

DOWNTOWN OAKLAND SPECIFIC PLAN (DOSP)

Landmarks Preservation Advisory Board

May 6, 2024



1 | OVERALL PROCESS & TIMELINE

Project Initiation

Existing Conditions Research & Profile Report
10-Day Public Design Charrette & Open Studio
Community Advisory Group (CAG) Launch
Plan Alternatives Report & Comment Memo
Stakeholder Meetings & Online Survey
Youth Summit

Plan Drafting & Iteration

Plan Options Report & Equity Assessment
Preliminary Draft Plan & Public Review
Public Review Draft Plan/EIR* & Public Hearings
Initial Zoning Incentive Program (ZIP) analysis



Racial Equity Re-Launch

Interviews & Focus Groups
Disparity Analysis
Expanded Outreach & CAG Membership
Social Equity Working Groups & Creative Solutions Labs
Accessibility Survey Collaboration with Senior and Disability Advocates

Final Plan, Zoning & Adoption

Final Draft Plan
Draft Planning Code (Zoning) and General Plan Amendments & Public Review
Adoption Hearings for Final Draft Plan & Zoning

2 | COMMUNITY INVOLVEMENT



Project Initiation

2015-2016



Plan Drafting & Iteration

2018-2019



2020-2023



Racial Equity Re-Launch



Final Plan, Zoning & Adoption



3 | PLAN REVISIONS & ZONING DEVELOPMENT 2019-2024

Public Review Draft Plan

Public meetings, pop-ups at community events
LPAB, Cultural Affairs Commission, PRAC, BPAC,
Commission on Aging, MCPD, Library Commission, ZUC &
Planning Commission meetings
4 CAG meetings: Review of Preliminary Draft comments,
implementation, how feedback has been incorporated,
initial ZIP feasibility study

Zoning Drafting & Review

3 community meetings on zoning topics, online survey,
targeted meetings w/BAMBD, Chinatown & Jack London
ZIP Economic Analysis Peer Review/TAC
2 LPAB & 3 ZUC meetings
3 CAG meetings: Zoning, policy objectives & affordable
housing/ZIP study session



Plan & CEQA Revision & ZIP Analysis

Reviewing community comments & revising Plan & EIR
Economic analysis for Zoning Incentive Program (ZIP)
3 CAG meetings: Community benefits prioritization, ZIP
structure and benefits, housing & implementation
strategies

Zoning Revisions & Adoption

LPAB meeting, 2 Planning Commission meetings
2 CAG meetings: plan & zoning
Adoption hearings: CED & Council

4 | DOSP BOUNDARY

The DOSP complements the adjacent completed specific plans:

- West Oakland Specific Plan (west)
- Broadway-Valdez Specific Plan (north)
- Lake Merritt Station Area Plan (east/Chinatown)

The DOSP areas and neighborhoods include:

- Central Core
- Chinatown
- Jack London District
- KONO
- Lake Merritt Office District
- Lakeside
- Laney College
- Old Oakland
- West of San Pablo

Legend

 Downtown Plan Boundary

 Parks

 BART Station

 BART Line

 Railroad

 Other Specific Plan Areas:

 1 West Oakland Specific Plan

 2 Broadway Valdez District Specific Plan

 3 Lake Merritt Station Area Plan



0 600 1,200 2,400 Feet Source: Caltrans, 2015; Google, 2018.

5 | PLAN: WHAT WILL THE DOSP DO?

- **Modernize and broaden the role of downtown**
 - Mixed uses with housing and entertainment, R&D and industrial jobs rather than just office
- **Increase housing and jobs near transit**
 - Streamline and provide community benefits
- **Expand funding for public services**
 - One-time development impact fees and more significant long-term tax revenues
- **Revitalize local businesses and enhance public safety**
 - Stem cultural displacement, fill vacant ground floor spaces
- **Prepare for climate change and sea level rise**
 - Comprehensive infrastructure and adaptation plans in development projects and regionally
- **Reconnect West Oakland with Downtown**
 - Thoughtfully re-envision I-980 and repair harm done to Black community

6 | PLAN: HOW WILL THE DOSP ACHIEVE THESE GOALS?

