oakland's ongoing discussions about its community values for decades. Concern that these values are threatened by new development has led to an extensive outreach effort to ensure that this plan's values reflect the input, needs, and insights of all Oakland's residents, workers, and community leaders. Resoundingly, the message received has been that diversity and community are the City's most precious assets; and that the diverse voices, races, cultures, arts, places, neighborhoods, and businesses here today – and in recent history – constitute the essential baseline from which Oakland should project any viable future. Furthermore, concepts for improved connections, upgraded public spaces, and economic growth, must go hand-in-hand with strategies for reducing racial disparities and closing inequity gaps, so that all Oaklanders are included in downtown's future prosperity.

The overarching theme of the Specific Plan is to make Downtown Oakland a place where diverse communities have a safe, vibrant, affordable and healthy place to thrive; where diverse voices and forms of expression flourish; and where diverse opportunities for economic growth, prosperity, and mobility are inclusive and accessible to all. Additional themes include:

- **Place:** A vibrant built environment and a healthy natural environment support a *diverse range of lived experiences*.

Downtown serves as the setting for a remarkable array of unique lived experiences. It is both home and gathering space to people of all different income levels, races, cultures, and ethnicities. For some it is a place to connect with nature on a run along Lake Merritt or patronize businesses that reflect and reinforce their ethnic heritage or culture, while for others it is a laboratory to test business ideas or a place to build on Oakland’s artistic and political innovation. Downtown Oakland supports a wide spectrum of community needs, serving not only local residents, but also visitors and workers from around the city, the region, and the globe. To support this full range of lived experiences and community needs, downtown must invest in the built, natural, and social environments, creating healthy, vibrant, and inviting places for life to thrive.

Goal 1: Enhance the quality of life for all of downtown’s residents, workers, and visitors through inclusive and accessible housing, thoughtful urban design, and high-quality infrastructure, services, and public amenities.

- **Culture:** A flourishing creative community fosters *diverse forms of personal expression*.

From propelling pivotal civil right movements, to establishing a thriving industry of artisans and entertainers, to attracting millions of visitors to downtown each year, creative expression is the bedrock upon which Oakland has continually re-invented itself. The heart and soul of this city lie precisely across the wide range of voices from different races and cultural backgrounds celebrated here.

Goal 2: Preserve and promote cultural belonging downtown.

- **Opportunity:** Improved connections and equitable growth provide all with a *diverse array of inclusive opportunities*.

As a growing employment and transportation center, Downtown Oakland has the unique opportunity to position itself as a leader in equitable economic development, an approach that puts the needs of underserved communities first and seeks to create policies and programs that reduce racial disparities while encouraging healthy and vibrant communities. In addition to supporting technical and social innovation and attracting a more complete spectrum of job opportunities for all, downtown must also provide a high-quality and accessible transportation network, so that everyone can participate, circulate, and succeed regardless of location or physical ability.

Goal 3: Connect all of Oakland and the region to a wide variety of jobs, resources, and accessible commercial spaces that serve the needs of current and future Oaklanders.

Neighborhood Vision

While downtown is a resource to all of Oakland and the broader East Bay Region, it is important to remember that Downtown Oakland is also a series of unique neighborhoods with distinct character, needs and opportunities. Downtown’s success as an economic, social, and cultural engine for the city is also dependent on the success of these neighborhoods and commercial hubs. Understanding the vision for each neighborhood is critical when considering changes to downtown’s land-use and zoning regulations, as well as in identifying key opportunity areas for new development, public realm improvements, and transportation alternatives. Some of the transformational development scenarios

and mobility alternatives are compared in greater detail in Land Use Development and Mobility Options section of this Report. Input gathered during the 2015 charrette, as well as neighborhood-focused design meetings in 2016 and 2018 have contribute to defining a vision for each neighborhood. A brief summary of the vision and key ideas for future improvements in each neighborhood follows.

1. Jack London District

This waterfront neighborhood has a unique industrial character, including important regional facilities such as Howard Terminal and the Produce Market, and smaller production buildings that support downtown’s maker/artist population. Increasing public access to the waterfront and retaining Jack London’s industrial character are priorities here while allowing a greater mix of uses. Public access to the waterfront can be increased through improved streetscapes, trails, lighting, and signage, as well as new public spaces and destinations. Lack of affordable housing is an issue, and there are conflicting desires between: 1) the retention of existing industrial uses, character, and buildings; and 2) the promotion of more mixed-use, residential development that include affordable units. Specific focus areas that explore this issue (see the Land Use Development and Mobility Options section) include the Produce Market, Victory Court, and 3rd Street west of Broadway. Conflicts between the active rail line on the Embarcadero and pedestrians, cyclists and vehicles are a concern. As the character of the neighborhood potentially changes to meet the demand for more mixed-use destinations and residents, these conflicts could increase if design and safety interventions are not identified.

2. Central Core

The central core of downtown is comprised of large- to medium-footprint buildings, many with historic designation but others that are legacies of the 1966 Central District Plan, which demolished 12 city blocks for the construction of the “City Center,” Convention Center and Federal Building, and altered the street grid, lengthened walking distances between blocks, and disrupted the historic and contextual pattern with the surrounding blocks. The neighborhood vision is to maintain the remaining historic fabric as downtown grows, promoting infill on opportunity sites, retrofitting buildings and parking structures where blank walls face sidewalks today, and activating public spaces and ground-floor uses that are underutilized and dark after regular business hours. Mobility, transit, and public-realm improvements along Broadway will transform this street into Oakland’s premier multi-modal corridor and increase connectivity to surrounding neighborhoods.

3. Lakeside

This neighborhood is largely residential, but is also home to internationally-recognized cultural institutions such as the Malonga Casquelourd Center for the Arts and has a variety of well-established Black-owned businesses centered around the recently-adopted 14th Street Black Arts Movement and Business District (BAMBD). The typically smaller building footprints found here are a result of the lot scale, which is consistent with the original platting (land divisions) established in downtown. The vision for the future is to preserve existing, high-quality buildings and cultural centers while integrating new, incremental infill development and civic spaces that support and enhance local cultural institutions. Street design improvements along 14th and 15th streets can support the arts uses and connections to Lake Merritt with walkable, pedestrian-friendly settings.

4. Lake Merritt Office District

This neighborhood is an employment hub with no height limit, easy access to BART/transit, and the potential to absorb a larger proportion of the future Class A office market demand. Existing towers are wide and heavy with ground floors that do not always meet the sidewalk in active or inviting ways, nor is the public roof-top open space on the Kaiser Office Center building easy to access. The vision for this area is to encourage continued growth at a higher intensity, with open space and street improvements such as pocket parks, landscaping, and street vendors that add interest and warmth to the existing streetscape. There is tension here between the desire to maximize the potential for downtown office square footage and a favorable downtown/lakeside residential development market. The Land Use Development and Mobility Options section explores the options of whether to allow market forces to continue increasing residential development in the area, or to designate “office priority” areas to ensure that new office and employment space is maximized.

5. Old Oakland

The Old Oakland neighborhood is best known for its historic, walkable mixed-use center where two- to three-story brick commercial buildings in Italianate style on tree-lined streets create a memorable sense of place. The desire for this neighborhood is to preserve its historic buildings and character, while encouraging infill on vacant opportunity sites at a scale and form consistent with the historic neighborhood context. There is potential to implement a Transfer of Development Rights (TDR) program to encourage the rehabilitation and reuse of historic buildings and context-sensitive infill development.

6. Uptown

Uptown is a large area that spans two specific plan boundaries.¹ Uptown’s historic industrial and auto-oriented uses have been revived in recent years, including residents living in newly developed housing into a vibrant arts, dining and entertainment destination for both local and regional patrons. Existing smaller-scale production buildings establish a unique character. The vision for the future is to preserve and expand a supply of affordable art and maker spaces, to infill vacant and surface parking lots, and to improve pedestrian conditions through upgraded streetscapes, new public gathering spaces, and the introduction of paseos on long blocks. The Land Use Development and Mobility Options sections explores two scenarios, including preserving the historic nature and character of this area by maintaining existing height limits, and increasing height limits and accommodating larger building types in some areas that include housing, retail and entertainment uses for makers and artists.

7. West of San Pablo

West of San Pablo is an area that combines small pockets of historically significant Italianate and stick homes (the surviving fragment of a larger residential neighborhood) with a network of wide, auto-centric boulevards and new, mid-size residential developments. Public realm improvements to improve walk- and bike-ability are priorities for this neighborhood. The potential to remake I-980 into a multi-mode boulevard with new public open spaces and improved connectivity to surrounding neighborhoods would be transformational here. There is a desire to promote reuse of historic buildings and strategic infill (at a similar scale to surroundings) to “re-knit” the urban landscape connecting West Oakland and Downtown Oakland.

¹ The two plans include the Broadway Valdez Specific Plan and the Downtown Oakland Specific Plan.

8. Koreatown/Northgate (KONO)

KONO's small storefronts along Telegraph Avenue host a variety of multi-ethnic businesses mixed with local independent maker spaces and galleries that have created a robust arts scene. The vision for the future of KONO is to promote strategic infill that fills vacant lots; re-purpose historic buildings; retrofit parking garages with habitable frontages that activate the public realm; and continue to grow the area as an art, maker and entertainment destination. Public realm improvements to sidewalks, street trees, and active building frontages that improve walkability (including on Telegraph Avenue) will support increased activity.

9. Chinatown

Chinatown is a vibrant residential and commercial community with bustling daytime streets and pan-Asian businesses that serve patrons from all around the Bay Area. With all the unique cultures represented there, Chinatown is a key asset for the City of Oakland, and a vision for its future would repair the history of exclusion that has segregated the neighborhood and its residents from the rest of the downtown community. Primary issues raised in this neighborhood include safety and cleanliness where the future vision for Chinatown portrays vibrant streets with better loading/unloading zones, wider sidewalks, dedicated space for bicycles, and safer crosswalks. The community also needs better public spaces to serve its many families and multi-generational residents. There are some who would like to see the neighborhood recognized as an official Cultural Heritage District, whereas others fear this may lead to the commodification of the local culture and would prefer the neighborhood to evolve without such official designations. Chinatown is also served by the Lake Merritt BART Station, and is adjacent to the larger institutional uses of Laney College, the Oakland Museum of California, and Alameda County government buildings.

Overview of Downtown Neighborhoods

Jack London

General Plan Designation: The Jack London area is governed by the Estuary Policy Plan (EPP), an element of the City’s General Plan adopted in 1999. The Estuary Policy Plan establishes the overall “land use classifications” or desired character designations for the Jack London District, including (from north to south): Business Mix; EPP Light Industry 1; EPP Off-Price Retail District; EPP Retail Dining Entertainment 2; EPP Retail Dining Entertainment 1; EPP Mixed Use District; EPP Waterfront Commercial Recreation 1; EPP Produce Market; EPP Waterfront Warehouse District; EPP Waterfront Mixed Use. As the names indicate, the intention of these land use classifications is to promote areas of commercial, industrial and mixed uses. The intensity ranges vary, with the industrial designations having low maximum intensity (30 units/acre), and the commercial areas having a higher intensity (125 units/acre).

Existing Zoning Designation: The existing zoning for the Jack London District (largely put in place in the 1960s) includes: Industrial Zones (M-30, M-20 and newer CIX Zones near the norther boarder), Commercial Zones (C-45) and Residential Zones (R-80). The Jack London area includes the only occurrence of the “M-30,” “M-20,” “C-45,” and “R-80” Zones in downtown, because the Jack London area was not included in the citywide zoning update in 2009 for the Industrial Zones, nor the 2011 citywide update for the Commercial and Residential Zones. Near the Lake Merritt Channel and the Laney/Peralta campuses is a new D-LM-4 Zone adopted in 2014 as part of the Lake Merritt Station Area Plan.

See **Figure 2** for a representation of the existing General Plan and zoning inconsistencies in the Jack London area.

User Snapshot: The Jack London area has a lower population density relative to other downtown neighborhoods, due to the presence of industrial uses, however, residential development continues to be built. The majority of area residents are White with median incomes of approximately \$100,000.

The area's jobs in the industrial sector, produce distribution, entertainment and hospitality and more recently office, employ a variety of skill levels. Thus, continuing this diverse mix of employment generating uses represents an important opportunity for the plan's vulnerable populations.

Existing Character and Historic Resources: The Jack London District is situated on the estuary waterfront and has a distinct early industrial and maritime character. The area has experienced tremendous change from historic industrial and distribution uses to more recent retail, dining and entertainment, office and maker uses.

The area contains several important historic resources including the historic waterfront warehouse district, the historic produce market (rated as "Areas of Primary Importance" (API), as well as several landmark buildings including some of Oakland's earliest buildings (as the first buildings in Oakland were cited in the district as the city grew up around the port-serving activities).

Focus Areas (presented in the "Land Use Development and Mobility Options" section):

- Oak Street (South of 10th Street)
- Lower Broadway (South of the I-880 Freeway)
- 3rd Street (West of Broadway)
- Produce Market
- Victory Court

Central Core

General Plan Designation: The entire Central Core area is within the "Central Business District" land use classification in the General Plan Land Use and Transportation Element (LUTE), with the intent of encouraging, supporting and enhancing the downtown area as a high-density mixed-use urban center of regional importance. The General Plan intensity maximum for the Central Business District land use designation is 300 units/acre (20.0 FAR).

Existing Zoning Designation: The existing zoning in the Central Core area is primarily CBD-P and CBD-C, zones intended for a wide range of commercial uses with the CBD-P Zone requiring active ground floor uses to enhance the pedestrian atmosphere of the area.

User Snapshot: The Central Core area has a large share of African American residents, as well as Asian and some White residents. Median incomes range from approximately \$8,000 to \$75,000. With a high concentration of professional services jobs, the share of White employees of the Central Core is high.

Existing Character and Historic Resources: The Central Core area consists of large buildings, many with historic designation, including City Hall. Centered around 14th Street and Broadway, the area also contains the City's most dense transit corridor.

Opportunity Sites: The Central Core area is largely built out, but a few opportunity sites² for infill development have been identified.

Lakeside Apartment District

General Plan Designation: The entire Lakeside Apartment area is within the “Central Business District” land use classification in the General Plan LUTE, with the intent of encouraging, supporting and enhancing the downtown area as a high density mixed-use urban center of regional importance. The General Plan intensity maximum for the Central Business District land use designation is 300 units/acre (20.0 FAR).

Existing Zoning Designation: The Lakeside Apartment District is in the CBD-R Zone, the intent of which is to promote housing with small-scale compatible commercial uses.

User Snapshot: The Lakeside Apartment area has a high concentration of White and Asian residents. The median income is between approximately \$25,000 to \$50,000.

Existing Character and Historic Resources: The Lakeside Apartment District is an established neighborhood providing urban housing in a unique setting. The neighborhood is comprised mostly of closely spaced apartment buildings with little or no setback from the sidewalk. Some prominent historic landmarks are contained in the neighborhood include the Malonga Casquelourd Center for the Arts and the Scottish Rite Temple.

Opportunity Sites: A small number of opportunity infill sights are available in the neighborhood.

Lake Merritt Office District

General Plan Designation: The entire Lake Merritt Office area is within the “Central Business District” land use classification in the General Plan LUTE, with the intent of encouraging, supporting and enhancing the downtown area as a high density mixed-use urban center of regional importance. The General Plan intensity maximum for the Central Business District land use designation is 300 units/acre (20.0 FAR).

Existing Zoning Designation: The Lake Merritt Office District is primarily within the CBD-C Commercial Zone. This zone currently permits both commercial uses and residential uses.

User Snapshot: The Lake Merritt Office area is primarily commercial development today, so the user groups include daytime office employees and local business owners, employees and patrons.

Existing Character and Historic Resources: Fronting on Lake Merritt, the jewel of Oakland, the Lake Merritt Office District offers expansive views and opportunities for outdoor connection with nature. The neighborhood includes much of downtown’s Class A office space. The 19th Street BART Station and AC Transit’s Uptown Transit Center serve the Lake Merritt Office District.

² Sites that have the greatest potential for future development; infill sites are vacant land (including surface parking) and underutilized sites are those with buildings that could better contribute to the urban realm; for example, buildings with blank walls along the sidewalk fit this category

Focus Area (presented in the “Land Use Development and Mobility Options” section):

- Kaiser Office Center

Old Oakland

General Plan Designation: The entire Old Oakland neighborhood is within the “Central Business District” General Plan Land Use Classification. The General Plan policies for the Old Oakland neighborhood are intended to respect and promote significant historic resources that define its character, with Washington Street at its core. The General Plan also calls for residential to be mixed housing type, with ground floor retail where feasible.

Existing Zoning Designation: The existing zoning in the heart of Old Oakland is CBD-P/S-7, which requires active ground floor uses (such as retail, bars and restaurants and other experiential activities) with strict requirements for new development to complement the historic character of the area.

User Snapshot: The Old Oakland neighborhood residents are Asian, White and African American. The median income is between \$50,000 to \$75,000.

Existing Character and Historic Resources: Old Oakland is comprised of historic residential communities and small shops and businesses. The area features many historic buildings and quality street-oriented building fabric. Preservation and enhancement are a major focus in the core of this area. The area’s eclectic mix of uses continues to provide fertile landscape for artists, small businesses and residents to flourish, as well as a strong hold of auto-shops and garages, remnants of the areas past.

Opportunity Sites: There are several vacant and under-utilized sites (particularly if the police station and courthouse are included as opportunity sites).

Intensity Option: The intensity of the neighborhood could increase in areas near the I-880 freeway.

Uptown

General Plan Designation: The Uptown area spans a large portion of the northern part of downtown. The General Plan designation is “Central Business District” along the Broadway Corridor and “Community Commercial” near Telegraph Ave. These General Plan Designation differ in that the Central Business District is designed to encourage a concentration of commerce and activity with a generous intensity (300 units/acre and 20.0 FAR), while the intent of the Community Commercial designation is to create and enhance areas suitable for a wide variety of commercial uses along the city’s major corridors with a more modest intensity (125 units/acre and 5.0 FAR)

Existing Zoning Designation: The existing zoning for Uptown is also varied. Along the core of Broadway, the zone is CBD-P which requires active ground floor uses. Near Telegraph north of Grand Ave., the zoning is CC-2 and CC-3. The CC-3 Zone prohibits new residential facilities.

User Snapshot: The Uptown area north of Grand Ave. has historically housed lower-income residents, and residents of color because the housing in the area was more affordable³. Today the area is a mix of Asian, White and African American residents. The median income is approximately \$25,000 to \$75,000.

Existing Character and Historic Resources: Several of Oakland’s historic large-scale entertainment venues are in the Uptown area, including the Fox and Paramount Theatres. More recently, smaller-scale theaters, along with bars, restaurants, and art galleries, have also located in the area.

Focus Area (presented in the “Land Use Development and Mobility Options” section):

- Art + Garage District

West of San Pablo

General Plan Designation: The West of San Pablo area is within the General Plan’s “Central Business District” Land Use Classification. The General Plan policy in this area, part of the San Pablo gateway, is intended to introduce new development to promote greater cohesion, emphasizing mixed housing and urban density.

Existing Zoning Designation: The existing zoning in the West of San Pablo area is a combination of CBD-R (residential) and CBD-X (mixed use), which permit residential uses, along with a wider variety of commercial uses, respectively.

User Snapshot: The West of San Pablo area includes African American, Asian and White residents. The median income is between \$8,000 to \$25,000.

Existing Character and Historic Resources: The West of San Pablo area has some historic resources containing both historic areas of primary and secondary importance. There are gaps in the building fabric along the street edges, which would be appropriate for infill development. The West of San Pablo neighborhood includes 17th Street and 20th Street, which are gateways to downtown from West Oakland.

Opportunity Sites: The area has a selection of infill opportunity sites.

Koreatown/Northgate (KONO)

General Plan Designation: The Koreatown/Northgate (KONO) neighborhood is within the “Urban Residential” and “Community Commercial” land use designations in the General Plan. This represents a mix of higher density housing (Urban Residential), as well as commercial uses along the city’s major corridors.

Existing Zoning Designation: The KONO area is primarily in the RU-3 Zone. The blocks adjacent to 27th street are zoned RU-5 (with taller height allowance relative to RU-3), and the area along Telegraph Ave. is zoned CC-2.

³ Telegraph Northgate Neighborhood Plan. 2001.

User Snapshot: The KONO area north of Grand Ave. has historically housed lower-income residents, and residents of color because the housing in the area was more affordable⁴. Today the area is a mix of Asian, White and African American residents. The median income is approximately \$25,000 to \$75,000.

Existing Character and Historic Resources: The KONO area between Telegraph Ave. and Northgate Ave. is comprised of a variety of Victorian homes and apartment buildings. Small shops front onto Telegraph Av. Hosting a variety of multi-ethnic businesses. Northgate Ave. is a wide boulevard, with few pedestrian amenities. The freeway underpass also acts as a barrier in the neighborhood.

Opportunity Sites: There are a number of infill and underutilized sites within KONO, representing growth opportunities.

Intensity Option: Increases in intensity are contemplated near Telegraph Ave. and along the I-980 freeway and at the periphery of the area, excluding the properties fronting 25th Street that include a collection of historic buildings.

Chinatown

General Plan Designation: The Chinatown business and cultural district lies entirely within the “Central Business District” General Plan classification. The General Plan cites the significance of the Asian-American culture, the regional destination point, and the mixed housing types available in the area.

Existing Zoning Designation: The Chinatown area was studied intensively as part of the Lake Merritt Station Area Plan adopted in 2014. New zoning was adopted at that time known as ‘District – Lake Merritt’ (D-LM-1 through D-LK-4).

User Snapshot: The area contains small business owners, social service providers, limited-income seniors, and a variety of mono-lingual communities; and is primarily Asian. The existing median income is \$9,000 to \$25,000.

Existing Character and Historic Resources: Chinatown represents an important node of activity in the downtown. Every day of the week, Chinatown is bustling with activity and is consistently a significant tax revenue generator for the City. The area contains several historic areas and contains a distinct Asian-influenced architectural character.

Opportunity Sites: The Downtown Plan will not be evaluating opportunity sites for Chinatown. However, the policy framework that is adopted for the Downtown Oakland Specific Plan could be applied to Chinatown (as an integral component of downtown Oakland).

Intensity Option: The Downtown Plan will not be evaluating increased intensity options for the areas of Chinatown defined by 7th Street to the south, 13th Street to the north, Franklin Street to the west, and Fallon Street to the south. These areas were previously covered by the Lake Merritt Station Area Plan, which was adopted in 2014. However, the mobility alternatives contained in this Report (“Option A. Accessible Chinatown Concept”) build on recommendations included in the Lake Merritt Station Area Plan to improve pedestrian safety, and improve traffic circulation, for 7th, 8th, and 9th Streets.

⁴ Telegraph Northgate Neighborhood Plan. 2001.

Land Use Development and Mobility Options

This section of the Plan Options Report compares different development scenarios for key focus areas and mobility alternatives for key corridors in Downtown Oakland. Based on community feedback and analysis, the development scenarios elaborated in this section explore opportunities for investment in infrastructure and new buildings to meet the community's economic, social and environmental goals, including generating revenue that can pay for needed services across Oakland. The mobility alternatives consider tradeoffs for different street improvement projects to meet these goals, including better serving downtown with safe, vibrant streets and connecting all neighborhoods to the opportunities offered downtown.

Focus Areas and Corridors

Since the Downtown Oakland Specific Plan process began in 2015, the City Planning Bureau has been listening carefully to community members, partner agencies, as well as staff from City departments and others with a stake in the downtown. During the 2016 Jack London Neighborhood Design Session and during the 2018 Old Oakland, KONO/Uptown, Central Core and Chinatown Neighborhood Design Sessions and Creative Solutions Labs, the City and consultant team received significant feedback about the desired future character and intensity of downtown's neighborhoods. This feedback is summarized in the [Jack London Meeting Summary](#) and the [2018 Public Input Report](#), both of which are available online.

Key themes include concerns about the rapid displacement of communities of color, as well as displacement of local, independent small businesses and non-profits who provide essential services that people of color have relied on for years. Some members of the business community have warned about dampening the investment appeal of downtown, citing risky capital markets, ostensibly limiting the feasibility of development projects at all, let alone those hindered with additional fees to support community-desired benefits. City Economic Development staff have expressed the importance of economic activity downtown as a mechanism for generating revenue that funds critical public services citywide. The development and mobility alternatives include both physical design options, such as building intensity and street infrastructure changes, and supportive policies, such as working with transit agencies to develop a low-income transit pass to reduce the cost of transit fare. The policy framework is essential to ensuring that plan outcomes address the needs of downtown's most vulnerable members, in addition to achieving optimal market conditions. The development and mobility alternatives are based on community feedback, as well as City staff and consultant analysis.

The criteria for selecting "Focus Areas" for this Report is based on reoccurring themes that developed during community engagement activities and analysis that suggests achievable outcomes for each focus area's respective location. "Focus Areas" were considered based on the following criteria:

- 1) Areas with numerous vacant or underutilized parcels
- 2) Areas where land use decisions must be made to achieve the desired future condition
- 3) Areas of significant public land holdings
- 4) Areas where infrastructure investment could offer improved connections and access
- 5) Areas with historic significance

Relationships between each of these Focus Areas will also be considered.

The identified Focus Areas are not the only downtown areas that are anticipated to change; but they are areas where decisions are most critically needed about the direction of future downtown development; and are seen as specific clusters of opportunity, as well as significantly contributing locations to the overall development of Downtown. Recurring choices to align strategies included, as examples:

- Should the industrial portions of the downtown waterfront remain, or should segments be transitioned to residential uses?
- Does the City want to identify priority commercial development sites to ensure that downtown retains a diverse mix of uses?
- How can the City balance historic preservation objectives with allowing change in certain areas? How (and where) can new development support community-desired benefits while remaining viable?

The following section presents the Focus Area development alternatives. Some neighborhoods do not have focus area development alternatives because little change from the existing regulatory framework is anticipated. See Figure 3 for a map of the Focus Areas and table 1 for a list of the Focus Areas and Focus Corridors.

Neighborhood	Focus Area	Focus Corridor
Uptown	A. Art + Garage District	
Lake Merritt Office District	B. Lake Merritt Office Core	
Central Core		1. Jack London-Lake Merritt 2. Go Big on Broadway 3. Central Corridors
Chinatown		4. Accessible Chinatown
Jack London	C. Lower Broadway (South of 5th) D. 3rd Street (West of Broadway) E. Produce Market F. Oak Street (South of 10th) G. Victory Court	
Other	H. I-980 Corridor I. City-Owned Opportunity Sites	

Table 1 Focus Areas and Corridors

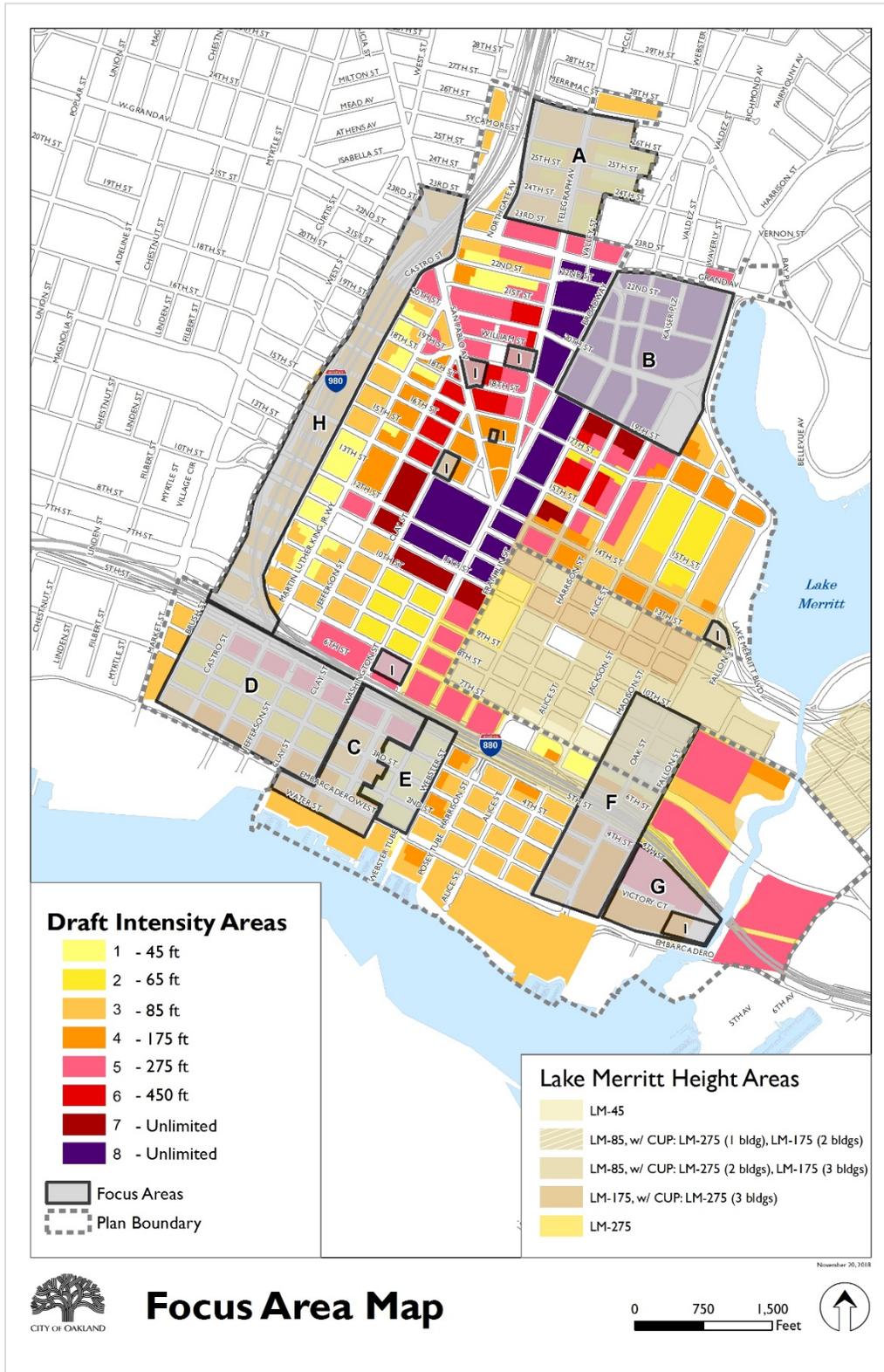


Figure 3. Focus Area Map

Focus Area Development Options

The alternatives are presented here grouped by neighborhood. A description of the area is provided, followed by existing and proposed character photos and intensity options, as well as a list of example supportive policies and tradeoffs.

Uptown

A. Art + Garage District

The area is a mix of industrial, auto repair uses, and art galleries, with no residential uses permitted. Koreatown-Northgate (KONO), with a small Korean population and many multi-ethnic businesses, is to the west and Uptown to the east. The blocks are long, which limits walkability in an otherwise comfortable pedestrian environment, and there is a 45' height limit. Artists have expressed concern that higher-rent uses are displacing arts uses. Some tenants prefer to limit uses and development, while others are open to increased development in return for dedicated affordable arts and cultural space.

Option 1. Preserve existing height and land use restrictions, limit other uses that may conflict with art/maker space.



Figure 4. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Evaluate standards permitting additions and modifications to historic structures to ensure that they relate to the height, bulk and intensity of the area (Strategy L-1.3)
- Design guidelines that require new buildings to be compatible with the surrounding and historic context in terms of massing and architectural character (Strategy Option A-1.1)
- Establishment of conservation districts that preserve the character and building types of culturally significant and/or industrial areas (Strategy Option A-1.1)
- Provide assistance to support small, locally-owned businesses and businesses owned by people of color (Strategy Option J-1.4)
- Support the expansion of job training programs and use of existing programs (Strategy Option J-3.3)
- Strengthen connections between downtown's existing and future cultural assets and districts by investing in a network of public spaces and culturally-relevant streetscape elements (Strategy Option A-1.2)

- Support the creation of the Arts + Garage District (Strategy Option A-1.6)
- Implement a new pedestrian paseo connecting 24th Street and 25th Street to serve as the heart of the Art + Garage District (Strategy Option S-2.1)

Tradeoffs

Pros	Cons
Preserves existing land use scheme	Limits housing supply when demand is high
Preserves historic character of neighborhood	Threatens to exacerbate displacement with rising market rents
	Limits maker potential as well as long-term economic development of the entrepreneurial, start-up and innovative tech hardware ecosystem and emerging economy

Option 2. Allow housing, provide height bonus, implement art overlay

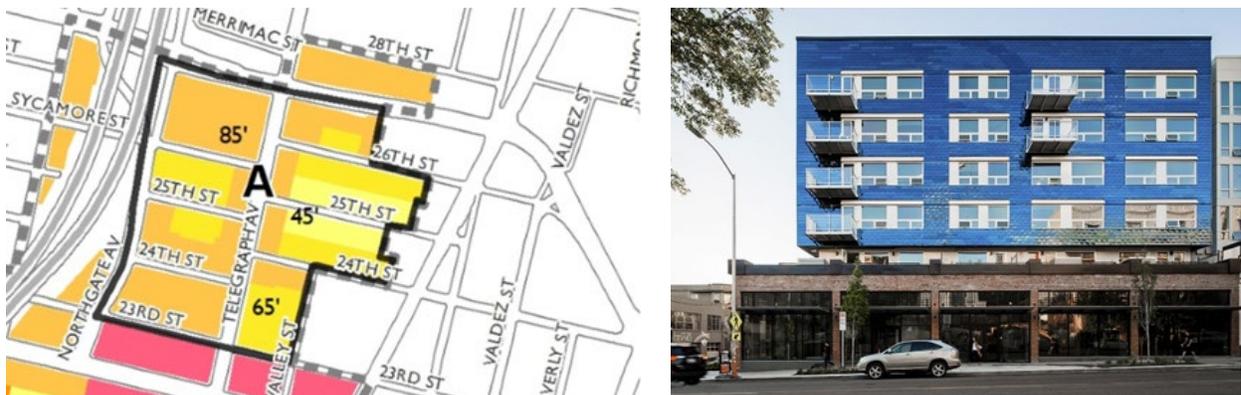


Figure 5. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Create an incentive program where housing and additional height can be allowed for projects that provide community-desired benefits (Strategy Option L-1.1)
- Evaluate standards for permitting additions and modifications to historic structures (Strategy Option L-1.3)
- Strengthen connections between downtown’s existing and future cultural assets and districts by investing in a network of public spaces and culturally-relevant streetscape elements (Strategy Option A-1.2)
- Ordinance to address possible complaints from new residents facing impacts from existing (or new industrial/maker) uses (Strategy Option A-1.7)
- Support the creation of the Arts + Garage District (Strategy Option A-1.6)

- Implement a new pedestrian paseo connecting 24th Street and 25th Street to serve as the heart of the Art + Garage District (Strategy Option S-2.1)

Tradeoffs

Pros	Cons
<p>Could result in long-term, affordable art/maker space</p> <p>Could increase housing supply</p> <p>If an incentive program was in place, any added value (from the allowance of housing and increased development intensity) could potentially be captured and used for community-desired benefits</p>	<p>Potential change in the character of the area</p> <p>No guarantee that housing will be affordable or accessible to families</p> <p>The bundle of senior housing, social services and community resources may need to be expanded for Asian seniors in the area</p> <p>New development and an “Arts Overlay” for the “Art + Garage District” could disrupt cultural continuity for the Korean identify of the neighborhood</p>

Lake Merritt Office District

B. Lake Merritt Office Core

The Lake Merritt Office District area features a central location that is close to transit and Lake Merritt, with primarily mid and high-rise office buildings, some of which are home to nonprofits, which along with small businesses, tend to struggle with the high rents caused by low vacancy rates. Today, tension exists there between accommodating residential demand, some of which is a result of employment growth in other areas of the region, and supporting downtown as major employment and service center. In the absence of intentional regulation, residential construction is likely to continue to outpace office, which has not been profitable enough in recent years to lead to development.

Option 1. Continue to allow residential in the entire Lake Merritt Office District core

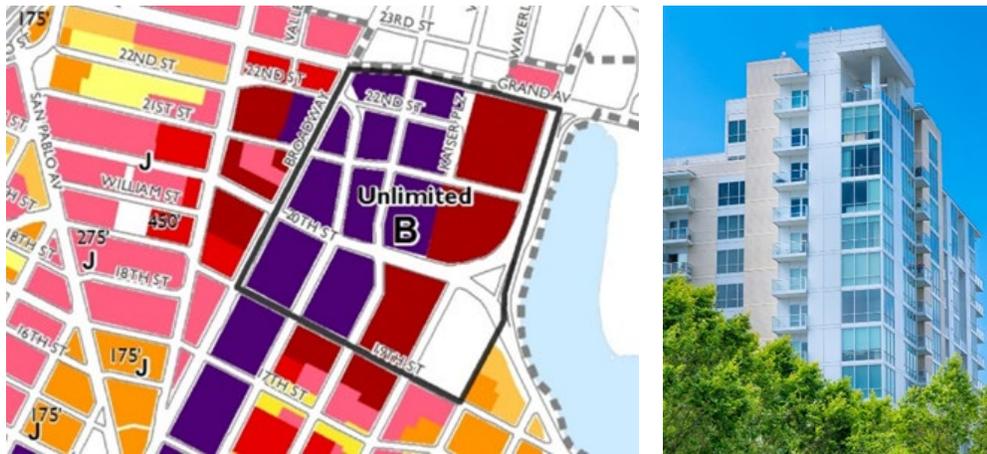


Figure 6. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Draft and adopt new design standards for development located along key pedestrian corridors to improve walkability and connectivity. (Strategy Option L-2.2)
- Require transportation amenities including transit stations and parking garages be lined with active uses, stay open late and be well-lit, well-maintains and landscaped. (Strategy Option S-1.3)
- Pursue reinvestment of ongoing revenues generated in downtown to support downtown-focused efforts related to small, local businesses and businesses owned by people of color. (Strategy Option J-1.1)
- Expand and maintain the inventory of office and other commercial space downtown (Strategy Option J-2.1)
- Leverage downtown development to provide jobs for Oakland residents of all education and skill levels. (Strategy Option J-3.1)
- Partner with large Downtown businesses and industries to enhance employment opportunities for Oakland Residents (Strategy Option J-3.2)
- Support the expansion of job training programs and use of existing programs in the downtown area (Strategy Option J-3.3)

Tradeoffs

Pros	Cons
<p>This could potentially include residential development that would provide a new housing to meet new demand</p> <p>Adds evening and weekend activity to enliven an otherwise primarily 9-5 neighborhood</p>	<p>Risk losing valuable job-generating sites</p> <p>Housing may not be accessible to families without affordable housing provisions</p> <p>Increasing commercial rents as the profitability of residential development exceeds that of commercial</p>

Option 2. Designate “office priority” sites or require office uses



Figure 7. Proposed Intensity and Proposed Character

Representative Policies

- Many of the representative policies under Option 1 this focus area also apply to Option 2.

