



# **WEST OAKLAND SPECIFIC PLAN Final Plan**

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# 1: Introduction

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The West Oakland Specific Plan provides the guiding framework for realizing the vision of a healthy, vibrant West Oakland. It reflects the desires and aspirations of a wide range of community members, stakeholders, steering committee participants, City staff, and the Planning Commission and City Council. The objectives of the Specific Plan are to bring to life the community's longstanding vision for a West Oakland that contains viable employment opportunities, provides needed goods and services, supports abundant and affordable housing resources, and facilitates sustainable development. The Specific Plan provides guidelines and development standards that support this vision; and includes an implementation action plan to systematically achieve its key objectives.

The Plan provides comprehensive, consistent and multi-faceted strategies for the reuse of vacant and/or underutilized properties in West Oakland. Toward that end, this Specific Plan establishes a land use framework, identifies needed transportation and infrastructure improvements, and recommends strategies needed to implement those improvements.

This Specific Plan also presents an opportunity to guide the West Oakland area in a direction that improves the quality of life for existing and future residents. The Specific Plan includes specific strategies for creating up to approximately 22,000 new living wage jobs, reducing blight, attracting new industry,

maintaining and supporting existing compatible businesses and industry, promoting economic growth that serves a range of incomes, and encouraging mass transit. It maximizes the advantages of West Oakland's combination of a rich cultural legacy with an abundance of underutilized, accessible land in the very heart of an economically productive region.

The Plan is also a tool for attracting job-generating businesses to key sites and for encouraging new, targeted economic development. The Plan balances a multitude of interests - regulatory requirements, citywide policies and directions, community issues, needs and preferences, market conditions, along with Bay Area regional considerations among other factors - to meet its intended uses, including:

- Encouraging the growth of well-paying jobs and services within West Oakland, with opportunities and appropriate training available to existing and future residents;
- Preserving existing residential neighborhoods;
- Supporting commercial, mixed-use and transit-oriented land use in West Oakland, particularly in collaboration with the Bay Area Rapid Transit (BART) District for Transit-Oriented Development (TOD) at the West Oakland BART station;

- Augmenting West Oakland’s job-generating capabilities by enhancing linkages between West Oakland and the “Oakland Global Trade and Logistics Center” (at the former Army Base), focusing on the economic and physical synergies between these two areas;
- Enhancing existing assets in the West Oakland area;
- Enhancing transportation resources throughout West Oakland, and between West Oakland and adjoining areas;
- Furthering the physical and economic revitalization of West Oakland;
- Instituting new Design Guidelines to improve the appearance of new projects (see **Appendix A** of this Plan); and
- Supporting the implementation of regional growth strategies in accordance with the West Oakland area’s Priority Development Area (PDA) designation through regional growth programs administered by the Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC).

This Specific Plan also encourages residential and neighborhood-serving commercial establishments on major corridors such as San Pablo Avenue, redirects heavy industrial and more intensive commercial activities to locations closer to the Port of Oakland and away from residential areas, and protects and enhances West Oakland’s residential neighborhoods. The Specific Plan encourages an enhanced multimodal transportation system to better link residents and businesses. It seeks to accomplish this through a variety of actions, including creation of a distinct land use framework to guide future development of key parcels throughout the Specific Plan area.

In total, the Specific Plan establishes a long-term vision for the West Oakland area, including the addition of up to 3.85 million square feet of net new business and industrial space, up to 185,000 square feet of new commercial space in mixed-use development along commercial corridors, and potentially as much as 670,000 square feet of new commercial, office and retail development up

at the West Oakland BART station – all together accommodating as many as 22,000 new jobs. The Plan also envisions as many as 1,325 to 2,300 new housing units as part of a West Oakland BART station transit-oriented development area, more than 1,350 new housing units within mixed-use development along commercial corridors, and up to 1,330 new housing units at select new residential locations.

The Plan also includes provisions that help existing, longstanding residents’ ability to remain in the area and participate in expected economic growth.

## 1.1: Context for the Specific Plan

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West Oakland is strategically located within the regional Bay area with excellent access to downtown Oakland, San Francisco, the Oakland Airport and major universities (see **Figure 1.1.1**). It contains historic residential neighborhoods and structures, thriving business and industrial commerce, excellent existing building stock with potential for creative and economically viable reuse, a rich cultural heritage, vibrant activity in the arts, convenient connections to local and regional transportation networks, adjacencies to major economic development centers, and a diverse demographic.

### HISTORIC CONTEXT

In 1869, West Oakland became the terminus of the transcontinental railroad across the United States, and began to serve the passenger railroad and freight needs of San Francisco and the greater Bay Area region. With the arrival of the railroad, West Oakland became home to many railroad employees, including those of The Pullman Company. As these new railroad employees traveled back and forth to the major cities across the states, they brought with them energy, enthusiasm and a rich cultural legacy, not least of which was the musical influence of the Blues. This in turn spawned the growth of West Oakland's 7th Street into the Blues capital of the Bay Area.

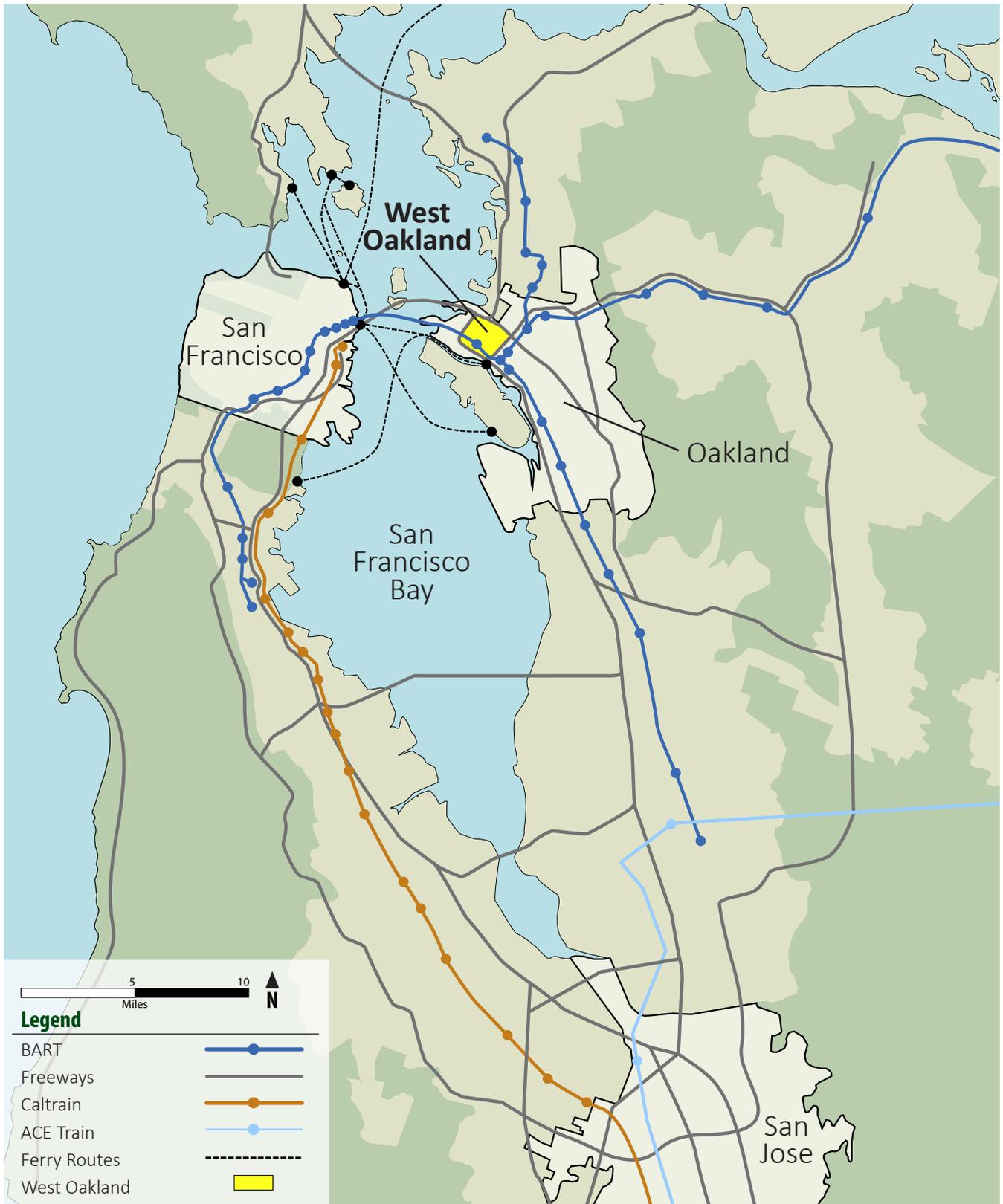
During this same period, West Oakland became a logical place to establish new industries requiring rail and port facilities. Over time, larger industrial plants were developed on landfill on the neighborhood's western and southern edges. By the 1930's, all of West Oakland was zoned for industrial uses. The area's industrial base further expanded in the 1940's during World War II when wartime housing abruptly replaced blocks of historic single-family housing to accommodate the influx of workers drawn from the Southern United States to the ship building and military

logistics industries on the west coast. West Oakland became a boomtown with thriving businesses, entertainment venues and plentiful, well-paying jobs focused on 7th Street, the former Cypress Street area (now known as Mandela Parkway), and West Grand Avenue areas.