Sets policy for inclusive implementation, a detailed work plan for multiple city departments, and outcomes monitoring

- Short to long term implementation actions
- Participation from City, partner agencies and community members
- Racial equity impact assessment and measures of success
- Ongoing specific plan implementation steering committee to advise and develop partnerships

Immediate and concurrent actions to be adopted with the Plan

- Zoning Map and Planning Amendments
- General Plan Amendments
- Final Environmental Impact Report (EIR)
- Zoning Incentive Program and Transfer of Development Rights Program

7 | PLAN: CULTURAL RESOURCES STRATEGIES

- Transfer of Development Rights program
- Adaptive Reuse Ordinance
- Focus on infill sites
- Zoning for Arts & Culture Uses
- Citywide Cultural Districts Program & Culturally Relevant Branding & Streetscape Design
- Façade & Tenant Improvement Program
- SRO Rehab & Acquisition Partnerships



Vision for Downtown Oakland

Downtown Oakland serves as the setting for a remarkable array of lived experiences. It is both home and gathering space to people of all different income levels, races, cultures, and ethnicities. It supports a wide spectrum of community assets, serving not only local residents, but also visitors and workers from around Oakland, the Bay Area, and the globe. Its economy drives social innovation while reflecting the cultures, political movements, and people who are its heritage.

"Downtown Oakland is a dynamic regional hub of culture, employment, housing and transit that welcomes our entire community. Oaklanders across all ages have access to a network of service providers, activities, mentorship and job training that prepares them to participate in the culture and prosperity being generated downtown. Growth is accompanied by bold strategies to protect vulnerable community members, businesses and cultural organizations from displacement and to afford them opportunities for expansion and enhancement. Investment around transit stations and their vicinities creates active gateways into downtown and out to Oakland's communities. Transit increases access to downtown's jobs, services, culture and entertainment options from throughout Oakland and the region. Landscaped and specially treated connections provide an integrated system of walking and biking paths through downtown that link cultural districts and connect people to the Lake Merritt and Estuary waterfronts and to adjacent neighborhoods and districts. Downtown is a leader in innovative resilience and adaptation around social, climatic, and economic change."

Potential 2040 Development

Active 2020 Development

**PUBLIC REVIEW
DRAFT PLAN**
August 2019



Vision for Downtown Oakland

Downtown Oakland serves as the setting for a remarkable array of lived experiences. It is both home and gathering space to people of all different income levels, races, cultures, and ethnicities. It supports a wide spectrum of community assets, serving not only local residents, but also visitors and workers from around Oakland, the Bay Area, and the globe. Its economy drives social innovation while reflecting the cultures, political movements, and people who are its heritage and future.

Downtown Oakland is a dynamic regional hub of culture, ideas, employment, housing, and transit that welcomes our entire community. Oaklanders across all ages and cultures have access to a network of service providers, activities, mentorship, and job training that prepares them to participate in the creativity and prosperity being generated downtown. Growth is accompanied by bold strategies to protect vulnerable community members, businesses, and cultural organizations from displacement and to afford them opportunities for expansion and enhancement. Investment around transit stations and their vicinities creates active gateways into downtown and out to Oakland's communities. Safe and reliable transit increases access to downtown's jobs, services, culture, and entertainment options from throughout Oakland and the region. Landscaped and specially treated connections provide an integrated system of walking and biking paths through downtown that link cultural districts and connect people to the Lake Merritt and Estuary waterfronts and to surrounding neighborhoods and districts. Downtown is a leader in innovative resilience and adaptation around social, climate, and economic change.

FINAL DRAFT PLAN
March 2024

Potential 2040 Development
Active 2020 Development

10 | ZONING: DOSP GOALS & ZONING STRATEGIES

DOSP Objective	Zoning Approach
Economic Opportunity	<ul style="list-style-type: none"> • Flexibility in ground floor uses • Employment priority overlay zone • Preservation of industrial land & industrial transition in western Jack London, R&D uses in central core • Zoning Incentive Program below market-rate commercial space benefit
Housing & Homelessness	<ul style="list-style-type: none"> • Increased residential density with community benefits, including affordable housing funds • Allowing high-density residential in Victory Court (South Jack London Area) with sea level rise adaptation • Permitting high-density efficiency units and work/live units
Mobility, Safety & Connectivity	<ul style="list-style-type: none"> • Green Loop pedestrian/bicycle/landscaping infrastructure improvements • Freeway zones to improve pedestrian experience • Infrastructure improvements (primarily implemented by DOT)
Culture Keeping	<ul style="list-style-type: none"> • BAMBD Arts & Culture overlay zone to support a thriving district with concentration of relevant activities • Arts & Garage District zoning to protect artists & small-scale manufacturers • Relaxed rules to permit entertainment and performance venues, revised process for alcohol permits • Permitting artisan production commercial activities by right
Community Health & Sustainability	<ul style="list-style-type: none"> • Sea Level Rise overlay zone to require large scale comprehensive sea level rise adaptation plans • Green Loop to encourage walking, biking, and use of green/recreational space • Standards to protect Lake Merritt Channel for nature and recreation
Land Use & Urban Form	<ul style="list-style-type: none"> • Revised design standards for towers, storefronts, Green Loop and other key frontages • Trading of development rights (TDR) program to preserve historic buildings