Tradeoffs

Pros	Cons
<p>Leverage investment City has made to improve Lakeside Dr. and 20th Street and proximity to Lake Merritt and transit for amenity-rich office environment</p> <p>Offers potential to mitigate sky-rocketing commercial rents unaffordable for non-profits/service providers, although increased supply does not guarantee affordability unless specific protections are included for non-profits and co-working spaces that specifically serve people of color</p> <p>If an incentive program was in place, any added value (from increased development intensity) could potentially be captured and used for community-desired benefits</p> <p>Ongoing commercial tax revenues to support City services</p>	<p>Without provisions to preserve local character and prioritize local businesses, this option could actually increase the demand for office space in Oakland.</p> <p>Influx of tech businesses (which are known to have equity challenges across race and gender) could distort the economic ecosystem.</p> <p>Disallowing residential on certain sites could potentially make it more difficult for the Plan to meet its housing goals</p>

Jack London

C. Lower Broadway (South of the 880 Freeway)

The existing Lower Broadway activity node along Broadway south of 5th Street supports surrounding commercial, residential and industrial uses, reflecting Oakland’s earliest development along the

waterfront. Development pressure exists to increase intensity and add more residential units. The connection between downtown and the Estuary Waterfront, otherwise an iconic Oakland location, is cut off by I-880, inactive uses along Broadway, and an auto-oriented public realm.

Option 1: Revise General Plan and Zoning to reduce the allowed building intensity



Figure 8. Proposed Intensity Map and Proposed Character Map

Representative Policies/Tools

- Prioritize and implement specific public realm improvements and street enhancements to create a more connected network of high-quality public open spaces (Strategy Option L-2.1)
- Draft and adopt new design standards for development located along key pedestrian corridors to improve walkability (Strategy Option L-2.2)
- Strengthen connections between downtown’s existing and future cultural assets and districts by investing in a network of public spaces and culturally-relevant streetscape elements (Strategy Option A-1.2)
- Expand the definition of entertainment (to encompass bars, night clubs, and art galleries, for example) to promote downtown as an entertainment destination and streamline event the permitting (Strategy Option A-1.10)

Tradeoffs

Pros	Cons
Retains the historic character of the Lower Broadway area, including the original sections of the city	Will not generate additional tourism along Broadway, the “spine” of Oakland and build local economy
Does not disrupt existing uses and businesses	Limits housing production
	Does not increase foot traffic desired by business owners

Option 2: Increase intensity in Lower Broadway to strengthen activity node



Figure 9. Proposed Intensity Map and Proposed Character Photo

Representative Policies/Tools

- Given the similarity of development options (and thus supporting policy framework) see representative policies under Option 1.

Tradeoffs

Pros	Cons
<p>This option could potentially include residential development that would provide a new housing to meet the demand for housing</p> <p>If an incentive program was in place, any added value (from increased development intensity) could potentially be captured and used for community-desired benefits</p> <p>Increased activity would support businesses, safety, walkability</p>	<p>Increase in building intensity would put further pressure on surrounding industrial uses to convert to residential, or other more intense use; this could potentially jeopardize jobs for people of color</p>

D. 3rd Street (West of Broadway)

This western portion of the Jack London District features many warehouses and industrial activity, which support small businesses and blue-collar, entry and middle-wage jobs that tend to be more accessible to Oakland’s residents of color. Tension exists between retaining industrial uses and zoning, or allowing housing to incentivize development that will provide community-benefitting uses. The current zoning has not yet been updated to conform to the Oakland General Plan.

Option 1: Revise General Plan and Zoning in the 3rd Street area (west of Broadway) to maintain existing industrial character



Figure 10. Proposed Intensity Map and Proposed Character Photo

Representative Policies/Tools

- Code changes could be implemented that establish contemporary categories for manufacturing, artisan, and arts-related uses (Strategy Option A-1.7)
- Incentives could be put in place for the adaptive reuse and preservation of smaller, early 20th century production buildings (see Strategy Options L-1.3 and L-1.4) some of which may not be included in the current historic districts (i.e., Area of Primary Importance (API) or Area of Secondary Importance (ASI) categories) (Strategy Option A-1.7)
- Replacement ordinance could require the replacement of creative maker/production space or payment replacement fee for spaces taken off line (Strategy Option A-1.7)

Tradeoffs

Pros	Cons
<p>Preserves existing industrial character and jobs (with a variety of skill levels accessible to people of color)</p> <p>Creates entry and middle wage jobs in emerging sectors, supporting existing middle-class residents of color who work in these sectors. Incentivizes companies to located, grow and stay in Oakland</p> <p>Leverages Oakland’s robust distribution and industrial infrastructure and regional draw for manufacturing, innovation and food producers</p>	<p>Low-scale development may forego opportunity to contribute to community-desired benefits (that the City could require by permitting development at greater intensity)</p> <p>Disallowing residential potentially exacerbates the regional housing crisis</p> <p>Prevents potential for additional tourism and associated impacts on artists, local businesses, and transient occupancy tax</p>

Option 2: Revise General Plan and Zoning to maintain the 3rd Street corridor’s existing industrial character, allow housing at periphery of district.

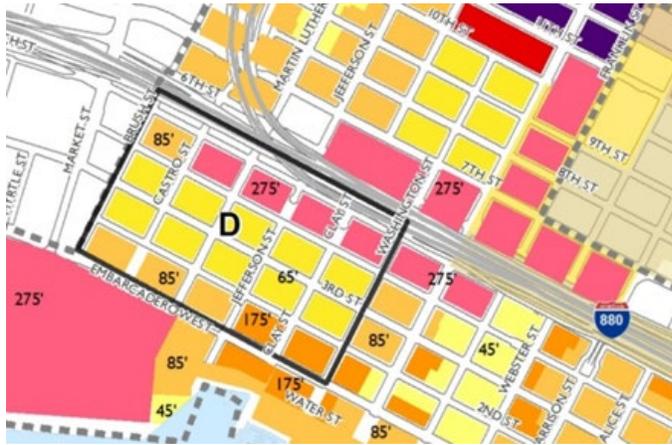


Figure 11. Proposed Intensity Map and Proposed Character Photo

Representative Policies/Tools

- Draft new design guidelines that require new buildings to be compatible with the surrounding and historic context in terms of massing and architectural character (Strategy Option A-1.1)
- Address possible complaints from new residents facing impacts from existing (or new industrial/maker) uses (Strategy Option A-1.7)
- Support the creation of the Jack London Maker District (Strategy Option A-1.7)
- Create an incentive program where land value will be increased to provide community-desired benefits (Strategy Option L-1.1)
- Evaluate standards for permitting additions and modifications to historic structures (Strategy Option L-1.3)
- Draft new design standards for development located along key pedestrian corridors to improve walkability (Strategy Option L-2.2 & S-1.1)
- Reconfigure transit service in Jack London (Strategy Option M-2.2)

Tradeoffs

Pros	Cons
<p>This could potentially include residential development that would provide a new housing to meet the demand for housing</p> <p>If an incentive program was in place, any added value (from increased development intensity) could potentially be captured and used for community-desired benefits</p> <p>Opens up opportunity for recreation and social activity through proposed</p>	<p>Low-scale development misses opportunity to contribute to community-desired benefits (that the City could require by permitting development at greater intensity)</p> <p>Disallowing residential potentially exacerbates the regional housing crisis</p>

Pros	Cons
connectivity to waterfront recreational and green space uses	Restricts possibility of expanding industrial job base, possibly causing displacement of small businesses and businesses of color
Retains some blue-collar jobs for residents of color	Conversion from industrial could jeopardize existing jobs for artists, makers and people of color
	No guarantee of affordable housing

E. Produce Market

The Produce Market is made up of small warehouse and distribution businesses operating between midnight and 6:00am, many owned or operated by immigrants and people of color. Changes in the produce distribution market are affecting how useful this historic location is to the business owners, who would prefer to operate with improved infrastructure (loading docks, refrigerated facilities, etc.). The Produce Market use is also currently being affected by the increase in development intensity surrounding the site, pressure for new housing, and a tension with existing surrounding businesses and residents regarding market operating hours.

Option 1: Retain produce market, discourage conflicting uses

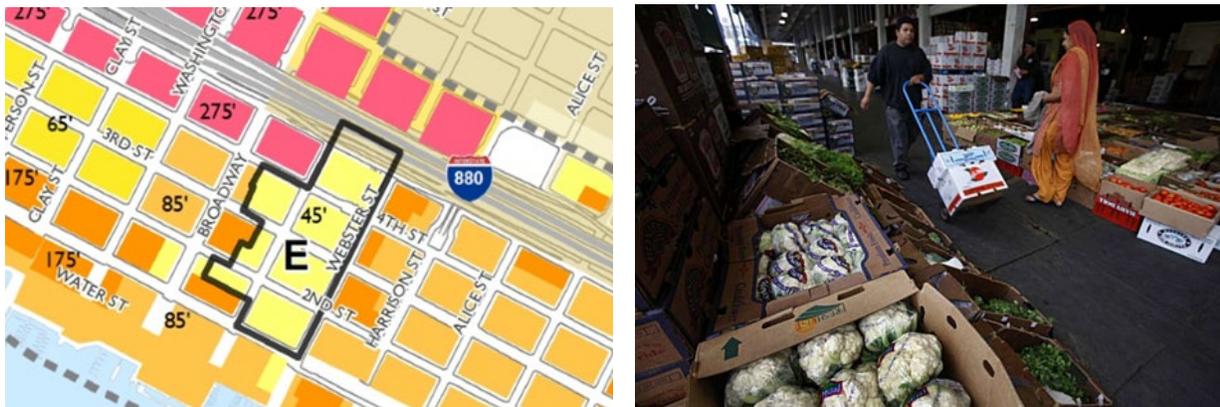


Figure 12. Proposed Intensity Map and Proposed Character Photo

Representative Policies/Tools

- Evaluate standards permitting additions and modifications to the historic Produce Market structures to ensure that they relate to the height, bulk and intensity of the area (Strategy Option L-1.3)
- Design guidelines that require new buildings in the Produce Market area to be compatible with the surrounding and historic context in terms of massing and architectural character (Strategy Option L-1.3)
- Establish a conservation district in the Produce Market area that preserve the character and building types of this culturally significant industrial area (Strategy Option A-1.1)

- Ordinance to address possible complaints from new residents facing impacts from existing (or new industrial/maker) uses (Strategy Option A-1.7)
- Provide assistance to support small, locally-owned businesses and businesses owned by people of color (Strategy Option J-1.4)
- Support the expansion of job training programs and use of existing programs (Strategy Option J-3.3)
- Strengthen connections between downtown’s existing and future cultural assets and districts by investing in a network of public spaces and culturally-relevant streetscape elements (Strategy Option A-1.2)

Tradeoffs

Pros	Cons
Maintain historic character and use in the Produce Market area	Disallowing residential potentially exacerbates the regional housing crisis
Retain blue collar jobs for Oakland workers of color and their families	Does not address the increasingly residential nature of the surrounding area
Does not disrupt current businesses and use of legacy businesses. Allows for important clustering of business which rely on this produce (industrial food producers) and tertiary support services	Does not address concerns of Produce Market businesses that require updated facilities

Option 2: Retain Produce Market, allow residential development

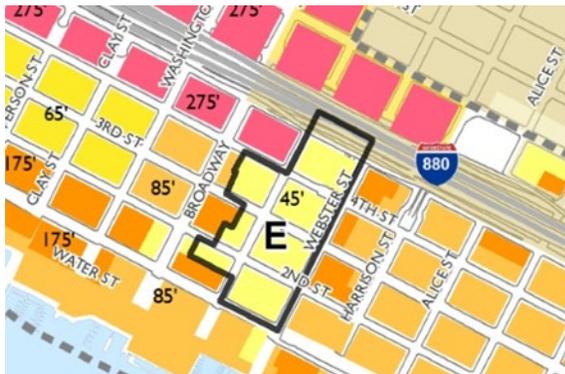


Figure 13. Proposed Intensity Map and Proposed Character Photo

Representative Policies/Tools

- Create an incentive program for new development to provide community-desired benefits (Strategy Option L-1.1)
- Evaluate standards for permitting additions and modifications to historic structures (Strategy Option L-1.3)
- Reconfigure transit service in Jack London (Strategy Option M-2.2)

- Strengthen connections between downtown’s existing and future cultural assets and districts by investing in a network of public spaces and culturally-relevant streetscape elements (Strategy Option A-1.2)
- Pursue retention and growth of affordable, healthy and local retail and services (Strategy Option J-2.4)
- Ordinance to address possible complaints from new residents facing impacts from existing (or new industrial/maker) uses (Strategy Option A-1.7)

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • If an incentive program was in place, any added value could be used for community-desired benefits • 24-hour activation of the Produce Market area • Preserves historic character of the area • Increases housing supply • Could create tourist and/or entertainment destination 	<ul style="list-style-type: none"> • Existing buildings not suited for more height; reconstruction likely • Conflicts between Produce Market and surrounding residents • Displaces existing businesses and jobs (including those owned or held by immigrants and people of color) • If the Produce Market is repositioned as a tourist area, it may not offer goods and services at prices affordable to lower-income residents

Option 3: Relocate Produce Market, allow mixed-use development



Figure 14. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Given the similarity of development options (and thus supporting policy framework), see representative strategies under Option 2 above.

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • If an incentive program was in place, any added value could be used for community-desired benefits • Eliminates conflicts with surrounding residential uses • 24-hour activation of the Produce Market area • Could create tourist destination • Increases housing supply 	<ul style="list-style-type: none"> • Existing buildings not suited for more height; reconstruction likely • Loss of a designated historic district • Displaces existing businesses and jobs (including those owned or held by immigrants and people of color) • A suitable site for Produce Market relocation has not been identified

F. Oak Street (South of 10th)

Oak Street (south of 10th Street) is currently a mix of low-rise industrial, residential and office uses, with a few vacant lots and retail or restaurant uses. The existing industrial uses provide blue-collar, entry and middle-wage jobs, often more accessible to Oakland’s people of color. Oak Street also connects Jack London to the Lake Merritt BART Station across I-880, and this proximity to the BART Station and expected transit-oriented development there provides a unique opportunity for increased development intensity in this activity node.

Option 1: Revise General Plan and Zoning to maintain existing industrial character of the Oak Street area

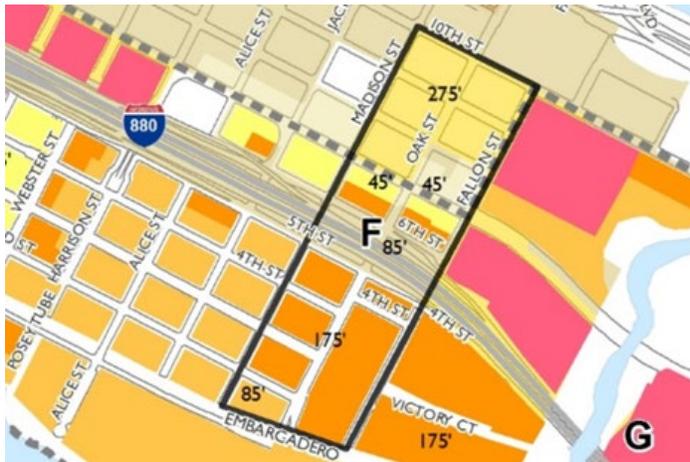


Figure 15. Proposed Intensity Map and Proposed Character Photo

Representative Policies/Tools⁵

- Design guidelines that require new buildings to be compatible with the surrounding and historic context in terms of massing and architectural character (Strategy Option A-1.1)
- Establishment of conservation districts that preserve the character and building types of culturally significant and/or industrial areas (Strategy Option A-1.1)
- Replacement ordinance that requires the replacement of maker/production workspace or payment replacement fee for spaces taken off line (Strategy Option A-1.7)
- Ordinance to address possible complaints from new residents facing impacts from existing (or new industrial/maker) uses (Strategy Option A-1.7)
- Provide assistance to support small, locally-owned businesses and businesses owned by people of color (Strategy Option J-1.4)
- Support the expansion of job training programs and use of existing programs (Strategy Option J-3.3)
- Support the creation of a Jack London Maker District (Strategy Option A-1.7)

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Retains blue collar, entry and middle-wage jobs in the Oak Street area, supporting people of color with lower education levels • Leverages robust distribution infrastructure, including proximity to the Port and rail • Does not disrupt current businesses 	<ul style="list-style-type: none"> • Does not provide additional housing • Does not contribute to new community-desired benefits • Will not generate additional tourism • Not responsive to potential increased land values that may result in the lower Oak Street area from build-out of nearby Brooklyn Basin

Option 2: Change Zoning to conform to area’s ‘Mixed Use’ General Plan designation, increase intensity toward BART



Figure 16. Proposed Intensity Map and Proposed Character Photo

⁵ This list is not exhaustive, rather illustrative to give the reader an idea of the policy framework that would need to be in place to help maximize positive impacts of the option.

Representative Policies/Tools

- Create an incentive program where land value will be increased to provide community-desired benefits (Strategy Option L-1.1)
- Evaluate standards for permitting additions and modifications to historic structures (Strategy Option L-1.3)
- Draft new design standards for development located along key pedestrian corridors to improve walkability (Strategy Option L-2.2 & S-1.1)
- Support the Port of Oakland’s Sea Level Rise Vulnerability Assessment and Improvement Plan (Strategy Option S-3.4)
- Improve I-880 undercrossings (Strategy Option M-1.3)
- Reconfigure transit service in Jack London (Strategy Option M-2.2)
- Decrease freeway traffic on local streets through improvements proposed as part of the Oakland/Alameda Access Project (Strategy Option M-3.2)

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Increases housing supply near Lake Merritt BART Station • Connects Jack London to Lake Merritt BART and transit; connects Chinatown to the waterfront • An incentive program could support community-desired benefits • Could support Lake Merritt Channel restoration and connection 	<ul style="list-style-type: none"> • Limits new industrial growth • Growth near Chinatown could put pressure on rents for low-income Chinatown and East Lake residents of color and immigrants

G. Victory Court

Like in other Focus Areas in Jack London, tension between industrial uses and residential potential exists in the Victory Court area. One key difference is that the Victory Court site is in close proximity to Brooklyn Basin, and will likely be affected by the increase in development intensity on that site. It also provides an opportunity to help connect Brooklyn Basin with downtown. In the Victory Court area, the existing zoning has not been updated to reflect the area’s “Mixed-Use” designation under the General Plan, which must be consistent.

Option 1: Revise General Plan and Zoning to maintain existing industrial character.



Figure 17. Proposed Intensity Map and Character Photo

Representative Policies

- Given the similarity of development options (and thus supporting policy framework), see representative strategies under “C. 3rd St. (West of Broadway)” (Option 1).

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Retains blue collar, entry and middle-wage jobs in the Victory Court area, supporting people of color with lower education levels • Retains land for light industrial arts and “maker” space • Does not disrupt current businesses 	<ul style="list-style-type: none"> • Does not provide housing • Does not contribute to new community-desired benefits • Continues the current limited public access to Lake Merritt Channel • No guarantee of affordable space

Option 2: Change zoning to conform to the Victory Court area’s ‘Mixed Use’ General Plan designation; increase intensity toward Oak Street and I-880



Figure 18. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Given the similarity of development options (and thus supporting policy framework) see representative policies under “C. 3rd St. (West of Broadway)” (Option 2).

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Significant potential for new housing in the Victory Court area, within walking distance of the Lake Merritt BART Station • Supports significant public access improvements along the Lake Merritt Channel, connecting Lake Merritt to the Estuary waterfront • An incentive program could support community-desired benefits • Could help with Lake Merritt Channel access and restoration, connecting Aquatic Park and Lake Merritt • This could potentially include residential development that could help meet the demand for housing • Significant potential for housing, with infrastructure and transit connected to Brooklyn Basin 	<ul style="list-style-type: none"> • To support connectivity, requires recovery of the 3rd Street public right-of-way City previously abandoned • No guarantee of affordable housing

Figure 19. Proposed Intensity Map and Proposed Character Photo

H. I-980 Corridor

The existing I-980 highway is one of the primary barriers to re-connecting downtown to West Oakland. While a highway teardown would unlock enormous development potential for new housing, jobs, and parks, more short-term solutions along this corridor must also be explored to improve safety and connectivity.

Option 1. Maintain freeway, improve connections across corridor



Figure 20. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Draft and adopt new design standards for development located along key pedestrian corridors to improve walkability (Strategy Option L-2.2)
- Improve I-980 and I-880 freeway over- & under-crossings and on- & off-ramps (Strategy Option M-1.3)
- Construct a low stress bicycle network throughout downtown (Strategy Option M-1.4)

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Short-term interventions to I-980, requiring little inter-agency coordination • Improves access to downtown from West Oakland • Maintains existing high level of freeway capacity • Maintains separation that may be protecting West Oakland from more exacerbated gentrification 	<ul style="list-style-type: none"> • Continues disconnect between West Oakland and the resources, jobs and services downtown • Does not fully reconnect the east and west sections of the Black Arts Movement and Business District (BAMBD) along 14th Street, or otherwise achieve equity goals • Limits options for community-desired benefits

Option 2. Cap freeway, create linear park, allow some development.

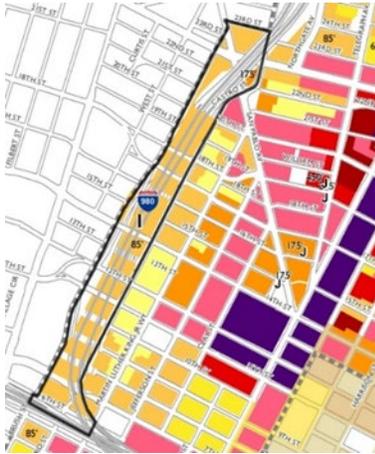


Figure 21. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Working with community, prioritize and implement specific public realm improvements and coordinate development with new parks, gathering spaces and street enhancements to create a more connected network of high-quality public open spaces (Strategy L-2.1)
- Draft and adopt new design standards for development located along key pedestrian corridors to improve walkability (Strategy Option L-2.2)
- Improve I-980 and I-880 freeway over- & under-crossings and on- & off-ramps (Strategy Option M-1.3)
- Construct a low-stress bicycle network throughout downtown (Strategy Option M-1.4)

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Reconnect West Oakland and downtown • Serve both West Oakland and downtown residents with green space for activity • An incentive program could support community-desired benefits • Development, if feasible, could contribute to housing supply 	<ul style="list-style-type: none"> • Could increase desirability, further exacerbating gentrification and displacement along I-980 • Could draw park and rec. resources from other communities in need • No opportunity for another transbay BART tube along existing I-980 • Costs, feasibility currently unknown

Option 3. Replace freeway with surface boulevard and new mixed use development



Figure 22. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Create a streamlined development program that features a small set of pre-defined benefits to choose from that address the community’s most pressing needs and goals. (Strategy Option L-1.1)
- Working with community, prioritize and implement specific public realm improvements and coordinate development with new parks, gathering spaces and street enhancements to create a more connected network of high-quality public open spaces (Strategy L-2.1)
- Draft and adopt new design standards for development located along key pedestrian corridors to improve walkability (Strategy Option L-2.2)
- Construct a low-stress bicycle network throughout downtown (Strategy Option M-1.4)

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Reconnect West Oakland and downtown • Opportunity for restorative justice for communities that were disrupted by I-980 and BART • Community-desired benefits and revenues for City services • Opportunity for housing, jobs, and second transbay tube 	<ul style="list-style-type: none"> • Could focus investment (including parks resources) downtown instead of in other areas in need of investment, such as East Oakland • Could increase desirability, further exacerbating gentrification and displacement in West Oakland • Long-term; requires significant coordination with other agencies • Costs, feasibility currently unknown – additional studies required

I. Underutilized & Vacant City-Owned Properties

Eight city-owned properties have been identified as potential sites for redevelopment. Most of these properties feature surface parking lots, parking garages, or city buildings with municipal services that are likely being relocated.

Option 1. Emphasize community-desired benefits in the re-use of city-owned properties.



Figure 23. Proposed Intensity Map and Proposed Character Photo

Representative Policies

- Direct public funding and resources to assist in the creation of new affordable housing in downtown (Strategy Option H-1.2)
- Leverage downtown development to provide jobs for Oakland residents of all education and skill levels. (Strategy Option J-3.1)
- Expand and maintain the inventory of office and other commercial space in downtown (Strategy Option J-2.1)

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Supports community-desired benefits that otherwise will not be provided by market-rate development • Can provide space for residents, businesses and community-serving uses that are most vulnerable to displacement 	<ul style="list-style-type: none"> • Will require substantial subsidies to provide below-market-rate housing, non-profit or cultural space • Does not necessarily provide the most financial benefit from a limited public resource • May reduce parking downtown

Focus Corridor Mobility Alternatives

The matrix provided in this Report section assesses different mobility alternatives for key Focus Corridors downtown. These options were assembled based on community feedback collected during the community engagement for the Downtown Plan, as well as carrying forward ideas proposed in the Lake Merritt Station Area Plan. These mobility Focus Corridors include (see map in Figure 26):

- A. Accessible Chinatown Streets Concept (7th, 8th, 9th Streets)
 - One-way to two-way conversion of 7th, 8th, and 9th Streets makes it convenient to get to Chinatown and to travel to/from Downtown or Alameda and Chinatown
 - Interconnected transit routes in Chinatown on 7th, 10th, 11th, 14th, Oak, Harrison, and Webster Streets increases transit accessibility to and from Chinatown, reduces the need to drive to and park in the neighborhood, and increases activity at the existing Lake Merritt BART Station
 - Expanded bike facilities create an interconnected network of bike lanes and separated bike lanes
 - Increasing accessibility for all modes helps decrease demand for visitor on-street parking, improving curbside management capabilities for businesses that rely on frequent loading, unloading and small deliveries

- B. Central Corridors Concept (Broadway, Franklin, and Webster Streets)
 - Broadway, Franklin, and Webster Street Corridors become the primary north-south multimodal streets in Downtown Oakland
 - A reimagined Broadway moves more people sustainably than any other corridor in Oakland, with dedicated transit lanes, BART below ground, a two-way cycle-track, curbside drop-off accessibility, and wide sidewalks
 - Prioritized multimodal mobility on Broadway is supported by improvements to Franklin and Webster Streets, which provide on-street parking, curbside activity functions, separated bike lanes, and direct inter-neighborhood connections to Jack London Square, Alameda and north Oakland
 - Two-way conversion of Franklin Street increases multimodal accessibility and commercial visibility in the core of Downtown, strengthening the connection of vibrant streets with vital downtown addresses

- C. Jack London-Lake Merritt Corridors (Madison & Oak Streets)
 - Complements the Central Corridors with key north-south connections to Lake Merritt, BART, Chinatown, Jack London Square, and the future Brooklyn Basin neighborhoods
 - Two-way traffic patterns on Madison and Oak Streets allow more people to conveniently access the neighborhoods by foot, bike, transit or auto
 - Oak Street transit connections at 2nd, 7th, 11th, 12th, and 14th create a fine-grained network of connections
 - Access to the Lake Merritt BART Station is enhanced with two-way travel on Oak Street and curbside management at the entrance to the station for buses and other activities
 - North-south separated bike lanes on Oak or Madison Street connect Lake Merritt to Brooklyn Basin and to other east-west separated bike lanes

D. Going Big on Broadway Action Plan (Broadway)

- Comprehensive action plan to implement the vision of a multi-modal focus on Broadway
- Dedicated center-running transit lanes with floating bus islands: In the near-term, Broadway becomes Oakland's transit core, with bus lanes in the center of the street, vehicle access, curbside management, on-street parking flanking the bus lanes. In the long-term, Broadway is envisioned to include separated bike lanes.
- When performance measures indicate non-single occupancy vehicle trip threshold achieved, vehicle access, curbside management, on-street parking facilities transition on one side of street to two-way cycle-track.
- Remaining vehicle access lane transitions to vehicle/delivery/access street to serve adjacent land uses

The options for these focus corridors are described and evaluated in the following pages. Criteria for this comparison of these mobility alternatives include:

- **Streets affected:** Breaks down each Focus Corridor into specific street alternatives.
- **Timeframe:**
 - Short-Term: 1-2 years
 - Mid-Term: 3-6 years
 - Long-Term: 7-20 years
- **Tradeoffs:** Pros and cons analysis for each unique mobility alternative
- **Preliminary Street Section Alternatives:** Diagrams illustrating the mobility alternatives (which follow the Mobility Alternatives Matrix)
- **Policy Framework:** Related transportation and mobility-related policy options (in the Strategy Options, Outcome M-1 to M-3 of this Report)



Figure 24. Mobility Focus Corridors

Chinatown

Accessible Chinatown Streets Concept (7th, 8th, 9th Streets)

Option 1: Two-Way Streets with Wider Sidewalks on 8th Street

Streets Affected

- 7th Street: Two-way street conversion with two-way transit only lanes.
- 8th Street: Two-way street conversion with enhanced pedestrian environment and loading areas.
- 9th Street: Two-way street conversion with separated bikeway

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A-1, H-3, S-2, M-1, M-2, M-3

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Consistent with Revive Chinatown and Lake Merritt Station Area Plan to prioritize bikeway facilities on 9t St. • Transit services are consolidated to 7th St creating an easily navigable, efficient transit corridor. • Establishes curbside management strategies and wider sidewalks on 8th St. • Increases local vehicular circulation opportunities. • Improves bicycle access from outlying neighborhoods due to new connections to future East Bay Greenway project. 	<ul style="list-style-type: none"> • Two-way street conversions are more costly and difficult to implement due to redesigns of signalized intersections. • May cause traffic delays due to potential reductions in roadway capacities.



Option 2: One-Way Streets with Wider Sidewalks

Streets Affected

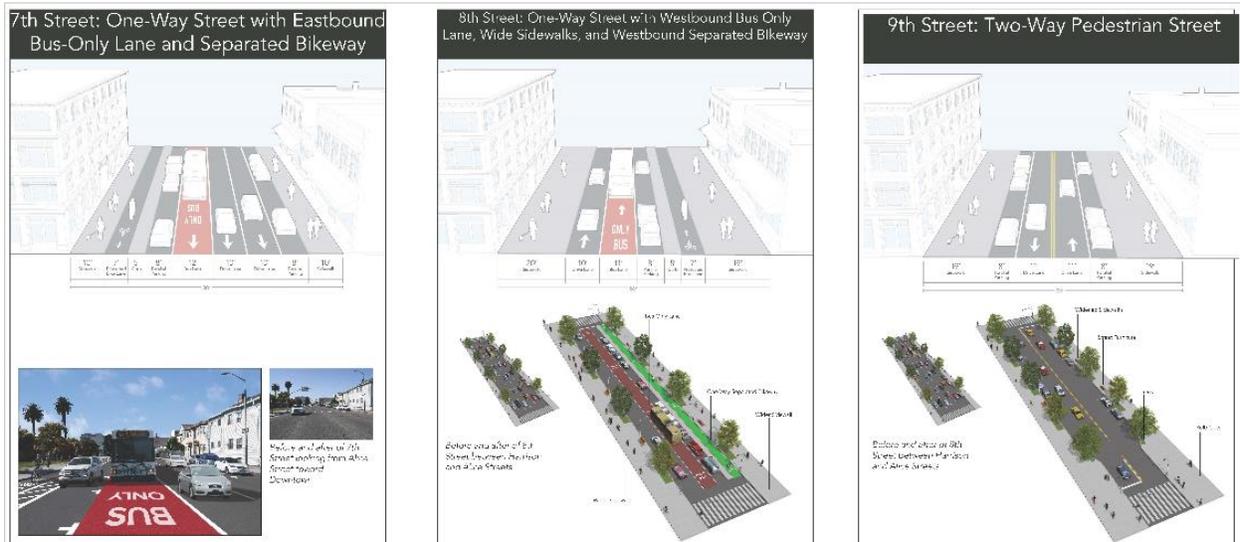
- 7th Street: One-way transit only lane and one-way separated bikeway.
- 8th Street: One-way transit only lane and one-way separated bikeway.
- 9th Street: Two-way street conversion with enhanced pedestrian environment and loading areas.

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A.1, H-3, S-2, M-1, M-2

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Maintains one-way street infrastructure including traffic signals and signage. • Implementation of concepts can occur faster due to less physical changes. • Maintains one-way vehicular capacities. • Provides efficient inbound transit service on 8th St to the Lake Merritt BART Station. • Enhances pedestrian spaces on all streets. be tied to community benefits (housing, mobility, open space). 	<ul style="list-style-type: none"> • Transit only lanes may be occasionally blocked due to loading conflicts. • Transit stop locations will be located on parallel streets making navigation difficult for visitors. • Maintains current limitations on vehicular circulation within Chinatown. • Bicycle access from outlying neighborhoods is limited.



Central Core

Central Corridors Concept (Broadway, Franklin, and Webster Streets)

Option 1: One-Way Protected Bike Lanes on One-Way Franklin and Webster St.

Streets Affected

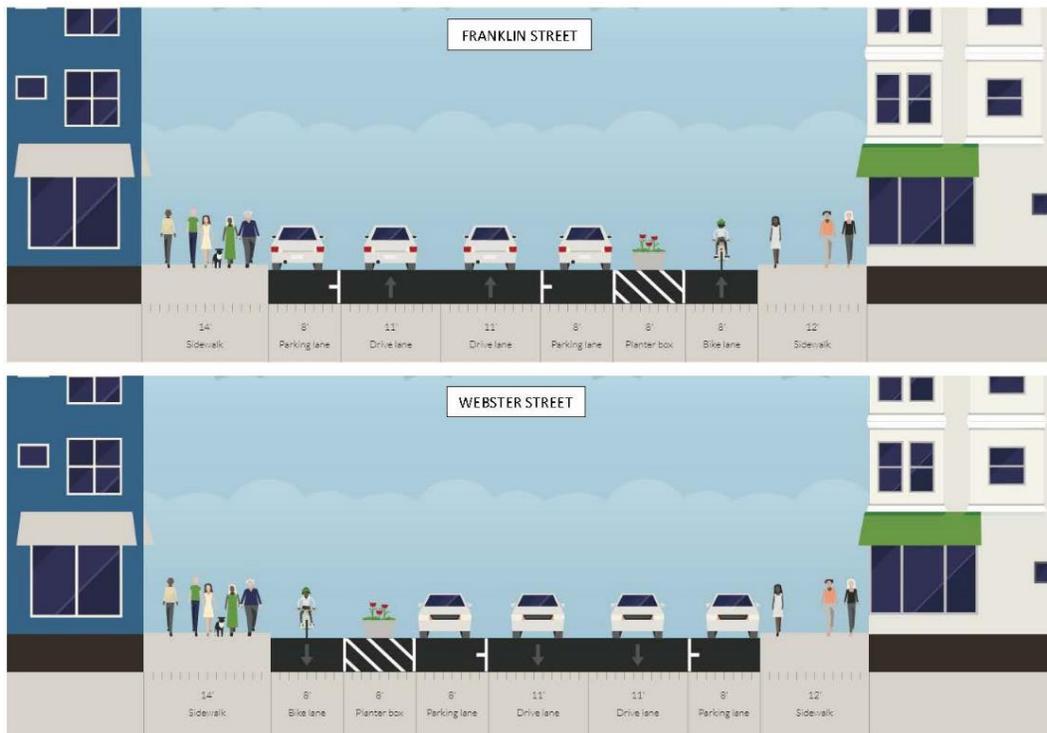
- Broadway: Two-way transit only lanes.
- Franklin: One-way separated bikeway with parking maintained.
- Webster: One-way separated bikeway with parking maintained and transit signal priority.

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A.1, H-3, S-2, M-1, M-2, M-3

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Reduces pedestrian crossing distances and increases safety. • Enhances transit signal priorities near I-880. • Maintains one-way infrastructure to keep costs down. • Implementation could occur faster due to reduced infrastructure changes. • Provides flexibility to maintain parking or travel lane capacity in the future as travel patterns shift. 	<ul style="list-style-type: none"> • Separates bicycle connectivity to parallel streets. • Maintains limitations on local circulation opportunities with one-way streets.



Option 2: Two-Way Protected Bike Lanes on One-Way Franklin and Webster St.