Following World War II, things began to change once again in West Oakland. Large public infrastructure projects were built to serve the broader region, but also severely disrupted the area's community fabric. The elevated, double-decked Cypress Freeway segment of Interstate 880 literally cut through the middle of West Oakland in the 1950's. In the 1960's, the new main Post Office was constructed which destroyed the Gibbons Tract neighborhood, replacing over thirty acres of homes. In the 1970's, the elevated Bay Area Rapid Transit (BART) tracks were constructed along 7th Street, immediately adjacent to existing residential and commercial buildings. BART train noise seriously compromised the social, retail, and cultural focus along 7th Street.

By this time, fewer jobs were available to local residents. Concurrent with the decline of military jobs was a decline in manufacturing jobs such as steel production, as many of these jobs moved to suburban locations and overseas. As the adjacent Port of Oakland grew, container storage, trucking and recycling operations often replaced the former industrial activities. Today, recycling and container trucking-related services cover approximately 34 acres within West Oakland. Additional acreage is devoted to truck-related services that include tire sales, repair shops, fueling, and other businesses and services associated with Port truck traffic.

Fig. 1.1.1: West Oakland within Bay Area



The loss of good-paying jobs, the displacement of homes due to infrastructure construction and urban renewal projects, and the intrusion of trucks and freeways have taken a serious toll on the West Oakland community, as can be measured by high rates of poverty, unemployment, crime and health risks.

## THE WEST OAKLAND PLANNING AREA TODAY

### The Planning Area

West Oakland is located at the center of the San Francisco Bay Area. The boundaries of West Oakland have evolved over the past 150 years as its boundaries, defined by rail lines, freeways, Bay fill and the City's urbanized edge, have continued to expand. Currently, the most prominent physical boundaries are the freeways built since the mid- 20th century. These include Interstate 580 (MacArthur Freeway) to the north, built in the 1960's as an extension of the Oakland Bay Bridge approach; Interstate 980 to the east, completed in the 1980's; and the relocated Interstate 880 (Nimitz Freeway) wrapping around the south and west and completed in 1997 following the collapse of the original Cypress Freeway structure during the 1989 Loma Prieta earthquake.

With two exceptions, the West Oakland Planning Area ("Planning Area") for this Specific Plan is the area bounded by these freeways (see **Figure 1.1.2**). The two additional areas include an industrial/commercial area centered on 3rd Street south of Interstate 880, and a smaller retail/commercial area north of Interstate 580 adjacent to the City of Emeryville and including the recently opened Target store. These areas are included in the Planning Area because they are both part of the prior West Oakland Redevelopment Area, and because both function as "gateways" to and from West Oakland. The West Oakland Planning Area comprises approximately 2.18 square miles or approximately 1,900 acres, subdivided into 6,340 parcels.

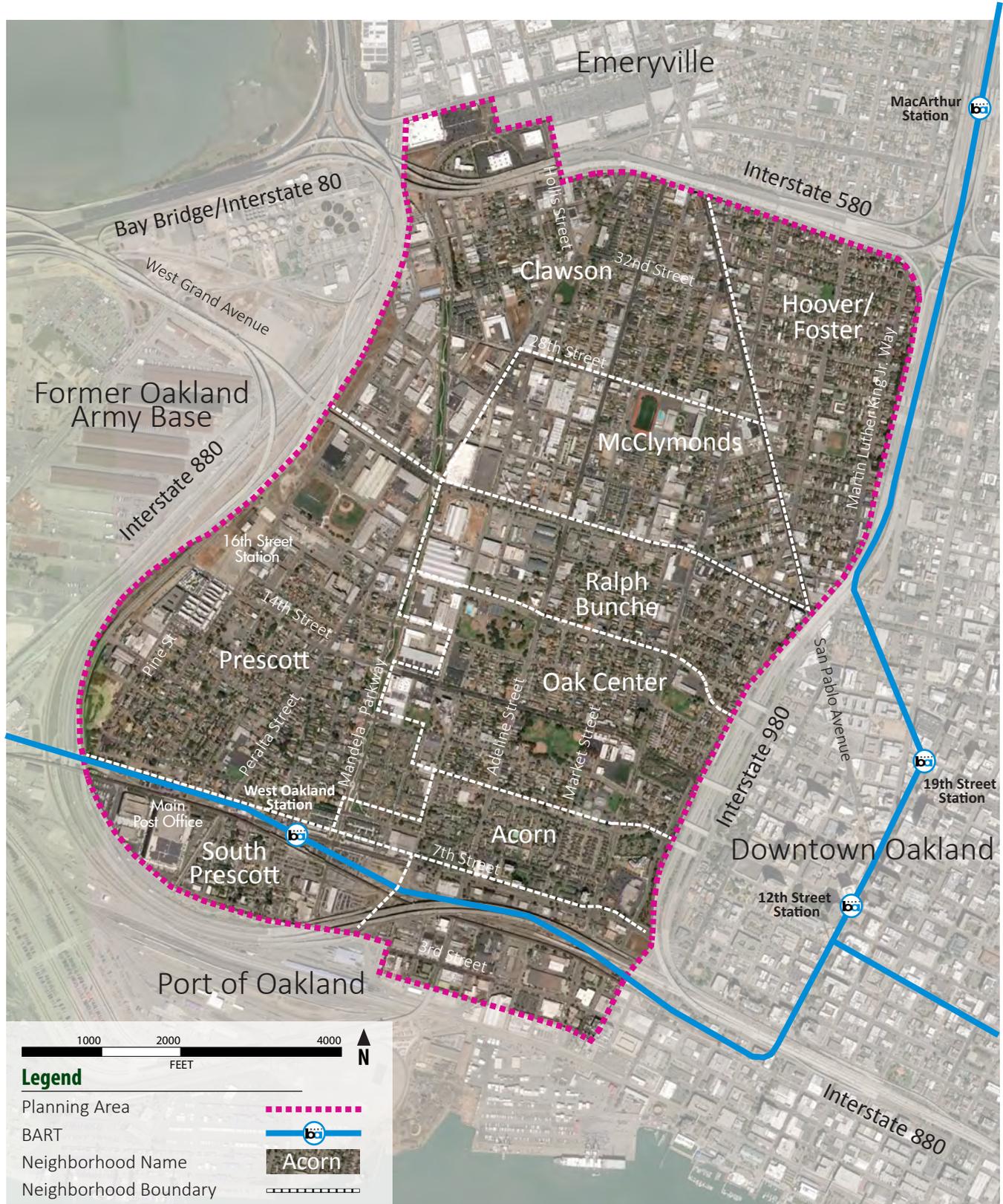
### Existing Land Use and Demographics: an Overview

West Oakland has a current population of approximately 25,000 people, and contains employment opportunities for more than 15,000 current employees. The population of West Oakland reached its highest point of around 40,000 people in 1950, reflecting wartime immigration. In the last 20 years, there has been a major shift in the area's ethnic and racial composition. The percentage of African American residents has declined from 77% to 53%, and the number of white, Latino, and Asian residents have increased.

The Planning Area has a household median income of 60% of the City-wide median, which in turn is lower than the area median income. While West Oakland households' median income rose between 1990 and 2000, it rose at about the same rate as the City as a whole between 2000 and 2010. Compared to the rest of the City, West Oakland households are overwhelmingly renters - (78%) versus 58% city-wide; own fewer cars; and are larger than average, with more children under 18 years old at home.

West Oakland includes a mix of industrial and commercial activities and jobs. There is also employment in the U.S. Post Office and other businesses along 7th Street. West Oakland has a mix of older and newer business types including custom manufacturing, construction, transportation, environmental services and recycling, arts and creative businesses, and professional service and related businesses typically in older industrial buildings. The Planning Area also contains many older, established residential neighborhoods - such as the South Prescott, Prescott, Ralph Bunche, Clawson, Hoover/Foster and McClymonds neighborhoods - that are often encircled by these activities.

