

GENERAL PLAN AMENDMENTS

Attachment C: General Plan Amendments

Implementation of the Downtown Oakland Specific Plan (DOSP) will require amendments to the Land Use and Transportation Element (LUTE) and the Estuary Policy Plan (EPP) of the Oakland General Plan to ensure that broad City policy and specific development standards are consistent with the DOSP. These amendments will be adopted concurrently with the DOSP. Upon adoption, the objectives and policies contained in the DOSP will supersede goals and policies in the General Plan with respect to the Plan Area. In situations where policies or standards relating to a particular subject are not provided in the DOSP, the existing policies and standards of the City's General Plan and Planning Code will continue to apply. When future development proposals are brought before the City, staff and decision-makers will use the DOSP as guide for project review.

I. Land Use and Transportation Element (LUTE)

A. Text Amendments

The following are proposed text changes to the General Plan LUTE. Additions to the Plan are underlined; deletions are in ~~strikeout~~.

Chapter 2: Policy Framework Downtown Showcase

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Policy D1.2 Identify District Districts.

The downtown should be viewed as the compilation of a series of distinct districts, including but not limited to Koreatown/Northgate (KONO), the Art + Garage District, City Center, Uptown,, Chinatown, Old Oakland, the Broadway Corridor, the Black Arts Movement and Business District (BAMBD), Lake Merritt Office District, Gold Coast, the Lake Merritt /Laney College area south of Lake Merritt, and the Jack London Waterfront. A distinct identity for these downtown districts should be supported and enhanced.

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Policy D1.10 Planning for the Jack London District.

Pedestrian-oriented entertainment, live-work enterprise, compatible light industry, moderate-scale retail outlets and offices, and mixed-use development should be encouraged in the Jack London Waterfront area.

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Policy D8.1 Locating Office Development.

New large scale office development should be prioritized near BART stations and existing office concentrations in the City Center and the Lake Merritt office districts. The height of office development should respect the Lake Merritt edge. Small scale offices should be allowed throughout the downtown.

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Objective D10

Ensure enough housing is built and maintained to meet the diverse needs of current and future downtown residents. .

Policy D10.1 Providing Housing for a Range of Needs.

Housing in the downtown should not be geared toward any one housing market, but rather should be promoted for a range of incomes, ownership options, household types, household sizes, disability requirements and other needs.

Policy D10.2 Supporting Affordable Homeownership.

Implement programs supporting the ability of low- and moderate-income residents to purchase a home, including through cooperative partnerships.

Policy D10.3 Acquiring and Converting Unrestricted Housing.

Implement programs to support the acquisition of unrestricted housing and hotels/motels in the downtown area and conversion to deed-restricted affordable housing.

Policy D10.4 Preserving and Rehabilitating Rental Housing.

Continue to implement programs to deepen the affordability and extend the useful life of existing affordable rental housing in the downtown area.

Policy D10.5 Encouraging Housing to Promote a 24-Hour Community.

New housing production in the downtown serving all income levels should be encouraged as a vital component of a 24-hour community presence.

Policy D10.6 Locating Housing.

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Housing of all types in the downtown should be encouraged in all areas where compatible with surrounding uses.

Policy D10.7 Framework for Housing Densities.

Downtown residential areas should generally be within the Urban Density Residential and Central Business Districts 1, 2 and 3 density ranges where not otherwise specified. The height, bulk and design should reflect existing and desired district character, the overall city skyline, and the existence of historic structures or areas.

Policy D10.8 Designing Housing.

Housing in the downtown should be safe and attractive, of high-quality design, and respect the downtown's distinct neighborhoods and its history.

Policy D10.9 Creating Infill Housing.

Infill housing that respects surrounding development and the streetscape should be encouraged in the downtown to strengthen or create distinct districts.

Policy D10.10 Developing Live-Work Spaces.

Locational and performance criteria should be developed for live-work developments, including criteria to ensure the commercial character of this housing type is retained for the life of the development to ensure preservation of this use.

Policy D10.11. Providing for At-Risk Residents.