11 | ZONING: TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM

Incentivizes the protection of historic buildings by allowing owners to sell unused development rights, including some or all of the difference between the existing building's height, density, and/or floor area and the maximum allowed by zoning, to owners of sites in less historic areas of downtown.

- **TDR rights from a single sending site may be transferred as a group to a single receiving site or in separate increments to several receiving sites:**
 - This transfer results in an increase in the number of dwelling units and/or amount of floor area than would otherwise be permitted at the receiving site
 - A receiving site being granted additional density over the base must be in a location that permits Residential Facilities, and a receiving site being granted additional nonresidential floor area over the base must be at a location that permits Enclosed Nonresidential Facilities
- **Both the receiving and sending sites must be within a D-DT Zone:**
 - Receiving sites must be within the ZIP area. Only half the development capacity allowed under the ZIP may be achieved through the TDR program (to encourage participation in ZIP).
 - The height and bulk of the proposal for the receiving site must be consistent with the desired character of the block and area

12 | ZONING: TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM

Changes

- Maintenance agreement requirement for sending site
- A prohibition of the demolition of the principal building at the sending site
- “A” or “B” rated property allowed as a sending site
- Clarification: the new density for a receiving site establishes the base density for the purpose of the State Density Bonus Law
- Clarification: the additional height above the height maximum for the receiving site is based on the average size of dwelling units and can be achieved through the Design Review process

13 | ZONING: ZONING INCENTIVE PROGRAM

Zoning Incentive Program (ZIP) allows increased density to meet DOSP goals:

- Walkable, transit-rich neighborhoods
- Meet State and local goals for housing, including affordable units
- Grow Oakland's economy and tax base to improve public services and fund community benefits citywide
- Achieve additional community benefits by capturing some additional value development projects achieve through increased density

14 | ZONING: ZONING INCENTIVE PROGRAM

Benefits to be provided through the ZIP can either be built on site or provided through fees, in any combination that meets the total amount of benefit required:

On-Site Benefits:

- Below market-rate (50%) ground floor commercial space
- Streetscape, open space and other culturally-relevant neighborhood improvements
- Public restrooms in building lobby