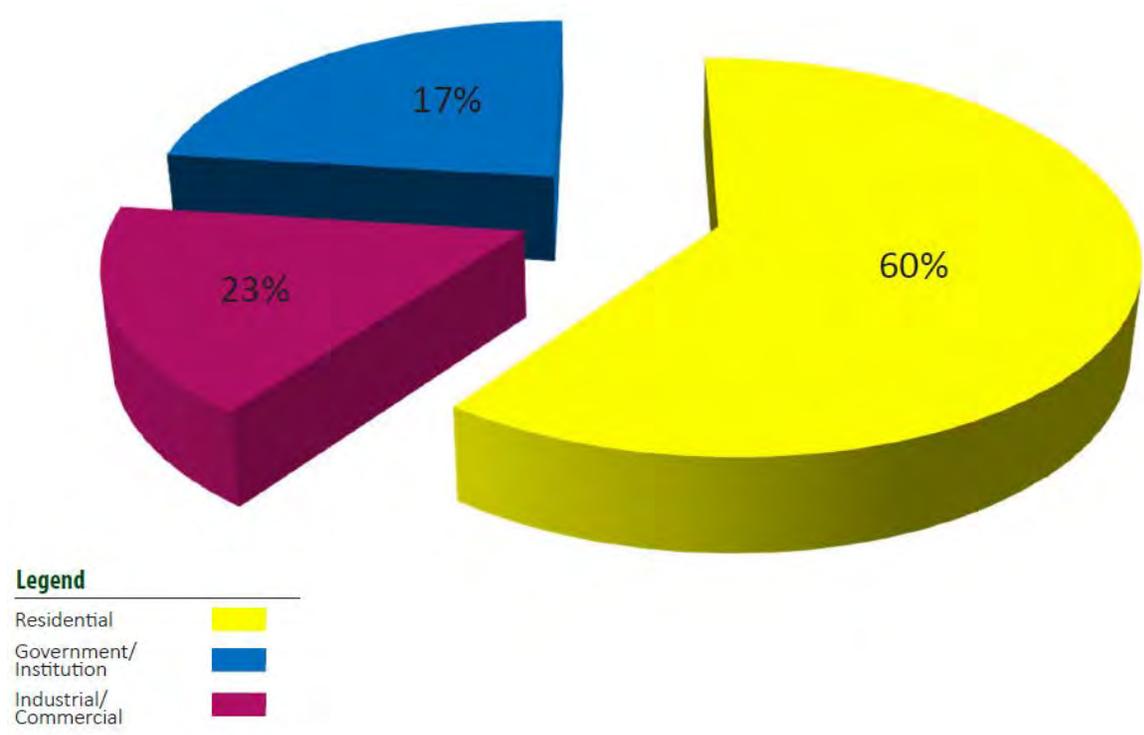
Fig. 1.1.2: Planning Area Map



As illustrated in **Figure 1.1.3**, residential uses occupy approximately 60 percent of the land in West Oakland, generally concentrated in the northern, eastern and southwestern portions of the Planning Area. Industrial, commercial and truck-related uses occupy about 23 percent of the land area, and government/institutional and utilities uses occupy the remaining 17 percent.

Industrial uses are concentrated primarily around Mandela Parkway and West Grand Avenue and in the vicinity of 3rd Street. Commercial activities primarily occur at the northern end of the Planning Area near Emeryville, along San Pablo Avenue, at the eastern end of West Grand Avenue, on Market Street and on 7th Street. Lands devoted to government, institutional and utilities uses include properties owned by Caltrans, Union Pacific Railroad, U.S. Postal Service, Bay Area

Rapid Transit District (BART), East Bay Municipal Utility District (EBMUD), Oakland Unified School District, Oakland Housing Authority, and City of Oakland. West Oakland, like many other communities, is hampered by relatively low incomes, high crime rates and infiltration of often incompatible land uses. It also has a number of strengths that, if focused in a strategic manner, will encourage revitalization actions. West Oakland is home to city’s oldest historic neighborhoods, has a significant and thriving arts community, is rooted in strong community activism, and is supported by a transportation network that places West Oakland in the center of the Bay Area. The vision and revitalization strategies delineated in this Plan reflect the importance of building upon these existing assets while creating new ones.



**Fig. 1.1.3: West Oakland Land Use Chart**

## Surrounding Area

Surrounding the Planning Area is a mix of land uses:

- North of I-580 is the East BayBridge Shopping Center and other residential, light industrial, office and public uses in Emeryville including Pixar, the large animation studio.
- To the northwest are the I-80/I-580/I-880 interchange, and eastern terminus of the San Francisco-Oakland Bay Bridge and the bridge toll plaza (one of the busiest traffic arteries in the world), and the East Bay Municipal Utility District (EBMUD) Main Wastewater Treatment Plant.
- East of I-980 is the Pill Hill and Uptown neighborhoods, Downtown Oakland, City Center, Old Oakland and the 19th Street and 12th Street BART Stations.
- To the southeast are the waterfront Jack London District and Jack London Square.

West and south of the Planning Area are Interstate 880, the Union Pacific Railroad and the Burlington Northern and Santa Fe (BNSF) Railroad. The Port of Oakland and the Oakland Global Trade and Logistics Center (former Oakland Army Base), are also to the south and west of the Planning Area

## PLANNING SUBAREAS

The Loma Prieta Earthquake in October 1989 and the closure of the Oakland Army Base in September 1999 were significant events that have reshaped the geography of West Oakland, redefining the region's transportation infrastructure and opening up new sites in West Oakland for potential new uses.

The 1989 Loma Prieta Earthquake resulted in the collapse of the Cypress Freeway, which had cut directly through the middle of West Oakland. With significant input from West Oakland community representatives, the California Department of Transportation (Caltrans) created a new alignment for the rebuilt I-880 freeway that skirts around West Oakland, creating a new boundary between the

Port of Oakland and its regional-serving heavy freight and port uses, and West Oakland. The old alignment of the double-decked Cypress Freeway was replaced with the new Mandela Parkway, a grand boulevard with a linear park down its center designed to unify West Oakland around a beautiful greenway. Without the aerial freeway structure which had split West Oakland, many large, vacant and/or underutilized commercial and industrial properties have the potential to attract new uses. There is a strong economic demand in the inner Bay Area for properties that are able to provide new space to accommodate advanced and custom manufacturing, and employment opportunities.

The closure of the former Oakland Army Base, and the City and Port's plans to redevelop the former Army Base into a major new trade and logistics center, also provides new opportunities for West Oakland. Certain heavier industrial uses that are generally less compatible with the surrounding residential neighborhoods, such as recycling operations and temporary storage of shipping containers, now have the potential to be relocated from West Oakland sites to the new Oakland Global Trade and Logistics Center at the former Army Base. Relocation of these uses creates new use opportunities for West Oakland's former heavy industrial and similar commercial sites.

This West Oakland Specific Plan is a tool for envisioning desired uses for these sites, thereby spurring private sector creation of new jobs and housing. The environmental and infrastructure improvements that will need to occur along with such new development will benefit current residents, tenants, businesses, land-owners, and other stakeholders, as well as future members of the community.

## Opportunity Sites

The new growth that is envisioned by the West Oakland Specific Plan is most likely to occur on many longstanding dormant and/or underutilized properties, development sites available as a result of the relocated I-880 freeway, and additional prospective sites expected to be vacated as their current uses

relocate to the Oakland Global Trade and Logistics Center at former Army Base. These sites are identified in this Specific Plan as ***“Opportunity Sites.”***

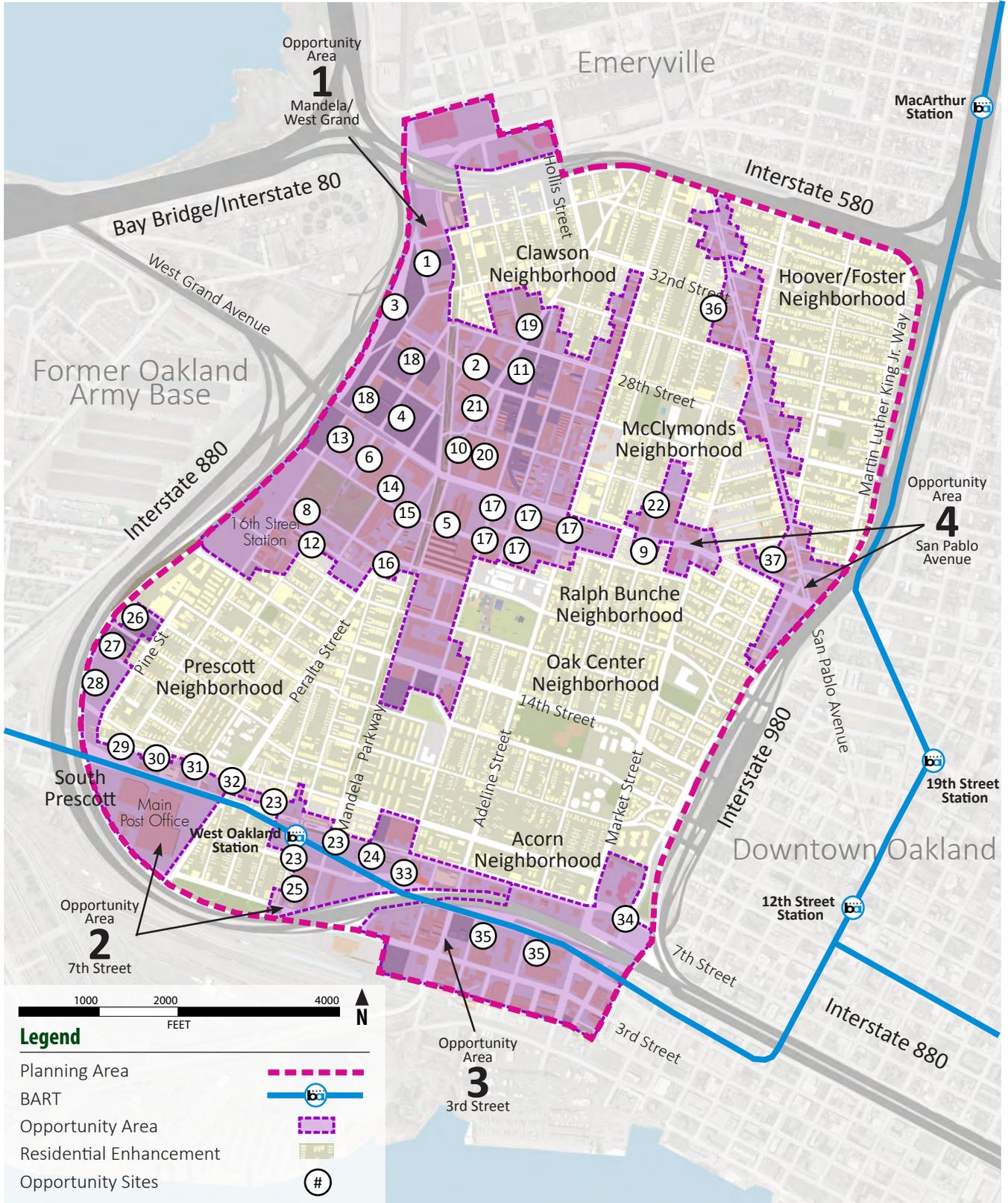
Opportunity Sites are defined as individual parcels or groups of commercial and/or industrial parcels that are strategically located, and are vacant, underutilized, blighted, and are not developed to the intensity allowed by current zoning. Development of these sites has been historically challenging, yet their strategic location affords them the potential to assist in revitalizing the areas surrounding them. The Specific Plan has identified and selected 37 such Opportunity Sites; they are illustrated on **Figure 1.1.4** and identified in the following **Table 1.1-1**.

