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| Location: | Area bounded by 27th Street to the north; I-980, Brush and Market Streets to the west; Embarcadero and the Jack London estuary waterfront to the south; and Lake Merritt, Channel, and 5th Avenue to the east |
| Proposal: | Introduction of the Draft Downtown Oakland Specific Plan (Draft Plan) , including General Plan and Planning Code amendments (text and map changes), and receipt of public and Commissioner comments. Staff will return to the Planning Commission on October 2, 2019 to hear additional comments on the Draft Plan and will also bring the Draft Environmental Impact Report (Draft EIR) for public and Commissioner comments. |
| Applicant: | City of Oakland |
| Case File Number: | SP16001 |
| General Plan: | <u>Land Use and Transportation Element (LUTE)</u> Business Mix; Central Business District; Community Commercial; General Industry and Transportation; Institutional; Mixed Housing Type Residential; Neighborhood Center Mixed Use; Urban Park and Open Space; Urban Residential <u>Estuary Policy Plan (EPP)</u> Light Industry 1; Mixed Use District; Off-Price Retail District; Parks; Planned Waterfront Development 1; Produce Market; Retail Dining Entertainment 1; Retail Dining Entertainment 2; Waterfront Commercial Recreation 1; Waterfront Mixed Use; Waterfront Warehouse District |
| Zoning: | C-40, C-45, CBD-C, CBD-P, CBD-R, CBD-X, CC-1, CC-2, CC-3, CIX-1A, CIX-1B, D-LM-2, D-LM-3, D-LM-4, D-LM-5, IG, M-20, M-30, M-40, OS(LP), OS(NP), OS(RCP), OS(RCA), OS (AF), OS (AMP), OS(SU), R-80, RU-3, RU-4, RU-5, S-2 |
| Environmental Determination: | The Draft Environmental Impact Report (Draft EIR) for the Downtown Oakland Specific Plan will be available for public review (SCH No. 2019012008) on August 30, 2019 and will be brought before the Planning Commission on October 2, 2019. The Draft EIR will be subject to a 45-day public review and comment period. |
| Historic Status: | 52 Landmarks, 21 Areas of Primary Importance (API), 27 Areas of Secondary Importance (ASI) |
| City Council District: | 2, 3 |
| Status: | The Draft Plan was released on August 30, 2019 and will continue to be subject to public review and comment. The Draft EIR was also released on August 30, 2019, and will be subject to a 45-day public review and comment period and a public hearing before the Planning Commission on October 2, 2019. |
| Action to be Taken: | Staff will provide an introduction to the Draft Plan on September 4, 2019, and receive public and Commissioner comments. Staff will return on October 2, 2019 to receive additional comments on the Draft Plan, and to review and receive public and Commissioner comments on the Draft EIR. |
| For Further Information: | Contact Project Manager Alicia Parker at (510) 238-3362 or by email at aparker@oaklandca.gov . |

SUMMARY

The purpose of this report is to provide an introduction and overview of the Draft Downtown Oakland Specific Plan (Draft Plan), including proposed changes to the General Plan and Planning Code to achieve the vision of the Draft Plan. The hearing today is the first of many upcoming public forums on the Draft Plan, including multiple advisory commissions, stakeholder meetings, and a second Planning

Commission hearing on October 2, 2019 that will allow for further public comment on the Draft Plan, as well as the Draft Environmental Impact Report (Draft EIR).

The process to develop a specific plan for Downtown Oakland began in 2015, and will result in an update to city policies that guide downtown development by considering Oakland's projected housing and employment needs over the next 20 years. The Draft Plan will serve the broad needs of the entire Oakland community – including inclusive economic opportunity; anti-displacement measures to help protect residents, businesses and community institutions; a welcoming public realm that is safe, engaging, and inclusive; and reduction of racial disparities in access to opportunity and quality of life.

BACKGROUND

The process to develop the Downtown Oakland Specific Plan began in 2015. The initial phase of the planning process culminated with the Plan Alternatives Report in Spring 2016, about which the City received thousands of comments. Many comments expressed concerns about the rapid displacement of communities of color, as well as displacement of independent small businesses and community-serving non-profits who provide essential services to historically marginalized communities. Some members of the business community warned about dampening the investment appeal of downtown, citing risky capital markets, ostensibly limiting the feasibility of future development projects through the application of too many additional fees. City Economic Development staff expressed the importance of economic activity downtown as a mechanism for generating revenue that funds critical public services citywide. Community members also expressed concern that all stakeholder voices be represented in the discussion, including Oakland residents who live elsewhere in the city. In response to these comments, the City initiated a new phase in the Downtown Plan process in 2017 focused on engaging a broader, more representative section of the community. This "Phase II" in the Downtown Plan process marked a re-launch in the planning process with an equity lens, and a focus on developing balanced strategies for downtown's future that would protect what makes downtown "authentically Oakland" and bring opportunities to downtown that benefit the entire Oakland community - including underserved communities.

Supported by an equity consultant and the City's newly-formed Department of Race and Equity, the planning team revised the process to better involve members of the City's most vulnerable communities. The team analyzed disparities in life outcomes and proposed equity-related outcomes and policy directions. This work was based on racial equity impact assessment (REIA) and results-based accountability (RBA) models, which together involve identifying and measuring indicators of racial disparities; including affected communities in identifying and designing solutions to those disparities; and assessing proposed strategies to determine whether they will close or widen the identified disparity gaps.

Attachment A details both phases of the planning process.

PLANNING CONTEXT AND BOUNDARY

The physical boundaries of the Downtown Specific Plan include the area bounded by 27th Street to the north; I-980, Brush Street, and Market Street to the west; the Jack London estuary waterfront and Embarcadero West to the south; and Lake Merritt, Channel, and 5th Avenue to the east. Chinatown is not included in the boundaries of the Downtown Oakland Specific Plan because it previously went through its own specific planning process that led to the adoption of the Lake Merritt Station Area Plan in 2014. However, it is included in the neighborhood descriptions within the planning context for the Downtown Specific Plan. In addition, there are recommendations in the plan for Chinatown that relate to transportation, streetscape, parks and park maintenance, community facilities, and cultural districts.

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

Central Core: The Central Core area consists of large buildings, many with historic designation, including City Hall and the adjacent Frank Ogawa Plaza. Centered around 14th Street and Broadway, the area contains Oakland's first adopted cultural district, the Black Arts Movement and Business District which has a concentration of local and Black-owned businesses, and is the City's most dense transit corridor.

Lake Merritt Office District: Fronting 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.

Uptown: The Uptown area spans a large portion of the northern part of downtown. 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 making it a vibrant entertainment area.

Koreatown/Northgate (KONO): The KONO area between Telegraph and Northgate Avenues is comprised of a variety of Victorian homes and apartment buildings. Small shops front onto Telegraph Avenue hosting a variety of multi-ethnic businesses. Northgate Avenue is a wide boulevard, with few pedestrian amenities. The freeway underpass also acts as a barrier in the neighborhood.

West of San Pablo: The area west of San Pablo Avenue has some historic resources containing both historic areas of primary and secondary importance, including residential hotels and apartment buildings, a crucial source of affordable housing in downtown. There are gaps in the building fabric along the street edges, which would be appropriate for infill development. The downtown area west of San Pablo Avenue includes 17th Street and 20th Street, which are gateways to downtown from West Oakland.

Lakeside Apartment District: 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 including the Malonga Casquelourd Center for the Arts, one of the region's first centers for African and African diaspora performance-based art forms, as well as the Scottish Rite Temple. Also within the District is the Main Branch of the Oakland Public Library, which provides essential services to Oaklanders.

Old Oakland: 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 Old Oakland. 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 area's past.

Jack London: 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, both rated as "Areas of Primary Importance" (API), and several landmark buildings including some of Oakland's earliest buildings (the first buildings in Oakland were sited here as the city grew up around the port-serving activities).

Chinatown: 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.

Laney College: The Draft Plan expands upon the improvements contemplated as part of the Laney College Facilities and Technology Master Plan including transforming the existing parking lots and administrative sites into mixed use, vocational and college-supporting uses with student housing that would connect to the Lake Merritt BART transit-oriented development (TOD).

PROJECT DESCRIPTION

The Draft Plan document begins with a setting section that places downtown within the larger Bay Area context and describes its physical landscape, as well as its unique assets including its cultural diversity. The vision section presents six key goals to which the Draft Plan proposed policies, programs and actions aspire. The policy recommendations and regulatory changes to achieve the Plan’s vision are in the following main chapters of the Draft Plan:

- Chapter 1 - Economic Opportunity
- Chapter 2 - Housing
- Chapter 3 - Mobility
- Chapter 4 - Culture Keeping
- Chapter 5 - Community Health
- Chapter 6 - Land Use & Urban Form.