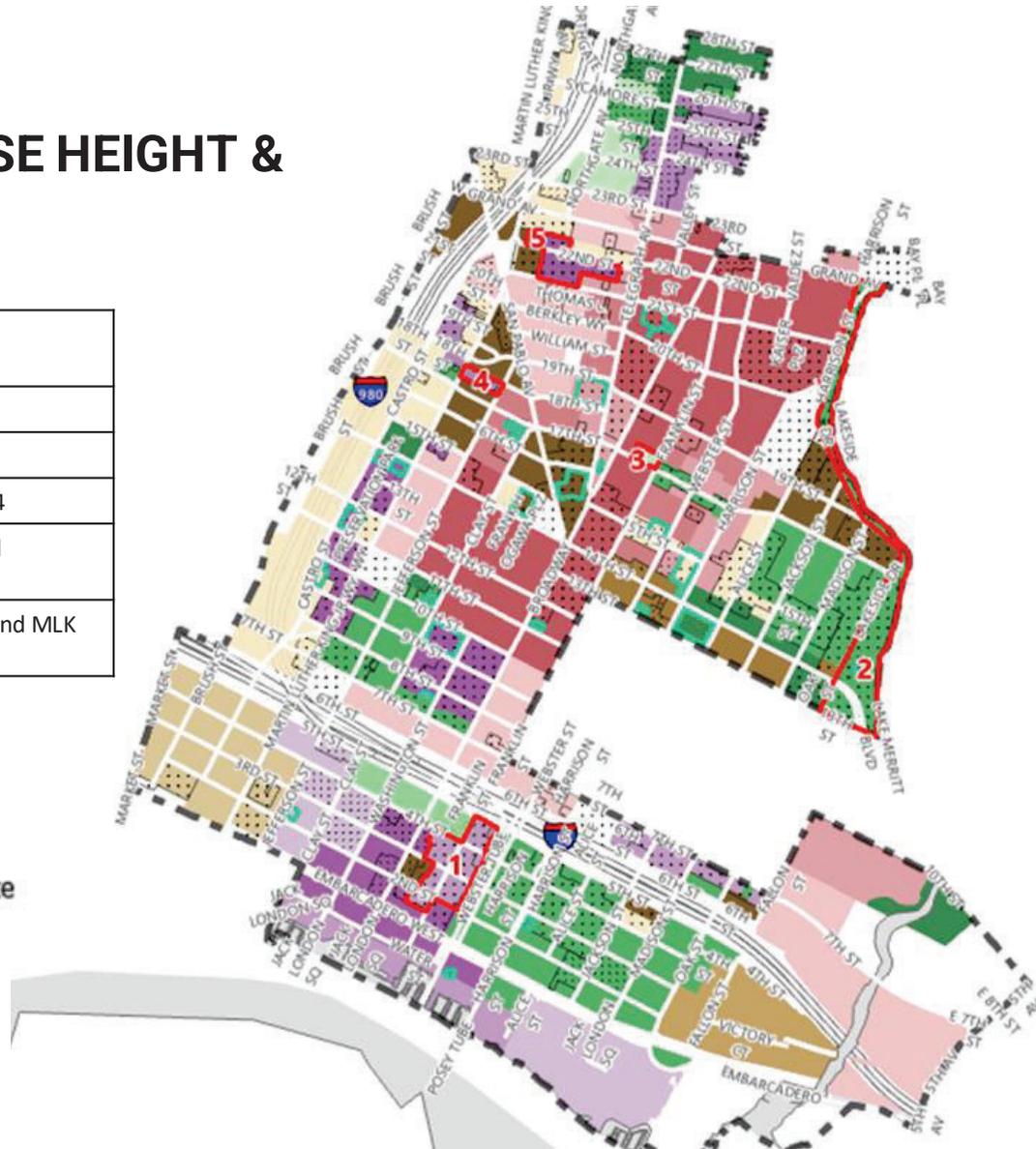
In-Lieu Fee:

- 50% toward preservation, protection and production of affordable housing
- 25% toward streetscape/public realm improvements
- 25% toward employment training, including a set-aside for construction training and apprenticeships

15 | ZONING: REVISIONS TO BASE HEIGHT & INTENSITY AREAS

Map Label	Base Height Area Revision
1	Produce Market: from 5 to 3
2	Gold Coast: from 10 to 8
3	Franklin & 17th St: from 5 to 4
4	18th Street between MLK and Jefferson: from 18 to 6
5	22nd St. Between Telegraph and MLK from: 8 to 5