Housing in the downtown should include options for the unhoused and other at-risk residents, including shelters and temporary housing services.

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Policy D11.2 Locating Mixed-Use Development.

Mixed use development should be allowed in all areas of the downtown where the residential component is compatible with the desired commercial functions.

Chapter 2: Policy Framework Waterfront

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A central component of the waterfront policies is direction for detailed planning along the estuary shore to guide future development and conservation. The Estuary Policy Plan, a joint effort of the Port and City of Oakland is the companion General Plan Land Use planning effort that focuses on the waterfront. The

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Estuary Policy Plan was completed in 1999 and is incorporated into the current General Plan Designations map.

Chapter 3: Policies in Action The Land Use Diagram Land Use Classifications

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Community Commercial

Intensity/Density: Except as indicated below, the maximum nonresidential FAR for this classification is 5.0. Maximum residential density is 125 units per gross acre.

- Within the Broadway Valdez District Specific Plan area, the maximum nonresidential FAR for this classification is 8.0. Maximum residential density is 250 units per gross acre.*
- Within the Lake Merritt Station Area Plan area, the maximum nonresidential FAR for this classification is 12.0. Maximum residential density is 250 units per gross acre.**
- Within the Coliseum Area Specific Plan area, the maximum nonresidential FAR for this classification is 8.0. Maximum residential density is 250 units per gross acre.***
- Within the Downtown Oakland Specific Plan area, the maximum nonresidential FAR for this classification is 12.0. Maximum residential density is 300 units per gross acre.

* Adopted by City Council on June 23, 2014 (Resolution No. 85056 C.M.S.).

** Adopted by City Council on December 4, 2014 (Resolution No. 85276 C.M.S.).

*** Adopted by City Council on March 31, 2015 (Resolution No. 85491 C.M.S.).

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Institutional

Intensity/density: Except as indicated below, the maximum nonresidential FAR for this classification is 8.0. Maximum residential density is 125 units per gross acre. Appropriate development standards that reflect the nature of the institutional facility and contain appropriate standards to address edge conditions adjacent to residential areas, and the need for expansion space, are all important factors that will be addressed by zoning.

- Within the Downtown Oakland Specific Plan area, the maximum nonresidential FAR for this classification is 12.0. Maximum residential density is 300 units per gross acre.

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Special Mixed Use Classifications

These classifications have been specifically developed for areas of the city that support a complex mix of uses. The Central Business Districts, the Mixed Use Waterfront District, and the Housing and Business Mix Classifications all reflect the intent of the Policy Framework and anticipate the adoption of further studies and regulations. The Mixed Use Waterfront classification was superseded by the City /Port's Estuary Policy Plan, which was adopted as a part of the General Plan Land Use Element in 1999. A new set of classifications specific to the waterfront area were developed as part of the Estuary Policy Plan and are described fully in that document. .

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Central Business District1 (CBD-1)

Intent: The Central Business District-1 (CBD-1) classification is intended to encourage, support, and enhance the northern end of the downtown area as a mixed use urban center and a hub for business, communications, office, government, retail, entertainment, and transportation.

Desired Character and Uses: The CBD-1 classification includes a mix of commercial, urban (mid-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.

Intensity/Density: For sites in the CBD-1, the maximum nonresidential FAR is 12.0, and the maximum allowable residential density is 250 units per gross acre. .

Community Business District-2 (CBD-2)

Intent: The Central Business District-2 (CBD-2) classification is intended to encourage, support, and enhance the area surrounding the downtown core area as a high density mixed use urban center..

Desired Character and Uses: The CBD-2 classification includes a mix of large-scale offices, commercial, urban (mid- and high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.

Intensity/Density: For sites in the CBD-2, the maximum nonresidential FAR is 22.0, and the maximum allowable residential density is 300 units per gross acre.

Community Business District-3 (CBD-3)

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Intent: The Central Business District-3 (CBD-3) classification is intended to encourage, support, and enhance the core of the downtown area as a high-density mixed use urban center of regional importance and a primary hub for business, communications, office, government, high technology, retail, entertainment, and transportation in Northern California.