Additionally, the Implementation chapter (Ch. 7) outlines the key actions, partners, possible funding sources and a timeline to implement the Draft Plan.

The Draft Plan sets forth an ambitious vision articulating downtown Oakland’s extraordinary capacity to become a dynamic regional hub of culture, employment, housing and transit that is welcoming to the entire community. The Draft Plan proposes transformative ideas to connect the community’s goals to strategic actions. The summary figures below are representative of the types of improvements and forward-thinking ideas contained in the Draft Plan.

| Jobs & Retail | Housing | Civic Improvements | Future Projects |
|---|--|--|--|
| <ul style="list-style-type: none"> • 60,000 jobs • 20 million square feet of new commercial space • \$21.2 million affordable housing fees | <ul style="list-style-type: none"> • 29,100 new units • Target: 15-25% of new units affordable • \$480-544 million in affordable housing fees | <ul style="list-style-type: none"> • Cultural and small business space targeted to cultural districts • Pedestrian and bicyclist safety • Restrooms, water fountains, benches and other amenities | <ul style="list-style-type: none"> • Considers the potential for: <ul style="list-style-type: none"> • I-980 conversion • Stadium at Howard Terminal (and adjacent development) • Second transbay BART crossing |

The central ideas of each Draft Plan chapter are summarized below.

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

Key City Investments & Policies:

- Capitalize on geographic and transit assets by identifying office priority sites and promoting density at downtown’s regional transit hubs;
- Activate ground floor retail/commercial spaces by developing a program to master lease vacant spaces, and sub-lease them to small, local and culturally relevant retailers, artists and artisans;
- Expand initiatives and partnerships with the tech sector, and other sectors targeted for expansion, to increase equitable business development and employment opportunities;
- Expand existing and develop new summer job and local hire & training programs to ensure that employment growth benefits the Oaklanders most need of opportunity.

Housing & Affordability - Central Idea: *Maintain downtown as a collection of unique neighborhoods where people of all races and incomes live by adding 29,100 new homes by 2040, of which 4,365 to 7,275 will be affordable units.*

Key City Investments & Policies:

- Prioritize a portion of the affordable housing funds generated downtown for downtown projects by adapting scoring criteria and/ or increasing affordable housing impact fees;
- Study an inclusionary housing requirement for downtown that could replace the affordable housing impact fees currently in place;
- Establish a program to incentivize community-desired benefits in exchange for increased development potential;
- Encourage large units for families and accessible units for older adults and people with disabilities.

Mobility - Central Idea: Connect people across Oakland to downtown and unify the downtown neighborhoods by expanding high-quality transit, bicycle routes, pedestrian access and amenities for an active street life.

Key City Investments & Policies:

- Streetscape investment, including curb ramps, high-visibility crosswalks, landscaping and public space improvements;
- Investment in dedicated transit lanes;
- Investment in downtown’s bicycle network to expand the number of high-quality routes and increase the overall number of connected and continuous routes throughout downtown.

Culture Keeping - Central Idea: Leverage and protect Oakland’s diverse cultures as an engine for artistic innovation and economic growth by establishing and implementing cultural districts downtown with support for cultural institutions and businesses.

Key City Investments & Policies:

- Develop a master lease program that provides affordable space for small local retailers, artists and artisans;
- Dedicate ground floor space for cultural, arts, and maker uses in new developments located in cultural districts;

- Construct coordinated streetscape and public space improvements that help identify and enhance arts and culture districts.

Community Health - Central Idea: Enhance quality of life and health for all Oaklanders by improving and expanding public spaces, strengthening community resilience, implementing urban greening projects, reducing private vehicle trips, and shifting to renewable energy sources.

Key City Investments & Policies:

- Create a safe and healthy public realm through improvements to streets, parks, and open-space, with a focus on enhancing connections between the Lake Merritt, Channel, and Estuary waterfronts and the rest of downtown;
- Improve the experience of existing parks, open space, libraries and other community facilities through capital investments in equipment upgrades, maintenance and programming;
- Draft and adopt new design guidelines for streets and public spaces;
- Reduce greenhouse gas (GHG) emissions by investing in improvements to the walking, biking and transit network and eliminating fossil fuels from building systems;
- Apply concepts to downtown from the “Pathways to Deep GHG Reductions in Oakland” Report (March 2018); utilize strategies from “Sustainable Oakland”, “Sea Level Rise Road Map” and other reports for a more resilient downtown.

Land Use and Urban Form - Central Idea: Foster new development that serves all Oaklanders and addresses housing & employment demand by: preserving historic and cultural assets; creating a lively, interactive, vibrant and culturally relevant public realm; and providing increased building intensity in exchange for pre-defined community benefits.

Key City Investments & Policies:

- Develop and invest in a coordinated system of downtown streetscape improvements to link commercial and residential activity centers with the Lake Merritt, Channel, and Estuary waterfronts via the proposed “Green Loop”;
- Revise land use & zoning regulations to reflect Plan goals and target new density near transit;
- Designate “Office Priority Sites”;
- Designate arts/culture districts;
- Create a streamlined development incentive program to provide increased building intensity in exchange for pre-defined community benefits.

Development Potential

The Downtown Oakland Specific Plan (also referred to as Downtown Plan, Draft Plan or DOSP) is being developed to implement the City of Oakland General Plan. The Plan will guide downtown development over the next 20 years to serve the needs of the entire Oakland community - including economic opportunity, housing, transportation, arts and culture, community health, land use, and reduction of disparities in access to opportunity and quality of life.

The Draft Plan identifies opportunity sites – typically parking lots and low-scale, underutilized buildings – that could be redeveloped over the next 20 years to accommodate job-generating land uses and much-needed housing to fulfill the Draft Plan’s vision of creating a dynamic regional employment center in downtown Oakland to capitalize on downtown’s excellent transit assets, flourishing creative community, racial and ethnic diversity and temperate waterfront setting. The development potential for downtown over the next 20 years was calculated by estimating the amount of residential, commercial, industrial and institutional space that could be accommodated on opportunity sites based on changes to the allowed intensity (i.e., height limits, density, and floor area ratio (FAR) as well as changes to allowed uses.

Page 242 of the Draft Plan describes the development program, which is summarized here:

| | Existing Development (residential units [Units] and commercial square footage [SF]) | Projected New Development by 2040 (with Draft Plan) | Total Existing plus New Development |
|---|---|---|--|
| Residential (Units) | 15,032 | 29,100 | 44,132 |
| Total Commercial (SF) | 24,854,203 | 20,060,000 | 44,914,203 |
| Office (SF) | 15,998,592 | 16,840,000 | 32,838,592 |
| Retail/Neighborhood (SF) Serving Commercial (SF) | 8,855,611 | 2,330,000 | 11,185,611 |
| Flex Commercial | N/A | 889,000 | 889,000 |
| Light Industrial (SF) | 1,788,992 | 260,000 | 2,048,992 |
| Institutional (SF) | 3,728,872 | 1,310,000 | 5,038,872 |
| Parking (Spaces) | N/A | 16,000 | 16,000 |

Based on the potential changes to the permitted intensity and allowed uses, the development program for the Draft Plan would nearly triple the number of residential units downtown and double the amount of commercial space and jobs.

The Draft Plan also proposes an ambitious set of policies, across a variety of topic areas, to achieve equitable and sustainable development. The Draft Plan proposes measures of success to track progress towards achieving equitable, sustainable development. A draft version of the measures of success was brought before the community for review prior to the release of the Draft Plan. The measures of success in the Draft Plan are those for which the City has data, or is reasonably sure it can begin to collect the data, and that relate back to closing the racial disparity gaps (many measures are drawn from the *Oakland Equity Indicators*).