Streets Affected

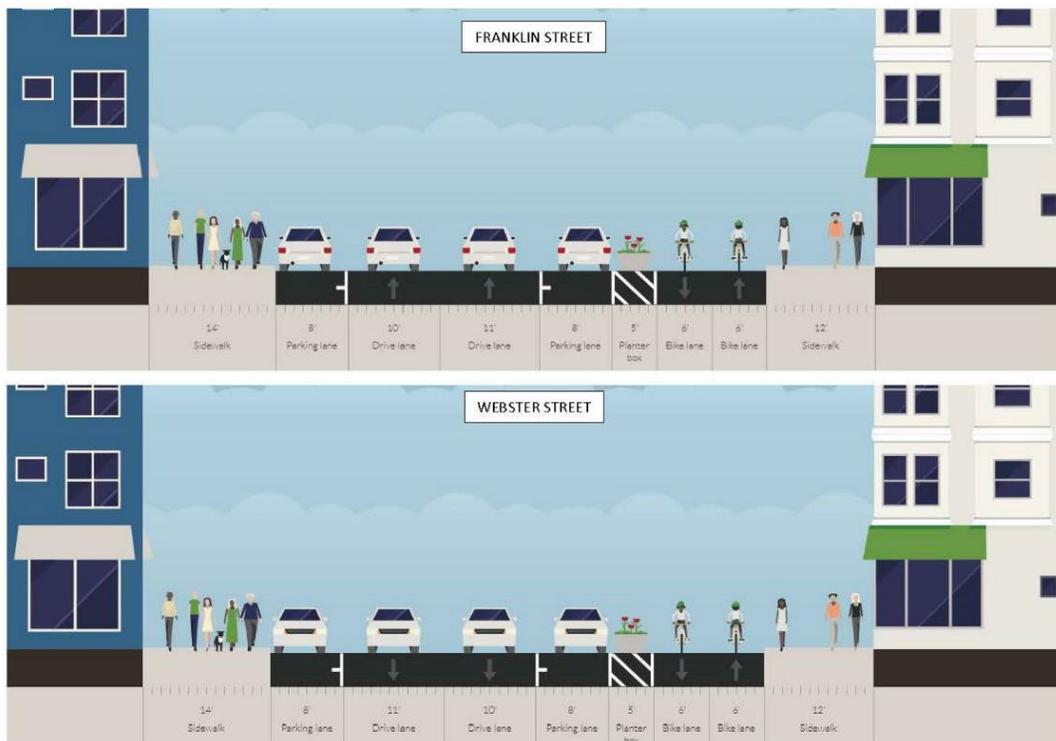
- **Broadway:** Two-way transit only lanes.
- **Franklin:** Two-way separated bikeway.
- **Webster:** Two-way separated bikeway and transit signal priority.

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A-1, H-3, S-2, M-1, M-2

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Provides two-way bicycle connectivity extending between Uptown and Jack London Square. • Maintains vehicular one-way to keep costs down. • Provides flexibility to maintain parking or travel lane capacity in the future as travel patterns shift. • Enhances transit signal priorities near I-880. • Faster implementation due to reduced infrastructure changes. • Reduces pedestrian crossing distances & increases safety. 	<ul style="list-style-type: none"> • Vehicular turning restrictions would need to be assessed with the implementation of bicycle signals for two-way separated bikeways. • Maintains limitations on local circulation opportunities with one-way streets.



Option 3: Two-Way Protected Bike Lanes on Two-Way Franklin and One-Way Protected Bike Lane on One-Way Webster Street

Streets Affected

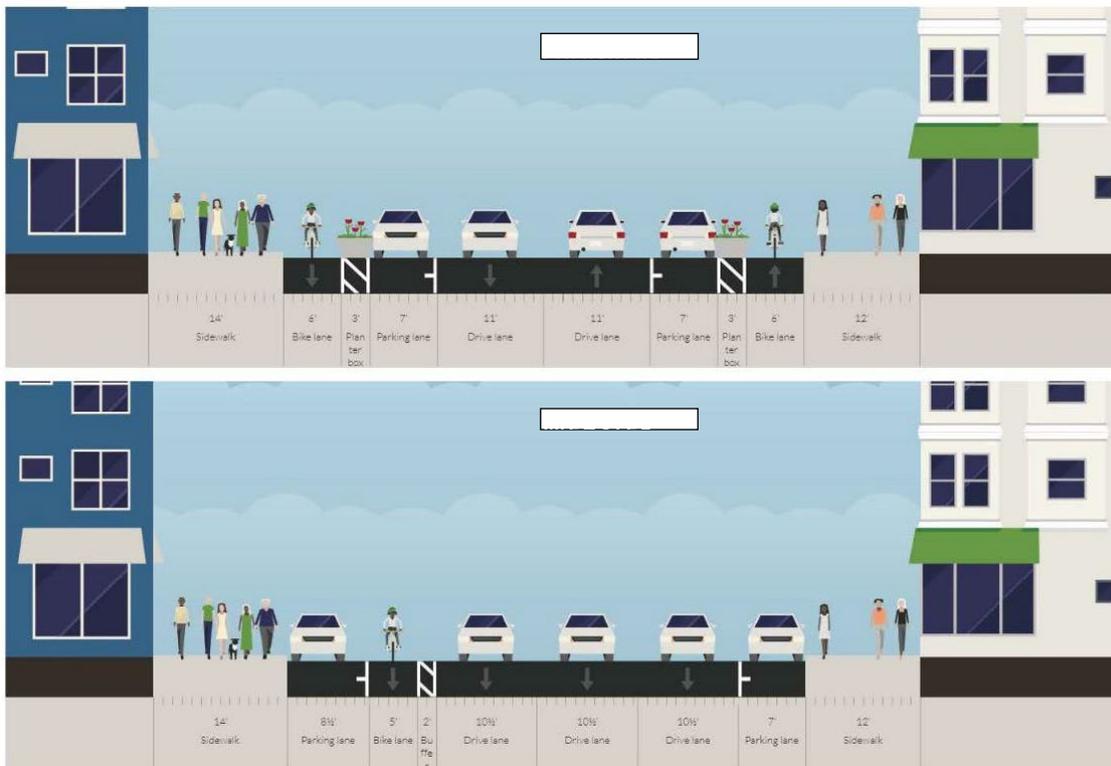
- Broadway: Two-way transit only lanes.
- Franklin: Two-way street conversion with separated bikeways on each side of road.
- Webster: Options: (A) Two-way streets conversion or (B) Maintain One-way.

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A-1, H-3, S-2, M-1, M-2, M-3

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Creates a calmer experience for bicyclists and pedestrians on Franklin St. • Reduces pedestrian crossing distances and increases safety on Franklin St. • Pedestrian curb extensions on Webster St would make pedestrians more visible to oncoming vehicles. • Option B maintains one-way capacity on Webster St to facilitate vehicular traffic from the I-880 off-ramps. • Increases local vehicular circulation within downtown core. 	<ul style="list-style-type: none"> • Implementation costs for a two-way street conversion on Franklin St would be relatively high. • Option A would increase infrastructure costs to install new traffic signals at all intersections on Webster St.



Jack London-Lake Merritt Corridors (Madison & Oak Streets)

Option 1: One-Way Protected Bike Lane on One-Way Madison Street, Two-Way Protected Bike Lane on Two-Way Oak Street with One Parking Lane Removed

Streets Affected

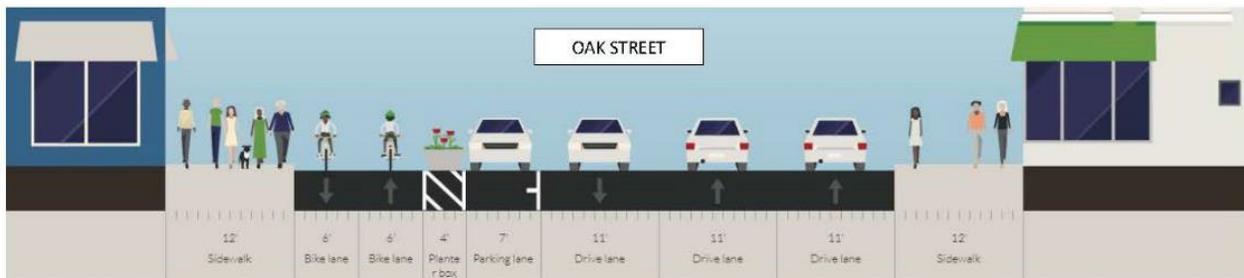
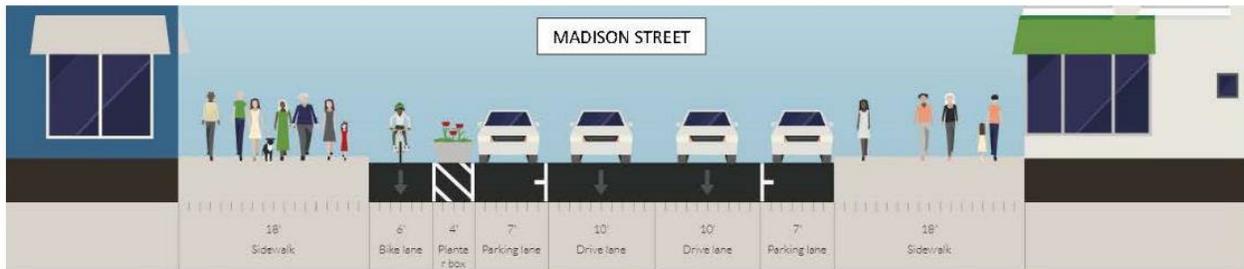
- Oak Street: Two-way street conversion with one-way separated bikeway.
- Madison Street: One-way separated bikeway.

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A.1, H-3, S-2, M-1, M-2

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Upgrades existing bikeways to separated facilities and provides two-way bike access from Jack London to Lake Merritt connecting outlying neighborhoods. • Reduces pedestrian crossing distances and increases safety. • Maintains one-way infrastructure on Madison St to keep costs lower. • Increases local vehicular circulation on Oak St and maintains eastbound vehicular capacity to accommodate I-880 off-ramp traffic. • Allows direct transit access to the Lake Merritt BART Station and consolidation of transit stops. 	<ul style="list-style-type: none"> • Separates bicycle connectivity to parallel streets. • Maintains limitations on local circulation opportunities with one-way street on Madison St.



Option 2: Protected Bike Lanes on Two-Way Madison Street with One Parking Lane Removed, No Bike Facilities on Two-Way Oak Street

Streets Affected

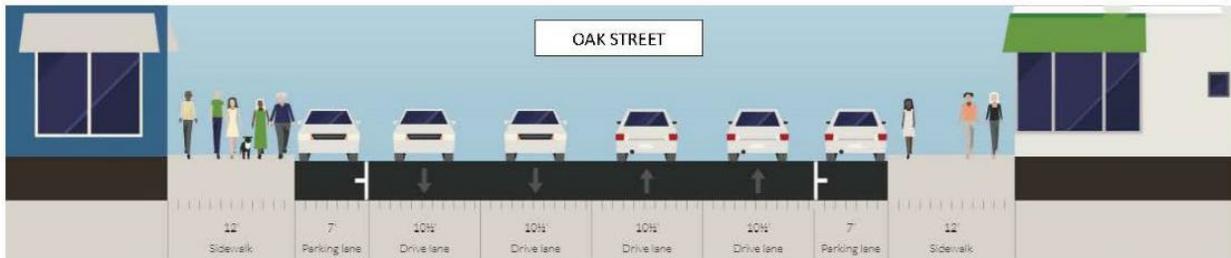
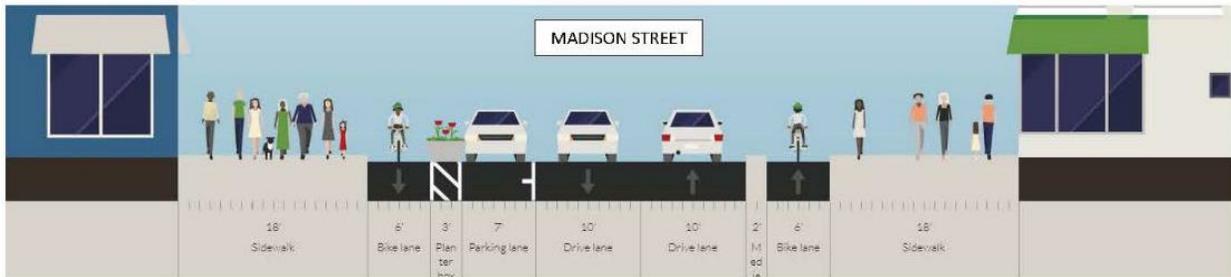
- Oak Street: Two-way street conversion.
- Madison Street: Two-way street conversion with separated bikeway.

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A-1, H-3, S-2, M-1, M-2, M-3

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Prioritizes Madison St for enhanced two-way bikeway connectivity. • Allows direct transit access to the Lake Merritt BART Station and consolidation of transit stops. • Reduced pedestrian crossing distances on Madison St. • Bicycle connectivity between Jack London and Lake Merritt is accommodated without freeway interchange conflicts. 	<ul style="list-style-type: none"> • Implementation costs would be high. • Bikeway transitions from outlying neighborhoods to Madison St. would need wayfinding. • Pedestrian crossing distances would remain long on Oak St., but could include curb extensions. • One lane of parking would be removed on Madison St.



Going Big on Broadway Action Plan (Broadway)

Near Term Option: Transit Priority Corridor Implementation.

Streets Affected

- Broadway: two-way transit only lanes.

Timeline: Short- to Mid-Term (1-6 Years)

Relevant Outcomes: A-1, H-3, M-2

Tradeoffs

Pros	Cons
<ul style="list-style-type: none">• Dedicated transit only lanes would allow for increased transit access and frequencies in the downtown core.• Allows for transit stop and boarding enhancements.• Vehicular traffic could access Broadway.	<ul style="list-style-type: none">• Bicycle access is maintained on-street in shared lanes.

No street section available

Long Term Option 1: Broadway Limited to Buses, Trucks, TNCs – Exclusive Bus Lanes, One-Way Truck/TNC Travel and Parking Lane.

Streets Affected

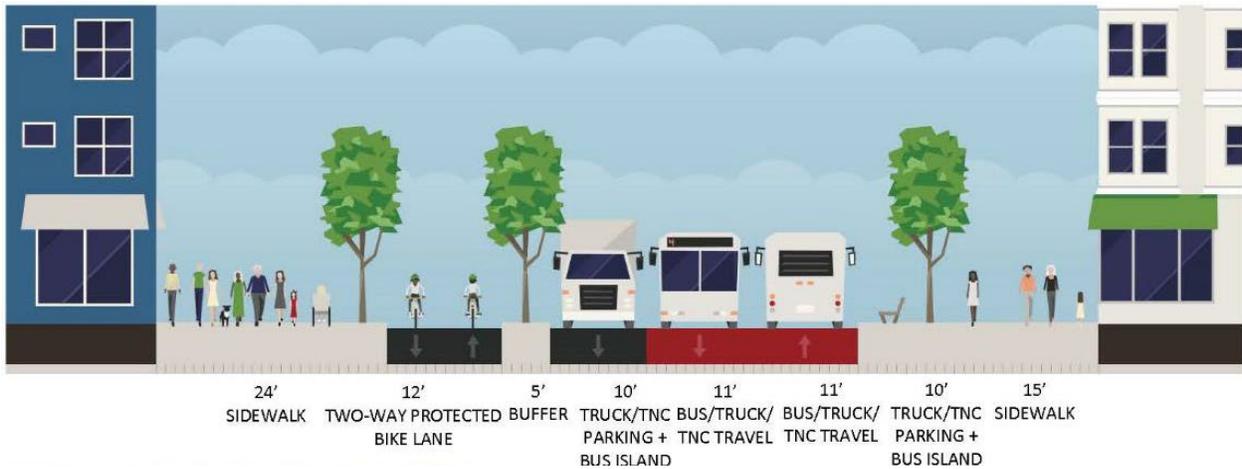
- Broadway: access restrictions limited to Buses, Trucks, TNC's with two-way separated bikeway.

Timeline: Mid- to Long-Term (3-20 Years)

Relevant Outcomes: A-1, H-3, S-2, M-1, M-2

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Reduces pedestrian crossing distances and increases safety. • Creates wider pedestrian areas in many locations. • Allows for transit stop and boarding enhancements. • Enhances bicycle connectivity and comfort throughout the downtown core. • Provides spaces for urban greening and street trees. 	<ul style="list-style-type: none"> • Transit would be mixed with delivery and loading traffic potentially causing occasional blockages. • Local vehicular circulation would be restricted on Broadway.



Long Term Option 2: Broadway: two-way transit only lanes and vehicular access restrictions with two-way separated bikeway.

Streets Affected

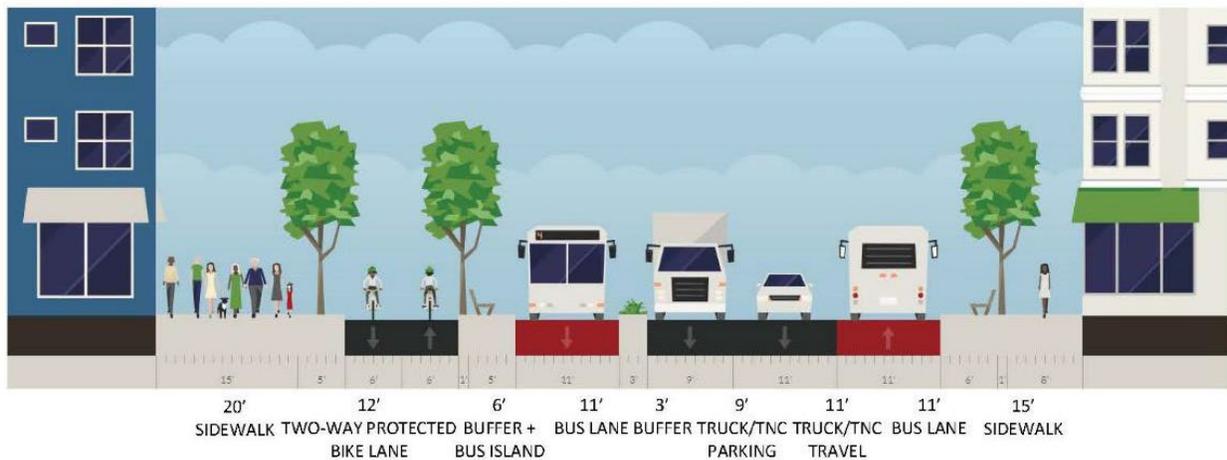
- **Broadway:** two-way transit only lanes and vehicular access restrictions with two-way separated bikeway.

Timeline: Mid- to Long-Term (3-20 Years)

Relevant Outcomes: A-1, H-3, S-2, M-1, M-2, M-3

Tradeoffs

Pros	Cons
<ul style="list-style-type: none"> • Dedicated transit only lanes would allow for increased transit access and frequencies in the downtown core. • Reduces pedestrian crossing distances and increases safety. • Allows for transit stop and boarding enhancements. • Enhances bicycle connectivity and comfort throughout the downtown core. • Provides spaces for urban greening and street trees. 	<ul style="list-style-type: none"> • Local vehicular circulation would be restricted on Broadway.



(Note: Broadway has 98' ROW)

Strategy Options

The strategy options that will support the land use development and mobility options for downtown are included here, in the following categories:

- Housing and Affordability
- Jobs, Training & Economic Opportunity
- Arts and Culture
- Land Use, Public Realm and Preservation
- Sustainability, Health, Safety, and Open Space
- Mobility, Connectivity, & Access
- Process and Community Engagement

The strategy options are preceded by a description of the overarching outcome that the strategies seek to address that have been identified with input from the community. For each outcome, the following will be identified:

Existing Conditions: For each outcome the following will be answered:

- What assets exist downtown that can be leveraged in order to achieve this outcome?
- What current barriers, disparities, and inequities exist that could challenge the fulfillment of this outcome?

Measures of Success: For each outcome a preliminary set of target measures will be identified to track success.

For each of these unique outcomes the Report presents a set of *strategy options* that could potentially be chosen for the Specific Plan to achieve those outcomes. This Report categorizes those strategy options in three ways:

Strategy Options: Key options that may be significant or controversial and require in-depth assessment of tradeoffs and particular attention from the public prior to development of the Preliminary Draft Plan. Initial assessment of equity impacts is addressed here, but for more in-depth assessment of those impacts, see the attached Equity Assessment Memo.

Additional Strategy Options: Options that seem from discussion at community meetings to have greater community consensus, do not need as in-depth analysis, and will likely be included in the Preliminary Draft Plan.

Strategy Options to Explore Further: This section discusses ideas that are beyond the scope of the Specific Plan and will be catalogued as such in an appendix to the Specific Plan so that the idea is memorialized, but not included as policy.

The basic format for the assessment of the strategy options is outlined below. For each strategy the following will be identified:

- Description & Approach
- Plan Topics Addressed:
 - Arts & Culture
 - Mobility, Connectivity & Access
 - Jobs, Training & Economic Opportunity
 - Housing & Affordability
 - Public Realm & Preservation
 - Sustainability, Health & Safety
 - Displacement
 - Public Transit Improvements
 - Process & Community Engagement
- Potential Tools Utilized
- Tradeoff Analysis (Pros & Cons)
- Timeframe:
 - Short-Term: 1-2 years
 - Mid-Term: 3-6 years
 - Long-Term: 7-20 years
- Responsibility
- Potential Funding Sources

Housing and Affordability

The Downtown Oakland Specific Plan will use as a starting point the recently completed strategy, Oakland at Home, to develop an affordable housing strategy. The Plan could recommend including a zoning framework and policy context that addresses the removal or mitigation of potential existing barriers to housing, and could help to facilitate the development of new housing types through a variety of unit sizes to accommodate families, as well as through other non-traditional configurations. The outcomes and strategies presented below are an initial framework from which to evaluate and synthesize an affordable housing strategy.

Outcome H-1: Sufficient housing is built and retained which leverages all of Downtown Oakland's existing advantages and investments in transit, employment, services, and culture to support the full range of lifestyles and choices that are essential to Oaklanders.

Existing Condition

Leveraging Assets

Downtown Oakland is now a highly desirable market for housing development, creating opportunities to grow the area's housing stock overall. This development activity also provides opportunities for the City to obtain contributions toward the creation and retention of new affordable housing through impact fees, on-site provision of affordable housing, and other community-serving contributions (per Strategy Option 1.1.4). High allowable housing densities downtown – coupled with transportation infrastructure for walking, biking, and transit – create opportunities to support substantial housing growth.

Meanwhile, downtown's existing base of affordable housing, including Oakland's highest concentration of single-room occupancy (SRO) housing units, and social service providers creates efficiencies for serving residents. Housing growth in downtown also affords its residents easy access to the area's many jobs, retail and entertainment amenities, and education services.

Identifying Barriers to Success

Meeting the needs of all current and future residents of Downtown Oakland requires ongoing retention and production of housing that is affordable across all income levels, and accessible to all people regardless of race and physical ability. Downtown Oakland has historically provided a significant share of the City's income-restricted affordable housing stock, accounting for roughly 25% of all citywide income-restricted housing, compared to 8% of citywide housing units overall. Downtown Oakland is now a major growth area in the City, with permit data showing downtown accounting for one-third of recently-built, under construction, and planned/proposed housing units in the City. As a result, the amount and affordability of housing built and retained in downtown will have a citywide impact in addressing the cost burden disparities between white and black households. As mentioned previously in Outcome L-1, the cost of housing is a more significant part of a household's budget for low-income families and households of color. A 2018 study showed that renters in Alameda County need to earn \$48.71/hr - nearly 4 times local minimum wage - to afford the median monthly asking rent of \$2,553.⁶ The largest

⁶California Housing Partnership Corporation, *Alameda County Housing Need Report 2018* (April 2018)

disparity exists between white and black renter households, who are burdened with housing costs over 30% of their household income at the rates of 40.1% and 63.4%, respectively.⁷

Rapid increases in attainable rents and sales prices in Downtown Oakland have driven the current residential construction boom, and new market-rate units help to meet growing demand for housing in Oakland. However, rising housing costs are also driving ever-greater need for housing that is affordable for low-and moderate-income households. While market-rate housing began contributing impact fees beginning in 2016 for affordable housing, significant additional funding is necessary to deliver, retain, and sustain more affordable housing units – particularly given the lost locally-generated affordable housing funding resulting from the State of California’s elimination of redevelopment agencies in 2012. Delivery of affordable housing is made more challenging by rapid cost increases for land and construction costs due to the competitive development market. Other barriers come from external forces, such as potential reductions in Federal housing funding.

The number of affordable units under construction has dipped citywide, including downtown. Since 2015, only 6.7% of Oakland’s 7,176 new housing units produced citywide were restricted for low- or very low-income residents, and only 11 units were affordable to moderate-income residents.⁸ Although a high share of affordable units exists within downtown’s existing housing stock, more are desperately needed: the most recently-completed affordable housing development in downtown received over 3,000 lottery applications for its 40 affordable units. Measure KK infrastructure bond funds, County A1 funds, and incoming impact fees will help bolster the affordable housing pipeline again but are somewhat unpredictable in terms of revenues or are of limited duration.

Measures of Success

- A targeted number or percentage of net new housing units in downtown consist of income-restricted affordable housing
- Individuals who are displaced have returned in new affordable housing units
- Reduction in the number of downtown households that are rent-burdened (paying 30% or more of their income toward housing expenses)
- Reduction in racial disparities between rent-burdened households
- Increase in number of homeownership opportunities
- Very low-income housing built compared with need
- Moderate-income housing built compared with need
- Reduction in overall housing cost burden by race/ethnicity (owners and renters) citywide
- Reduction in disparity of housing cost burden by race/ethnicity citywide
- Reduction in disparity between owners and renters by race (citywide vs. Downtown)
- Reduction in total number of homeless and unsheltered residents
- Reduction in racial disparities between homeless and unsheltered residents
- Displacement index

⁷ City of Oakland, *Downtown Oakland Disparity Analysis* (January 2018): 18.

⁸ City of Oakland, “Annual Element Progress Report” (2017).

Strategy Options

Strategy Option H-1.1: Leverage private development to address affordable housing needs through incentive programs (see also Strategy Option L-1.1).

- Description & Approach:

Office and residential development activity in Downtown Oakland creates new opportunities to fund the creation of additional income-restricted affordable housing. Oakland's existing jobs-housing linkage fee and affordable housing impact fee ensure that commercial, industrial, and market-rate housing development projects contribute to the creation of affordable housing through contributions to the Affordable Housing Trust Fund or through waivers in exchange for building income-restricted housing units. This strategy seeks to study and pursue creation of additional incentives for providing affordable housing beyond mandated requirements and the existing density bonus program.

- Plan Topics Addressed:

- Housing & Affordability

- Potential Tools Utilized:

- Study and implement an expanded density bonus program, including the following potential steps and tools:
 - Clarify locations within which expanded density bonus programs might be used (e.g., areas in which allowable density could be practically increased in exchange for community-desired benefits, such as Jack London District or the Art & Garage District), versus those in which allowable densities are already too high to incentivize use of the program (consider an affordable housing overlay to implement incentives in those areas)
 - Provide a list of community-desired benefits required to obtain incentives - such as fee waivers, parking reductions, density bonuses, expedited permitting, etc.
 - Create a tiered system of density bonuses and other incentives for meeting specific percentages of on-site affordable housing
- As an alternative to the density bonus structure, simply increase incentives provided in exchange for providing additional on-site affordable housing or increased contributions to the Affordable Housing Trust Fund

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Creates affordable housing (or affordable housing funding) in conjunction with other growth - Provides a voluntary inducement for contributions to affordable housing 	<ul style="list-style-type: none"> - Development feasibility would need to be studied; developers may not take advantage of additional density or be able to afford contributions beyond the existing housing impact fee - Incentive programs may require substantial oversight by City staff - Opportunities to increase allowable densities and heights may be limited - May conflict with incentives for other desired contributions, e.g. affordable commercial space, arts uses, parks, open space, etc.

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Planning & Building, Department of Housing and Community Development
- Potential Funding Sources:
 - Future changes to city budget allocations
 - Developer fees for application processing

Strategy Option H-1.2: Direct public funding sources and resources to assist in the creation of new affordable housing in downtown.

- Description & Approach:

A variety of public funding sources and resources exist that the City could potentially target the creation of income restricted affordable housing – and/or housing generally – in the downtown area. Examples of existing resources include publicly owned land, impact fees, property transfer taxes, property taxes, and other revenues to the affordable housing trust fund. The City could also explore opportunities to create additional downtown-specific funding sources. As a highly-desirable and relatively high-density center of residential and business district, Downtown Oakland generates significant revenues that could be dedicated to resolving the housing challenges that come with the area’s high housing costs.

- Plan Topics Addressed:

- Housing & Affordability
- Displacement

- Potential Tools Utilized:

- Set a policy goal that targeted number or percentage of all new housing units in downtown are restricted to households qualifying as very low-income, low-income, and moderate income
- Continue and expand partnerships with affordable housing developers to purchase land for affordable housing development

- Set a policy to prioritize use of existing funding sources for affordable housing production in downtown; consider adding additional points to Oakland funding criteria (within “Notice of Funding Availability” scoring) for compliance with DOSP goals (similar to points awarded for projects pursued within the West Oakland Specific Plan Area)
- Set a policy to prioritize use of publicly-owned land for affordable housing production in downtown (in conjunction with city-wide public lands policy)
- Study the possibility of higher impact fees for the downtown area
- Study increases to the commercial linkage fee, and dedicate new revenues to affordable housing production in downtown
- Dedicate property transfer tax revenues generated in downtown to the creation of additional affordable housing in downtown
- Provide funding, partnerships, and other City assistance for developers pursuing affordable housing projects in downtown
- Dedicate a percentage of tax revenues generated in downtown for affordable housing production in downtown
- Study the possibility of a new revenue stream from a downtown-specific value capture mechanism, with bulk of revenues dedicated to affordable housing retention and production; examples of mechanisms include an enhanced infrastructure financing district (EIFD), which reinvests growth in property tax revenue above a baseline amount, or a property tax set-aside
- Require right of first refusal for displaced residents to return to new affordable housing

Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Provides housing options for a wider range of households with different incomes - Reinvests locally-generated revenues back into resolving local housing affordability challenges - Downtown-specific impact fees or other local value capture mechanisms could better align with market conditions - Encourages residency for a range of incomes. 	<ul style="list-style-type: none"> - High land & construction costs for high-density housing, means affordable housing funding in downtown may produce fewer units compared to elsewhere in Oakland - Use of public land for housing could conflict with other policy priorities - Could reduce ability to fund housing or other needs in downtown or elsewhere - Increased fees or value capture mechanisms could constrain overall development and growth - Ability to deploy an EIFD may be constrained by existing redevelopment bond obligations - Additional burdens on new development could lead to increased housing costs

- Implementation:
 - Timeframe Mid-Term (3-6 Years)
 - Responsibility: City of Oakland Departments of Planning & Building and Housing & Community Development
 - Potential Funding Sources:
 - Existing tax revenues
 - Impact fees
 - New district-based value capture mechanism
 - Public lands
 - Affordable Housing and Sustainable Communities Program

Strategy Option H-1.3: Expand the supply of housing overall and encourage the production of diverse unit types – including larger family-friendly units and units accessible to older adults and people with disabilities – by ensuring regulations and policies support financially feasible development opportunities.

- Description & Approach:

As a relatively dense, urban area, Downtown Oakland’s housing units largely consist of higher-density multifamily housing buildings, often with relatively small units. As of the 2011 to 2015 time period, the U.S. Census estimated that 57% of downtown’s housing units were in buildings with 50 or more units. Unsurprisingly, a high percentage of downtown households are small, with 87% consisting of 1 or 2 people (versus 64% citywide), and only 9% of households include children. Concerns have been raised by community members that this is not a healthy mix for promoting long-term community involvement. With very permissive zoning regulations there is also little incentive for developers to pursue more fine-grained housing developments. As larger opportunity sites continue to be developed, focus will shift to infill development. This strategy seeks to provide incentives and policy changes that will enhance the financial feasibility of housing generally and encourage the production of larger, family-friendly housing units and accessible units, as well as a wider range of housing types, from townhomes to high-rises.

- Plan Topics Addressed:
 - Housing & Affordability
- Potential Tools Utilized:
 - Pursue the creation of a vacant property tax to encourage development of underutilized sites
 - Create zoning and land use policies that encourage adaptive reuse of downtown buildings for housing
 - Provide incentives for the creation of larger units and inclusion of amenities targeted to families
 - Identify and target areas for complementary investments in family-friendly, child-friendly infrastructure, such as playgrounds and parks

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Creates housing that diversifies the types of households attracted to downtown, including families - Allows residents to stay in downtown for all life stages - Expands the inventory of sites likely to be developed as housing 	<ul style="list-style-type: none"> - Impact on housing supply & diversification is limited by construction costs, market-driven prices, and high demand for smaller units - Incentives may conflict with other priorities - Incentive programs, new taxes, and pursuit of family-friendly infrastructure/facilities may require substantial oversight by City staff - Housing development lessens opportunities to develop commercial uses on those sites (and people need jobs to afford housing)

- Implementation:

- Timeframe: Short-Term (1-2 Years) – Policy/Regulation Updates
- Responsibility: City of Oakland Departments of Planning & Building and Housing & Community Development
- Potential Funding Sources:
 - Developer fees
 - Vacant property tax
 - Future changes to city budget allocations

Strategy Option H-1.4: Facilitate retention of existing income-restricted and “naturally occurring” affordable housing.

- Description & Approach:

The stock of affordable housing includes housing with affordability deed restrictions, federally-subsidized public housing, and “naturally occurring” affordable housing units that, although they do not include any restrictions on prices or rents, are rented or sold below typical market rates due to rent control, inadequate appeal to higher-income residents, poor condition, or other unique factors. Affordable housing can be lost due to the eventual expiration of affordability restrictions, after which the units can be rented or sold at market rates. Naturally occurring affordable housing can be lost due to tenancy turnover, evictions, upgrades, and general rent or price increases. Retention of existing subsidized and “naturally occurring” affordable housing can help to ensure continued overall growth of the affordable housing stock in downtown.

- Plan Topics Addressed:

- Housing & Affordability
- Displacement

- Potential Tools Utilized:

- Strengthen SRO preservation policies, and examine the potential for demolition/conversion bans and/or replacement requirements
- Deploy and expand acquisition funds, including integration with regional funds such as the Bay Area Preservation Pilot

- Continue to deploy Oakland Housing Authority resources to stabilize affordable units and SROs (with affordability restrictions)
- Continue to partner with and fund nonprofit housing organizations to acquire and rehabilitate housing
- Facilitate the preservation and renovation of older and historic housing in downtown (see Strategy Options L-1.3, L-1.4, and L-1.5).
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Retention of affordable housing is potentially lower-cost than construction of new housing - Retention of affordable housing often allows retention of existing residents too 	<ul style="list-style-type: none"> - Retaining existing housing may reduce opportunities to replace such housing with even greater numbers of units - Acquisition costs of “naturally occurring” affordable housing can be high due to rehabilitation needs - Some tools may require substantial oversight by City staff

- Implementation:
 - Timeframe: Mid-Term (3-6 Years)
 - Responsibility: City of Oakland Department of Housing and Community Development and Oakland Housing Authority
 - Potential Funding Source:
 - Oakland Affordable Housing Trust Fund
 - Oakland Housing Authority
 - Bay Area Preservation Pilot
 - City Acquisition Program (Infrastructure Bond)
 - Affordable Housing and Sustainable Communities Program

Additional Strategy Options

Strategy Option H-1.5: Continue to utilize City housing funds to support the purchase and rehab of existing housing, including residential hotels, thus guaranteeing ongoing affordability.

Strategy Option H-1.6: Pursue the creation of a downtown-specific affordable housing fund philanthropically supported by major employers in downtown, or in the region

Outcome H-2: Current & long-time Oaklanders remain a big part of downtown's success despite the ongoing threat of displacement.

Existing Condition

Leveraging Assets

Downtown Oakland's high share of income-restricted housing creates a relatively stable base of affordable units whose residents are less subject to housing cost pressures. The area also features Oakland's highest concentration of single-room occupancy (SRO) housing units, which serve as a less expensive housing option. In some cases, these have been successfully converted to rehabilitated supportive affordable housing with on-site services, but in others, unit affordability has been lost to conversions to upscale market rate housing. Many rentals in Downtown Oakland are subject to just-cause eviction protections and rent stabilization (rent control).

Identifying Barriers to Success

The UC Berkeley Center for Community Innovation's Urban Displacement Project identified the majority of Downtown Oakland as an area consisting of lower income census tracts that are undergoing gentrification and displacement. The rapid growth of housing prices and rents in Downtown Oakland – and elsewhere in the City – creates affordability challenges that are experienced most strongly by lower-income residents vulnerable to displacement due to lower incomes, high housing cost burdens, lack of housing ownership, and other factors.

As identified previously in this document, people of color, and Black households in particular are more likely to experience high housing cost burdens in Oakland. As of the 2011-2015 U.S. Census estimate, only 8% of downtown's Black households owned their homes, compared to 12% of Hispanic households, 18% of Asian households, and 21% of White households.

Among Oakland's homeless residents, an estimated 68% were Black or African American as of the 2017 Oakland Homeless Count, despite Black residents only composing 26% of the overall City population. The U.S. Census estimates that the number of Black residents living downtown declined 7% from 2000 to 2015, and Black residents' share of downtown's population declined from 29% to 20%.

The City's ability to regulate the housing market is constrained by state laws such as the Ellis Act, which allows landlords to evict tenants in order to exit the rental business, and the Costa Hawkins Rental Housing Act, which disallows limits on rents for new tenancies and the application of rent controls on units built after 1995. The ability to serve homeless residents and move residents out of homelessness is constrained by funding limitations.

Measures of Success

- Reduction in Ellis Act evictions
- Numbers of formerly homeless residents housed

Strategy Options

Strategy Option H-2.4: Increase protections and assistance for low-income renter households and other residents at risk of displacement.