A primary focus of the West Oakland Specific Plan is on the creation of reuse strategies for these key, strategically located vacant, underutilized or blighted properties. This approach targets and directs resources to produce the greatest beneficial impact.

The Plan aims to attract new enterprises to these Opportunity Sites that can provide jobs and services needed by the West Oakland community and Oakland at large.

West Oakland’s identified Opportunity Sites are among the few large commercial/industrial properties remaining in the central Bay Area. These sites can accommodate uses ranging from light industrial and custom manufacturing uses, to higher intensity business uses. Businesses attracted to these sites are anticipated to provide new jobs in urban manufacturing, green economy, digital media, life sciences, biotechnology, and other industries. Other sites have the potential to attract retail goods and services now lacking in West Oakland. Still others can be used to increase housing resources for existing and future West Oakland residents.

Fig. 1.1.4: Opportunity Areas & Sites



**Table 1.1-1 West Oakland Opportunity Sites**

Site #	Assessor's Parcel Number(s)	Address/Location/Descriptor	Area (acres)
<b>Mandela/West Grand Opportunity Area</b>			
1	7-059-900	1650 32nd Street	1.22
2	7-586-2	2601 Peralta Street	1.70
3		Upper Wood Street	5.37
4	7-576-1-11 and -15	2240 Wood Street (West Grand / Campbell)	3.54
5	5-402-4-2, --5-2 and -6; 5-419-1-4; 420-1-3 and -5	Pacific Pipe / American Steel	12.63
6	7-571-3-1	1699 West Grand Avenue	4.75
8	7-562-1; 7-563-1	Roadway Express	4.32
10	5-422-2-3	2300 Peralta Street (Mandela / Peralta / West Grand)	3.18
11	5-449-1-1	2701 Poplar (Custom Alloy Scrap Sales – CASS)	2.84
12	7-559-1-2; 7-559-4	Half block at Willow / Campbell / 17th Street	0.98
13	7-572-1-1; 7-572-1-2, 7-572-2-1, -2, -4 and -5	1700 Willow (Wood / Willow / W. Grand / 20th Street)	4.77
14	7-570-2	2001 Peralta (portion of block at Campbell / 20th / Peralta)	0.87
15	5-421-2-2; 5-421-3	Triangle – (Mandela / Peralta / 20 <sup>th</sup> Street)	0.81
16	5-399-1-3	North portion of block (Mandela / Peralta / 20th Street)	0.88
17	7-572-2-4	Poplar to Linden, West Grand to 20th Street	13.02
18A	7-576-1-12 and -14;		
18B	7-575-1, -2-3, -2-5, -4, -3-3;		
18C	7-579-4, -1-7, -1-8, -1-10, -2-2;	West Grand to 32nd, Campbell to Wood	17.79
18D	7-580-3-1, -5, -2-2, -1-1		
19	5-460-1, -2 and -6-2	Triangle (Peralta / Poplar / 28th Street)	0.76
20	5-423-1-1	Kirkham to Poplar, West Grand to 24th Street	3.48

**Table 1.1-1 West Oakland Opportunity Sites**

<b>Site #</b>	<b>Assessor's Parcel Number(s)</b>	<b>Address/Location/Descriptor</b>	<b>Area (acres)</b>
21	5-441-1 and -2	Triangle (Peralta / Kirkham / 24th Street)	1.40
<b>7th Street Opportunity Area</b>			
23	4-49-1, -2-1, -2, -3 and -4; 4-51-18-2; 4-69-1, -2-1, -2-2, -3 and -4; 4-73-1, -2, -3, -4, -5, -6 and -7; 4-77-3	Caltrans/BART properties	9.44
24	18-390-10-7	Alliance Site	3.95
25	4-73-10-2; 4-73-9	EPA Site	0.92
26	6-29-3-2; 6-29-4-3	10 <sup>th</sup> to 11 <sup>th</sup> , Pine to Frontage	2.94
27	6-49-25 and -26	9 <sup>th</sup> to 10 <sup>th</sup> , Pine to Frontage	1.62
28	6-47-1	Phoenix Iron Works	5.49
29	6-19-8; 6-19-28-2	7th and Wood	0.42
30	6-19-22	7th and Willow	0.25
31	6-17-17, -18, -19, -20, -21 and -22	7th and Campbell	0.73
32	4-97-13, -14 and -15	7th and Peralta	0.17
33		South half block between Union and Magnolia	0.69
<b>3rd Street Opportunity Area</b>			
34	1-221-14-1	Brush and Castro	1.36
35	4-3-2	425 Market	2.67
<b>San Pablo Avenue Opportunity Area</b>			
36	5-467-1, -2-1 and -2-3	North portion of block, Filbert / 30th / San Pablo	0.91
37	3-21-10; 3-25-3; 3-25-5-1	San Pablo / W. Grand / 23rd / West	
9	5-411-1-4; 5-411-2-5	West Grand Avenue / Market Street	1.89
22	5-490-13-4; 5-430-17-2	West Grand / Filbert / Myrtle / 24 <sup>th</sup> Street	2.92

## Opportunity Areas

The Specific Plan groups similar *Opportunity Sites* concentrated in a compact location into larger geographic districts termed "**Opportunity Areas.**"

The nature and character of each Opportunity Area varies based upon the characteristics and location of the Opportunity Sites they comprise, including sites with:

- similar factors that have impeded development up to this point in time;
- similar economically feasible development programs, based upon market studies and other analyses;
- similar land use policies and regulations applicable to a geographic area (e.g., zoning and/or other land-use controls); and
- similar street configurations and infrastructure systems that can support future development.

Four major Opportunity Areas are identified in the Specific Plan and targeted for growth. These Opportunity Areas contain vacant and underutilized properties and older facilities that no longer meet current standards and market conditions, and thus have the most potential for change. The identified Opportunity Areas are also shown on Figure 1.1.4:

- **Opportunity Area 1:** Mandela/West Grand (354 gross acres, including public right-of-way)
- **Opportunity Area 2:** 7th Street (98 gross acres)
- **Opportunity Area 3:** 3rd Street (103 gross acres)
- **Opportunity Area 4:** San Pablo Avenue (52 gross acres)

The Specific Plan also highlights individualized development strategies for smaller sub-areas in many of these Opportunity Areas. Preferred land use strategies for each of the Opportunity Areas have been devised, including area-wide strategies for facilitating new economic growth. Each of the Opportunity Areas (and the

neighborhoods they include) is further described below.

### **Opportunity Area #1: Mandela/West Grand**

The Mandela/West Grand Opportunity Area is centered on the intersection of Mandela Parkway and West Grand Avenue and includes portions of the Clawson, McClymonds, Ralph Bunche, Prescott and Oak Center neighborhoods. This area was once one of the Bay Area's larger industrial areas at the urbanizing edge of the San Francisco Bay. Through this Specific Plan, the Mandela/West Grand Opportunity Area is envisioned as the key regional job center of West Oakland, with the largest concentration of Opportunity Sites and where the economic development potential is greatest.

There are a total of 19 Opportunity Sites within the Mandela/West Grand Opportunity Area.

### **Opportunity Area #2: 7th Street**

The 7th Street Opportunity Area is focused along 7th Street, one of the first commercial arterial streets that extended west of the original "old town" Oakland and still contains historic fragments of 7th Street opposite the elevated BART tracks. It includes portions of the Prescott, South Prescott and Acorn neighborhoods. Most of the historic-era commercial buildings in this Opportunity Area were torn down to build the current Post Office, the West Oakland BART station, the former Cypress Freeway structure and the current replacement Interstate 880 freeway, and public housing projects. Within this Opportunity Area, the West Oakland BART station and several parcels surrounding it have been long-planned as a West Oakland Transit Village. The 7th Street Opportunity Area also extends along Pine Street to include the former Phoenix Iron Works site on Pine Street between 8th and 9th Streets.

There are a total of 11 Opportunity Sites within the 7th Street Opportunity Area.

### *Opportunity Area #3: 3rd Street*

The 3rd Street Opportunity Area is located on the south side of Interstate 880 and connected to other areas of West Oakland by surface streets passing under the elevated freeway and BART tracks. It includes portions of the Acorn neighborhood. This Opportunity Area is integrally connected to industrial transportation patterns and is directly accessible to the adjacent Port of Oakland. This Opportunity Area includes properties fronting along 3rd Street, and is part of the early maritime-related industrial area of Oakland.

There are 2 Opportunity Sites specifically identified within the 3rd Street Opportunity Area.

### *Opportunity Area #4: San Pablo Avenue*

The San Pablo Avenue Opportunity Area consists of those frontage properties along the historic Route 66 (now San Pablo Avenue) which was a major commercial corridor early in West Oakland's development. It includes portions of the Hoover/Foster, McClymonds, and Ralph Bunche neighborhoods, and many commercial properties along the mile-long stretch of San Pablo Avenue between the I-580 and I-880 overpasses between downtown Oakland and Emeryville. San Pablo's architectural pattern is characterized by low- to mid-scale mixed-use historic hotels and stores, with landmarks still remaining such as the California Hotel, but often in deteriorated condition.