KEY ISSUES**Need for New Funding and Fees to Achieve Plan Goals**

As previously mentioned, the Draft Plan proposes an ambitious set of policies across a variety of topic areas to achieve equitable and sustainable development. Many of the draft policies that would most directly assist vulnerable communities involve improving existing or developing new programmatic activities. For example, enhanced programs could provide small business support, job training and youth programming. Investment in building facades, publicly-owned cultural facilities and the biking and walking environment would also have a profound impact on downtown's sense of safety and cultural belonging. However, in the current fiscal climate, additional sources of revenue are needed to implement these types of programmatic recommendations and physical improvements. Funding sources that may need to be developed or revamped to implement the Draft Plan include the following:

1. Update/increase the Landscaping and Lighting Assessment District (LLAD) fee
2. Augment capacity of the Business Assistance Center and business outreach
3. Increase funds for the city's Façade Improvement Program
4. Increase the Capital Facilities Impact Fee for parks, libraries, fire, etc.
5. Adopt a new value-capture mechanism downtown such as an Enhanced Infrastructure Financing District (EIFD) to fund affordable housing and other needed improvements
6. Develop a mechanism to fund a low-income transit pass
7. Create a cultural facilities fee
8. Modify the transient occupancy tax (TOT) (with a ballot measure) to enhance funding for cultural programming
9. Develop a facilities access fund to subsidize access to performance space

Impacts to Emergency Fire Service Response

The growth in population anticipated in the Draft Plan could impact emergency fire service response times. Although new development pays an existing Capital Facilities Impact Fee for parks, libraries, fire, etc. and new office buildings will contribute ongoing tax revenues to the city's general fund to support public services including emergency fire services, fire department staff report being under-resourced, particularly related to the enhanced capacity needed to serve new downtown development. The Draft Plan recommends an increase to the Capital Facilities Impact Fee, part of which could be directed to enhanced fire services.

Housing Policy Recommendations

Rapid job growth is driving increased housing demand and rising housing costs. Housing is generally considered affordable if 30% or less of a household's income is spent on housing. As of 2015, 54% of Downtown Oakland renters paid over 30% of their income on housing, and 25% of households spent more than half their income on housing. This compares to 45% and 23%, respectively, in 2000. Significant racial disparities exist citywide in the proportion of income spent by renters on housing with the greatest disparities experienced by African American households, with 63.4% spending over 30% of their income on housing, followed by Latinx households at 59.9%, Asian or Pacific Islander households at 53.4%, and White households at 40.1%. In addition, homelessness increased between 2015 and 2017 by 26%, and increased again between 2017 and 2019 by 47%. The Draft Plan proposes strategies to strengthen or revise existing housing policies as well as proposals for new housing policies and programs.

The Draft Plan calls for creating between 4,365 and 7,275 subsidized affordable housing units downtown by the Plan build-out year of 2040, out of the 29,100 total housing units projected downtown over that same time period. This would be equivalent to 15 to 25 percent of the total projected new units. The recommended affordable housing policies are described below:

- Adapt scoring criteria for awarding City affordable housing funds to prioritize projects in adopted specific plan areas, transit-oriented locations, and in locations meeting certain levels of employment access or workforce services. This could also include points for artist-serving housing.
- Study increases to the jobs/housing and/or affordable housing impact fee, with a goal of allocating new affordable housing fees using the new scoring criteria noted above for awarding City affordable housing funds, or dedicating a portion of the new impact fee revenues generated to affordable housing production in downtown.
- Explore creating a new long-term revenue stream from a downtown-specific value capture mechanism, with the 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.
- Study an additional development density bonus option for projects that provide housing units designed and suitable for families—particularly three-bedroom units.
- As part of the recommended impact fee assessment, study the merits of developing a downtown-only inclusionary housing requirement in place of the existing affordable housing impact fees.
- Expand renter services and counseling.
- Maintain effective enforcement of rent adjustment and just cause eviction laws.
- Implement a consolidated online waiting list for rent-restricted affordable housing units.

Mobility Recommendations

Chapter 3 of the Draft Plan includes the strategies to improve mobility downtown and sets forth the main mobility objectives for Downtown Oakland, which are to:

1. Improve access and safety for pedestrians;
2. Create a world class transit network linking Oaklanders throughout the city to downtown; and
3. Develop a connected network of low-stress bicycling facilities.

Out of the mobility-related policies, programs and actions, the implementation priorities discussed during the June implementation community advisory group (CAG) meetings included (in no particular order):

- **Design and construct a core bicycle network throughout Downtown. Link the core bike network to the short-term network in the city's Bike Plan.**

While this was cited as a priority among the majority of participants at the CAG implementation meetings, some community members remain concerned. Chinatown stakeholders continue to express concern about bike lanes in the core of Chinatown if they cause reduction in parking (which could discourage tourists and customers), or if they reduce the capacity of the streets, which need to accommodate passenger loading and commercial deliveries. Additionally, the speed of bikes and motorized scooters is also a point of concern for Chinatown seniors.

Chinatown stakeholders expressed strong support for being a key partner in the implementation of all mobility-related recommendations.

- **Implement transit priority treatments on key downtown corridors and decrease bus headways to improve overall transit travel times, and access to, from and within downtown.**

This recommendation was generally supported, although Chinatown stakeholders are concerned that the reduction of vehicle capacity on Broadway and 7th Streets could shift cars onto nearby neighborhood streets, including in Chinatown. The Chinatown Coalition requested that improvements to the Chinatown street network (including two-way conversion on Franklin and Webster Streets, and implementation of the Oakland Alameda Access Project to reduce the impacts of the existing I-880 bound Alameda traffic exiting the Posey Tube on local Chinatown streets) would be needed to assuage their concerns (however the Chinatown Chamber notes some concern with two-way conversion if the reduction in capacity causes less access for loading and commercial deliveries, and introduces more conflicts between road users – pedestrians, bicyclists, and autos).

- **Work with transit agencies to offer a low-income transit pass to reduce the cost of transit fare and a free transit pass for school-aged children.**

AC Transit is supportive of this concept, but notes that additional funding sources would be needed.

- **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.**

This recommendation was generally supported by affected stakeholders. However, some stakeholders expressed concern about improving transit access to East Oakland having the unintended consequence of potentially leading to gentrification.

- **Expand the Park Oakland program to additional areas of downtown to manage public parking to balance the diverse needs of Downtown Oakland’s visitors, merchants, commuters and residents.** Actions include: increase ADA-accessible parking and passenger loading; implement real-time parking signage; adopt the Sensor Independent Rate Adjustment (SIRA) methodology recommended in the Downtown Oakland Parking Management Report (June 2016) to monitor parking occupancy in real time; establish parking benefit districts; give merchant and neighborhood organizations an advisory role in how to spend revenues; and establish a committee to propose reforms to curb parking availability for people with disabilities, and Disabled Placard fraud and abuse.

This recommendation was particularly important to the downtown small business community, as they state that most of their customers arrive by automobile and an easy-to-navigate parking system, with equitable fee structure, is needed.

- **Develop a Curbside Management Study, building upon the 2016 Downtown Oakland Parking Management Report.**

This recommendation was also important to the downtown small business community.

Prepare a Sea Level Rise Adaptation and Shoreline Protection Strategy for Downtown as Part of a Regional Strategy

Mitigating the potential effects of future flooding from sea-level rise is a high priority for the City. Projected long-term sea-level rise poses a significant threat to the Jack London Waterfront, Oakland Estuary, Lake Merritt, and Oakland’s overall stormwater system. Therefore, with investments being made in Estuary Park and Jack London Square, as well as the future potential of sites like Howard Terminal and Victory Court, it is vital to prepare a comprehensive adaptation strategy for Oakland’s areas affected by

sea level rise. The Draft Plan includes resiliency strategies such as: maintaining up-to-date sea level rise maps to inform future development; working with local and regional agencies to proactively adapt vulnerable infrastructure and identify long-term shoreline protection strategies; upgrading community centers as shelters for vulnerable residents from climate and other emergencies; and where feasible, constructing new building pads and vital infrastructure at elevations 36 inches higher than the present-day 100-year return period water level in the bay. In addition, the Draft Plan includes sustainability recommendations such as: reducing private auto vehicle trips (and thus, greenhouse gas emissions which contribute to global climate change) by investing in walking, biking and transit and accelerating the electrification of private vehicles. Transitioning to natural gas-free buildings to curb emissions is also a recommended policy in the Draft Plan.

General Plan Amendments and Zoning Regulatory Framework

The Draft Plan contains draft recommendations and alternative options for General Plan (GP) amendments and the zoning regulatory framework that will serve as a guide to writing new zoning regulations to achieve its robust development vision. The draft GP amendments and zoning regulatory framework are based on community feedback related to the character and intensity of downtown and are summarized below. The city will be undertaking a focused community process over the next few months to guiding the creation of new zoning regulations for downtown, including going to the Zoning Update Committee (ZUC) for input. The character area maps (for land use) and the intensity maps (for height, density, and floor area ratio) will be used as a basis for writing the new downtown zoning regulations.