Desired Character and Uses: The CBD-3 classification includes a mix of large-scale offices, commercial, urban (high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses. The CBD-3 character is to be the core of the CBD with the most intensive development within this classification.

Intensity/Density: For sites in the CBD-3, the maximum nonresidential FAR is 30.0, and the maximum allowable density is 400 units per gross acre.

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Table 4
Summary of Land Use Classifications

Classification	Primary Uses	Intensity/Density Maximum
Corridor Mixed Use Classifications		
Urban Residential	Housing, ground-floor commercial	125 units/gross acre
Neighborhood Center Commercial	Retail, housing, services, community facilities	125 units/gross acre; 4.0 nonresidential FAR
Community Commercial	Retail, health and medical, housing services, community facilities	125 units/gross acre; 5.0 nonresidential FAR* *250 units/gross acre, 12.0 nonresidential FAR within the Lake Merritt Station Area Plan area. *250 units/gross acre, 8.0 nonresidential FAR within the Broadway Valdez District Specific Plan area. *250 units/gross acre, 8.0 nonresidential FAR within the Coliseum Area Specific Plan area. *300 units/gross acre, 12.0 nonresidential FAR within the Downtown Oakland Specific Plan area.
Industry, Commerce, and Institutional Classifications		
Regional Commercial	Retail, recreation, visitor-serving uses	125 units/gross acre; 4.0 nonresidential FAR* *250 units/gross acre, 8.0 nonresidential FAR within the Coliseum Area Specific Plan area.
Business Mix	Light Industry, research and development, low-impact manufacturing	4.0 nonresidential FAR
General Industry and Transportation	Manufacturing, distribution, transportation	2.0 nonresidential FAR
Institutional	Educational, cultural, medical	125 units/gross acre; 8.0 nonresidential FAR* *300 units/gross acre, 12.0 nonresidential FAR within the Downtown Oakland Specific Plan area.

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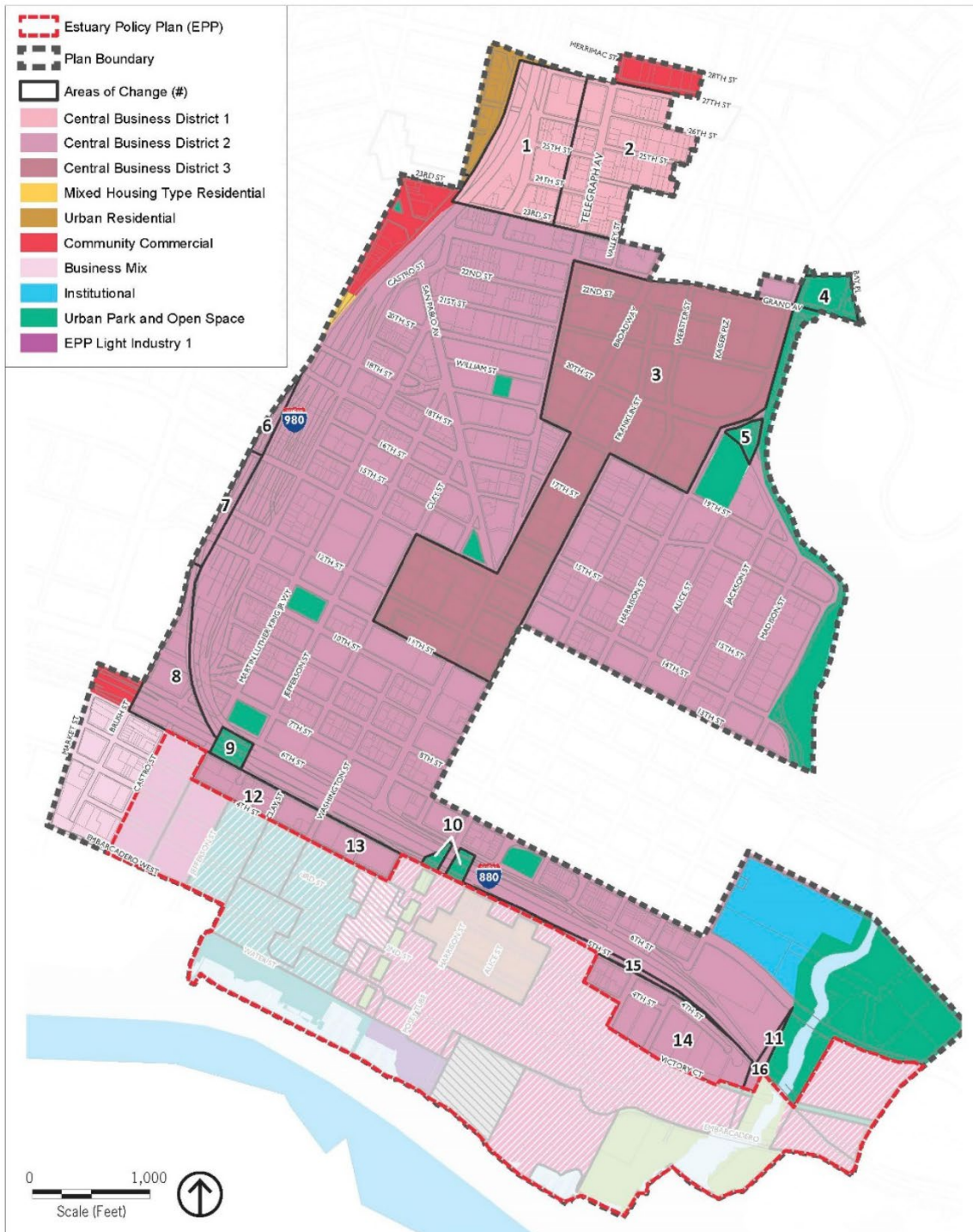
Special Mixed Use Classifications