- **Description & Approach:**

This strategy deploys Oakland’s expanding renter services, advocacy efforts, and home preservation and rehabilitation programs within downtown. The City of Oakland is undertaking an ongoing process of enhancing citywide protections and assistance for low-income renter households and other residents at risk of displacement. Examples include the 2016 voter approval of a ballot measure to expand just cause eviction protections to more properties, and recent amendments to the Tenant Protection Ordinance and increases to the Rental Assistance Program’s annual landlord fees. The City’s Housing Action Plan also calls for expanding housing services and counseling, changes to the code enforcement relocation ordinance, and numerous other adjustments to City policy. The City of Oakland has previously provided home preservation and rehabilitation loans which could assist property owners in maintaining their properties; however, funding for these programs has been very unstable.

- **Plan Topics Addressed:**

- Arts & Culture
- Housing & Affordability
- Displacement

- **Potential Tools Utilized:**

- Support enhancement of renter services and counseling
- Support City advocacy to amend the Costa Hawkins Rental Housing Act
- Fund and deploy home preservation and rehabilitation loans in applicable areas of downtown

- **Tradeoff Analysis:**

Pros	Cons
<ul style="list-style-type: none"> - Increases ability of residents to remain in downtown - Makes use of existing programs 	<ul style="list-style-type: none"> - Services and counseling serve all City residents and are unlikely to provide priority for downtown residents - Options are limited due to state law - Funding for homeowner assistance has been uneven in recent years - Existing rehabilitation loan program could potentially lead to rent increases and even removal from the rent adjustment program (program may need to be targeted solely to owner-occupied homes)

- Implementation:
 - Timeframe: Mid-Term (3-6 Years)
 - Responsibility: City of Oakland Department of Housing and Community Development
 - Potential Funding Source:
 - Landlord application fees via the Tenant Protection Ordinance
 - Rental Assistance Program fees
 - Infrastructure Bond proceeds

Strategy Option H-2.2: Provide additional shelters and services for homeless residents.

- Description & Approach:

As of the 2017 Oakland Homeless Count, the homeless population in Oakland was estimated to have grown by over 25% in two years to a total of 2,761 residents – 69% of whom lack shelter. The City of Oakland is responding in multiple ways to address homelessness. Recent efforts include establishing Community Cabin encampment sites with security, sanitation, and case management services, as well as more substantial temporary shelters (Tuff Sheds) instead of tents. The City has also begun providing health and hygiene interventions at encampments around the City. These interventions include portable toilets and wash stations and regular garbage pickup. The City’s primary winter shelter, serving up to 100 single adults each night is located at St. Vincent de Paul on San Pablo and West Grand Ave. Nearby, the City is purchasing an SRO on West Grand Avenue in Downtown Oakland to transform the building into a transitional housing facility similar to downtown’s existing Henry Robinson Multi-Service Center, one of the City’s most effective interventions for ending people’s homelessness. The building was prevented from turning into market rate housing by the SRO moratorium. Given that multiple encampments and clusters of homeless residents are located within and immediately adjacent to downtown, the areas within these proximities are positioned to continue building on these efforts by growing additional temporary and permanent shelters and services for homeless residents.

Plan Topics Addressed:

- Housing & Affordability
- Displacement
- Potential Tools Utilized:
 - Target creation of supportive services in existing and new affordable housing and affordable SRO rehabilitations
 - Ensure ongoing creation of deeply affordable housing targeted towards extremely low income people at 0%-20% of AMI
 - Ensure the 20% set asides for extremely low income people in the existing County A1 Bond and City KK Bond are realized for these populations
 - Explore funding for operating and services costs for these extremely low income units to ensure that they are feasible for low income housing developers to build
 - Continue implementation of services for encampment areas, including health and hygiene interventions, provision of Community Cabins facilities, and temporary shelters
 - Allow the creation of Cabin Communities in downtown, potentially by-right

- Update the SRO conversion ordinance to prevent the loss of these affordable units to market rate development
-
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Homeless residents receive services, shelter, and opportunities to transition to permanent housing - Shelter and services can improve safety and health outcomes of homeless residents - Shelters, Services, and Health and Hygiene interventions improve the well-being and quality of life for nearby housed residents 	<ul style="list-style-type: none"> - Ongoing funding necessary to support shelters and services Many of the required tools that would require adoption or modification are authorized at the citywide or state level, rather than within the specific plan itself

- Implementation:
 - Timeframe: Short-Term (1-2 Years)
 - Responsibility: City of Oakland Department of Human Services, Department of Housing and Community Development, and Department of Building and Planning
 - Potential Funding Source:
 - Infrastructure Bond
 - Alameda County funding through County General Fund, Health Care Services Agency, Social Services, Housing and Community Development and other departments
 - City General Fund
 - Community and Foundation donations
 - State Homelessness Funding

Strategy Option H-2.3: Strengthen protections for retaining downtown’s rental housing stock.

- Description & Approach:

Rapid increases in rents and sales prices in Downtown Oakland create powerful incentives for landlords to: remove existing tenants or rental housing units in pursuit of higher rents from new tenancies; convert properties to condominiums; or pursue complete redevelopment of properties. The City of Oakland has some tools in place to reduce these incentives, such as the Condominium Conversion Ordinance that includes tenant noticing requirements, rights to remain for a period of time, and a right to purchase the unit. However, the Condominium Conversion Impact Area identified in the ordinance covers only a small portion of downtown, including the Lakeside Apartments district. Protections for rental housing could be improved by: strengthening the Condominium Conversion Ordinance; applying the Condominium Conversion Impact Area to downtown; adjusting development permitting criteria to consider displacement impacts on residents; and supporting changes to the state Ellis Act, which allows landlords to evict tenants to exit the rental business.

- Plan Topics Addressed:
 - Housing & Affordability
 - Displacement
- Potential Tools Utilized:
 - Amend and strengthen the Condominium Conversion Ordinance, and expand the Condominium Conversion Impact Area boundaries to include some or all of downtown
 - Amend the Condominium Conversion Ordinance to include an impact fee for conversions; consider dedicating revenues to provide financial assistance to low-income homebuyers
 - Include displacement impacts in permitting criteria
 - Support City advocacy to amend the Ellis Act
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Preserves rental units in downtown - Enhances ability for tenants to remain in their rental units 	<ul style="list-style-type: none"> - Reduces landlord incentives to maintain or rehabilitate properties - Reduces opportunities to redevelop sites to include more housing - Many of the required tools are authorized at the citywide or state level, rather than within the specific plan itself - The need to retain rental housing should be balanced against the stability and homeownership opportunities resulting from creating condominium units

- Implementation:
 - Timeframe: Mid-Term (3-6 Years)
 - Responsibility: City of Oakland Department of Housing and Community Development, Department of Building and Planning
 - Potential Funding Source:
 - Future changes to city budget allocations
 - Condominium conversion impact and application fees

Additional Strategy Options

Strategy Option H-2.4: To ensure habitability standards for residents, consider pro-active residential inspections for all residential rental properties, including residential hotels (SROs).

Strategy Option H-2.5: Encourage home ownership in Downtown Oakland by deploying current and new State and local first-time homebuyer programs, rehabilitation grant programs, and foreclosure assistance.

Strategy Option H-2.6: Explore expanded use of the community land trust model in downtown to establish “shared equity” home ownership (and wealth-building) opportunities for low- and moderate-income households.

Outcome H-3: Oakland’s artists and creative community are able to find housing, studios, and galleries in downtown that they can access and afford.

Existing Condition

Leveraging Assets

Currently, downtown is home to approximately 13% of Oakland’s live/work buildings. Given that the live/work buildings are found in the Jack London area, cultural zoning tools should be used in this district and other arts and culture districts downtown to preserve and expand these uses and building types. Downtown is also home to a large concentration (42%) of Oakland’s arts businesses, cultural institutions, and related nonprofits, which makes it a strategic location for artists to live and work in.

There are City-owned properties downtown with potential for redevelopment, some of which could be used to provide artist housing and/or workspace, however, this would have to be balanced with other competing uses, such as market-rate office development (to secure downtown as an employment center) and affordable non-profit work space. Most of these City-owned sites are parking lots, garages, or have buildings with public uses that will likely be moving to different locations. Together they represent varying levels of development potential. Oakland already has experience leasing City-owned property to cultural and arts organizations, as is the case with the Malonga Casquelourd Center for the Arts, which is housed in the historic Women’s City Club building and operated by the Department of Parks and Recreation. In addition to City-owned parcels, there are many privately-owned, underutilized properties that could be used for temporary and pop-up arts and culture spaces.

Identifying Barriers to Success

Per the Artist Housing and Workspace Task Force Survey,⁹ 25% of surveyed artists reported that they have been displaced within the last year or face imminent displacement. Of these respondents, 49% reported being displaced from both housing and workspaces and 42% reported the primary cause for displacement was large rent increases. The biggest challenge to working as an artist in Oakland identified in the survey was housing and workspace costs and the most desirable resources identified were affordable live/work space and affordable artist housing.¹⁰ While these challenges are true for most artists in Oakland, access to affordable studio space and housing often disproportionately affects artists of color.

A lack of affordable housing options threatens artists since data from the Mayor’s Artist Housing and Workforce task force artist survey revealed that over half of respondents made or practiced their art at home. Further, 25% of respondents reported being displaced within the last year or were facing displacement and a majority of respondents indicated workspace and housing costs present the biggest

⁹ City of Oakland Mayor’s Artist Housing and Workspace Task Force, “Strategies for Protecting Arts & Culture Space in Oakland” (Spring 2016): Appendix. <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak062138.pdf>

¹⁰ City of Oakland Mayor’s Artist Housing and Workspace Task Force, “Strategies for Protecting Arts & Culture Space in Oakland” (Spring 2016): 50-61. <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak062138.pdf>

challenge to being an artist in Oakland.¹¹ There is still a need for data regarding vulnerable artists in the downtown that is disaggregated by race, so the City can better understand whether and how artists of color face disproportionate challenges.

Competing interests downtown present a challenge to securing affordable and accessible housing and workspace for artists specifically. There is a limit to how many community space requirements can be placed upon new development, and these must be balanced with other community needs such as affordable commercial space, public space improvements, and the need for long-term revenue streams to fund City services. The other challenge is ensuring that resources such as technical assistance, grants, and rental controls go to people who need it most.

Measures of Success

- Stabilization and increase in number of affordable spaces for making and appreciating Oakland arts and culture
- Preservation of art by Oakland vulnerable populations by minimum threshold
- Share of vulnerable populations with access to affordable housing in or near downtown meets 3-year benchmarks

Strategy Options

Strategy Option H-3.1: Create an affordable housing policy that sets aside a certain number of units for individuals who meet specific income and occupational requirements.

- Description & Approach:

A comprehensive affordable housing strategy for downtown will have to align closely with city-wide economic development goals and housing targets. This strategy, explored in more detail under Outcome H-1, can also include targets for a percentage of affordable housing dedicated to low-income artists in arts and culture districts and/or arts-related buildings. This strategy would relate to the affordable housing impact fees by recommending that new development projects proposed in established Arts and Cultural Districts provide affordable units for artists on-site (rather than pay the in-lieu fee). Also, when the City releases a Notice of Funding Availability (NOFA) for affordable housing funds, projects that are in Arts and Cultural Districts should get extra points if they provide housing for artists, or provide affordable commercial space on the ground floor for arts and culture uses.

Setting a fair percentage with very clear occupational requirements will be critical to ensuring that this strategy does not have a disproportionate impact on other families and individuals who also require affordable housing options. Under-utilized city-owned parcels can be examined as potential sites for new public or subsidized parcels with dedicated artist housing.

- Plan Topics Addressed:
 - Arts & Culture
 - Jobs, Training & Economic Opportunity
- Potential Tools Utilized:
 - Impact Fee program

¹¹ City of Oakland Mayor’s Artist Housing and Workspace Task Force, “Strategies for Protecting Arts & Culture Space in Oakland” (Spring 2016): Appendix. <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak062138.pdf>

- City’s affordable housing NOFA process
- Accessible, low-income housing policy for sites within cultural districts (see Strategy Option A-1.1), or consider sites in West Oakland or other neighborhoods where more land is available and the cost of land is relatively lower
- Rent control & stabilization regulations
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Ensures that some affordable housing will cater specifically to low-income artists - Reduces displacement of creative workforce 	<ul style="list-style-type: none"> - Can lead to competition with other low-income residents who also need affordable housing - Does not address the current housing crisis

- Implementation:
 - Timeframe: Medium- to Long-Term (3-20 years)
 - Consistent study to ensure other low income protected classes are not disproportionately impacted.
 - Responsibility: City of Oakland Departments of Economic & Workforce Development, Housing & Community Development, and Planning & Building
 - Potential Funding Sources:
 - Affordable Housing Impact Fee
 - Measure KK funds
 - Affordable Housing Trust Fund

Jobs, Training & Economic Opportunity

The Downtown Specific Plan will recommend policies to reduce income disparities, thus aligning with the goal of the recently completed City of Oakland Economic Development Strategy 2018-2020 to make Oakland: "...an easy, efficient, and prosperous place to do business, and reducing racial disparities and helping all Oaklanders achieve economic security so that everyone has an opportunity to thrive." To this end, the Specific Plan could include a range of policies around local business retention and expansion, support for development of industrial, office and retail space, and encouragement for affordable commercial space to nurture a diverse set of local businesses that employ residents with all levels of education and training. The Plan could also include recommendations for expanding youth development-serving programs. The following objectives and strategy options seek to achieve this alignment.

Outcome J-1: Economic activity builds community wealth and fuels the constant improvement of local conditions.

Existing Condition

Leveraging Positive Assets

Beyond its role as the center of commerce for the East Bay, Downtown Oakland functions as a major revenue generator that supports city services and programs. Ongoing development activity and high property values in the area continue to increase the area's tax contributions. The downtown plays a critical role in generating revenues – both one-time fees and ongoing taxes – that exceed the corresponding area's service costs and that help to fund services in other parts of the City. The 2017 "Fiscal Analysis" memo for the Downtown Oakland Specific Plan found that the area generates \$25 million to \$30 million in net revenue to the City's General Purpose Fund annually, contributing \$1.40 million in revenue for every dollar spent on services in downtown. These net revenues enable the City of Oakland to provide basic services and programs that can address inequities both within downtown and citywide. Downtown also features a concentration of workforce development, social service agencies, and youth organizations and programs that create activities and pathways to engage the City's youth.

Accomplishing this outcome will require prioritizing targeted use of current and future revenues to assist small local businesses and businesses owned by people of color, while also recognizing downtown's role as home to some of Oakland's largest employers and headquarters. Historically, downtown has been a place where a wide range of businesses have thrived, contributing to the local economy while also creating value for the community. In addition to large corporate and governmental employers, downtown also provides the landscape for small local businesses to contribute to downtown's growth, and help build long-term community wealth. Long-term community wealth-building must also support Oakland's youth.

Identifying Barriers to Success

The development activity occurring in downtown and the tax revenues generated within downtown may not necessarily achieve community goals or build community wealth that serves the needs of all Oakland residents. Limited mechanisms currently exist to ensure that the benefits of business success are

enjoyed by all. The actual use of City revenues citywide is also determined through a political budgeting process, reducing certainty of how revenues will be used.

Measures of Success

- Increases in property tax, business tax, and transient occupancy tax revenues generated in downtown
- Stable or increasing share of locally-owned businesses and cooperatives located in downtown
- Reductions in the percentage of Oakland’s 16- to 24-year old Black residents and residents of color who are neither working nor in school. Today, nearly 21% of Oakland’s 16- to 24-year old Black residents are neither working or in school (compared to 17% for people of color and 10% for White residents).
- Increase in middle-wage jobs

Strategy Options

Strategy Option J-1.1: Pursue reinvestment of ongoing tax revenues generated in downtown to support downtown-focused efforts related to small, local businesses and businesses owned by people of color.

- Description & Approach:

Downtown Oakland currently lacks a mechanism for ensuring that locally generated revenues are dedicated to reinvestment in growing and retaining the area’s small, local businesses and minority-owned businesses. Multiple business improvement districts or community benefit districts provide limited services based on local member funding, but these services primarily focus on cleanliness, safety, landscaping, signage, events, and marketing. Opportunities may exist to create locally-supported funds, expanded business improvement districts, or community benefits districts that emphasize support for small, local businesses and businesses owned by people of color—including potential funding for existing business support organizations in the City.

- Plan Topics Addressed:
 - Jobs, Training & Economic Activity
- Potential Tools Utilized:
 - Explore the use of a district-based value capture mechanism for the increases in property tax, business tax, and transient occupancy tax revenues generated in downtown; or the creation of a locally-supported fund to support small, local businesses and businesses owned by people of color
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Local funding mechanisms allow greater control of revenues and reinvestment in the local area - Provides support services for small, local businesses and businesses owned by people of color 	<ul style="list-style-type: none"> - Uncertain citywide equity implications associated with directing use of some downtown-generated funding within downtown itself - Funding mechanisms require approval of local residents, businesses, or property owners

Pros	Cons
	<ul style="list-style-type: none"> - The existence of current business improvement districts and community benefit districts could make it difficult to gain passage of additional funding mechanisms due to further increased costs for funders - Revenues could potentially be diverted to alternative purposes over time (although the initial management plan would stipulate use for the initial district term) - Funding mechanisms increase costs for local residents, businesses, and/or property owners

- Implementation:
 - Timeframe: Long-Term (7-20 Years)
 - Responsibility: City of Oakland Department of Economic and Workforce Development
 - Potential Funding Source:
 - Increases in property tax, business tax, and transient occupancy tax revenues generated in downtown
 - Grants

Strategy Option J-1.2: Encourage growth of commercial spaces and hotels to generate additional public revenues and community-serving uses.

- Description & Approach:

The “Fiscal Analysis” memo prepared for the Downtown Oakland Specific Plan found that hotels, office space, and retail space contribute significant net positive ongoing revenues to the City’s General Purpose Fund, exceeding those generated by comparable housing space. Enhancing the pace of development of hotels and commercial space in downtown can grow Oakland’s tax base and enhance the City’s ability to provide services and programming for its residents.

- Plan Topics Addressed:
 - Jobs, Training & Economic Opportunity
- Potential Tools Utilized:
 - Encourage growth of revenue-generating development by clarifying community benefits requirements and streamlining permitting processes
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Hotel and commercial growth provides net positive revenues to the City - Hotels support downtown as an entertainment, arts, and business focused visitor destination 	<ul style="list-style-type: none"> - Development and development incentives need to be balanced against other needs and potential community benefits - Commercial development removes sites from potential use for housing (although in recent years housing development has

Pros	Cons
- Additional revenues allow Oakland to provide more services and programming to residents	<p>outpaced commercial development)</p> <p>- Chosen uses of City revenues will vary based on ongoing budgeting decisions</p>

- Implementation:
 - Timeframe: Short-Term (1-2 Years)
 - Responsibility: City of Oakland Departments of Building & Planning and Economic & Workforce Development Department
 - Potential Funding Source:
 - Future changes to city budget allocations

Strategy Option J-1.3: Encourage youth activities and opportunities downtown, including integration with the citywide Oakland Promise program.

- Description & Approach:

Downtown Oakland already enjoys a reputation as an oasis of youth programming, services, and training for residents from across the City’s neighborhoods. This role can potentially be expanded through ongoing efforts to attract these organizations and connect them with downtown employers, as well as land use regulations that incentivize developers and property owners to accommodate these uses. These efforts should also leverage the Oakland Promise plan, or any similar future programs, which provides services, mentorship, and scholarship assistance to ensuring that 30% of Oakland’s 9th grade students complete college.

- Plan Topics Addressed:
 - Jobs, Training & Economic Mobility
- Potential Tools Utilized:
 - Focus economic and workforce development activities on attracting organizations for youth in downtown
 - Encourage locations of youth mentorship and job training facilities in downtown through supportive zoning, prioritization in community benefits incentives, and workforce development activities
 - Continue and expand City efforts to connect youth education and workforce development organizations with downtown businesses and organizations

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Allows for integration with employers within Oakland’s largest concentration of jobs - Expands on an existing base of youth activities and services - Contributes to long-term community wealth building 	<ul style="list-style-type: none"> - Concentration of youth services and programming in downtown may diminish resources for other areas - Specified tools and programs operate at citywide scale, and need to be equitably distributed among neighborhoods too - Development incentives and requirements need to be balanced against other needs and potential community benefits - The specific plan itself has a limited role in implementing programs, beyond a statement of support and policy priorities - Significant ongoing staff resources required to implement this strategy

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Departments of Building & Planning and Economic & Workforce Development Department
- Potential Funding Source:
 - Future changes to city budget allocations

Strategy Option J-1.4: Provide assistance to support small, locally-owned, businesses, and businesses owned by people of color.

- Description & Approach:

This strategy supports citywide efforts to provide assistance to small, locally-owned businesses and businesses owned by people of color. downtown could play a unique role in supporting these efforts.

- Plan Topics Addressed:

- Jobs, Training & Economic Opportunity

- Potential Tools Utilized:

- Provide outreach, education, and services to support small businesses
- Per citywide efforts, target resources to businesses owned by people of color and women
- Support merchants’ associations specific to communities at risk of displacement
- Work with large employers/institutions to use local suppliers
- Capitalize a fund to provide financial or other assistance to support small business owners of color
- Pursue updates to the City’s Construction Mitigation Program and development-related agreements to ensure small businesses are not unduly impacted by construction activity Implement citywide actions related to marketing and promoting downtown attractions, districts, and festivals
- Support the creation of worker-owned cooperatives

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Citywide efforts can leverage the unique large existing base of businesses in downtown and the area’s excellent worker access and amenities 	<ul style="list-style-type: none"> - The specific plan itself has a limited role in implementing business assistance programs, beyond providing a statement of support and policy priorities - Substantial City resources necessary to implement studies and programming

- Implementation:

- Timeframe: Short-Term (1-2 Years)
- Responsibility: City of Oakland Economic and Workforce Development Department
- Potential Funding Source:
 - Future changes to city budget allocations
 - Outside grant funding, as available

Additional Strategy Options

Strategy Option J-1.5: Create a Legacy Business Fund like the SF Legacy Business Registry and Preservation Fund (Proposition J) to provide technical assistance, tax breaks, and subsidies for qualified ethnic businesses & cultural institutions

Strategy Option J-1.6: Propose legislation to protect commercial tenants from landlord abuses and provide them with equal negotiating terms when renewing leases.

Outcome J-2: Downtown commercial space meets current employment needs, adapts to future employment opportunities, sustains a broad array of job skills, and is affordable to nonprofits and other community-desired businesses.

Existing Condition

Leveraging Positive Assets

With 65,000 jobs in 2016 and nearly 19 million square feet of office space, Downtown Oakland serves as the largest and most concentrated regional job center in the East Bay. The Downtown Oakland area accounts for one-third of all jobs in Oakland, 40% of the City’s job growth between 2011 and 2016 and two-thirds of the City’s office space. As a regional employment destination, the U.S. Census estimated that 80% of downtown’s workers lived outside the City of Oakland in 2014. Downtown Oakland’s variety of industry sectors provide job opportunities at a variety of skill levels, and its excellent accessibility via transit, foot, and biking provide relatively low-cost means of access.

In addition to serving as a dining, shopping, and entertainment destination, downtown features a strong base of businesses, community and nonprofit organizations, artists, and arts and cultural organizations from which to build. Downtown’s strong desirability and high achievable rents are driving interest in

commercial development, which can be leveraged to provide contributions and support for community needs and goals. Growth of jobs in Downtown Oakland also creates potential opportunities to benefit local residents. The ongoing growth of downtown as a residential area and visitor destination also creates a larger customer base to support more businesses and organizations.

Identifying Barriers to Success

The downtown area's limited supply of commercial space and increasing demand are contributing to rapidly rising rents, even as some prime commercial sites are developed for residential uses. These cost pressures are making it increasingly difficult for new, local, and small businesses to locate and remain in the area and requiring retail and dining businesses to target the most profitable consumer segments in order to attract sufficient revenue to cover costs. There was a time when artists, nonprofit, and community organizations looked to Downtown Oakland as a refuge from rapidly rising prices elsewhere in the region, giving downtown its unique character; today, many of those same organizations are struggling to stay in downtown. Office brokerage CBRE reported that Downtown Oakland's 5.3% office vacancy rate in the first quarter of 2018 was the lowest of all major Bay Area employment centers.

Although demand for additional commercial space in downtown (especially office) is driving new development, there are few mechanisms in place to ensure that existing and new space is sufficiently affordable and available for new businesses, businesses that serve lower-income residents, and nonprofit and community organizations that cannot afford higher rents. Development and job growth alone do not provide any assurance that benefits will accrue to all residents.

Measures of Success

- The share of small businesses Downtown stays above a specific level
- The share of nonprofit organizations remains at or above current levels
- Affordable food and drug stores are available in downtown
- Annual job growth in Downtown Oakland outpaces the East Bay as a whole

Strategy Options

Strategy Option J-2.1: Expand and maintain the inventory of office and other commercial space in downtown.

- Description & Approach:

Targeted growth that leverages Oakland's competitive advantages while also engaging its workforce potential will allow Downtown Oakland to offer more investment opportunities for businesses and organizations and to provide a greater number of job opportunities across a range of affinities including the under- and unemployed. Given ongoing growth in demand for space in Downtown Oakland, incentivizing and encouraging the creation of new space can potentially help reduce demand for existing spaces and moderate price increases over time. Encouraging office and other commercial development can provide additional benefits, including one-time fee revenue for affordable housing or other needs, community benefits contributions, and, more significantly, ongoing tax revenues to support City services.

- Plan Topics Addressed:
 - Jobs, Training & Economic Opportunity
- Potential Tools Utilized:

- Identify and adjust zoning to preserve prime office development locations for commercial use
- Ensure zoning, permitting, and historic preservation policies allow and encourage new commercial development
- Ensure zoning, permitting, and historic preservation policies encourage rehabilitation of older and underutilized office buildings
- Create a vacant property tax and/or increase the parking tax to encourage development on vacant and underutilized properties
- Create fee incentives and expedited approvals processes for high-density commercial buildings

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - New development can accommodate high-end demand and exert a moderating effect on prices/rents at existing spaces - Growth allows downtown to accommodate more organizations/businesses and provide more job opportunities - Development creates opportunities for fee revenue, community benefits contributions, and ongoing tax revenues 	<ul style="list-style-type: none"> - New spaces are likely to be rented at high market rates - Emphasis on commercial development reduces opportunities for housing on those sites (see the Land Use Development and Mobility Options section and Strategy Options H-1.1 and H-1.3) - If fee reductions are used as an incentive, they may diminish financial contributions to the City & community - New taxes would require additional administration - Efforts to retain non-profits and other organizations in downtown reduces opportunities for other parts of the City to attract/enjoy these uses - Passage of a fee waiver or permit expediting program may be politically challenging

- Implementation:

- Timeframe: Short-Term (1-2 Years)
- Responsibility: City of Oakland Departments of Building & Planning and Economic & Workforce Development Department
- Potential Funding Source:
 - Future changes to city budget allocations
 - Vacant property and/or parking tax revenue

Strategy Option J-2.2: Incentivize retention and growth of commercial and industrial spaces suitable and affordable for non-profit organizations (including community organizations), and arts/artists.

- Description & Approach:

The City of Oakland can deploy several resources and tools to incentivize retention and growth of affordable commercial and industrial spaces to retain targeted users. The City can provide incentives for development projects that will dedicate affordable space for specific types of uses or organizations or require such space in exchange for development projects requiring conditional use permits or specific exemptions. The City could also explore replacement requirements for specific uses in areas of downtown, prioritize use of public lands for affordable commercial space, or work with major businesses to provide affordable space for local businesses, nonprofit organizations, and community groups.

- Plan Topics Addressed:

- Jobs, Training & Economic Opportunity

- Potential Tools Utilized:

- Incorporate requirements or incentive options – such as density bonuses, streamlined permitting, and fee exemptions – for new development to provide affordable space for arts and community service/nonprofit organizations
- Require arts and culture space in new projects (see Strategy Options A-1.1 and H-3.1)
- Prioritize retention of cultural assets reflecting diverse communities of color in cultural districts (see options for Outcome A.1)
- Identify locations in which existing commercial and industrial spaces are required to be preserved or replaced for similar users in future development
- In coordination with the City’s public lands policy, identify appropriate sites to develop public lands for affordable housing, workforce development organizations/training centers, and affordable commercial space
- Create a program to coordinate and encourage major businesses to provide space for local/small businesses, nonprofits, and community groups and events
- Explore the creation of a program to encourage existing businesses to host pop-ups or sublease space at affordable rates
- Explore creation of tools and programs that encourage and support businesses to buy the buildings within which they operate

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Provides affordable, targeted commercial & industrial space - Leverages development activity to fund community needs - Helps retain nonprofits, community organizations, local businesses, and/or artists/arts organizations 	<ul style="list-style-type: none"> - May diminish the ability of development to occur and to support other fees and community needs - Use of public lands diminishes the ability to provide other uses on those sites - Incentives may be insufficient - Incentives and business outreach may require significant City resources

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Economic and Workforce Development Department, Department of Building and Planning
- Potential Funding Source:
 - Developer fees
 - Public lands
 - Future changes to city budget allocations

Strategy Option J-2.3: Reinforce downtown as a growing retail, dining, and entertainment destination *for all*.

- Description & Approach:

Downtown Oakland is a gathering place for Oakland and the region. Uptown Oakland has emerged as a major dining, drinking, and entertainment destination, alongside multiple other destinations in downtown; people come to Chinatown from around the region for its cultural offerings, and both the lower downtown and Jack London Square areas are also known regionally for their entertainment. Small, locally-owned retail businesses are also located throughout the area. Downtown can build on recent successes through requirements that support concentration of uses in existing and emerging districts (including districts otherwise focused on daytime commercial uses in order to minimize conflicts), the creation of a nightlife district and strategy that focuses on growing businesses welcoming all Oakland residents, and continuing to encourage temporary pop-up retail uses in underused spaces.

- Plan Topics Addressed:

- Jobs, Training & Economic Opportunity
- Arts & Culture

- Potential Tools Utilized:

- Target concentration of retail, restaurant, and/or entertainment uses in mixed-use districts through ground floor use requirements and other location-specific incentives
- Under specific circumstances, require or incentivize new development to include small and affordable spaces suitable for small, local, culturally-specific businesses

- Continue to encourage temporary pop-up retail uses; examine any necessary changes to planning and building practices (see Strategy Option A-1.9)
- Create a nightlife district and strategy in downtown locations with concentrations of bars, restaurants, nightclub, and entertainment venues, such as Uptown; design the strategy to accommodate these uses and support attracting diverse populations
- Partner with business improvement districts and local stores, restaurants, and venues to assist with marketing downtown’s businesses and business districts
- Continue partnerships with nonprofit/community organizations to provide business owner and worker outreach and training around welcoming all customers and increasing awareness of implicit bias in customer interaction and employee hiring

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Builds on existing clusters of retail, dining, and entertainment - Promotes occupancy of vacant or underutilized spaces - Creates a strategy that manages impacts of nightlife while maintaining attractiveness to diverse populations and interests 	<ul style="list-style-type: none"> - Due to the high costs for higher-density structures relative to market rents, and the risk associated with developing large projects¹² incentives and requirements for affordable space, for example, could diminish the ability of development to be financially feasible and could compete with other community-desired uses - The tools focused more narrowly on land use do not necessarily address equity considerations - Implementation requires significant coordination between departmental activities and work plans

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Departments of Building & Planning, and Economic & Workforce Development, as well as the Downtown Oakland CBD, the Lake Merritt-Uptown CBD, the Koreatown/Northgate BID, and the Jack London BID
- Potential Funding Source:
 - Developer contributions
 - Future changes to city budget allocations
 - Outside grants for strategy development

Strategy Option J-2.4: Pursue retention and growth of affordable, healthy, and local retail and services.

¹² Economic Feasibility Study for Oakland Impact Fee Program. Hausrath Economics Group. (April 8, 2016). Page viii. <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/report/oak058107.pdf>

- Description & Approach:

Throughout current and past community engagement processes, community members noted concerns that downtown lacks sufficient grocery options and affordable health services, and that rising commercial rents were creating a difficult environment for local and affordable retail stores. Changes to land use regulation can begin addressing these concerns through prioritizing locations for grocery stores and health clinics and creating requirements or incentives for new development to include smaller or affordable spaces for specific business types. However, a variety of ongoing economic development efforts will also be necessary to implement this strategy.

- Plan Topics Addressed:

- Jobs, Training & Economic Opportunity
- Housing & Affordability
- Sustainability, Health & Safety

- Potential Tools Utilized:

- Identify areas lacking in retail and services desired by community members, such as grocery stores and affordable retail stores; prioritize attraction of specific uses in these locations via land use regulation (including spaces that meets the retailer’s requirements such as size, visibility, location, etc.), development incentives, and ongoing economic development efforts
- Partner with grocery store operators to identify potential locations and encourage development of spaces to meet their needs
- Create a fund to support local businesses and pop-ups
- Provide assistance to targeted business types to support occupancy of vacant spaces with affordable retail and community businesses
- Conduct a study of the benefits of and tools for encouraging the creation of smaller spaces to attract desired businesses; pursue implementation of a program if the results are positive

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Provides affordable food and retail options for residents - May improve clarity about location and other expectations for specific grocery, health clinic, and retail uses - Ongoing economic development efforts can respond to changes over time 	<ul style="list-style-type: none"> - Additional study is needed to determine whether, and at what point, incentives and requirements diminish the ability of development to contribute to other desired community outcomes - Requires prioritization of ongoing economic development efforts - Requires identification of grants and other funding sources to implement programs

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Building & Planning and Economic & Workforce Development Department
- Potential Funding Source:

- Development fees
- Outside grants and private funding
- Future changes to city budget allocations

Additional Strategy Options

Strategy Option J-2.5: Retain a mix of light industrial and port-related uses, and pursue resolution of trucking-related issues in the Jack London and Howard Terminal areas).

Strategy Option J-2.6: Establish a means of regularly tracking the metrics that support Outcome J-1, such as the number of nonprofit organizations, or small, start-ups, minority-owned, businesses in downtown (criteria would need to be defined).

Outcome J-3: Access to services, jobs, education and training gives all Oaklanders an opportunity to find local employment.

Existing Condition

Leveraging Positive Assets

Downtown Oakland already features a concentration of jobs in industries that offer significant middle-wage opportunities with relatively low barriers to employment, including construction, educational services, health care and social assistance, professional, scientific, and technical services, and public administration. Downtown also features a concentration of workforce development organizations, and a base of employers that could become closer partners in providing career pathway opportunities for residents.

Identifying Barriers to Success

Skills requirements for jobs in downtown are relatively high, given the area’s concentration of professional office-based jobs. The report “Downtown Oakland’s Economic Role in the City and Region” (prepared for the Downtown Oakland Specific Plan in 2017) found that 31% of area jobs require some college or an Associate degree, and another 43% of jobs require a bachelor’s degree or advanced degree. Based on U.S. Census estimates for 2010-2014 gathered by PolicyLink’s National Equity Atlas, only 31% and 43% of Black and Latino U.S. born Oakland workers hold an Associate degree or higher. Additional training resources are necessary to provide Oakland’s residents of color the skills to compete for quality jobs.

Also, the industry clusters that are generating most new jobs in downtown – tech and food services – come with their own challenges: food services jobs tend to pay poorly and provide limited prospects for advancement, while data from the California Employment Development Department indicates that 68% of jobs in Downtown Oakland’s tech cluster require a bachelor’s degree or higher.

Measures of Success

- Narrowing of the unemployment rate gap between Oakland’s White residents and Black and Latino residents over time
- Number of Oakland residents employed downtown

- Racial and ethnic diversity of workers in Downtown, if a data source can be identified or established

Strategy Options

Strategy Option J-3.1: Leverage downtown development to provide jobs for Oakland residents of all education and skill levels.

- Description & Approach:

The heightened pace of development in downtown Oakland creates new opportunities to require or incentivize contractors to hire local workers, people of color, and formerly incarcerated people. These efforts should be completed by partnerships with workforce development organizations and labor organizations to create apprenticeship programs (leveraging existing city-supported programs such as Cypress Mandela/ First Source Agreements).

- Plan Topics Addressed:
 - Jobs, Training & Economic Opportunity
- Potential Tools Utilized:
 - Through density bonus and other programs, incentivize contractors/builders to hire local workers, people of color, and formerly incarcerated people
 - Partner with workforce organizations to create apprenticeship programs
 - Enhance requirements of developers of projects on publicly-owned land to meet required targets for contracts with local and minority-owned businesses

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Leverages existing activity to enhance employment and training opportunities 	<ul style="list-style-type: none"> - Programs and requirements may raise the costs of development, slowing the pace of private development or raising the costs of development on public land - Developers may choose not to use available incentives - Incentives and requirements diminish the ability of development to support other fees and community needs

- Implementation:
 - Timeframe: Short-Term (1-2 Years)
 - Responsibility: City of Oakland Departments of Economic & Workforce Development and Building & Planning
 - Potential Funding Source:
 - Developer contributions
 - Public lands
 - City of Oakland Workforce Development Board

- Other outside grants

Strategy Option J-3.2: Partner with large downtown businesses and industries to enhance employment opportunities for Oakland residents.