General Plan Amendments

The Draft Plan recommends updating the “Central Business District (CBD)” General Plan designation to include three different CBD General Plan categories with three different Floor Area Ratio (FAR) and density allowances. One of the new CBD categories, “CBD-3”, includes an area of greater intensity spanning between the Central Core and Lake Merritt Office Districts where the greatest intensity of downtown development is envisioned. In this area, the current FAR could increase from 20.0 to 30.0. The new “CBD-1” land use classification with an FAR of 12.0 would incorporate the Uptown and KONO subareas (replacing the current “Community Commercial” and “Urban Residential” GP classifications). The remaining existing Central Business District designation will be now called “CBD-2” and would retain the existing Central Business District FAR of 20.0. In the Jack London area, intensity is proposed to be increased throughout the district (except certain historic districts), with greatest intensity increases near the I-880 freeway, Howard Terminal and Lake Merritt Channel (see Attachment B for the proposed General Plan amendments that are also on page 225 of the Draft Plan).

Zoning Regulatory Framework

- A. The Draft Plan contains a proposed character map that identifies the type of environment envisioned for each downtown neighborhood, district and corridor. The character map will serve as the basis for the updated zoning designations for downtown, including the Jack London District. The character map implements the key aspects of the Draft Plan’s vision, such as designating corridors as mixed-use to encourage a variety of shops, cultural uses and other activity-generating ground floor uses that would link hubs of community activity. The character map considered the character of historic areas such as portions of the Lakeside neighborhood, Old Oakland and West of San Pablo subareas where little change is envisioned and a mixed residential character designation is proposed to retain the residential character of historic buildings. A Flex Industry and Mixed-Use Flex character area is proposed in historic warehouse areas such as along 25th Street in KONO, as well as the 3rd Street area west of Clay Street and the Produce Market in Jack London, to preserve and encourage more spaces for arts, culture and light manufacturing. The proposed intensity map that includes height, density, and FAR maximums further reinforces the character for these areas.

- B. The Central Core and the Lake Merritt Office District are centered around existing BART stations and provide a hub of workplaces that serve the region. Given Downtown Oakland's competitive advantages for employment in office-based sectors, maintaining the availability of office space will be critical as there are limited prime sites for future office development, which must have a large floor plate, be near BART and be proximate to existing office concentrations. It is estimated that downtown could absorb approximately 20 million square feet of new office space over the next 20 years, however prime office sites are at risk from being developed as currently more lucrative residential uses. Attachment C proposes office priority sites in which a designated percentage of gross floor area would have to be dedicated to commercial office space. The proposed intensity map includes an increase in FAR and density maximums to allow for this future office growth.
- C. Preserving downtown's racial and cultural diversity is one of the main goals of the Draft Plan due to the vulnerability of downtown's vibrant cultural landscape in the face of unprecedented economic investment. One of the strategies that the Draft Plan proposes to address cultural preservation and belonging is the establishment of a Cultural District Program to formalize collaborative partnerships between the City and community. While Cultural Districts can be applied in a geographically expansive way, the zoning tools to implement specific outcomes must be applied to smaller, more targeted areas, thus the Draft Plan also proposes Cultural District Overlays. Zoning tools that can be applied in the Cultural District Overlays include cultural density bonuses (in conjunction with the zoning incentive program); restricting certain uses (to limit competition with cultural uses); creating a new "Arts & Culture" land use classification to permit a wider range of arts & cultural uses; requiring new development in Cultural Districts to have minimum square footage of cultural space; and permitting temporary art space, among other tools.
- D. The City is currently studying the feasibility of developing a bonus incentive program that would establish a finite number of consistent, pre-defined community benefits (such as dedicated ground floor cultural space, dedicated open spaces, investment in cultural facilities such as the Malonga Casquelourd Center for the Arts, Oakland Asian Cultural Center, Lincoln Recreation Center and Main Branch of the Oakland Public Library, among other possible public benefits) that must be provided by development in exchange for increases in building intensity (height, density, and/or floor area ratio). The study will identify case studies of cities with similar development contexts, analyze the value of additional development potential and evaluate the possible interaction of a Downtown Oakland zoning incentive program with California's Density Bonus Law program and a potential transfer of development rights program. The study will culminate with targeted recommendations for a zoning incentive program in Downtown Oakland, which will be incorporated into the Planning Code update. The areas on the intensity map that are outlined in dark black are areas that will be subject to the Zoning Incentive Program to achieve maximum heights, density, and FAR (see Attachment D for the Proposed Maximum Intensity Map).

Implementation, Evaluation, Oversight and Accountability

New zoning for downtown and Jack London would be adopted concurrently with the Final Specific Plan and General Plan amendments. Other implementing actions recommended in the Plan would occur after adoption, and many will be led by departments other than Planning and Building. The strategies, policies and programmatic actions in the Draft Plan have been coordinated with the City's recent strategic planning efforts including the 2018 Cultural Plan, the 2018 Pathways to Deep GHG Reductions in Oakland Report, the 2017 Economic Development Strategy, the 2016 Department of Transportation Strategic Plan (as well as the 2017 Pedestrian Plan, "Oakland Walks!" and the 2019 Bike Plan), and the currently underway Permanent Access To Housing (PATH) Plan, among others. Thus, the Draft Plan has been designed to be implementable across City departments.

The Implementation Chapter lists actions needed to implement the vision of the Draft Plan, as well as which items are to be implemented upon plan adoption, immediately/ongoing, near term, and longer term. Implementation of the Draft Plan will require significant coordination, new financial resources and strategic partnerships with public agencies, philanthropic foundations and community organizations. Ongoing community involvement and routine tracking of progress on the measures of success is also necessary. Specifically, implementation will require:

1. Planning staff dedicated to coordinating specific Downtown Plan measures;
2. Interdepartmental coordination through regular meetings that track projects and programs recommended in the Downtown Plan;
3. Developing a Specific Plan Implementation Committee that includes City departmental staff, partner agencies, community organizations and community members representing all of Oakland's diverse community.

NEXT STEPS

Staff will lead a community engagement effort to receive feedback on the Draft Plan. The schedule of public meetings follows:

| | | |
|--|-----------------------|---|
| Chinatown Chamber Meeting | 9/10/2019 at 7pm | 388 9th St, Oakland Asian Cultural Center, Room 2, Oakland, CA 94607 |
| Parks & Recreation Advisory Commission | 9/11/2019 at 4:30pm | 666 Bellevue Ave, Oakland CA 94610 |
| Jack London Business Improvement District | 9/11/2019 at 5pm | (Check project website for meeting details) |
| Mayor's Commission on Persons with Disabilities | 9/16/2019 at 5:30pm | 1 Frank H Ogawa Plaza, City Hall, Hearing Room 1, Oakland, CA 94612 |
| Old Oakland Association | 9/18/2019 at 7pm | Old Town Square Community Room. 555 10th Street (at Clay) |
| Bicyclist & Pedestrian Advisory Commission | 9/19/2019 at 6pm | 1 Frank H Ogawa Plaza, City Hall, Hearing Room 4, Oakland, CA 94612 |
| Thursdays at Latham Square | 9/19/2019 at 5pm | Latham Square, Broadway & Telegraph at 15th Street, Oakland |
| Landmarks Preservation Advisory Board | 9/23/2019 at 6pm | 1 Frank H Ogawa Plaza, Council Chambers, Oakland, CA 94612 |
| SPUR Board Meeting | 9/24/2019 at 5pm | (Check project website for meeting details) |
| CAG Meeting (Zoning Incentive Program) | 9/25/2019 at 5:30pm | 1 Frank H Ogawa Plaza, City Hall, Hearing Room 3, Oakland CA 94612 |
| Oakland Chamber | 9/25/2019 at 12pm | (Check project website for meeting details) |
| EBHO monthly Oakland Committee meeting | 9/25/2019 at 3:00pm | (Check project website for meeting details) |
| Jack London Farmer's Market | 9/29/2019 at 10am | Jack London Square at Webster Street at Embarcadero West, Oakland |
| Library Commission | 9/30/2019 at 5:30pm | 125 14th St, Brad Walters Community Room at the Main Library, Oakland, CA 94612 |
| SPUR Member Meeting | 10/1/2019 at 6pm | 1544 Broadway, Oakland CA, 94612 |
| Planning Commission Meeting (Draft Plan and Draft EIR) | 10/2/2019 at 6pm | 1 Frank H. Ogawa Plaza, City Hall, Council Chambers, Oakland, CA 94612 |
| CAG Meeting (Draft Plan) | 10/3/2019 at 5:30pm | 1 Frank H Ogawa Plaza, City Hall, Hearing Room 3, Oakland CA 94612 |
| Lincoln Summer Nights | 10/4/2019 at 4:30 PM | Lincoln Square Park, 261 11th St, Chinatown Oakland |
| CED Committee | 10/8/2019 at 1:30-4pm | 1 Frank H Ogawa Plaza, City Hall, Hearing Room 2, Oakland CA 94612 |

Additional meetings may be scheduled; check the project webpage for more meeting details.