Central Business District-1	Office, housing, retail, services, cultural facilities	250 units/gross acre; 12.0 nonresidential FAR
Central Business District-2	Office, housing, retail, services, cultural facilities	300 units/gross acre; 20.0 nonresidential FAR
Central Business District-3	Office, housing, retail, services, cultural facilities	400 units/gross acre; 30.0 nonresidential FAR
Mixed Use Waterfront District	Superseded by the Estuary Policy Plan, adopted June 1999	
Housing and Business Mix	Housing and low-impact businesses	30 units/gross acre; 3.0 non-residential FAR

Recreation and Open Space Classifications

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B. Map Amendments



Source: City of Oakland, 2020. PlaceWorks, 2021.

Map Amendments to the City Of Oakland General Plan, Land Use & Transportation Element (LUTE)

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DOSP General Plan Amendments Key (outside Estuary Policy Plan)

ID	Existing Designation	Proposed Designation
1	Urban Residential	Central Business District 1
2	Community Commercial	Central Business District 1
3	Central Business District (CBD)	Central Business District 3
4	Urban Residential	Urban Park and Open Space
5	Central Business District (CBD)	Urban Park and Open Space
6	Mixed Housing Type Residential	Central Business District 2
7	Urban Residential	Central Business District 2
8	Community Commercial	Central Business District 2
9	Central Business District (CBD)	Urban Park and Open Space
10	Central Business District (CBD)	Urban Park and Open Space
11	Urban Park and Open Space	Central Business District 2
12	EPP Off-Price Retail	Central Business District 2
13	EPP Retail Dining Entertainment District 2	Central Business District 2
14	Mixed-Use District	Central Business District 2
15	Unclassified	Central Business District 2
16	EPP Parks	Central Business District 2

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II. Estuary Policy Plan Amendments

A. Text Amendments

The following are proposed text changes to the Estuary Policy Plan. Additions to the Plan are underlined; deletions are in ~~strikeout~~.

Introduction

Plan Organization

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Section III of the plan recommends policies for each of the three districts within the Estuary planning area. As shown in Figure I-3, these districts include:

- 'Jack London District,' extending from Brush Street to Oak Street;
- 'Oak-to-Ninth Avenue District', from Oak Street to the Ninth Avenue Marine Terminal; and
- 'San Antonio/Fruitvale District', from 9th Avenue to 66th Avenue.