There are a total 4 Opportunity Sites within the San Pablo Opportunity Area.

### *Linkages*

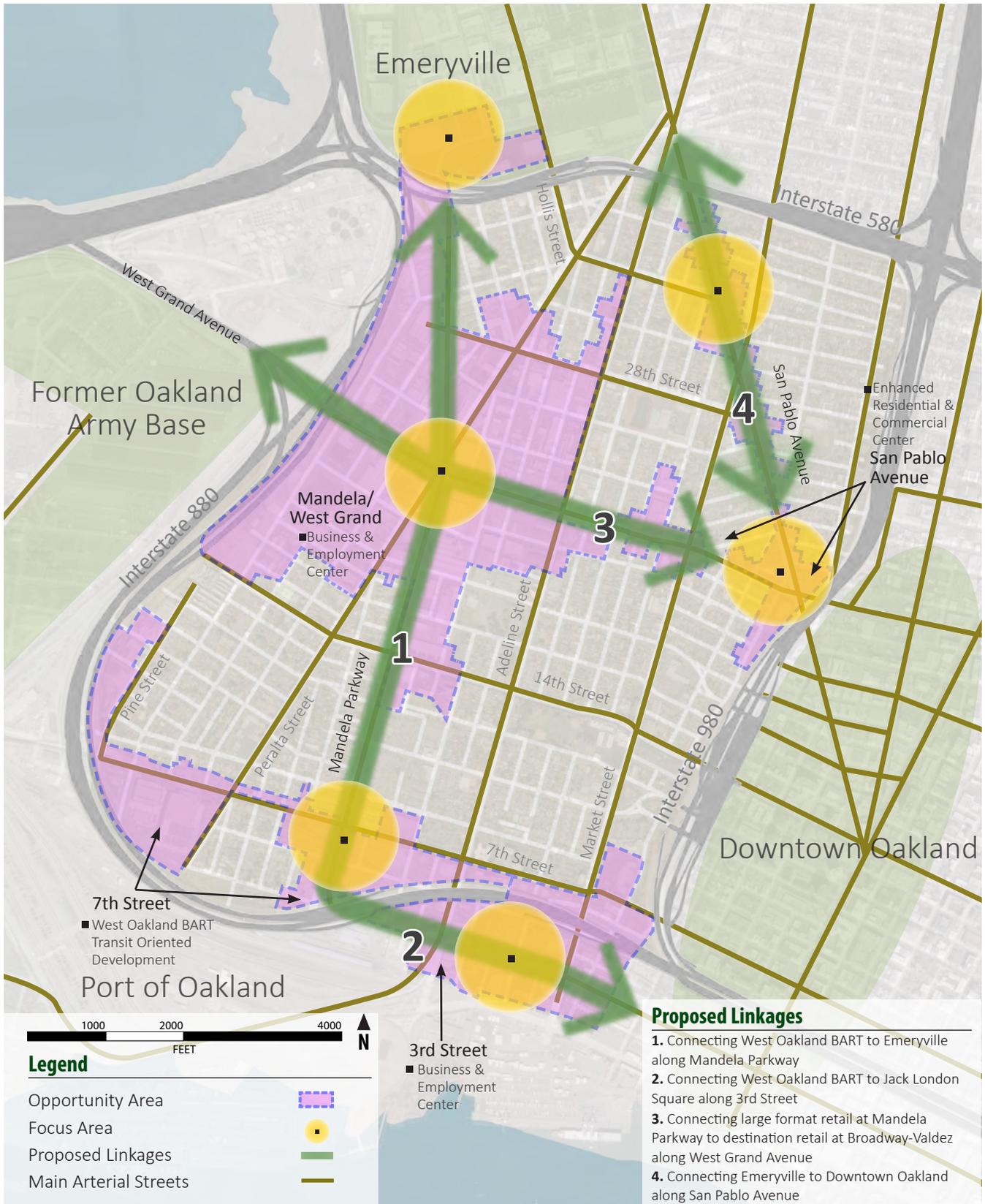
The Opportunity Areas collectively, are located throughout the Specific Plan Area. As indicated in **Figure 1.1.5**, the Opportunity Areas serve as linkages to several important activity nodes both within the West Oakland district and the surrounding areas. For examples:

- The Mandela/West Grand Opportunity Area connects the West Oakland BART area to development activity along the

Oakland/Emeryville city limit line via the Mandela Parkway corridor (see *Linkage 1*);

- The 7<sup>th</sup> Street Opportunity Area and 3rd Street Opportunity Area connect the West Oakland BART Station area to Jack London Square via the 3rd Street corridor (see *Linkage 2*);
- The Mandela/West Grand Opportunity Area also serves as a link between development at the former Oakland Army Base westward and eastward to destination retail locations in the city's Broadway-Valdez area (see *Linkage 3*);
- The San Pablo Avenue Opportunity Area links Downtown Oakland to activity nodes in surrounding cities (see *Linkage 4*).

Fig. 1.1.5: West Oakland Linkages



## Residential Areas

Much of the emphasis of the West Oakland Specific Plan is focused on growth and development of Opportunity Areas, those areas with the potential for significant economic growth and change. However, there are large portions of West Oakland that are only in need of preservation and enhancement of their existing characteristics. The West Oakland Specific Plan identifies these areas as **'Residential Areas'**, as shown in **Figure 1.1.6**

The Residential Areas consist mostly of residential neighborhoods which should be enhanced through the preservation of historic resources, by facilitating maintenance of homes by property owners, by infilling of vacant parcels with similarly-scaled and compatible housing, and with improved streetscapes. Existing City of Oakland housing and historic preservation programs and policies already address these areas. The character of these areas is not envisioned to significantly change from what currently exists. Therefore, West Oakland's Residential Areas are not the primary focus of this Plan.

## OPPORTUNITIES FOR THE FUTURE

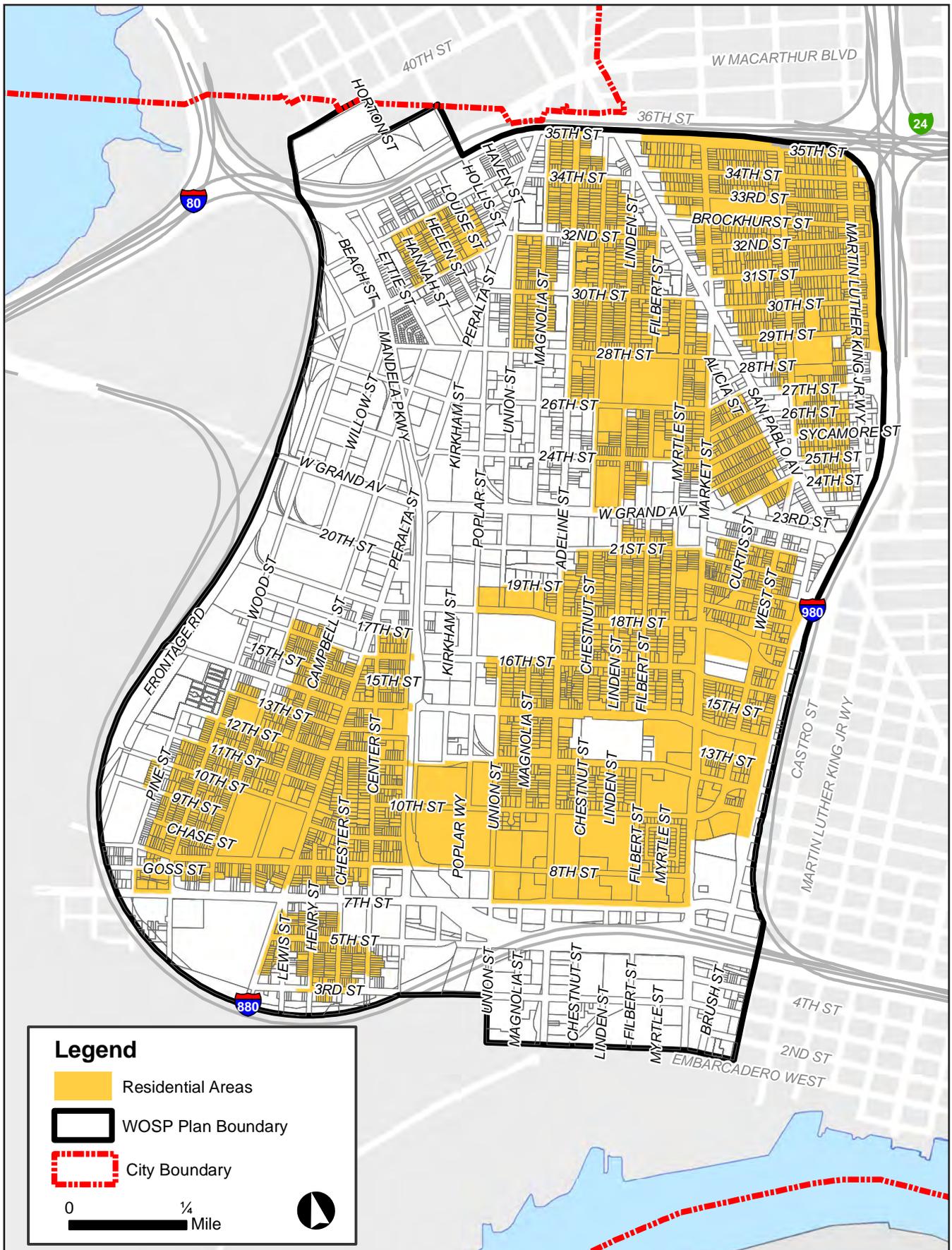
West Oakland has already seen many small manufacturers including specialty foods, custom furniture, printing, publishing, and various artisans grow in the area. Small construction and related businesses, including green building and materials reuse, have been founded here, while others have recently located to West Oakland, encouraging a stable business environment. Many of these industries benefit and draw inspiration from their close proximity to what some regard as the foremost industrial arts community in the nation.