Feedback on this Draft Plan will inform the Final Downtown Oakland Specific Plan. A Draft Environmental Impact Report (Draft EIR) will be brought to the October 2nd Planning Commission for feedback as part of the required 45-day public review period.

Over the next several months, the regulatory framework will be further developed (including General Plan and Planning Code text and map changes), during a series of community advisory group meetings. The zoning framework will be informed by the zoning incentive program economic feasibility analysis that is currently underway. Once drafted and iterated with the community, the General Plan and Planning Code amendments will be heard at a future Zoning Update Committee (ZUC) meeting.

Once the Final Specific Plan, Planning Code and General Plan amendments are prepared, integrating public feedback on the Draft Plan and incorporating any feedback on the Draft EIR, the formal adoption process and EIR certification process will commence. The process will begin with the Landmarks Preservation Advisory Board, followed by Planning Commission and Community and Economic Development Committee of City Council, and then the full City Council will consider final adoption.

RECOMMENDATIONS

Provide feedback on the Draft Plan which will be incorporated into the Final Specific Plan and brought for adoption in the summer of 2020.

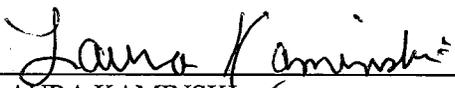
For questions regarding this report, please contact Alicia Parker, Planner III, (510) 238-3362.

Prepared by:



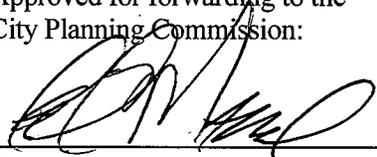
Alicia Parker
Planner III

Reviewed by:



LAURA KAMINSKI
Acting Strategic Planning Manager

Approved for forwarding to the
City Planning Commission:



ED MANASSE, Deputy Director
Bureau of Planning

ATTACHMENTS

- A. Downtown Oakland Specific Plan Process
- B. Proposed General Plan Amendments
- C. Proposed Maximum Intensity Map
- D. Proposed Office Priority Sites
- E. Draft Plan (website link)

Attachment A – Planning Process

Planning Process: Phase I

The process to develop a specific plan for Downtown Oakland began in 2015. The initial phase of public engagement involved a Community Kick-off event, 10-day charrette and Open Studio, stakeholder meetings, and publication of the Plan Alternatives Report. Key milestones and efforts in this initial phase of public engagement are summarized below.

- **September 3, 2015: COMMUNITY KICK-OFF**
To mark the beginning of the public planning process in 2015, the City of Oakland hosted a community workshop at the Rotunda Building next to City Hall to introduce local citizens and community groups to the Downtown Oakland Specific Plan process. A brief presentation by the consultant team was followed by an interactive hands-on activity. The event was used to inform and encourage participation for the upcoming charrette (noted next).
- **October 19 – 28, 2015: CHARRETTE & OPEN STUDIO**
This multi-day event included: a hands-on public design workshop and open design studio where the community was invited to stop by to see draft concepts; a series of technical/stakeholder meetings to gather feedback on important issues; and a work-in-progress presentation at the Paramount Theatre to summarize ideas.
- **March – April 2016: PLAN ALTERNATIVES REPORT**
The Plan Alternatives Report describes a draft vision and initial concepts for downtown, based on charrette input. The Report is posted online and was reviewed at community meetings with groups including the Community Advisory Group (CAG)*; Parks and Recreation Advisory Committee (PRAC); Landmarks Preservation Advisory Board (LPAB); Youth Advisory Commission; Bicyclist & Pedestrian Advisory Committee (BPAC); and Planning Commission. The Plan Alternatives Report was presented at a large community presentation and open house held in March of 2016 at the Malonga Casquelourd Center for the Arts.
- **November 2015 – July 2016: STAKEHOLDER MEETINGS**
Meetings were held with additional existing stakeholder organizations such as the Art + Garage District, Oakland Creative Neighborhoods Coalition, Chinatown Coalition, Old Oakland Neighbors, the Metropolitan Chamber of Commerce Land Use Committee, Malonga Center resident organizations, and downtown schools and youth services. The City also used the “Speak Up, Oakland!” online forum to solicit feedback from individual Oaklanders.
- **Spring 2016: YOUTH SUMMIT AND COURSEWORK**
The City collaborated with the Y-PLAN (Youth: Plan, Learn, Act, Now!) program at UC Berkeley to introduce MetWest and Skyline students to planning and get their ideas for the downtown, as well as holding an after-school Youth Summit with Y-PLAN students and youth who participate in many of the youth and young adult programs downtown, including Civicorps and BAY-Peace.
- **April – July 2016: PLAN ALTERNATIVES REPORT COMMENTS MEMO**
The Comments Memo was produced to summarize all public input on the Plan Alternatives Report. Over 1,000 comments were received and organized to refine the plan vision and goals.
- **August 2016: JACK LONDON NEIGHBORHOOD DESIGN SESSIONS**

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

Planning Process: Phase II

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

- **Spring – Summer 2017: EQUITY ASSESSMENT & EXPANDED OUTREACH**
At the start of Phase II in the downtown planning effort, the I-SEED-led equity consultant team provided an assessment of work to date using a social and racial equity lens and launched an expanded outreach strategy. Public engagement included additional workshops and meetings with communities that had not been adequately involved in the first round of community engagement, as well as the addition of representatives of those communities to the Community Advisory Group.
- **July 31 – August 3, 2017: SOCIAL EQUITY WORKING GROUP MEETINGS**
This series of meetings, organized by topic, were intended to reach a broader and more representative community than were engaged during the first phase of the planning process. These meetings included interactive work sessions to develop goals, identify potential challenges or barriers underserved populations face to reaching those goals, and begin to discuss possible solutions.
- **January 2018: DOWNTOWN OAKLAND DISPARITY ANALYSIS**
In January 2018, City staff published an analysis of racial disparities to inform the Specific Plan process. This Disparity Analysis includes documentation of racial disparities organized by the proposed topic areas of the Specific Plan, desired future outcomes, and equity indicators that establish the baseline conditions that the Specific Plan’s policies and projects will address.
- **February 5 – 8, 2018: CREATIVE SOLUTIONS LABS**
The Creative Solutions Labs were organized by topic and built upon the Social Equity Working Group meetings. The objective was to present strategies through workshops to address issues previously identified by the downtown community. The discussions were informed by an overview of existing conditions and racial disparities, example approaches to mitigate these disparities and successful strategies used in other communities facing similar challenges.
- **February 10 – 13, 2018: NEIGHBORHOOD DESIGN SESSIONS: CENTRAL CORE, UPTOWN & KONO, OLD OAKLAND, & CHINATOWN**
In February 2018, members of the public were invited to a series of Neighborhood Design Sessions, where they gathered around maps to identify opportunities and problem areas for specific neighborhoods and discuss their vision and potential solutions.
- **Summer 2018: ACCESSIBILITY SURVEY**
City staff worked with disability community advocates to better understand accessibility challenges downtown, including developing and administering a paper and online survey targeted to older adults and people with disabilities.
- **Fall 2018: PLAN OPTIONS REPORT & EQUITY ASSESSMENT**

Working from the ideas developed at the Creative Solutions Labs and Neighborhood Design Sessions, the Dover- Kohl team synthesized these suggestions-to-date into a collection of policy and land use options to address community priorities within a setting of “focus areas” in downtown. The equity consultant team provided an assessment of possible equity impacts for each policy and land use option, as well as prioritization and additional recommendations to achieve equity. These documents informed the recommendations of the Preliminary Draft Plan.

- **January 2019: PRELIMINARY DRAFT PLAN & PUBLIC REVIEW**
The Preliminary Draft Plan was an initial version of the Downtown Oakland Specific Plan, describing transformative ideas and recommendations that were derived from the public process and corresponding research and analysis. It presented the first draft of proposed changes to the character of the waterfront, and other areas of downtown, as well as supportive policies that uphold the community’s shared values of economic opportunity, culture keeping, and environmental sustainability. Approximately two dozen stakeholder meetings, public advisory board meetings, Planning Commission hearings, and community events were held to review and gather feedback on the Preliminary Draft Plan. This feedback from these sessions was used to revise the Preliminary Draft Plan into the Public Review Draft Downtown Oakland Specific Plan.
- **June 2019: IMPLEMENTATION INTENSIVES**
The implementation sessions were held to obtain early feedback on the Implementation Chapter for the Draft Downtown Oakland Specific Plan. Participants were able to discuss priorities and to share ideas on draft implementation strategies such as identify potential resources and partnerships for implementation of plan components. Held over two evenings, the first evening focused on an overview of the plan process and then small group discussion focused on soliciting stakeholder’s comments and ideas on prioritization criteria. The second night focused on reviewing the draft implementation strategies in small groups to identify top priorities, as well as missing strategies.