- Description & Approach:

The existence of large businesses and concentrated industries within Downtown Oakland allows for a more precise targeting of efforts to ensure these employers provide job opportunities and economic opportunities for all Oakland residents. As growth and development continue to flourish downtown, one such industry to leverage immediately for this purpose is the construction industry, along with real-estate developers, who can choose to participate in local hire and training programs as a part of their community benefit agreements (potentially including training in real estate development, in addition to construction trades). The growing technology industry also creates opportunities to match Oakland residents with well-paid jobs through partnerships with schools, employers, nonprofits, and community groups. Capitalizing on these opportunities will require ongoing partnership with major institutions and employers to increase diversity in hiring practices, procurement policies, and expanded hiring and training programs.

- Plan Topics Addressed:

- Jobs, Training & Economic Opportunity

- Potential Tools Utilized:

- Continue pursuing initiatives for increasing diversity and inclusion in the tech industry cluster
- Continue City efforts to work with major downtown institutions and large employers to develop procurement policies prioritizing Oakland residents and people of color
- Identify and target workforce development efforts to match Downtown's specific industry sectors, especially those providing middle-wage jobs
- Implement local hire and training programs

- Tradeoff Analysis:

Pros	Cons
- Builds strategic partnerships with major businesses and industries in downtown to enhance diversity of workers and vendors	- The specific plan itself has a limited role in implementing business assistance programs, beyond providing a statement of support and policy priorities

- Implementation:

- Timeframe: Short-Term (1-2 Years)
- Responsibility: City of Oakland Departments of Economic & Workforce Development and Contract Compliance
- Potential Funding Source:
 - Future changes to city budget allocations
 - City of Oakland Workforce Development Board
 - Outside grants

Strategy Option J-3.3: Support the expansion of job training programs and use of existing programs in the downtown area.

- Description & Approach:

Downtown already features a concentration of workforce development agencies and service providers, as well as Laney College within the Peralta Community College District. This strategy seeks to continue pursuing location of additional training programs and expanded use of existing services in the area.

- Plan Topics Addressed:

- Jobs, Training & Economic Opportunity

- Potential Tools Utilized:

- Pursue creation of job training programs and centers in downtown
- Coordinate Peralta College programs with downtown employers

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Builds off existing institutions and workforce development efforts - Creates greater opportunities for workers to gain skills and training, and more seamless opportunities to obtain experience and employment at downtown businesses 	<ul style="list-style-type: none"> - The specific plan itself has a limited role in implementing business assistance programs, beyond providing a statement of support and policy priorities

- Implementation:

- Timeframe: Short-Term (1-2 Years)
- Responsibility: City of Oakland Economic and Workforce Development Department
- Potential Funding Source:
 - City of Oakland Workforce Development Board
 - Peralta Colleges
 - Outside grants
 - Future changes to city budget allocations

Arts and Culture

The Downtown Oakland Specific Plan will include policies, actions and programs that bolster the work of the Oakland Cultural Plan. The Specific Plan may include a regulatory system and/or program for incentives to encourage development related to arts and culture (including arts and cultural districts), such as provisions related to maker space, custom manufacturing, performance spaces, art studios and galleries (including enhancements to existing facilities/organizations). The Plan will also include a plan for gathering spaces, wayfinding, gateways, etc. to tie existing arts districts together. The outcomes and strategies presented below are initial ideas toward this end.

Outcome A-1: Downtown is a place where all of Oakland’s residents can see and express themselves and their culture.

Existing Condition

Leveraging and Preserving Assets

Oakland is one of the most diverse cities in the nation and is regarded internationally as being at the forefront of artistic and creative innovation. One of the distinguishing features of downtown is the presence of ethnic enclaves, artists and makers. Recognizing these unique, yet vulnerable assets, the City formally designated the “Black Arts Movement and Business District” in and around 14th Street, though other naturally occurring cultural districts (NOCD) exist including Koreatown and Chinatown. Other official arts and culture districts have been proposed by stakeholders, including an “Art + Garage District” in KONO and a “Jack London Maker District” in the Jack London area, as well as a proposal to create a designated cultural heritage district in Chinatown. In addition to these districts, downtown is also home to a large concentration of cultural and entertainment resources that are valuable to the city and bring both direct and indirect economic returns. Oakland’s Economic Development Strategy identifies Culture and Arts as one of the City’s key industry clusters, and notes that preserving access to affordable studios, maker space, performance space, and housing for artists is key to supporting the continued success of this cluster. Accommodation, food service and arts was the third largest employment sector and the second fastest growing in Greater Downtown, adding 1,500 new jobs between 2011 and 2016.¹³ Additionally, these resources provide the intangible, but equally valuable, character or “soul” of Oakland, and include businesses that are owned by and serve Oaklanders from particular ethnic and cultural communities that facilitates a sense of cultural belonging. The following table, taken from data used to produce Oakland’s Cultural Asset Map, quantifies the arts and culture assets located in and directly adjacent to downtown:

¹³ Strategic Economics, ‘Downtown Oakland’s Economic Role in the City and Region’ (2017) <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak069019.pdf>

Figure 3.1 – Downtown Oakland Arts and Culture Assets (2018)¹⁴

Type	In/Adjacent to downtown	Oakland Total	% Located In/ Adjacent to DT
Arts & Culture Businesses, Institutions & Nonprofits	161	386	42%
Live/Work Spaces	12*	45	27%
Public Art Pieces	21	74	28%
Murals ¹⁵	184	679	27%
Nightlife & Entertainment	62	119	52%
Religious Organizations	46	366	13%
Designated Historic Landmarks	65	145	45%

*6 of the 12 Live/Work Spaces are in downtown proper, specifically in Jack Landon

Identifying Barriers to Success

A big part of preserving diverse voices and forms of expression in downtown includes maintaining the rich racial and ethnic composition found here. Dramatic demographic shifts continue to take place that threaten the diverse makeup of Oakland. Between 1990 and 2015, the African-American population in the greater downtown area fell from 27.6% to 20.1%, mirroring a more pronounced decline of African Americans citywide. The greater downtown also saw a decrease in the white population from 32.3% to 25.8%, and a slight increase in the share of the Hispanic/Latino of 2.1%, and an 8% increase in the share of the Asian population.¹⁶ Community members have expressed during the planning process that these demographic changes are reflected in the types of business, art, recreation and entertainment that have been able to thrive in the downtown in recent years.

Strong market pressures on the cost of housing and commercial space also threaten the ability for Oakland’s diversity of people to be present and to see themselves and their cultures included in downtown’s future unless specific measures are adopted to enhance and ensure their participation, especially since rising costs have disproportionately impacted people of color and shifted demographics. Without a concerted effort to protect and celebrate Oakland’s unique history, businesses, institutions, and artists, downtown will continue to experience cultural displacement. Although downtown’s development community has begun working with artists to create beneficial arrangements on a case-by-case basis, a formal, overarching policy framework is needed to reduce the unpredictable nature of this process and to ensure the greatest public benefit without threatening the feasibility of development. Achieving this outcome will require a multi-pronged strategy, including zoning requirements and incentives for arts and cultural activity.

¹⁴ City of Oakland Cultural Affairs Department, ‘Cultural Asset Map’ *Oakland Cultural Plan* (2018), <http://oakgis.maps.arcgis.com/apps/View/index.html?appid=d03eea33b23c4e679466c52bf3b6844b>

¹⁵ “List of Murals” *Oakland Wiki*, <https://localwiki.org/oakland/Murals>

¹⁶ City of Oakland, *Downtown Oakland Disparity Analysis* (January 2018): 13.

Key community concerns identified in the 2018 Oakland Cultural Plan and related to Oakland’s cultural landscape include:

- Shrinking investment in the public sector;
- Space needs for cultural activity;
- Barriers to access and lack of cultural infrastructure;
- Clearer policy related to cultural districts and community benefits; and
- Capacity building for the artist community.

Similar themes emerged from community input collected to date for the Downtown Specific Plan public process. Feedback centered on creating safe spaces for youth of color in downtown; a more predictable community benefit program; improved cultural sensitivity; identification of cultural assets; better defined cultural districts; the need to reflect on Oakland’s past treatment of people of color; and a more visible celebration of Oakland’s cultural diversity, while still allowing for future innovation.

Measures of Success

- Count (and percentage) of long-time Black residents downtown does not drop below a threshold over time period
- Count of historical Black spaces (businesses, worshipping places, gathering space, etc.) does not drop below a threshold over time period.
- Count (and percentage) of long-time Asian residents downtown does not drop below threshold over a pre-determined time period
- Count of historical Asian spaces (businesses, worshipping places, gathering space, etc.) does not drop below a threshold over time period.
- Share of People of Color residents across City does not drop below threshold over a pre-determined time period
- Share of current residents who have been in Oakland for longer than a pre-determined amount of time does not drop below a defined threshold
- Share of arts-related businesses remains the same or grows
- Count or share of cultural/ethnic businesses and businesses owned by people of color remains the same or grows (which would mean that we would need to track this info)
- Share of space for cultural institutions remains the same or grows
- Growth in investment and diversity in cultural districts
- Investment in creative wayfinding to create a navigation system between cultural assets and districts
- Share of permits issued for cultural and entertainment events that serve people of color and people with limited income grows

Strategy Options

Strategy Option A-1.1: Explore zoning and land-use changes to preserve existing and encourage more arts, culture, PDR, and makerspaces.

- **Description & Approach:**

Community members and arts and culture professionals have advocated for changes to zoning and land-use regulations to help encourage more projects with arts & culture spaces in the

places they are most desired. There is no one-size-fits-all strategy for land-use-regulation changes to the downtown as a whole. Neighborhoods like Jack London and KONO, 15th Street as part of the Black Arts Movement and Business District, among others, are good candidates for exploring code changes, because they already have a flourishing arts community, a large stock of industrial buildings, and existing zoning regulations that are unique compared to the rest of downtown. Once code changes are piloted in established arts and maker enclaves, the City can explore the efficacy of code changes for increased cultural investment in areas of the downtown that are not already established artistic enclaves.

- Plan Topics Addressed:
 - Arts & Culture
- Potential Tools Utilized¹⁷:
 - Zoning Overlay: Special-Use District or Overlay District that designates a specific district with special use permissions and zoning regulations, such as minimum gross floor area requirements for arts, culture, and PDR uses in new developments projects, that meet desired development goals.
 - Strategies that could be applied, as appropriate, within a cultural or arts district zoning overlay, or as an alternative to it (some of which are developed further in later sections of this Report) include:
 - Strategy Option A-1.8 Continue leasing city-owned properties at below-market rents for arts and culture uses by utilizing the City’s existing process
 - Strategy Option A-1.9: Incentivize the use of existing privately-owned vacant or underutilized buildings as temporary affordable art spaces
 - Strategy Option A-1.15: Study the possibility of implementing “creative enterprise zone” in arts and culture districts
 - Strategy Option A-1.16: Create a Cultural Space Certification Program to publicly acknowledge and market developments that create and preserve cultural spaces
 - New and clearer categories for manufacturing, artisan, and arts-related land-uses
 - Cultural Incentive Zoning that sets minimum gross floor area requirements for arts, culture, and PDR uses in new developments projects in key areas, and allows for density or height bonuses in exchange for the inclusion of arts and culture
 - One example of an incentive could be the elimination of a Conditional Use Permit (CUP) (which involves a decision by the planning commission) for projects that dedicate long-term, below-market rate space for arts and culture uses. CUPs are currently required for large-scale commercial and residential projects downtown.
 - Restrictions on retail, office or restaurant street frontage (to limit competition for arts space)

¹⁷ Tools listed are most implementable; see Appendix E Development-Based Tools to Preserve and Expand Arts and PDR Workspaces for additional ideas.

- Zoning code updates that require new ground floor uses be compatible with the cultural significance of the area
- Design guidelines that require new buildings to be compatible with the surrounding and historic context in terms of massing and architectural character
- Conservation districts that preserve the character and building types of culturally significant and/or industrial areas
- Noise disclosures in cultural districts for new residents so that they acknowledge they are in housing near noise-generating arts and culture uses

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Does not require additional funding - Preserves existing arts and culture spaces while ensuring more is also built - Relatively quickly implementable - Creates predictability for both developers and community - Aligns with City’s Cultural Plan 	<ul style="list-style-type: none"> - Could discourage growth & development if regulations are too strict - Need additional insight about specific needs of uses at risk of displacement (desired floor area, ceiling heights, etc.) - Need to balance with other desired contributions from

- Implementation:

- Timeframe: Short-Term (1-2 years)
- Responsibility: City of Oakland Departments of Planning & Building and Cultural Affairs
- Potential Funding Sources:
 - Future changes to city budget allocations

Strategy Option A-1.2: Strengthen connections between downtown’s existing and future cultural assets and districts by investing in a network of public spaces and culturally-relevant streetscape elements, such as wayfinding, signage, and historical markers.

- Description & Approach:

Cultural districts, both formally designated and naturally occurring, can help to support a sense of belonging and connection among diverse people, customs, and forms of expression. The West Oakland Specific Plan and Lake Merritt Station Area Plan, both of which border the Downtown Plan area, have identified active cultural enclaves, districts, and arts clusters. As mentioned earlier, downtown has one formally designated cultural district, the “Black Arts Movement and Business District” along and around 14th Street (see Strategy Option A-1.3) and two naturally occurring districts in Koreatown/KONO and Chinatown, that do not have formal designation as a cultural district. Other formal proposals, elaborated in Strategy Options A-1.4, A-1.6, and A-1.7 respectively, include: (1) Chinatown cultural heritage district; (2) Arts + Garage district (focused around 25th Street); and (3) Jack London Maker district (west of Broadway near 3rd Street). It is

important to consider these assets within the larger context of cultural spaces citywide and to create linkages in physical design and uses to span between the periphery of these districts and to other cultural assets and to the people whom they celebrate and serve.

Following the example of museum curators who guide visitors through exhibitions with visual and written cues, telling them a story as they follow along, the City of Oakland can partner with downtown cultural institutions, businesses, and artists to develop a curated experience for all downtown workers, visitors, and residents that invites them to experience Oakland's rich history and cultural assets. A key part of this strategy is to identify how existing streets and public spaces work together with downtown's cultural assets to deliver a seamless experience for people, how they acknowledge Oakland's heritage and artists, and where there is a need for new public spaces and connections

- Plan Topics Addressed:
 - Arts & Culture
 - Mobility, Connectivity & Access
- Potential Tools Utilized:
 - Integrated system of walking and biking paths between districts (including requirements for art in the public right-of-way):
 - Green loop – The “green loop” is a circulation concept linking the Lake Merritt, Lake Merritt Channel, and Estuary waterfronts to improvements along Martin Luther King Jr. Way and 20th Street to form a continuous walking & biking loop surrounding downtown. The “Green Loop” concept could also be expanded to directly connect West Oakland to downtown and the waterfront along Market Street and 14th Street (overlapping with the “West Oakland Walk” concept described below). This integrated circulation system (that can be explored to include additional key connecting streets) would help to link together the Uptown, Art + Garage District, Black Arts Movement & Business District, Jack London Maker District, and Chinatown.
 - West Oakland Walk - Complementing the “Green Loop” concept is the “West Oakland Walk” circulation concept of connecting the system of parks, schools, historical sites, and community places along 14th Street and 18th/19th Street from Lakeside Drive downtown to Wood Street in West Oakland.
 - Marketing and branding including press and media relations support, a City web and social media presence, promotion of special events and cultural activities/tourism marketing
 - Dedicated implementation plan for developing an overarching arts and cultural district strategy

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Acknowledges the value of approaching cultural districts holistically, thus lifting all districts - Could result in a coordinated public realm investment approach - Aligns with the City’s Cultural Plan - Allows for creative place making and place keeping, by preserving historical Black, Latino and Chinese places where visitors can experience tangible, authentic Oakland history and simultaneously empower the youth of color by revealing historical themes of entrepreneurship, civil rights, etc. 	<ul style="list-style-type: none"> - Requires significant coordination between city departments - Could result in reduced levels of public realm investments elsewhere in the city if public realm improvements for the West Oakland Walk and Green Loop are funded through the city’s existing limited Capital Improvement funds. Further, new investments must factor in maintenance costs, or face degradation over time.

- Implementation:

- Timeframe: Short- to Medium-Term (1-6 years)
- Responsibility: City of Oakland Department of Planning & Building, Department of Cultural Affairs, Department of Transportation
- Potential Funding Sources:
 - Capital Improvement Program
 - ‘Visit Oakland’ assistance for marketing and branding
 - Public/private partnerships

Strategy Option A-1.3: Provide support for Black-owned businesses in the Black Arts Movement Business District (BAMBD) and promote the district with marketing and branding materials, including signage, banners, and historical markers.

- Description & Approach:

Founded in 2016 by City Council resolution, the Black Arts Movement Business District (BAMBD) spans from Lake Merritt to Wood Street in West Oakland along the 14th Street corridor, includes community anchors such as the Malonga Casquelourd Center for the Arts and the African American Museum and Library, and celebrates spaces and businesses dedicated to Black expression. A semifinalist in the California Arts Council candidate for a State Cultural District pilot program and the first district of its kind, the BAMBD is an opportunity to celebrate Black history and identity while promoting both racial equity and tourism downtown and fostering connections between downtown and West Oakland. Despite the designation by City Council, many Black-owned businesses located in the BAMBD are vulnerable to displacement. Also, incentives need to be established to attract new Black-owned businesses and the district needs to be promoted within the broader context of downtown and of Oakland as a whole.

- Plan Topics Addressed:
 - Arts & Culture
 - Jobs, Training & Economic Opportunity
 - Public Realm & Preservation
- Potential Tools Utilized:

The following tools could be used in addition to the cultural district zoning overlay described under Strategy Option A-1.1:

- Map and quantify the amount of black-owned businesses in the district (as a baseline for measuring the effectiveness of protection and growth strategies)
- Create a legacy-business fund - like the San Francisco Legacy Business Registry and Preservation Fund (Proposition J), which provides technical assistance, subsidies, and grants for qualified legacy businesses & anchor institutions
- Identify opportunities to support the City’s Economic and Workforce Development Department with implementation of the City’s Economic Development Strategy, which calls for supporting small businesses, specifically targeting business support services designed to remove barriers for underrepresented populations, including businesses owned by people of color and women
- Separate, dedicated strategic plan process to promote the priorities of the BAMBD (CDC)
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Promotes the preservation of culturally significant black-owned businesses and institutions - Enhances a one-of-a-kind cultural district that will attract many to downtown - Helps in the revitalization of the 14th Street Corridor - Could encourage African Americans in other parts of Oakland to patronize downtown. 	<ul style="list-style-type: none"> - Could fall into favoritism if the process for selecting eligible businesses to protect and support is not carefully conducted - Public improvements and marketing support could lead to increased property values and rents without small business support and access to capital - Could result in reduced levels of public realm investments in other areas experiencing disinvestment with concentrations of people of color if public realm improvements for the BAMBD are funded through the city’s existing limited Capital Improvement funds

- Implementation:
 - Timeframe: Short-Term (1-2 years)

- Responsibility: City of Oakland Departments of Planning & Building, Economic & Workforce Development, and Race & Equity, as well as the BAMBD (CDC)
- Potential Funding Sources:
 - Federal, state & local historic preservation grants and incentive programs
 - City Capital Improvement funds for street design upgrades and new urban design elements along 14th Street and capital improvements to the Malonga Casquelourd Center for the Arts
 - ‘Visit Oakland’ assistance for marketing and branding
 - Public/private partnerships

Strategy Option A-1.4: Support the creation of a Chinatown Cultural Heritage District.

- Description & Approach:

One of the oldest Chinatowns in the United States, Oakland Chinatown was settled in the second half of the 19th Century, when the Chinese community put down roots around 8th Street and Webster. Since then, Chinatown has expanded (at one point reaching all the way to the waterfront) and contracted. No longer just Chinese, this 16-block area includes Korean, Vietnamese and Japanese residents and businesses. While Chinatown has successfully maintained its cultural heritage, there are community members who are concerned that nearby development is encroaching and would like to see the neighborhood become a more well-defined and recognizable district. Supporters of a locally designated Cultural Heritage District believe that to prevent cultural displacement in the face of growing development pressure it is important to invest in the formal protection of the neighborhood.

- Plan Topics Addressed:

- Arts & Culture
- Jobs, Training & Economic Opportunity
- Public Realm & Preservation

- Potential Tools Utilized:

The following tools could be used in addition to the cultural district zoning overlay described under Strategy Option A-1.1:

- Design guidelines that require new buildings to be compatible with the surrounding and historic context in terms of massing and architectural character
- Legacy business fund - like the San Francisco Legacy Business Registry and Preservation Fund (Proposition J), which provides technical assistance, subsidies and grants for qualified ethnic businesses & cultural institutions
- Incentives for the adaptive reuse and preservation of culturally significant and historic buildings

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Protects cultural institutions and ethnic businesses - Preserves traditional design elements and existing character - Helps attract more visitors and potential customers - Aligns with City’s Cultural Plan 	<ul style="list-style-type: none"> - Could lead to the commodification or caricaturizing of Chinatown - Could discourage natural growth and evolution in the neighborhood - Public improvements and support could lead to increased property values and rents, which would have adverse impacts on low income/monolingual seniors continuing to live in place

- Implementation:

- Timeframe: Mid-Term (3-6 years)
- Responsibility: City of Oakland Departments of Planning & Building, Economic & Workforce Development, and Cultural Affairs
- Potential Funding Sources:
 - Federal, state & local historic preservation grants and incentive programs
 - Establishment of a new Business Improvement District (BID), Special Improvement District (SID), downtown Development District, or Community Development Corporation (CDC)
 - Cultural Facilities Grant monies
 - City Capital Improvement funds for street design upgrades
 - ‘Visit Oakland’ assistance for marketing and branding
 - Public/private partnerships

Strategy Option A-1.5: [Alternative to Strategy Option A-1.4] Maintain Chinatown as a Naturally Occurring Cultural District (NOCD), while providing support to local ethnic businesses and existing cultural institutions.

- Description & Approach:

While some Chinatown residents like the idea of establishing a formal Cultural Heritage District, others fear that this will turn the neighborhood into a kind of “Disneyland,” catering to tourists above all other needs. Many characterize Oakland Chinatown as unique among other similar areas precisely because it still functions as a neighborhood where residents can meet their daily needs such as attending medical appointments, shopping for culturally-appropriate food and accessing transportation in close proximity to their homes. Therefore, as an alternative to establishing a formal Cultural Heritage District, the Plan could focus on supporting key cultural institutions and anchor businesses, and on investing in much needed street improvements - while still allowing for the neighborhood to change as the downtown evolves and responding to new market trends and development.

- Plan Topics Addressed:

- Arts & Culture
- Jobs, Training & Economic Opportunity

- Potential Tools Utilized:
 - Legacy Business Fund - like the San Francisco Legacy Business Registry and Preservation Fund (Proposition J), which provides technical assistance, subsidies, and grants for qualified ethnic businesses & cultural institutions

Identify opportunities to support the City’s Economic and Workforce Development Department with implementation of the City’s Economic Development Strategy which calls for supporting small businesses, specifically targeting business support services designed to remove barriers for underrepresented populations, including businesses owned by people of color and women
 Incentives such as Floor Area Ratio (FAR), height and density bonuses, and streamlined permitting processes in exchange for providing cultural spaces and specified community-serving uses

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Protects key cultural institutions and anchor businesses - Allows for new development, growth, and the natural evolution of the neighborhood - Supports necessary street improvements to enhance safety and curbside management 	<ul style="list-style-type: none"> - Continued loss of small ethnic businesses and supporting buildings could lead to cultural displacement and the shrinking of Chinatown - Could fail to preserve Chinatown as a distinct cultural area - Could lead to the loss of existing architectural character

- Implementation:
 - Timeframe: Mid-Term (2-6 years)
 - Responsibility: City of Oakland Departments of Planning & Building, Economic & Workforce Development, and Cultural Affairs
 - Potential Funding Sources:
 - Cultural Facilities Grant monies
 - City Capital Improvement funds for street design upgrades

Strategy Option A-1.6: Support the creation of an Art + Garage District in KONO.

- Description & Approach:

The KONO neighborhood is home to Korean-serving businesses, and a growing list of multi-ethnic restaurants, shops and services. It is also home to a creative arts community that hosts the vibrant monthly First Friday event where thousands of people from across the region come together to experience art, music and local cuisine. The area’s narrow streets and early industrial buildings give it a distinct edgy appeal. Several galleries and artisan maker spaces are housed in renovated garage buildings. Rising rents and development pressure are threatening the character and tenants of the neighborhood. The formal designation of an Art + Garage District primarily focused around 25th Street can not only help preserve the uses and buildings in KONO, but it can also be leveraged as a cultural asset for Oakland as whole.

- Plan Topics Addressed:
 - Arts & Culture
 - Public Realm & Preservation

- Potential Tools Utilized:

The following tools could be used in addition to the cultural district zoning overlay described under Strategy Option A-1.1:

- Code changes that establish contemporary categories for manufacturing, artisan, and arts-related uses, set minimum gross floor area requirements for arts uses in new developments, and allow rooftop cultural spaces
- Temporary Activity Permit (see Strategy Option A-1.9) to allow for pop-up arts uses for a predetermined period of time
- Incentives such as Floor Area Ratio (FAR), height & density bonuses, residential-use exemptions where housing is currently prohibited, streamlined permitting, and expedited approvals in exchange for market-rate and/or affordable arts, culture, and maker spaces
- Similar incentives for the adaptive reuse and preservation of smaller, early 20th century production buildings (see Strategy Options L-1.3 and L-1.4)
- Replacement ordinance that requires the replacement of creative maker/production space or payment replacement fee for spaces taken off line

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Preserves character - Reduces the displacement of artists and makers in downtown - Attracts visitors and could increase property values 	<ul style="list-style-type: none"> - Increased property values could lead to higher rents and the displacement of smaller, independently owned galleries and art-related nonprofits - Competes with housing needs in the KONO neighborhood - Competes with the space needs of other desirable small businesses, such as retail and existing non-arts industrial uses - Could detract from the Korean identity and character already present in the neighborhood

- Implementation:

- Timeframe: Short-Term (1-2 years)
- Responsibility: City of Oakland Department of Planning & Building and Cultural Affairs
- Potential Funding Sources:
 - Federal, state & local historic preservation grants and incentive programs
 - Establishment of a new Business Improvement District (BID), Special Improvement District (SID), Downtown Development District, or Community Development Corporation (CDC)
 - ‘Visit Oakland’ assistance for marketing and branding
 - Public/private partnerships

Strategy Option A-1.7: Support the creation of the Jack London Maker District.

- Description & Approach:

In the Jack London District, primarily in the west of Broadway area and in the Waterfront Warehouse areas there are several early- to mid-20th century warehouse and manufacturing buildings, some of which have been converted to arts or creative office uses. Formalizing a cultural/ maker designation in these areas would help to alleviate pressure to convert to other uses.

- Plan Topics Addressed:
 - Arts & Culture
 - Public Realm & Preservation
- Potential Tools Utilized:

The following tools could be used in addition to the cultural district zoning overlay (see Strategy L-1.2):

- Code changes that establish contemporary categories for manufacturing, artisan, and arts-related uses, set minimum gross floor area requirements for arts uses in new developments, and allow rooftop cultural spaces
 - Temporary Activity Permit (see Strategy A-1.9) to allow for pop-up arts uses for a predetermined period of time
 - Incentives such as Floor Area Ratio (FAR), height & density bonuses, residential-use exemptions where housing is currently prohibited, streamlined permitting, and expedited approvals in exchange for market-rate and/or affordable arts, culture, and maker spaces
 - Similar incentives for the adaptive reuse and preservation of smaller, early 20th century production buildings (see Strategy Options L-1.3 and L-1.4) some of which may not be included in the current historic districts (i.e., Area of Primary Importance (API) or Area of Secondary Importance (ASI) categories)
 - Replacement ordinance that requires the replacement of creative maker/production space or payment replacement fee for spaces taken off line
 - Ordinance to address possible complaints from new residents facing impacts from existing (or new industrial/maker) uses
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Preserves character - Reduces the displacement of artists and makers in downtown - Attracts visitors and could increase land values 	<ul style="list-style-type: none"> - Could introduce housing (as a way to incentivize maker space) where new residents could complain about maker-type activities unless the implications of the intended mix is clearly publicized. - Limiting uses may cause vacancies, or compete with other desirable uses for the area

- Implementation:
 - Timeframe: Mid-Term (3-6 Years)

- Responsibility: City of Oakland Departments of Planning & Building, and Cultural Affairs
- Potential Funding Sources:
 - Federal, state & local historic preservation grants and incentive programs
 - Establishment of a new Business Improvement District (BID), Special Improvement District (SID)
 - City Capital funding for cultural spaces and Cultural Facilities Grant monies
 - ‘Visit Oakland’ assistance for marketing and branding
 - Public/private partnerships

Strategy Option A-1.8: Continue leasing city-owned properties downtown at below-market rents for arts and culture uses utilizing the City’s existing process.

- Description & Approach:

In 2015, the Mayor’s Artist Housing and Workspace Task Force recommended using City-owned property to provide affordable space for arts organizations, with long-term leases. To implement this recommendation, the City recently approved two below-market, long-term leases for Betti Ono and Pro Arts Gallery, located on City-owned property at 150 Frank Ogawa Plaza. The City also has less formal below-market rate lease arrangements for other significant cultural institutions, including the Malonga Center for the Arts and the Oakland Asian Cultural Center. The City is in the process of formalizing the below-market rate leases with various arts organizations housed at the Malonga Center for the Arts and should continue to codify the process of securing permanent leases for arts organizations in City-owned facilities. As part of the Downtown Specific Plan, the City can evaluate other vacant or underutilized properties it currently owns downtown, six of which have been identified in the Land Use Development and Mobility Options section, to determine which spaces might be appropriate for arts uses. These spaces could be leased (long-term) to a nonprofit or other arts organization to rehab, lease, and manage the space for arts uses at below market rates.

- Plan Topics Addressed:
 - Arts & Culture
 - Jobs, Training & Economic Opportunity
- Potential Tools Utilized:
 - Public/private partnerships
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Establishes a larger stock of affordable arts and culture spaces - Helps to reduce vacancies 	<ul style="list-style-type: none"> - Competes with other community needs that could be also be fulfilled using city-owned land

- Implementation:
 - Timeframe: Short- to Mid-Term (1-6 years)
 - Responsibility: City of Oakland Departments of Planning & Building, Economic & Workforce Development, and Cultural Affairs, as well as selected nonprofit partners
 - Potential Funding Sources:

- Public/partnerships

Strategy Option A-1.9: Incentivize the use of existing privately-owned, vacant or underutilized buildings as temporary affordable art, retail, or social enterprise space.

- Description & Approach:

Activating vacant storefronts and empty lots with temporary uses, or “pop-up” uses, is not new to Downtown Oakland. In 2011, Sarah Filley of Popuphood pioneered a pop-up retail experiment that helped transform Old Oakland into a thriving retail district by facilitating an arrangement to offer local independent businesses six months free rent to test out their businesses.¹⁸ The City has continued to explore pop-up temporary uses. Red Bay Coffee is located in a shipping container near the Hive on Broadway in Downtown Oakland and Equator Coffee and Urban Remedy are located in shipping containers on vacant land just outside of downtown. The Museum of Capitalism is located in a vacant storefront in Jack London Square. The “Paint the Town!” program is an innovative street mural collaboration with the Department of Transportation. Downtown has also had numerous temporary art installations on vacant parcels. Although successful examples of temporary and pop-up uses exist, many of downtown’s ground floor storefronts sit vacant despite high demand for affordable arts, retail and non-profit space.

- Plan Topics Addressed:

- Arts & Culture
- Jobs, Training & Economic Opportunity
- Public Realm and Preservation

- Potential Tools Utilized:

- Work with the Mayor’s Artist Housing and Workspace Task Force to establish a program with a local non-profit to create temporary artist studios or other arts uses in vacant retail spaces or buildings planned for redevelopment that are going through the entitlement process
- Establish a temporary use classification in the zoning code (that could apply to uses as well as temporary interactive art installations)
- Work with the Bureau of Building Services to identify vacant properties most versatile for accommodating a variety of uses (i.e., evaluate “occupancy status” of vacant buildings to determine those that could accommodate artistic, retail or non-profit uses)
- Consider evaluating City requirements, such as Planning Code design requirements, Building Code, and Fire Dept. requirements, as well as legal (liability insurance) requirements) to make it easier to change the occupancy requirements of vacant buildings to serve as temporary arts uses.
- Consider ways to streamline permitting, reduce approval process time and reduce permit fees
- Evaluate State Assembly Bill 2719, ‘Mobile retail operations and pop-up operations: model local ordinance or resolution,’ for applicability downtown

¹⁸ Jesse Hirsch, “A Few Temporary Stores or a Neighborhood,” *The New York Times* (Dec. 2 2011), <https://www.nytimes.com/2011/12/02/us/popuphood-opens-temporary-store-neighborhood-in-oakland.html>

- Tradeoff Analysis:

Pros	Cons
- Activate the downtown while providing affordable space for artists and local small businesses	- Requires considerable coordination and staff resources that would have to be identified.

- Implementation:

- Timeframe: Mid-Term (3-6 years)
- Responsibility: City of Oakland Departments of Planning & Building, Cultural Affairs, and Economic & Workforce Development, as well as the Mayor’s Office
- Potential Funding Sources:
- Public/private partnerships

Strategy Option A-1.10: Expand the definition of entertainment (to encompass bars, night clubs, and art galleries, for example) to promote downtown as an entertainment destination and streamline event permitting.

- Description & Approach:

According to the Special Events Task Force, composed of staff from the City Administrator’s Office, Mayor’s Office, Cultural Affairs Office, Oakland Police Department, Oakland Fire Department, and Building Services & Planning Department, several barriers currently exist which discourage proper compliance with special event permit requirements. These barriers include a lack of clarity around the rules that govern entertainment, administrative obstacles requiring applicants to navigate various City, County, and State departments, and the expense of bringing an event space into compliance.¹⁹ Other community members have cited the difficulty of meeting all the necessary requirements having to visit Special Events Unit at the OPD’s Eastmont Precinct for paperwork and then the Special Activities Unit of the City Administrator’s office for a separate sound permit, and meet criminal background checks and other broad conditions for denial even if alcohol is not served. Procedures for obtaining cabaret requirements were also described as difficult and outdated.²⁰

Recommendations from the Task force include the creation of a “one-stop shop” online application, a user-oriented website that provides all information relevant to event permitting, and amendments to the planning code that would authorize ongoing accessory events in appropriate zones downtown, eliminating the need to apply for individual events.

- Plan Topics Addressed:
 - Arts & Culture
- Potential Tools Utilized:

¹⁹ Sabrina Landreth “Status Report on Executive Order 2017-1: Improving Safety of Non-Permitted Spaces While Avoiding Displacement” (June 27, 2017): 4, <http://www2.oaklandnet.com/oakca1/groups/cityadministrator/documents/memorandum/oak064643.pdf>

²⁰ Sam Lefebvre, “Critics Say Oakland’s Entertainment Permit Process Too Arduous”, <https://www.eastbayexpress.com/oakland/critics-say-oaklands-entertainment-permit-process-too-arduous-contributes-to-unsafe-spaces-like-ghost-ship/Content?oid=5084053>

- Streamline special event permitting by creating a “one stop shop” and central point of contact
- Review and update entertainment and event regulations such as Oakland Municipal Code Chapters 5.12 Cabarets, 9.52 Special Event Permits, and 12.56 Sound Amplification Equipment, and Planning Code Chapter 17.58 Central Business District Zones Regulations, specifically requirements for Conditional Use Permits for Group Assembly downtown, and Chapter 17.103 Special Regulations for Certain Uses (Section 17.103.030 Alcoholic Beverage Sales Commercial Activity)
- Create cohesive, transparent civilian oversight and promoter commission
- Address noise complaints pro-actively by establishing ‘no complaint’ zones (near night clubs, rehearsal spaces, along parade routes, etc.) wherein, police will not respond to complaints about noise
- Explore City subsidizing special events through fee reductions and exemptions
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Ensures smaller special events and those representing minorities have a chance to remain in downtown - Encourages more cultural events and festivals downtown - Regulating a broader definition of entertainment than just cabaret or special event could result in a broader source of fee revenue 	<ul style="list-style-type: none"> - Could potentially lead to bias if the selection process for fee exemptions or reductions is not transparent; therefore, any process would require clear criteria to avoid favoritism - Fee reductions or exemptions would require a change to the City’s Master Fee Schedule

- Implementation:
 - Timeframe: Short-Term (1-2 years)
 - Responsibility: City of Oakland Police Department, Fire Department, Office of the City Administrator, as well as the Department of Cultural Affairs and Neighborhood Services
 - Potential Funding Sources:
 - Reallocation of Measure C/TOT Funds
 - Visit Oakland Grants (paired with adoption of cultural equity guidelines and close coordination with City’s Cultural Arts and Marketing Unit to produce neighborhood-level events and activities)
 - Proportional Fee (larger special events help cover the cost of smaller ones)

Additional Strategy Options

Strategy Option A-1.11: Implement the “Oakland Green Loop” to help connect all the cultural districts within downtown together.

Strategy Option A-1.12: Implement the “West Oakland Walk” to help connect West Oakland to arts and cultural districts within downtown.

Strategy Option A-1.13: Enhance the Oakland Cultural Asset Map (2018), created by the City of Oakland Department of Cultural Affairs, to identify specific cultural assets facing displacement (defined in partnership with the community and the City’s Cultural Arts and Marketing Unit), as well as those that have already been lost.

Strategy Option A-1.14: Support the preservation and celebration of historic buildings and civic spaces that have played a significant role in Oakland’s history and culture (see Strategy Options L-1.3 and L-1.4).

Additional Strategy Options

Strategy Option A-1.15: Study the possibility for implementing ‘Creative Enterprise Zones’ in identified arts and cultural districts as an alternative to creating a formal arts district with a zoning overlay.