West Oakland is also attracting new residents who seek to live in one of the most ethnically diverse and integrated cities in America. The large sites around the West Oakland BART station offer a unique opportunity for residents of all income levels to live next to public transit, near emerging job creators, and within easy reach of the Bay Area's many resources, as well

as for businesses that seek regional centrality and close access to both downtown Oakland and downtown San Francisco via transit.

Trends, both state-wide and national, now favor development in urban centers. West Oakland, given its location and heritage and its many sites for new growth and development, is perfectly poised to take advantage of these trends. The Specific Plan is a blueprint to increase employment opportunities and the availability of needed goods and services in West Oakland, as well as a guide to improve the quality of life for existing and future residents.

Fig. 1.1.6: Residential Areas



## 1.2: Specific Plans as a Local Planning Tool

One of the primary purposes of the West Oakland Specific Plan is to provide a vision and implementation program for the development of vacant or underutilized commercial and industrial properties in West Oakland.

As a Specific Plan prepared pursuant to California planning law, this document contains a comprehensive set of goals, objectives, strategies and guidelines to be used by the City of Oakland and other parties to support, attract and facilitate new development and redevelopment projects. This Specific Plan integrates past ideas and new concepts into a present-day strategy to ensure that the efforts of previous West Oakland planning initiatives are not disregarded.

Its message regarding preferred development strategies is intended as a communication tool for attracting developers to key sites and for fostering consistent orchestration of public and private investments in the area. This Specific Plan incorporates the following:

- an inventory of prospective area wide improvements that affect development;
- site-by-site studies of development potential taking into consideration existing parcels, structures and urban context;
- land use and zoning analysis;
- market and economic evaluations;
- conceptual site planning and building design;
- traffic and circulation analysis;
- infrastructure evaluation (the Specific Plan builds upon previous infrastructure evaluations of industrial properties, expanding where necessary to include other areas in the Plan);
- business development and business attraction recommendations; and
- a comprehensive implementation strategy.

Although not required by California Specific Plan statutes, this Specific Plan also includes a

Social Equity component that identifies strategies to help minimize residential and business displacement pressures by extending the expected economic development benefits anticipated by the West Oakland Specific Plan to existing residents. This component takes the form of a framework for short-term and long-term mechanisms that advance overall equitable growth and change in the area. The Social Equity component focuses on local economic development and housing and includes among other strategies, income creation strategies for low- and moderate-income residents in West Oakland to allow them to enjoy maximum benefit from the anticipated new economic development facilitated by the Specific Plan.

### SPECIFIC PLAN REQUIREMENTS

A Specific Plan is one of the many policy and regulatory tools used by local governments in California to implement their General Plan. The authority for preparation and adoption of Specific Plans is set forth in the California Government Code, Sections 65450 through 65457. Specific Plans are intended to implement a City's General Plan through the preparation and adoption of more detailed policies, programs and/or regulations for a localized area. State Planning Code requirements for Specific Plan include:

- Text and diagrams showing the distribution, location and extent of all land uses;
- Proposed distribution, location, extent and intensity of major components of public and private transportation and other essential public facilities needed to support the land uses;
- Standards and guidelines for development, and standards for the conservation, development and utilization of natural resources, where applicable;

- Program of implementation measures including regulations, programs, public works projects and financing measures; and
- Statement of the Specific Plan’s relationship to the General Plan.

The components of the West Oakland Specific Plan are consistent with the State Planning Code requirements.

### INTENDED PURPOSE OF THIS PLAN

The Specific Plan is intended to provide comprehensive, consistent and multi-faceted economic development strategies for West Oakland. Toward that end, this Specific Plan establishes a land use and development framework, identifies needed transportation and infrastructure improvements, and recommends strategies needed to develop those parcels.

### SPECIFIC PLAN’S GOALS, OBJECTIVES, INTENTIONS AND STRATEGIES

The West Oakland Specific Plan focuses on land use, job generation, traffic, infrastructure, urban design and a number of other topics that shape a “vision” for the future physical development of West Oakland. The Specific Plan identifies goals that support this vision, and each goal is addressed through objectives, statements of intent and specific strategies.

- The *Goals* that have been identified for this Specific Plan address key issues related to economics, housing, transportation, environmental conditions, and social equity. The goals are consistent with the planning direction provided by the City’s General Plan and other prior planning efforts, as well as with the early guidance provided via the community participation process.
- The *Objectives* are functional and realistic.
- The *Statements of Intent* for one particular topic, when combined with other intentions included in the Plan, help to carry out each of the Plan’s Objectives.
- The *Strategies* include regulatory actions, programs, public works projects and

financing measures to carry out each of the intentions of this Plan. Strategies may include affordable housing projects (implementing the policies of the General Plan Housing Element), economic development, project phasing, transportation system management plans, and local air pollution control measures.

### RELATIONSHIP OF THE SPECIFIC PLAN TO THE GENERAL PLAN

This Specific Plan establishes a link between policies of the City’s General Plan and implementation action for individual development proposals, focusing on the physical development of West Oakland’s neighborhood, districts and other area. This Specific Plan also includes objectives and strategies that support and facilitate desired development as indicated in the General Plan, and as such:

- promotes high density development near the West Oakland BART station;
- identifies a development vision for other major locations throughout the Specific Plan area;
- encourages residential and neighborhood-serving commercial establishments on major corridors such as San Pablo Avenue;
- redirects more intensive commercial activities to locations closer to the Port of Oakland and away from residential areas;
- protects and enhances West Oakland’s residential neighborhoods; and
- encourages an enhanced multimodal transportation system to better link residents and businesses.

It seeks to accomplish these objectives and strategies through a variety of actions, including creation of distinct land use strategies to guide future development of key parcels throughout the Specific Plan area and through a limited number of recommended General Plan and Zoning amendments.

## Land Use and Transportation Element (LUTE)

The Land Use and Transportation Element (LUTE) is the “heart” of the City of Oakland’s General Plan. The LUTE presents a Strategy Diagram that shows areas of expected growth and change, a Transportation Diagram that lays out the basic transportation network, planned Transportation Improvements to support the growth and change recommended in the Strategy Diagram, and a Land Use Diagram and land use designations that guide the location, types and character of the various land uses throughout the city. For West Oakland, the LUTE encourages maintaining and enhancing established neighborhood areas, business expansion to take advantage of the I-880 alignment, resolving land use conflicts between business and residents, access to the waterfront, better transportation linkages, and overall improvements to the appearance of the community. The LUTE seeks to resolve land use conflicts through the use of “good neighbor” policies, encourage commercial activity and urban density housing along West Grand Avenue, retain general industrial areas toward the core of the Mandela/West Grand industrial area away from residential areas, develop a transit village at the West Oakland BART Station, and revitalize 7<sup>th</sup> Street and Jack London Gateway Shopping Center. The LUTE includes direction to support the character of established neighborhoods and guide development of housing with ground floor commercial along major corridors such as San Pablo Avenue, 7th Street, and West Grand Avenue.

This Specific Plan supports and helps to implement many of these strategies in West Oakland, focusing on both public and private investment opportunities. Many of the LUTE’s “target areas” for growth and change are encompassed within the Specific Plan’s Opportunity Areas and include many of its Opportunity Sites, including the West Oakland BART station, 7th Street, Wood Street, Pine Street, San Pablo Avenue, and West Grand Avenue. This Specific Plan supports specific LUTE recommendations for West Oakland, including:

- maintaining and enhancing established neighborhood areas;
- retaining industrial uses toward the core of the Mandela/West Grand industrial area and away from residential areas;
- locating new trucking services away from residential neighborhoods;
- encouraging business expansion;
- reducing land use incompatibilities between industrial and residential uses;
- improving transportation linkages;
- enhancing the overall appearance of the community;
- developing housing with ground floor commercial along San Pablo Avenue, 7th Street, and West Grand Avenue; and
- promoting a transit village at the West Oakland BART Station; and revitalizing 7th Street.

### *Limited Business Mix Land Use Amendments*

This Specific Plan proposes to change the General Plan and Zoning designation of a few specific sites from exclusive commercial/industrial use to allow housing and business mix use. These sites are located at the edges of existing residential and industrial areas, where a change from solely commercial/industrial to housing/business mix would be compatible with adjacent neighborhoods and nearby public parks (see Chapter 4 for more information about proposed General Plan and zoning changes).

### **City of Oakland Industrial Land Use Policy**

With limited exceptions, this Specific Plan adheres to the City’s Overall Industrial Land Use Policy of retaining current industrial zoning districts. The limited number of proposed General Plan amendments and re-zonings will help to:

- establish more identifiable borders between the established residential neighborhoods, and the industrial and intensive commercial business areas;

- prevent new land use incompatibilities that might adversely affect existing neighborhoods;
- restore neighborhoods at the residential/ industrial interface; and
- continue to provide for an ample supply of industrial land within West Oakland to meet existing and projected market demand.