Summary Process and Schedule

| Kick-off (Jul. - Oct. 2015) | Plan Alternatives Report (Nov. - Feb. 2016) | Equity Re-boot (Jun. 2017 - Apr. 2018) | Plan Options Report & Equity Assessment (Apr. - Jul. 2018) | Preliminary Draft Plan (Jan. - Feb. 2019) | Implementation Intensives (Jun. 2019) | Draft Plan & DEIR (Aug. - Oct. 2019) | Zoning, General Plan, Final Draft Plan & FIER (Oct. - May 2020) | Final Plan, FEIR, Zoning and General Plan Amendments (Jun. 2020) |
|---|--|--|---|--|--|--|--|--|
| <ul style="list-style-type: none"> • Kick-off public workshop • 10-day Charrette • Open House • Topical focus groups (6), including early Community Advisory Group (CAG) meeting • Walking tour • Work-in-progress Presentation | <ul style="list-style-type: none"> • Public workshop • Youth Summit and student coursework • Stakeholder meetings and interviews (26) • Public Comment Memo | <ul style="list-style-type: none"> • Community leader workshops (2) • Community sub-group meetings (4) • One-on-one meetings (25) • Equity working group meetings (4) + (Public Input Report) • Disparity Analysis + Community Advisory Group (CAG) meeting • Creative Solutions Labs (4) & Neighborhood Design Sessions (4) + (Public Input Report) | <ul style="list-style-type: none"> • Internal milestone • Equity impact assessment focus group with equity-oriented community representatives and CAG members | <ul style="list-style-type: none"> • Community Advisory Group meetings (3) • Planning Commission meetings (3) • Advisory Commission meetings (5) • Stakeholder meetings (16) • Events and festivals (3) • EIR Scoping Session • Public Comment Summary | <ul style="list-style-type: none"> • Community Advisory Group + additional stakeholders meetings (2) + meeting summary notes | <ul style="list-style-type: none"> • Community Advisory Group meetings (2) • Planning Commission meetings (2) • Advisory Board meetings (4) • Stakeholder meetings (6) • CED Committee Meeting (1) • Events (3) • Public Comment Summary | <ul style="list-style-type: none"> • Community Advisory Group meetings (3) + meeting notes • Landmarks Board • Zoning Update Committee meeting | <ul style="list-style-type: none"> • Community Advisory Group meetings (1) • Landmarks Board • Adoption Hearings: <ul style="list-style-type: none"> • Planning Commission • CED Committee Meeting • City Council Meeting |

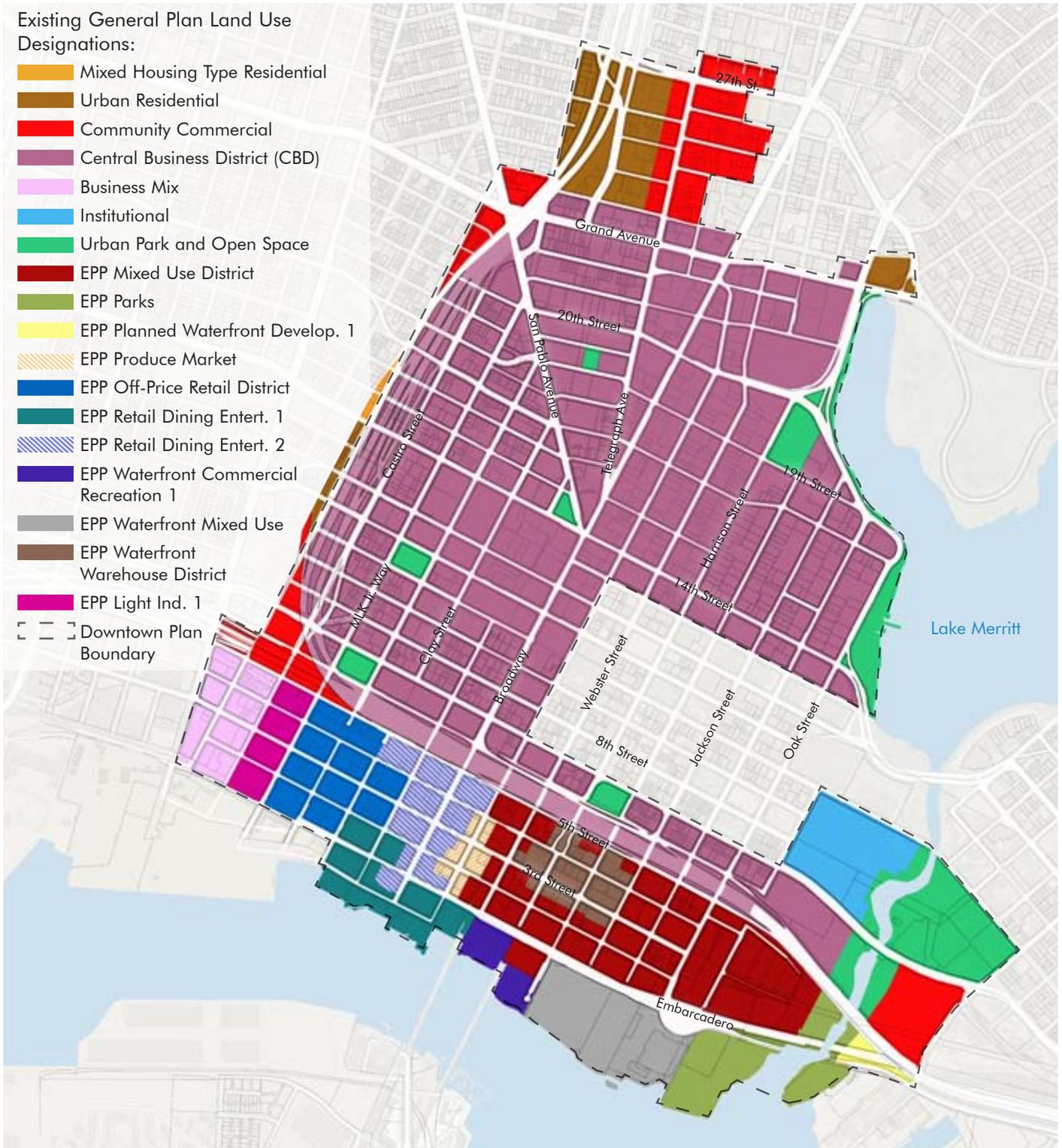


Figure LU-12: Existing General Plan Designations



STRATEGIES

Figure LU-13b: Alternative General Plan Amendments

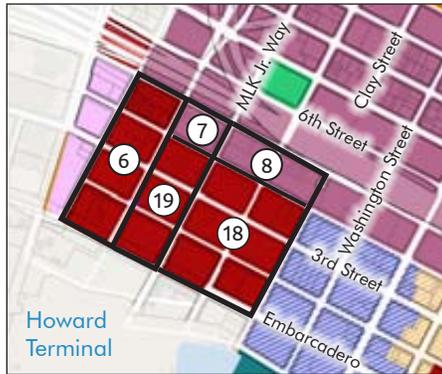


Table LU-3 provides specific amendments to the Oakland General Plan Land Use and Transportation Element (LUTE) and Estuary Policy Plan (EPP). Figure LU-13a is a preliminary draft of the proposed general plan amendments needed to achieve the desired future condition for downtown. The Land Use Character Map (Figure LU-8a) serves as the early framework from which new zoning regulations will be established. While the Proposed General Plan Designation Amendments Map (Figure LU-13a) describes the necessary changes to implement the character areas and proposed intensities described in this chapter, Figures Lu-8a and LU-10a drill-down into specific land use and intensity recommendations around all key corridors and activity nodes. An additional alternative is proposed in Figure LU-13b, which describes general plan amendments if Howard Terminal becomes the site for a new baseball stadium, waterfront open space and mixed-use development.