Chapter II. Objectives

Land Use

Land Use Objectives

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Objectives for land use recognize the Estuary as an attractive location for development opportunities and intensification of a variety of activities. They are based on and reinforced by the objectives in the General Plan Elements addressing *Land Use & Transportation (1998)*, *Open Space, Conservation & Recreation (OSCAR; 1996)*, *Historic Preservation (1994)* and *Housing (1992)*; as well as the *Downtown Oakland Specific Plan (DOSP) (2021)*.

Section III: District Recommendations

Jack London District

Land Use

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The Jack London District encompasses approximately 165 acres of land situated between Brush Street on the west and Oak Street on the east. Properties within the district are predominantly in private ownership, but also include some large public land holdings (Figure III-1).

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To the east of Broadway, new residential development that is compatible with the existing industrial use and character of the area should be encouraged. A residential population in this area can infuse new vitality into the district as a whole. West of Broadway to Jefferson Street, a mix of residential retail, dining and entertainment uses, and compatible light industrial and artisan production businesses should be encouraged. West of Jefferson Street (except for the block between 4th, 5th, Jefferson and MLK), light industrial activities should be maintained, including warehousing and distribution uses.

The entire Jack London District is within the boundary of the Downtown Oakland Specific Plan (DOSP). The DOSP provides additional guidance for properties in this District, including development strategies, policies, and standards, and a land use designation map.

Page 57:

This page is mistakenly numbered as page 58 in the adopted EPP. It is hereby renumbered as page 57. The map on this page is replaced with the map below:

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ESTUARY POLICY PLAN AMENDMENTS



Source: City of Oakland, 2020. PlaceWorks, 2021.

Amendments to Estuary Policy Plan,
Figure III-3: Central Jack London District Illustrative Development Strategy

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For ease of discussion, the Jack London District has been subdivided into 8 subdistricts, which are shown on the *Central Jack London District Illustrative Development Strategy* map on page 57. Land use policies for each are presented as follows:

Retail, Dining, & Entertainment District

Policy JL-1: Reinforce retail, dining and entertainment uses along the Jack London Square waterfront, and extend these uses north to 5th Street along Broadway and Washington to create a regional entertainment destination.

The Jack London Square has been established as a significant regional destination for retail, dining and entertainment. The Estuary Policy Plan recommends that existing pattern of uses be expanded and intensified within the Phase I portion of Jack London Square (i.e., between Clay and Webster Streets), and that the district to be expanded northward between Jefferson and Franklin Streets to 5th Street (excluding areas of the Produce District west of Franklin).

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Commercial-Recreation District

Policy JL-2: Encourage the redevelopment of Jack London Square between Webster and Alice streets from Water Street to the waterfront.

This site is a viable opportunity to develop additional commercial and recreational uses, and add to the luster of Jack London Square as an area that facilitates the development of entertainment venues. However, development here requires extraordinary sensitivity to the waterfront location, the shoreline edge, and to surrounding activities. Specific policy direction is provided:

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Produce District

Policy JL-3: Preserve the historic character of the produce district, and encourage activities that create a viable urban mixed-use district.

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Mixed Use District

Policy JL-4: In areas from Franklin Street to the Lake Merritt Channel, outside the existing boundaries of the historic district (API) and the Produce District, encourage the development of a mix of uses, including housing, within a context of commercial, light industrial/manufacturing uses, and urban open spaces.

- Active, publicly oriented ground-level uses with windows and doors oriented toward the street, and build-to lines along streets are encouraged.
- A “greenway” composed of small, urban parks along Webster Street from Interstate 880 to the waterfront is encouraged to improve pedestrian experience from the Downtown to Jack London (see Policy JL-13.4).
- Redevelopment of the Victory Court area is encouraged to address its unique proximity to the waterfront, position connecting Brooklyn Basin with the downtown, and location in an expected sea level rise inundation area.
- Outside of the Victory Court area, use of industrial materials (e.g. corrugated metal, glass, steel) should be encouraged.