Strategy Option A-1.16: Create a Cultural Space Certification Program managed by the City’s Cultural Arts and Marketing Unit, to publicly acknowledge and brand developments that create and preserve cultural spaces.

Strategy Option A-1.17: Connect available and underutilized venues with those seeking spaces for special events.

Strategy Option A-1.18: Reduce regulatory barriers such as permit costs, business license and fingerprinting requirements, to outdoor vendors in downtown - particularly within arts and culture districts, parks, and public gathering spaces (see also Strategy Option S-1.7).

Strategy Option A-1.19: Establish guidelines for cultural activities, festivals, and street artists that support public performances and cultural gatherings and seek to improve cross-cultural interaction and build tolerance and decrease potential conflicts between artists/attendees and the surrounding community.

Ideas to Explore Further

- Foster more collaborative practices between arts organizations to better assess needs, distribute resources, and share knowledge between them.
- Expand existing technical assistance in business skills and marketing, etc. and continue and expand the Keeping Space-Oakland program, which provides technical and financial real estate support for arts organizations facing displacement, particularly for artists of color and artists from vulnerable communities.
- Increase funding and support for arts & culture programs and organizations, particularly for ethnic minority groups and artists of color, by reallocating Measure C Funds (TOT/Hotel Tax) which would require a ballot initiative.

Land Use, Public Realm and Preservation

The Downtown Oakland Specific Plan will establish the framework for how downtown Oakland will grow and change over the next 20 to 25 years. The Plan will introduce new zoning regulations, design guidelines and other development-related policies to shape growth that is focused, promotes transit ridership, builds demand to support businesses, and creates a downtown that is active at all times of the day. The Plan will include clear plans for connecting downtown Oakland's distinct neighborhoods and waterfront areas, and help guide the city's future public investment decisions. The Specific Plan is projected to improve downtown's role as the economic engine of the City, and thereby support the delivery of services to residents throughout the whole city. The following outcomes and strategy options seek to improve the built environment, centering the City's most vulnerable residents.

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

Existing Condition

Leveraging Assets

While Downtown Oakland can be seen as a destination in and of itself, it also includes several notable neighborhoods and districts with distinct characters including Koreatown/Northgate (KONO), Uptown, the Central Core, the Lake Merritt Office District, Lakeside, West of San Pablo, Chinatown, Old Oakland, and Jack London. Each downtown neighborhood has unique characteristics and offer different opportunities for preservation, evolution, and transformation. Downtown also features several vacant and underutilized sites, including surface parking lots, that could accommodate much needed office space, as well as supporting new residential, arts, and entertainment uses. Projects in the pipeline that have been or are scheduled to be completed between 2015 and 2020, will provide a combined estimate of 4.8 million square feet of office space (most of which is Class A office), 565 thousand square feet of commercial retail space, and 9 thousand residential units (5% of which are low or very-low income units).²¹

Identifying Barriers to Success

Oakland's booming real estate market necessitates a careful look at the causes and consequences of neighborhood change to protect residents that are the most vulnerable to displacement and rising costs. Wages for residents of color have not kept pace with either the wages of white residents or skyrocketing housing prices.²² This has resulted in demographic shifts such as a reduction in the share of African-American residents in downtown from 29% to 20% from 2000 to 2011-2015.²³ These shifts include displacement of individual households, the loss of affordable commercial spaces, changing neighborhood character and the loss of cultural resources that many residents have raised concerns about during the Specific Plan process. Housing is usually the single largest expense for households, particularly for low-income families and households of color. An even larger disparity exists between white and black renter households, who are burdened with housing costs over 30% of their household

²¹ Estimates calculated from the City of Oakland's "Major Project List", April 2018.

²² City of Oakland, *Downtown Oakland Disparity Analysis* (January 2018): 29-31.

²³ US Decennial Census, 2000, 2010; American Community Survey, 2011-2015 5-Year Estimates; Strategic Economics, 2017.

income at the rates of 40.1% and 63.4%, respectively.²⁴ With only roughly 430 low-income units currently in the pipeline for downtown, demographics will continue to shift toward wealthier residents, and African Americans will likely continue to be displaced.²⁵

A stark contrast can also be seen in areas that have received investment over the past iteration of a Downtown Oakland Specific Plan and in those that have not. The cycle of wealthy areas receiving higher levels of new investment provides added advantage to higher income residents. Moreover, this pattern manifests itself through racial disparities, offering less opportunities for immigrants and people of color. While many factors lead to the creation of racialized places, past policies and development practices have contributed by providing jobs, housing, services, design standards, enforcement activities and amenities disproportionately, serving certain communities more than others, thus making it easier for those already with access to build greater wealth. People of color, particularly African Americans, have not historically reaped the benefits of development in Oakland.²⁶ City policies will need to consider all communities, particularly those that are most vulnerable, to ensure that development serves the needs of everyone. In addition to pursuing more equitable implementation of capital improvement programs that could help rectify the geographic and racial disparities in public investment downtown, zoning should be evaluated to ensure that it assists with achieving an equitable development strategy.

Measures of Success

Capital improvement dollars spent in disinvested areas (consider formerly redlined areas that have not already gentrified as a proxy)

- Character of neighborhoods retained
- Community benefits achieved through new development
- Nonprofits retained with affordable office space
- Number of businesses in the downtown owned by people of color

Strategy Options

Note: The strategy options elaborated in this Report assume a detailed review of current zoning downtown with recommended revisions to ensure that regulations reflect neighborhood goals and feasible development potential. This new zoning framework should address the need for a clear development hierarchy, improved public space standards, updated street design, building-form criteria, and streamlined development requirements to ensure flexibility and predictability for developers and the community.

Such a zoning framework to be recommended by the Specific Plan should identify types of environments and intensities of development intended for each neighborhood and focus area in downtown. These classifications serve to inform policy and can be executed through zoning, land-use regulations, and design guidelines. After analyzing targeted sections of current zoning ordinances, the following principles emerge as priorities to alleviate inconsistencies between current regulations and the Specific Plan Vision:

²⁴ City of Oakland, *Downtown Oakland Disparity Analysis* (January 2018): 18.

²⁵ Estimates calculated from the City of Oakland's "Major Project List", April 2018.

²⁶ City of Oakland, *Downtown Oakland Disparity Analysis* (January 2018): 8-10.

1. Relate height, bulk, and intensity of development to corresponding lot patterns, building footprints, and building types, focusing higher intensity at key nodes of activity. Development in alignment with the vision should be permitted “by right.” Where development is not in alignment, applications should go through the Bureau of Planning discretionary review process;
2. The zoning map will reflect the plan’s intent depicting nodes of intensity, transitions, and historic areas to preserve based on community input and data analysis;
3. Provide a range of frontage types within each zone to activate the public realm. Such calibration should elevate shopfront frontage to industry standards and enrich the palette with porch, gallery, stoop, dooryard, terrace, gallery, arcade, lightwell, etc.;
4. Permit a range of minimum and maximum lot sizes based on each zone to reflect desired and existing patterns. The lot sizes directly translate to correlating building footprint and building types standards;
5. Incorporate standards for public open space design and thoroughfare design; and,
6. Locate all building form standards in each zone’s building form pages versus having to search throughout the document and in other documents to locate standards. Standards will ensure a mix of building types, heights and uses in downtown.

Strategy Option L-1.1: Create a streamlined development incentive program for downtown that features choices from pre-defined benefits that address the community’s most pressing needs and goals.

- **Description & Approach:**

Ensuring that community-benefitting uses are incorporated into new developments is an increasingly important aspect of planning in Oakland. With so much growth and change on the horizon, both improvements and modifications to community spaces and places are essential. A new zoning framework focused on a hierarchy of building forms and place types can facilitate this important process by implementing up-front requirements and by providing options to be used as incentives. Today, the increasing demand by the public for community benefit agreements (CBAs) often results in drawn-out negotiations that slow down project approvals and do not always focus on the overall community’s most urgent needs.

The Downtown Specific Plan can recommend the creation of a more standardized development incentive program beyond the existing affordable housing density bonus program that lays out a specific set of community-benefitting uses, such as arts space, low-income housing, or affordable ground-floor commercial space, required or recommended for new development projects. For instance, the program could require developments in a specific area that seek to build over a certain height or density to accommodate a certain percentage of *one* of the priority spaces identified in the Specific Plan.

- **Plan Topics Addressed:**
 - Arts & Culture
 - Mobility, Connectivity & Access
 - Jobs, Training & Economic Opportunity
 - Housing & Affordability
 - Sustainability, Health & Safety

- Potential Tools Utilized:
 - Public Policy
 - Land Use and Zoning Regulations

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Provides certainty about expectations for both developers and community - Helps expedite the development review process - Seeks to balance the number of requirements and incentives placed upon developers - Directs the biggest share of resources to the community-benefitting uses that are most needed 	<ul style="list-style-type: none"> - Will require City resources to define/adopt such a program - Success will depend on strong upfront collaboration with community groups to make sure the community-benefitting uses selected represent the overall community's priorities - Will require ongoing staff attention and oversight

- Implementation:
 - Timeframe: Short-Term (1-2 years)
 - Responsibility: City of Oakland Department of Planning & Building
 - Potential Funding Source:
 - Future changes to city budget allocations
 - Strategic Growth Council (SGC) Grants

Strategy Option L-1.2: Encourage incremental development to fill in gaps in the existing urban fabric and, wherever appropriate, facilitate the aggregation of multiple parcels to unlock additional development potential.

- Description & Approach:

Vacant, underutilized, and surface parking lots could accommodate needed office space, as well as supporting arts, residential, entertainment, and retail uses. An incremental infill strategy not only helps to activate neighborhoods, but it also takes advantage of existing underutilized properties. This strategy is particularly relevant moving forward since many larger opportunity sites in downtown are already being developed. While incremental infill is a key strategy to accommodate growth gradually and with softer impacts on the surrounding neighborhood and character, identifying opportunities for larger and more transformative developments is also important, especially given the growing scarcity of larger sized parcels. Prioritizing large-floorplate office and commercial uses in pre-defined opportunity areas is one way to accommodate such developments.

- Plan Topics Addressed:
 - Jobs, Training & Economic Opportunity
 - Housing & Affordability
 - Public Realm and Preservation

- Potential Tools Utilized:
 - Public Policy

- Land Use and Zoning Regulations
- Urban Design as Economic Development
- Affordable-by-Design Building Types
- Performance Measures & Comprehensive Incentive Packages
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Smaller, incremental fill encourages building types that are more affordable than high-rise construction - Infill helps spread intensity from a few towers into neighborhoods, distributing private investment more thoughtfully, blending more with the surrounding, and avoiding the impact of high-rise construction - High-rise office construction is only feasible on larger (aggregated) sites - Larger developments on aggregated parcels can accommodate more transformative projects with more opportunities for community benefitting uses 	<ul style="list-style-type: none"> - Increased infill often replaces existing surface parking and garages, so developments will have to address mobility in other ways or find creative solutions to provide parking - Lower construction costs of infill do not guarantee lower housing costs or rents - Aggregating parcels can lead to projects that disrupt local character - Larger developments have longer and more disruptive construction periods - Because of the scarcity of larger and/or multiple adjacent underutilized parcels, facilitating parcel aggregation may necessitate the removal of existing buildings

- Implementation:
 - Timeframe: Mid-Term (3-6 Years)
 - Responsibility: City of Oakland Department of Planning & Building
 - Potential Funding Source:
 - Affordable housing development funds
 - County and State development funds
 - Oakland Housing Authority, Veterans Administration and County rental subsidy vouchers
 - Strategic Growth Council (SGC) Grants
 - Development Excise Tax
 - Affordable Housing and Sustainable Communities Program

Strategy Option L-1.3: Evaluate standards permitting additions and modifications to historic structures to ensure that they relate to the height, bulk, and intensity of the desired vision. In addition to preservation of specific identified buildings/sites, development on parcels adjacent to contributing structures should also consider the existing historic context.

- Description & Approach:

The requirements for designated City Landmarks, the Downtown Oakland National Register Historic District, and Areas of Primary Importance (API) previously identified through the Oakland Cultural Heritage Survey Program are scattered throughout regulatory documents and design guidelines, as opposed to being easily accessible within the current zoning code, and as a result they are difficult to locate. Additional analysis needs to be conducted during the calibration process of a new zoning system to understand what the standards currently permit (site testing) and where there is mis-alignment with the desired built form. Based on observations of the existing built environment and proposed development projects, new standards could be created that would relate better to the historic fabric by way of height, bulk, scale, and massing.

- Plan Topics Addressed:
 - Housing & Affordability
 - Public Realm and Preservation
- Potential Tools Utilized:
 - Public Policy
 - Land Use and Zoning Regulations
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Appropriate and clearer standards for renovations to historic buildings and projects adjacent to historic properties will help safeguard the places that people love in downtown. - Would consolidate and simplify all regulations and guidelines pertaining to historic structures. 	<ul style="list-style-type: none"> - Requires additional analysis during the calibration process of a new zoning system to understand where there is misalignment between existing standards and the desired built form. - Standards that are overly deferential to existing low-scale, historic buildings may conflict with State, Regional, and City policies to intensify near transit and employment nodes.

- Implementation:
 - Timeframe: Short-Term (1-2 years)
 - Responsibility: City of Oakland Departments of Planning & Building and Cultural Affairs
 - Potential Funding Sources:
 - Future changes to city budget allocations
 - Historic Preservation Tax Credits (HPTC)
 - Mills Act Contracts

Strategy Option L-1.4: Study and develop an updated Transfer of Development Rights (TDR) program that will assist in overall preservation efforts downtown.

- Description & Approach:

Transfer of Development Rights (TDR) programs provide smaller-scale building owners an incentive to retain, reuse, and rehabilitate lower-scale, historic structures in exchange for additional height and development potential in another, more appropriate area. When downtown was re-zoned in 2008, the mechanism which had been in place for almost three decades to allow transfers of density between abutting properties was eliminated. Under the previous Oakland ordinance, a potential sending site could be any property in the City zoned for high-density residential. Generally, receiving areas need to be designated such that resulting height/density does not conflict with the neighborhood vision and predictability of future development. Development rights were made transferable by restricting the number of developable dwelling units or floor area on the sending site. Only properties that abut the sending site could be used as receiving sites; once approved, these receiving sites could use the development rights acquired from the sending sites to exceed density allowed by the receiving site's base zoning.²⁷ It is likely that interest in the previous TDR ordinance was reduced by the need for receiving sites to abut sending sites. In addition, base zoning could typically supply more density than most developers could use.

As a next step in developing a new TDR program, the City can study successful TDR programs in other cities and evaluate feasibility for use downtown. Options include establishing a TDR bank that could purchase development rights from property owners of historic structures, to encourage reuse; and sell rights to property owners in receiving areas. Also, receiving areas could be established to promote other plan goals, such as maximizing development potential within a quarter mile of BART stations. The study should evaluate legal and financial feasibility (including market demand for such a program).

- Plan Topics Addressed:
 - Arts & Culture
 - Housing & Affordability
 - Public Realm and Preservation
- Potential Tools Utilized:
 - Public Policy
 - Land Use and Zoning Regulations
 - Urban Design as Economic Development
 - Affordable-by-Design Building Types

²⁷ *Oakland, California - Planning Code*, Chapter 17.106.050: 'Use permit criteria for increased density or Floor-Area Ratio with acquisition of abutting development rights.'
https://library.municode.com/ca/oakland/codes/planning_code?nodeId=TIT17PL_CH17.106GELODEARR_E_17.106.050USPECRINDEFLEARAACABDERI

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Encourage adaptive reuse of vacant or underutilized historic buildings by creating development incentives for property owners. 	<ul style="list-style-type: none"> - Additional layer of regulations - Need to evaluate legal and feasibility/market feasibility. - Receiving areas need to be designated in a way that resulting height/density does not conflict with neighborhood vision and predictability of future development.

- Implementation:

- Timeframe: Short-Term (1-2 years)
- Responsibility: City of Oakland Department of Planning & Building
- Potential Funding Source:
 - Future changes to city budget allocations
 - City affordable housing development funds
 - County and State development funds
 - Oakland Housing Authority, Veterans Administrations, and County rental subsidy vouchers
 - Strategic Growth Council (SGC) Grants

Additional Strategy Options

Strategy Option L-1.5: Draft and adopt an Adaptive Reuse Ordinance that facilitates the reuse of older and underutilized buildings by relaxing parking, density, and other typical zoning requirements and by providing flexibility in the approval and permitting process.

Outcome L-2: Vibrant and inclusive streets, public spaces, and parks, serve and welcome everyone.

Existing Condition

Leveraging Assets

The Lake Merritt, Lake Merritt Channel, and Estuary waterfronts are key assets to downtown’s natural green infrastructure. Public access to the waterfront is currently limited at Howard Terminal and portions of the Lake Merritt channel. Other portions of the Jack London waterfront and Lake Merritt channel require improvements to paths, lighting, and amenities to enhance accessibility, view sheds, and the overall quality of these areas.

Most of downtown lies within a one-quarter mile walking distance of a park or open space. The greater downtown area has approximately 3.6 acres of open space per 1,000 residents; this is close to the Oakland General Plan’s desired standard of 4 acres per 1,000 residents. There is available land to add new parks, plazas, and gathering spaces throughout downtown’s neighborhoods to help achieve the Oakland General Plan’s standard for this area. New or improved public spaces can impact walkability, public health, and quality of life; as well as supporting nearby businesses. Additionally, initiatives to fill in

gaps in the existing urban tree canopy will lead to greater walkability and improved air quality, ensuring a more comfortable walking experience for everyone.

Identifying Barriers to Success

Today, downtown's connections and gateways between surrounding neighborhoods are unwelcoming. Highways disconnect Jack London and West Oakland from the core of downtown, and Broadway has historically acted as a barrier that cuts off Chinatown from Old Oakland. Street quality and conditions vary by neighborhood; streets identified in the disparity analysis as needing streetscape improvements include the edges of downtown traveling to West Oakland and in historic Chinatown. Neighborhoods like Lakeside, KONO, west of San Pablo, and Jack London don't have as many places for community gathering, nature, and recreation, and neighborhoods like Chinatown do not have adequate outdoor recreational space for the number of people who live there – particularly as the population continues to grow. Tree planting initiatives may require maintenance that is costly for low-income neighborhoods.

Although much of downtown is within walking distance of a park or open space, community members cite lack of maintenance as a chief concern. Inasmuch as several existing open spaces have homeless encampments within them today, strategies that address housing, affordability, health, and social services are needed to help support Oakland's homeless population and provide them with viable and healthy living space alternative (see Strategy Options H-2.2 and H-2.3).

As downtown's neighborhoods grow and its population increases, additional public open spaces will be needed. In order to provide healthy neighborhoods, public open space requirements should include surface level open space. Currently, the City's requirements permit open space within private development to count as public open space, which is not accessible to all neighborhood residents. Additionally, the City should seek to improve existing spaces to better meet resident's needs and add new spaces. The availability of funding resources is a potential barrier to implementing a complete, connected open space network.

Measures of Success

- Stabilization and ____ (benchmark) increase in number of high-quality recreational and community-gathering spaces located in downtown & accessible to all types of Oakland workers and residents, particularly _____ (share vulnerable populations)
- ____ increase in publicly-accessible waterfront area
- Increased programming and use of underutilized parks
- Improved amenities at oversubscribed parks
- Unsheltered residents have places to go and receive services during the day
- Increase of ____ % in tree canopy coverage

Strategy Options

Strategy Option L-2.1: Working with the community, prioritize and implement specific public realm improvements and coordinate development with new parks, gathering spaces, and street enhancements to create a more connected and accessible network of inclusive, high-quality public open spaces.

- Description & Approach:

A connected network of high-quality public open spaces can be achieved through City-led public space improvements, combined with new public spaces that are coordinated with new development. The City can undertake improvements to existing streets, parks, and paseos, as well as construct new small-scale pocket parks, plazas or gathering spaces. Standards for safety and inclusivity should be utilized to guide design (see Strategy Option S-1.1). During DOSP meetings, community members identified a desire for improved streets and new open spaces to be introduced and prioritized where art walks are organically occurring; a need for new parks and gathering space west of San Pablo; and a desire for increased access to waterfront areas. Ideas such as the “Oakland Green Loop” and “West Oakland Walk” can connect arts and cultural districts within downtown on accessible, well-connected paths and sidewalks (see Strategy Options A-1.7 and A-1.11). The disparity analysis also identifies additional areas where investment is needed, such as the edges of downtown traveling to West Oakland and within Chinatown. A map of priority corridors and opportunity areas will be included in the DOSP. Following plan adoption, this can be updated regularly with community input to guide implementation (see Outcome I-1).

To supplement City-led efforts, new parks, cultural gathering spaces, and street improvements can be coordinated with new development on adjacent parcels. The DOSP will identify priority/opportunity sites in areas proposed for intense development. These new or improved public spaces can be implemented through existing mechanisms (such as impact fees) or through a new incentive-based program which targets pre-defined benefits that address community needs (see Strategy Option L-1.1).

- Plan Topics Addressed:

- Arts & Culture
- Mobility, Connectivity & Access
- Public Realm & Preservation
- Sustainability, Health & Safety

- Potential Tools Utilized:

- Capital Improvements
- A new incentive program or Form-Based Code can be used to define specific open spaces or improvements desired of downtown developers, which can be realized in exchange for increased density or other incentives (see Strategy Option L-1.1).
- New parks or public spaces and street improvements can be tied to new development projects’ open space requirements
- Coordinate services and housing for unsheltered residents living in parks
- Provide increased park maintenance
- Universal design and review of improvements by the Mayor’s Commission on People With Disabilities

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Meets many plan goals (improved public health, arts and culture, public realm). - Public investment in parks, open spaces and streetscapes can lead to private investment on adjacent parcels, with potential for additional community benefits (jobs, arts space, housing). - Private development can help to achieve a connected system of improved parks and streetscape, which meets many plan goals (improved public health, arts and culture, public realm). 	<ul style="list-style-type: none"> - Funding availability may limit the amount of improvement the City can undertake each year, though private funding & implementation could supplement this effort. - Public investment can lead to increased property value, which could lead to gentrification. - For spaces achieved in coordination with new development, locations for new infrastructure and outdoor improvements may or may not align with priority areas for improvements because the new development may be located outside of target areas (such as the “green loop”). -

- Implementation:

- Timeframe:
 - Short-Term (1-2 Years): Working with the community, confirm priority areas/streets for improvement and coordinate with available funding sources
 - Short to Mid-Term (1-6 Years): Initial projects begin
 - Long-Term (7-20 years): A network of connected open spaces can be implemented over time
- Responsibility: City of Oakland Departments of Planning & Building, Public Works, Parks & Recreation, and Transportation
- Potential Funding Source:
 - Capital improvement funds
 - Public/private grants
 - Impact fees

Strategy Option L-2.2: Draft and adopt new design standards for development and infrastructure located along key pedestrian corridors to improve walkability, accessibility and connectivity; reflect the community; encourage local artists; show the history and culture of the place; and provide public spaces for gathering and art.

- Description & Approach:

New development along priority pedestrian corridors (identified in the DOSP) should support a highly walkable environment. Design standards should prohibit blank walls along the sidewalk or facing public spaces and require active uses along the sidewalk. Building facades should meet or exceed required levels of transparency (doors and windows). Parking should be required to be screened from pedestrian view. Shade and shelter along the sidewalk can be required through awnings, balconies, and street trees. Shopfronts, outdoor seating, and pedestrian-scaled signage

provide visual interest. In addition, infill development can be encouraged on vacant or underutilized land and pop-ups and vendors can be permitted to activate dead space and catalyze change (See Strategy Option A-1.9).

- Plan Topics Addressed:
 - Mobility, Connectivity & Access
 - Public Realm & Preservation
- Potential Tools Utilized:
 - Land Use & Zoning Regulations: Draft and adopt design standards (through design guidelines or form-based codes) to apply to development along key pedestrian corridors.

- Tradeoff Analysis:

Pros	Cons
- Standards will produce improved walkability on key pedestrian corridors.	- Standards are only effective when/if new development occurs.

- Implementation:
 - Timeframe: Short-Term (1-2 Years)
 - Responsibility: City of Oakland Planning & Building
 - Potential Funding Source:
 - Future changes to city budget allocations

Additional Strategy Options

Strategy Option L-2.3: Increase waterfront access at Howard Terminal with new paths and trails, and/or new developments that include public uses and amenities.

Strategy Option L-2.4: Use zoning changes and economic development incentives to make the iconic and historic waterfront a regional and local amenity with dining, living, entertainment, and civic uses.

Strategy Option L-2.5: Protect, maintain and enhance the natural resources that surround downtown, including Lake Merritt, waterfront areas, and parks/plazas/open spaces.

Strategy Option L-2.6: Draft and adopt streetscape standards to better connect parks and open spaces to one another and to neighborhoods outside downtown, including connecting the downtown core and East & West Oakland with the waterfront. Public streets and rights-of-way can be used for active recreation, community gathering, economic activity, art, cultural activities, and urban greening (see also Strategy Options A-1.7, A-1.11, and M-3.5).

Strategy Option L-2.7: Encourage activity and use of public spaces by designing and implementing a new wayfinding system.

Sustainability, Health, Safety, and Open Space

The Downtown Specific Plan's policies addressing climate change will be informed by the City's Energy and Climate Action Plan. The Plan recommendations will help to improve walking conditions that can help improve health conditions. The plan will address options for new and improved outdoor spaces for a variety of activities. Also, principles of "Crime Prevention Through Environmental Design" (CPTED) can be used to address safety within the downtown, among other strategies, presented below.

Outcome S-1: All Oaklanders can lead safe and healthy lives, enjoying public spaces downtown that provide opportunities to stay active and build community.

Existing Condition

Leveraging Assets

Downtown is home to a range of businesses and resources that can meet daily needs of residents within walking distance and/or accessible by transit. This includes health care and day care facilities, grocery and food establishments, and social services offices. Artist workspaces, cultural facilities, public park spaces, and entertainment destinations contribute positively to quality of life. The City of Oakland has made remarkable progress in public safety improvements since the peak years of the early 1990's but there is still much work to be done²⁸; active community and neighborhood groups can work with the City and Oakland Police to improve safety.

Identifying Barriers to Success

Understanding that the built environment can affect safety and quality of life, crime frequency can be an indicator of circumstances that need to be addressed through design, use, or policy. As described in the Downtown Oakland Disparity Analysis (2018), crime "hot spots" from January 2016 - June 2017 occurred near 7th Street between Broadway and Washington Street, along Franklin and Webster Street between 12th and 8th Street, around the Broadway and 14th Street, near San Pablo and 17th Street, and along Broadway between Grand Avenue and 25th Street. Larceny (personal property) theft and motor vehicle theft accounted for most of the crime reports downtown.

Racial bias may also limit some groups' ability to participate in the public sphere. Several young people of color participating in the Specific Plan process reported feeling unwelcome in the downtown due to intervention, harassment, or perceived hostility from law enforcement, Business Improvement District ambassadors, business owners, and other downtown patrons.

Healthy neighborhoods provide residents with access to parks, healthy food, clean air, safe streets, health care, and social services. In communities where these needs are not met, people are more likely to suffer from chronic disease such as asthma and obesity²⁹. The disparity analysis shows that in downtown (and in the City of Oakland as a whole) African American and Latino populations exhibit the

²⁸ Crime Trends in the City of Oakland: A 25-Year Look (1987 – 2012), 2014.

https://www.law.berkeley.edu/files/Crime_Trends_in_the_City_of_Oakland_-_A_25-Year_Look.pdf

²⁹ Health Planning Guide. Bay Area Regional Health Inequities Initiative.

<http://barhii.org/resources/healthy-planning-guide/>

highest levels of obesity. In addition, from 2013 – 2015 the African American population had almost twice the rate of asthma hospitalization (compared to all other races).³⁰ Black carbon from diesel engines is a leading cause of respiratory illness and is of concern for the high-population neighborhoods adjacent to I-880 and I-980 where concentrations of pollution are the highest. These areas include Jack London, Chinatown, Old Oakland, and West of San Pablo.³¹

As downtown continues to grow, it is important that access to resources by all community members be enhanced and preserved. Affordable commercial rents and workspaces are needed to ensure local businesses and artists are not displaced. Healthy food options can be cost-prohibitive; access to affordable rents for neighborhood groceries and alternative options, such as farmers markets and street vendors, can be part of the solution. Street improvements need to focus on all modes of mobility whereas existing street designs that prioritize car circulation limit mobility and options for safe and easy access to services for those that rely on walking, biking and transit. This is particularly relevant for youth and elderly community members who do not drive.

Measures of Success

- Reduction in crime rate downtown
- Increased perception of safety
- Downtown police officers and BID ambassadors have received bias training
- Increased satisfaction with police (particularly from youth and people of color)
- Health indicators (obesity, asthma rates, respiratory illness) improve for residents of downtown neighborhoods, and racial disparities are reduced in those indicators
- At least one new grocery store locates downtown

Strategy Options

Strategy Option S-1.1: Draft and adopt ‘active design’ guidelines with policies and design standards that create healthier open spaces, promote healthy behaviors, and improve the quality of life for people of all ages and abilities.

- Description & Approach:

The City can draft and adopt ‘active’ design standards for new or improved public spaces that promote use by many Oaklanders, based on recommendations in the downtown Specific Plan. These standards would apply when public spaces are included as part of new development, or when the City invests/improves a public space. For example, standards can require new/improved spaces of a certain size to include seating, public restrooms, art, and creative/efficient/pedestrian-scaled lighting. In addition, new/improved spaces could support multiple uses at different times of the day (to play, exercise, relax, attend events, and connect with nature), and include facilities designed for use by people of many ages, abilities, and cultures (and include the necessary infrastructure to support activities such as electrical outlets for events).

- Plan Topics Addressed:
 - Arts & Culture

³⁰ City of Oakland, *Downtown Oakland Disparity Analysis* (January 2018): 34-35.

³¹ City of Oakland, *Downtown Oakland Disparity Analysis* (January 2018): 37.

- Public Realm & Preservation
- Sustainability, Health & Safety
- Potential Tools Utilized:
 - Land-Use & Zoning Regulations: Draft and adopt design standards (through design guidelines or form-based codes) for new or improved public spaces.
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Ensures the quality/types of spaces that are provided, and that safety and inclusivity are considered as part of the design. 	<ul style="list-style-type: none"> - Only effective when and if improvements or new spaces are planned. - Does not impact existing spaces that do not meet needs of the community today.

- Implementation:
 - Timeframe: Short-Term (1-2 Years)
 - Responsibility: City of Oakland Departments of Planning & Building, Cultural Affairs, and Parks & Recreation
 - Potential Funding Sources:
 - Future changes to city budget allocations

Strategy Option S-1.2: Explore implementation of community safety initiatives, including strengthened community policing and partnerships, bias training for police and other neighborhood peacekeepers, partnerships with mental health service providers, and restorative justice programs and methods.

- Description & Approach:

The DOSP can include recommended policies or initiatives that enable community groups/leaders to improve safety and strengthen community, including community policing and restorative justice methods. Restorative justice methods foster dialogue between victims and offenders, often involving the larger community, seeking to address the needs of those harmed and allowing offenders to take responsibility for their action. Partnerships between community groups and local police can be explored for implementation.

- Plan Topics Addressed:
 - Sustainability, Health & Safety
- Potential Tools Utilized:
 - Implement restorative justice and comprehensive community policing strategies (including Department practice transformation)
 - Nonprofit partnerships

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Strengthen community by fostering communication - Improve outcomes (focus on healing, reduces future offenses) 	

- Implementation:

- Timeframe: Short-Term (1-2 Years)
- Responsibility: City of Oakland Department of Housing & Community Development, the City of Oakland Police Department, the Community Police Review Agency, Business Improvement Districts and community groups
- Potential Funding Sources:
 - Future changes to city budget allocations

Strategy Option S-1.3: Require transportation facilities, including transit stations and parking garages, to be lined with active uses, stay open late and be well-lit, well-maintained, and landscaped.

- Description & Approach: Access to safe and convenient transportation is a key consideration for community members to attend events, frequent businesses or utilize resources located downtown. Design standards can be adopted for transportation infrastructure, including transit stations and new or improved garages that require they be lined at the ground floor level with active uses that are open late (increasing natural surveillance); and that the facilities themselves meet standards for lighting, maintenance and landscaping.
- Plan Topics Addressed:
 - Public Realm & Preservation
 - Sustainability, Health & Safety
- Potential Tools Utilized: Land-Use & Zoning Regulations: Design guidelines or hybrid-form-based code apply to new or improved transportation facilities.
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Standards will ensure future facilities meet expectations for design that fosters safety. 	<ul style="list-style-type: none"> - Significant expense to retro-fitting garages with active uses

- Implementation:

- Timeframe: Short-Term (1-2 Years)
- Responsibility: City of Oakland Planning & Building
- Potential Funding Sources:
 - Future changes to city budget allocations

Strategy Option S-1.4: Transform the Webster Tube surface alignment into a greenway connecting downtown and the waterfront.

- Description & Approach:

The “Webster Green” is a proposed linear greenway between the estuary waterfront and I-880 constructed over the alignment of the underground Webster Tube. Development options are limited on these parcels due to the underground tube infrastructure, so the alignment area today is primarily parking lots and underutilized land. The “Webster Green” vision includes implementing a linear sequence of open spaces, greenspace and hardscape along the Jack London portion of Webster Street, to provide a gathering spot for residents and visitors, and better connect downtown neighborhoods to the waterfront.

- Plan Topics Addressed:

- Mobility, Connectivity & Access
- Public Realm & Preservation

- Potential Tools Utilized:

- Capital Improvements: The City will need to work with Caltrans, who owns the Webster Tube right-of-way, to implement portions of the proposed greenway. Expanding the greenway concept to adjacent city right-of-way could also be considered, as well as private land areas where development potential is limited. Today much of the envisioned greenway area is state-owned.
- Land Use & Zoning Regulations: Improved building facades (including increased transparency and shade/shelter devices) for buildings facing the Webster Green can be realized through design standards (design guidelines or form-based code).

- Tradeoff Analysis:

Pros	Cons
- “Webster Green” concept transforms an underutilized area to provide a quality community gathering area and important connection to the waterfront	- Funding availability

- Implementation:

- Timeframe: Mid- to Long-Term (3-20 years)
- Responsibility: City of Oakland Departments of Planning & Building, Public Works, Parks & Recreation, and Transportation
- Potential Funding Source:
 - Capital improvement funds
 - Public/private grants

Additional Strategy Options

Strategy Option S-1.5: Facilitate the implementation of inclusive Crime Prevention Through Environmental Design (CPTED) principles in the built environment, including encouraging active uses and transparency on the ground floor of buildings adjacent to parks and public spaces; the DOSP can identify

specific opportunity areas, ensure proper zoning/design guidelines are in place, and recommend incentives to facilitate active uses locating there.

Strategy Option S-1.6: Invest in youth-driven programming for public spaces.

Strategy Option S-1.7: Activate public spaces by allowing vendors to sell there (see also Strategy Option A-1.18)

Strategy Option S-1.8: Implement an edible parks program, include garden spaces and amenities in public spaces.

Strategy Option S-1.9: Create urban heat island refuges and add green buffers along highway edges to filter air pollutants.

Strategy Option S-1.10: Prioritize pedestrian/transit improvements that provide access to community resources such as recreation, schools, healthcare, grocery stores, and jobs (see Outcome M-1 and M-2).

Strategy Option S-1.11: Require that new development allow for public access and views to Oakland's waterfront areas (Lake Merritt and channel, and estuary shoreline).

Outcome S-2: Art and culture are integral elements in the conception, use, and celebration of downtown's public spaces.

Existing Condition

Leveraging Assets

As a primary hub for entertainment with an estimated 52% share of Oakland's total nightlife and music venues, downtown serves as the mainstage for a diverse range of local and international artists. The City of Oakland and several nonprofit arts organizations³², have been successful in promoting public art and festivals, especially downtown. On the public side, a public art ordinance requires the allocation of 1.5% of the City's eligible capital improvement projects costs for the commissioning of public art works, as well as a public art requirement for large-scale private developments to include freely accessible works of art and/or arts space on site, or to make an in-lieu contribution to the City for public art. Other programs include Visit Oakland's Public Mural Grant Program (PMGP), the Oakland Super Heroes Mural Project (OSH), the Dragon School, and the Community Rejuvenation Project (CRP) to name a few. These efforts and others have resulted in approximately 184 murals (27% of Oakland's total)³³ and more than 21 pieces of City-funded public art downtown (28% of Oakland's total).³⁴

In addition to public art pieces, downtown also hosts a wide array of festivals and events, including Eat Real Festival, Art + Soul, Oakland Book Festival, Oakland Pride Parade, the Chinatown Street Festival, and many more. Downtown is also home to First Fridays, Art Murmur, and Saturday strolls in KONO and

³² Examples include Oakland Pride (Parade and Festival), Oakland Art Murmur (First Friday, Saturday Stroll) and APYAL (May Arts Festival).

³³ "List of Murals" *Oakland Wiki*, <https://localwiki.org/oakland/Murals>

³⁴ City of Oakland Cultural Affairs Department, "Cultural Asset Map" *Oakland Cultural Plan (2018)*, <http://oakgis.maps.arcgis.com/apps/View/index.html?appid=d03eea33b23c4e679466c52bf3b6844b>

Second Saturdays in Jack London: both monthly gatherings that celebrate art and culture. One of the reasons downtown can accommodate such a wide array of events is the natural and built assets located here, including Lake Merritt, Jack London Square, the Jack London Waterfront, Frank Ogawa Plaza, and several local theaters, museums and cultural institutions that attract residents of Oakland, as well as regional populations.