Table LU-3: Proposed General Plan Amendments

| ID | Existing Designations | FAR | Density | Proposed Designation Changes | FAR | Density |
|--|--|------|----------|-----------------------------------|------|----------|
| 1 | LUTE Urban Residential | NA | 261 SF | LUTE Central Business District 1 | 12.0 | 109 SF |
| 2 | LUTE Community Commercial | 5.0 | 261 SF | LUTE Central Business District 1 | 12.0 | 109 SF |
| 3 | LUTE Community Commercial | 5.0 | 261 SF | LUTE Central Business District 2 | 20.0 | 87 SF |
| 4 | LUTE Mixed Housing Type Residential | NA | 1,089 SF | LUTE Central Business District 2 | 20.0 | 87 SF |
| 5 | LUTE Urban Residential | NA | 261 SF | LUTE Central Business District 2 | 20.0 | 87 SF |
| 6 | LUTE Business Mix | 4.0 | NA | EPP Mixed Use District | 12.0 | 109 SF |
| 7 | EPP Light Industry 1 | 2.0 | 1,089 SF | LUTE Central Business District 2 | 20.0 | 87 SF |
| 8 | EPP Off-Price Retail District | 2.0 | 1,089 SF | LUTE Central Business District 2 | 20.0 | 87 SF |
| 9 | EPP Retail Dining Entertainment 2 | 7.0 | 261 SF | LUTE Central Business District 2 | 20.0 | 87 SF |
| 10 | EPP Retail Dining Entertainment 2 | 7.0 | 261 SF | EPP Produce Market | 2.5 | 817 SF |
| 11 | EPP Mixed Use District | 5.0 | 261 SF | EPP Produce Market | 2.5 | 817 SF |
| 12 | EPP Waterfront Commercial Recreation 1 | 3.0 | NA | EPP Mixed Use District | 2.5 | 817 SF |
| 13 | EPP Retail Dining Entertainment 1 | 3.5 | NA | EPP Mixed Use District | 12.0 | 109 SF |
| 14 | EPP Retail Dining Entertainment 1 | 3.5 | NA | EPP Retail Dining Entertainment 2 | 12.0 | 109 SF |
| 15 | EPP Off-Price Retail District | 2.0 | 1,089 SF | EPP Retail Dining Entertainment 2 | 12.0 | 109 SF |
| 16 | EPP Off-Price Retail District | 2.0 | 1,089 SF | EPP Light Industry 1 | 2.0 | 1,089 SF |
| 17 | LUTE Business Mix | 4.0 | NA | EPP Light Industry 1 | 2.0 | 1,089 SF |
| 18 | EPP Off-Price Retail District | 2.0 | 1,089 SF | EPP Mixed Use District | 12.0 | 109 SF |
| 19 | EPP Light Industry 1 | 2.0 | 1,089 SF | EPP Mixed Use District | 12.0 | 109 SF |
| 20 | EPP Waterfront Warehouse District | 5.0 | 327 SF | EPP Mixed Use District | 12.0 | 109 SF |
| 21 | [blank] | NA | NA | LUTE Central Business District 2 | 20.0 | 87 SF |
| 22 | EPP Mixed Use District | 5.0 | 261 SF | LUTE Central Business District 2 | 20.0 | 87 SF |
| 23 | LUTE Urban Park and Open Space | NA | NA | LUTE Central Business District 2 | 20.0 | 87 SF |
| 24 | EPP Parks | NA | NA | LUTE Central Business District 2 | 12.0 | 109 SF |
| 25 | EPP Parks | NA | NA | EPP Mixed Use District | 12.0 | 109 SF |
| 26 | EPP Planned Waterfront Development 1 | 1.0 | 1,089 SF | EPP Mixed Use District | 12.0 | 109 SF |
| 27 | LUTE Community Commercial | 5.0 | 261 SF | EPP Mixed Use District | 12.0 | 109 SF |
| 28 | EPP Waterfront Mixed Use | 2.0 | 817 SF | EPP Mixed Use District | 12.0 | 109 SF |
| 29 | LUTE Central Business District (CBD) | 20.0 | 87 SF | LUTE Central Business District 3 | 30.0 | 65 SF |
| 30 | LUTE Urban Residential | NA | 261 SF | LUTE Urban Park and Open Space | NA | NA |
| Changes to FAR and Density for Existing EPP Land Use Classifications: | | | | | | |
| 31 | EPP Mixed Use District | 5.0 | 261 SF | EPP Mixed Use District | 12.0 | 109 SF |
| 32 | EPP Retail Dining Entertainment 2 | 7.0 | 261 SF | EPP Retail Dining Entertainment 2 | 12.0 | 109 SF |
| 33 | EPP Produce Market | 1.0 | 1,089 SF | EPP Produce Market | 2.5 | 817 SF |
| 34 | EPP Waterfront Mixed Use | 2.0 | 817 SF | EPP Waterfront Warehouse District | 8.0 | 200 SF |

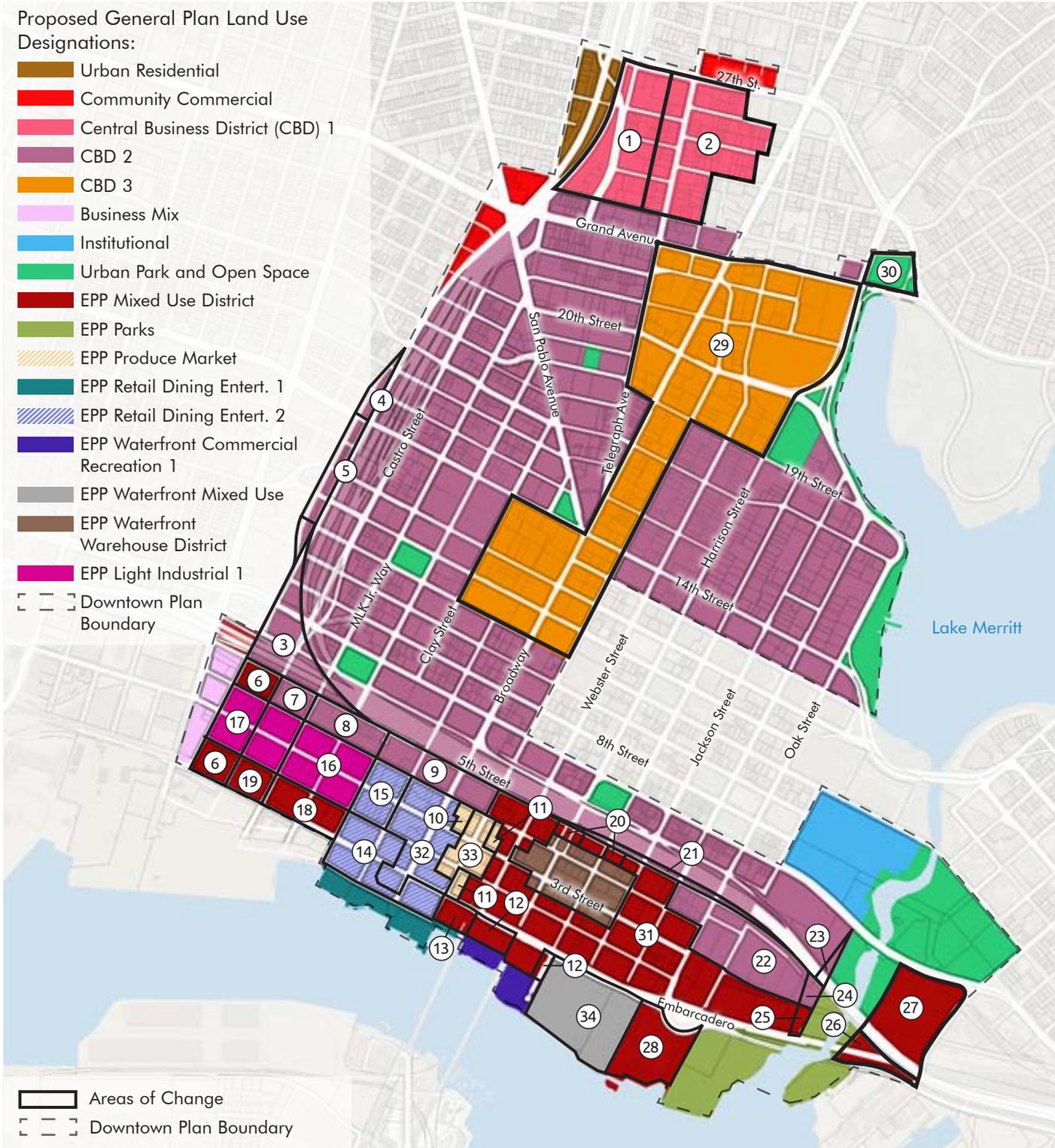


Figure LU-13a: Proposed General Plan Land Use Designation Amendments



| | Intensity Area | Proposed Max Height | Proposed Max FAR | Proposed Max Density |
|--|----------------|---------------------|------------------|----------------------|
| | 1-Lowest | 45'/55' | 2.0/3.5 | 300/1,089 SF |
| | 2 | 65' | 5.0 | 250 SF |
| | 3 | 85' | 7.5 | 200 SF |
| | 4 | 175' | 12.0 | 110 SF |
| | 5 | 275' | 12.0/17.0 | 90 SF |
| | 6 | 450' | 20.0 | 87 SF |
| | 7 | No Limit | 22.0 | 80 SF |
| | 8-Highest | No Limit | 30.0 | 65 SF |