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Waterfront Warehouse District

Policy JL-5: Encourage the preservation and adaptive reuse of existing buildings in a new waterfront warehouse district. Use of buildings and new infill development should include joint living and working quarters, residential, light industrial, warehousing & distribution, wholesaling, offices and other uses which preserve and respect the district’s unique character.

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Light Industrial District

Policy JL-6: Maintain light industrial and warehousing uses between Jefferson and Brush Streets.

The Estuary Policy Plan recommends maintaining light industrial activities, including warehousing and distribution uses, between Jefferson and Brush Streets (except for the block between 4th, 5th, Jefferson and MLK), where a concentration of industrial activities exist. Office and retail uses should be encouraged within this area as well, to promote economic diversity. These uses should be carefully screened to ensure that they are compatible with existing industrial activities and with the adjacent West Oakland neighborhood north of the I-880 freeway.

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Light industrial and commercial artisan production uses should also be considered within other portions of the Jack London District, including the Produce District.

Waterfront Mixed Use District

Policy JL-7: Encourage a mix of uses east of Alice Street to promote land use compatibility, while maintaining and enhancing waterfront views and access.

Along the waterfront East of Alice Street are two large residential developments (Portobello condominiums and the Landing at Jack London Square apartments), separated by the KTVU television station. Given the differentiation of land uses, and the large-scale, self-contained nature of each, development continuity is lacking. They should be better integrated with each other, with the surrounding area, and with the waterfront. These developments can be enhanced through a continuation of Water Street to the east as a pedestrian corridor, along with exterior site treatments which use common features (such as lighting and street furniture), coordinated landscaping and architecture, and other amenities. It is particularly important that Water Street and the waterfront promenade be a unifying feature which ties together the disparate developments and maintains continuity of waterfront access. At the same time, site enhancements should strive to strengthen connections between the waterfront and inland areas. In addition, the boundaries of these sites with the adjacent Jack London Square Phase II projects (See Policy JL-2) and Estuary Park (See Policy OAK-2.1) should be carefully considered as projects develop, to enhance compatibility.

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Oak- to- Ninth Avenue District

The “Oak-to-Ninth Avenue” District of the Estuary planning area is situated south of I-880, east of Oak Street, and west of Embarcadero Cove. Encompassing approximately 120 acres, the district includes two distinct sub-areas separated by the Embarcadero and the main line rail corridor. They are the properties between Fifth and Ninth Avenues, projecting into the Estuary south of the Embarcadero. The district includes Estuary Park, the landside areas between Oak Street and Lake Merritt Channel, and the Ninth Avenue Terminal.

The portion of the Oak-to-Ninth Avenue District bounded by Oak Street to the west, 5th Avenue to the east, the Estuary to the south and I-880 to the north is within the boundary of the *Downtown Oakland Specific Plan* (DOSP). The DOSP provides additional guidance for properties in this portion of the Oak-to-Ninth Avenue District, including development strategies, policies, and standards, and a land use designation map.

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With ambitious plans to change land use, this area of the shoreline could be converted into a large-scale network of mixed uses and open spaces that extend for over 60 acres from Estuary Park to Ninth Avenue. The assemblage of parkland would create a major open space resource in Oakland and, at the same time, establish a recreation asset of regional significance. In areas adjacent to the open spaces, additional development of hotels, cultural activities; a high-density, high-intensity mix of waterfront-enhancing residential and commercial development extending from Central Jack London; and other attractions that take advantage of the unique setting, could help to energize the entire district.

Lake Merritt Channel

Land Use

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Public space is planned to be one of the primary new uses within the Oak-to-Ninth District, occupying much of the land along the shoreline and extending inland at Lake Merritt Channel, Clinton Basin, and a new 'Crescent Park'. (See Policy OAK-2.4). Recreational use of the shoreline will be the most significant agent of change within the district. It will create a series of extraordinary amenities and recreational resources for the community, as well as an attractive setting for new and existing development.

Mixed Use Development

OAK-4.5: North of the Embarcadero, encourage a higher-density mixed-use district.