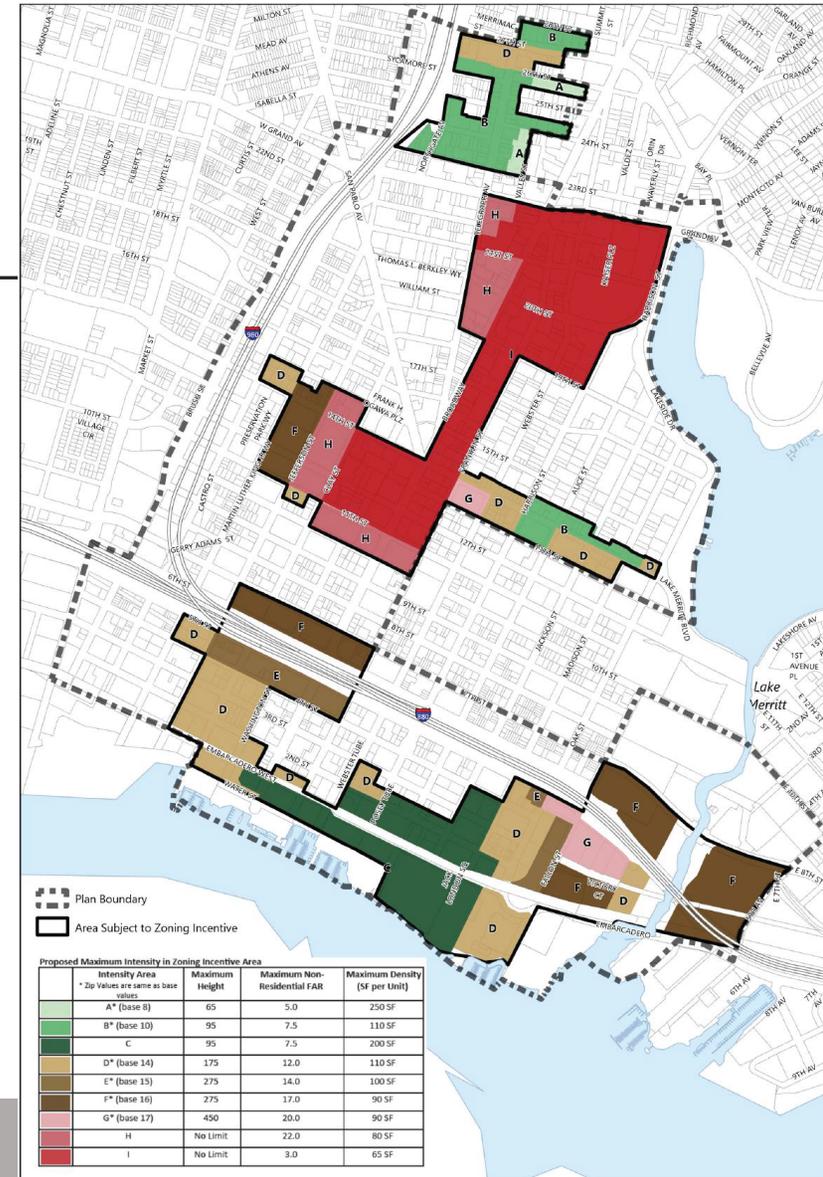
-  National Register
-  Areas of Primary Importance
-  Areas of Secondary Importance
-  Plan Boundary
-  Revisions



	Intensity Area	Maximum Height
	1	45
	2	45
	3	45
	4	45
	5	55
	6	65
	7	65
	8	65
	9	95
	10	95
	11	95
	12	135
	13	175
	14	175
	15	275
	16	275
	17	450
	18	No Limit

16 | ZONING: REVISIONS TO ZIP MAX HEIGHT & INTENSITY AREAS

- Removed Fire Alarm Building and Main Library from the ZIP area



17 | ZONING: OTHER HIGHLIGHTS

Updated Land Use Activity Regulations

- **Zoning Map:** Revisions help achieve DOSP and Estuary Plan goals; allow more fine-grained/place-specific approaches; unify above & below I-880
- **Activities Table:** Amends activities that are allowed by right, including relaxing ground floor and entertainment restrictions, allowing a new “Artisan Production” commercial use by right throughout the downtown (adopted for GPU Phase 1 amendments), and streamlining alcohol permits

New Special Districts

- Sea Level Rise Overlay
- BAMBD Arts & Culture Overlay
- Employment Priority Sites
- Green Loop & Lake Merritt Channel
- Freeway zones to activate underpasses

Development Standards

- Revises building design standards, coordinated with upcoming objective design standards

18 | NEXT STEPS: PUBLICATION & ADOPTION HEARINGS

- **Anticipated Publication Schedule**
 - March 22: Final Draft DOSP Published
 - April 19: Final Draft Zoning Amendments Published
 - May 1: Environmental Impact Report Published
- **Anticipated Meeting Schedule:**
 - May 6: Landmarks Preservation Advisory Board
 - April 18 and May 9: CAG Meetings
 - May 15 & June 6: Planning Commission
 - June & July: CED & Council Adoption Hearings

DOWNTOWN OAKLAND SPECIFIC PLAN



City Planning Team

- **William Gilchrist**, Director of Planning & Building
- **Ed Manasse**, Deputy Director of Planning
- **Laura Kaminski**, Strategic Planning Manager
- **Joanna Winter**, Project Manager
- **Michelle Matranga**, Planner (Strategic Planning)
- **Neil Gray**, Planner (Zoning)
- **Stephanie Skelton**, Public Service Representative
- **Brian Mulry**, City Attorney
- **Tarisha Bal**, City Attorney