Within the remaining industrial areas in West Oakland, the Plan encourages the retention and expansion of existing compatible urban manufacturing, construction and other light industrial businesses that provide good-paying blue collar and green collar jobs, while also attracting new targeted industries that are growing, including life sciences, information and clean-tech uses.

### Housing Element

The 2007-2014 Housing Element of the City of Oakland General Plan was adopted by the City Council on December 21, 2010. California law requires that each city and county adopt a housing element that includes an assessment of housing needs; a statement of the community's goals, objectives and policies related to housing; a five-year schedule of actions to implement the goals and objectives; and City-identified opportunity sites for new housing.

The Housing Element opportunity sites include a number of the West Oakland Opportunity Sites identified in the Specific Plan, specifically within the 7th Street Opportunity Area and San Pablo Avenue Opportunity Area, which are identified in this Specific Plan for residential or mixed-use.

### RELATIONSHIP OF THE SPECIFIC PLAN TO ZONING

City zoning regulations are intended to implement the General Plan land use designations and policies. To better ensure consistency between the General Plan, this West Oakland Specific Plan, and zoning, several zoning changes are recommended.

### Industrial Zoning Designations

This Specific Plan provides more specific land use direction for the business/ industrial areas of West Oakland by identifying a set of new industrial land use designations. These land use designations target distinct employment uses and building types, reflecting differences in business functions, business ages and sizes, and expected property amenity levels. The new land use designations are intended to refine the current CIX Commercial Industrial Mix zoning regulations, providing more specific and targeted land use policy and regulation, such as:

- A Business Enhancement land use type, intended to retain existing buildings, intensify existing business activities, lower vacancies and increase utilization;
- A Low Intensity Business land use type, intended to facilitate and encourage appropriately sited and sized new business and industrial developments which contribute to the economic and environmental health of the West Oakland community;
- A High Intensity Business land use type, which is intended to capture a greater share of "new economy" land use types, such as new digital media, trade and logistics, green technology, green design and construction, and specialty food production -- which recognizes a shifting regional market change from traditional industrial use to more modern and flexible space that can accommodate a wide variety of business applications; and
- A Retail Commercial Mix land use type intended to provide for an increase in the number of large retail and commercial establishments in West Oakland.

### Industrial Zoning Consolidation

Implementation of this Specific Plan includes rezoning approximately 38 acres of land in the 3rd Street Opportunity Area, which is currently subject to the policy direction of the Estuary Policy Plan and zoned M-30 General Industrial.

The proposed rezoning would apply the applicable CIX zoning to this area.

Implementation of this Specific Plan also includes rezoning approximately 5 acres of land in the 3rd Street Opportunity Area, which is currently zoned IG General Industrial (a zoning district typically associated with the Port and its operations). The Plan proposes to also apply the applicable CIX zoning to this area.

### **Zoning Modifications for the West Oakland BART Station Transit Oriented Development (TOD) Project**

Implementation of this Specific Plan includes refining the current S-15 Transit Oriented Development Zone to create a new Mixed Use Development Transit Oriented Development Zone to guide future development of the West Oakland BART Station area, and amending Commercial Corridor Height Limits established under current zoning regulations to allow more building height along 7th Street and on those parcels adjacent to the I-880 freeway. The new height limits would also provide a more effective and substantial transition in building heights nearest to the South Prescott neighborhood, with buildings nearest to this neighborhood as low as 2-stories.

### **Emphasizing the West Grand Avenue and San Pablo Avenue Commercial Use Corridor**

To better emphasize the desired commercial nature of the area surrounding the intersection of West Grand Avenue and San Pablo Avenue, this Specific Plan recommends rezoning the northeast and northwest quadrants of the San Pablo/Grand intersection from Urban Residential (RU) to Community Commercial (CC) to signify its retail focus. Although both zoning types permit mixed use development, Community Commercial zoning emphasizes the commercial aspects of development to a greater extent.

Similarly, to better direct the locating of large retail and commercial developments in West Oakland the Specific Plan includes a new Retail Commercial Mix land use type which would be

mapped in locations that draw retail into designated areas.

### **Other General Plan Conformity Re-Zonings**

Additionally, the Plan identifies a number of locations where there are inconsistencies between the currently mapped zoning districts and the General Plan land use designations. Zoning and/or General Plan corrections are recommended at these locations to ensure consistency between the General Plan and Zoning.

## **RELATIONSHIP OF THE SPECIFIC PLAN TO NEIGHBORING PLANS**

### **Oakland Army Base Reuse Plan**

The former Oakland Army Base is adjacent to the Port of Oakland and the Planning Area for the West Oakland Specific Plan (see **Figure 1.2.1**), thereby providing for numerous inter-relationships and land use inter-dependencies between it and West Oakland.

The planning and development process for the former Army Base pre-dated initiation of the Specific Plan and thus the development program for the former Army Base property was already defined when this Specific Plan process began. Although started during different time periods, the two efforts complement each other--the first concentrating on redevelopment of the former military site into the new Oakland Global Trade and Logistics Center, while keeping in mind the development issues affecting West Oakland, and the latter focusing on West Oakland itself while promoting uses that are also compatible with the new Oakland Global Trade and Logistics Center development program. This Specific Plan recognizes and takes advantage of the inter-relationships between these two areas, but retains its focus on West Oakland.



**Fig. 1.2.1: West Oakland Specific Plan and Former Oakland Army Base**

The Specific Plan does, however, contain a number of recommendations that capitalize on linkages from future development of the new Oakland Global Trade and Logistics Center at the former Oakland Army Base by:

- Promoting the reuse of selected large sites that are proposed to be vacated as a result of development actions at the new Trade and Logistics Center. These sites currently sustain existing heavy industrial uses that are incompatible with adjacent residential and commercial areas. The Specific Plan recommends these uses be replaced with new developments that are more compatible with the surrounding West Oakland neighborhoods.
- Identifying transportation linkages between the West Oakland district, the new Trade and Logistics Center at the former Army Base, and surrounding locations. The Specific Plan recommends transportation improvements that take advantage of the increased development activity anticipated from both projects.

- Encouraging high job-generation developments options that serve the Planning Area (West Oakland district) and are complementary with the Trade and Logistics Center development project.

### Wood Street Project

The Planning Area for the West Oakland Specific Plan also includes the former 16th Street Train Station, which is another location that, like the former Army Base site, is subject to a separate planning process. The former 16th Street Train Station is a West Oakland asset and a tremendous re-use opportunity. Current re-use plans for the former Train Station have resulted from years of community discussion. The City of Oakland, Restoration Association for Improving the Landmark 16th Street Station (RAILS) and BRIDGE Housing (the non-profit housing development company that owns the site at time of preparing this Specific Plan) intend to redevelop the Train Station into a centerpiece for West Oakland, with common space for community members to gather and other space for revenue generating uses.

Redeveloping the Train Station is a challenging undertaking, with most recent cost estimates projected to be more than \$20 million. Under the original plans, housing that was to be constructed first adjacent to the Station (estimated to be more than 1,000 units), and then the Station would be rehabilitated. However, given the slow return to a healthy housing market in Oakland, only 400 of those homes have been built to date. In addition, the elimination of California Redevelopment Agencies and the tax increment funding that was anticipated for the Station has contributed to a delay in reuse activity. Nonetheless, the effort is still active. In lieu of replicating the Train Station planning process, this Specific Plan includes the Train Station site within the Planning Area to ensure that all major components of West Oakland revitalization are integrated into this planning process.

### **Emeryville Berkeley Oakland Transit Study (EBOTS)**

The Emeryville Berkeley Oakland Transit Study (EBOTS) currently underway is being spearheaded by the City of Emeryville through funding from the Federal Transit Administration. The purpose of the EBOTS study is to examine the feasibility of establishing a multi-city transit corridor to supplement and enhance existing public transportation for the support of new job-producing commercial enterprise and residents in West Oakland, West Berkeley and Emeryville.

The EBOTS transit planning effort is consistent with ideas highlighted in the West Oakland Specific Plan, and although occurring over different timeframes, this Specific Plan and the EBOTS study are expected to inform the other as their implementation actions progress in the future.

## 1.3: Local Planning Process

The West Oakland Specific Plan has benefitted immensely from prior planning efforts, and from the guidance of volunteers representing West Oakland community organizations, residential neighborhoods, businesses and technical expertise. Additionally, the planning process has included a very robust public outreach effort highlighted by over 80 meetings with various community, private party and agency stakeholders, including 5 Community Workshops, 10 Steering committee meetings, 7 Technical Advisory committee meetings, and several joint sessions with both Committees on specialized topics of interest.