In the more traditional warehouse and industrial area north of the Embarcadero between the Lake Merritt Channel and Oak Street, a mixed-use district is encouraged. Emphasis should be placed on providing for higher density housing (including work/live and artist studios). This area is essentially an extension of a larger mixed-use district to the west, extending to Webster Street in the Jack London District.

Chapter IV Moving Forward

Steps to Implementing the Estuary Policy Plan

Summary of Estuary Policy Plan Land Use Classifications

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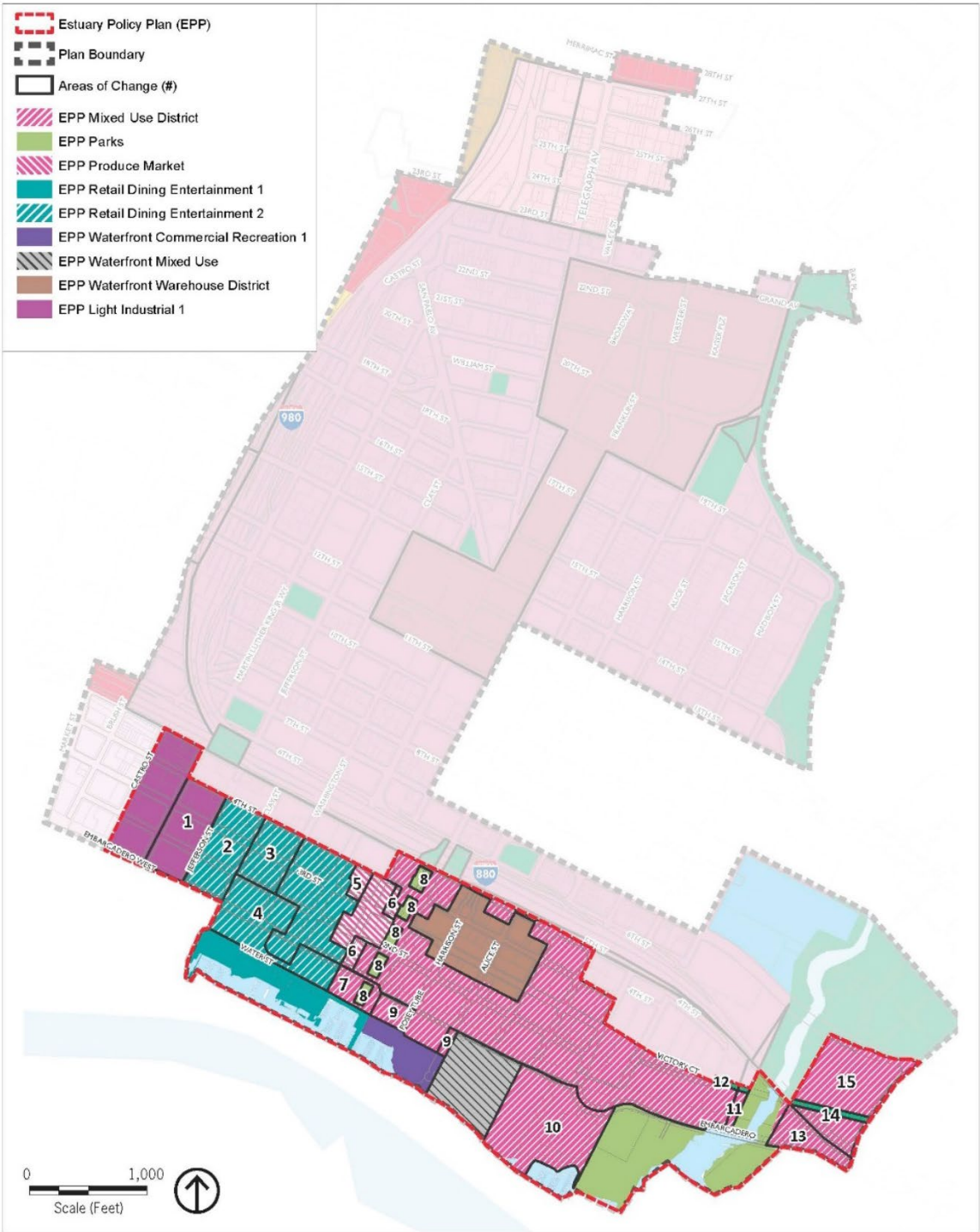
LAND USE CLASSIFICATION	INTENT	DESIRED CHARACTER	MAXIMUM INTENSITY
LI-1: Light Industrial	Maintain light industrial and manufacturing uses that provide support to the	Future development in this area should be primarily	Nonresidential FAR of 2.0 per parcel..