Identifying Barriers to Success

Public input for the Downtown Specific Plan process has included accounts of gender-bias and racial discrimination in the permitting of and the enforcement at events downtown. Some venue owners and nightlife promoters have reported prohibitive security fees, overly expensive special event permits, lineup scrutiny, and even pressure to cancel events that feature hip-hop artists;³⁵ though the city's special events requirements have also been described as challenging for all types of venues.³⁶ Similar concerns have been raised for festivals in downtown. Members of the Special Activities Permits Division interviewed for this Report described a need for better coordination among departments involved in issuing special event permits, as well as a need to remove oversight of entertainment permits from the Police Department. Currently, an entertainment activity may be subject to multiple regulations, governed in various sections of the Oakland Municipal Code (OMC), including OMC Chapter 5.12 Cabarets, OMC Chapter 9.52 Special Event Permits, and OMC Chapter 12.56 Sound Amplification Equipment. The activity may also be subject to a Conditional Use Permit to assemble large numbers of people, the process for which can take up to 6 months. Additionally, if any alcohol will be sold, an "ABC" license is needed from the CA Department of Alcoholic Beverage Control (ABC) There is no single point of contact for a community member to navigate this review process and many of the codes themselves contain ambiguity.

Another challenge is ensuring that Oakland's varied cultural landscape is reflected in the built environment. Arts organizations and the City's Public Art Advisory Committee should ensure that public art reflects the local history, culture, and people of the community and is produced by artists living in those communities, or by members of groups who resided in the area historically. Public art should encompass a public process that encourages a dialogue between stakeholders. Ensuring that the fees collected from the Public Art Requirement are properly allocated to commissioning public art projects is an additional challenge that must be met If Downtown Oakland is ever to fully express its artistic bounty.

Measures of Success

- Grow both the arts sector's employment and event attendance by 5% over the next three years in alignment with the City's Economic Development Strategy
- Increase in number of public art pieces in Oakland
- Increase in the number of special event permits issued in general

³⁵ Sam Lefebvre, "Blacklisted: How The Oakland Police Department Discriminates Against Rappers and Music Venues" *East Bay Express*, <https://www.eastbayexpress.com/oakland/blacklisted-how-the-oakland-police-department-discriminates-against-rappers-and-music-venues/Content?oid=6482231>

³⁶ Sam Lefebvre, "Critics Say Oakland's Entertainment Permit Process Too Arduous" *East Bay Express* (January 17, 2017), <https://www.eastbayexpress.com/oakland/critics-say-oaklands-entertainment-permit-process-too-arduous-contributes-to-unsafe-spaces-like-ghost-ship/Content?oid=5084053>

- Increase in the number of special event permits issued for cultural minority groups or artists of color

Strategy Options

Strategy Option S-2.1: Implement a new pedestrian paseo connecting 24th and 25 Street to serve as the heart of the Arts + Garage District.

- Description & Approach:

The blocks to the north and south of 25th Street in KONO are identified as an Area of Primary Importance (API) for the high concentration of early 20th production buildings found there, many of which have also been identified for potential historic designation. In addition to the unique character of the historic buildings found there, 25th Street is also home to a large concentration of art galleries and studios and serves as the natural center of the Arts + Garage District. Opening up pedestrian paseos to connect 24th and 26th Streets will break up the long blocks between Telegraph and Broadway, increase walkability, and provide an additional public space to feature art and host public gatherings. Edges of the paseo can be defined with new uses that spill into the pedestrian space. Existing buildings can be maintained as spaces for art and maker production and simple modifications to these buildings could add new openings, awnings, signage and lighting that better activate the space.

- Plan Topics Addressed:
 - Arts & Culture
 - Public Realm
 - Mobility, Connectivity & Access
- Potential Tools Utilized:
 - Capital Improvements
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves connectivity and walkability in KONO - Creates new public gathering spaces and opportunities for public art in the district - Helps to anchor the A+G district 	<ul style="list-style-type: none"> - Establishment/construction of the paseo would require multiple property owners to agree to build the paseo, which could prove challenging - Investment could increase rents and impact the smaller, less well-funded artists

- Implementation:
 - Timeframe: Mid-Term (3-6 Years)
 - Responsibility: City of Oakland Department of Planning & Building, Public Works, and Cultural Affairs
 - Potential Funding Sources:
 - Capital Improvements Funding
 - If established, Business Improvement District (BID), Special Improvement District (SID), downtown Development District, or Community Development Corporation (CDC) funding

Strategy Option S-2.2: Transform 15th Street between Broadway and Harrison St. into a shared street for cars, bicycles, and pedestrians alike, providing a plaza-like experience in which to display and appreciate local art and host community events.

- Description & Approach:

Home to a notable concentration of murals, including Mural Lane between Franklin and Webster Streets, as well as the Omiiroo Gallery and Bissap Baobab restaurant and community event space, 15th Street between Broadway and Harrison presents an opportunity to create an art walk to help anchor the BAMBD. This shared space can function as an outdoor room or plaza, terminated by an iconic building that replaces the large surface parking currently found along Harrison Street. This linear civic space could act as a new passive, main public open space with plenty of room for outdoor art displays and opportunities for active ground floor uses to flow into the space reinforcing the existing art community. Such a space is designed to support the block events that have developed organically in this area.

- Plan Topics Addressed:

- Arts & Culture
- Public Realm
- Mobility, Connectivity & Access

- Potential Tools Utilized:

- Develop a targeted program of technical and financial assistance to help existing businesses stabilize and then participate in the value capture of this public investment.
- Require Conditional Use Permit for bars/restaurants (that might otherwise out-compete arts uses on the ground floor)
- Site-specific design guidelines to orient a new building on Harrison Street towards 15th Street
- Site-specific street design treatment that could include decorative (graphic) paving treatments and street furniture

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves walkability - Creates new public gathering spaces and opportunities for public art in the district - Helps to anchor the BAMBD 	<ul style="list-style-type: none"> - May result in the loss of some parking spaces along 15th Street - Construction may temporarily impact businesses along 15th Street - Investment could raise rents and displace businesses

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Planning & Building, Public Works, and Cultural Affairs
- Potential Funding Sources:
 - Capital Improvements funding

Additional Strategy Options

Strategy Option S-2.3: Transform Fallon Street north of I-880 into a festival street than can be blocked off for special events (see Lake Merritt Station Area Plan policies LU-9; LU-43; OS-23; L-8 and CR-11 for policies related to the Fallon festival street).

Outcome S-3: Environmental stewardship informs operational, planning, and capital improvement decisions to create a more sustainable downtown where everyone can adapt and thrive in the face of changing conditions.

Existing Condition

Leveraging Assets

Downtown has an existing network of open spaces, as well as streets with ample right-of-way, that enable strategies for healthy neighborhoods that provide residents with access to parks, recreational activities, healthy food, clean air, and safe streets. New activity nodes (determined through the thoughtful integration of land-use and transportation planning), enable high-intensity, mixed-use development located within a 5- to 10-minute walk to daily goods and services. These assets not only promote activity and public health, but they also support alternate modes of inexpensive transportation that reduce overall car trips downtown. As a local and regional transportation and employment hub, downtown is also able to accommodate greater density, bringing people closer to the places and services they need to access and ultimately allowing for a more efficient and sustainable use of resources. Through capital improvement projects and private development, there is also an opportunity to incorporate strategies such as drought tolerant landscaping and low-impact stormwater management that can reduce damaging runoff into key water bodies including Lake Merritt and the Estuary Waterfront. Lastly, downtown's existing street trees, together with new trees that fill in the gaps in Oakland's urban forest, can provide benefits including reduced noise and air pollution, carbon sequestration, shade, and enhanced community character.

Identifying Barriers to Success

Barriers to transitioning away from single occupancy vehicle (SOV) trips to meet sustainability targets include gaps in reliable and frequent bus service and a paucity of connections between BART and AC transit services. To support improved transit, the Specific Plan should develop a land-use and zoning hierarchy that designates nodes of intensity and activity, relating them to proposed transportation improvements. This coordination is critical toward ensuring growth that induces a more walkable and less car-dependent downtown.

In terms of resilience to changing conditions, several issues have been identified that threaten downtown's ability to adapt and thrive in the future. As described in Oakland's *Preliminary Resilience Assessment*, Oakland is vulnerable to well-known natural hazards such as earthquakes, fire, and flooding. The effects of such shocks are exacerbated by long-term social stresses, such as crime, economic disparities, and displacement of long-standing community members. Now climate change also threatens the City with impacts including both discrete shocks, such as coastal floods, increased wildfire risks as well as continual, cyclical or intermittent stresses, such as rising seas, rising temperatures and

droughts. As Downtown Oakland adapts to future conditions, there will be a need to understand connections between additional stresses including links between aging infrastructure and poor health, poor walking conditions and vehicle-pedestrian accidents, and activity nodes and respiratory illness. Resilience planning requires investigating how improving any of these factors has the potential to improve others.

In 2010, the Local Hazard and Mitigation Plan (LHMP) identified earthquakes, fire, and floods as the highest priority environmental hazards to mitigate. These three hazards remain high priorities in the 2016-2021 LHMP update, and are also called out in the 2017 Resilient Oakland playbook, along with sea level rise, drought, and a number of social challenges such as socioeconomic disparities, external economic crises and aging infrastructure. Because of the close collaboration with BCDC on the *Adapting to Rising Tides* project, mitigating the effects of future flooding from sea-level rise is also a high priority in the 2016-2021 LHMP. These effects are relevant for downtown as sea-level rise poses a direct threat to the Jack London Waterfront, Oakland Estuary, Lake Merritt, and Oakland's overall stormwater system. With investments being made in Jack London Square and Brooklyn Basin, as well as the future potential of sites like Howard Terminal and Victory Court, it is vital to prepare a comprehensive adaptation strategy for downtown.

Measures of Success

- Achieve a 36% reduction in greenhouse gas (GHG) emissions with respect to GHG sources by 2020, and an 83% reduction by 2050; as outlined in the Energy and Climate Action Plan (ECAP) Report 2018 Update
- Decrease in vehicle miles traveled (VMT) downtown by 2050
- Decrease in electricity consumption downtown by 2050 through renewable generate, conservation, and energy efficiency
- Number of adaptive reuse projects completed downtown by 2050
- Number of LEED Platinum certified developments downtown by 2050
- Number of new trees added to downtown's urban canopy every year
- Comprehensive resilience and adaptation plan for the Jack London Waterfront and Port of Oakland adopted by 2030
- Oakland's continued recognition as a leader in disaster preparedness, hazard mitigation, and resilience

Strategy Options

Strategy Option S-3.1: Develop land-use regulations and transportation policies that meet citywide targets set in the Energy and Climate Action Plan (ECAP) for reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.

- **Description & Approach:**
Combustion of fossil fuels for transportation is a major source of GHG emissions in Oakland, as well as throughout California. Addressing transportation emissions presents a tremendous opportunity to simultaneously reduce GHG emissions and improve the health of Oakland residents. Efforts to reduce GHG emissions from the transportation sector also provide an opportunity to create a more equitable, sustainable, and healthy Oakland by addressing the interconnection between land-use and transportation. How and where housing, jobs, shopping,

and other opportunities are located has a fundamental effect on both VMT and on the choices that people have for meeting their daily needs.

In addition to developing a zoning hierarchy that coordinates higher intensity development around transit stations and employment hubs downtown, additional regulations for this strategy option include requiring new developments to join a transportation management association that promotes commute alternatives to driving alone and monitors progress toward transportation-related goals, as well as increasing transportation demand management (TDM) requirements for new developments and requirements for providing transit passes to new residents and employees. Other strategies associated with this option include supporting an interconnected bicycle and pedestrian network (see Outcome M-1); tailoring parking policies to reduce vehicle trips (see Strategy Option M-3.3); supporting affordable, safe, and reliable public transportation options (see Outcome M-2); promoting fuel-efficient vehicles and low-carbon fuels; and establishing partnerships with the Port of Oakland to reduce Port-related emissions. Oakland has made progress in a several of these areas, embracing a variety of climate-friendly development principles in the City’s General Plan, focusing new development around transit hubs, adopting forward-thinking Bicycle and Pedestrian Master Plans, and adopting a Clean Fleets policy aimed at improving the fuel efficiency of the City’s vehicle fleet.

- Plan Topics Addressed:
 - Public Transit Improvements
 - Mobility, Connectivity & Access
 - Public Realm & Preservation
 - Sustainability, Health & Safety
- Potential Tools Utilized:
 - Public Policy
 - Land Use and Zoning Regulations
 - Urban Design in support of Economic Development
 - Capital Improvements
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Opportunity to create a more equitable, sustainable, and healthy Oakland - By supporting commute alternatives to driving, these regulations benefit people of color, 20% of whom do not have access to a car in Oakland³⁷ 	<ul style="list-style-type: none"> - Requires internal department coordination and follow-through to ensure requirements are being enforced - Requires legal authority to institute new programs

- Implementation:
 - Timeframe:
 - Short-Term (1-2 years): Creation and adoption of new land-use regulations transportation policies
 - Mid- to Long-Term (7-20 years): Implementation of action items from the Energy and Climate Action Plan (ECAP) update as well as

³⁷ City of Oakland, Downtown Oakland *Disparity Analysis* (January 2018): 50.

transportation strategies from the Specific Plan process (see options outlined in Outcome M-2).

- Responsibility: City of Oakland Departments of Planning & Building, Public Works, and Transportation
- Potential Funding Sources:
 - Future changes to city budget allocations
 - Capital Improvement Funds
 - Impact Fees
 - Transportation Impact Fees
 - MTC One Bay Area Grant Program
 - Maintenance – Public Improvement District (PID)

Strategy Option S-3.2: Require new developments to install and maintain low-impact stormwater detention systems on private property to limit the amount of runoff into drains or surface water bodies including Lake Merritt, the Lake Merritt Channel, and the Oakland Estuary.

- Description & Approach:

Low-impact stormwater management is an approach that protects, restores, or mimics the natural water cycle. In addition to improving San Francisco Bay water quality, low-impact stormwater management provides other benefits, such as the creation/protection of public open space, reduced heat-island effect, improved air quality, and reduced flood risks. It will be important to calibrate the tools with the desired built environment so that they are contextually appropriate.

- Plan Topics Addressed:
 - Public Realm & Preservation
 - Sustainability, Health & Safety
- Potential Tools Utilized:
 - Public Policy
 - Land Use & Regulations

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves water quality of local creeks, lakes and the San Francisco Bay for safer recreation and healthier ecosystems - Reduces risk of flooding and resultant disruption of services and damage to properties 	<ul style="list-style-type: none"> - Different way of calculating stormwater management - Additional staff training possibly required, as well as continued City follow-through and enforcement - Expensive, high technology stormwater facilities could overburden smaller property owners and developers

- Implementation:

- Timeframe:
 - Short-Term (1-2 years): Calibration of low-impact stormwater management tools based on desired environment.
 - Mid-Term (3-6 years): Day-to-day Implementation with private development applications.

- Responsibility: City of Oakland Departments of Planning & Building and Public Works
- Potential Funding Sources:
 - Future changes to city budget allocations
 - Strategic Growth Council (SGC) Grants
 - Impact Fees

Strategy Option S-3.3: Develop a Green Infrastructure Plan to improve social, environmental, and economic resilience outcomes with standards and guidelines for the integration of low-impact design elements for all public realm and capital improvement projects downtown.

- Description & Approach:

In addition to low-impact stormwater management and its benefits mentioned above, the Green Infrastructure Plan would identify areas of opportunity and standards for inclusion in public capital improvement projects, such as streetscape, public space, habitat protection and wildlife corridors, and park enhancements, as well as transportation projects and community engagement and education. Opportunity areas for Green Infrastructure projects will be informed by multiple criteria, such as the ability to meet regulatory requirements, cost efficiency, space availability, and equity considerations. Not only will the Green Infrastructure Plan ensure that the City complies with Clean Water Act requirements, it will also be a multi-faceted guide for the City’s Green Infrastructure efforts. Green Infrastructure design and implementation guidance for the inclusion of green infrastructure in public open space and transportation projects should be incorporated into the public open space and thoroughfare standards within a new proposed zoning system.

- Plan Topics Addressed:
 - Mobility Connectivity and Access
 - Public Realm & Preservation
 - Sustainability, Health & Safety
- Potential Tools Utilized:
 - Public Policy
 - Land Use & Regulation
 - Capital Improvements Program
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves water quality for safer recreation and healthier ecosystems - Reduces risk of flooding - Increases urban greening amenities contributing to general improvement in the public realm and better livability - Improves health-related issues such as reduced air pollution, lower ambient air temperature 	<ul style="list-style-type: none"> - Additional staff training possibly required - Could take long before recommended infrastructure improvements are implemented, as a new planning process would precede implementation

- Implementation:
 - Timeframe:

- Short-Term (1-2 years): Development of Green Infrastructure Plan with new public open space and thoroughfare standards to be included as part of a new proposed zoning system.
 - Mid- to Long-Term (3-20 years): Implementation of the Capital Improvements Program outlined in Plan.
 - Responsibility: City of Oakland Departments of Planning & Building, Public Works, and Parks, Recreation & Youth Development, as well as the Chief Resilience Officer
 - Potential Funding Source:
 - Future changes to city budget allocations
 - Capital improvement funds
 - Plan Area-Wide Assessment District
 - MTC One Bay Area Grant Program
 - California Department Water Resources
 - Urban Stream Restoration Program
 - Strategic Growth Council (SGC) Grants
 - Maintenance – Public Improvement District (PIC)
 - Maintenance – Community Facilities District (CFD)

Strategy Option S-3.4: Support the implementation of the Port of Oakland’s Sea Level Rise Vulnerability Assessment and Improvement Plan, which evaluates the potential effects of sea level rise on maritime facilities and outlines near-term and long-term strategies to address potential impacts.

- Description & Approach:

Through the resilience strategy development process, Oakland has completed a Preliminary Sea Level Rise (SLR) Road Map, which includes priority coordination and adaptation actions to guide the City’s work in the near-term (through 2018). The document seeks to summarize the most up-to-date climate science, relevant policies and regulations, and vulnerability and risk assessments conducted to date; identify information gaps and establish needs for further assessment; provide the foundation and guidance to develop a citywide SLR adaptation plan; and identify opportunities for engagement, collaboration, and coordination to bring an equity lens and voice to the people who are most impacted. Priority actions are grouped into the following categories:

- Community engagement and collaboration;
 - Regional coordination;
 - Understanding neighborhood vulnerabilities; and,
 - Enabling climate-smart development.
- Plan Topics Addressed:
 - Sustainability, Health & Safety
- Potential Tools Utilized:
 - Public Policy
 - Inclusive Outreach, Community Engagement & Education

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Increases opportunities for residents, developers and stakeholders to learn about potential impacts of SLR and more effectively plan for impacts - Strengthens communication between the community and the City regarding critical safety issues - Helps ensure that the City and other agencies are taking a coordinated and proactive approach to SLR adaptation and planning - Provide an opportunity for those most impacted to provide input - Mitigates against repeated property damage due to SLR - Potential benefit against property insurance rates 	<ul style="list-style-type: none"> - Planning for SLR impacts may limit development potential or increase development costs on certain sites within downtown

- Implementation:

- Timeframe: Short-Term (1-2 Years)
- Responsibility: City of Oakland Departments of Planning & Building, Public Works, and Transportation, as well as Chief Resilience Officer.
- Potential Funding Source:
 - Capital improvement funds
 - Strategic Growth Council (SGC) Grants
 - California Department of Water Resources
 - Urban Stream Restoration Program

Additional Strategy Options

Strategy Option S-3.5: Reduce car trips downtown implementing transportation demand management (TDM) strategies and providing safe access to clean modes of transportation (see also Strategy Options S-3.1 and M-3.3)

Strategy Option S-3.6: Develop and implement a plan to accommodate electric vehicle infrastructure and develop new processes to facilitate community adoption of electric vehicle technologies (see also Strategy Options S-3.1).

Strategy Option S-3.7: Create commercial and residential retrofit programs to help property owners improve energy efficiency.

Strategy Option S-3.8: Require high-albedo (reflective) surfaces where appropriate, such as on rooftops, to reduce the urban heat island effect in downtown.

Strategy Option S-3.9: Establish a network of green streets incorporating landscaping and permeable surfaces to sequester carbon, reduce noise pollution, buffer pedestrians from cars, and manage stormwater and water quality (see Strategy Options L-2.2, L-1.7, L-1.7, and A-1.11).

Strategy Option S-3.10: Grow Oakland's urban forest by requiring that each new development over a minimum size install missing trees along its frontage. Adjust this to size of business/project (see Strategy Option S-1.1).

Strategy Option S-3.11: Encourage private development to construct or restore buildings in a durable manner to stand the test of time by using local building materials and enabling adaptive reuse.

Ideas to Explore Further

- Focus and invest in mental health programs and assistance.
- Increase access to affordable and high-quality childcare and healthcare, including considering ways to further incentivize density bonuses to provide childcare facilities.
- Review and update health/cleanliness construction standards: construction-related air pollution controls, contaminant reduction during construction, reduce impacts for truck loading and delivery, reduce noise pollution in construction, on-sight trash and blight removal.
- Support Downtown Oakland and Lake Merritt-Uptown Community Benefit Districts, which provides clean and safe programs including Ambassadors.
- Enhance pedestrian and bike safety on downtown streets (see Outcome M-1).

Mobility, Connectivity, & Access

The design guidelines and street design concepts included in the Downtown Plan will help enrich the public realm and improve the pedestrian, bicycle and transit networks downtown, building off of the recently completed Pedestrian Master Plan and the Bicycle Master Plan update that is underway. Policies will be put in place that make each street comfortable, safe, visually unique and interesting. Emphasis will be placed on Broadway as the commercial and transit spine of the city. Recommendations will be made for improving connections to adjacent and outlying neighborhoods, such as West Oakland and East Oakland, so that residents throughout the city have efficient transportation access to downtown's jobs, services and opportunity. The outcomes and strategies included below address these important threads.

Outcome M-1: Downtown is well-connected across its internal and adjacent neighborhoods with bicycle and pedestrian networks that are accessible and safe for people of all ages and abilities.

Existing Condition

Leveraging Assets

Pedestrian Network: The pedestrian environment is the foundation of Oakland's transportation system. The compact grid of wide, continuous sidewalks provides the bones of a great pedestrian network. Sidewalks are filled with people from across the city and beyond, and Downtown Oakland has the highest concentration of pedestrian activity of any neighborhood in the city. 21% of downtown residents walk to work, five times higher than the City average (source: 2017 Oakland Pedestrian Plan); and the area's robust transit system generates many walking trips. Visitors are also drawn to the area's many cultural, educational, service, and entertainment destinations.

Bicycle Network: Downtown has the potential to be a great place to bike. It has flat terrain, with many destinations a short distance apart, and a dense existing bike network from which to grow a more protected network. Many roads have excess capacity, providing the opportunity to add separated bike lanes and other high-quality biking infrastructure.³⁸ Downtown's rich transit network also provides opportunities for bike/transit integration, where Oaklanders can bike to and from Downtown's three BART stations and the forthcoming Bus Rapid Transit (BRT) stations. Oakland also has a dedicated bicycling community, and most Oaklanders would like to bike more for their daily commute, errands, and other activities. Building a world-class, low-stress bike network has the potential to attract a large number of new cyclists Downtown, shifting Oakland's mode share towards low-cost and healthy active transportation.

³⁸ When vehicular demand on a roadway is less than the road's vehicular capacity, the road is said to have excess capacity.

Identifying Barriers to Success

Pedestrian Network: While the Downtown Core is well connected with a complete sidewalk network, some challenges exist. Several issues contribute to a stressful walking environment and risks to pedestrians:

- Long crossing distances at intersections
- Lack of pedestrian countdown signals
- Long signal cycle lengths
- Wide one-way streets can make some Downtown corridors feel cavernous
- Lack of facilities for people with disabilities, including curb ramps that do not comply with American with Disabilities Act (ADA) standards or have no curb ramps at all.
- Uninviting walking environment in some locations due to numerous surface parking lots, empty lots, parking garages, and windowless buildings
- Some damaged and poorly maintained sidewalks

Downtown has large populations who are often more dependent on walking for transportation and bear disproportionate burdens from unsafe walking conditions. Downtown, twenty percent of residents are over age 65, and nearly twenty percent have a disability. The population of children is low, but students and parents that live outside of downtown say that they do not feel safe traveling to or on the streets of downtown Oakland, based on the notes from the City's Downtown Plan Youth Provider Focus Group discussion. Pedestrians are also the most vulnerable users of our road system and are at greater risk of being seriously injured in a collision with a motor vehicle than an occupant in a car is with another motor vehicle. This is particularly true in downtown Oakland, which has the highest rate of pedestrian injuries of any neighborhood in the city (Source: 2017 Oakland Pedestrian Plan). In Oakland, there is also a correlation between race and likelihood of being injured as a pedestrian. Black, Latino, and Asian pedestrians are twice as likely to die from a collision as compared to white pedestrians (Source: 2017 Oakland Pedestrian Plan). Given that Downtown has a high number of vulnerable populations and people of color, it is particularly important to make investments in more safe, accessible facilities that will enable people to travel comfortably throughout the area.

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

Bicycle Network: Currently, bicycling through Downtown is uncomfortable for most people due to the lack of a continuous, low-stress network of bike facilities. Among local residents, the most common barriers to biking more include traffic and aggressive drivers, safety and personal security concerns, and fears of having a bike stolen (Source: Oakland Bike Plan Existing Conditions). The network is composed primarily of bike routes and bike lanes along wide arterials streets with fast moving traffic that provide high-stress conditions for bicyclists. Downtown does have a few low-stress facilities, such as a separated bike lane on Telegraph Avenue and bike paths around Lake Merritt and along the Embarcadero, but these facilities are disconnected from one another. In addition, many Downtown streets are dominated

by buses and fast-moving cars which can be stressful for bicyclists. Large intersections and freeway interchanges also pose a challenge to safe cycling.

Also, people who are biking are at greater risk of being seriously injured in a collision with a motor vehicle than an occupant in a car is. This disproportionately affects low-income Oakland residents and people of color. Among low-income Oaklanders that bike, most use biking as their primary mode of transportation, meaning that these communities bear a disproportionate risk of this type of injury. Black youth represent over half of bicycle crash victims younger than 18 years old. People of color bear other risks as well: in the last two years, black men represented 62% of bicyclists stopped by the Oakland Police Department, but only 9% of the population. Still, interest in biking is there: in a recent survey, two thirds of Downtown residents said they would like to travel by bike more than they do now. More than three quarters of said that if they were able to bike more, this would reduce the amount of money they spend on transportation. A lower-stress bike network has the potential to make bicycling a low-cost transportation option that can greatly benefit Oaklanders and visitors, especially those with lower incomes.

Measures of Success

- Vulnerable populations have access to safe, attractive walking routes, and bicycling routes are within 1/4 mile of from their front door
- Transportation options between Downtown Oakland, West Oakland, East Oakland, and Lake Merritt allow Oakland residents to travel between any two points via two affordable modes in less than 20 minutes.
- Reduction of pedestrian and bicycle severe injuries and fatalities due to auto collisions, especially for people of color, who are at higher risk
- Walking and bicycling mode share for residents and employees
- Increase comfort and perceived safety of walking downtown, especially vulnerable groups such as seniors, children, and people with disabilities
- How well the demographics of people bicycling represent Oakland residents

Strategy Options

Strategy Option M-1.1: Make improvements to the high-injury network.



Figure 3.1 – High Injury Network (Streets and Intersections)

- Description & Approach:

Thirty-six percent of Oakland’s pedestrian injuries and fatalities occur on just 2% of its streets (source: 2017 Oakland Pedestrian Plan). Collectively these streets are referred to as Oakland’s “High Injury Network” (HIN), and they present especially high-risk conditions to Oaklanders that walk on them, particularly at the intersections, where people are most likely to interact with motor vehicles. Several HIN streets are located in Downtown. Implementing safety

improvements on these corridors and intersections will greatly improve pedestrian safety. The locations of proposed safety improvements are illustrated in Figure 3.1.

- Plan Topics Addressed:
 - Sustainability, Health & Safety
 - Mobility, Connectivity & Access
 - Public Realm & Preservation
- Potential Tools Utilized:
 - Capital Improvements, including:
 - Bulb-outs and pedestrian refuge islands
 - Pedestrian safety zones
 - Parking restrictions
 - Pedestrian crossing beacons
 - Pedestrian signals with countdown timers
 - Pedestrian signals with fixed recall
 - Leading pedestrian interval
 - Pedestrian scrambles
 - Signal phasing adjustments and shortened signal lengths
 - Reallocating excess space from traffic lanes to other uses

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves pedestrian safety and reduces fatalities and injuries - Improves accessibility for people with disabilities - Improves access and connectivity between destinations - More inviting and comfortable public realm - Pilot, or demonstration, projects are relatively easy to implement 	<ul style="list-style-type: none"> - Some improvements may have high capital costs - May introduce driver delay

- Implementation:
 - Timeframe: Mid-Term (3-6 Years)
 - Responsibility: City of Oakland Department of Transportation
 - Potential Funding Sources:
 - 2016 Infrastructure Bond
 - County transportation sales taxes
 - Measures B and BB
 - Grants

Strategy Option M-1.2: Improve connectivity and access throughout Downtown and to surrounding neighborhoods through infrastructure and streetscape improvements.



Figure 3.2 – Connectivity/Access Improvements

- Description & Approach:

Streetscape and intersection improvements are needed throughout Downtown to provide a more inviting and comfortable walking environment and improve safety and connections between destinations. The locations of proposed connectivity and access improvements are illustrated in Figure 3.2. This would include the transformation of 15th Street into a shared street for cars, bicycles, and pedestrians alike (see strategy option S-2.2).

- Plan Topics Addressed:

- Mobility, Connectivity & Access
- Public Realm & Preservation
- Sustainability, Health & Safety

- Potential Tools Utilized:

- Capital Improvements, including:
 - Closing sidewalk gaps
 - Widening sidewalks
 - Installing bulbouts
 - Pedestrian scrambles
 - Flashing pedestrian signals
 - Repainting and installing crosswalks
 - Leading pedestrian intervals and flashing pedestrian signals
 - Additional traffic calming measures
 - Installing new streets or segments where the network is incomplete or disconnected
 - Installing streetscape amenities such as lighting

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves pedestrian safety - Improves accessibility for people with disabilities - Reduces pedestrian delay and improves pedestrian access to Downtown and waterfront destinations - Makes the walking environment and downtown’s public realm more inviting and comfortable - Relatively easy to implement 	<ul style="list-style-type: none"> - Moderately high capital costs - Some measures require the reallocation of street space from other uses, such as parking and vehicle travel lanes.

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Transportation
- Potential Funding Sources:
 - 2016 Infrastructure Bond
 - County transportation sales taxes
 - Measures B and BB
 - Grants

Strategy Option M-1.3: Improve I-980 and I-880 freeway over- & under-crossings and on- & off-ramps.

- Description & Approach:

Freeway crossings present some of the most challenging pedestrian and bicycling conditions in Downtown Oakland and create barriers between Downtown Oakland, West Oakland, Jack London, and other adjacent neighborhoods. Enhancing the safety and providing more comfortable walking conditions is necessary to improve access to Downtown from surrounding neighborhoods. Several projects are already underway to address this, including “Walk This Way,” which addresses aesthetic and safety improvements to crossings under I-880, and the Oakland/Alameda Access Project, which proposes to improve access between Interstate 880 and Interstate 980 (I-880/I-980), the Posey and Webster Tubes, downtown Oakland, and the City of Alameda. This Strategy identifies additional recommendations to complement those efforts. The locations of proposed freeway crossing improvements are illustrated in Figure 3.2.

- Plan Topics Addressed:

- Mobility, Connectivity & Access
- Public Realm & Preservation
- Sustainability, Health & Safety

- Potential Tools Utilized:

- Capital improvements, including:
 - Traffic calming measures
 - Reduced crossing lengths
 - Eliminating sidewalk gaps
 - Wider sidewalks
 - Improved ADA access
 - Improved pedestrian-level lighting
 - Greenery and public art

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves pedestrian & bicycle safety - Improves accessibility for people with disabilities - Improves access and connectivity between neighborhoods and destinations - Makes the bicycling, walking environment and downtown’s public realm more inviting and comfortable 	<ul style="list-style-type: none"> - Moderately high capital costs - Some measures require the reallocation of street space from other uses, such as parking and vehicle travel lanes - Some improvements may be challenging to implement

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Transportation
- Potential Funding Sources:
 - Capital Improvement Program Funding
 - 2016 Infrastructure Bond
 - County transportation sales taxes
 - Measures B and BB
 - Grants

Strategy Option M-1.4: Construct a low-stress bicycle network throughout downtown.



Figure 3.4 – Proposed Bicycle Network

- Description & Approach:

An “all ages, all abilities” or “low-stress” bicycle network is proposed for Downtown Oakland. This network will provide appropriate facility types that will be comfortable for bicyclists based on vehicle speeds, volumes, and roadway characteristics; with an emphasis on separating bicyclists from motor vehicles where possible. The network must be well connected without gaps between low-stress facilities and have enough coverage to get bicyclists where they would like to go.

The network will be comprised of physically separated bike lanes, supplemented by bike lanes or buffered bike lanes where the volumes and speeds of motor vehicles are low. The proposed network is dense enough to provide access to the bike network within a quarter mile of any starting point and will provide direct access to BART stations and other key destinations. Completing the low-stress network will provide a connected, continuous system of dedicated bike facilities that supports Oaklanders of all ages and abilities to bike comfortably and safely in Downtown. The Proposed Bike Network is illustrated in Figure 3.4.

- Plan Topics Addressed:
 - Mobility, Connectivity & Access
 - Sustainability, Health & Safety
- Potential Tools Utilized:
 - Proposed Bicycle Network
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improves bicyclist safety and reduces fatalities and injuries - Improves access and connectivity to important destinations - Increases bike access and comfort for all, especially for women, children, families, and those that are interested in biking but worried about safety - Many bike facility improvements make downtown’s public realm more inviting and comfortable - Pilot/demonstration projects may be relatively easy to implement 	<ul style="list-style-type: none"> - Moderate capital costs - Some measures require the reallocation of street space from other uses, such as parking and vehicle travel lanes - Facilities that require removal of parking or vehicle travel lanes may be more challenging to implement

- Implementation:
 - Timeframe: Short- to Mid-Term (1-6 Years)
 - Responsibility: City of Oakland Department of Transportation
 - Potential Funding Sources:
 - Capital Improvement Program Funding
 - 2016 Infrastructure Bond
 - County transportation sales taxes
 - Measures B and BB
 - Outside grants

Additional Strategy Options

Strategy Option M-1.5: Require one bike parking space per unit for residential land uses and increase bike parking requirements for commercial land uses.

Strategy Option M-1.6: Develop a program to enhance the pedestrian environment by widening sidewalks, removing obstacles on sidewalks, improving intersections, installing accessibility features, and eliminating slip lanes and double turn lanes where possible.

Strategy Option M-1.7: Update the American with Disabilities Act (ADA) Transition Plan and carry out its recommendations.

Strategy Option M-1.8: Develop a universal design strategy that stipulates that infrastructure should be designed so that all people, regardless of their age, size, ability, or disability, can access it safely and comfortably.

Strategy Option M-1.9: Develop a program to reprogram the signals throughout downtown to reduce the delay for bicyclists, pedestrians, and transit.

Strategy Option M-1.10: Provide resources to support low-income property owners in repairing sidewalks through the City's Façade Improvement Program.

Strategy Option M-1.11: Create a program to update and maintain the City's sidewalk inventory in Downtown.

Strategy Option M-1.12: Develop a temporary traffic control protocol for new developments that affect the pedestrian environment.

Strategy Option M-1.13: Develop a pedestrian and bicycle count program.

Strategy Option M-1.14: Develop a prioritization strategy for implementing the City's Safe Routes to Schools program.

Strategy Option M-1.15: Create a Safe Routes to Transit Program.

Outcome M-2: Communities that are more transit-dependent are well-served to travel to and from downtown with frequent, reliable, and safe transit service.

Existing Condition

Leveraging Assets

Downtown Oakland is a transit hub for the City of Oakland as well as a regional destination and transfer point for those traveling along and across the Bay. On a typical weekday, AC Transit and the B Shuttle serve approximately 18,000 trips in Downtown Oakland, and BART serves another 35,000 boardings across its three stations: Lake Merritt, 12th Street/City Center and 19th Street. AC Transit and BART services provide a primary means of transportation to people with lower incomes, youth, seniors, and people with disabilities. The East Bay Bus Rapid Transit (BRT) project is currently under construction and will provide improved transit service from Downtown Oakland to San Leandro BART via 11th and 12th

Streets, International Boulevard, and East 41st Street. The project includes dedicated transit lanes along much of the route, level boarding stations with off-board fare payment, and many other passenger amenities and improvements for pedestrians and bicyclists.

Identifying Barriers to Success

Transit frequency improvements and transit-priority infrastructure changes are needed to improve bus transit operations to, from and within Downtown Oakland. Currently, buses traveling along certain streets in Downtown have some of the slowest operating speeds in the entire AC Transit system. If buses travel at very slow speeds, not only does it take longer for passengers to reach their destinations, but it requires the deployment of additional buses just to maintain the desired level of bus frequency. Transportation costs and travel time can be a significant burden for low-income households and may limit people's ability to access jobs, education, health care and other services, and recreational opportunities. A trip from East Oakland to Downtown may require the use of multiple buses and BART, as well as additional transit fare and multiple transfers. Improvements to bus frequency and reliability combined with reductions in transit fare for low-income households could improve the quality of life for Oakland residents.