-  Areas subject to Zoning Incentive Program to achieve maximum FAR, height and/or density
-  Downtown Plan Boundary

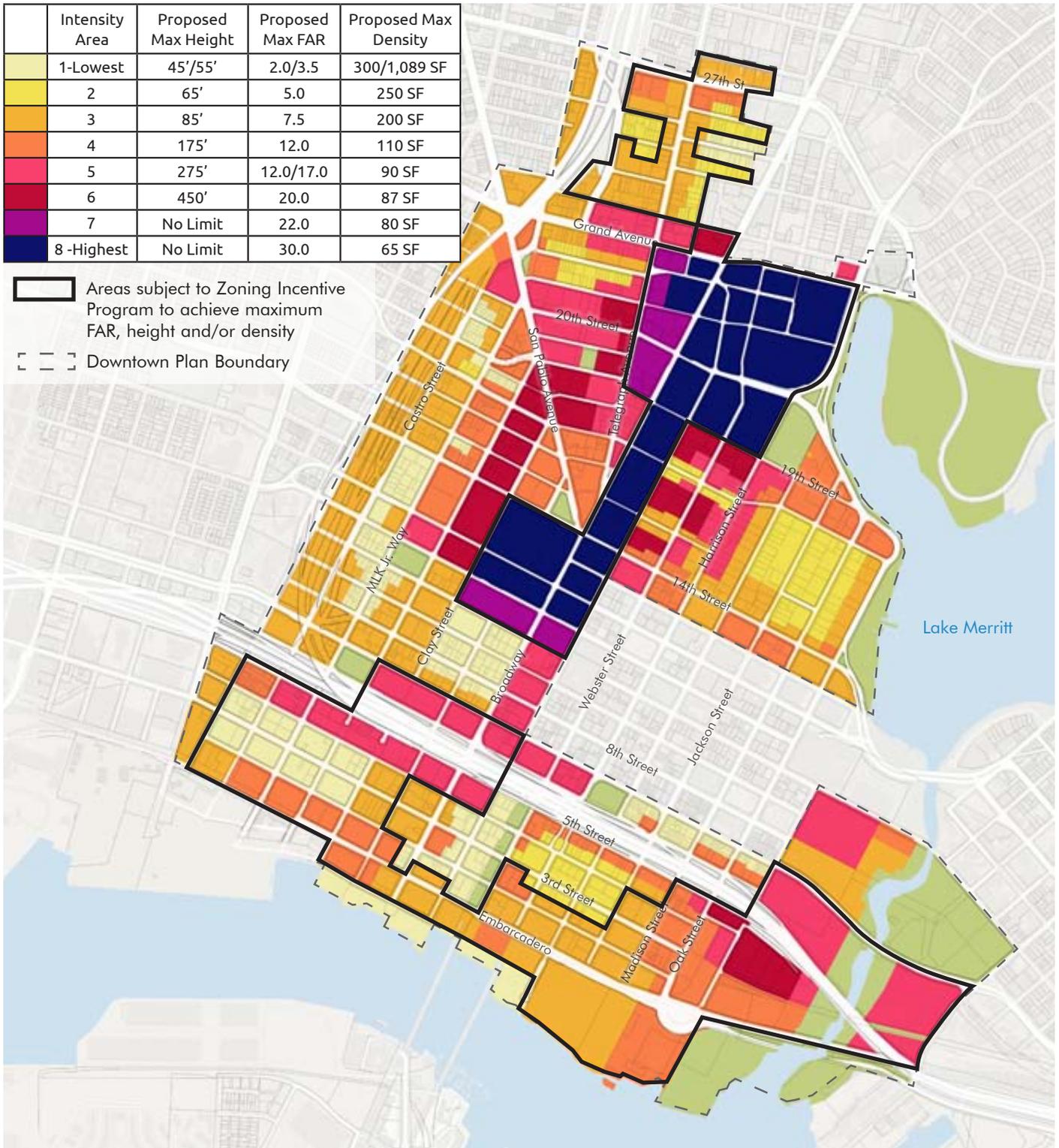


Figure LU-10a: Proposed Maximum Intensity Map



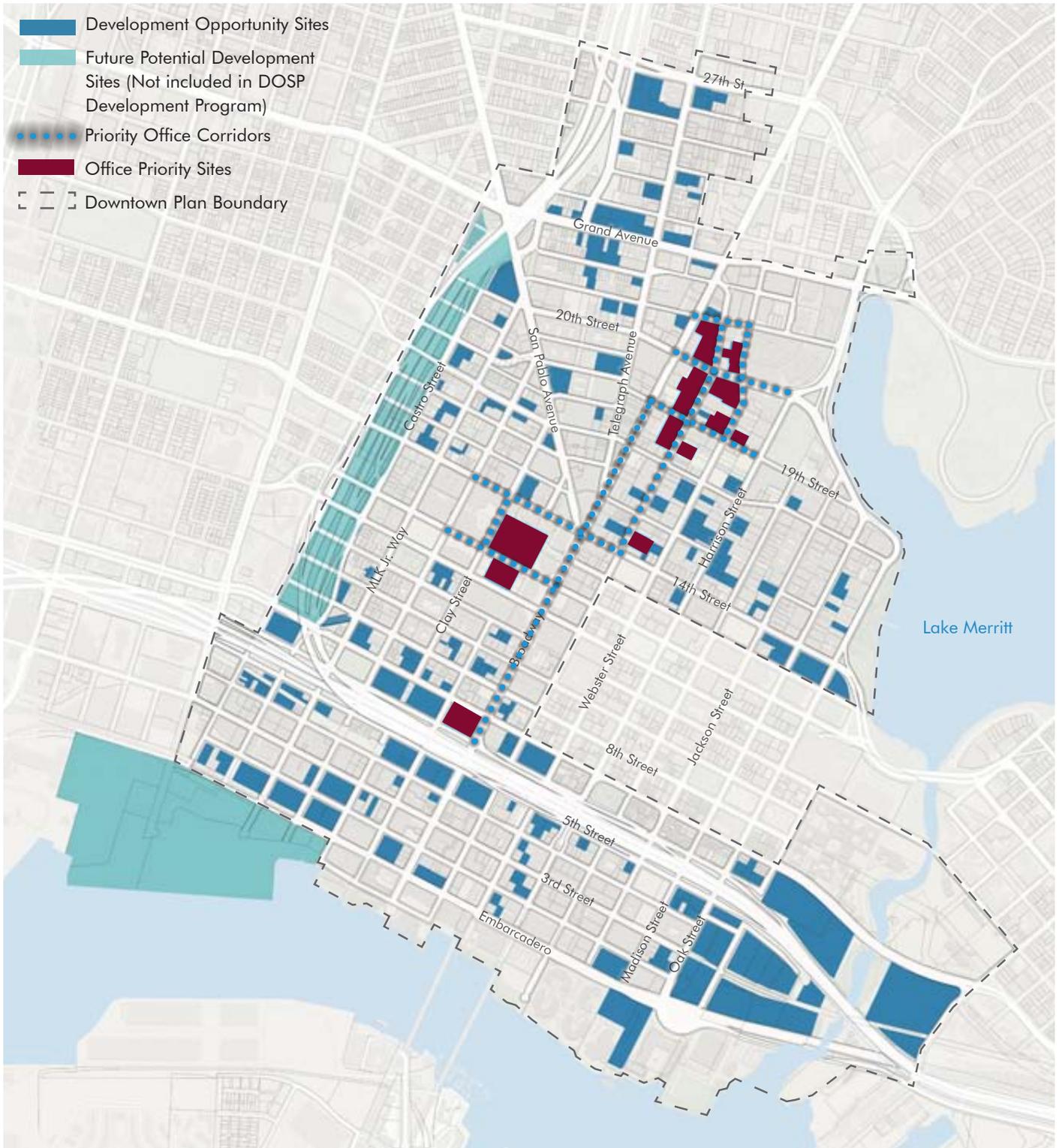


Figure LU-11: Office Priority Sites Map



Attachment E

Draft Downtown Oakland Specific Plan

Website link: <https://www.oaklandca.gov/topics/plan-publications>