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	adjacent maritime area and downtown, but are compatible with the adjacent West Oakland neighborhood.	industrial and manufacturing in nature.	
RD&E-2: Retail, Dining, Entertainment (Broadway)	Enhance and intensify Lower Broadway as an active pedestrian-oriented entertainment district that can help to create stronger activity and pedestrian linkages with downtown Oakland, Old Oakland, and Chinatown.	Future development in this area should be primarily retail, restaurant, entertainment, hotel, upper level office, cultural, parks, public open space, and any other use that is complementary to active public-oriented ground-level uses.	Nonresidential FAR of 12.0 per parcel. Residential density of 300 units per gross acre.
PM: Produce Market (Franklin Street b/w 2nd & 4th Streets)	Retain the historic architectural character and integrity of the Produce Market District, and promote uses that maintain the viability, life, and activity of the area.	Future development in this area should be primarily wholesale food, retail, restaurants, office, work/live lofts, cultural, outdoor markets, parks, and public open spaces and light industrial, warehousing, and other uses that are complementary.	Nonresidential FAR of 2.5 per parcel. Residential density of 40 units per gross acre.
MUD: Mixed Use District	Encourage the development of higher density housing (including work/live, lofts, and artist studios) within a context of commercial and light industrial uses.	Future development in this area should be primarily retail, restaurant, office, residential, work/live, lofts units, parks, and public open spaces with custom and light industrial uses that are compatible with adjacent uses.	Nonresidential FAR of 12.0 per parcel. Residential density of 300 units per gross acre.
WMU: Waterfront Mixed Use (Site B, Lincoln Properties)	Allow for a mixture of uses that complement the waterfront setting, and maintains and enhances views and public access to the waterfront.	Future development in this area should be primarily residential, office, retail, and restaurants, parks, and public open spaces. Water uses also included.	Nonresidential FAR of 8.0 per parcel. Residential density of 150 units per gross acre.
Parks	Identify, enhance and maintain an urban park, schoolyard and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment.	Urban parks, schoolyards, and other outdoor recreation spaces.	N/A

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B. Map Amendments



Source: City of Oakland, 2020. PlaceWorks, 2021.

Map Amendments to the Estuary Policy Plan (EPP) area of the
City Of Oakland General Plan, Land Use & Transportation Element (LUTE)

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DOSP General Plan Amendments Key (inside Estuary Policy Plan)

ID	Existing Designation	Proposed Designation
1	EPP Off-Price Retail District	EPP Light Industry 1
2	EPP Off-Price Retail District	EPP Retail Dining Entertainment 2
3	EPP Off-Price Retail District	EPP Retail Dining Entertainment 2
4	EPP Retail Dining Entertainment 1	EPP Retail Dining Entertainment 2
5	EPP Retail Dining Entertainment 2	EPP Produce Market
6	EPP Mixed Use District	EPP Produce Market
7	EPP Retail Dining Entertainment 1	EPP Mixed Use District
8	EPP Mixed Use District	EPP Parks
9	EPP Waterfront Commercial Recreation 1	EPP Mixed Use District
10	EPP Waterfront Warehouse Mixed Use	EPP Mixed Use District
11	EPP Parks	EPP Mixed Use District
12	EPP Mixed Use District	EPP Parks
13	EPP Planned Waterfront Development 1	EPP Mixed Use District
14	Community Commercial	Urban Park and Open Space
15	Community Commercial	EPP Mixed Use District