### Funding Source and Grant Purposes

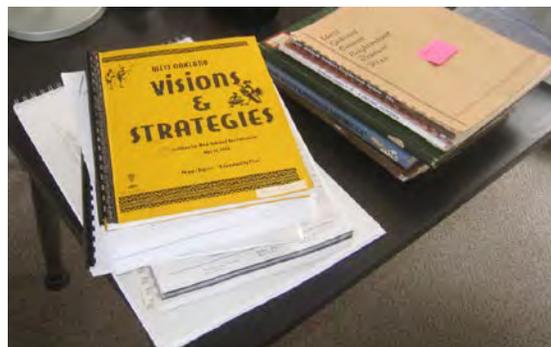
The City of Oakland received a Transportation Investment-Generating Economic Recovery (TIGER) grant from the US Department of Transportation to develop a comprehensive plan for two adjacent areas:

- At the former Oakland Army Base, the grant funds developed an Infrastructure Master Plan and associated environmental review to direct needed utility and roadway improvements as a means of facilitating development of the new Oakland Global Trade and Logistics Center at the former military property.
- Within the adjacent West Oakland community, the grant funds supported preparation of this Specific Plan and companion Environmental Impact Report (EIR) to guide future development in West Oakland, including a framework for developing underutilized and blighted land. The Specific Plan includes a range of land use strategies to facilitate economic development in West Oakland, including strategies for Transit-Oriented Development (TOD) at the West Oakland BART Station, to better link transportation choices with new housing and employment options.

This Specific Plan meets the intent of the TIGER Grant's funding program.

### BUILDING FROM PREVIOUS EFFORTS

Previous completed West Oakland plans were used as a starting point for identifying community goals. West Oakland has been the subject of much study and planning efforts over many decades and previous efforts have resulted in long-lasting and positive outcomes for the community, such as the replacement of the Cypress freeway with the landscaped Mandela Parkway, and the current redevelopment of the historic Southern Pacific depot and surrounding new housing units. Other previously prepared plans have not come to fruition with tangible community improvements as yet, but have been important steps toward creating a consensus of what West Oakland could become.



At least thirty-six planning documents have been prepared for West Oakland over the years (see listing in **Appendix B**). Several prior documents in particular had strongly articulated, consistent and currently relevant goals for the future development of West Oakland:

- West Oakland Visions & Strategies (1994),
- Seventh Street/McClymonds Corridor Neighborhood Improvement Initiative (1999),

- West Oakland Transit Village Action Report (2001),
- Neighborhood Knowledge for Change, West Oakland Environmental Indicators Project (2002),
- the Redevelopment Plan for the West Oakland Redevelopment Project Area (2003),
- West Oakland 2000, and
- Acorn/Prescott Transportation Plan.

The primary goals from these previous documents have been consolidated into general categories pertinent to current West Oakland issues and carried forward under this Specific Plan effort. The goals from these documents were consolidated into five general categories pertinent to West Oakland development issues, including: economics, housing, environment, social issues, and transportation and infrastructure.

## PUBLIC PLANNING PROCESS

### Steering Committee

Development of the West Oakland Specific Plan has also benefitted immensely from the guidance of a 14-member Steering Committee comprised of volunteers representing West Oakland community organizations, residential neighborhoods and businesses. The Steering Committee has provided guidance regarding key community issues and concerns, and has made recommendations on strategies and actions that should be considered.



The West Oakland Specific Plan Steering Committee's role has been to:

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

The Steering Committee represented the following neighborhoods and interests:

- 3rd Street-7th Street neighborhood
- San Pablo Avenue neighborhood
- Pine Street neighborhood
- West Oakland BART / Prescott neighborhood
- Lower West Grand Avenue neighborhood
- 7th Street / Post Office neighborhood
- Market Street/ West Grand Ave neighborhood
- Mandela Parkway/Upper Grand / Clawson Area neighborhoods
- West Oakland Redevelopment Area Project Area Committee
- Environmental Indicators Project
- West Oakland Business Community
- West Oakland Real Estate Issues & Trends
- West Oakland Community Advisory Group

### Technical Advisory Committee

The ideas and strategies contained in this Specific Plan have also been vetted through a 23-member Technical Advisory Committee (TAC) made up of public agency representatives and advocacy groups.



Membership in the TAC has included representatives from the following organizations and agencies:

- Bay Area Rapid Transit (BART)
- AC Transit
- Alameda County Public Health
- San Pablo Avenue neighborhood
- Bay Area Air Quality Management District
- Oakland Housing Authority
- Amicus Environmental
- Port of Oakland
- City of Oakland Bureau of Planning (Department of Planning & Building)
- Oakland Heritage Alliance
- City of Oakland Army Base Project Team
- City of Oakland Transportation Services Division
- City of Oakland Economic Development Department
- City of Oakland Housing & Community Development Department
- City of Oakland Environmental Services Department
- City of Oakland Office of Parks & Recreation
- U.S. Environmental Protection Agency
- Oakland Unified School District

- Office of former City Council Member Nancy Nadel, and current City Council member Lynette Gibson McElhaney

As a complement to the project Steering Committee, the Technical Advisory Committee provided guidance, review and input vis-à-vis institutional and/or regulatory issues that warranted special attention during the Specific Plan process.

### Community Workshops & Other Public Participation Forums

The community participation process for the West Oakland Specific Plan has included a very robust public outreach effort highlighted by five major Community Workshops where the Steering and Technical Advisory Committees' ideas were shared with the general public, additional public input and suggestions were solicited, and community consensus achieved through a facilitated public process.

Approximately 100 West Oakland stakeholders attended each workshop.



These Community Workshop dates and their broad agendas included the following:

- Community Workshop #1: Sept. 13, 2011 - Project Introduction, Community Goals & Visioning
- Community Workshop #2: Nov. 3, 2011 - Opportunity Sites & Opportunity Areas
- Community Workshop #3: Jan. 31, 2012 - Economic & Market Conditions, Use Capacities & Potential Development Scenarios

- Community Workshop #4: May 5, 2012 - Special Workshop to Review Progress to-date
- Community Workshop #5: June 12, 2012 - Preliminary Plan Recommendations

Summaries of community members' development preferences, concerns and other important issues expressed at the various Community Workshops are provided in **Appendix C** to this Plan.

Additionally, periodic status reports were provided to the Oakland City Planning Commission, the Landmarks Preservation Advisory Board (LPAB), West Oakland Project Area Committee, West Oakland Community Advisory Group, Neighborhood Crime Prevention Councils, Oakland Metropolitan Chamber of Commerce Committees, and various other neighborhood associations and community groups to offer these bodies opportunities to shape the Plan.

## 1.4: Document Overview

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The West Oakland Specific Plan is designed to be easily understood and referenced by both casual and everyday users of the Plan. Chapters 1 to 3 provide the visioning framework and development strategy for the Planning Area and set the stage for the future of West Oakland by summarizing the existing conditions analysis. Chapters 4 to 11 include the specific development recommendations to create the environment the community has envisioned. Finally, the appendices contain the supporting information that is referenced throughout the document.

The Specific Plan is organized as follows:

### Chapter 1: Introduction

The Introduction Chapter outlines the purpose of the Specific Plan and defines the planning area and its context. This chapter also describes the community-based planning and engagement process that is the foundation for the project vision and goals.

### Chapter 2: Vision & Goals

The Vision & Goals Chapter includes the community's vision for the West Oakland Planning Area in the Vision Statement. It also contains supporting goals that provide guidance for the Specific Plan's standards, guidelines, and recommendations.

### Chapter 3: Market Analysis

The Market Analysis Chapter includes a summary of the existing market conditions and provides a baseline analysis of the area's economic development potential.

### Chapter 4: Land Use

The Land Use Chapter provides the framework for future development in the Planning Area, with a focus on Opportunity Areas. The chapter describes the existing and proposed land use

designations and the preferred character of each identified Opportunity Area. The chapter further outlines land use policies that are designed to spur the desired change in West Oakland.

### Chapter 5: Circulation

The Circulation Chapter describes the existing and proposed circulation pattern for all modes of transportation in the Planning Area, including pedestrian, bike, transit, and auto networks. This chapter also includes guiding principles that support the desired circulation improvements.

### Chapter 6: Public Infrastructure

The Public Infrastructure Chapter assesses the condition of existing public infrastructure within the Planning Area (including water, sanitary sewer, stormwater, and dry utilities), and analyzes the potential impacts of future development. The chapter also addresses the required upgrades and provides policy recommendations.

### Chapter 7: Obstacles to Economic Development

The Obstacles to Economic Development Chapter describes the physical conditions which currently hinder community and economic development and investment, as well as economically-driven social conditions such as poverty and crime which result in both real and perceived negative images of West Oakland and thus adversely impact its population and development opportunities. The chapter offers possible solutions to remove many of the identified obstacles to growth, development and revitalization - such as blight, crime, the state of current infrastructure, and brownfields.

### **Chapter 8: Cultural Assets**

The Cultural Resources Chapter identifies West Oakland’s residential neighborhoods, its historic assets, and fully-emerged arts movement, as important cultural resources, and includes strategies to ensure their retention. This Specific Plan highlights and discusses these important assets.

### **Chapter 9: Open Space**

The Open Space Chapter examines the urban open spaces which exist in West Oakland today, and the types of new and improved urban spaces recommended for the overall West Oakland community. The chapter incorporates previous City parks and open space planning efforts, current plans and ideas of others, as well as presents new, individual urban open space design recommendations.

### **Chapter 10: Social Equity**

The Social Equity Chapter Plan explores the broader implications of growth with respect to access to affordable housing and equitable economic development; and recommends strategies for ensuring that existing residents and local workers, households and businesses can participate in and benefit from future development in West Oakland.

### **Chapter 11: Implementation**

The Implementation Chapter is comprised of an action plan that prioritizes improvements and investments to achieve the Specific Plan’s recommendations. It outlines specific actions, potential funding mechanisms, and timelines, as well as responsible parties to achieve these objectives.

### **Appendices**

The Specific Plan contains additional important information in the Appendices. For example, new Design Guidelines are included as Appendix A, and a discussion of Community Health is in Appendix E.