Improvements in AC Transit service could provide significant benefit to residents within the City of Oakland. In particular, improving bus transit service between Downtown and East Oakland, Downtown and West Oakland, as well as within Downtown would provide Oakland residents with better access to Downtown and other regional destinations, including the City of Alameda. While BART connects Downtown with other Oakland neighborhoods, the cost of riding BART on a daily basis is significantly greater – the average daily cost of an AC Transit 31-day pass is \$2.60 (for an unlimited number of trips), while round-trip fare between the Fruitvale and 12th Street BART Stations is \$4.00.

Downtown Oakland and the communities adjacent to it have some of the lowest rates of household vehicle ownership in the city, including relatively high percentages of households with no vehicles available at all. The proportion of low-income households in these neighborhoods is also significant. Connecting these communities to Downtown Oakland via lower cost public transportation and safe and direct bicycle facilities will improve their access to services, jobs and social/recreational opportunities within Downtown.

Additional funding will be needed to implement transit service improvements and reduce the cost of transit for low-income residents. Current revenue sources for transit service are limited, and the ability to generate additional revenue for transit service improvements and fare reduction is a significant constraint.

Measures of Success

- Share of Oakland residents within each census tract that can access downtown within 15 minutes and 30 minutes via AC Transit (accounting for bus frequency and transfers)
- Cost of roundtrip transit fare between Downtown and Oakland neighborhoods/availability of low-income fare reduction
- Transit ridership on AC Transit and BART within Downtown
- Transit mode share for residents and employees

- Bus convenience and reliability, including planned travel time/excess travel time; excess headways; and perceived wait times
- Transit service levels (frequency of service)

Strategy Options

Strategy Option M-2.1: Implement transit priority treatments on key downtown corridors and improve bus frequencies to facilitate improved transit reliability, transit travel times, and overall transit access to, from and within downtown.

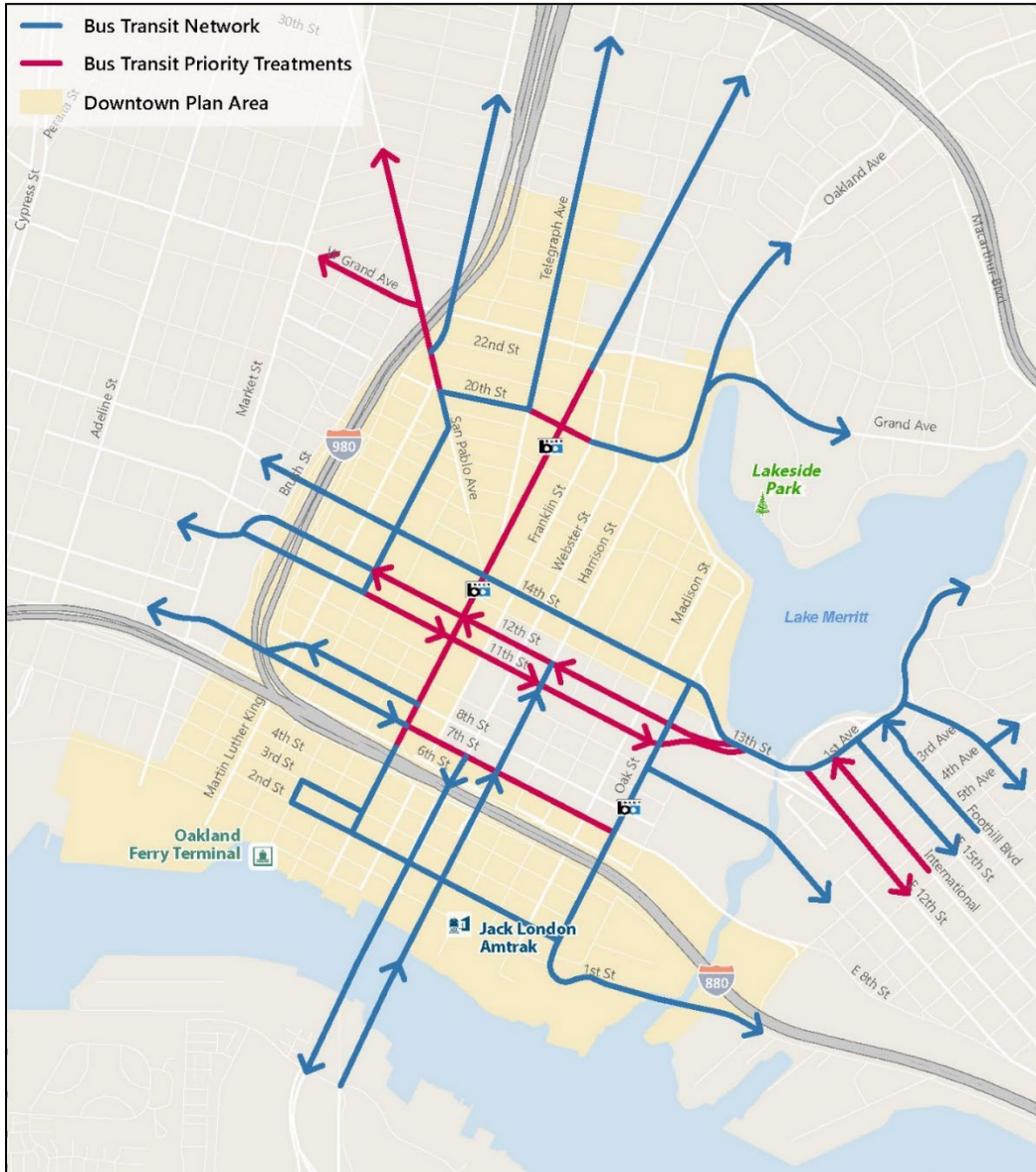


Figure 3.5 – Proposed Transit Networks

- Description & Approach:

Transit priority treatments include a range of street infrastructure improvements that are designed to improve bus travel times and frequencies. These include dedicated bus-only lanes, transit priority signals at intersections, queue jump lanes, and boarding islands or transit bulbs. Figure 3.5 shows the recommended locations for these improvements. The recommended transit improvements for 7th Street between Broadway and Oak Street anticipate that 7th Street would be converted from one-way to two-way operation, though other alternatives are also

explored in the Land Use Development and Mobility Options section of this Report and in Strategy Option M-3.1.

- Plan Topics Addressed:
 - Mobility, Connectivity & Access
- Potential Tools Utilized:
 - Infrastructure improvements that will enable AC Transit to cost-effectively improve bus service to, from and within downtown
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Enables more efficient operation of buses within Downtown - Setting specific targets for service frequency and span improvements will enable the City to work more effectively with AC Transit to target resources to the highest priority transit services - Enables bus service improvements that will increase the proportion of Oakland residents who can access Downtown within 15 and 30 minutes via public transit 	<ul style="list-style-type: none"> - May require the elimination of on-street parking - Will require funding and staff resources to implement improvements and coordinate with AC Transit

- Implementation:
 - Timeframe: Short- to Medium-Term (1-6 years)
 - Responsibility: City of Oakland Department of Transportation in cooperation with AC Transit
 - Potential Funding Source:
 - Local, state, and federal transportation funds
 - Downtown transportation benefit district

Strategy Option M-2.2: Reconfigure transit service in Jack London and Chinatown to better connect with regional transit (ferry terminal, Amtrak, and Lake Merritt BART) and improve bus transit connections between Downtown and East Oakland.

- Description & Approach:

To better serve the Lake Merritt BART Station and improve bus transit connections to East Oakland and locations of future development, including Brooklyn Basin, this strategy recommends reconfiguring the bus transit network in Chinatown and the Jack London District in conjunction with one-way to two-way street conversions on 7th Street and Oak Street, as shown in Figure 3.5.

- Plan Topics Addressed:
 - Mobility, Connectivity & Access
- Potential Tools Utilized:
 - Reconfiguring the transit network to better serve Chinatown, Jack London District, Brooklyn Basin and East Oakland

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Enables the creation of a transit center at the Lake Merritt BART Station on Oak Street between 8th and 9th Streets - Provides more direct connections between Brooklyn Basin, Chinatown and the Jack London District 	<ul style="list-style-type: none"> - One-way to two-way street conversions combined with new transit service may require the removal of some on-street parking

- Implementation:

- Timeframe: Short- to Medium-Term (1-6 years)
- Responsibility: AC Transit and City of Oakland Department of Transportation
- Potential Funding Source:
 - Local transportation funds

Strategy Option M-2.3: Improve passenger amenities (including wayfinding) and security at bus stops on all transit streets throughout downtown.

- Description & Approach:

Providing a safe, comfortable space to wait for buses that includes wayfinding and other transit information facilitates the use of public transit, particularly for more vulnerable populations such as youth, seniors, and people with disabilities. Wayfinding multilingual signage at transit stops and stations should be coordinated and consistent with other wayfinding in Downtown in terms of design and content, including design features that are used to identify specific cultural districts (see Strategy Option A-1.2). Current standard bus shelter design could be modernized to take up less space on the sidewalk while providing shelter for more people. A plugged-in shelter could also provide interactive way-finding and real-time bus arrival updates.

- Plan Topics Addressed:
 - Mobility, Connectivity & Access
- Potential Tools Utilized:
 - Bus stop improvements such as lighting, new shelters, design, benches, wayfinding information, real-time updates, and other amenities

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Improved security and comfort at bus stops - Opportunity to use transit stop and station facilities, including multilingual wayfinding signage, to reinforce the identity of cultural districts within Downtown 	<ul style="list-style-type: none"> - Additional financial and staff resources will be required to make improvements - Additional coordination will be needed with transit providers in order to define culturally-significant design features for transit stop and station facilities, including wayfinding signage

-

- Implementation:
 - Timeframe: Short- to Medium-Term (1-6 years)
 - Responsibility: City of Oakland Department of Transportation together with AC Transit
 - Potential Funding Source:
 - Local transportation funds
 - Transportation benefit district

Strategy Option M-2.4: Preserve sufficient bus layover capacity around Lafayette Square, Lake Merritt BART, and Jack London District to serve existing and future transit service needs to and from Downtown.

- Description & Approach:

A number of AC Transit bus lines terminate in Downtown Oakland. At the terminus of a line, buses may need to park at a designated stop or area for a longer period of time (typically 15 to 30 minutes) before starting the next run. This layover or recovery time allows bus drivers to take required breaks and provides a time cushion in the event that the preceding trip is delayed. Allowing for bus layovers in Downtown enables AC Transit to provide more service to Downtown and facilitates bus operations.

- Plan Topics Addressed:
 - Mobility, Connectivity & Access
- Potential Tools Utilized:
 - Provide infrastructure to support effective and efficient bus transit operations
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Facilitates bus service to Downtown Oakland - Ensures AC transit can run effectively throughout downtown even as growth and development continue to change the built environment and attract more riders 	<ul style="list-style-type: none"> - May require removal of existing on-street parking

- Implementation:
 - Timeframe: Short- to Medium-Term (1-6 years)
 - Responsibility: City of Oakland Department of Transportation together with AC Transit
 - Potential Funding Source:
 - Local transportation funds

Strategy Option M-2.5: Capitalize on potential regional transit expansion opportunities for BART, Capitol Corridor, and ferry service.

- Description & Approach:
- A second Transbay crossing for BART is under consideration, as are improvements in Capitol Corridor rail service and ferry service. The City of Oakland should take an active role in partnering with regional transit agencies in planning for and implementing these

improvements so that they further the City’s goals and objectives for transportation, economic development and land use.

- Plan Topics Addressed:
 - Mobility, Connectivity & Access
- Potential Tools Utilized:
 - Partnerships with regional transit agencies
- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - If the City is an active partner in planning for and implementing regional transit improvements, it is more likely to ensure that these improvements further the City’s goals and objectives 	<ul style="list-style-type: none"> - Additional staff time and resources will be required to work with regional transit agencies on planning for and implementing any improvements - Regional transit improvements can benefit everyone, but create conditions that lead to gentrification and small business displacement without supportive policies in place

- Implementation:
 - Timeframe: Long-Term (20 years)
 - Responsibility: City of Oakland, multiple departments
 - Potential Funding Sources: n/a

Additional Strategy Options

Strategy Option M-2.6: Work with transit agencies to develop a low-income transit pass to reduce the cost of transit fare.

Strategy Option M-2.7: Leverage new development to fund increased AC Transit bus service on key routes that connect East Oakland to downtown with tools such as impact fees or requirements to provide transit passes to residents. Alternatively, enact a fare-free zone for all buses within the Downtown area.

Strategy Option M-2.8: Rename the Lake Merritt BART Station to better identify its location in Oakland Chinatown, as was recommended in the adopted Lake Merritt Station Area Plan, Section 8.2.

Strategy Option M-2.9: Implement a Quiet Zone on the Union Pacific Railroad (UP) corridor through the Jack London Square area.

Outcome M-3: Oaklanders connect to Downtown’s resources with intermodal and multimodal options that accommodate people of all ages and abilities from their front door to their destination and back.

Existing Condition

Leveraging Assets

The number of lanes on public streets allocated to vehicle travel within Downtown Oakland is greater than what is needed to serve vehicle traffic volumes. Space on these streets could be reallocated to better serve other road users by reconfiguring vehicle lane widths and creating dedicated bicycling facilities, wider sidewalks, and/or transit-only lanes. The space could also be reallocated for public space or loading/unloading areas for local business. Given the high number of short-distance motor vehicle trips occurring within Downtown, transportation projects that enhance non-automobile travel via surface transit, bike share and bicycling, and walking are candidate projects to provide more options to personal vehicle travel within Downtown Oakland. To support future growth and equitable investments, focusing on the transit, pedestrian, and bicycle networks will be key strategies. Parking pricing and other park-once policies can also support a reduction in these types of trips.

There is also an opportunity to rethink how parking spaces, lots, and garages are used. In areas with low utilization of on-street parking, these spaces could be reclaimed and converted into public space, such as parklets, wider sidewalks, or other streetscape amenities. In areas with low utilization of off-street parking, redevelopment of these parking garages and lots could be considered.

Identifying Barriers to Success

Currently in Downtown Oakland, the wide, multi-lane arterials, few traffic calming measures, and ample parking prioritizes drivers over those who walk, bike, or ride transit. Yet Downtown Oakland has the lowest rate of vehicle ownership per household compared to any other neighborhoods in the city. Approximately 23% of Downtown Oakland households do not own a vehicle, compared with 8% of households citywide. The census tracts within Downtown, West Oakland, and East Oakland have some of the highest percentages of zero-vehicle households (Source: 2011-2015 ACS 5-Year Estimates).

Since Downtown Oakland residents, and the nearby residents in West and East Oakland, have the lowest rates of car ownership, Downtown’s wide public streets and arterials are not serving all who live in or adjacent to Downtown. Those workers who live in the hills primarily drive, while those living near major transit lines use transit to commute Downtown. A higher percentage of workers living within or immediately adjacent to Downtown walk or bike.

With the construction of the regional freeway system beginning in the 1960’s, the need for local streets to accommodate regional traffic decreased significantly. Consequently, the majority of streets in Downtown Oakland have excess vehicle capacity, even during peak travel times. Analyzing roadway demand with roadway supply shows that the great majority (more than 80%) of streets in Downtown Oakland have unused vehicle capacity. For these streets, right-of-way could be reassigned to other road users without compromising access and circulation for emergency vehicles, transit, and personal vehicles. However, there are several roadways where volume exceeds capacity, including 6th Street and the Webster and Posey Tubes, which connect the City of Alameda with the regional freeways and

Downtown Oakland. Personal vehicle travel from the Posey and Webster Tubes contributes to vehicle congestion in Downtown, primarily impacting Chinatown and Lake Merritt. The Oakland/Alameda Access Project is evaluating alternatives for improving local vehicle circulation into the Posey/Webster tubes and onto I-880 to divert traffic away from the Chinatown and Lake Merritt neighborhoods.

Another component of Downtown's transportation network is parking. Downtown has over 30,000 parking spaces in or near the Downtown area; however, demand for these parking spaces is uneven. Chinatown and the City Center are especially impacted by parking shortages, and on-street spaces are often full, particularly on weekdays. Chinatown's parking issues are further exacerbated by a lack of loading zones. Chinatown store owners often use parking spaces for long-term storage of vehicles, parking in loading and no-parking zones, double parking, and street loading. The City of Oakland has a goal of 85% parking occupancy at peak times. On average, Downtown parking occupancy never exceeds this percentage, particularly on weekends. Also, while some neighborhoods such as Chinatown and City Center have parking shortages, other areas in Downtown Oakland have a surplus of parking and low parking utilization.

Currently, the cost to park in a municipal parking lot or garage is \$0 - \$4/hour which is under the market rate (\$4 - \$8/hour) for private garages in Downtown Oakland. One popular mechanism for managing underpriced parking supply is to increase prices for parking in high-demand areas and maintain or reduce prices in low-demand areas. However, this parking management strategy parking may have equity impacts since those who cannot afford the higher prices may be forced to take other modes that may increase their travel time or create undue burdens or inconveniences. Also, while some areas in the downtown have an abundance of parking, Chinatown's on-street and off-street parking are often at capacity and they struggle to provide sufficient loading and unloading zones. To better address the dynamics of downtown parking, strategies should be flexible, targeted, and able to accommodate changing demands from development, technology, and behavior.

Measures of Success

- Parking is priced appropriately to maintain a balanced availability of on-street parking throughout Downtown.
- On-street and off-street parking spaces where parking utilization rates are low are reallocated to uses that serves more Oaklanders

Strategy Options

Strategy Option M-3.1: Implement the City's adopted Complete Streets Policies and focus on reconfiguring road space on public streets with excess capacity to other modes such bicycles, pedestrians, and transit.

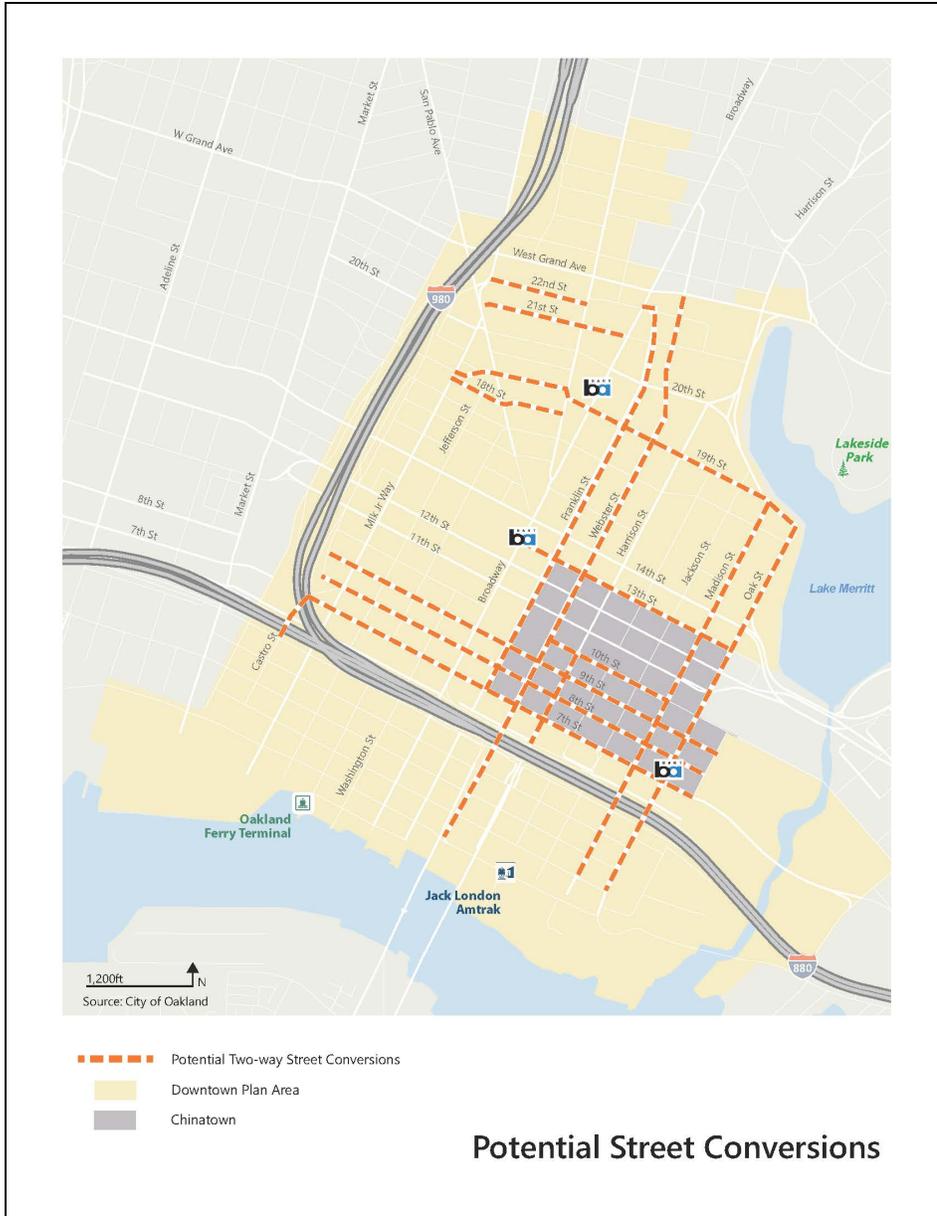


Figure 3.6 – One-Way to Two-Way Conversions

- Description & Approach:

Since many of Downtown’s streets have excess capacity, the opportunity exists to reconfigure road space to include spaces for bicyclists, pedestrians, transit, and loading/unloading. Pedestrian improvements are proposed under Strategy Options M-1.1- M-1.3; bicycle improvements are proposed under Strategy Option M-1.4; and transit improvements are proposed under options in Outcome M-2. Concepts for key focus corridors downtown are presented in Land Use Development and Mobility Options section of this Report, as well as in ‘Potential Tools Utilized’ below. A map of proposed one-way to two-way conversions to achieve these multimodal strategies is illustrated in Figure 3.6 above.

- Plan Topics Addressed:

- Mobility, Connectivity, and Access

- Potential Tools Utilized:
 - *Accessible Chinatown Streets Concept* (7th, 8th, and 9th Streets):
 - One-way to two-way conversions makes it convenient to get to Chinatown and to travel to/from Downtown or Alameda and Chinatown
 - Interconnected transit routes in Chinatown on 7th, 10th, 11th, 14th, Oak, Harrison, and Webster Streets increases transit accessibility to and from Chinatown, reduces the need to drive to and park in the neighborhood, and increases activity at the existing Lake Merritt BART Station
 - Expanded bike facilities create an interconnected network of bike lanes and separated bike lanes
 - Increasing accessibility for all modes helps decrease demand for visitor on-street parking, improving curbside management capabilities for businesses that rely on frequent loading, unloading and small deliveries
 - *Central Corridors Concept* (Broadway, Franklin, and Webster):
 - Corridors become the primary north-south multimodal streets in Downtown Oakland
 - A reimagined Broadway moves more people sustainably than any other corridor in Oakland, with dedicated transit lanes, BART below ground, a two-way cycle-track, curbside drop-off accessibility, and wide sidewalks
 - Prioritized multimodal mobility on Broadway is supported by improvements to Franklin and Webster Streets, which provide on-street parking, curbside activity functions, separated bike lanes, and direct inter-neighborhood connections to Jack London Square, Alameda and north Oakland
 - Two-way conversion of Franklin Street increases multimodal accessibility and commercial visibility in the core of Downtown, strengthening the connection of vibrant streets with vital downtown addresses
 - *Going Big on Broadway Action Plan* (Broadway):
 - Comprehensive action plan to implement the vision of a multi-modal focus on Broadway
 - Dedicated center-running transit lanes with floating bus islands: In the near-term, Broadway becomes Oakland's transit core, with bus lanes in the center of the street, vehicle access, curbside management, on-street parking flanking the bus lanes. In the long-term, Broadway is envisioned to include separated bike lanes.
 - When performance measures indicate non-single occupancy vehicle trip threshold achieved, vehicle access, curbside management, on-street parking facilities transition on one side of street to two-way cycle-track.
 - Remaining vehicle access lane transitions to vehicle/delivery/access street to serve adjacent land uses

- *Jack London-Lake Merritt Corridors (Madison & Oak Streets):*
 - Complements the Central Corridors with key north-south connections to Lake Merritt, BART, Chinatown, Jack London Square, and the future Brooklyn Basin neighborhoods
 - Two-way traffic patterns allow more people to conveniently access the neighborhoods by foot, bike, transit or auto
 - Oak Street transit connections at 2nd, 7th, 11th, 12th, and 14th create a fine-grained network of connections
 - Access to the Lake Merritt BART Station is enhanced with two-way travel on Oak Street and curbside management at the entrance to the station for buses and other activities
 - North-south separated bike lanes on Oak or Madison Street connect Lake Merritt to Brooklyn Basin and to other east-west separated bike lanes

- Tradeoff Analysis (analyses for each concept are presented in Section III):

Pros	Cons
<ul style="list-style-type: none"> - Ensures all modes of transportation have dedicated space downtown - Ensures different modes of transportation work together to provide a seamless mobility network to, from, and within Downtown - One-way to two-way conversions improve circulation in Downtown 	<ul style="list-style-type: none"> - May require removal of existing on-street parking in some locations - Will require substantial funding and staff resources to implement improvements and coordinate with transit agencies - Implementation of capital improvement project may have temporary adverse effects on local businesses during construction - May present some implementation challenges - Reconfigured traffic patterns can impact small businesses or other cultural enterprises if reconfiguration leads to less traffic circulating their business

- Implementation:

- Timeframe: Short- to Long-Term (1-20 Years)
- Responsibility: City of Oakland Departments of Public Works and Transportation in cooperation with AC Transit
- Potential Funding Sources:
 - Local, state, and federal transportation funds
 - Transportation impact fees

Strategy Option M-3.2: Decrease freeway traffic on local streets through improvements proposed as part of the Oakland/Alameda Access Project.

- **Description & Approach:**

Located within the Cities of Oakland and Alameda in Alameda County, the Oakland/Alameda Access Project proposes to improve access between Interstate 880 and Interstate 980 (I-880/I-980), the Posey and Webster Tubes, Downtown Oakland, and the City of Alameda. Within the approximately one-mile-long project study area, I-880, I-980, and State Route 260 (SR 260, the Posey and Webster Tubes) are major transportation corridors that experience heavy congestion during peak travel periods. Moreover, the I-880 freeway viaduct is a physical barrier, limiting connectivity between Downtown Oakland and Chinatown to the north and the Jack London District and the Oakland Estuary to the south. Local street patterns across I-880 are intertwined with freeway entrance and exit ramps as well as the Webster and Posey Tubes to and from the City of Alameda, affecting the cross-freeway circulation of motorists as well as bicyclists and pedestrians.

- **Plan Topics Addressed:**

- Mobility, Connectivity, and Access

- **Potential Tools Utilized:**

- Alameda County Transportation Commission (ACTC) is preparing several technical studies to evaluate community, circulation, and environmental impacts. Currently, the Oakland/Alameda Access Project is in the Approval/Environmental Document (PA/ED) phase.
- ACTC is also conducting an extensive stakeholder coordination and public outreach process to build consensus on the proposed project. A stakeholder working group has been established for the project and meets quarterly to discuss the project elements.

- **Tradeoff Analysis:**

Pros	Cons
<ul style="list-style-type: none"> - Improve connectivity and enhance pedestrian safety throughout the project area - Improve mobility throughout the network - Improves safety outcomes for all groups 	<ul style="list-style-type: none"> - Impacts during construction (such as noise, vibration, detours, etc.) - Impact to Posey Tube historic property - May present some implementation challenges

- **Implementation:**

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Building & Planning, Alameda County Transportation Commission, and Caltrans
- Potential Funding Source:
 - Alameda Measure B/BB, ATP, SB1

Strategy Option M-3.3: Improve the parking system throughout Downtown Oakland.

- Description & Approach:

The 2016 Downtown Parking Study determined that Downtown has a surplus of parking spaces; demand for parking is uneven throughout Downtown; and parking occupancy rarely exceeds the City’s goal of 85% during peak hours. The City’s parking model would benefit from improvements to better manage parking resources and demand.

- Plan Topics Addressed:

- Mobility, Connectivity, and Access
- Public Realm & Preservation

- Potential Tools Utilized:

- Implement performance-based pricing by using appropriate pricing rather than time limits to manage parking demand block-by-block, garage-by-garage, and throughout the day
- Implement real-time parking signage to display parking availability and/or pricing
- Adopt the Sensor Independent Rate Adjustment (SIRA) methodology developed for San Francisco’s SFpark to monitor parking occupancy in real time
- Establish parking benefit districts in which a portion of parking revenues are given to the neighborhoods where the funds were collected to be used for neighborhood improvements
- Establish and fund Transit Demand Management (TDM) programs to increase the number of people who use transit, walking, bicycling, and carpooling to access downtown

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Better management of downtown’s parking resources - Possible achievement of the City’s goal of 85% parking occupancy during peak hour - More parking turnover in high-demand areas such as Chinatown or City Center - Opportunities for more public amenities and highest/best land uses 	<ul style="list-style-type: none"> - May lead to an increase in parking prices - May reduce the number of parking spaces and inconvenience some drivers - May present some implementation challenges

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Transportation
- Potential Funding Sources:
 - Parking revenues

Strategy Option M-3.4: Actively manage curbside space to serve diverse needs of Oakland’s residents, merchants, and visitors.

- Description & Approach:

Curbside space, or the space between vehicular travel lanes and the sidewalk, is prime real estate in downtown Oakland. Many different uses compete for curbside space such as parking, commercial deliveries, passenger loading/unloading, and bus stop zones. Business owners rely on curbside space for customer parking and for the loading and unloading of goods, whereas visitors rely on curbside space for parking and drop-off areas for ridesharing. Even though Downtown Oakland has approximately 6,330 on-street spaces, more than 85% of which is dedicated to regular parking³⁹, some areas in Chinatown, along Broadway, and in Jack London District see greater competing demands for curbside space which results in double-parking.⁴⁰ A more proactive approach to assessing and managing curbside uses will help ensure that the competing demands on curbside space are better balanced to serve Oaklanders’ needs.

- Plan Topics Addressed:

- Mobility, Connectivity & Access
- Public Realm & Preservation

- Potential Tools Utilized:

- In Chinatown, implement the Color Curb Program, or a combined commercial loading/metered parking zones on select streets; this zone would allow 30-minute time-limited commercial parking from 7:00-10:00AM and metered parking at all other times. Locations could include the north and south sides of 9th Street from Broadway to Webster Street; the north and south sides of 8th Street from Franklin Street to Harrison Street; and the north and south sides of 10th Street from Webster to Harrison Street.
- Develop a Curbside Management Study to analyze the existing uses of curbside space, both auto and non-auto, and develop a clear methodology to guide decision-making on how to manage and prioritize the use of scarce curbside space. The 2016 Downtown Oakland Parking Study identified the following ranked priorities:
 1. Bicyclists, pedestrian, and transit;
 2. Active freight and passenger loading, including taxi stands;
 3. Places to linger, such as parklets and sidewalk dining;
 4. Short- and long-term parking.

³⁹ City of Oakland/Metropolitan Transportation Commission, ‘Downtown Oakland Parking Study & Parking Management Report’ (June 2016): 2-12. <http://www2.oaklandnet.com/oakca1/groups/pwa/documents/report/oak059357.pdf>

⁴⁰ Alameda County Transportation Commission, ‘Comprehensive Circulation Study for Downtown Oakland and Access to/from West Alameda’ (October 2015): 47. <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak055800.pdf>

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - Serving other uses beyond on-street parking - Safer loading/unloading of passengers and goods - Additional space for pedestrians, bicyclists, and public amenities - Reduced blocking of travel lanes - Parking programs may be relatively easy to physically implement 	<ul style="list-style-type: none"> - Potential reduction of on-street parking spaces - Loading/unloading zones may not be directly in front of businesses - Parking programs may be challenging politically to implement

- Implementation:

- Timeframe: Mid-Term (3-6 Years)
- Responsibility: City of Oakland Department of Transportation, Parking and Mobility Management Division
- Potential Funding Sources:
 - Capital Improvement Program (CIP) funding
 - Development requirements

Additional Strategy Options

Strategy Option M-3.5: Develop and implement a downtown wayfinding program to direct people to parks, cultural districts, popular attractions, critical services, and parking (see Strategy Option A-1.2).

Strategy Option M-3.6: Consider Replacing I-980 with a multi-way boulevard to better connect West Oakland and downtown, creating opportunities for new housing and other uses, and support walking, biking, and transit (see Strategy Option M-3.7).

Strategy Option M-3.7: Improve pedestrian/bike crossings of I-980 to better connect West Oakland and downtown (see Strategy Option M-1.3).

Implementation and Ongoing Engagement

Future development facilitated by the Downtown Oakland Specific Plan will result in some of the needed streetscape, transportation and infrastructure improvements, and the commercial development will generate tax revenue needed to fund services citywide. However, to realize significant equity outcomes (in the form of social programs such as job training, etc.) ongoing oversight and accountability mechanisms need to be established. The outcomes and strategies presented below address these issues.

Outcome I.7: Residents and stakeholders are included in the ongoing decision-making and implementation of the Downtown Oakland Specific Plan, and, with the City, accountable for current initiatives and for the successful adaptation of the Specific Plan over time as conditions change.

Existing Condition

Leveraging Assets

Residents have been integral to the development of the Downtown Specific Plan to date, with hundreds of participants in community outreach activities ranging from a multi-day open house and large public workshops to online surveys and dozens of small stakeholder focus group meetings and interviews. The additional outreach conducted in Phase II of the Specific Plan process broadened the membership of the Community Advisory Group and targeted underrepresented communities – particularly African-American, Latinx and disabled residents, and community leaders representing East and West Oakland. These community leaders can potentially continue to provide a representative base of community involvement on into the future. Additionally, the City's new Department of Race and Equity is a resource that the Planning Bureau has availed itself of during the Specific Plan process, and will continue to be available to help the Planning Bureau adapt its processes to center equity in the implementation process.

Identifying Barriers to Success

Many community members have expressed during the planning process that they lack trust in the City's ability to follow through on plan implementation, or to maintain a focus on racial equity. The City does not currently have a dedicated ongoing structure and resources for interdepartmental coordination and staffing for implementing specific plans, which has led to reactive rather than proactive implementation of previous specific plans. This has in turn resulted in continued distrust from the public. Creating this system will require buy-in from administration and officials.

Developing an ongoing implementation body that has broad community participation and can develop the tools and partnerships needed to implement this and other specific plan will require inter-agency partnership, buy-in from City officials, and targeted attention to ensure that Oakland's most vulnerable communities are well-represented.

Measures of Success

- On-schedule implementation of the Specific Plan, with targets met
- Ongoing advisory body represents all communities in Oakland, including low-income residents, people of color, people with disabilities, and neighborhoods across the city
- Ongoing inter-departmental structure developed
- Staff position funded and delegated with proactive implementation

Strategy Options

Strategy Option I-1.1: Develop a citywide Specific Plan Implementation Committee with broad community participation.

- Description & Approach:

Successful and flexible implementation of the Downtown Oakland Specific Plan (DOSP) will require ongoing community participation. The DOSP is one of several specific plans the City has adopted, so an approach to ongoing engagement that systematically addresses implementation of all these plans is needed to ensure equitable attention to the different plan areas. A Specific Plan Implementation Committee that addresses all the specific plans can advise the Planning Bureau on community priorities, develop partnerships for implementation, maintain ongoing communication about plan progress, and respond to changes in conditions. Participants would represent Oakland's diverse communities, partner agencies, community organizations and City departments, and include representatives from areas that have not yet adopted specific plans.

- Plan Topics Addressed:
 - Process and Community Engagement
- Potential Tools Utilized:
 - Representatives from the existing DOSP Community Advisory Group and prior specific plan advisory groups can be invited to participate in an Implementation Committee, with additional members invited based on a review of the neighborhoods and communities not yet represented
 - City Boards and Commissions can be used to develop a formal process for committee membership tied to the work of the existing Planning Commission and its committees
 - Alternatively, this committee could be organized directly by, and as an advisory body to, the Strategic Planning Division of the Bureau of Planning.
- Implementation:
 - Timeframe: Short-Term (1-2 Years); Ongoing
 - Responsibility: City of Oakland Department of Planning and Building and the Office of the City Clerk
 - Potential Funding Source:
 - A specific plan fee levied on development in each plan area to defray the cost of preparation, adoption and administration of the specific plan

- Tradeoff Analysis:

Pros	Cons
<ul style="list-style-type: none"> - More broad community representation than the Planning Commission would help guide the implementation of the DOSP - Addresses implementation at a structural level rather than just for the DOSP 	<ul style="list-style-type: none"> - An additional oversight body would add time and risk to approval process

Strategy Option I-1.2: Continue regular meetings of the DOSP Interdepartmental Coordinating Committee to coordinate implementation between departments across specific plans.

Strategy Option I-1.3: Dedicate resources to and develop a structure for ongoing implementation of specific plans, including policy projects, ongoing coordination between departments, and organization of the Interdepartmental Coordinating Committee and Specific Plan Implementation Committee.

Strategy Option I-1.4: With the participation of a Specific Plan Implementation Committee, review the Downtown Oakland Specific Plan every 2-3 years to report on progress, evaluate whether the strategies are achieving the desired equity and other outcomes, evaluate whether strategies are still appropriate, and update as needed.

Appendices

Appendix A: Equity Assessment Memo

Appendix B: Disparity Analysis

Appendix C: Downtown Oakland's Economic Role in the City and the Region

Appendix D: Fiscal Analysis of the Impact of Downtown Oakland Development

Appendix E: Development-Based Tools to Preserve and Expand Arts and PDR Workspaces

Appendix F: Accessibility Survey Findings